

# PEEL: Police effectiveness 2017

An inspection of Kent Police



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## Force in numbers



### Calls for assistance

Incidents per 1,000 population 12 months to 30 June 2017

Kent Police

**286**

England and Wales

**282**



### Anti-social behaviour

Anti-social behaviour (ASB) incidents per 1,000 population 12 months to 31 March 2017

Kent Police

**25**

England and Wales

**31**

Change in ASB incidents 12 months to 31 March 2016 against 12 months to 31 March 2017

Kent Police

**-3%**

England and Wales

**-0.05%**



### Crime (excluding fraud)

Crimes recorded per 1,000 population 12 months to 30 June 2017

Kent Police

**78**

England and Wales

**77**

Change in recorded crime 12 months to 30 June 2016 against 12 months to 30 June 2017

Kent Police

**+21%**

England and Wales

**+14%**



## Crime outcomes\*

Charged/summonsed

Kent Police

England and Wales

**9%**

**10%**

Evidential difficulties: suspect identified but victim does not support action

Kent Police

England and Wales

**19%**

**13%**

Investigation completed but no suspect identified

Kent Police

England and Wales

**43%**

**48%**



## Domestic abuse

Domestic abuse incidents per 1,000 population 12 months to 30 June 2017

Kent Police

England and Wales

**7**

**15**

Domestic abuse as a percentage of all recorded crime (excluding fraud) 12 months to 30 June 2017

Kent Police

England and Wales

**16%**

**11%**



## Organised crime groups

Organised crime groups per 1 million population as at 1 July 2017

Kent Police

England and Wales

**21**

**47**

\*Figures are shown as proportions of outcomes assigned to offences recorded in the 12 months to 30 June 2017. For further information about the data in this graphic please see annex A.

## Risk-based inspection

HMICFRS adopted an interim risk-based approach to inspection in 2017 in order to focus more closely on areas of policing where risk to the public is most acute.<sup>1</sup> Under this approach, not all forces are assessed against every part of the PEEL effectiveness programme every year. Kent Police was assessed against the following areas in 2017:

- Investigating crime and reducing re-offending;
- Protecting vulnerable people; and
- Specialist capabilities.

Judgments from 2016<sup>2</sup> remain in place for areas which were not re-inspected in 2017. HMICFRS will continue to monitor areas for improvement identified in previous inspections and will assess how well each force has responded in future reports.

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<sup>1</sup> More details of the interim risk-based approach are on the HMICFRS website:  
[www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/how-we-inspect/2017-peel-assessment/#risk-based](http://www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/how-we-inspect/2017-peel-assessment/#risk-based)

<sup>2</sup> The 2016 effectiveness report for Kent Police is on the HMICFRS website:  
[www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-effectiveness-2016-kent](http://www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-effectiveness-2016-kent)

## Effectiveness overview

### Judgments

Overall effectiveness 2017  Good

Question	Grade	Last inspected
Preventing crime and tackling anti-social behaviour	 Good	2016
Investigating crime and reducing re-offending	 Good	2017
Protecting vulnerable people	 Good	2017
Tackling serious and organised crime	 Good	2016
Specialist capabilities	Ungraded	2017

### Summary

Kent Police is good at keeping people safe and reducing crime, and it continues to make positive improvements in terms of its effectiveness.

When required, the force attends incidents promptly. Its investigations are generally thorough and lead to satisfactory outcomes for victims. The force has introduced a new operating model and has moved a large number of officers into new and primarily investigative roles focused on crimes which involve vulnerable people as victims. The force appears to be implementing its new model well. It is also testing a new approach to assessing crimes which allows officers to concentrate on cases that are more likely to result in a positive outcome for victims. Kent Police generally

provides victims of crime with a good service and usually updates them regularly as investigations progress. The force continues to improve the way it reduces re-offending and has introduced an effective process to ensure that people who are wanted can be found, and arrested when appropriate.

The force has a good understanding of the nature and scale of vulnerability throughout Kent. Dealing with vulnerable people is a well-established part of its daily activity. The force works well in responding to victims who are vulnerable and in investigating crimes committed against them. It is developing its understanding of why some victims do not support police action, and is acting to reduce the number of victims who are unwilling to support prosecutions so that it can bring more offenders to justice. Officers have mobile devices that they can use when they are at the scene of an incident to refer victims to local advice and support services, so that victims can get appropriate support quickly and easily. However, we found that the body-worn video cameras are not always used to gather evidence at incidents.

The force works well with partner agencies, such as local authorities and charities to support and safeguard victims. It supports people with mental health conditions and is undertaking extensive work to improve in this area, both internally and with other organisations.

Kent Police has the necessary arrangements in place to fulfil its national policing responsibilities, and to respond to an attack which requires an armed response.

# Investigating crime and reducing re-offending



Good

## Initial investigation

Kent Police is good at conducting initial investigations. When appropriate, the force attends incidents promptly. It makes informed decisions based on a thorough assessment of the risk to victims. Attending officers take the appropriate steps to identify and secure evidence as part of the 'golden hour'<sup>3</sup> immediately after an incident. The force investigated 47 percent of crimes over the telephone or in the station during the 12 months to 30 June 2017. This is higher than the rate of 30 percent for England and Wales over the same period. Responding to crime in this way can be an appropriate and efficient way of dealing with less serious crimes when it is immediately apparent that there are no viable lines of enquiry that require the crime to be allocated to an officer for further detailed investigation. We reviewed a small sample of telephone investigations during our inspection and found them to be appropriate for this type of resolution.

The investigation management unit records all crime reported in Kent, and it is testing a new model of crime triage in the East Division. The evidenced-based investigative tool (EBIT) is based on research undertaken by the force alongside the criminology faculty at Cambridge University. EBIT aims to help officers to focus their efforts on investigating crimes that are statistically more likely to result in a positive outcome for victims. EBIT is currently applied to only four crime types<sup>4</sup>, with an important caveat that any crimes arising from domestic abuse or hate crime incidents and any crimes involving a vulnerable victim will not be suitable for an EBIT assessment. HMICFRS assessed a number of crimes that had been subject to the EBIT process and found that in all cases the process had been applied appropriately. We found no crimes which had been subject to EBIT that should have been allocated for investigation. The technique is streamlining the crime allocation process. Although early victim surveys undertaken by the force are positive, we note that only a very few victims (six) have been surveyed. HMICFRS will maintain a close interest in EBIT as it is implemented throughout the rest of the county in 2018.

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<sup>3</sup> The golden hour is the term used for the period immediately after an offence has been committed, when more material is most likely to be readily available to the police.

<sup>4</sup> EBIT is being applied to crimes categorised as: Sections 4 and 4a of the Public Order Act 1986. Section 5 of the Public Order Act 1986; Section 39 Criminal Justice Act 1988 (common assault); and section 47 Offences against the Person Act 1861 (assault occasioning actual bodily harm).

The force has recently introduced a new operating model (September 2017), known as New Horizon, which has involved moving a large number of officers into new and primarily investigative roles focused on vulnerable people. The implementation of New Horizon appears to be going well. Workloads are not excessive, and although not all officers (including supervisors) are qualified and experienced, there are clear support processes in place for them. The force has a training plan that should help it to resolve this problem.

Kent Police identifies and investigates fraud effectively. In the 12 months to 30 June 2017, the force's figures show that the National Fraud Intelligence Bureau referred 1,248 cases to the force for further investigation. All of these cases were subject to a proper examination to determine whether further investigation was necessary. The progression of the force's response to fraud is well developed and timely. The primary and volume fraud teams provide a good service, including support for vulnerable people. The force's approach has been subject to a peer review by officers from the City of London Police's financial investigation unit. The force's overall response to fraud is based on the national 4Ps approach for tackling serious and organised crime (pursue, prevent, protect and prepare) and it aims to help protect vulnerable people from being targeted, and bring perpetrators of fraud to justice.

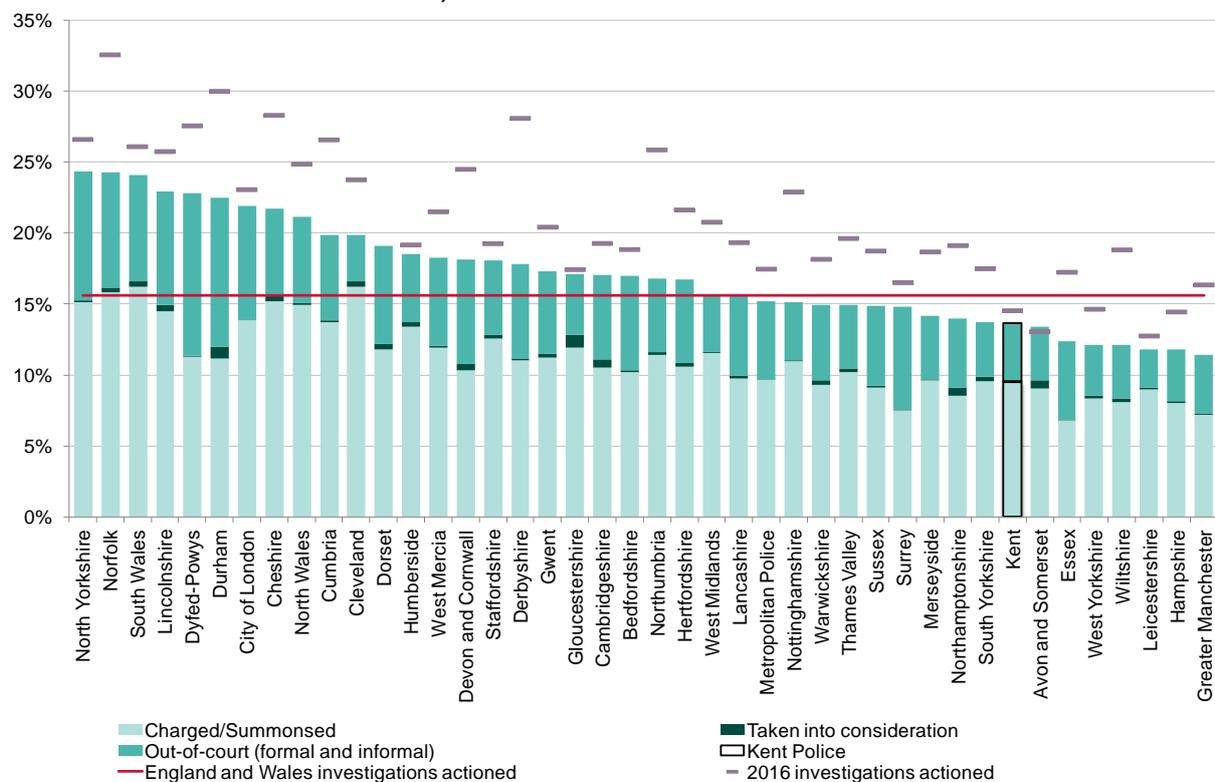
## **Investigation quality**

Investigations conducted by Kent Police are generally thorough and of a good standard. The force is developing its detective capability to fulfil its new operating model, which requires more detectives than the force has at present. The force's plan to address this shortfall is developing well, with the majority of detective posts being filled by qualified officers or those who are working towards a career as a detective. Officers' investigation workloads are at acceptable levels, but the use of effective investigation plans on local divisional-led investigations is mixed. We found that the specialist departments are much better at using investigation plans, with most plans being of a good standard and some very good.

Supervision of crime investigations is also generally good, although again, it is better in specialist areas. The force expects that the supervisory investigative courses now being provided for all sergeants and inspectors will further improve this. We did find very limited evidence of some crimes not being progressed as they should while supervisors discussed who should investigate them. This appears to be a result of officers not fully understanding the remit of their units and the crime allocation policy with the recent introduction of the New Horizon model. However, the force must ensure that all crimes are progressed quickly so that victims receive a prompt and effective service.

Regarding outcomes for victims, in the 12 months to 30 June 2017, 9.5 percent of offences committed in Kent resulted in a charged/summonsed outcome, which is in line with the England and Wales rate over the same time period. The force continues to conduct work to improve its understanding of those crimes which have been closed because of evidential difficulties. However, despite this work, Kent Police remains above the rate for England and Wales for cases closed with this outcome. For example, this amounts to 13.0 percent of cases in the 12 months to 30 June 2017 where the suspect has been identified and the victim supports action but evidential difficulties prevent further action. This compares with 8.6 percent for England and Wales. The force must continue to seek to reduce the number of crimes being closed because of evidential difficulties.

**Figure 1: Proportion of investigations where action was taken, by force, for offences recorded in the 12 months to 30 June 2017<sup>5, 6</sup>**



**Source: 2016 and 2017 Home Office Outcomes Data**

**For further information about this data, please see annex A**

The force provides victims of crime with a good service. We reviewed 60 files from recent investigations and found that in 54 of them victim care was appropriate and most victims of crime were kept updated on the progress of the investigation. Kent

<sup>5</sup> Investigations where action was taken includes the outcome categories of Charged/Summonsed, Taken into consideration and Out-of-court (formal and informal).

<sup>6</sup> Suffolk Constabulary was unable to provide 2017 crime outcomes data. Dorset Police was unable to provide 2016 crime outcomes data. Therefore figures for England and Wales will differ from those published by the Home Office. For further information about this data, please see annex A.

Police has conducted extensive work to improve its understanding of the reasons why some victims do not support police action, and includes some of these victims in its surveys of domestic abuse victims. It intends to conduct similar surveys with victims of rape. The force is using its increased understanding of victims' views to improve service provision. Although it has done much work, the force recognises that it needs to remain focused on this area. The new fraud investigation units are helping to improve contact with victims of fraud, and in particular victims who are vulnerable.

The force has invested time and resources to improve its digital forensic capability and it has three digital hubs in Maidstone, Medway and Folkestone. Each hub has two supervisors and five local digital media advisers whose role is to complete mobile phone downloads (which releases frontline officers' time) and to advise officers of other digital forensic opportunities. There were 129 continuing cases involving computers and 65 involving mobile phones at the time of our inspection, which had been assessed and categorised and are awaiting examination. Importantly there are no backlogs.

## **Reducing re-offending**

Kent Police continues to improve the way it reduces re-offending. The force has introduced a new process to improve the management of people who are wanted by the police. This process seeks to ensure that people who are wanted for offences are subject to determined and continuous efforts to find and arrest them.

This process has also improved the speed with which details of wanted people are circulated on the Police National Computer. In July 2017, Kent Police saw a 17.4 percent increase in the numbers of wanted people circulated on the Police National Computer compared with August 2016. This ensures that other police forces are able to help find or arrest these people in order to reduce the risk to the public.

The force recognises that it could do more to identify and manage arrested foreign nationals more effectively. In the 12 months to 30 June 2017, Kent Police arrested 4,626 foreign national offenders. It made 1,463 referrals to the Immigration Enforcement command and control unit. This represents a compliance rate of 31.6 percent, which is below the England and Wales rate of 56.8 percent. In response, the force has introduced a new system to ensure that all arrested foreign nationals are subject to the required checks. The results of the checks are attached to the case file so that all previous convictions of the person, both in the United Kingdom and abroad, can be presented at court. The force works closely with Immigration Enforcement to check offenders' identity and nationality, as well as to consider options to remove or deport people who have committed serious crimes or who pose a threat to communities. The force has applied for 120 European arrest warrants in the last 12 months, although the force was unable to provide HMICFRS with the number of arrest warrants it executed. The force is part of Operation Signal,

a UK Border Force initiative to target EU/European Economic Area nationals who are repeat low-level offenders (not covered by the deportation process) with the aim of removing them from the United Kingdom on the grounds of their being 'non-conducive to the public good'. It is in the process of joining Operation Nexus, a joint project between the Home Office and the police service to improve the management of foreign national offenders.

The force has a number of initiatives to reduce re-offending in Kent. It uses the integrated offender management (IOM) model<sup>7</sup>, which enables it to work with partner agencies such as the probation service to tackle the behaviour of prolific criminals to prevent them from re-offending. On 1 July 2017, there were 202 people on the IOM scheme in Kent. At the time of inspection, 105 were identified domestic abuse offenders, 60 were serious violence offenders (being dealt with through the multi-agency public protection arrangements (MAPPA<sup>8</sup>)) and 26 were gang members. The people being managed through the IOM scheme in Kent have a comparatively low re-offending rate of 13 percent, well below the England and Wales rate of 38 percent for similar schemes. The force's success is based on an effective selection process for people who join the programme, on identifying and disseminating best practice, and on working with partner agencies to develop opportunities for better interventions.

#### **Area for improvement**

- The force should ensure that all investigations are completed to a consistently good standard and in a timely manner so that victims receive an appropriate level of service.

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<sup>7</sup> IOM provides 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.

<sup>8</sup> MAPPA are in place to ensure the successful management of violent and sexual offenders. Guidance sets out the responsibilities of the police, probation trusts and prison service, and how other agencies may become involved – for example, the Youth Justice Board will be responsible for the care of young offenders.

# Protecting vulnerable people and supporting victims



Good

## Identifying vulnerability

Kent Police has a clear definition of vulnerability and an effective strategy for protecting vulnerable people, which it communicates well. Officers and staff have a good understanding of the strategy. The force is good at identifying vulnerable people when they contact the police. Call handlers follow a structured risk-assessment process, known as THRIVE<sup>9</sup>, to ensure that they recognise vulnerable people at the earliest opportunity. Domestic abuse incidents are also subject to an additional bespoke set of questions within the control room to enable better and wider identification of risk, including the presence of children at the location. Force IT systems allow cases involving vulnerable or repeat victims to be identified by name and location so that this information is clearly visible for those who need it. The force uses these risk-assessment processes to help decide how to respond to incidents involving vulnerable people, and where appropriate, to trigger additional or specific services. It has quality-assurance processes to ensure that calls are graded appropriately and the correct response is despatched for incidents which involve people who are vulnerable, including cases of domestic abuse as well as those involving mental health problems.

The force has a good understanding of the nature and scale of vulnerability throughout Kent. It continues to work closely with local authorities and other partner agencies from health to analyse data, helping it assess where harm is concentrated and what forms of exploitation exist in local communities. An example of this close work with partners is 'Operation Harlow' in Canterbury, where local officers worked with the local universities to reduce sexual assaults against students. This was successful and has now evolved into a continuing multi-agency operation. Officers and staff take proactive steps to uncover hidden harm, such as vulnerable people being trafficked or subjected to forced labour, and are working with partner agencies such as local authorities to improve this further. Training has been provided to frontline officers to enable them to recognise, understand and safeguard victims of modern-day slavery and organised crime more effectively.

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<sup>9</sup> THRIVE is a structured assessment based on the levels of threat, harm, risk and vulnerability faced by the victim, rather than simply the type of incident or crime being reported, in order to help officers and staff to determine the appropriate level of response to a call.

## Initial response

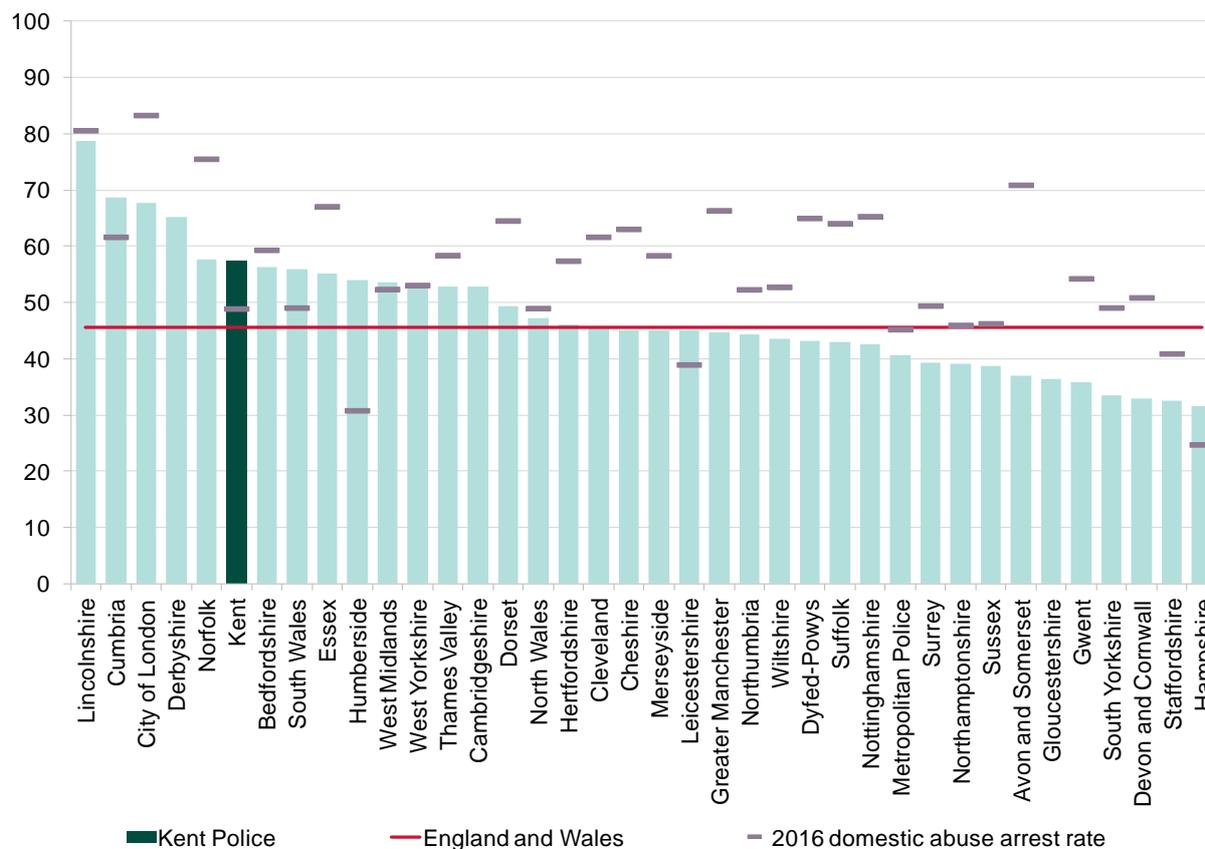
Kent Police is good in its initial response to incidents which involve vulnerable people, particularly victims of domestic abuse and those with mental health problems. Officers discuss victims who are vulnerable at daily meetings, to ensure that they are being dealt with appropriately. Frontline officers and staff, including neighbourhood officers, follow a clear process when assessing risk and addressing the nature of a victim's vulnerability. Officers assess the risk and identify safeguarding measures through the DASH risk-assessment process<sup>10</sup>, which is completed at all domestic abuse incidents. The assessment requires the officer to complete a 'risk to victim' report, with actions noted to remove, avoid, reduce or accept the risk. Officers record details of all children within the household, or who are present at the scene, on the same form. Where children or vulnerable adults are present at domestic abuse incidents, responding patrols contact the force's central referral unit and its domestic abuse advice team. This team is able to give safeguarding advice and team members can also initiate immediate interventions where appropriate. Officers also have access to a bespoke domestic abuse application (DA App) on their mobile devices which enables them to refer victims to local advice and support services while they are at the scene of the incident. If officers attend an incident of stalking and harassment, they use a DASH form that includes additional questions. These risk-assessments are subject to supervision and scrutiny to ensure accuracy and consistent quality.

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 linked directly 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 information, please see annex A). HMICFRS has evaluated the arrest rate alongside other measures during our inspection process to understand how each force deals with domestic abuse overall.

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<sup>10</sup> DASH (domestic abuse, stalking and harassment) is a risk identification, assessment and management model adopted by UK police forces and partner organisations in 2009. The aim of the DASH assessment is to help frontline practitioners identify high-risk cases of domestic abuse, stalking, harassment and so-called honour-based violence.

**Figure 2: Domestic abuse arrest rate (per 100 domestic abuse-related offences), by force, in the 12 months to 30 June 2017<sup>11, 12</sup>**



**Source: 2016 and 2017 HMICFRS data return, 2016 and 2017 Home Office domestic abuse crime data<sup>13</sup>**

**For further information about this data, please see annex A**

The force arrests a high proportion of domestic abuse suspects. For every 100 domestic abuse-related offences recorded by Kent Police in the 12 months to 30 June 2017, the force made 57.5 arrests; the England and Wales rate was 45.5 arrests per 100 domestic abuse-related offences. Kent Police was unable to supply data on those domestic abuse suspects who were dealt with by means of voluntary attendance because of the way it records this information. (A voluntary attendance is when a suspect is interviewed voluntarily, under caution, by the police. The suspect is not under arrest, has the right to access free and independent legal advice, and may leave the police station at any time unless and until they are arrested.)

<sup>11</sup> Durham, Lancashire, Warwickshire and West Mercia forces were unable to provide 2017 domestic abuse arrest data. Cambridgeshire, Derbyshire, Durham and Gloucestershire forces were unable to provide 2016 domestic abuse arrest data.

<sup>12</sup> North Yorkshire Police was unable to provide comparable domestic abuse arrest data. Therefore, it has been removed from the graph. For further information, please see annex A.

<sup>13</sup> The Home Office has provided HMICFRS with data on domestic abuse-related offences recorded in the 12 months to 30 June 2017. These data are more recent than those published by the Office for National Statistics.

However, officers report that the use of voluntary attendance for domestic abuse suspects is not the normal approach, and that the force stipulates that the use of voluntary attendance for domestic abuse incidents must be approved by an inspector.

Body-worn video cameras are available for officers to use, but we found they are not as well-used as they could be. Some officers seem to be unaware of how to download footage, and cameras are not always charged sufficiently for use when they are needed. More positively, officers are clearly aware of the benefits of body-worn video cameras, particularly in collecting good evidence in domestic abuse cases.

The force works well with partner agencies to provide longer-term safeguarding. The central referral unit and its domestic abuse team ensure that information about children or vulnerable adults present at domestic abuse incidents is provided to partners immediately while patrols are at the scene. The force's central referral unit provides partner agencies with details of all high-risk incidents within 24 hours. Agencies within the central referral unit include health, children's and adult social services, education and local authority designated officers. The force has also invested in 72 specialist police community support officers (PCSOs) who operate at district level, working with partner agencies to ensure that there is local support for those identified as most vulnerable, including repeat victims.

## **Mental health**

Kent Police's response to mental health is positive. It is undertaking extensive work both internally and with partner agencies such as local authorities and health services to agree how mental health provision will be provided in the future. The force is discussing with the relevant partner agencies how to improve provision of effective services to people with mental health problems. Officers and staff in the control room have a good understanding of the importance of taking immediate action when this is necessary to protect people with mental health conditions. They are supported by mental health specialists who work in the control room. There are good processes in place for assessing risk which enable officers and staff to make effective decisions. Response and community officers receive specific mental health training during a two-hour presentation, although detectives have not received this training. The force intends to provide the College of Policing's two-day mental health training early in 2018 to all officers, including special constables, PCSOs, control room staff and custody detention officers. Frontline police officers and staff are also expected to complete an online mental health training package. At the end of September 2017, 2,061 staff and officers had completed the package.

There is an established mental health triage scheme, funded jointly by Kent Police, Kent and Medway Partnership Trust and South East Coast Ambulance Service. Under this scheme a qualified mental health practitioner and a senior clinical support

worker (who have access to the NHS electronic mental health patient records system) are available in the force control room from 4.00 pm to midnight on Sunday, Monday and Tuesday. Outside these hours telephone advice is available directly from the mental health services. In addition, a MIND counsellor (funded by the police and crime commissioner) is available in the control room on Wednesday, Thursday and Saturday between 4.00 pm and midnight to take calls when the caller does not need a police attendance but just needs to talk. There is also a daytime service, available 9.00 am to 5.00 pm three days a week, which consists of a mental health practitioner who is available for deployment throughout the county to help people who are in mental health crisis. In Medway and Thanet there is a triage car available three nights a week. A community mental health practitioner and an officer work together in an unmarked police car to provide assistance. The triage provisions are viewed positively by the workforce and partner agencies, all of whom would welcome more coverage. Officers accept that ambulance response can be very difficult and that it can take a long time for ambulances to attend, but all knew of the need to request one, and also knew that an inspector had to sign off the use of a police vehicle for transportation. The triage arrangements are yet to be evaluated. However, the force has reduced the number of people being brought into police custody under Section 136 of the Mental Health Act,<sup>14</sup> and no people arrested under the Act have been brought to a police station since June 2017.

The force has set up a dedicated mental health team which is led by a senior registered nurse and includes a clinical psychologist working alongside police officers who have training in counselling and mental health first aid. The team work closely with mental health establishments to provide support and to investigate all crimes which occur within mental health establishments. The aim of the team is to provide a specialist and consistent approach throughout the county to reduce demand, and manage it more effectively. A dedicated analyst and a project worker work alongside the team to identify and understand problems and demand.

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<sup>14</sup> Section 136 of the Mental Health Act 1983. This enables a police officer to remove, from a place other than where they live, someone who they believe to be suffering from a mental disorder and in need of immediate care and control, and take them to a place of safety – for example, a health or social care facility, or the home of a relative or friend.

## Investigating crimes involving vulnerable people

Kent Police is good at investigating crimes that involve victims who are vulnerable. Specialist public protection teams with dedicated officers working to high standards continue to provide a professional service. An example is the police online investigation team (POLIT) which deals with child exploitation on the internet. The POLIT caseload is about 20 cases per officer, which supervisors see as manageable in the short term. The New Horizon model has meant that a substantial number of officers and staff have moved into the force's public protection department. Although many of these are not specialist officers, the force has processes to ensure that they have the appropriate support from experienced specialist officers and supervisors. The new vulnerability investigation teams investigate all cases involving domestic abuse between intimate partners, rape and child abuse, and crimes against vulnerable adults. The force has carefully analysed the skills needed to work in these units, and, more importantly, the skills gaps of all officers and staff within the teams. A detailed training plan designed to meet current and predicted future demand is in place to improve the skills within public protection.

Workloads within the public protection department are acceptable, although we found some child protection investigators with about 15 cases each, which is quite high. In our file review before the inspection we found that not all rape cases were investigated as well as they should have been, and we highlighted three cases to the force for urgent remedial action. In our fieldwork we reviewed a number of rape cases and assessed the workloads of officers investigating this type of crime. We found that the number of rape cases within the force's crime system is decreasing. Those cases we reviewed were of good quality with excellent supervision and investigation plans.

The force has increased its use of the full range of legal powers available to protect victims of domestic abuse, such as domestic violence protection orders (DVPOs)<sup>15</sup>, and continues to use powers such as Clare's Law<sup>16</sup> to safeguard victims. Breaches of DVPOs are all reviewed by the head of public protection to ensure an appropriate response. The force reports that there have been 16 breaches in the 12 months to October 2017, and that all were the subject of interventions. It deploys its specialist PCSOs alongside professionals from partner agencies during the 30-day

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<sup>15</sup> Domestic violence protection notices (DVPNs) may be issued by an authorised police officer to prevent a suspected perpetrator from returning to a victim's home and/or contacting the victim. Following the issue of the DVPN the police must apply to the magistrates for a domestic violence protection order (DVPO). The DVPO will be granted for a period of up to 28 days.

<sup>16</sup> Clare's Law increases protection for domestic abuse victims and enables the police to identify domestic abuse perpetrators more effectively. For more information, see:

[www.app.college.police.uk/app-content/major-investigation-and-public-protection/domestic-abuse/leadership-strategic-oversight-and-management/#domestic-violence-disclosure-scheme-clares-law](http://www.app.college.police.uk/app-content/major-investigation-and-public-protection/domestic-abuse/leadership-strategic-oversight-and-management/#domestic-violence-disclosure-scheme-clares-law)

period that a DVPO is in force to offer advice and guidance to victims. The force does not apply for repeat DVPOs on a suspect but rather seeks non-molestation orders as a more effective measure in those cases where breaches occur.

The rate at which Kent Police charges domestic abuse offenders with a crime is below that of England and Wales. In the 12 months to 30 June 2017, Kent recorded 3,031 charged/summonsed outcomes for domestic abuse-related offences. This represents a rate of 13.6 percent per 100 domestic abuse-related offences, compared with the England and Wales rate of 18.6 charged / summonsed per 100 domestic abuse-related offences. This is marginally lower than the 12 months to 30 June 2016, despite an increase in the rate of arrest for domestic abuse suspects in Kent of 17.6 percent over the same period. The force is aware of the reduction in its rate of charged/summonsed for domestic abuse offences and is conducting work to improve its understanding of the effect of increased reporting of domestic abuse cases.

The force has developed a revised domestic abuse action plan to continue to improve its approach. The plan is based on the 4Ps approach and has 35 separate actions, one of which is complete: the provision of domestic abuse notifications to agencies which support young people who might be affected by domestic abuse. The work on the action plan is led by the head of public protection who reports progress to an assistant chief constable with overall responsibility for the area. All actions on the plan have named persons who are responsible for them. The force's progress with the action plan has been steady and consistent, and has improved its response to domestic abuse.

## **Partnership working**

Kent Police contributes effectively to multi-agency work with partner agencies to safeguard vulnerable victims. Its central referral unit is a multi-agency safeguarding hub (MASH<sup>17</sup>) covering the whole Kent County Council area. Professionals from different organisations with a responsibility to keep people safe are physically located in the same building, so that they can exchange information and co-ordinate safeguarding work effectively. The approach in the Medway Unitary Authority area is different because they do not have a MASH. Currently the central referral unit supports Medway with its cases, but Kent Police is actively involved in plans for Medway to establish its own MASH early in 2018. This will help to make the level of service provided to victims consistent between the Kent County Council and Medway

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<sup>17</sup> A MASH brings together into a single location principal safeguarding agencies to better identify risks to children (and in some areas, vulnerable adults), and improve decision-making, interventions and outcomes. A MASH enables the multi-agency team to exchange all appropriate information in a secure environment, and ensure that the most appropriate response is provided to safeguard and protect the individual effectively.

areas. The central referral unit is providing a good service to the public, but we found there are 620 referrals awaiting review (the oldest being a month old), although prioritisation has ensured there are no high-risk cases in this backlog.

The force is part of an established multi-agency risk assessment conference (MARAC) process. A MARAC is a meeting where information about the highest-risk domestic abuse cases is exchanged between the police and other specialists, including local independent domestic violence advisers who support victims. All high-risk cases of domestic abuse are referred to one of the 13 MARACs operating in the county, with referrals made by the force and statutory and voluntary agencies. We reviewed the MARAC process and found the system to be effective.

Kent Police's multi-agency public protection arrangements (MAPPAs) are effective. MAPPAs are used by the force and partner agencies, including prisons and probation, to monitor those offenders who have been assessed as presenting a high risk to the public, and to stop them re-offending. The numbers of registered sex offenders in the county continues to increase, from 2,138 in July 2016 to 2,296 in July 2017. At the time of our inspection there were five outstanding visits to registered sex offenders, but there were plans for these visits to be made. The team with the responsibility for managing registered sex offenders (known as Visor) is well resourced with trained and experienced officers and staff. The force has an excellent registered sex offenders briefing system in place for response officers and local officers, but unfortunately not all officers are aware of it. Local officers confirmed that they are informed when a registered sex offender from their locality is released from prison. The force routinely seeks to use preventive or ancillary orders to protect the public from dangerous and sexual offenders, and it actively manages breaches of such orders.

## Specialist capabilities

### Ungraded

#### National policing responsibilities

*The Strategic Policing Requirement (SPR)*<sup>18</sup> specifies six national threats: terrorism, cyber-crime, public order, civil emergencies, child sexual abuse and serious and organised crime.

Kent Police has the necessary arrangements in place to ensure that it can fulfil its national policing responsibilities. The force has assessed its capability to respond to the six national threats included in the SPR. Responsibility for the national threats is shared between the force's assistant chief constables; they lead programmes to develop the force's capacity to respond to each threat. We found this to be an effective means of identifying risks, involving external organisations, engaging the workforce and developing the skills and experience the force requires. It also ensures that there is strong governance and constant scrutiny to assess the force's state of preparedness.

The force has established a comprehensive programme to test its response to national threats. This includes joint work with the French authorities to manage emergencies linked to the Eurotunnel. The force has recently completed training exercises to assess its ability to provide humanitarian relief to flood victims, test its response to a terrorist attack, and implement Operation Stack (the management of congestion if the approaches to the channel ports become blocked).

The force routinely de-briefs training exercises and real-time major incidents. This ensures that learning points are identified and good ways of working are recognised, so that the force constantly improves its response to major incidents.

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<sup>18</sup> The SPR is issued annually by the Home Secretary. It sets out the latest national threats and appropriate national policing capabilities required to counter them. National threats require a co-ordinated or aggregated response from police forces, national agencies or other partners. *The Strategic Policing Requirement*, Home Office, March 2015. Available from: [www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/417116/The\\_Strategic\\_Policing\\_Requirement.pdf](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/417116/The_Strategic_Policing_Requirement.pdf)

## Firearms capability

In our 2016 effectiveness inspections, HMICFRS inspected how well forces were prepared to manage firearms attacks. Subsequent terrorist attacks in the UK and Europe have meant that the police service maintains a firm focus on armed capability in England and Wales.

It is not just terrorist attacks that place operational demands on armed officers. The threat can include the activity of organised crime groups or armed street gangs and all other crime involving guns. The *Code of Practice on the Police Use of Firearms and Less Lethal Weapons*<sup>19</sup> makes forces responsible for implementing national standards of armed policing. The code stipulates that a chief officer be designated to oversee these standards. This requires the chief officer to set out the firearms threat in an armed policing strategic threat and risk assessment (APSTRA). The chief officer must also set out clear rationales for the number of armed officers (armed capacity) and the level to which they are trained (armed capability).

Kent Police has a good understanding of the potential harm facing the public; its APSTRA conforms to the requirements of the code and the College of Policing guidance.<sup>20</sup> The force last reviewed its APSTRA on 28 September 2017.

We found that the designated chief officer scrutinises the APSTRA closely. He formally approves its content which includes the levels of armed capability and capacity that the threats require. His decisions and the rationale on which they are based are clearly auditable.

The force receives additional Home Office funding as part of a national programme to boost armed capacity in England and Wales. We established that the force has fulfilled its commitment to the programme by increasing the availability of armed response vehicles (ARVs) by the target date set for April 2017. This was achieved by accelerating the recruitment of ARV officers as well as adjusting shift patterns and paying overtime to increase the number of armed officers. The recruitment programme continues, and we are confident that it will be concluded by the scheduled completion date of April 2018.

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<sup>19</sup> *Code of Practice on Police use of Firearms and Less Lethal Weapons*, Home Office, 2003.

<sup>20</sup> College of Policing authorised professional practice on armed policing available at: [www.app.college.police.uk/app-content/armed-policing/?s](http://www.app.college.police.uk/app-content/armed-policing/?s)

## Annex A – About the data

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

Where HMICFRS collected data directly from police forces, we took reasonable steps to agree the design of the data collection with forces and with other interested parties such as the Home Office. We gave forces several opportunities to quality assure and validate the data they provided us, to ensure the accuracy of the evidence presented. For instance:

- Data that forces submitted were checked and queried with those forces where data were notably different from other forces or were internally inconsistent.
- All forces were asked 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 within this annex. The source of Force in numbers data is also set out below.

### Methodology

#### Data in the report

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

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-2016 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**

HMICFRS surveyed the police workforce across forces in England and Wales, to understand their views on workloads, redeployment and the suitability of assigned tasks. This survey was a non-statistical, voluntary sample which means that results may not be representative of the workforce population. The number of responses varied between 16 and 1,678 across forces. Therefore, we treated results with caution and used them for identifying themes that could be explored further during fieldwork rather than to assess individual force performance.

## **Ipsos MORI survey of public attitudes towards policing**

HMICFRS commissioned Ipsos MORI to survey attitudes towards policing between 21 July and 15 August 2017. 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 300 and 321 individuals in each force area. Therefore, any results provided are only an indication of satisfaction rather than an absolute.

The findings of this survey are available on our website:

[www.justiceinspectorates.gov.uk/hmicfrs/data/peel-assessments](http://www.justiceinspectorates.gov.uk/hmicfrs/data/peel-assessments)

## **Review of crime files**

HMICFRS reviewed 2,700<sup>21</sup> police case files across crime types for:

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

Our file review was designed to provide a broad overview of the identification of vulnerability, the effectiveness of investigations and to understand how victims are treated through police processes. We randomly selected files from crimes recorded between 1 January 2017 and 31 March 2017 and assessed them against several

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<sup>21</sup> 60 case files were reviewed in each force, with the exception of the Metropolitan Police Service, West Midlands Police and West Yorkshire Police where 90 case files were reviewed.

criteria. Due to the small sample size of cases selected per force, we did not use 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 HMICFRS with data or the data supplied by the forces were not comparable.

### **Calls for assistance (including those for domestic abuse)**

These data were collected directly from all 43 geographic police forces in England and Wales. In 2017, the data requested from forces contained a different breakdown of occurrences where the police were called to an incident.

### **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 2017 and are taken from the October 2017 Home Office data release, which is available from:

[www.gov.uk/government/statistics/police-recorded-crime-open-data-tables](http://www.gov.uk/government/statistics/police-recorded-crime-open-data-tables)

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

Data referring to police-recorded crime should be treated with care, as recent increases may be attributed to the renewed focus on the quality and compliance of crime recording since HMICFRS' national inspection of crime data in 2014.

Suffolk Constabulary was unable to submit 2017 outcomes data to the Home Office due to data quality issues, relating to the changing of its crime recording system to Athena. Therefore Suffolk Constabulary has been excluded from the England and Wales figure.

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

- Crime outcome proportions show the percentage of crimes recorded in the 12 months to 30 June 2017 that have been assigned each outcome. This means that each crime is tracked or linked to its outcome. Therefore these data are subject to change, as more crimes are assigned outcomes over time.

- Under the new framework, 37 police forces in England and Wales provide outcomes data through the Home Office data hub (HODH) on a monthly basis. All other forces provide these data via a manual return also occurring on a monthly basis.
- Leicestershire, Staffordshire and West Yorkshire forces participated in the Ministry of Justice's out of court disposals pilot. This means they no longer issued 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. These three pilot forces continued to operate in accordance with the pilot conditions since the pilot ended in November 2015. Other forces subsequently also limited their use of some out of court disposals. Therefore, the outcomes data should be viewed with this in mind.
- Direct comparisons should not be made between general crime outcomes and domestic abuse-related outcomes. Domestic abuse-related outcomes are based on the number of outcomes for domestic-abuse related offences recorded in the 12 months to 30 June 2017, irrespective of when the crime was recorded. Therefore, the domestic abuse-related crimes and outcomes recorded in the reporting year are not tracked, whereas the general outcomes are tracked.
- For a full commentary and explanation of outcome types please see Crime Outcomes in England and Wales: year ending March 2017, Home Office, July 2017. Available from:  
[www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/633048/crime-outcomes-hosb0917.pdf](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/633048/crime-outcomes-hosb0917.pdf)

### **Anti-social behaviour**

These data are obtained from Office for National Statistics data tables (year ending 31 March 2017), available from:

[www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/policeforcesareadatatables](http://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/policeforcesareadatatables)

All police forces record incidents of anti-social behaviour (ASB) reported to them in accordance with the provisions of the National Standard for Incident Recording (NSIR). Forces record incidents under NSIR in accordance with the same victim-focused approach that applies for recorded crime, although these data are not subject to the same 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 ASB incidents (for example, local authorities and social landlords), but incidents reported to these agencies will not generally be included in police data.

When viewing this data the reader should be aware that Warwickshire Police had a problem with its incident recording. For a small percentage of all incidents reported during 2015-16 the force could not identify whether these were ASB or other types of incident. These incidents have been distributed pro rata for Warwickshire, so that two percent of ASB incidents in the reporting year for 2015-16 is estimated.

### **Domestic abuse**

Data relating to domestic abuse-flagged offences is obtained through the Home Office for the 12 months to 30 June 2017. These are more recent data than those previously published by Office for National Statistics. The Home Office collects these data regularly and requires all forces to record accurately and flag domestic abuse crimes. Domestic abuse flags should be applied in accordance with the Home Office Counting Rules<sup>22</sup> to ensure consistency across forces, and within published data sets.

Data relating to domestic abuse arrests and outcomes were collected directly from all 43 geographic police forces in England and Wales.

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

[www.ons.gov.uk/releases/domesticabuseinenglandandwalesyearendingmarch2017](http://www.ons.gov.uk/releases/domesticabuseinenglandandwalesyearendingmarch2017)

When viewing this data the reader should be aware that North Yorkshire Police was unable to give the Home Office comparable data on domestic abuse-flagged crimes. The force extracted data for HMICFRS on the powers and outcomes used to deal with these offences by using an enhanced search. This search examined additional factors (such as the victim / suspect relationship) and included a keyword search to identify additional domestic abuse crimes which may not have been flagged.

The force used a simpler search, which identified domestic abuse crimes by flagging alone, to extract data it supplied to the Home Office. As North Yorkshire Police's data on domestic abuse are not comparable with other forces, we have excluded the data.

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<sup>22</sup> Home Office Counting Rules are rules in accordance with which crime data – required to be submitted to the Home Secretary under sections 44 and 45 of the Police Act 1996 – must be collected. They set down how the police service in England and Wales must record crime, how crimes must be classified according to crime type and categories, whether and when to record crime, how many crimes to record in respect of a single incident and the regime for the re-classification of crimes as no-crimes.

## **Organised crime groups (OCGs)**

These data were collected directly from all 43 geographic police forces in England and Wales. 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.

As at 1 July 2017 City of London Police had recorded 46 OCGs. However during the inspection we found that only six OCGs were within the force's geographical area and the remaining 40 were part of the National Fraud Intelligence Bureau's remit.

## **Figures in the report**

Not all forces' reports will contain all the figures we mention in the sections below. This is because some forces' data was incomplete or not comparable with England and Wales data, and in 2017 HMICFRS undertook risk-based inspections.

More details about our risk-based approach can be found here:

[www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/how-we-inspect/2017-peel-assessment/#risk-based](http://www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/how-we-inspect/2017-peel-assessment/#risk-based)

## **Rate of anti-social behaviour (ASB) powers per 1 million population, by force, in the 12 months to 30 June 2017**

These data were collected directly from all 43 geographic police forces in England and Wales. HMICFRS collected data on anti-social behaviour powers, including:

- criminal behaviour orders;
- community protection notices;
- civil injunctions; and
- dispersal orders.

Together these powers form the anti-social behaviour (ASB) powers considered in this report.

The Crime and Policing Act 2014 introduced ASB powers which can be applied by both local authorities and the police. The ASB powers data provided in this report covers police data. Therefore, results should be treated with caution as they may not include instances where local authorities exercised these powers.

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

- Bedfordshire Police, Greater Manchester Police and the Metropolitan Police Service were unable to provide data on anti-social behaviour powers as the data are not held centrally within each force;

- Greater Manchester Police was unable to provide any 2016 ASB use of powers data. Greater Manchester Police intends for its new integrated operational policing system to incorporate recording of ASB powers;
- Suffolk Constabulary was only able to provide data for the southern area of the force in 2017. Therefore its data are excluded;
- The forces highlighted above are not included in the figure or in the calculation of the England and Wales rate;
- Gloucestershire, Hertfordshire, Humberside and Merseyside forces were only able to provide partial 2017 ASB use of powers data;
- Gloucestershire Constabulary and Hertfordshire Constabulary were unable to obtain data regarding the number of civil injunctions as their local authorities lead the application of these;
- Humberside Police was unable to provide data on community protection notices and civil injunction notices as its local authorities lead the application of these. The force does not collect data on criminal behaviour orders and dispersal orders; and
- Merseyside Police was unable to provide data on dispersal orders as these orders are attached to individual crime files.

**Proportion of investigations where action was taken, by force, for offences recorded in the 12 months to 30 June 2017**

Please see 'Recorded Crime and Crime Outcomes' above.

Suffolk Constabulary was unable to provide 2017 crime outcomes data. Dorset Police was unable to provide 2016 crime outcomes data. Therefore, these forces' data are not included in the figure.

Dorset Police was unable to provide 2016 crimes outcome data, because it had difficulty 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.

**Domestic abuse arrest rate (per 100 domestic abuse-related offences), by force, in the 12 months to 30 June 2017**

Please see 'Domestic abuse' above.

- 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 2017 in this calculation. It is also possible to have more than one arrest

per offence. In addition, the reader should note the increase in police-recorded crime which affected the majority of forces over the last year. This may mean arrest rates are 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. HMICFRS 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 reader should be aware of the following:

- Durham, Lancashire, Warwickshire and West Mercia forces were unable to provide domestic abuse arrest data. North Yorkshire Police was unable to provide comparable domestic abuse crime and arrest data, so a rate could not be calculated. Therefore, these forces are not included in the figure.
- Cambridgeshire, Derbyshire, Durham and Gloucestershire forces were unable to provide 2016 domestic abuse arrest data. Therefore, these forces do not have 2016 data included in the figure.

When viewing domestic abuse arrest data for 2016, the reader should be aware of the following:

- Cambridgeshire Constabulary was unable to provide 2016 domestic abuse arrest data due to a recording problem that meant it could only obtain accurate data from a manual audit of its custody records.
- Lancashire Constabulary had difficulty 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 the 2016 data provided to HMICFRS would be marginal and that these are the most reliable data it can provide.

### **Rate of organised crime groups (OCGs) per 1 million population, by force, as at 1 July 2017**

Please see 'Organised crime groups' above.

Organised crime group data from City of London Police are not comparable with other forces. Therefore, its data are not included in the figure.

For data relating to 2016 the number of OCGs in Warwickshire Police and West Mercia Police force areas is a combined total of OCGs for the two force areas. The OCGs per 1 million population rate is based upon their areas' combined population. For the 2017 data Warwickshire Police and West Mercia Police force split their OCGs into two separate force areas.