



Promoting improvements
in policing to make
everyone safer

PEEL: Police effectiveness 2016

An inspection of Kent Police



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Introduction

As part of our annual inspections of police effectiveness, efficiency and legitimacy (PEEL), Her Majesty's Inspectorate of Constabulary (HMIC) assesses the effectiveness of police forces across England and Wales.

What is police effectiveness and why is it important?

An effective police force is one which keeps people safe and reduces crime. These are the most important responsibilities for a police force, and the principal measures by which the public judge the performance of their force and policing as a whole.

To reach a judgment on the extent of each force's effectiveness, our inspection answered the following overall question:

- How effective is the force at keeping people safe and reducing crime?

To answer this question HMIC explores five 'core' questions, which reflect those areas of policing that we consider to be of particular interest and concern to the public:¹

1. How effective is the force at preventing crime, tackling anti-social behaviour and keeping people safe?
2. How effective is the force at investigating crime and reducing re-offending?
3. How effective is the force at protecting those who are vulnerable from harm, and supporting victims?
4. How effective is the force at tackling serious and organised crime?
5. How effective are the force's specialist capabilities?

HMIC's effectiveness inspection assessed all of these areas during 2016. More information on how we inspect and grade forces as part of this wide-ranging inspection is available on the HMIC website (www.justiceinspectorates.gov.uk/hmic/peel-assessments/how-we-inspect/). This report sets out our findings for Kent Police.

Reports on the force's efficiency, legitimacy and leadership inspections are available on the HMIC website (www.justiceinspectorates.gov.uk/hmic/peel-assessments/peel-2016/kent/).

¹ HMIC assessed forces against these questions between September and December 2016, except for Kent Police – our pilot force – which we inspected in June 2016.

Force in numbers



Calls for assistance

Calls for assistance per 1,000 population 12 months to 30 June 2016

Kent Police

199

England and Wales

240



Crime (excluding fraud)

Crimes recorded per 1,000 population 12 months to 30 June 2016

Kent Police

65

England and Wales

68

Change in recorded crime 12 months to 30 June 2015 against 12 months to 30 June 2016

Kent Police

+7.5%

England and Wales

+7.8%

Change in recorded crime for the 5 years to the 12 months to 30 June 2016

Kent Police

+12.6%

England and Wales

-3.4%



Crime outcomes*

Charged/summonsed

Kent Police

9.4%

England and Wales

12.1%

Evidential difficulties: suspect identified but victim does not support action

Kent Police

19.4%

England and Wales

10.6%

Investigation completed but no suspect identified

Kent Police

45.2%

England and Wales

47.4%

*Figures are shown as proportions of outcomes assigned to offences recorded in the 12 months to 30 June 2016.



Anti-social behaviour

Anti-social behaviour incidents per 1,000 population 12 months to 31 March 2016

Kent Police

England and Wales

26

31

Anti-social behaviour incidents per 1,000 population 12 months to 31 March 2015

Kent Police

England and Wales

28

34



Domestic abuse

Domestic abuse calls for assistance per 1,000 population 12 months to 30 June 2016

Kent Police

England and Wales

17

16

Domestic abuse as a percentage of all recorded crime (excluding fraud) 12 months to 30 June 2016

Kent Police

England and Wales

15.0%

11.1%

Domestic abuse as a percentage of all recorded crime (excluding fraud) 12 months to 31 March 2015

Kent Police

England and Wales

11.3%

10.0%



Organised crime groups

Organised crime groups per million population as at 1 July 2016

Kent Police

England and Wales

14

46



Victim satisfaction rate

Victim satisfaction with the overall service provided by the police 12 months to 30 June 2016

Kent Police

England and Wales

82.4%

83.3%

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

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

Overall judgment²



Kent Police is good at keeping people safe and reducing crime. The force has an effective approach to reducing crime and anti-social behaviour, tackling serious and organised crime and protecting vulnerable people,³ including victims of domestic abuse. However, improvements are required in how it investigates crime. Our overall judgment this year is the same as last year, when we judged the force to be good in respect of effectiveness.

Overall summary

How effective is the force at preventing crime, tackling anti-social behaviour and keeping people safe?



How effective is the force at investigating crime and reducing re-offending?



How effective is the force at protecting those who are vulnerable from harm, and supporting victims?



How effective is the force at tackling serious and organised crime?



How effective are the force's specialist capabilities? **Ungraded**

Overall, the effectiveness of Kent Police is good. The force needs to improve how some investigations are conducted and overseen, and in particular it needs to understand why so many crimes are not progressing due to the victim not supporting police action or due to difficulties in securing sufficient evidence for a case to proceed. However, beyond these issues many elements of policing in Kent are extremely effective.

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

³ A vulnerable person is someone who is in need of special care, support or protection through their age, disability, or because they have been subjected to repeated offences, or are at high risk of abuse, for example.

The force has an effective approach to preventing crime and keeping people safe and has devoted dedicated resources to policing its communities effectively. It understands the communities it serves and has equipped its officers well to work with other policing organisations and interested parties to promote resolutions that protect communities and victims. It has responded to HMIC's 2015 effectiveness report⁴ by improving how it shares among its officers and staff knowledge of what works locally in preventing crime and anti-social behaviour in its communities, so they can all learn from best practice.

The force is good at pursuing and disrupting organised criminal groups and preventing organised crime from taking root in its communities. The force works with Essex Police to tackle the most serious and harmful organised criminals, but combating serious organised crime is increasingly the responsibility of all frontline officers. The force is starting to use its neighbourhood officers to prevent people becoming involved in organised crime, but needs to make better use of the powers available to it to prevent organised criminals causing further harm. Kent Police is also taking steps to provide its specialist officers with better training and equipment to protect the public from threats requiring an armed response.

While the force's initial investigation of crime is good, and the appropriate people continue the investigations to a high standard, there are still some problems with how well, overall, the force investigates crime. The force is poor at investigating certain types of crimes, for example stalking and harassment, although it is making efforts to improve in these areas. HMIC has serious concerns about the number of investigations which are not progressed because the victim does not support police action. This happens in 21.9 percent of crimes investigated in Kent, which is much higher than the 13.8 per cent figure for England and Wales and one of the highest levels of any force.

Kent Police is good at supporting victims of domestic abuse and is working hard to improve further the way in which it responds to domestic abuse. In particular, it has improved its arrest and charge to summons rates, which means that victims are getting better outcomes and offenders are being held to account for their actions. All frontline staff follow a clear procedure to address risk and vulnerability, and understand the need to take positive action in cases of domestic abuse.

The force's police online investigation team (POLIT) is highly effective in bringing offenders to justice and safeguarding children, and is active with international colleagues in developing means to hold offenders to account and protect the victims of online abuse.

⁴ *PEEL: Police effectiveness 2015 – A national overview*, HMIC, 2016. Available from: www.justiceinspectorates.gov.uk/hmic/publications/police-effectiveness-2015/

Kent Police has good plans to mobilise in response to the threats set out in the *Strategic Policing Requirement* and regularly tests its plans to ensure that they are effective. The force is well prepared to respond to an attack which might require an armed response.

How effective is the force at preventing crime, tackling anti-social behaviour and keeping people safe?

The police's ability to prevent crime and anti-social behaviour and to keep people safe is a principal measure of its effectiveness. Crime prevention is more effective than investigating crime, stops people being victims in the first place and makes society a safer place. The police cannot prevent crime on their own; other policing organisations and organisations such as health, housing and children's services have a vital role to play. Police effectiveness in this matter therefore depends on their ability to work closely with other policing organisations and other interested parties to understand local problems and to use a wide range of evidence-based interventions to resolve them.

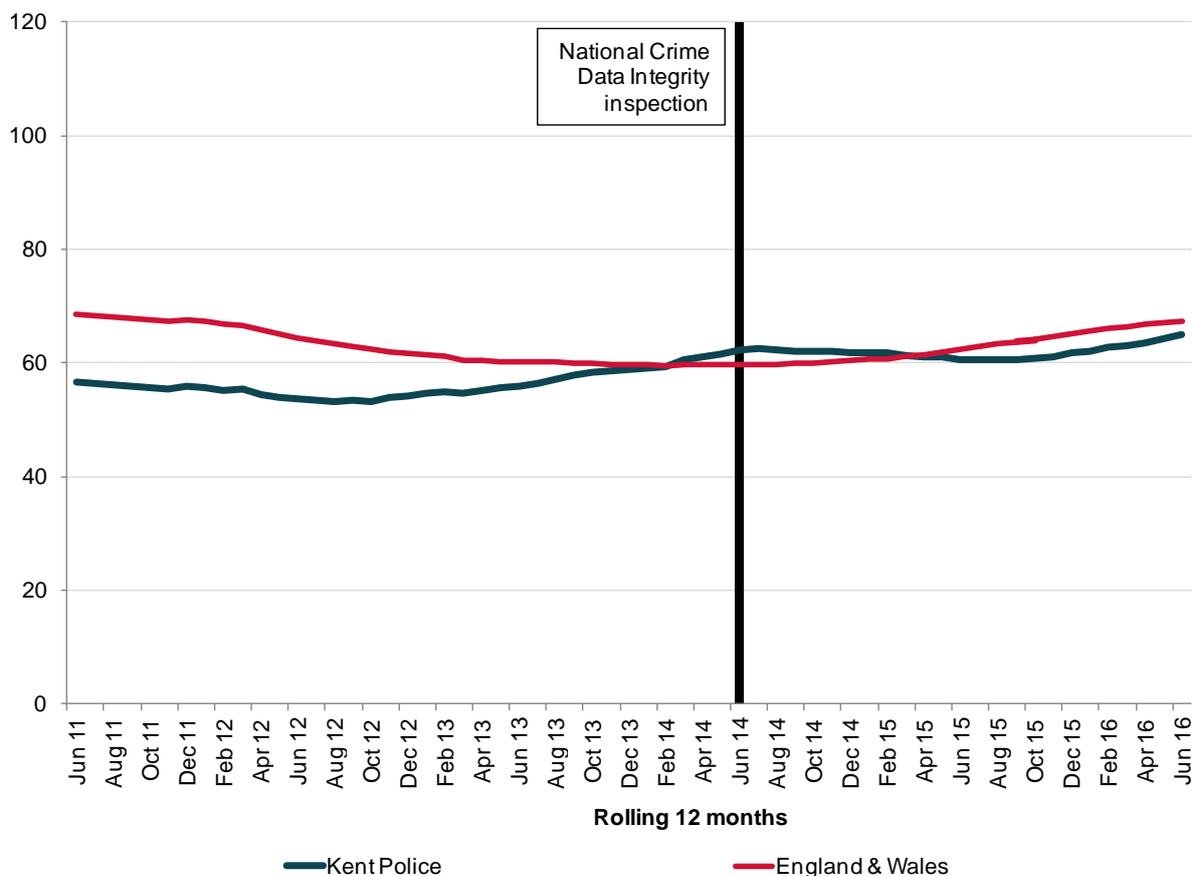
How much crime and anti-social behaviour is there in Kent?

Although police-recorded crime is by no means a complete measure of the totality of demand for calls on its service that a force faces, it does provide a partial indication of performance across all forces. Crime rates are reported as the number of crimes per 1,000 population in each force area to enable comparison between areas. Total recorded crime is made up of victim-based crime (crimes involving a direct victim such as an individual, a group, or an organisation) and other crimes against society (e.g. possession of drugs). In the 12 months to 30 June 2016, the majority of forces (39 out of 43 forces) showed an annual increase in total police-recorded crime (excluding fraud). This increase in police-recorded crime may have been affected by the renewed focus on the quality and compliance of crime recording since HMIC's 2014 inspection of crime data in all forces across England and Wales.

In 2010 the Home Secretary set a clear priority for the police service to cut crime. Figure 1 shows how police-recorded crime has fluctuated over the longer term. When compared with the 12 months to 30 June 2011, police-recorded crime (excluding fraud) for the 12 months to 30 June 2016 has increased by 12.6 percent in Kent compared with a decrease of 3.4 percent across all forces in England and Wales.

Over this same period, victim-based crime increased by 15.4 percent in Kent, compared with a decrease of 0.5 percent for England and Wales as a whole.

Figure 1: Police-recorded crime rates (per 1,000 population) in Kent, for the five year period to 30 June 2016



Source: Home Office data

For further information about these data, please see annex A

More recently, when compared with the previous 12 month period, police-recorded crime (excluding fraud) in Kent increased by 7.5 percent for the year ending 30 June 2016. This is compared with an increase of 7.8 percent across all forces in England and Wales over the same period.

The rate of police-recorded crimes and incidents of anti-social behaviour per head of population indicates how safe it is for the public in that police area. Figures 2 and 3 show crime rates (per 1,000 population) and the change in the rate (per 1,000 population) of anti-social behaviour in Kent compared with England and Wales.

HMIC used a broad selection of crime types to indicate crime levels in the police force area during the inspection. We are not judging the effectiveness of the force on police-recorded crime rates only. The figure below shows police-recorded crime rates in the force area for a small selection of crime types.

Figure 2: Police-recorded crime rates (per 1,000 population) in Kent, for the 12 months to 30 June 2016

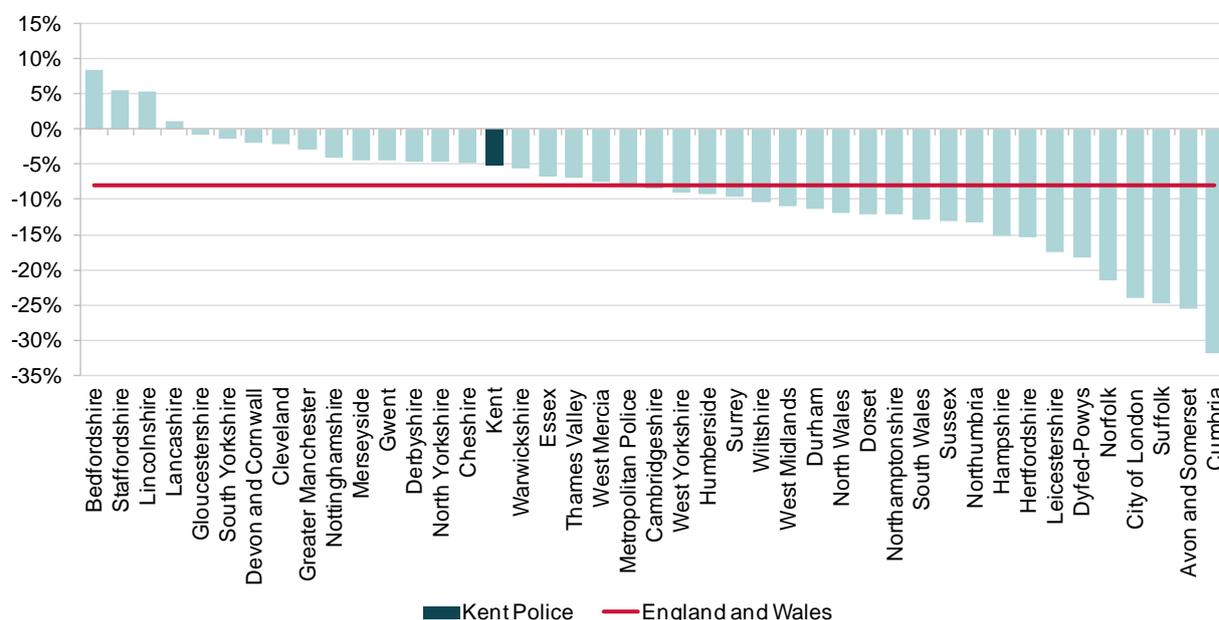
Rates per 1,000 population	Kent Police	England and Wales
Recorded crime (excluding fraud)	65.1	68.2
Victim-based crime	60.2	60.4
Sexual offences	1.8	1.9
Assault with injury	7.5	7.0
Burglary in a dwelling*	6.0	8.1

* The rate of burglary in a dwelling is the rate for 1,000 households, rather than population

Source: Home Office data

For further information about these data, please see annex A

Figure 3: Percentage change in the rate of anti-social behaviour incidents (per 1,000 population), by force, comparing the 12 months to 31 March 2016 with the 12 months to 31 March 2015



Source: Home Office data

For further information about these data, please see annex A

In the 12 months to 31 March 2016, Kent Police recorded 26 incidents of anti-social behaviour per 1,000 population. This is 5 percent fewer incidents per 1,000 population than the force recorded during the previous 12 months. In England and

Wales as a whole, there were 8 percent fewer incidents per 1,000 population in the 12 months to 31 March 2016, than were recorded during the previous 12 months.

How effectively does the force understand the threat or risk of harm within the communities it serves?

It is vital that forces have a detailed understanding of the communities they serve in order to protect them from harm. This understanding should include those communities which may – for a variety of reasons – need the police to work differently to understand their requirements, for example migrant communities, elderly people or groups which might be mistrustful towards the police. A good understanding of what matters to these communities helps the police to gain their confidence and create safer neighbourhoods for citizens.

In order to tackle crime and anti-social behaviour, police forces need to understand the threat and risk faced by communities. Forces must also operate a model of local policing in which police officers and police community support officers (PCSOs) have sufficient time for community engagement, visible targeted foot patrols and working with other policing organisations and other interested parties to promote resolutions that protect communities and prevent crime. Successfully undertaking these three activities leads to crime reduction and increased public confidence.

Does Kent Police understand the risk posed to its communities?

Kent Police has a detailed understanding of the risks and threats posed to its communities. This understanding is supported by a dedicated local policing model in which every neighbourhood has a named team of police officers, and police community support officers (PCSOs) are expected to spend most of their time carrying out community engagement and prevention activity; the public report seeing both foot and vehicle patrols in their communities to a similar level as they did last year. The public of Kent can be confident that officers in these teams spend most of their time in this vital activity.

HMIC conducted a short survey of police staff across forces in England and Wales, to understand their views on workloads, redeployment and the suitability of tasks assigned to them. The survey was a non-statistical, voluntary sample, so results were explored further during fieldwork rather than being used to singularly assess force performance. In Kent Police, 473 officers and staff responded to our survey. The survey, and visits to neighbourhood teams to talk to and observe officers, confirmed that the force has a variety of management approaches to ensuring it understands how its officers spend their time.

Kent Police understands well the threats facing the communities it serves. It is good at analysing both traditional threats (such as burglary and robbery) and so-called emerging threats (such as child sexual exploitation and cyber-crime). Working with other agencies, it has developed its understanding of these threats to ensure as

much information as possible is used to establish a comprehensive threat assessment. This assessment is consistent with and relates to the force and local community safety partnership (CSP)⁵ priorities. Throughout the development of this threat assessment there is a positive focus on keeping vulnerable people safe. The force also makes effective use of its own intelligence to identify threat or risk of harm within communities, using traditional national intelligence model (NIM)⁶ data to map local crime trends.

Since HMIC's 2015 effectiveness report,⁷ Kent Police has continued to improve its understanding of the risks faced by its communities by introducing a more sophisticated approach to assessing individual risk. This provides information about the type of crime most likely to occur, whether it is burglary, child sexual exploitation or any other category. This approach also assesses how likely these threats are to occur and what level of harm they would cause. This has allowed the force to develop responses tailored to individual types of crime or the threats which pose a risk to the community, and uses a tool called MoRiLE.⁸ The force has merged its neighbourhood profiles with serious and organised crime profiles,⁹ bringing together in one document for each neighbourhood a range of information that helps to give an increased understanding of local neighbourhoods in an easy-to-read format. These documents are all kept up to date.

⁵ CSPs were set up as statutory bodies under Sections 5–7 of the Crime and Disorder Act 1998. Each CSP is made up of representatives from the police and police authority, the local council, and the fire, health and probation services (the 'responsible authorities'). Their mandate is to enable organisations to work together to resolve instances of crime and anti-social behaviour.

⁶ The National Intelligence Model (NIM) is a well-established and recognised model within policing that managers use for setting strategic direction, making prioritised and defensible resourcing decisions, allocating resources intelligently, formulating tactical plans and assigning and co-ordinating resulting activity and managing the associated risks. It is important to note that the NIM is not just about crime and not just about intelligence – it is a business and decision-making model that can be used for most areas of policing. It provides a standardised approach to gathering, co-ordinating and disseminating intelligence that can be integrated across all forces and law enforcement agencies.

⁷ *PEEL: Police effectiveness 2015 – An inspection of Kent Police*, HMIC, 2016. Available from: www.justiceinspectorates.gov.uk/hmic/publications/police-effectiveness-2015-kent/

⁸ 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.

⁹ Neighbourhood and serious and organised crime (SOC) profiles are an effective way of compiling police and partnership data to assist in the understanding of neighbourhoods and the people living and working in them. Neighbourhood profiling should enable police and partners to identify areas of risk, community tension and vulnerable individuals and groups, which can then be targeted and issues addressed through collaborative problem-solving activity. SOC local profiles are available from: www.gov.uk/government/uploads/system/uploads/attachment_data/file/371602/Serious_and_Organised_Crime_local_profiles.pdf

How does Kent Police engage with the public?

The force understands the importance of involving the public and uses a range of methods to do so. These include online and more traditional face-to-face meetings, and mobile police station deployments. Community safety teams are at the core of community work and public engagement. These teams of officers and PCSOs work closely with the public, gathering information and acting on local priorities, which are established through various forms of contact. The force has invested in dedicated police officers, known as community liaison officers (CLOs), to understand and engage with specific communities which may not traditionally have trusted or co-operated with the police. CLOs have recently been successfully used in a murder case and in resolving community issues in Medway. Regular communications through a wide range of media inform the public of activity relating to particular priorities and concerns, and the force website includes the picture, name and contact details of the local officer or PCSO.

HMIC commissioned Ipsos MORI to conduct a survey of attitudes towards policing between July and August 2016. The survey indicated that there has been an increase in public satisfaction with Kent Police. Some 404 people were interviewed and 52 percent were very or fairly satisfied with local policing in their area. This is a 17 percent increase on 2015.¹⁰

How effectively do force actions and activities prevent crime and anti-social behaviour?

Effective forces use a range of options to prevent crime, tackle anti-social behaviour and keep people safe. They use structured approaches to solving local problems which aim to rid communities of criminal and anti-social behaviour. They also use a range of legal powers and specific tactics which vary depending on the situation. HMIC expects forces to review their activity as well as other sources of evidence in order to improve their ability to protect people over the long term.

Does the force have a problem-solving approach?

Kent Police is effective at problem solving¹¹ through using problem-solving models, sharing effective practice and working with other policing organisations and other interested parties. It has a structured approach and uses nationally-recognised models. Its principal method of problem solving is the SARA¹² model, although

¹⁰ For further details, see annex A.

¹¹ A term used in policing where forces systematically identify and analyse crime and disorder problems, develop specific responses to individual problems and subsequently assess whether the response has been successful.

¹² An acronym for scanning, analysis, response, and assess. The process is aimed at identifying legal and ethical solutions to policing problems, such as anti-social behaviour.

officers and staff also spoke of using the PIER¹³ model and the national decision-making model (NDM).¹⁴ The force systematically shares information and activity about anti-social behaviour cases with other relevant organisations. A database shared with and used by several other policing organisations and interested parties (including Kent County Council's warden service, which has 100 wardens), enables it to obtain and share information about activity on cases, and improve the outcome for people and communities. It also shares ideas for problem solving with all forces in England and Wales through the College of Policing's 'What Works' Centre. In response to HMIC's 2015 effectiveness report, the force has developed a web-based IdeaDrop system where ideas about good practice can be shared. Officers are aware of this resource, are using it and uniformly view it positively. This effective problem-solving approach is exemplified by an operation in Margate, by which the force tackled organised criminality which was targeting children vulnerable to abuse; officers worked with other interested parties to agree plans that would mitigate risks and address the problem. Officers were co-located with other interested parties. The operation was promoted nationally as being an example of good practice.

Does the force use effective approaches and tactics to tackle crime and anti-social behaviour?

Kent Police effectively uses a range of approaches to tackle crime and anti-social behaviour. It continues successfully to use PredPol, a predictive patrol policing model, to reduce crime and disorder in identified locations by enabling the deployment of officers to areas where crimes are predicted to occur. We found examples of problem-solving and preventative tactics, based on relevant and up-to-date intelligence; for instance, when officers are given their instructions for the day they may be instructed to visit the scene of a reported public nuisance.

We found evidence of multi-agency plans to prevent people becoming victims of domestic abuse, child sexual exploitation and other serious offences such as rape and sexual assault. Neighbourhood staff have specific responsibilities for keeping some vulnerable people and repeat victims safe (known as safeguarding).¹⁵ We found that officers and staff within the community safety units (CSUs) had good

¹³ A multi-agency, crime-reduction initiative which is tailored to deal with local issues.

¹⁴ National decision model (NDM) is specific to policing. It provides a consistent framework in which decisions can be examined and challenged, both at the time and afterwards. It is composed of six main elements: the police code of ethics being central to the decision; gather information; assess threat and risk; consider powers and force policy; identify options; and, take action and review what happened.

¹⁵ The term safeguarding is applied when protecting children and other vulnerable people. The UK Government has defined the term 'safeguarding children' as: 'The process of protecting children from abuse or neglect, preventing impairment of their health and development, and ensuring they are growing up in circumstances consistent with the provision of safe and effective care that enables children to have optimum life chances and enter adulthood successfully.'

knowledge of people who were vulnerable or were victims in their area. We saw an example where the recognition by PCSOs in Gravesend that some children were being groomed had led to the development of a multi-agency operation to deal with the problem. Kent Police also has procedures in place to ensure information about some of the highest risk and highest harm families is shared between the police service, other policing organisations and other interested parties.

Although the force has reduced the number of officers who have specific training in crime-reduction approaches from 13 to two, there has been no negative effect on the service provided, as it deploys these remaining officers to provide specialist support to individual cases, for example where a local policing team is dealing with a spate of burglaries. The force has also taken steps to increase all frontline officers' and staff's understanding of crime prevention by developing a web-based crime-reduction toolkit; this has links to web pages that give details on how to reduce particular crime types. We found that this was well used by the police officers and PCSOs to whom we spoke. The frontline officers we interviewed had a good understanding of crime prevention advice and could support the community with advice on how to avoid becoming victims. Control room staff have had training and are giving advice to callers regarding online crime and how to stay safe; nonetheless, further work is necessary on how officers can advise people how to keep themselves safe online.

We found evidence that staff are trained to use their discretion when deciding how best to deal with anti-social behaviour perpetrators and when to tackle anti-social behaviour by the use of criminal behaviour orders, dispersal orders and exclusion notices. In the 12 months to 31 March 2016 Kent Police used anti-social behaviour powers 158 times per one million population, which is below the level across all forces in England and Wales. Kent Police may wish to assure itself that it is making the most effective use of these powers.

Does the force use evidence of best practice and its own learning to improve the service to the public?

The force continues to improve how it learns from best practice and established evidence in order to provide better services for the public. The force adopts recognised and best practice in neighbourhood policing; for example, it follows national guidance¹⁶ to ensure that it deploys PCSOs appropriately, and we found no evidence of PCSOs being taken away from their work in communities to conduct other activities such as complex investigations. As set out earlier in this report, the force has improved how it shares best practice internally in problem solving. It also has a strong and well-understood process of evaluation and review to test how effective particular initiatives and operations have been. The crime-reduction toolkit described earlier drew heavily on the College of Policing's research into best practice

¹⁶ *Guidance on Police Community Support Officers, 2007*, Association of Chief Police Officers of England, Wales and Northern Ireland.

(published on the College's 'What Works' website) and the force has entered into a promising relationship with a local university to evaluate its current predictive policing¹⁷ approach.

Summary of findings



Good

Kent Police is good at preventing crime, tackling anti-social behaviour and keeping people safe. It understands the threats facing all sections of its community and uses information from across the force and also from other local interested parties to make sure these threats are well understood. Community safety teams are at the core of community work. These teams of officers and PCSOs work closely with the public, gathering information and acting on local priorities. The force has invested in dedicated police officers (community liaison officers) to work with communities which may not traditionally have had a high degree of contact with or trust in the police. We found evidence that these officers are working effectively.

The force works well with other organisations, such as local councils, to promote resolutions that protect communities and victims. It has improved its approach to sharing effective practice and has developed a web-based tool that makes it easier for officers and staff to access tried and tested approaches to tackling crime and anti-social behaviour. The force continues to develop new approaches to partnership working; during our inspection, we saw examples which have been adopted as national best practice. The neighbourhood teams focus on the force priority of keeping people safe. Officers in these teams have particular responsibilities for keeping vulnerable people in their neighbourhoods safe and working with partner organisations to tackle issues such as child sexual exploitation and domestic abuse.

The force continues to develop its evidence base on the most effective ways to tackle crime and anti-social behaviour. Not only is it now better able to learn from its own approaches and make sure that all officers can benefit from the excellent work already being carried out, but it is also contacting other policing forces, partner organisations and the academic community to continue to learn and improve.

¹⁷ Analysing crime trends (such as time-bound and seasonal trends) to identify and understand where most crime is occurring ('hotspotting'), and in some cases predict where crime and anti-social behaviour is most likely to occur.

How effective is the force at investigating crime and reducing re-offending?

When a crime occurs, the public must have confidence that the police will investigate it effectively, take seriously their concerns as victims, and bring offenders to justice. To be effective, investigations should be well planned and supervised, based on approved practice, and carried out by appropriately-trained staff. In co-operation with other organisations, forces must also manage the risk posed by those who are identified as being the most prolific or dangerous offenders, to minimise the chances of continued harm to individuals and communities.

How well does the force bring offenders to justice?

Since April 2014, police forces in England and Wales have been required to record how investigations are concluded in a new way, known as 'outcomes'. Replacing what was known as 'detections', the outcomes framework gives a fuller picture of the work the police do to investigate and resolve crime and over time all crimes will be assigned an outcome. The broader outcomes framework (currently containing 21 different types of outcomes) is designed to support police officers in using their professional judgment to ensure a just and timely resolution. The resolution should reflect the harm caused to the victim, the seriousness of the offending behaviour, the impact on the community and deter future offending.

Outcomes are likely to differ from force to force for various reasons. Forces face a different mix of crime types in their policing areas, so the outcomes they assign will also vary depending on the nature of the crime. Certain offences are more likely to be concluded without offenders being prosecuted; typically these include types of crime such as cannabis misuse. If this type of crime is particularly prevalent in the force then it is likely that the level of 'cannabis/khat¹⁸ warning' outcomes would be greater. Other offences such as those involving domestic abuse or serious sexual offences, are unlikely to result in a high usage of the 'cautions' outcome.

The frequency of outcomes may also reflect the force's policing priorities. For example, some forces work hard with partners to ensure that first time and low-level offenders are channelled away from the criminal justice system. In these areas locally-based community resolutions are likely to be more prevalent than elsewhere.

It is also important to understand that not all of the crimes recorded in the year will have been assigned an outcome as some will still be under investigation. For some crime types such as sexual offences, the delay between a crime being recorded and

¹⁸ A plant native to Africa and the Arabian Peninsula, the leaves of which are frequently chewed as a stimulant. The possession and supply of khat became a criminal offence in England and Wales in 2014.

an outcome being assigned may be particularly pronounced, as these may involve complex and lengthy investigations.

Figure 4: Proportion of outcomes assigned to offences recorded in Kent Police, in 12 months to 30 June 2016, by outcome type^{19,20}

Outcome number	Outcome type / group	Kent Police	England and Wales
1	Charged/Summoned	9.4	12.1
4	Taken into consideration	0.0	0.2
	Out-of-court (formal)	2.6	3.2
2	Cautions - youths	0.3	0.4
3	Cautions - adults	1.9	2.3
6	Penalty Notices for Disorder	0.4	0.6
	Out-of-court (informal)	2.5	3.6
7	Cannabis/Khat warning	0.6	0.9
8	Community Resolution	1.9	2.8
*	Prosecution prevented or not in the public interest	0.9	1.8
	Evidential difficulties (victim supports police action)		
15	Suspect identified	11.1	8.3
	Evidential difficulties (victim does not support police action)	21.9	13.8
16	Suspect identified	19.4	10.6
14	Suspect not identified	2.5	3.2
18	Investigation complete – no suspect identified	45.2	47.4
20	Action undertaken by another body / agency	0.5	0.6
21	Further investigation to support formal action not in the public interest	0.9	0.1
	Total offences assigned an outcome	95.0	91.3
	Not yet assigned an outcome	5.0	8.7
	Total	100.00	100.00

*Includes the following outcome types: Offender died, Not in public interest (CPS), Prosecution prevented – suspect under age, Prosecution prevented – suspect too ill, Prosecution prevented – victim/key witness dead/too ill, Prosecution time limit expired

Source: Home Office crime outcomes data

For further information about these data, please see annex A

¹⁹ Dorset Police is excluded from the table. Therefore figures for England and Wales will differ from those published by the Home Office. For further details see annex A.

²⁰ 'Taken into consideration' is when an offender admits committing other offences in the course of sentencing proceedings and requests those other offences to be taken into consideration.

In the 12 months to 30 June 2016, Kent Police's use of 'evidential difficulties (victim does not support police action)' and 'further investigation to support formal action not in the public interest' was among the highest in England and Wales. This is of concern as it means that many investigations are not progressing beyond the initial reporting stage and may mean that victims are not receiving a suitable service. However, any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area, and how it deals with offenders for different crimes.

The outcomes for the public in Kent differ from those in England in Wales in that proportionately fewer offences recorded in the 12 months to 30 June 2016 were assigned a charge/summons outcome than the proportion for England and Wales as a whole. Worryingly, over one in five offences recorded are assigned an outcome of 'evidential difficulties – victim does not support police action'. This outcome is used when there is insufficient evidence to proceed with an investigation, which can be the case when there is no physical or independent evidence to corroborate the allegation. In some cases the victim will not support an investigation, which makes it difficult for the force to progress a meaningful investigation. Particularly worrying is the extent to which there is a far higher proportion of offences in Kent where it would seem that the victim does not support police action than for England and Wales as a whole. This may suggest that the force has a significant problem with how it works with and supports victims.

Given the high level of outcomes recorded in Kent in this category, it is essential that the force fully understands why victims are not supporting police action. At the time of our inspection, although the force had recognised the fundamental nature of these problems it did not have a proper understanding of why it is such an outlier, when compared to other forces in England and Wales. HMIC has identified a national area for improvement that several forces implement a comprehensive action plan to improve quickly their performance in this area. HMIC will review Kent Police's plan and re-visit the force in the spring of 2017 to review progress. At the time of our inspection, the force was in the process of implementing fully a comprehensive action plan to look at this issue, which is a positive step.

How effective is the force's initial investigative response?

The initial investigative response is critical for an effective investigation. From the moment victims and witnesses make contact with the police the investigative process should start, so that accurate information and evidence can be gathered. It is important that forces record evidence as soon as possible after a crime. The longer it takes for evidence-recording to begin, the more likely it is that evidence will be destroyed, damaged or lost. Recording this evidence is usually the responsibility of the first officer who attends the scene. After the officer has completed this initial investigation the case may be handed over to a different police officer or team in the

force. This process must ensure that the right people with the right skills investigate the right crimes.

Control room response

Kent Police is good at providing an initial investigative response. Since July 2015, the force has used THRIVE²¹ in its control room, and all staff have received training in applying it effectively. Supervisors use a call evaluation tool to assess the application of THRIVE. The grading policy has been in place for a long time and its use makes sure that officers are sent quickly if they are needed. All the force's intelligence systems are available in the control room to help in assessments.

The force initially investigates around 60 percent of crimes within its incident management unit (IMU). An established process ensures that of the calls received by the control room, the appropriate ones are then transferred to the IMU. If calls have been wrongly referred, they are returned to the control room for re-allocation. There are systems in place to ensure that, in the case of more serious incidents, effective action is taken in the 'golden hour' (the time immediately after a crime has occurred, when evidence retrieval is more likely). An on-call detective sergeant is informed of any serious incidents and can assess them on the computer and then supervise the actions of the first officers at the scene.

How well do response officers investigate?

The quality of response officers' initial investigation is good. Officers have a full understanding of 'golden hour' principles, and we found evidence of them considering forensic preservation, safeguarding considerations, making house-to-house enquiries to locate witnesses, and identifying suspects. Plenty of body-worn cameras are available, and officers are expected to use them for appropriate incidents, including domestic abuse incidents. The quality of the handover of cases between units is generally good, and the officers who first attend the scene are recording valuable evidence. We found evidence of strong supervision; for example, supervisors attend incidents where necessary and review initial investigations before they are handed over for investigation by other police officers. Initial response teams and subsequent investigative officers feed back information well to each other. This means that any weakness in the first response is dealt with, as feedback is given to those who produce or approve poor initial investigations.

The way in which the force decides who will continue the investigation after the first officers have been to the crime scene ensures that a crime is quickly passed to the most appropriate officer to investigate it, and our inspection found that generally the right teams with the correct level of skills and experience are allocated to

²¹ THRIVE is a structured assessment based on the levels of threat, harm, risk and vulnerability faced by the victim, rather than simply by the type of incident or crime being reported, in order to help staff determine the appropriate level of response to a call.

investigations. Overall, Kent Police's gathering of evidence, initial investigation and allocation for subsequent investigation is good.

How effective is the force's subsequent investigation?

Every day police forces across England and Wales investigate a wide range of crimes. These range from non-complex crimes such as some burglary and assault cases through to complex and sensitive investigations such as rape and murder. HMIC referred to national standards and best practice in examining how well forces allocate and investigate the full range of crimes, including how officers and staff can gather evidence to support investigations. These include the more traditional forensics, such as taking fingerprints, as well as more recently developed techniques like gathering digital evidence from mobile telephones or computers to find evidence of online abuse.

Quality of the investigation

Overall, Kent Police investigates crimes effectively. HMIC reviewed 60 police case files across crime types for: robbery, common assault (flagged as domestic abuse), grievous bodily harm (GBH), stalking, harassment, rape and domestic burglary. Files were randomly selected from crimes recorded between 1 January 2016 and 31 March 2016 and were assessed against several criteria. Due to the small sample size of cases selected, we have not used results from the file review as the sole basis for assessing individual force performance but alongside other evidence gathered.

Our review of police case files found that generally the force investigates crimes well, across a range of crime types. So-called volume crimes²² such as theft, burglary and common assault are effectively investigated and the investigators draw support from more experienced supervisors. For example, we reviewed a number of home burglary cases where the investigators all had regular advice and support from a detective sergeant, while in the case of a more complex distraction burglary, an investigation plan was drawn up and recorded by the detective sergeant personally. We also found that specialists investigated more complex cases effectively, including those with specialist technical elements such as online child sexual abuse. However, we found weaknesses in how the force investigates stalking and harassment cases. The force needs to assure itself that the risk in such cases is being identified correctly and that people with the right skills are investigating them.

²² Any crime which, through its sheer volume, has a significant impact on the community and the ability of the local police to tackle it. Volume crime often includes priority crimes such as street robbery, burglary and vehicle-related criminality, but can also apply to criminal damage or assaults.

Support to investigations

In HMIC's 2015 effectiveness report, we found a significant backlog in the examination of computers and other digital devices. The force has reduced the backlog considerably and there were at the time of inspection 35 live digital device cases, the oldest being three weeks old. The backlog of computers has been reduced to 73, with the oldest dating back to June 2016. The Counter Fraud and Investigation Directorate,²³ hosted by Thurrock Council, helped to reduce the backlog by taking on 30 examinations for the force. The force has introduced an informal consent form that communicates police intentions and records victims' and witnesses' consent. The force, in return, undertakes to seek to download the devices within 48 hours. Mobile phone download data devices are now available in police stations around the county and officers confirmed that they can download mobile phones and CCTV images in their local police stations and that they know how to use the equipment. The picture for more traditional forensics is also positive. The force made 19,409 DNA and fingerprint forensic recoveries in the 12 months to June 2016; at the time of the inspection, there was no backlog of forensic recoveries awaiting examination.

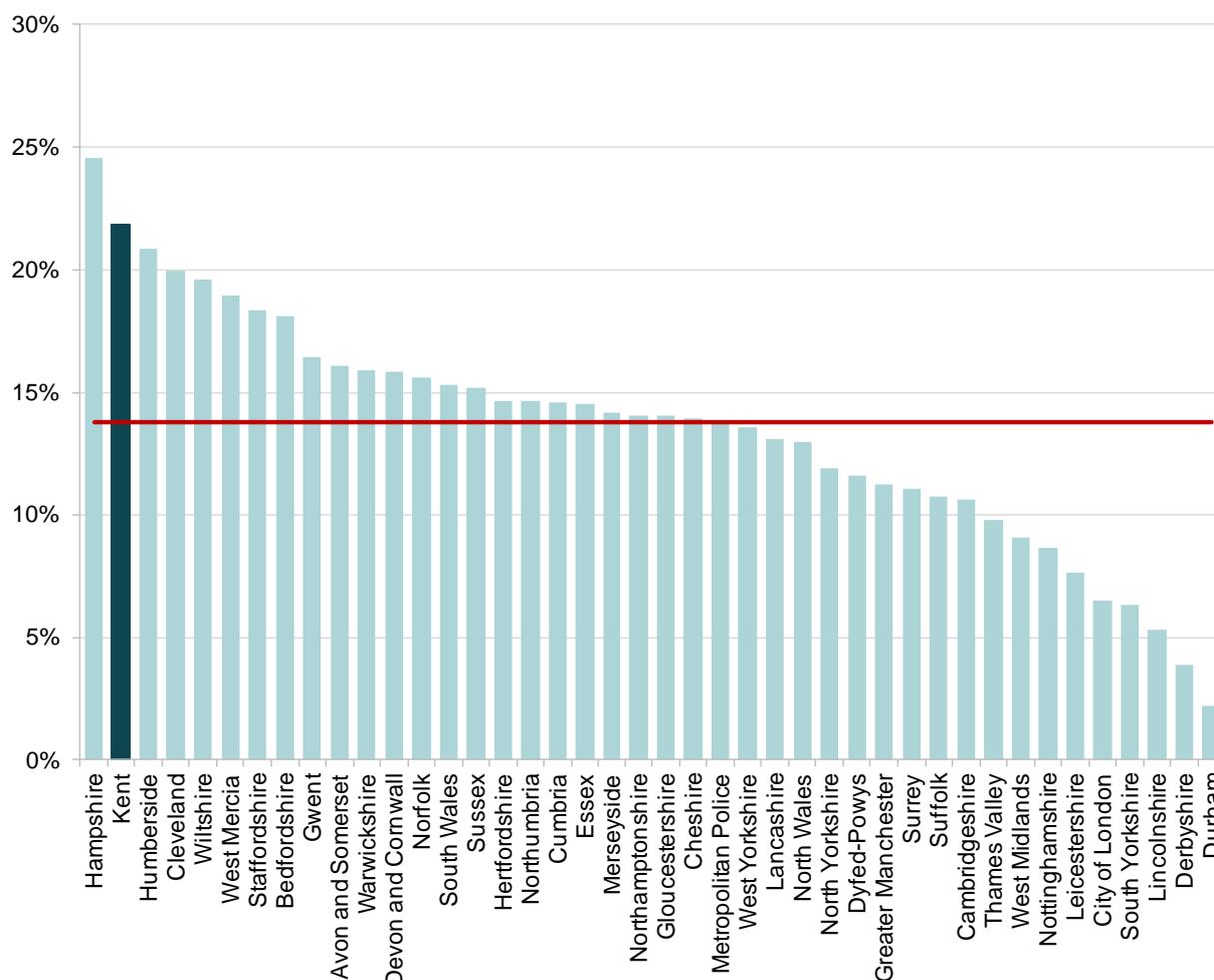
Supporting victims

The new outcomes framework introduced in 2014 includes some outcomes where there were evidential difficulties,²⁴ which had not previously been recorded. This was to gain an insight into the scale of crimes that the police could not progress further through the criminal justice process due to limited evidence. Furthermore, these outcomes can be thought of as an indicator for how effective the police are at working with victims and supporting them through investigative and judicial processes, as they record when victims are unwilling or unable to support continued investigations or when they have withdrawn their support for police action.

²³ A multi-agency specialist counter fraud and investigation function formed by Thurrock Council in 2014 after receiving central government funding. The service brings together an expert team to tackle economic crime on a national basis.

²⁴ Evidential difficulties also includes where a suspect has been identified and the victim supports police action, but evidential difficulties prevent further action being taken.

Figure 5: Percentage of 'Evidential difficulties; victim does not support action' outcomes assigned to offences recorded in the 12 months to 30 June 2016, by force^{25,26}



Source: Home Office crime outcomes data

For further information about these data, please see annex A

For all offences recorded in the 12 months to 30 June 2016, Kent Police recorded 21.9 percent as 'Evidential difficulties; victim does not support police action'. This compares with 13.8 percent for England and Wales over the same period. However, it should be noted that not all of the offences committed in the 12 months to 30 June 2016 were assigned an outcome and consequently, these figures are subject to change over time. As recorded above, the force should take steps to ensure that it understands the reasons for the high proportion of outcomes of this type, and is providing the best possible service to victims of crime.

²⁵ Percentages of evidential difficulties can be affected by the level of certain types of crime within a force, such as domestic abuse related offences.

²⁶ Dorset Police is excluded from the graph. Therefore, figures for England and Wales will differ from those published by the Home Office. For further details see annex A.

The force has improved how it supports victims. Last year, HMIC identified that the force could improve its compliance with the *Code of Practice for Victims of Crime*,²⁷ and, in particular, in respect of offering and completing victims' personal statements. The force has adopted several approaches to improve its compliance with the code and provide a better service for victims. For instance, the force now:

- provides online training on the code as part of a broader training package about keeping people safe;
- includes a mandatory section on the code in the force system for recording crime, which means it automatically provides all victims with the services and updates they are entitled to under the code unless they decide to opt out;
- runs Operation Dice, which it established to tackle case file quality and conduct regular reviews of compliance with the code. This approach makes sure that individual feedback is given to officers on how they are performing on this subject; and
- has introduced dedicated case file sergeants who monitor every case file submitted for a first hearing.

The force is now better at making sure it offers victims the opportunity to make a victim personal statement, which means victims can explain how the crime has affected them and strengthen their voice in the criminal justice system.

Of those who have been the victim of a crime in Kent in the 12 months to 30 June 2016, 82.4 percent were satisfied with their whole experience with the police. This is similar to the national victim satisfaction rate of 83.3 percent over the same period. However, there has been a considerable fall in victim satisfaction in Kent between 30 June 2011 and 30 June 2016. In addition to this worrying reduction, the force has a relatively high proportion of victims who do not support police action. This suggests that, despite the positive work carried out by the force to improve support to victims, there is still an issue with the extent to which they support the force and that officers are more likely to discontinue an investigation because the victim does not support action than to try to work with the victim or progress the investigation without the victim's support.

²⁷ All police forces have a statutory duty to comply with the *Code of Practice for Victims of Crime*, which sets out the service victims of crime can expect from all parts of the criminal justice system. The code states that all victims of crime should be able to make a personal statement, which they can use to explain how the crime has affected them. Victims should also be kept updated about the progress of their case. Available from:

www.gov.uk/government/uploads/system/uploads/attachment_data/file/254459/code-of-practice-victims-of-crime.pdf

How effectively does the force reduce re-offending?

We assessed how well the force works with other policing authorities and other interested parties to identify vulnerable offenders and prevent them from re-offending, and how well it identifies and manages repeat, dangerous or sexual offenders.

How well does the force pursue suspects and offenders?

Kent Police pursues known suspects and identifies foreign national offenders to protect the public. The force completes a police national computer (PNC) check on all arrested suspects. In the 12 months to 30 June 2016, the force made 28,390 arrests, 5,089 of which were of foreign nationals. The force's policy is that all arrested foreign nationals should be subject to an ACRO²⁸ check, which provides enhanced information on criminality and allows the force to identify and manage risk better. The number of outstanding suspects has reduced in number, particularly outstanding domestic abuse suspects which have fallen by over 200 to 541 as at 31 October 2016. Of these, 50 are high risk, 211 medium risk and 290 standard risk. The force has a robust system for actively managing outstanding suspects and we saw evidence of this working effectively on our inspection, including at daily management meetings where high-risk domestic abuse suspects are prioritised for arrest attempts. The force is under the England and Wales figure (which is 1.16 percent per 1,000 population) for the number of outstanding suspects circulated on the police national computer (PNC) at 0.79 percent per 1,000 population. The force is aware there are some problems with how it manages the circulation of information about suspects who are wanted, and it is working to address these.

How well does the force protect the public from the most harmful offenders?

The force operates four integrated offender management (IOM)²⁹ hubs across the county, in line with a clear strategic framework and overarching governance. At the time of our inspection, there were 170 individuals on the IOM scheme. In 2015, the scheme covered only individuals involved in acquisitive crime such as burglary and theft; this has now changed and the scheme now reflects the force's priorities around vulnerability better. The scheme now includes 35 individuals involved in domestic abuse, eight involved in gangs and 13 involved in violent offences. This change in offender profile was presented to and agreed by other interested parties within the Kent and Medway Re-offending Board, following which workshops were held with partner organisations to help improve the identification and nomination of individuals

²⁸ ACRO Criminal Records Office manages criminal record information and is able to receive/share information with foreign countries in relation to foreign offenders arrested within the United Kingdom.

²⁹ Integrated offender management brings a multi-agency response to the crime and re-offending threats faced by local communities. The most persistent and problematic offenders are identified and managed jointly by partner agencies working together.

to join the scheme. Thus, offenders join the scheme after multi-agency discussions and we found evidence of continued multi-agency review and involvement from then on. The force and its partner organisations are now developing the approach to managing this wider pool of offenders, as the requirements for an individual involved in acquisitive crime are different from those for someone involved in domestic abuse. IOM staff work in units where they are co-located with partner organisations; this gives them access to the probation computer system, which enables a better sharing of intelligence; this access is supported by information-sharing agreements. The scheme has dedicated, committed and enthusiastic staff.

The force identifies and monitors well those who pose the greatest risk to the community, although we consider it could involve local teams more fully. There are 2,138 registered sex offenders in Kent of whom 60 are very high risk and 498 high risk. Sexual harm prevention orders (SHPOs)³⁰ are designed to protect the public from serious sexual harm from an offender by detailing a series of prohibitions; for example, they may prohibit certain activities on the internet or a particular type of employment, such as the tuition of young people. Breach of an SHPO is criminal offence. In the 12 months to 30 June 2016, Kent Police issued 150 SHPOs, and reports that one of these orders has been breached. The force's SHPO team comprises 36 officers and staff. These officers and staff are skilled and accredited, and develop clear plans, including supervision and governance arrangements, to reduce the risk from registered sex offenders. Those sex offenders who have restrictions placed on them which require enforcement (for example, not going to certain addresses or associating with certain people) are featured in briefings to officers, and officers are issued with instructions to conduct compliance checks. Despite this, however, we found that local officers have only limited knowledge of sex offenders living within their neighbourhoods. The force should address this matter so as not to leave potential victims at risk.

Kent Police's multi-agency public protection arrangements (MAPPAs)³¹ are well managed. They are used by the force and partner organisations, including prisons and probation, to monitor those offenders assessed as presenting a high risk to the public, and to stop them re-offending. Partners within MAPPAs considered the involvement of local policing teams to be good, as they were aware of those individuals who were managed by MAPPAs in their local areas, and the relevant restrictions placed on them.

³⁰ Sexual Harm Prevention Orders (SHPOs) can be applied to anyone convicted or cautioned for a sexual or violent offence. They can place a range of restrictions on individuals depending on the nature of the case, such as limiting their internet use, preventing them from being alone with a child under 16, or preventing travel abroad.

³¹ Multi-agency public protection arrangements (MAPPAs) are in place to ensure the successful management of violent and sexual offenders. Agencies involved include as responsible bodies the police, probation trusts and prison service. Other agencies may become involved, for example the Youth Justice Board will be responsible for the care of young offenders.

Summary of findings



Good

Kent Police is good at investigating crime and managing offenders but it needs to understand quickly why so many victims are not supportive of police action and what the evidential difficulties it is experiencing are, and take action to ensure that victims are receiving an appropriate service. The force is good at providing an initial response to reports of crime.

The control room ensures evidence is collected and preserved effectively. The force uses a structured approach to assess whether calls require an officer to attend. While most investigations seem effective, investigations of cases of stalking and harassment are of a lower standard.

The force has worked hard to improve the service it offers victims, in particular being compliant with the *Code of Practice for Victims of Crime* and the completion of victims' personal statement. However, there are worrying overall trends of falling victim satisfaction and more victims not supporting police action compared with other forces. The force needs to understand why it is yet to gain the confidence of victims and what is causing the increased levels of dissatisfaction.

Kent Police is good at protecting the public from the most prolific, serious and dangerous offenders. Its integrated offender management scheme is well managed and it now includes domestic abuse and other violent crime offenders. The force has good processes in place and works well with other organisations to manage the most dangerous offenders and registered sex offenders.

Areas for improvement

- The force should take immediate steps to understand the reasons why such a high proportion of crimes (including those related to domestic abuse) fall into the outcome category 'Evidential difficulties; victim does not support police action', and rectify this to ensure that it is pursuing justice on behalf of victims. Kent Police is one of several forces that have been asked to review its use of this outcome category. It is recommended that by 1 May 2017 the force should produce and submit to HMIC an action plan that sets out how it will:
 - undertake a comprehensive analysis of the use of this outcome across the force area to understand fully why the force is an outlier, and produce an accompanying report for scrutiny by HMIC by 1 June 2017;
 - review the extent to which the force's use of this outcome category is appropriate; and
 - take steps to reduce the force's reliance on this outcome category and improve outcomes for victims.

This action plan and subsequent report will be reviewed by HMIC and may prompt additional inspection re-visits during 2017 in order to assess the force's progress in adopting a more effective response in pursuing justice on behalf of victims.

How effective is the force at protecting those who are vulnerable from harm, and supporting victims?

Protecting the public, particularly those who are most vulnerable, is one of the most important duties placed on police forces. People can be vulnerable for many reasons and the extent of their vulnerability can change during the time they are in contact with the police. Last year HMIC had concerns about how well many forces were protecting those who were vulnerable. In this section of the report we set out how the force's performance has changed since last year.

Has the force improved since HMIC's 2015 vulnerability inspection?

In HMIC's 2015 effectiveness (vulnerability) report, we judged Kent Police to require improvement as there were some important areas where improvement was needed to ensure the service was consistent and that vulnerable people, particularly children, were kept safe. The force had the lowest charge rate in England and Wales for domestic abuse and needed to understand all the factors fully to ensure that outcomes for victims were appropriate. We found that frontline officers' knowledge of how to identify the risk factors associated with child sexual exploitation was limited and that the force needed to ensure greater understanding and management of child sexual exploitation by officers and staff.

Kent Police has improved since HMIC's 2015 inspection and, in this inspection, we judge the force to be good at protecting those who are vulnerable from harm, and supporting victims.

Frontline officers' knowledge and understanding of child sexual exploitation has greatly improved. They understand the link between missing children and sexual exploitation, and all frontline staff we spoke to have received training and direction on the subject. The service provided to vulnerable people, particularly children, is now consistent across the force. The force's paedophile online investigation team is highly effective and is making Kent a more difficult place for paedophiles to operate in.

The force has expended time and effort in reflecting on its domestic abuse response and the reasons for its low arrest and charge rates, and has given clear direction and guidance to officers that have resulted in a rapidly improving rate of arrest and charge/summons levels for domestic abuse cases. The force is clearly improving in how it responds to opportunities to intervene positively in domestic abuse cases to reduce risk to victims and hold offenders to account for their actions.

How effectively does the force identify those who are vulnerable and assess their level of risk and need?

In order to protect those who are vulnerable effectively forces need to understand comprehensively the scale of vulnerability in the communities they police. This requires forces to work with a range of communities, including those whose voices may not often be heard. It is important that forces understand fully what it means to be vulnerable, what might make someone vulnerable and that officers and staff who come into contact with the public can recognise this vulnerability. This means that forces can identify vulnerable people early on and can provide them with an appropriate service.

Understanding the risk

Kent Police has a good understanding of the nature and scale of vulnerability in its local areas. The force has developed several problem profiles for vulnerable people such as those at risk of child sexual exploitation, missing children at risk of sexual exploitation, missing persons and high-risk adult missing persons. A problem profile uses intelligence and information to understand better a particular crime type, or emerging issues. Bringing together data and intelligence in a problem profile can help the force to identify possible victims, intelligence gaps and prevention or reassurance opportunities. The force's problem profiles are good, giving data broken down by ethnicity and location, and containing much information and intelligence. The force has developed a domestic abuse action plan for 2016/17 that draws together all outstanding recommendations and actions from the previous action plan and recent HMIC inspections. The need to improve data recording, to develop clearer procedures to manage repeat and serial perpetrators, and to develop and maintain a process whereby the victim's progress through all the steps of engagement is recorded, and learning shared, are all identified as areas for development in the plan. As required by HMIC, the plan is publicly accessible with a version published on the Kent Police website.

Kent Police continues to use the definition of a vulnerable person from the national guidance to inform its work in this area. However, some units within the force which deal with particular groups of vulnerable people have developed their own enhanced definition for their areas of responsibility. The force has improved its understanding of the different groups of people that may be vulnerable; for example, it has produced a detailed problem profile, including data from the Border Agency, for illegal immigrants arriving via the county's ports.

The force's recognition of mental health issues is good. In the 12 months to 30 June 2016, it recorded 16,937 incidents that included a mental health element and 6,693 crime reports where the offender or suspect had a mental health warning marker. Mental health is one of the police and crime commissioner (PCC)'s six priorities. He is supportive of the force's approach, which includes mental health counsellors

working within the control room so expert advice and assistance is available the first time someone with a mental health issue contacts the police. More specialist support is available, if appropriate.

Staff in the control room are trained effectively to identify risk through a structured process known as THRIVE.³² They also have access to the force's computer system, which contains additional information including warning markers on individuals; staff can therefore use a wide range of information when deciding whether someone is vulnerable. The force has begun to use specific 'vulnerable' and 'repeatedly targeted' flags on the incident management system to allow the easy and quick identification of these types of callers. The force also has a flag for child sexual exploitation for the same purpose and it retains its 'raised service flag' for those incidents that require particular attention but still fall short of requiring the bespoke flags mentioned.

As set out in the figure below, Kent Police was one of nine forces that could not tell HMIC what proportion of their calls involved a vulnerable victim. This called into question the force's ability to understand the level of risk victims face. The amendment to how the force identifies these callers is in direct response to this issue, and the force is now able to extract this data as of the date that the bespoke vulnerability and repeatedly targeted flags were introduced.

Forces define a vulnerable victim in different ways. This is because there is not a standard requirement on forces to record whether a victim is vulnerable on crime recording systems. Some forces use the definition from the government's *Code of Practice for Victims of Crime*,³³ others use the definition referred to in ACPO guidance³⁴ and the remainder use their own definition.

Kent Police uses the definition from the ACPO guidance and defines a vulnerable adult as:

“any person aged 18 years or over who is or may be in need of community care services by reason of mental, physical, or learning disability, age or

³² THRIVE is a structured assessment based on the levels of threat, harm, risk and vulnerability faced by the victim, rather than simply by the type of incident or crime being reported, in order to help staff determine the appropriate level of response to a call.

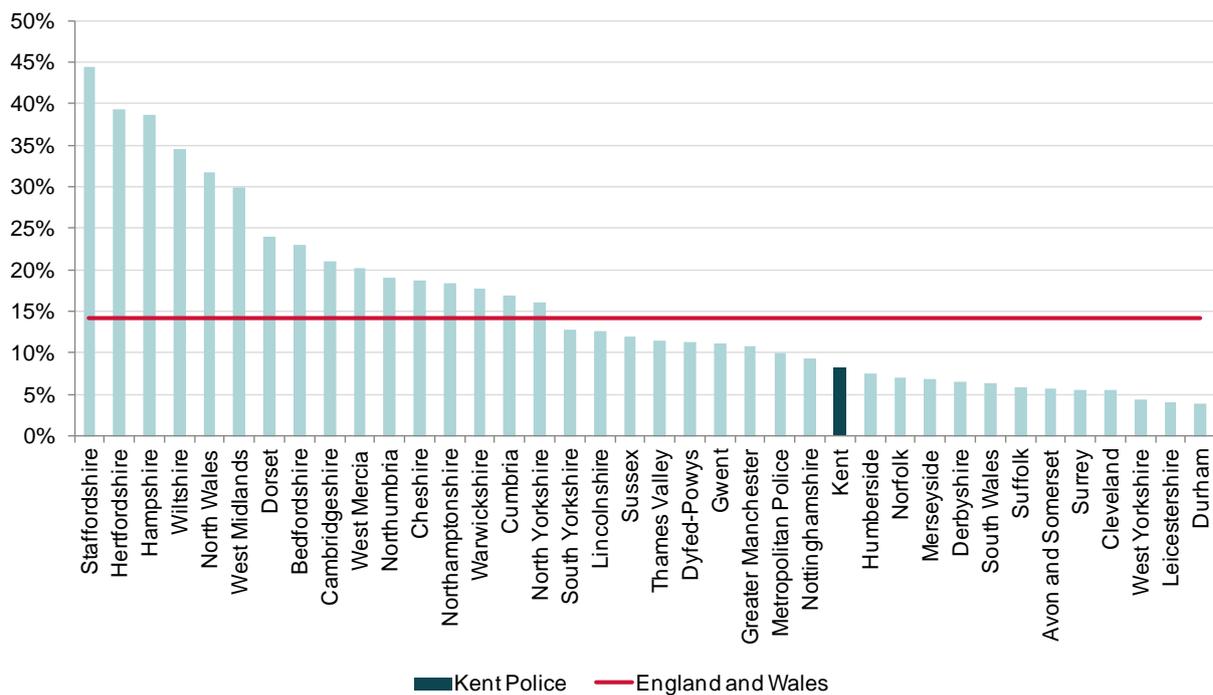
³³ *Code of Practice for Victims of Crime*, Ministry of Justice, 2013. Available from www.gov.uk/government/uploads/system/uploads/attachment_data/file/254459/code-of-practicevictims-of-crime.pdf

³⁴ 4 The Association of Chief Police Officers (ACPO) is now the National Police Chiefs' Council (NPCC). ACPO Guidance on Safeguarding and Investigating the Abuse of Vulnerable Adults, NPIA, 2012. Available from: www.app.college.police.uk/app-content/major-investigation-and-public-protection/vulnerable-adults/

illness AND is or may be unable to take care of him or herself or unable to protect him or herself against significant harm or exploitation”

Data returned by forces to HMIC show that in the 12 months to 30 June 2016, the proportion of crime recorded which involves a vulnerable victim varies considerably between forces, from 3.9 percent to 44.4 percent. For the 12 months to 30 June 2016, 8.1 percent of all recorded crime in Kent was identified as having a vulnerable victim, which is broadly in line with the England and Wales figure of 14.3 percent.

Figure 6: Percentage of police-recorded crime with a vulnerable victim identified, by force, for the 12 months to 30 June 2016³⁵



Source: HMIC data return, Home Office data

For further information about these data, please see annex A

At the time of our inspection, there were 25 open domestic abuse cases in the control room, of which six had officers in attendance and 13 had set appointments in place. The oldest case was only a few days old and the log showed the force engaging with the victim. Supervisors in the control room constantly review and assess open domestic incidents; they have a domestic abuse checklist which they use to quality-assure the response to live domestic abuse incidents to ensure risk is managed. This means that the force is providing a good initial service to victims of domestic abuse.

The force deploys resources appropriately to incidents that involve vulnerable people, and its grading policy for incidents is directly linked to the THRIVE

³⁵ City of London, Devon and Cornwall, Essex, Gloucestershire and Lancashire forces were unable to provide data for recorded crimes with a vulnerable victim identified. Therefore, these forces' data are not included in the graph or in the calculation of the England and Wales rate.

assessment conducted by staff. Control room supervisors review at least five calls by each staff member each month to make sure that they are maintaining the right standards. The review includes an assessment of the accuracy of grading based on threat, risk and vulnerability, along with attitude to and empathy with the caller.

How effectively does the force initially respond to vulnerable victims?

The initial work of officers responding to a vulnerable person is vital, because failure to carry out the correct actions may make future work with the victim or further investigation very difficult. This could be the first time victims have contacted the police after suffering years of victimisation or they may have had repeated contact with the police; either way, the response of officers is crucial. The initial response to a vulnerable victim must inspire confidence that the victim's concerns are being taken seriously as well as provide practical actions and support to keep the victim safe. The officer should also assess the risk to the victim at that moment and others in the same household, and collect sufficient information to support the longer-term response of the force and other partner organisations.

Do officers assess risk correctly and keep victims safe?

Kent Police continues to respond well to the immediate and longer-term needs of vulnerable victims. The force has established processes to ensure that officers' response to vulnerable victims is appropriate and reflects their needs. These include the procedures within the central referral unit (CRU), whose role it is to share information quickly and efficiently with partner organisations. The link between missing children and the risks of child sexual exploitation and human trafficking has been recognised across the force. The force has given staff training on child sexual exploitation and mental health issues as part of its vulnerability action plan.

Frontline staff follow a clear process when assessing risk and addressing the nature of a victim's vulnerability. Staff identify safeguarding measures through the DASH³⁶ form, which officers complete at all domestic abuse incidents. The form requires a 'risk to victim' report to be made, which records the actions which have been taken to remove, avoid, reduce or accept the risk. Information relating to children is expected to be recorded on the form to enable their needs to be suitably considered and their welfare safeguarded. DASH forms are subject to supervision and scrutiny to ensure accuracy. Additionally, officers continue to use their risk assessment forms to report mental health concerns, meaning that vulnerable victims are likely to receive an effective multi-agency response when it is appropriate.

³⁶ DASH (domestic abuse, stalking and harassment) is a risk identification, assessment and management model adopted by UK police forces and partner agencies in 2009. The aim of the DASH assessment is to help frontline practitioners identify high-risk cases of domestic abuse, stalking and so-called honour-based violence.

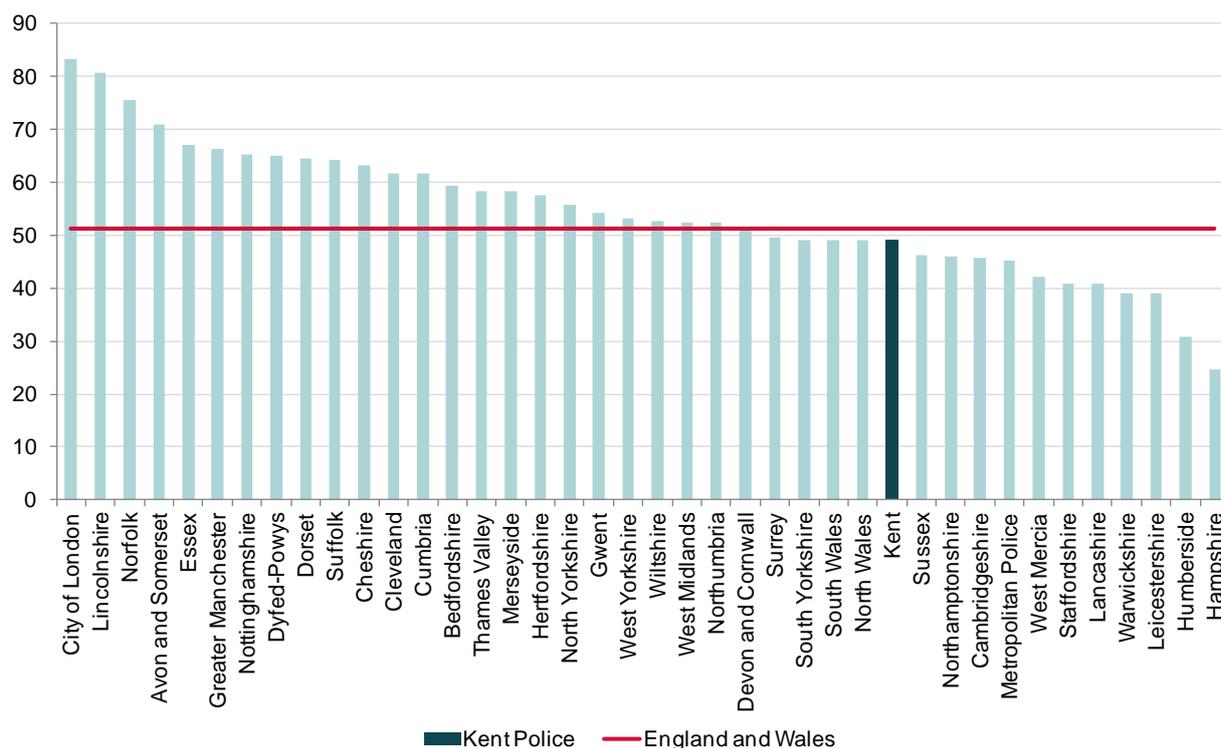
The force has invested in body-worn cameras and continues to increase the number of officers wearing them. It reports particular improvements in the evidence gathered at the scene of domestic abuse incidents; officers greatly appreciate the assistance the cameras provide.

The Home Office has shared domestic abuse related offences data, recorded in the 12 months to 30 June 2016, with HMIC. These are more recent figures than those previously published by the Office for National Statistics. These data show that in the 12 months to 30 June 2016, police-recorded domestic abuse in Kent increased by 42 percent compared with the 12 months to 31 March 2015. This compares with an increase of 23 percent across England and Wales. In the same period, police-recorded domestic abuse accounted for 15 percent of all police-recorded crime in Kent, compared with 11 percent of all police-recorded crime across England and Wales.

The rate of arrest for domestic abuse offences can provide an indication of a force's approach to handling domestic abuse offenders. Although for the purpose of this calculation arrests are not directly tracked to offences, a high arrest rate may suggest that a force prioritises arrests for domestic abuse offenders over other potential forms of action (for further details, see annex A). HMIC has evaluated the arrest rate alongside other measures during our inspection process to understand how each force deals with domestic abuse overall.

In Kent Police, for every 100 domestic abuse related offences recorded in the 12 months to 30 June 2016, there were 49 arrests made in the same period.

Figure 7: Domestic abuse arrest rate (per 100 domestic abuse crimes), by force, for the 12 months to 30 June 2016³⁷



Source: HMIC data return, Home Office data

For further information about these data, please see annex A

In Kent, cases identified as domestic abuse have increased from 12,463 in the year to 31 March 2015 to 17,642 in the year to 30 June 2016. The force’s domestic abuse policy includes a ‘presumption of arrest’; however, the arrest rate had been falling, reaching 49 percent for the 12 months to 30 June 2016. The force has responded to this issue and recognised that officers were in many cases leaving the decision to arrest or not to the victim, which is not appropriate. While the victim’s voice is hugely important, in cases of domestic abuse where the victim’s needs are often complex, it is police officers who are trusted and empowered to make these types of decisions. The chief officer team has responded exceptionally strongly to the issues and, at the time of our inspection, the arrest rate had improved to 58 percent and is rising. For the period 1 August to 26 October, the arrest rate at domestic abuse incidents was 67 percent. Over this same period, the charge/summons rate was 16 percent; an increase on the 14 percent recorded in the 12 months to 30 June 2016. The force is clearly improving in how it responds to opportunities to intervene positively to reduce risk to victims and hold offenders to account for their actions, but still needs to do more.

³⁷ Derbyshire, Durham and Gloucestershire forces were not able to provide domestic abuse arrest data. Therefore, these forces’ data are not included in the graph or in the calculation of the England and Wales rate.

Kent Police has introduced specialist domestic abuse advisers in three locations across the force to support frontline officers. These advisers provide guidance to officers on the use of court orders to keep victims safe, such as domestic violence protection notices (DVPNs)³⁸ and domestic violence protection orders (DVPOs).³⁹ The advisers also assure the quality of medium and standard-risk DASH assessments, and review forthcoming releases from prison of domestic abuse offenders to ensure that appropriate safeguarding is considered and established before their release.

The central referral unit (CRU) is responsible for completing all the notifications to partner agencies of potential future risks to victims of domestic abuse and their children. Attending officers are not expected to make referrals to partner agencies themselves; instead, they notify the CRU. The benefit of this approach is that all domestic abuse case notifications are checked and managed centrally. For those other cases where adults who are vulnerable are identified, the force relies on the staff in the control room flagging the associated incident for the attention of the CRU, who review all such tagged incidents and put safeguarding in place or seek appropriate support if the incident is not crime-related. As part of this process the CRU will pass back any identified wider community issues to the community safety teams.

³⁸ A DVPN is the initial notice issued by the police to provide emergency protection to an individual believed to be the victim of domestic violence. This notice, which must be authorised by a police superintendent, contains prohibitions that effectively bar the suspected perpetrator from returning to the victim's home or otherwise contacting the victim. A DVPN may be issued to a person aged 18 years and over if the police superintendent has reasonable grounds for believing that:

- the individual has been violent towards, or
- has threatened violence towards an associated person, and
- the DVPN is necessary to protect that person from violence or a threat of violence by the intended recipient of the DVPN.

³⁹ DVPOs are designed to provide protection to victims by enabling the police and magistrates' courts to put in place protection in the immediate aftermath of a domestic abuse incident. Where there is insufficient evidence to charge a perpetrator and provide protection to a victim via bail conditions, a DVPO can prevent the perpetrator from returning to a residence and from having contact with the victim for up to 28 days, allowing the victim time to consider their options and get the support they need.

How effectively does the force investigate offences involving vulnerable victims and work with external partners to keep victims safe?

Those who are vulnerable often have complex and multiple needs that a police response alone cannot always meet. They may need support with housing, access to mental health services or support from social services. Nonetheless, the police still have an important responsibility to keep victims safe and investigate crimes. These crimes can be serious and complex (such as rape or violent offences). Their victims may appear to be reluctant to support the work of the police, often because they are being controlled by the perpetrator (such as victims of domestic abuse or child sexual exploitation).

Previously, we found that Kent Police clearly identified and managed vulnerable people well, and safeguarded them effectively for certain crime types (high-risk domestic abuse and serious sexual offences, for example). However, this was not the case for aspects of vulnerability that featured in less obvious crime types, such as stalking and harassment, and cases where attendance at one crime reveals the possibility of another. This remains the case. Our review of stalking and harassment case files found that the investigations in these cases were less effective than for other offences. The force is aware of this and is undertaking work to improve the position; in particular, it has conducted a detailed review of its stalking and harassment processes.

Force policies or local guidelines on stalking and harassment are important as their purpose is to clarify local implementation of national guidance. Kent Police has a force policy on stalking and harassment. This was revised in September 2016 to incorporate a number of changes and a number of further amendments have been identified as being required, including the need for police information notices (PINs) to be authorised by a supervisor, and for the detailed arrangements for referrals to specialist agencies and procedures for risk assessments in cases which do not relate to domestic abuse to be formalised. The force has addressed these issues and communicated these requirements to the workforce and only need to amend the policy to reflect practice. To facilitate effective and early consultation between the Crown Prosecution Service (CPS) and the police, all police forces, and all CPS areas, should have in place single points of contact (SPOCs) for stalking cases. As required, Kent Police has a single point of contact for stalking cases, at superintendent rank, whose remit additionally includes being strategic lead for partnerships and criminal justice. The force's PINs policy prohibits their use for domestic abuse incidents, which is a positive development, and PINs issued are now flagged on force systems and subject to a rigorous audit process.

Accredited investigators, or those undertaking continuous professional development to become detectives, are responsible for investigating offences affecting a

vulnerable person in need of protection. Specialist officers from the public protection command are available all day, every day. The central referral unit (CRU) provides a 24-hour service that enhances the force's capability to safeguard the most vulnerable, irrespective of when that need arises. The force has procedures for monitoring the caseloads of detectives and those within the public protection command, such as police online investigation team officers.

HMIC examined the force's use of legal powers to protect victims. In the year to 30 June 2016, 181 Domestic Violence Prevention Notices (DVPNs) were granted. Applications for 176 Domestic Violence Prevention Orders (DVPOs) were made with 155 being granted by the courts. Of the DVPOs, 31 were breached. The force's use of DVPNs has increased over 2016 and it now averages around 30 a month, which means that more victims are being afforded protection. The force has discussed with partners in the court services and Crown Prosecution Service the levels of penalty being applied to breaches of these orders in an effort to ensure that all parties understand the need for offenders to be meaningfully punished so that victims are afforded better protection.

Kent Police also uses the domestic violence disclosure scheme (Clare's Law).⁴⁰ In the year to 30 June 2016, the force released information 54 times in response to requests to know whether a partner had a violent past. Up to October 2016, this happened an additional 21 times. Clare's Law applications are received and reviewed by the dedicated referral unit within the force before being submitted to a panel for authorisation. The panel membership includes a representative from the probation service and is chaired by a detective inspector from the public protection command. Clare's Law applications are also considered at MARAC,⁴¹ and we found evidence that their use is considered as part of overall safety planning. Although figures were only available for one MARAC in Kent (Canterbury), their use was considered in 65 cases in 2016, with 21 being authorised.

The force contributes effectively to multi-agency work with partner agencies to safeguard vulnerable victims. Its community referral unit (CRU) is a multi-agency co-located hub, so professionals from different organisations with a responsibility to keep people safe are physically located in the same building. This provides an appropriate environment for agencies to work together and to share 'live time' information to safeguard vulnerable victims. Partner organisations reported good discussion of lessons learned and good practice, as well as several forums and boards focusing on vulnerable victims. There are weekly practice meetings to discuss and understand common safeguarding themes and trends. Forums are also

⁴⁰ A disclosure under the Domestic Abuse Disclosure Scheme which allows sharing of specific information with partners or a third person for the purpose of protecting them from domestic abuse.

⁴¹ Multi-agency risk assessment conference(s) are local meetings where information about high-risk domestic abuse victims (those at risk of murder or serious harm) is shared between local agencies.

organised with partner organisations to discuss serious case reviews and learn from the identified mistakes or good practice to improve the safeguarding of vulnerable victims. We observed a range of professionals from police, social services and health services discussing the best approach after a 10-year-old child had sexually assaulted a classmate. All parties exchanged the information they held and decided to undertake a joint investigation and establish a detailed action plan to keep all those involved in the case safe.

The force's police online investigation team (POLIT) is highly effective. The team's role is to manage the force's response to crimes of production, distribution and storage of indecent images of children, to develop intelligence about and identify individuals looking to exploit and abuse children, to deploy proactively to prevent offences of rape and serious sexual offences and to arrest those planning, preparing or engaging in such offences. The POLIT has had substantial success in its work; in the financial year April 2015 to April 2016, 86 offenders were charged or cautioned by the team for child sexual exploitation offences. The unit is also working with international colleagues to identify victims using the victim identification (VID) scheme, which is a method for identifying children in child abuse images and videos; Kent Police is one of the lead counties for VID. Information relating to all victims identified is uploaded to the International Child Sexual Exploitation (ICSE) database to improve the global picture and increase the ability of police services around the world to safeguard and help victims.

Victims of domestic abuse

Kent Police's response to domestic abuse is improving and the support to victims of high-risk domestic abuse is good, with positive action at the scene, structured joint agency safeguarding and better outcomes for victims. The arrest rate, which had fallen from 64 percent in the 12 months to 31 March 2015 to 49 percent in the 12 months to June 2016, has seen a recent increase. For the period 1 August 2016 to 26 October 2016, the arrest rate at domestic abuse incidents was 67 percent. The force has worked very hard to explain and give clear direction to officers regarding the need to maximise the opportunities to take positive action at incidents of domestic abuse. Officers understand the need and feel supported in their actions at scenes of domestic abuse.

In April 2015, the Home Office began collecting information from the police on whether recorded offences were related to domestic abuse. Crimes are identified by the police as domestic abuse related if the offence meets the government definition of domestic violence and abuse.⁴²

⁴² Any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are or have been intimate partners or family members regardless of gender or sexuality.

The rate of outcomes recorded in the 12 months to 30 June 2016 for domestic abuse offences is shown in figure 8. Domestic abuse crimes used in this calculation are not necessarily those to which the outcomes have been assigned and are only linked by the fact that they both occur in the 12 months to 30 June 2016. Therefore, direct comparisons should not be made between general outcomes in figure 4, where each crime is linked to its associated outcome (for further details see annex A).

Figure 8: Rate of outcomes recorded in 12 months to 30 June 2016 for domestic-related offences in Kent Police⁴³

Outcome type / group	Kent Police	England and Wales
Charged / Summoned	13.7	23.2
Caution – adults	3.7	5.6
Caution – youths	0.2	0.3
Community resolution	0.3	1.4
Evidential difficulties prevent further action; victim supports police action	20.2	24.1
Evidential difficulties prevent further action; victim does not support police action	53.4	35.4

Source: HMIC data return, Home Office data

For further information about these data, please see annex A

In the 12 months to 30 June 2016, Kent Police's use of 'charged / summonsed' and 'community resolution' was among the lowest in identified domestic abuse cases in England and Wales. However, any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area, and how it deals with offenders for different crimes.

Although the force is now making and recording more arrests, and outcomes for victims are improving, the rate of charge / summons for domestic abuse cases is still below that of England and Wales as a whole. This suggests that domestic abuse victims in Kent are less likely to support the police in progressing a case than in many other forces in England and Wales. The force needs to understand why so many victims of domestic abuse apparently lack confidence in the service it provides. Since proportionately fewer victims support the force in progressing cases, fewer domestic abuse suspects are charged. Consequently, the rate at which domestic abuse suspects are tried in court is lower than rate across England and Wales as a whole.

⁴³ Dorset Police and Nottinghamshire Police were unable to submit domestic abuse outcomes data. Therefore, these forces' data are not included in the graph or in the calculation of the England and Wales rate.

High-risk domestic abuse cases are investigated by detectives, while medium and standard-risk cases are investigated by response officers. Some response officers raised concerns with their ability to keep victims updated on the progress of their case, particularly when the officer is on nights or days off. As mentioned above, the force has introduced domestic abuse tactical advisers, who are detective constables based in the community safety units (CSUs). They review all domestic abuse incidents and crimes from the previous 24 hours, assess what action has been taken and give advice to officers as to what further action should be considered, including safeguarding actions that should be taken and what partner referrals should be made. The tactical advisers work closely with partner agencies and will also make referrals to partner organisations, including regarding adult safeguarding referrals; good links have been developed with a dementia charity and Age UK.

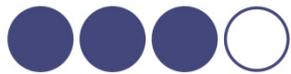
We reviewed a small number of domestic abuse cases during our inspection and found them to be investigated effectively, with good safeguarding, including the use of panic alarms, advice on Clare's Law and information about the national domestic violence centre and one-stop shop. We found the use of powers being considered, including non-molestation orders. The use of the domestic abuse and stalking and harassment (DASH) form is universal, and the forms we reviewed were comprehensively completed and subject to overview by supervisors.

Officers receive training in immediately safeguarding victims of domestic abuse. This is provided by the tactical adviser and we found that partner organisations attend these training sessions. During the training sessions, cards with contact details of local partner agencies are provided for officers to hand out. New probationer officers also undertake ten weeks of work in the CSUs as part of their development. During this time, the tactical adviser will provide training, advice and guidance on domestic abuse, which means that the newest officers in the force are being provided very quickly with the guidance and direction they need in this important area of policing.

The force is taking steps to support children and young people who witness domestic abuse. The force runs a domestic abuse notification scheme (DANS), by which it notifies schools of children who are in households where domestic abuse incidents have been reported. This is a positive approach that was first trialled in the Medway area and has recently been rolled out across the entire force.

The local neighbourhood teams are responsible for supporting all medium-risk domestic abuse victims in their area and making sure they are safe. Dedicated officers are able to give advice to victims about how to raise alarms, and to carry out 'safe and well checks' when children who have been reported missing return home. The combined safeguarding teams (CSTs) established in each of the three policing divisions deal with adult and child protection matters. CSTs co-ordinate all safeguarding in high-risk domestic abuse cases. They work closely with partner organisations, such as children's social services and adult social care, to provide effective safeguarding. They also provide guidance and advice to frontline officers.

Summary of findings



Good

Kent Police is good at supporting victims of domestic abuse and is working hard to improve further the way in which it responds to domestic abuse. In particular, it has improved its arrest rate and charge/summons rate, which means that victims are getting better outcomes. However, it needs to understand better why so many victims of domestic abuse apparently lack confidence in the service it provides. The force has a good understanding of the nature and scale of vulnerability in its local areas. Staff in the control room are trained to identify risk when someone calls the police, and they do this well. All frontline staff follow a clear procedure to address risk and vulnerability and understand the need to take positive action in cases of domestic abuse. Referrals are discussed quickly and efficiently with partner organisations, and the force contributes effectively to multi-agency work with external partners to safeguard vulnerable victims through the central referral unit.

In Kent Police, keeping people safe is everyone's responsibility, not just those officers who have specialist responsibilities. Local neighbourhood teams are responsible for managing the safeguarding of all medium-risk domestic abuse victims in their area, and dedicated officers can give bespoke advice to victims. Frontline officers have a good knowledge of how young people might be at risk from child sexual exploitation and of its links to missing children. All frontline staff we spoke to have received training and direction on this subject.

The force's police online investigation team (POLIT) is highly effective in bringing offenders to justice and safeguarding children and is active with international colleagues in developing means to hold offenders to account and protect the victims of online abuse.

How effective is the force at tackling serious and organised crime?

Serious and organised crime poses a threat to the public across the whole of the UK and beyond. Individuals, communities and businesses feel its damaging effects. Police forces have a critical role in tackling serious and organised crime alongside regional organised crime units (ROCU), the National Crime Agency (NCA) and other partner organisations. Police forces that are effective in this area of policing tackle serious and organised crime not just by prosecuting offenders, but by disrupting and preventing organised criminality at a local level.

How effectively does the force understand the threat and risk posed by serious and organised crime?

In order to tackle serious and organised crime effectively forces must first have a good understanding of the threats it poses to their communities. Forces should be using a range of intelligence (not just from the police but also from other partner organisations) to understand threats and risks, from traditional organised crime such as drug dealing and money laundering to the more recently-understood threats such as cyber-crime and child sexual exploitation.

Kent Police and Essex Police tackle serious and organised crime in collaboration, through their joint serious crime directorate (SCD). Kent Police is good at assessing the threat posed to its communities by serious and organised crime and has produced a new control strategy that features emerging threats, including child sexual exploitation, gangs, human trafficking and modern slavery. National Crime Agency (NCA) and strategic partnership information is used to formulate the control strategy. The force's serious organised crime (SOC) local profiles⁴⁴ cover a wider range of crime types, including gangs, cyber-crime, modern slavery, immigration crime and organised crime groups (OCGs). National Ballistics Intelligence Service (NABIS)⁴⁵ information is not used, however, with the result that local profiles do not include information about current trends in the criminal use of firearms.

⁴⁴ A local profile is a report that outlines the threat from serious and organised crime within a specific local area. SOC local profiles are available from:
www.gov.uk/government/uploads/system/uploads/attachment_data/file/371602/Serious_and_Organised_Crime_local_profiles.pdf

⁴⁵ The National Ballistics Intelligence Service provides fast-time forensic intelligence as well as tactical and strategic intelligence to tackle all aspects of firearms-related criminality within the UK.

The force's control strategy and local profiles are built on the 4Ps⁴⁶ approach (Pursue, Prevent, Protect, Prepare) and every local OCG has a 4Ps plan in place. The profiles contain information from local authorities, including Kent County Council, housing, and to a limited degree, health and mental health services. The force recognises that the flow of intelligence needs to improve so that other policing authorities and other interested parties can contribute more to the local profiles, which are currently dominated by police input.

The force acknowledges that it could improve its intelligence on serious and organised crime by making better use of the Government Agency Information Network (GAIN).⁴⁷ It made only one referral to GAIN in the 12 months to 30 June 2016. The force has questioned the value of GAIN, as it has direct access to intelligence from other policing authorities and other interested parties. However, as many forces in England and Wales successfully exploit GAIN, we consider that Kent Police could make better use of it.

The force uses a range of intelligence sources to increase its understanding of serious and organised crime. These sources include neighbourhood, community, other policing authorities and interested parties, and digital intelligence. Significant intelligence about gangs is received, especially from frontline officers, and the force has introduced a structured approach to assessing this information to identify which individual gang members are causing the most harm. The force is taking steps to understand better so-called 'newer threats', such as human trafficking and cyber-crime, and we found evidence of structured intelligence collection in conjunction with partner organisations to help mitigate these threats and of operations against OCGs engaged in these types of criminality.

When a police force identifies a group of individuals whom it suspects may be involved in organised crime, it goes through a nationally standardised 'mapping' procedure. This involves entering the details of the group's known and suspected activity, associates and capability into a computer system, which assigns a numerical score to each organised crime group (OCG) and places each OCG into one of several bands which reflect the range of severity of harm the group can cause.

⁴⁶ 4Ps provides a national framework for tackling serious and organised crime that has been developed for national counter-terrorist work and has four thematic pillars, often referred to as the 4Ps:

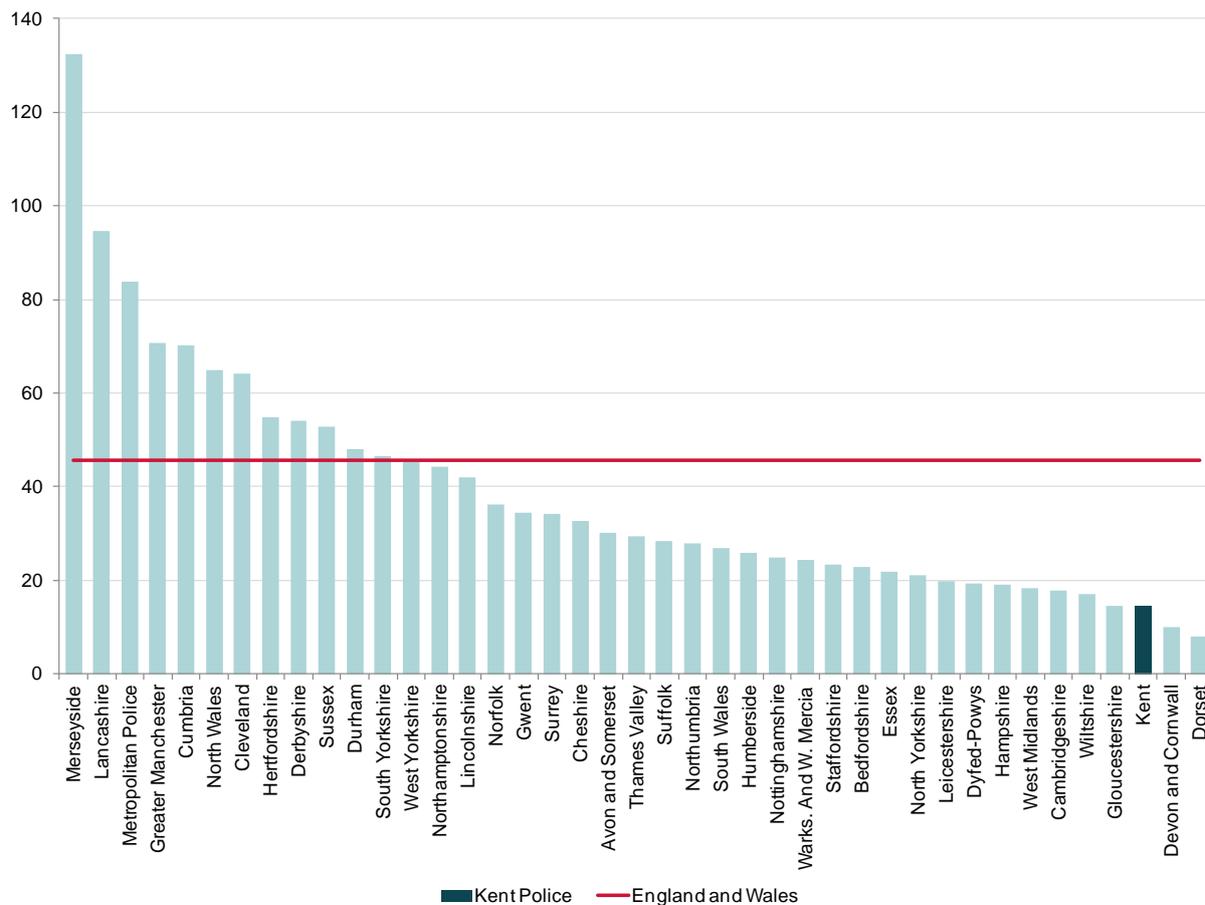
- Pursue – prosecuting and disrupting people engaged in serious and organised crime;
- Prevent – preventing people from engaging in serious and organised crime;
- Protect – increasing protection against serious and organised crime; and
- Prepare – reducing the impact of this criminality where it takes place.

⁴⁷ A large network of partner organisations, including all police forces in England and Wales, which shares information about organised criminals.

The force's approach to mapping organised crime groups is good. It has taken steps to ensure that all OCGs are mapped and scored appropriately and consistently using the national assessment tool and also that they are re-scored at intervals in accordance with national guidelines. The force is further seeking to improve its mapping by increasing the intelligence from other policing organisations and interested parties in order to obtain the fullest picture. The force has taken steps to make these improvements, and the community safety partnerships (CSPs) now consider organised crime groups as a standard part of their business. In one area of the force (Medway), a dedicated CSP sub-group with a range of partners has been established to focus on tackling organised crime. The force considers this to be best practice and plans similar sub-groups for the remaining CSPs in Kent.

As at 1 July 2016, Kent Police was actively disrupting, investigating or monitoring 14 organised crime groups (OCGs) per one million of the population. This compares to 46 OCGs per one million of the population across England and Wales. This is a very low rate of OCGs: the third lowest in England and Wales. The force acknowledges this and has launched wide-ranging actions (Operation Scorpion) to ensure that organised crime groups are reliably identified at the earliest opportunity. A key action involves raising awareness of staff to OCG activity and how to report it. At the time of our inspection, 85 percent of operational staff including neighbourhood, response and CID had been given face-to-face briefings by the Operation Scorpion team as regards this action. We found that officers' knowledge of OCGs and what to look for and how to report it was mostly good. The force has also appointed a dedicated OCG adviser with whom officers can discuss referrals. The force is expecting increased levels of OCG nominations in the near future.

Figure 9: Organised crime groups per one million population, by force, as at 1 July 2016⁴⁸



Source: HMIC data return

For further information about these data, please see annex A

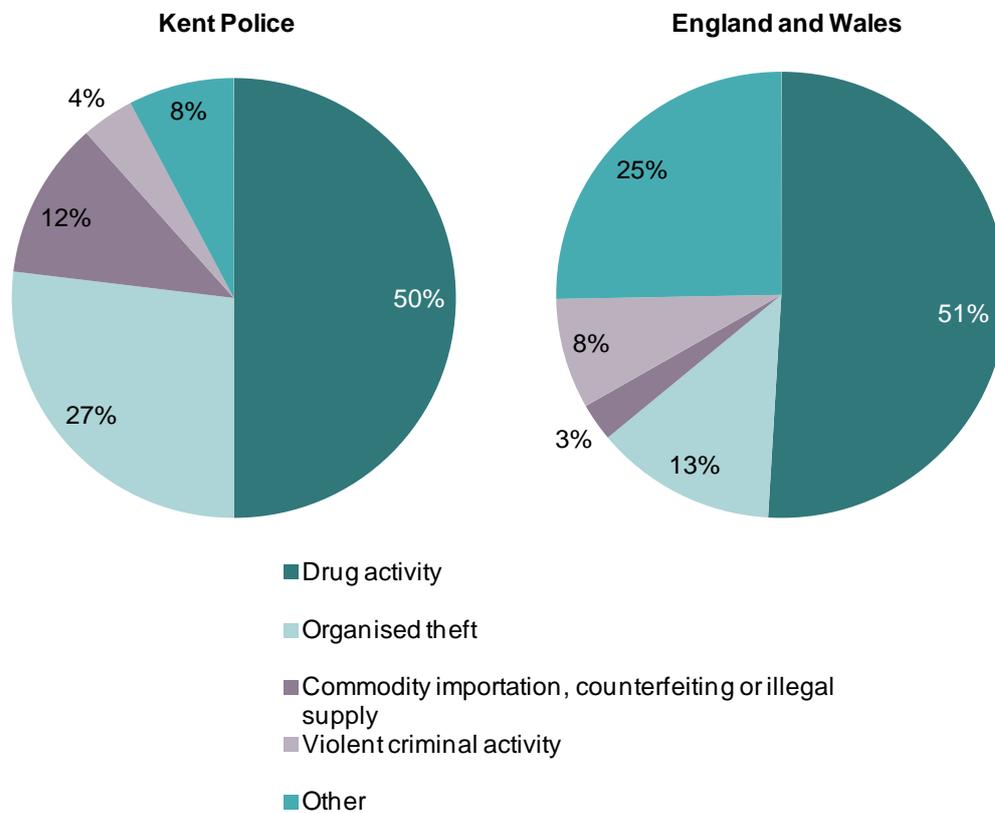
Forces categorise OCGs by the predominant form of criminal activity in which the group is involved. Although OCGs are likely to be involved in multiple forms of criminality (for example groups supplying drugs may also be supplying firearms and be involved in money laundering), this indicates their most common characteristic. 'Drug activity' was the most common predominant crime type of the OCGs managed by Kent Police as at 1 July 2016. This was also the most common OCG crime type recorded by all forces in England and Wales.

Many of the predominantly drugs OCGs in Kent also commit or facilitate sexual offences, human trafficking and other crime types. Looking at non-predominant activities, four OCGs in Kent have been identified as organised immigration and human trafficking groups. Six of the 18 OCG operations that the SCD commissioned between January and June 2016 also targeted newer threats such as human trafficking and cyber-crime. The force has begun to map gangs, which it previously did not do because it did not view their activities as sufficiently organised. This is an important improvement as some gangs – including those with their centres of

⁴⁸ City of London Police data have been removed from the chart and the England and Wales rate as its OCG data are not comparable with other forces due to size and its wider national remit.

operation in London – may have links to existing OCGs or be sufficiently organised locally to merit being categorised as OCGs in their own right.

Figure 10: Active organised crime groups by predominant crime type in Kent, as at 1 July 2016



Source: HMIC data return

Note: Figures may not sum to 100 percent due to rounding. For further information about these data, please see annex A.

How effectively does the force respond to serious and organised crime?

An effective force will pursue and prosecute offenders and disrupt organised criminality at a local level. The force will use specialist capabilities, both in the force and at regional level, and non-specialist capabilities such as its neighbourhood teams. While it can be complex for a force to assess the success of its actions against serious and organised crime, it is important that the force understands the extent to which it disrupts this crime and reduces harm.

Kent Police has a strong and effective response to serious and organised crime and it reviews OCGs every month. This review is supported by analytical reports that score the OCGs against national criteria to assess the risk and harm they could cause to communities. On a weekly basis the force meets to consider where it needs to allocate resources (both officers and specialist equipment) in order to tackle the criminal and harmful behaviour of OCGs. In local policing areas, OCGs are managed by lead responsible officers (LROs)⁴⁹ who oversee and direct local activity.

The force has previously been successful with an approach which disrupts OCGs and prosecutes offenders. In the last 12 months, although this approach has changed to a more inclusive focus on issues such as preventing people from joining OCGs in the first place, more work is required. The force recognises that there has been insufficient involvement with all those public services represented in community safety partnerships (CSPs) in tackling serious and organised crime. As a result, it organised an awareness workshop in February 2016, with attendees representing a variety of agencies. The workshop aimed to explore how serious and organised crime could be tackled both by individual agencies and collectively through partnerships.

An assistant chief constable chairs a strategic OCG board that oversees progress in tackling OCGs. This is a police service meeting and other agencies are not involved. The force is developing an OCG partnership meeting structure at the CSP level, with those in West Kent being the most developed. We found examples of the force working effectively with other policing authorities and interested parties to disrupt OCGs. In Margate, a multi-agency operation (Operation Kaiser) targeted organised criminals involved in modern slavery⁵⁰ and child sexual exploitation. Officers from both local policing teams and the specialist teams worked with partner organisations on an agreed approach aimed at not only tackling the organised crime element of modern slavery but also ensuring that the victims were looked after. This operation has been promoted by the College of Policing as national good practice. The force and the police and crime commissioner have jointly funded a full-time modern slavery co-ordinator who can ensure the police and other local partner agencies have a co-ordinated response to this particular criminal activity.

Last year, we reported that many frontline officers we spoke to in Kent had little knowledge or understanding of local OCGs, and most could not recall being given specific tasks related to disruption, intelligence collection or identification of OCG activity. During this year's inspection, we found that frontline officers now have a

⁴⁹ A nominated lead responsible officer (LRO) has overall charge of coordinating and leading the investigation and intervention of an organised criminal group (OCG).

⁵⁰ Modern slavery includes forced and bonded labour, child slavery, early and forced marriage and all forms of trafficking in persons. This includes, but is not limited to, for the purposes of forced prostitution or other forms of sexual exploitation, forced labour, forced begging, forced criminality, the removal of organs and domestic servitude.

much better knowledge of local OCGs. Officers have received guidance and direction, and local arrangements have been altered so that several OCGs are now the responsibility of local policing areas, not solely the serious crime directorate (SCD). In order to assist in this, the force has designated a detective chief inspector in each policing division as the lead responsible officer.

The SCD provides specialist support to policing divisions in disrupting OCGs. The South East Regional Organised Crime Unit (SEROCU) also provides a range of specialist capabilities in areas such as intelligence, as well as specialist policing tactics and approaches like surveillance. This regional team can enhance the force capability; for example, it can add intelligence to that held by the force, perhaps from other forces and other interested parties. This helps the force to produce a more accurate and detailed picture of serious and organised criminality.

Kent Police is beginning to exploit better the full potential of regional capabilities and those provided at national level through the National Crime Agency (NCA). We found evidence of the force seeking support for operations from the SEROCU and the NCA. Examples include Operation Croquet, where the force worked with NCA to disrupt an OCG involved in human trafficking and smuggling, and Operation Shilling, where it worked with the NCA to disrupt an OCG importing AK47 rifles into Kent. The NCA-led Operation Perceptual was supported by the force and led to the execution of eight search warrants and ten arrests for brothel management in Kent, with the victims being rescued and passed to the National Referral Mechanism.⁵¹

As a consequence of its collaboration with Essex Police, the force is intending to move from SEROCU to become part of the Eastern Region Special Operations Unit (ERSOU) early in 2017. The force is thus in a transition period; however, we found evidence that an effective working relationship has been established with ERSOU and some referrals for support are already being considered by that organisation. There is also an extensive project in place to facilitate the most effective move to ERSOU, with oversight by a change board chaired by the head of the joint serious crime directorate (SCD). Kent Police and Essex Police have a substantial investment in money and people in the SCD and it is much larger than ERSOU. As such, much of the ERSOU capabilities are already held by the SCD and the forces are aware of the need to ensure that there are clear lines of responsibility so that there is no duplication of effort, and this work is being undertaken within the project work.

The force has recently begun to follow the national policy on OCG disruption and although it is developing this area it still has more to do. Since the beginning of October 2016, daily management meetings have considered disruption activity, mainly arrests, against OCGs. We consider that, overall, the force has been effective

⁵¹ The National Referral Mechanism (NRM) is a framework for identifying victims of human trafficking and ensuring they receive the appropriate protection and support.

in disrupting OCGs, including some involved in child sexual exploitation and human trafficking.

How effectively does the force prevent serious and organised crime?

A force that effectively tackles serious and organised crime needs to be able to stop people being drawn in to this crime. Many of these people may be vulnerable and already involved in gang and youth violence. It should also be using a range of approaches and powers to prevent those known criminals continuing to cause harm. HMIC expects a force's approach to prevention to be a significant element of its overall strategy to tackle the harm that serious and organised crime causes communities.

Kent Police already works with communities to help prevent young people from being drawn into gangs or organised criminality, and is increasing its work in this area. Governance arrangements have recently come into place covering relationships with other policing authorities and interested parties, and the force has held a workshop with partner organisations including community safety partnership managers, Kent Fire and Rescue Service, Trading Standards, Public Health England, Medway Unitary Authority and HM Prison Service. Various issues were raised including training requirements, organised retail crime and working with schools to identify and appropriately refer young people thought to be involved in organised crime as potential vulnerable victims or offenders.

The force has several effective initiatives in place to deter people from becoming involved in serious and organised crime. These include a recent firearms amnesty, plans to support an NCA-led national campaign to tackle firearms markets, an initiative involving stopping and searching habitual knife carriers, and working with trading standards on test purchase operations to reduce the availability of knives on the streets.

The force is also working with other policing authorities and organisations within the community safety partnership framework to improve their role in responding to gangs' activity. In particular, it is encouraging local authorities to take a more hands-on role in preventing groups who may be at risk, for example children who are looked after by the local authority in care homes, from becoming involved in gangs.

There are also several initiatives to prevent children from becoming involved in child sexual exploitation. Three dedicated PCSOs work in schools to offer advice, guidance and support to vulnerable children. The force also secured £30,000 funding for an outreach worker to engage with those vulnerable to exploitation. Importantly, the integrated offender management (IOM) cohort has been extended to include

gang members. The force is involved in the Troubled Families⁵² programme, work that is being led by its public protection command. The force also continues to use a variety of media, including social media as well as more traditional means, to publicise successes it has had in dealing with OCGs.

The force is seeking to make its management of organised crime offenders more effective. It is taking a longer-term approach to OCG management; rather than simply carrying out a short-term investigation and dismantling a group by prosecuting some of its members, the force is now continuing to monitor such groups after a prosecution. Its briefing for frontline officers includes the identification of named principal OCG members and the intelligence which officers could usefully gather on them, for example their locations and associates. The force also works regularly with prison intelligence units in the many prisons in Kent and receives updates when such individuals are due for release. This information is passed on to local officers.

However, beyond this initial briefing, we found limited follow-up of these offenders. Officers may be unaware whether a suspect they are dealing with is part of an OCG. The force has recognised that there is scope for it to make greater use of serious crime prevention orders (SCPOs)⁵³ to impose restrictions on organised criminals. As of 1 July 2016, 16 individuals were being managed by SCPOs in the force. The force expects all such commissioned operations to be reviewed at the point of charge and will have a relevant order submitted to the Crown Prosecution Service as the default position. The first Kent anti-slavery and human trafficking order has been granted, which is a very positive development.

Summary of findings



Good

Kent Police is good at tackling serious and organised crime. It is improving its response to newer organised crime threats such as human trafficking, cyber-crime and child sexual exploitation. The force tackles high-level serious and organised crime in collaboration with Essex Police through a joint unit which allows both forces to combine specialist capabilities. This ensures well-managed investigations. It also

⁵² A programme of targeted intervention for families with multiple problems, including crime, anti-social behaviour, mental health problems, domestic abuse and unemployment. Local authorities identify 'troubled families' in their area and usually assign a key worker to act as a single point of contact. Central government pays local authorities by results for each family they 'turn around'.

⁵³ A court order that is used to protect the public by preventing, restricting or disrupting a person's involvement in serious crime. An SCPO can prevent involvement in serious crime by imposing various conditions on a person, for example, restricting who he or she can associate with, restricting his or her travel, or placing an obligation to report his or her financial affairs to the police.

enables the force to target the most harmful organised crime groups (OCGs) with a range of activity from prosecuting OCG members to making it harder for the OCG to operate.

The force has improved how it gathers and uses intelligence, particularly that held by other relevant partners such as Her Majesty's Revenue and Customs (HMRC) and the Border Force. Kent Police ensures that it applies the most resources to the OCGs which cause the most harm, and its policy on how it scores these OCGs for the harm they cause and how often it re-visits this scoring is now consistent with national guidance.

Frontline officers have a good knowledge of local OCGs, which should assist the force in preventing organised crime, for example identifying those who are at risk of being drawn into organised crime, and they work well with other policing authorities and organisations.

The force has recently been taking a longer-term approach to OCG management. More needs to be done if the benefits of this approach are to be fully realised. For example, serious crime prevention orders can be used to restrict criminals from associating with certain people and frustrate their attempts at continuing to engage in harmful activities, but the force uses relatively few of these.

Areas for improvement

- The force should develop further its serious and organised crime local profile, in conjunction with other policing authorities and organisations, to enhance its understanding of the threat posed by serious and organised crime and to inform joint activity aimed at reducing this threat.
- The force should enhance its approach to the 'lifetime management' of organised criminals to minimise the risk they pose to local communities. This approach should include routine consideration of additional orders (known formally as ancillary orders), of the powers of other policing authorities and organisations, and of other tools to deter organised criminals from continuing to offend.

How effective are the force's specialist capabilities?

Some complex threats require both a specialist capability and forces to work together to respond to them. This question assesses both the overall preparedness of forces to work together on a number of strategic threats and whether forces have a good understanding of the threat presented by firearms incidents and how equipped they are to meet this threat.

How effective are the force's arrangements to ensure that it can fulfil its national policing responsibilities?

The *Strategic Policing Requirement* (SPR)⁵⁴ specifies six national threats. These are complex threats and forces need to be able to work together if they are to respond to them effectively. These include serious and organised crime, terrorism, serious cyber-crime incidents and child sexual abuse. It is beyond the scope of this inspection to assess in detail whether forces are capable of responding to these national threats. Instead, HMIC has checked whether forces have made the necessary arrangements to test their own preparedness for dealing with these threats should they materialise.

Kent Police has the necessary arrangements in place to ensure that it can fulfil its national policing responsibilities. The assistant chief constable responsible for this business area chairs a strategic policing board which includes members of the force's independent advisory group. HMIC found evidence of the force undertaking regular exercises and deployments to ensure that it is ready to meet the requirements on it. The force has conducted large-scale exercises in recent years, including Exercise Tungsten in 2014 in Dover Docks which involved 100 role actors. The force continues to conduct local testing of its ability to supply officers at short notice.

⁵⁴ The SPR is issued annually by the Home Secretary, setting out the latest national threats and the appropriate national policing capabilities required to counter those threats. National threats require a co-ordinated or aggregated response from a number of police forces. Forces often need to work collaboratively, and with other partners, national agencies or national arrangements, to ensure such threats are tackled effectively. *Strategic Policing Requirement*, Home Office, March 2015. Available at:

www.gov.uk/government/uploads/system/uploads/attachment_data/file/417116/The_Strategic_Policing_Requirement.pdf

How well prepared is the force to respond to a firearms attack?

Following the terrorist attacks in Paris on 13 November 2015, the government allocated £143 million to the 43 England and Wales police forces to increase their armed capability. This funding has enabled some forces to increase the number of armed police officers able to respond to a terrorist attack. These attacks include those committed by heavily armed terrorists across multiple sites in quick succession, as in Paris. These attacks are known as marauding terrorist firearms attacks. The funding is for those forces considered to be at greatest risk of a terrorist attack. This also has the effect of increasing the ability of the police service to respond to other forms of terrorist attacks (and another incident requiring an armed policing response). Forces have begun to recruit and train new armed officers. This process is due to be completed by March 2018.

Kent Police completes an annual armed policing strategic threat and risk assessment (APSTRA) to enable it to understand and respond to identified threats. The force updated its APSTRA after the Paris marauding terrorist firearms attack in 2015 and has considered the threats that similar attacks would pose. The force's threat assessment uses appropriate intelligence sources to assess threat and risk. We found clear involvement of senior officers. The assessment is in line with national guidance and codes of practice. Kent Police is aware of its broader national responsibilities to support other forces in response to national threats. The force has focused on understanding the threat posed by a firearms attack; this understanding is based on recent and relevant information.

As a result of the national uplift and the force's associated threat assessment, the force plans to increase its capacity and capability. Training for armed officers began in July 2016, with further courses planned throughout 2017. The force expects to have implemented this increase fully by the end of 2017. This will also allow an increase in available armed response vehicles. In addition to increasing the number of firearms officers, the force is also building broader firearms capability. Kent Police is making progress towards meeting its requirements under the national armed policing uplift programme and is providing training to its firearms officers in the light of current threats. It has carried out joint firearms training with other south-east forces (Surrey, Sussex, Hampshire and Thames Valley).

Summary of findings

Ungraded

Kent Police has good plans to mobilise in response to the threats set out in The *Strategic Policing Requirement*. The force regularly tests these plans and makes amendments following the lessons learnt from such tests.

The force has recently reviewed its armed policing strategic threat assessment, which now includes the threats posed by marauding terrorists. In light of this threat, Kent Police plans to increase its firearms capacity and capability, both as part of a national programme to increase the capability and capacity of trained firearms officers and through local initiatives.

Next steps

HMIC assesses progress on causes of concern and areas for improvement identified within its reports in a number of ways. We receive updates through our regular conversations with forces, re-assess as part of our annual PEEL programme, and, in the most serious cases, revisit forces.

HMIC highlights recurring themes emerging from our PEEL inspections of police forces within our national reports on police effectiveness, efficiency and legitimacy. These reports identify those issues that are reflected across England and Wales and may contain additional recommendations directed at national policing organisations, including the Home Office, where we believe improvements can be made at a national level.

Findings and judgments from this year's PEEL effectiveness inspection will be used to direct the design of the next cycle of PEEL effectiveness assessments. The specific areas for assessment are yet to be confirmed, based on further consultation, but we will continue to assess how forces keep people safe and reduce crime to ensure our findings are comparable year on year.

Annex A – About the data

The information presented in this report comes from a range of sources, including published data by the Home Office and Office for National Statistics, inspection fieldwork and data collected directly from all 43 geographic police forces in England and Wales.

Where HMIC has collected data directly from police forces, we have taken reasonable steps to agree the design of the data collection with forces and with other relevant interested parties such as the Home Office. We have given forces several opportunities to check and validate the data they have provided us to ensure the accuracy of our evidence. For instance:

- We checked the data that forces submitted and queried with forces where figures were notably different from other forces or were internally inconsistent.
- We asked all forces to check the final data used in the report and correct any errors identified.

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

Data in the report

The British Transport Police was outside the scope of inspection. Therefore any aggregated totals for England and Wales exclude British Transport Police data and numbers will differ from those published by the Home Office.

Where other forces have been unable to supply data, this is mentioned under the relevant sections below.

Population

For all uses of population as a denominator in our calculations, unless otherwise noted, we use Office for National Statistics (ONS) mid-2015 population estimates. These were the most recent data available at the time of the inspection.

For the specific case of City of London Police, we include both resident and transient population within our calculations. This is to account for the unique nature and demographics of this force's responsibility.

Survey of police staff

HMIC conducted a short survey of police staff across forces in England and Wales, to understand their views on workloads, redeployment and the suitability of tasks assigned to them. The survey was a non-statistical, voluntary sample which means that results may not be representative of the population. The number of responses varied between 8 and 2,471 across forces. Therefore, we treated results with caution and used them for exploring further during fieldwork rather than to assess individual force performance.

Ipsos MORI survey of public attitudes towards policing

HMIC commissioned Ipsos MORI to conduct a survey of attitudes towards policing between July and August 2016. Respondents were drawn from an online panel and results were weighted by age, gender and work status to match the population profile of the force area. The sampling method used is not a statistical random sample and the sample size was small, varying between 331 to 429 in each force area. Therefore, any results provided are only an indication of satisfaction rather than an absolute.

The findings of this survey will be shared on our website by summer 2017:

www.justiceinspectorates.gov.uk/hmic/data/peel-assessments/

Review of crime files

HMIC reviewed 60 police case files across crime types for: robbery, common assault (flagged as domestic abuse), grievous bodily harm (GBH), stalking, harassment, rape and domestic burglary. The file review was designed to provide a broad overview of the identification of vulnerability, the effectiveness of investigations and to understand how victims are treated through police processes. Files were randomly selected from crimes recorded between 1 January 2016 and 31 March 2016 and were assessed against several criteria. Due to the small sample size of cases selected, we have not used results from the file review as the sole basis for assessing individual force performance but alongside other evidence gathered.

Force in numbers

A dash in this graphic indicates that a force was not able to supply HMIC with data.

Calls for assistance (including those for domestic abuse)

These data were collected directly from all 43 forces. In 2016, the questions contained a different breakdown of instances where the police were called to an incident compared to the 2015 data collection, so direct comparisons to the equivalent 2015 data are not advised.

Recorded crime and crime outcomes

These data are obtained from Home Office police-recorded crime and outcomes data tables for the 12 months to 30 June 2016 and are taken from the October 2016 Home Office data release, which is 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 and outcomes include the British Transport Police, which is outside the scope of this HMIC inspection. Therefore, England and Wales rates in this report will differ from those published by the Home Office.

Figures about police-recorded crime should be treated with care, as recent increases are likely to have been affected by the renewed focus on the quality and compliance of crime recording since HMIC's national inspection of crime data in 2014.

For crime outcomes, Dorset Police has been excluded from the England and Wales figure. Dorset Police experienced difficulties with the recording of crime outcomes for the 12 months to 30 June 2016. This was due to the force introducing the Niche records management system in Spring 2015. Problems with the implementation of Niche meant that crime outcomes were not reliably recorded. The failure to file investigations properly meant that a higher than normal proportion of offences were allocated to 'Not yet assigned an outcome'. During 2016, the force conducted additional work to solve the problem. In doing so, some crime outcomes from the 12 months to 30 June 2016 were updated after that date and are reflected in a later period. This makes Dorset Police's crime outcome data inconsistent with that provided by other forces. HMIC has decided not to use Dorset Police's outcome data in the interests of consistency of data use and to maintain fairness to all forces.

Other notable points to consider when interpreting outcome data are listed below and also apply to figure 4.

- For a full commentary and explanation of outcome types please see Crime Outcomes in England and Wales: year ending March 2016, Home Office, July 2016. Available from:
www.gov.uk/government/uploads/system/uploads/attachment_data/file/539447/crime-outcomes-hosb0616.pdf
- Crime outcome proportions show the percentage of crimes recorded in the 12 months to 30 June 2016 that have been assigned each outcome. This means that each crime is tracked or linked to its outcome.
- These data are subject to change, as more crimes are assigned outcomes over time. These data are taken from the October 2016 Home Office data release.

- Providing outcomes data under the new framework is voluntary if not provided directly through the Home Office Data Hub. However, as proportions are used, calculations can be based on fewer than four quarters of data. For the 12 months to 30 June 2016, Derbyshire Constabulary and Suffolk Constabulary were unable to provide the last quarter of data. Therefore, their figures are based on the first three quarters of the year.
- Leicestershire, Staffordshire and West Yorkshire forces are participating in the Ministry of Justice's out of court disposals pilot. This means these forces no longer issue simple cautions or cannabis/khat warnings and they restrict their use of penalty notices for disorder as disposal options for adult offenders, as part of the pilot. Therefore, their outcomes data should be viewed with this in mind.
- It is important to note that the outcomes that are displayed in figure 8 are based on the number of outcomes recorded in the 12 months to 30 June 2016, irrespective of when the crime was recorded. Therefore, the crimes and outcomes recorded in the reporting year are not tracked, so direct comparisons should not be made between general outcomes and domestic abuse related outcomes in this report. For more details about the methodology for domestic abuse outcomes please see explanatory notes below, under figure 8.

Anti-social behaviour

These data are obtained from Office for National Statistics data tables, available from:

www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/policeforceareadatatables

All police forces record incidents of anti-social behaviour reported to them in accordance with the provisions of the National Standard for Incident Recording (NSIR). Incidents are recorded under NSIR in accordance with the same 'victim focused' approach that applies for recorded crime, although these figures are not subject to the same level of quality assurance as the main recorded crime collection. Incident counts should be interpreted as incidents recorded by the police, rather than reflecting the true level of victimisation. Other agencies also deal with anti-social behaviour incidents (for example, local authorities and social landlords); incidents reported to these agencies will not generally be included in police figures.

When viewing this data the user should be aware of the following:

- Warwickshire Police had a problem with its incident recording. For a small percentage of all incidents reported during 2014-15 and 2015-16 it was not possible for the force to identify whether these were anti-social behaviour or other types of incident. These incidents have been distributed pro rata for

Warwickshire, so that one percent of anti-social behaviour in 2014-15 and two percent of anti-social behaviour in 2015-16 are estimated.

- From May 2014, South Yorkshire Police experienced difficulties in reporting those incidents of anti-social behaviour that resulted from how it processed calls for assistance, specifically for scheduled appointments. In November 2016, South Yorkshire Police resolved this problem and resubmitted anti-social behaviour data to Office for National Statistics. HMIC has used corrected data for South Yorkshire Police which are available in the November 2016 release of anti-social behaviour incidents data in the link above.
- Bedfordshire Police resubmitted anti-social behaviour data to Office for National Statistics for the 12 months to 30 June 2016. This was because data had been double counted for the second quarter of the financial year. HMIC has used corrected data for Bedfordshire Police which are available in the November 2016 release of anti-social behaviour incidents data in the link above.

Domestic abuse

Data for domestic abuse flagged offences were provided by the Home Office for the 12 months to 30 June 2016. These are more recent figures than those previously published by Office for National Statistics.

Data relating to domestic abuse arrests, charges and outcomes were collected through the HMIC data collection.

Further information about the domestic abuse statistics and recent releases are available from:

www.ons.gov.uk/releases/domesticabuseinenglandandwalesyearendingmarch2016

Organised crime groups (OCGs)

These data were collected directly from all 43 forces. City of London Police is excluded from the England and Wales rate as its OCG data are not comparable with other forces due to size and its wider national remit.

The number of OCGs in the Warwickshire Police and West Mercia Police force areas is a combined total of OCGs for the two force areas. The OCGs per one million population rate is based upon their areas' combined population figures.

OCGs which are no longer active – for example because they have been dismantled by the police – can be archived. This means that they are no longer subject to disruption, investigation or monitoring. From 1 September 2014 to 31 December 2015, forces were given a directive by the National Police Chiefs' Council to suspend archiving, pending a review of OCG recording policy. This directive was removed on

1 January 2016, but resulted in many forces archiving more OCGs than they otherwise would have in the 12 months to June 2016. Therefore, direct comparisons should not be made with OCG figures from previous years.

Victim satisfaction

Forces were required by the Home Office to conduct satisfaction surveys with specific victim groups. Force victim satisfaction surveys are structured around principal questions exploring satisfaction responses across four stages of interactions:

- initial contact;
- actions;
- follow-up;
- treatment plus the whole experience.

The data used in this report use the results to the question relating to the victim's whole experience, which specifically asks, "Taking the whole experience into account, are you satisfied, dissatisfied, or neither with the service provided by the police in this case?"

The England and Wales average is calculated based on the average of the rates of satisfaction in all 43 forces.

Figures throughout the report

Figure 1: Police-recorded crime rates (per 1,000 population) for the five year period to 30 June 2016

Please see 'Recorded Crime and Crime Outcomes' above.

Figure 2: Police-recorded crime rates (per 1,000 population) for the 12 months to 30 June 2016

Please see 'Recorded Crime and Crime Outcomes' above.

Figure 3: Percentage change in the rate of anti-social behaviour incidents (per 1,000 population), by force, comparing the 12 months to 31 March 2016 with the 12 months to 31 March 2015

Please see 'Anti-social behaviour' above.

Figure 4: Proportion of outcomes assigned to offences recorded, in 12 months to 30 June 2016, by outcome type

Please see 'Recorded Crime and Crime Outcomes' above.

The outcome number has been provided to improve usability across multiple publications and is in line with Home Office categorisation.

For these data, we state whether the force's value is 'one of the highest', 'one of the lowest' or 'broadly in line with' all forces in England and Wales. This is calculated by ranking the usage of outcomes and then highlighting the top and bottom 25 percent of forces. All other forces will be broadly in line with England and Wales. However, any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area, and how the force deals with offenders for different crimes.

This methodology is not comparable with figure 8, so direct comparisons should not be made between the two tables.

Figure 5: Percentage of 'Evidential difficulties; victim does not support action' outcomes assigned to offences recorded in the 12 months to 30 June 2016, by force

Please see 'Recorded Crime and Crime Outcomes' above.

In addition, it is important to understand that the percentages of evidential difficulties can be affected by the level of certain types of crime within a force, such as domestic abuse related offences. The category of evidential difficulties also includes where a suspect has been identified and the victim supports police action, but evidential difficulties prevent further action being taken.

Figure 6: Percentage of police recorded crime with a vulnerable victim identified, by force, for the 12 months to 30 June 2016

Please see 'Recorded Crime and Crime Outcomes' above.

The number of offences identified with a vulnerable victim in a force is dependent on the force's definition of vulnerability.

City of London, Devon and Cornwall, Essex, Gloucestershire and Lancashire forces were unable to provide data for the number of recorded crimes with a vulnerable victim identified. Therefore, these forces' data are not included in the graph or in the calculation of the England and Wales rate.

When viewing this data the user should be aware of the following:

- Suffolk Constabulary was only able to provide eight months of vulnerability data to the 30 June 2016 due to transferring to a different crime management system. Its previous system did not record vulnerability. Therefore, these are the most reliable data it can provide.

Figure 7: Domestic abuse arrest rate (per 100 domestic abuse crimes), by force, for the 12 months to 30 June 2016

Please see 'Domestic abuse' above.

Derbyshire, Durham and Gloucestershire forces were unable to provide domestic abuse arrest data. Therefore, these forces' data are not included in the graph or in the calculation of the England and Wales rate.

The arrest rate is calculated using a common time period for arrests and offences. It is important to note that each arrest is not necessarily directly linked to its specific domestic abuse offence recorded in the 12 months to 30 June 2016 in this calculation. It is also possible to have more than one arrest per offence although this is rare. In addition, the reader should note the increase in police-recorded crime which has affected the majority of forces over the last year (39 out of 43). This may have the effect of arrest rates actually being higher than the figures suggest. Despite this, the calculation still indicates whether the force prioritises arrests for domestic abuse offenders over other potential forms of action. HMIC has evaluated the arrest rate alongside other measures (such as use of voluntary attendance or body-worn video cameras) during our inspection process to understand how each force deals with domestic abuse overall.

When viewing this data the user should be aware of the following:

- Cambridgeshire Constabulary identified a recording issue and that it could only obtain accurate data from a manual audit of its custody records. This means its data may indicate a lower arrest rate. However, at the time of publication this was the most reliable figure the force could provide for the 12 months to 30 June 2016. The force plans to conduct regular manual audits while the recording issue is resolved. HMIC will conduct a further review to test this evidence when more data are available.
- Lancashire Constabulary experienced difficulties in identifying all domestic abuse flagged arrests. This affected 23 days in the 12 months to 30 June 2016. The force investigated this and confirmed that the impact on data provided to HMIC would be marginal and that these are the most reliable figures it can provide.

Figure 8: Rate of outcomes recorded in 12 months to 30 June 2016 for domestic-related offences

Please see 'Domestic Abuse' above.

Dorset Police is excluded from our data for the reasons described under 'Recorded Crime and Crime Outcomes' above.

Nottinghamshire Police has been excluded from domestic abuse outcomes data. The force experienced difficulties with the conversion of some crime data when it

moved to a new crime recording system. This means that the force did not record reliably some crime outcomes for domestic abuse related offences. The force subsequently solved the problem and provided updated outcomes figures. However, this makes Nottinghamshire Police's outcomes data for domestic abuse related offences inconsistent with that provided by other forces. HMIC has decided not to use Nottinghamshire Police's outcomes data for domestic abuse related offences in the interests of consistency of data use and to maintain fairness to all forces.

In April 2015, the Home Office began collecting information from the police on whether recorded offences were related to domestic abuse. Crimes are identified by the police as domestic abuse related if the offence meets the government definition of domestic violence and abuse:

"Any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are or have been intimate partners or family members regardless of gender or sexuality."

In figure 8, the rate is calculated by the number of each outcome recorded for domestic abuse flagged offences in the 12 months to 30 June 2016, divided by the total number of domestic abuse offences recorded in the 12 months to 30 June 2016. The domestic abuse-related crimes used in this calculation are not necessarily those to which the outcomes have been assigned. Therefore, direct comparisons should not be made between general outcomes in figure 4, where each crime is linked to its associated outcome, and domestic abuse outcomes in figure 8.

For these data, we state whether the force's value is 'one of the highest', 'one of the lowest' or 'broadly in line with' all forces in England and Wales. This is calculated by ranking the usage of outcomes and then highlighting the top and bottom 25 percent of forces. All other forces will be broadly in line with England and Wales. However, any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area, and how the force deals with offenders for different crimes.

Figure 9: Organised crime groups per one million population, by force, as at 1 July 2016

Please see 'Organised Crime Groups' above.

Figure 10: Active organised crime groups by predominant crime type, as at 1 July 2016

Humberside Police was unable to provide the full data for predominant crime types in the time available. Therefore, this force's data are not included in the graph or in the calculation of the England and Wales proportion.

Numbers may not sum to 100 percent due to rounding.