



HMIC Inspection Report

Kent Police

October 2007



Kent Police – HMIC Inspection Report

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Introduction to HMIC Inspections

For a century and a half, Her Majesty's Inspectorate of Constabulary (HMIC) has been charged with examining and improving the efficiency of the police service in England and Wales, with the first HM Inspectors (HMIs) being appointed under the provisions of the County and Borough Police Act 1856. In 1962, the Royal Commission on the Police formally acknowledged HMIC's contribution to policing.

HMIs are appointed by the Crown on the recommendation of the Home Secretary and report to HM Chief Inspector of Constabulary, who is the Home Secretary's principal professional policing adviser and is independent both of the Home Office and of the police service. HMIC's principal statutory duties are set out in the Police Act 1996. For more information, please visit HMIC's website at <http://inspectorates.homeoffice.gov.uk/hmic/>.

In 2006, HMIC conducted a broad assessment of all 43 Home Office police forces in England and Wales, examining 23 areas of activity. This baseline assessment had followed a similar process in 2005 and has thus created a rich evidence base of strengths and weaknesses across the country. However, it is now necessary for HMIC to focus its inspection effort on those areas of policing that are not data-rich and where qualitative assessment is the only feasible way of judging both current performance and the prospects for improvement. This, together with the critical factor that HMIC should concentrate its scrutiny on high-risk areas of policing – in terms of risk both to the public and to the service's reputation – pointed inexorably to a focus on what are known collectively as 'protective services'. In addition, there is a need to apply professional judgement to some key aspects of leadership and governance, where some quantitative measures exist but a more rounded assessment is appropriate.

Having reached this view internally, HMIC then consulted key stakeholders, including the Home Office, the Association of Chief Police Officers (ACPO) and the Association of Police Authorities (APA). A consensus emerged that HMIC could add greater value by undertaking fewer but more probing inspections. Stakeholders concurred with the emphasis on protective services but requested that Neighbourhood Policing remain a priority for inspection until there is evidence that it has been embedded in everyday police work.

HMIC uses a rigorous and transparent methodology to conduct its inspections and reach conclusions and judgements. All evidence will be gathered, verified and then assessed against an agreed set of national standards, in the form of specific grading criteria (SGC). However, the main purpose of inspection is not to make judgements but to drive improvements in policing. Both professional and lay readers are urged, therefore, to focus not on the headline grades but on the opportunities for improvement identified within the text of this report.

Programmed frameworks

This report contains assessments of the first three key areas of policing to be inspected under HMIC's new programme of work:

1. Neighbourhood Policing;
2. performance management; and
3. protecting vulnerable people.

Neighbourhood Policing has been inspected not only because it is a key government priority but also, and more importantly, because it addresses a fundamental need for a style of policing that is rooted in and responds to local concerns. The police service must, of course, offer protection from high-level threats such as terrorism and organised criminality, but it

also has a key role in tackling the unacceptable behaviour of the minority of people who threaten the quality of life of law-abiding citizens.

Performance management is an activity largely hidden from public view, although members of the public are directly affected by poor performance on the part of their local force. This inspection has focused on the need for forces to maximise the opportunities for performance improvement. It also posed questions as to whether forces have an accurate picture of how they are doing and the capability to respond to changing priorities. This area was selected for inspection because it is a key factor in delivering good performance across the board.

Protecting vulnerable people covers four related areas – child abuse, domestic violence, public protection and missing persons – that address the critically important role of the police in protecting the public from potentially serious harm. In the 2006 baseline assessment this was the worst performing area and raised the most serious concerns for HMIC and others. As a result, this area was prioritised for scrutiny in 2007.

Risk-based frameworks

In addition to its programmed inspection work, HMIC continues to monitor performance across a range of policing activity, notably those areas listed in the table below.

| HMIC risk-based frameworks |
|---------------------------------------------------|
| Fairness and equality in service delivery |
| Volume crime reduction |
| Volume crime investigation |
| Improving forensic performance |
| Criminal justice processes |
| Reducing anti-social behaviour |
| Contact management |
| Training, development and organisational learning |

While these activities will not be subject to routine inspection, evidence of a significant decline in performance would prompt consideration of inspection. For 150 years, HMIC has maintained an ongoing relationship with every force. This allows it to identify and support forces when specific issues of concern arise. On a more formal basis, HMIC participates in the Home Office Police Performance Steering Group and Joint Performance Review Group, which have a role in monitoring and supporting police performance in crime reduction, crime investigation and public confidence.

HMIC conducts inspections of basic command units (BCUs), also on a risk-assessed basis, using the Going Local 3 methodology. Combining these various strands of inspection evidence allows HMIC to form a comprehensive picture of both individual force performance and the wider national picture.

The grading process

Grades awarded by HMIC are a reflection of the performance delivered by the force over the assessment period April 2006 to July 2007. One of four grades can be awarded, according to performance assessed against the SGC (for the full list of SGC, see <http://inspectors.homeoffice.gov.uk/hmic/methodologies/baseline-introduction/ba-methodology-06/?version=1>).

Excellent

This grade describes the highest level of performance in service delivery and achieving full compliance with codes of practice or national guidance. It is expected that few forces will achieve this very high standard for a given activity. To achieve Excellent, forces are expected to meet **all** of the criteria set out in the Fair SGC and the vast majority of those set out in Good. In addition, two other factors will attract consideration of an Excellent grade:

- The force should be recognised, or be able to act, as a 'beacon' to others, and be accepted within the service as a source of leading-edge practice. Evidence that other forces have successfully imported practices would demonstrate this.
- HMIC is committed to supporting innovation and we would expect Excellent forces to have introduced and evaluated new ways of delivering or improving performance.

Good

Good is defined in the Collins English Dictionary as 'of a high quality or level' and denotes performance above the minimum standard. To reach this level, forces have to meet in full the criteria set out in Fair and most of the criteria set out in Good.

Fair

Fair is the delivery of an acceptable level of service, which meets national threshold standards where these exist. To achieve a Fair grading, forces must meet all of the significant criteria set out in the Fair SGC. HMIC would expect that, across most activities, the largest number of grades will be awarded at this level.

Poor

A Poor grade represents an unacceptably low level of service. To attract this very critical grade, a force will have fallen well short of a significant number of criteria set out in the SGC for Fair. In some cases, failure to achieve a single critical criterion may alone warrant a Poor grade. Such dominant criteria will always be flagged in the SGC but may also reflect a degree of professional judgement on the level of risk being carried by the force.

Developing practice

In addition to assessing force performance, one of HMIC's key roles is to identify and share good practice across the police service. Much good practice is identified as HMIC conducts its assessments and is reflected as a strength in the body of the report. In addition, each force is given the opportunity to submit examples of its good practice. HMIC has selected three or more of these examples to publish in this report. The key criteria for each example are that the work has been evaluated by the force and the good practice is easily transferable to other forces (each force has provided a contact name and telephone number or email address, should further information be required). HMIC has not conducted any independent evaluation of the examples of good practice provided.

Future HMIC inspection activity

Although HMIC will continue to maintain a watching brief on all performance areas, its future inspection activity (see provisional timescales below) will be determined by a risk assessment process. Protective services will be at the core of inspection programmes, tailored to capacity, capability and the likelihood of exposure to threats from organised criminality, terrorism and so on. Until its full implementation in April 2008, Neighbourhood Policing will also demand attention. Conversely, those areas (such as volume crime) where performance is captured by statutory performance indicators (SPIs), iQuanta and other objective evidence will receive scrutiny only where performance is deteriorating, as described above.

The Government has announced that, in real terms, there will be little or no growth in police authority/force budgets over the next three years. Forces will therefore have to maintain, and in some areas improve, performance without additional central support or funding. This in itself creates a risk to police delivery and HMIC has therefore included a strategic resource management assessment for all forces in its future inspection programme.

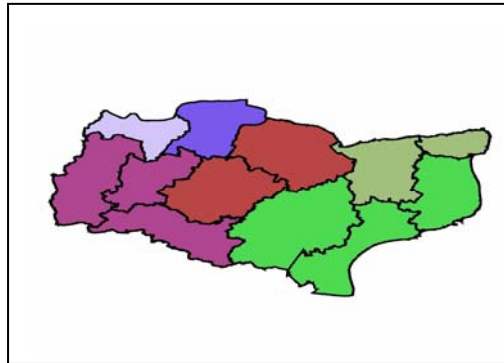
| Planned Inspection areas |
|------------------------------------|
| Serious and organised crime |
| Major crime |
| Neighbourhood Policing |
| Strategic resource management |
| Customer service and accessibility |
| Critical incident management |
| Professional standards |
| Public order |
| Civil contingencies |
| Information management |
| Strategic roads policing |
| Leadership |

Force Overview and Context

Geographical description of force area

Kent Police operates over a geographical area of 3,908 square kilometres in the south east corner of England, with a coastline of 379 kilometres. The county was, until April 2006, divided into nine basic command units (BCUs), known locally as areas. After 3 April 2006, these changed to six BCUs as part of Programme 2015. Under the new six-area model, the BCUs became:

- North Kent;
- West Kent;
- Mid Kent;
- Medway;
- East Kent; and
- South Kent.



As well as being the ‘Garden of England’, Kent is the UK’s principal ‘Gateway to Europe’, with the Channel Tunnel, Dover and other ferry ports to continental Europe in the east of the county. Kent Police has its HQ in Maidstone and is unique among British police forces in operating an overseas police station at Coquelles in France, which is staffed entirely by Kent Police officers and staff.

Demographic profile of force area

The resident population is approximately 1.62 million in some 668,000 households. A quarter live in rural areas and about 100,000 people regularly commute to and from London. The black and minority ethnic population amounts to some 3.6%, with higher concentrations in North Kent and Medway. A significant population of asylum seekers is to be found in South Kent and East Kent. There are ten prisons in the county.

There are two first-tier local authorities: Kent County Council (KCC), with its HQ in Maidstone; and Medway Unitary Authority, based in Strood. The 12 crime and disorder reduction partnerships (CDRPs) are based on the 11 districts and Medway Unitary Authority.

Other features include Bluewater, one of the largest retail parks in Europe with more than 500,000 visitors per week on average, and the McArthur Glen designer outlet at Ashford, attracting 54,000 visitors per week. There is a nuclear power station, the Ashford International rail terminal, a developing international airport at Manston, and migrant reception centres at Ashford and Cranbrook.

The Government has identified Kent for substantial regional growth. Plans are well advanced to deliver significant numbers of additional dwellings in the Ashford area between 2006 and 2011, with a simultaneous expansion in the Thames Gateway area (North Kent). The likely impact on future policing and infrastructure requirements will be significant. The

opening of the Channel Tunnel rail link at Ashford International will continue to change the nature of the area by encouraging further local growth and development.

More than 30 million cross-Channel passengers travel through the county each year using Kent's strategic road network and to a lesser extent the new high-speed Channel Tunnel rail link. Kent also bears substantial and growing volumes of cross-Channel commercial traffic, with over 5 million commercial vehicle movements per year on the longest distance of strategic road network (M2, M20, M25, M26, A21, A249, etc) of any police force in the UK. Commercial traffic volumes in Kent increased 35% more than the national average between 1980 and 1997. Commercial traffic, particularly from Eastern Europe, has continued to show strong growth in contrast to a recent county-wide trend to a small reduction in the volume of other types of traffic.

Strategic priorities

The core aim is embodied in the joint Kent Police and Kent Police Authority (KPA) vision to create a safe environment so that the public feel protected by a visible and accessible police service.

There are three strategic priorities highlighted in the latest policing plan (2007–10), each underpinned by three objectives. Kent Police intends:

Priority 1: To build safer and more confident communities

Objective: Tackling crime and the fear of crime

Objective: Tackling anti-social behaviour and perceptions of anti-social behaviour

Objective: Protecting against serious and organised crime

Priority 2: To be people-centred in our service delivery

Objective: Engaging communities

Objective: Being accessible and responsive

Objective: Ensuring equality and fairness

Priority 3: To ensure value for money

Objective: Demonstrating increasing efficiency

Objective: Increasing availability of front-line officers and staff

Objective: Increasing our capacity to handle demand

To build safer and more confident communities

Despite the significant changes occurring in the force over the last year, there were clear performance improvements – particularly in the latter half of 2006/07. Overall, the sanction detection rate increased and recorded crime fell slightly with a 7.5% decrease in vehicle crime. Fear of car crime and violent crime also fell, although the force has higher levels than the most similar forces (MSF) average.

Confidence in Kent Police as measured by the British Crime Survey (BCS) has increased, although levels are lower than the MSF average. Kent Police's own version of the BCS, the Kent Crime and Victimisation Survey (KCVS), shows that levels of public confidence are significantly higher than those reflected in the BCS and are increasing. The KCVS has been

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independently quality-assured by the Home Office and, with a sample size four times that of the BCS, more reliably represents public perceptions.

The Joint Family Management Programme (JFMP) will continue to target and work with families and individuals within families who create a disproportionate amount of anti-social behaviour. Work with partners on multi-agency public protection arrangements (MAPPA) is now a vital part of the delivery of effective policing and is likely to become increasingly important to ensure that the reputation of the service is maintained.

The force has national strategic importance as the 'Gateway to Europe' and is the UK lead for the Border Management Programme. Strong links have been established with European law enforcement agencies, together with partners in Her Majesty's Revenue and Customs and the Border and Immigration Agency. These partnerships are of national benefit.

As a result of a detailed review of protective services, there has been significant investment to further strengthen protective services without detriment to front-line policing. The major crime department has increased in size with fewer abstractions from BCUs.

To be people-centred in our service delivery

Neighbourhood Policing is becoming embedded across the force with the recruitment target of 273 police community support officers (PCSOs) exceeded. The new officers supplement existing neighbourhood resources and assist in delivering Neighbourhood Policing in a commensurate and intelligence-led manner, with a more limited presence maintained in low-crime areas. Close partnership working, particularly with CDRPs, ensures that Neighbourhood Policing teams receive the active support and help of the local community to maximise their impact.

The engagement and consultation programme, which uses a range of different techniques, has helped shape and inform the force priorities and objectives. The KCVS and programme of focus groups have provided reliable data on public perceptions with which to inform local decision making.

User satisfaction surveys consistently show high levels of satisfaction with the ease with which the police can be contacted, and overall victim satisfaction is just above the MSF average. The force fares particularly well in keeping victims informed of progress and is above the MSF average. Work is ongoing to improve the satisfaction levels of particular groups.

To ensure value for money

While the force already has a strong track record in making efficiency savings, the demand on police resources continues to grow at a pace that threatens to outstrip available resources. The reconfiguration from nine to six BCUs as part of Programme 2015 has included the redistribution of police officer posts, ensuring greater parity of resourcing and improved front-line efficiency.

The increasingly complex nature of policing requires greater partnership working. Coterminal BCUs and CDRPs will improve partnership working to tackle level 1 crime. Excellent partnership relationships through the Kent Criminal Justice Board have helped to maintain a continued increase in the number of offences brought to justice in 2006/07.

The continuation of the best value review programme ensures a constant challenge to inefficiencies. The recent best value review of support services will release efficiency savings to be reinvested in the front line.

Force headcount as at 30 June 2007

| | |
|--------------------|-------|
| Police officers | 3,776 |
| Police staff | 2,655 |
| PCSOs | 316 |
| Special constables | 299 |

Force developments since 2006

The financial year 2006/07 proved to be very significant for Kent Police both operationally and in terms of organisational development.

Major reorganisation under Programme 2015 continued apace. By the end of the year, BCU reorganisation had neared completion. Significantly, the application of the resource allocation model had been driven through including the redistribution of a significant number of police officer posts to ensure greater parity in resourcing between BCUs. Moves had followed extensive consultation with the Police Federation and senior managers and followed a plan and timescale agreed with all parties. Inevitably, such changes take time and a number of staffing issues remain at West Kent, although these are being addressed. Three project boards operating under the Programme 2015 board oversee change. The area operations board manages BCU changes, the specialist operations board oversees the protective services investment and growth plan (as approved by the KPA), and the support services board oversees implementation of the support services review. The latter will deliver a large proportion of the savings necessary to deliver a balanced revenue budget in an adverse financial climate. Kent Police has a strong track record in respect of efficiencies and value for money; hence delivering these further savings is difficult and particularly stressful for police staff. Engagement with Unison has been excellent and it is impressive that changes as a result of Programme 2015 have resulted in no compulsory redundancies.

In respect of protective services, the major crime department is increasing in size significantly, with a consequent significant reduction in abstractions from BCUs to major crime investigations. The force has implemented processes that are compliant with the National Intelligence Model (NIM) for partnership roads policing and has established a frontier targeting team. Kent Police is also the Border Management Programme lead for the UK and a flagship site and has become the national lead for ports training.

The development of a properly resourced and embedded Neighbourhood Policing model remains a priority for the force. A Neighbourhood Policing board, chaired by the assistant chief constable (ACC) (area operations), manages implementation and development. An additional 273 PCSOs have been recruited, although the force has been significantly and adversely affected following redistribution of central funds originally earmarked for PCSO growth. The district chief inspector model is proving effective and popular with partners. Policing is also being supported by the development of a police support volunteer programme – early recruitment is going well. There are other significant developments supporting Neighbourhood Policing which are covered in this report. Strong links have been established between Neighbourhood Policing and two other core elements of the force's development programme. Firstly, although there are many initiatives under the citizen focus banner, these are now being drawn together in a single, integrated citizen focus programme under the co-ordination of the head of organisation and development. Secondly, the Chief Constable has convened Operation Oriens, a wide-ranging programme which includes a refreshing of the vision, the implementation of a leadership development framework and the development of an increasingly customer-centred organisational culture. Kent Police has

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undertaken a range of visits to other forces to compare approaches and identify good practice, and will be consulting extensively with staff.

A policing development board has been established, supported by a small, dedicated task force, with the objective of putting Kent Police at the forefront of innovation and development. Early priorities include tackling bureaucracy, managing demand at level 1, and the intelligent application of technology in support of front-line policing.

Considerable work has also been done to strengthen and expand performance accountability releasing clear dividends in enhanced performance as described in detail elsewhere in this report. Developments in the estate are significant, including the opening of the new private finance initiative (PFI) Medway police station, the progress of the North Kent PFI, and the rolling programme of greatly modernised police 'front counters'.

During 2006/07, Kent Police and Essex Police, together with their respective police authorities, have established a very strong partnership and collaboration. The speed at which this has progressed, including the establishment of a permanent joint team and a joint committee of both police authorities, is impressive. A substantial programme of work prioritises protective services resilience, but includes a major examination of 'back office' opportunities as both Kent and Essex Police seek further savings to re-invest in the front line. A demonstrator site bid under the title Operation Forefront, focusing on aspects of protective services, has been approved by the Police Minister.

It is particularly encouraging that, during a year of such significant change and challenge, volume crime performance showed marked improvement – particularly towards the end of the year. Kent Police exceeded the sanction detection rate set out in its policing plan, which constituted a significant recovery from the impact of Operation Deliver (the Tonbridge robbery) on BCU investigative resources earlier in the year. Towards the end of the year, reductions were being achieved in most of the key volume crime categories, including violence.

Kent Police continues to perform strongly on offences brought to justice and is significantly exceeding its national target. Notwithstanding this, the HMIC detections audit of March 2007 identified a number of areas for improvement to which the force has responded. Notably, the volume crime department has been realigned as the new investigative standards department where responsibility for detection performance is now vested. Central to the changes is an independent approach to the integrity of data and processes. An accompanying investment in training has focused on developing organisational understanding of the processes and standards required.

The KCVS also suggests that confidence in Kent Police is growing. The force is also working hard to build on its Excellent rating for diversity by focusing on 'mainstreaming' diversity, which includes the adoption and implementation of the equality standard for local government across the organisation.

The force has sustained its excellent track record in homicide investigation and detection. Within other aspects of specialist operations and protective services, asset recovery is a strength as is the investment in tackling the drug threat at both levels 1 and 2, including substantial investment in methods to tackle Class A drugs networks and to dismantle organised criminal networks. These investments bear significant fruit.

It is clear that the improvements witnessed in 2006/07 are being sustained and evidenced in early 2007/08 performance. Kent Police remains committed to a programme of continual improvement and development.

Findings

National summary of judgements

| | Excellent | Good | Fair | Poor |
|-------------------------------------|-----------|------|------|------|
| Neighbourhood Policing | | | | |
| Neighbourhood Policing | 6 | 14 | 21 | 2 |
| Performance management | | | | |
| Performance management | 6 | 29 | 8 | 0 |
| Protecting vulnerable people | | | | |
| Child abuse | 3 | 17 | 21 | 2 |
| Domestic violence | 1 | 13 | 27 | 2 |
| Public protection | 2 | 16 | 23 | 2 |
| Missing persons | 1 | 21 | 21 | 0 |

Force summary of judgements

| | |
|-------------------------------------|--------------|
| Neighbourhood Policing | Grade |
| Neighbourhood Policing | Fair |
| Performance management | Grade |
| Performance management | Good |
| Protecting vulnerable people | Grade |
| Child abuse | Fair |
| Domestic violence | Fair |
| Public protection | Fair |
| Missing persons | Good |

Neighbourhood Policing

| | |
|-------|------|
| GRADE | FAIR |
|-------|------|

National grade distribution

| Excellent | Good | Fair | Poor |
|-----------|------|------|------|
| 6 | 14 | 21 | 2 |

National contextual factors

The national Neighbourhood Policing programme was launched by ACPO in April 2005 to support the Government's vision of a policing service which is both accessible and responsive to the needs of local people. It was anticipated that, by April 2007, every area across England and Wales would have a Neighbourhood Policing presence appropriate to local needs, with all Neighbourhood Policing teams in place by April 2008. For local communities this means:

- increased numbers of PCSOs patrolling their streets, addressing anti-social behaviour and building relationships with local people;
- access both to information about policing in their local area and to a point of contact in their Neighbourhood Policing team; and
- having the opportunity to tell the police about the issues that are causing them concern and helping to shape the response to those issues (Home Office, May 2006).

By focusing on the key areas of resources, familiarity/accessibility, problem identification and joint problem solving, this inspection has identified the extent to which Neighbourhood Policing is being implemented. It has also examined forces' capability and commitment to sustain implementation beyond April 2008.

Contextual factors

Policing in neighbourhoods has been a philosophy in Kent for some time, but delivery of a model that was likely to meet the standards and milestones of the national Neighbourhood Policing Programme was some way off. The inception of the force's Neighbourhood Policing board, chaired by the ACC (area operations), and 'mirror' implementation boards on each BCU has seen an enormous amount of energy applied to the project and dramatic change within the force.

An accelerated PCSO recruitment campaign has seen the force meet its target of 273 new staff to augment the 109 existing PCSOs, the majority of whom are now deployed across the force increasing depth to the coverage that already existed. The growth has not been without consequence; one direct result being that training for other neighbourhood staff, including constables, has been deferred until October 2007.

Many important initiatives are being progressed meaningfully at speed and these include the delivery of Partners and Communities Together (PACT) processes across the force; a number public service units (PSUs) co-locating police and partners together for more effective joint delivery; and a jointly funded central delivery unit which will act as a data

analysis hub delivering products for joint level 1 and 2 strategic assessments in October 2007.

Kent has 12 CDRPs, each with an aligned district-level chief inspector. There are currently 305 ward-level neighbourhoods, but neighbourhoods are expected to evolve to a position where at least some are sub-ward to reflect the needs of communities. Each ward has at least one PCSO as a point of contact. Neighbourhood Policing teams are staffed by 18 inspectors, 35 sergeants, 8 PCSO supervisors, 176 constables, 100 KCC wardens, special constables and, in some cases, accredited persons.

Strengths

Neighbourhood Policing is becoming culturally embedded within the force. The Chief Constable and chief officer colleagues have done much to realign the force meaningfully within communities and, even prior to Neighbourhood Policing implementation, there was considerable engagement and partnership working, particularly at a tactical level.

The Chief Constable and his team are committed to the delivery of Neighbourhood Policing within the force. The commitment is central to, and indeed a primary target, within the Kent policing plan, *Policing Kent 2006/09*. It is embedded in other strategic documents, including the force learning plan. The KPA is likewise committed, demonstrably through critical resourcing and budgetary decisions.

The ACC (area operations) became the lead for Neighbourhood Policing in October 2006, when chief officer portfolios were reviewed. Significant energy has been applied in driving the project forward, through the establishment of the force-level Neighbourhood Policing board, linked to 'mirror' implementation boards at BCU level. Each BCU has a dedicated project manager of inspector or equivalent grade.

Neighbourhood Policing continues to be rolled out during 2007, with many workstreams dynamically in train. Generally, focus groups provided clear evidence that staff recognised the force's commitment to Neighbourhood Policing and their role within it.

Partners are influential in the development of strategic priorities for the delivery of Neighbourhood Policing. A strategic partnership initiative with KCC has funded a chief superintendent and inspector post, through which partnership intelligence products are being developed at force and CDRP levels for October 2007.

The KPA, KCC and Medway Unitary Authority are represented within the Neighbourhood Policing board, and similarly local partners are engaged on implementation boards. Evidence taken from partners demonstrates engagement in the process.

A detailed project plan is in existence, using PRINCE2 project methodology. Partners are involved within board structures, and critical paths and milestones are identified. An achievable coverage plan exists for all Neighbourhood Policing staff. Cost and sustainability are considered beyond 2008.

The force has deployed Neighbourhood Policing resources to a BCU level using the Kent and Medway safety index based on a model developed in Rotterdam and using both socio-economic data and a worry index. Neighbourhood-level resources have been further defined through the use of a vulnerability index at BCU level. This model provides a distribution of staff which appears robust.

Neighbourhood Policing teams are being staffed as a priority. The full complement of 382 PCSOs will have been deployed to BCUs by the end of August 2007 and these will augment 18 inspectors, 35 sergeants, 8 PCSO supervisors and 176 constables who are allocated to

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Neighbourhood Policing. Vacancies do exist, but this appears to be closely monitored and in the process of resolution. The 100% coverage criteria will be met by April 2008.

The shape of neighbourhoods was initially defined to map directly onto the existing partner landscape. A ward-based model has been adopted, particularly considering the development of the 'community call for action'.

The process for reviewing the shape of neighbourhoods is owned at a BCU level and in a number of areas it is likely that sub-ward models will emerge.

Currently, 15.4% of operational staff are dedicated to Neighbourhood Policing against a national average of 15.8%.

The force currently employs 382 PCSOs. Of these, 109 have been in post for some while, comprising 86 patrol-based PCSOs of whom 9 are linked to schools; 68 receive joint partner funding, including 23 who are engaged in ambitious projects. At the time of the inspection visit, a substantial proportion of the 273 staff required to meet the force target were in the course of, or scheduled for, training. As at July 2007, the final 65 are currently in training, scheduled for completion by the end of August 2007.

The force met its proportionate share of the national target, which was to have 273 PCSOs by the end of April 2007, in relation to offers of employment, pre-employment checks, training or deployment.

This was achieved in the following way:

- 112.54 (Full Time Equivalent) were actually employed;
- 21 had offers of employment (contracts) dispatched to them on 20 April 2007;
- 137 had been through an assessment centre and were awaiting vetting and pre-employment checks; and
- 32 were awaiting medical checks.

At that time, a point of contact was available in excess of 90% of neighbourhoods, although depth of coverage was not present. By the time of the inspection visit, the force was on track to achieve 100% coverage by April 2008.

The force has developed the role of PCSO supervisor to support and assist the 35 Neighbourhood Policing sergeants in the supervision of PCSOs. Currently, eight staff are in post, but on the basis of this being seen by the force as good practice. Consideration is being given to increasing the number of posts.

Special constables throughout the force have been aligned to Neighbourhood Policing teams. Indeed, the force has a legacy position of having a number of dedicated 'parish' special constables in post significantly before Neighbourhood Policing became a feature of the UK policing landscape. Special constables are considered as valued members of the policing family.

Some 100 KCC wardens work as part of the wider Neighbourhood Policing teams. Further capacity building is being achieved through the use of public sector accreditation, eg street wardens in Swale and Medway, and KCC trading standards officers with enforcement powers for licensing and fireworks.

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The force has given priority to improving community engagement through the work of the community engagement board, an example of shared interest and joint working with the KPA.

The force has a comprehensive community engagement strategy which specifically recognises the need for work in engaging hard-to-reach groups, while acknowledging existing arrangements. These include a range of minority engagement groups, forums and an independent advisory group (IAG). The force has produced a guide to community engagement and a tool kit, underpinned by a range of 'How to' guides, linking strategy directly to practice. It is evident that these tools are being used in practice, as exemplified elsewhere.

Much has evidently been accomplished, with partners at a strategic level clearly brought into the Neighbourhood Policing programme through the work of chief officers and senior and middle managers. Neighbourhood Policing has been vigorously promoted through the use of the media, and the force website has been re-launched. Internally, special editions of the in-house *Update* newsletter have been used to good effect. Awareness of Neighbourhood Policing is strong within communities and the force. However, as reported as work in progress, the knowledge of front counter assistants was not commensurate with the importance of their role.

Partners and the community confirm that engagement is taking place. Notably, the CDRP chief inspector role has been seen to deliver significant advantages in partnership working, ensuring that co-ordination and activity take place, building from the neighbourhood level.

The force has a range of established mechanisms for engaging with representative groups, including the IAG; the black and minority ethnic consultative forum; the lesbian, gay, bisexual and transgender forum; and the gypsy and traveller engagement group.

The force has re-launched its website with a dedicated 'your neighbourhood' page for each neighbourhood, linked to a postcode search. This provides useful functionality with some limitations, as reported as work in progress.

Engagement is embedded across around 65% of neighbourhoods within the force. A total of 50 formal PACT processes have been established, and elsewhere other existing meeting structures, such as those of parish councils, are being used to agree targets and receive feedback. An extensive range of engagement techniques are in use, with indications given as to the most appropriate to be used with individual communities signposted within the force community engagement guide.

A range of engagement techniques are in use, including door knocking, postal surveys, telephone surveys, street meetings, PACT meetings and surgeries, use of the local media, deployment of mobile police stations, and interaction with community groups, etc.

Neighbourhood priorities feature within partnership tasking and co-ordination processes.

Community impact assessments are in use where appropriate. The force has an established IAG which fulfils the role of 'critical friend' in dealing with significant incidents affecting the community.

Joint problem solving exists in around 45% of neighbourhoods and is becoming embedded across the force.

Joint problem solving is being developed in each neighbourhood as staff are rolled out. Many Neighbourhood Policing constables have had training in problem solving through a

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two-day course delivered in late 2006 and early 2007. All PCSOs have received problem-solving training as part of their foundation course.

There is some evidence that partners have been involved in tasking processes through a variety of mechanisms, and with various levels of sophistication, across the force for some time. This is being further developed as the PACT process is rolled out as a part of the engagement strategy across the force. There are currently around 50 formal PACT processes operating across the force and, where these are not appropriate for a particular community, other standing meetings (eg parish council meetings) are being used for the agreement and sign-off on priorities.

A number of PSUs have been developed co-locating police and partners in Canterbury, Ashford, Thanet, Gravesham and Dartford. These strengthen the delivery model for joint problem solving. Plans are at various stages of maturity for the implementation of a further nine PSUs.

No reluctance of partners is currently being experienced.

A number of information-sharing protocols are in place with partners, and further agreements are being developed with the Kent Fire and Rescue Service and the Ambulance Trust.

The force, together with KCC, funds a chief superintendent, who is supported by an inspector funded by Kent Police operating from county hall. In addition, a central support team, comprising two analysts and administrative support, are using partnership data to create truly conjoined strategic assessments at BCU and force levels at NIM levels 1 and 2. This team is due to deliver its first assessments in October 2007.

The force has clear role definitions for all neighbourhood staff, but among those provided in the initial document submission to HMIC, the PCSO role profile dated back to September 2003 and indicated line management incorrectly as 'sergeant crime reduction'. Similarly, the PCSO supervisor profile was dated July 2006 and incorrectly indicated line supervision as 'inspector crime reduction co-ordinator'. Apparently the force reviewed the profiles in early 2007 and their content was found to meet the current need. Excluding the line management issue, no disparities were found through focus group interview.

The force training plan indicates that training has been tailored to the needs of Neighbourhood Policing teams. The human resources strategy signposts role definitions, performance expectations and training for dedicated Neighbourhood Policing teams.

Issues of organised crime and counter-terrorism are linked into Neighbourhood Policing activity through strategic assessments and control strategies. Special Branch officers have been deployed at a BCU level to capitalise on the use of Neighbourhood Policing assets in developing intelligence to counter radicalisation following a successful pilot at West Kent.

Inputs on counter-terrorism, serious and organised crime, and intelligence are delivered as part of the PCSO foundation course.

A clear link exists between the force Neighbourhood Policing lead and the training manager to ensure that training provision meets the needs of implementation. This is evidenced through the training needs analysis being carried out in development of a course to meet the requirements of neighbourhood constables, which is scheduled for delivery in October 2007.

The current seven-week training course provided to PCSOs is very comprehensive, covering diversity, first aid, chairing public meetings, ethics, problem solving, domestic

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violence, missing persons, child protection, partnership working, intelligence, terrorism and much more.

PCSOs recruited earlier in the programme have received a five-week module. A one-day refresher course is planned for November 2007.

An evaluation process to test the impact of Neighbourhood Policing training is embedded within the training plan, and the training performance team has been tasked with carrying out this piece of work.

The force has developed a very powerful neighbourhood profiling tool through the integration of KCVS data together with MOSAIC socio-demographic data from a commercial provider. This allows projections to be made, down to the neighbourhood level and beyond. Neighbourhood Policing staff are receiving training in the use of this data through July 2007.

Web pages containing a series of 'standard' Neighbourhood Policing intelligence products accessible by Neighbourhood Policing officers specific to their neighbourhoods went live in June 2007. This approach is designed to ensure that demand for bespoke analytical products are limited to those cases where there is a genuinely bespoke requirement.

The force *Principles for Area Policing* document developed under Programme 2015 sets out the structure and function of area-based units, integrating Neighbourhood Policing and other customer-facing functions consistent with the national quality of service commitment.

Focusing on delivering a quality service to victims, flags are used within the GENESIS crime and intelligence system to ensure that timely updates are made.

Supervisors are required to make quality dip checks with the explicit purpose of ensuring that service and satisfaction are improved, together with the identification of shortcomings for managerial intervention. This follows on from a successful pilot in Medway and was rolled out force-wide on 1 July 2007.

The force demonstrates a culture of responsiveness to repeat victims. A range of flags are employed within GENESIS highlighting children at risk, domestic violence, and adult abuse. Likewise, within the STORM command and control system, a facility exists to link addresses, etc to trigger plans.

The force has an existing repeat victimisation policy identifying a range of tactical options.

Volunteers are currently being used to call back victims of crime, to provide additional reassurance.

BCU-level superintendents' pay performance development reviews (PDRs) have been linked to completing the equality standard for local government and it is envisaged that, in support of Neighbourhood Policing, this will drive leadership and corporate commitment; consultation, community development and scrutiny; and service delivery and customer care.

The force has a clear abstraction policy for Neighbourhood Policing constables and PCSOs, stating a target for presence within the neighbourhood of 90% or no more than two days away from the neighbourhood within a working month. Staff are familiar with this target. Force policy requires abstraction to be monitored as a part of the force performance framework within the BCU-level performance and operational review (POR) process. Since July 2007, the force has monitored these targets centrally.

Accommodation at the time of inspection was fit for purpose; however, the force recognises that the accelerated growth in PCSO numbers will create tensions. The force has been

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active in identifying accommodation in communities, including PSUs in a number of locations linking police and partners in one place for improved service delivery. Further units are being developed across the force area. A number of mountain bikes have been purchased for the use of neighbourhood teams and are proving popular both with staff and communities.

The force is undertaking a development assessment process and has implemented a series of action plans at force and BCU levels. Readiness assessments were completed on each BCU in September 2006 and a gap analysis was completed by the force Neighbourhood Policing team in February 2007. The national Neighbourhood Policing Programme team has also completed an assessment of the force HQ departments. A further gap analysis is scheduled for commencement in August 2007.

BCU improvement plans are reported upon and tracked on a six-weekly basis at the force-level Neighbourhood Policing board, the direct consequence of which has been the significant progress towards fully delivering the Neighbourhood Policing Programme since October 2006.

An analysis of PDR objectives for Neighbourhood Policing staff was carried out by the force and demonstrated a good fit with Neighbourhood Policing objectives. This was borne out through focus group interviews.

The Neighbourhood Policing project plan includes the development of a performance management framework that will measure tactical delivery at neighbourhood team level; measure force performance at district and BCU levels; measure corporate compliance in implementing Neighbourhood Policing to the force standard; and integrate the readiness assessment process into POR processes.

Arising from this, a performance outcome framework has now been developed for use within force-level performance structures following completion of the roll-out programme. It is linked to outcome measures being included within the new Kent Police and KPA engagement strategy and includes confidence satisfaction and repeat business measures.

At a force level, the KCVS is used to monitor satisfaction levels. The sample size is statistically significant and therefore the Government Office for the South East has accepted its use in place of BCS data for the monitoring of local area agreement (LAA) targets.

Evidence was provided to the inspection team demonstrating the positive media commentary the force has received in respect of Neighbourhood Policing.

The KPA sponsors the Safer Kent Awards, open to PCSOs, Neighbourhood Policing constables and KCC wardens, recognising their position as part of the extended policing family. Internally, there are a range of award and recognition processes, including those of the Chief Constable and area commanders' certificates of merit. Staff report that they are satisfied that their effort is recognised by senior management.

Constables are in receipt of special priority payment, and progression is potentially available to PCSOs through the existing and developing PCSO supervisor role.

The force is currently in the process of developing a transitional process for those PCSOs who have the aptitude and intention to seek employment as a police constable. It is anticipated that this will reduce the overall cost of recruiting and training those PCSOs who choose to join as constables and will have no impact on overall PCSO numbers as the process will only be used as and when there is a requirement to recruit constables.

ACPO tracking data is being supplied as required.

Work in progress

In July 2007, 65 PCSOs remained in training for deployment to BCUs at the end of August 2007. Coverage of neighbourhoods is already complete and this will improve its depth.

Systems and processes are being developed in support of Neighbourhood Policing. During the course of the inspection visit, the command and control system was upgraded to enable staff to identify Neighbourhood Policing staff from other resources, which was not possible until that point.

Work is currently being progressed in developing a deployment model to assist in defining those matters that should be allocated to Neighbourhood Policing staff and those that should be allocated elsewhere. At present, allocations are decided on the basis of professional judgement, which can lead to inconsistency. It was evident from focus groups that where Neighbourhood Policing officers were carrying an investigative workload, this was commensurate with role and not burdensome.

As at July 2007, the force had around 60 volunteers recruited to a range of roles. The force has ambitious plans within the policing plan to increase this number to 100 by March 2008 and to 300 by March 2009. Volunteers are being used in support of Neighbourhood Policing in a variety of roles, including working within station offices; calling back victims of crime to provide reassurance; and co-ordinating neighbourhood watches. Despite this good work and ambitious plans, no direct examples of volunteers being embedded within Neighbourhood Policing teams was provided.

The force has a community engagement strategy which is currently in the process of being rewritten. Engagement activity is taking place across the force area with the development of PACT and other initiatives.

The force is specifically looking to target PCSO and police constable recruitment towards the large Ghurkha community that is resident in Kent, with a view to building bridges with that particular community. An initial recruitment workshop will be held in November 2007.

At the time of the inspection visit, front counter assistants had received no input on Neighbourhood Policing and did not know how to identify the Neighbourhood Policing officer or team responsible for a particular area, despite there being a postcode search facility on the force's website. Station offices and external notice boards across the force were devoid of information relating to Neighbourhood Policing.

Since that time, the position has in part been remedied, with a programme of presentations having been specifically delivered to this staff group and the development of some appropriate literature.

At the time of the inspection visit, the Neighbourhood Policing communications strategy was not clearly established in a single document. The 'communicating with the community' plan appeared dated and the 'Communicating neighbourhood policing (part 1, internal communication)' document was evidently work in progress. The force is in the process of developing an integrated communications strategy.

A dip check using the postcode search on the force website revealed significant variation in the quality of the neighbourhood pages. Just a few included a photograph of the officer, and were all the more vibrant for it. A number failed to name an individual contact, with merely a link to a team. Few showed any real degree of personalisation, but where this had taken place, again the page was considerably more vibrant.

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A programme of training is currently being devised to broaden the skills of Neighbourhood Policing constables. Staff have been consulted on its content, and consideration will be given to the use of products developed by the national police training organisation, Centrex, where there is a fit with the needs analysis.

Intelligence, analytical and research resources are being developed in support of Neighbourhood Policing teams. At present, a service level agreement exists defining a range of products that will be delivered. A review was recently conducted to define the required level of analytical support that would be required on each BCU (Programme 2015). Some Neighbourhood Policing staff have reported delays in receiving analytical products due to resilience issues.

Depth of Neighbourhood Policing team coverage will only be met in August 2007, with fairly rapid implementation through 2007. It is too early to assess the level of demand that full implementation will place upon current analytical capacity.

The force has taken a proactive approach to managing Neighbourhood Policing analytical demand through the development of a host of standard neighbourhood-level intelligence products. Some of these are already available via the Neighbourhood Policing pages of the force intranet. Coupled with the MOSAIC socio-demographic data and mapping tools, enhanced with KCVS data, these will provide a substantial suite of tools for the practitioner. The work is being driven by the Neighbourhood Policing board IT sub-group and is seen as a medium-term project.

Neighbourhood profiles are at present little more than key individual network lists. Their quality and depth are evidently variable. The force has devised a template profile which, when brought into use, will incorporate the use of MOSAIC data. These profiles will be implemented as MOSAIC training is completed.

An IT tool using Business Objects has been developed which will enable Neighbourhood Policing staff to identify all areas of repeat business in their neighbourhoods. Training in its use is scheduled for July 2007.

The rapid growth in Neighbourhood Policing human resources has created significant challenges in matching levels of accommodation and equipment. The force has been actively engaged in identifying accommodation within communities. Neighbourhood Policing staff have indicated that the limited availability of vehicles is prejudicing deployment in rural locations. The development of transport plans for each BCU is progressing and should lead to the rectification of this situation.

The force has been developing an abstraction policy since March 2007, becoming policy on 25 July 2007. Integrity and independence are first-line supervisor checks, with compliance monitored via the Neighbourhood Policing board. Abstraction data is input at individual level and therefore it remains a possibility that, without audit and compliance monitoring, the data will not prove reliable. While monitoring has now commenced, data quality has not yet been the subject of quality checks.

Evidence from focus groups indicated that Neighbourhood Policing sergeants were prevented from spending sufficient time in supervising staff on the ground, due to abstractions and what sergeants saw as bureaucracy.

Since the inspection visit, an abstraction target of no more than 10% has been set for Neighbourhood Policing sergeants, incorporated into the policy referred to above. At present, there is no abstraction target for PCSO supervisors, in consideration that the role remains under development and the number of staff is small.

Mechanisms are not yet in place to generate action if the abstraction policy is breached, but this will be a responsibility of the Neighbourhood Policing board, with the expectation that suitable action will be determined according to circumstances.

Areas for improvement

Neither the force IAG nor charitable or voluntary organisations are represented within the Neighbourhood Policing board structure.

Continuity and succession planning for Neighbourhood Policing is currently managed at a BCU level, with central co-ordination being provided by workforce planning. Overlap periods are not routinely scheduled as staff move between roles.

PCSO contractual hours differ from those of their Neighbourhood Policing constable colleagues, in order to reflect their differing objectives against local needs and priorities. This flexibility creates the need for dual briefing and raises issues in respect of information sharing. Following a successful pilot, all neighbourhood staff are to be provided with BlackBerry technology to enable them to self-brief remotely without the need to return to police premises.

South Kent has a deployment model for all staff, including Neighbourhood Policing staff and PCSOs. This is not replicated at a force level and in fact it was only on the last day of the inspection visit that a fix was made to the IT system to enable control room staff to be able to identify the difference between a Neighbourhood Policing officer and any other asset.

At a BCU level, there is inconsistency in the use of Neighbourhood Policing teams, with some carrying an investigative workload, while elsewhere this was not the case.

PACT structures have quickly developed with the support of key partners, but obtaining truly representative community commitment within these structures remains a challenge.

Disappointingly, no reference to the specific hard-to-reach groups mentioned within the community engagement strategy (nor, indeed, to new and emerging groups) could be found within the guide to community engagement. The force is currently in the process of rewriting the engagement strategy to link police, partner and KPA activity. Specifically, engagement with groups across all strands of diversity throughout the wider community is addressed.

There were some very good examples of staff identifying and considering responses to new and emerging communities. One group had identified construction workers within the Thames Gateway area and were actively developing engagement processes. Elsewhere, activity was targeted towards existing groups, including youth clubs and hostels; however, this was not consistent across neighbourhoods.

At a neighbourhood level, profiles were of a variable quality. Some were little more than key individual network lists. Existing profiles are of limited value in NIM processes and incapable of being used to target activity. Improving the quality of this product will provide a conduit for the identification of hard-to-reach and new and emerging communities, from which engagement activity can be directed.

Gaps and vulnerabilities in delivering the Neighbourhood Policing communications strategy were at times evident. Disappointingly, front counter assistants knew very little about Neighbourhood Policing. They were unable to readily identify the neighbourhood team responsible for any particular area, despite this being a function available through the force website. Public enquiry offices were completely devoid of any information relating to Neighbourhood Policing, as were external notice boards. In response to the identification of

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the issue, the force rapidly implemented a communications plan with the aim of improving knowledge across the whole force.

Force control centre (FCC) staff had a sketchy understanding of Neighbourhood Policing, with little detailed knowledge of role priorities.

FCC staff expressed frustration that Neighbourhood Policing staff did not always book on with the control room, reducing their awareness of available force resources.

At present, the force does not have a problem-solving database in existence.

Joint problem solving is becoming embedded across the force; however, neither the assessment of problem-solving results nor community appraisal of delivery is routinely included within tasking and co-ordination processes.

The force is identifying learning needs from implementation but has been unable to resource those needs as a result of current training commitments in respect of the accelerated recruitment of PCSOs. The remedial action for this situation will commence in October 2007.

Joint partner training has taken place, as evidenced by the strategic partnership between KCC and the force in delivering PCSO, warden and accredited person training at Boughton Mount. PCSO training has been brought in-house during 2007 to meet the training commitment created through accelerated recruitment. The Kent Police learning and development plan 2006/07 makes reference to the aforementioned arrangement, but no further ongoing work is evident beyond this.

Initial PCSO training contains a two-phased intelligence input delivered by specialist intelligence trainers and following a similar model to the initial police constables' course. The KPA and police strategy discusses engagement components and signals the meaning of community intelligence as follows: "Information/intelligence gathering: The assimilation of community information/intelligence about individuals, groups, attitudes, issues and concerns (including criminal and anti-social behaviour), which is used to inform operational policing". Notwithstanding this, current lesson plans do not specify community intelligence, and intelligence training is delivered without this slant.

Neighbourhood constables, sergeants and inspectors have received training from the central team in the use of neighbourhood profiles in a delivery programme which ran from April to June 2007. Inspectors also attend a six-weekly forum which informs and facilitates some training and discussion. However, no significant further training is currently available for Neighbourhood Policing constables, sergeants or inspectors as a result of a lack of capacity, due largely to the demands placed upon training by the accelerated recruitment of PCSOs. Likewise, no bespoke training can be provided for staff operating as schools PCSOs. The force training plan has been adapted to take account of this, and a wider training regime for Neighbourhood Policing is scheduled to commence in October 2007.

No training has yet been provided to either special constables or volunteers in support of their Neighbourhood Policing role and no plan is currently in place to close this gap.

Currently, the demand upon training resources to meet PCSO commitments means that no central training can take place until October 2007. This gap in training resulted directly in BCU commanders at North Kent and Canterbury commissioning local training provision.

A series of problem profiles were examined. Multiple sources of data, particularly from partners and other contributors, do not appear to be routinely in use in the identification of problems. Since the inspection field visit, the force has engaged in negotiation with key

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partners, including the Environment Agency and Kent Fire and Rescue Service (July 2007), in order to progress broader data sharing, and this has had early positive results.

Focus group evidence indicated that a structured approach to repeat victimisation was not in place at a neighbourhood level. Teams received information relating to repeat victims from the community liaison officer; however, action on that information was largely determined by individuals. In June 2007, the force launched Operation Renaissance, developing the use of an innovative IT tool capable of extracting data from a range of sources to identify areas of repeat business for targeted activity through established tasking processes. It is expected that this will be available to all authorised users by the end of October 2007.

There is a long lead time (around 14 weeks) in the delivery of stab-resistant vests which are tailor-made and this is creating some tension. Processes have now been altered and the position remains under regular review.

A limited number of examples of local performance monitoring already exist, but these appear largely focused on the quantitative, such as stops, arrests, and meetings attended. No evidence was found of qualitative measures being in use during the inspection visit, but it is acknowledged that this has featured as a regular agenda item of the Neighbourhood Policing board since March 2007. The KCVS does enable qualitative monitoring at both district and BCU levels. Additional Neighbourhood Policing-specific questions are to be added to the KCVS in August 2007.

RECOMMENDATION 1

That the force ensures comprehensive delivery of the Neighbourhood Policing communications plan.

RECOMMENDATION 2

That the force ensures that all staff engaged in Neighbourhood Policing receive appropriate and timely training commensurate with their role.

RECOMMENDATION 3

That the force develops a repeat victimisation strategy and tactics appropriate for delivery through Neighbourhood Policing.

RECOMMENDATION 4

That the force gives consideration to the most effective means of recording issues to which problem-solving techniques are to be applied, evaluating the results and sharing good practice.

Developing Practice

INSPECTION AREA: Neighbourhood Policing

TITLE: PCSO supervisor

PROBLEM:

The growth in PCSO numbers and their integration into neighbourhood teams increases the demand on sergeants as first-line supervisors, which could result in new and inexperienced staff receiving inadequate levels of supervision.

SOLUTION:

A supervisory model has been devised utilising a mixed economy of sergeants and a new role of PCSO supervisor, in order to provide an adequate level of supervision. PCSO supervisors will only be responsible for the supervision of PCSOs, who will either be working singly or within teams. Their key responsibilities are as follows.

Main responsibilities

- Supervise, on a day-to-day basis, the provision of highly visible PCSO patrols, quality-assuring the work undertaken, enhancing public reassurance and assisting in the prevention and reduction of incidents of crime, disorder and anti-social behaviour, in order to promote community safety and reduce the fear of crime.
- Supervise a team of PCSOs, undertaking performance appraisals, identifying training issues and development needs, and addressing discipline, welfare and morale issues, in conjunction with the PCSO manager, to enhance individual and team competence and enable consistently high-quality performance.
- Supervise and monitor the day-to-day allocation and distribution of workloads across the team, working with local police officers to identify and prioritise activities, which will address issues of concern within the community.
- Undertake health and safety risk assessments for current and future PCSO activity, revising assessments as required during the course of policing activities, in order to ensure the safety of both PCSOs and, where applicable, members of the public.
- Build and maintain community relations, providing information on planned policing actions and updating communities on the effectiveness of planned and ad hoc local policing activities, including liaising with and updating partnership agencies on local progress, where appropriate, by providing a service that is responsive to the needs of all members of the community.
- Undertake the full duties of a PCSO, patrolling, maintaining community relations, attending court to give evidence as required, actively seeking community information and intelligence, and making accurate and timely submissions of actionable intelligence of criminal activity, in order to reduce incidents of crime, disorder and anti-social behaviour.
- Maintain an up-to-date awareness of relevant issues, legislation, force policy and procedures affecting the PCSO service, advising and developing PCSOs, and providing advice and guidance to partnership agencies and community members as appropriate, ensuring that all PCSO activities undertaken are in compliance with national legislation, force policy, working practices and procedures.

All PCSO supervisors will undertake the Core Leadership Development Programme run by

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the force and complete a number of key modules prior to appointment. The modules cover:

- leadership;
- staff appraisals;
- health and safety;
- planning and performance;
- diversity; and
- approaches to crime reduction.

OUTCOME(S):

The project is at an early stage, with the first nine PCSO supervisors appointed on 29 January 2007. An evaluation of the benefits and outcomes of the PCSO supervisor role will be undertaken after the initial recruitment phase has been completed, and is likely to be factored into the second evaluation of PCSOs that the force is conducting later this year as part of its post-implementation review programme. The force's initial evaluation of PCSOs took place in 2005.

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INSPECTION AREA: Neighbourhood Policing

TITLE: Crime and worry matrix

PROBLEM:

While crime-recording processes are well developed within the county and data are available down to street level, the perception-based data (including fear of crime) from the KCVS is only statistically significant to CDRP level, as this is only based on a sample of the population. Devising a method for merging both crime data with reliable perception and fear data at neighbourhood level therefore presents significant challenges.

SOLUTION:

By using the MOSAIC database, lifestyle information can be used to project and extrapolate the findings from the KCVS down to neighbourhood level or lower. This can then be analysed in conjunction with known crime and incident patterns to predict a comprehensive picture of local issues by categorising neighbourhoods. This provides a mix of traditional police perspective (ie crime/incident rates) and the public's perception of risks and issues down to a much lower level of granularity, in order to use the data more effectively as a tool for neighbourhood engagement. By using Geographical Information System mapping, the data can be presented in an easily interpreted and highly visual format, which can then be effectively shared with, and interpreted by, partners.

The crime and worry matrix can then indicate the appropriate response and tactics depending on the crucial mix of crime and worry in a locality, for example the appropriate communications strategy, given the mix of lifestyles that exist in the target area as indicated by their MOSAIC groupings, in order to identify the specific issues that should be addressed and prioritised.

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OUTCOME(S):

This is a new and developmental piece of work but the outcomes sought include:

- reduced fear of crime through the identification of those areas with the greatest need and highest levels of worry;
- increased confidence through addressing the key concerns by local area that impact most heavily on levels of confidence;
- the correct channels of communication for those areas with the greatest need;
- identification, analysis and increased understanding of the relationship between fear of crime and actual crime levels; and
- identification of the drivers of fear of crime and how these can be addressed and reduced.

FORCE CONTACT: Chief Inspector Tony Henley – 01622 652417

INSPECTION AREA: Neighbourhood Policing

TITLE: Joint Family Management Programme (JFMP)

PROBLEM:

To provide effective multi-agency response to issues relating to community disorder, fear, intimidation and acts of anti-social behaviour, particularly focusing on problem and chaotic families.

SOLUTION:

To ensure that Kent Police efficiently and effectively addressed anti-social behaviour within the community from problem and chaotic families, the JFMP was created to maximise the full range of resources available from all partner agencies and those from the voluntary sector.

Staff for JFMPs were recruited during the round 1 PCSO phase, with a vision of driving interventions and maintaining sound working relationships with external partners. Their knowledge and skills have provided operational practitioners from many organisations, such as local authority anti-social behaviour officers, KCC wardens, Medway street wardens, the probation service, mental health teams, primary care trusts, social workers, education authorities, registered social landlords and the police, with expert advice and a point of contact to address chaotic families.

JFMP officers have direct contact with individuals displaying anti-social behaviour, their families, witnesses and others in the community affected by the individuals' actions.

Examples of their work include the following.

- Working with a family running a restaurant that was the target of racial harassment, the JFMP officer arranged a number of activities, including a leaflet drop to gain community support and liaison with the intelligence unit regarding the installation of cameras, and was also involved in setting up surveillance. They ensured that the profile of the offenders was raised through the multi-agency anti-social behaviour group meeting, briefings, and leaflets asking members of the public to come forward. An incident occurred that resulted in a number of arrests for which the individuals were taken to court, and applications being submitted for Anti-Social Behaviour Orders. They liaised with the victims, building a rapport to provide them with support, despite a difficulty with a language barrier.
- The JFMP officer was involved in introducing an Anti-Social Behaviour Agreement for an individual who was in her last year of schooling. The individual's behaviour was drink-related and the JFMP officer adopted a number of interventions, including ensuring that she was referred to the relevant drug and alcohol team; involving external bodies; and working with the local community safety team to provide high-visibility policing in the relevant area to address other community concerns. A meeting was held with the parents to discuss the issues and explain the consequences of continuing bad behaviour, in order to gain parental support for the interventions.
- The JFMP officer worked with a family who were acting in an anti-social manner which seriously impacted upon the community. The JFMP officer identified the potential witnesses and ensured that their statements were taken. They arranged a meeting at a local school and wrote to all those identified as being affected, inviting them to the meeting at which they would be given the opportunity to have their statements taken. While few attended, the JFMP officer persevered and spoke to those who had not attended, managing by taking this approach to persuade a number of them to provide statements. The resulting statements identified breaches of Anti-Social Behaviour Orders that were in place and led to several arrests. The JFMP officer attended court as an expert witness and delivered a community impact statement which summarised the impact of the individuals' behaviour on the community.

OUTCOME(S):

The contribution of JFMPs has been a key driver for CDRP-working at practitioner level, which addresses the real concerns of the community. Many interventions have been made, with over 1,000 Acceptable Behaviour Contracts and 200 Anti-Social Behaviour Orders being delivered by a small group of people. JFMP officers play a key role in reassuring the community and reducing complaints and calls to many agencies by their accessibility, commitment and knowledge.

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Performance Management

| | |
|-------|------|
| GRADE | GOOD |
|-------|------|

National grade distribution

| Excellent | Good | Fair | Poor |
|-----------|------|------|------|
| 6 | 29 | 8 | 0 |

National contextual factors

There is no single accepted model of performance management across the police service but any such model or framework must be fit for purpose. Ideally, forces should demonstrate that individuals at every level of the organisation understand their contribution to converting resources into agreed delivery, and know how they will be held to account. On a daily basis, first-line supervisors monitor, support and quality assure the performance of their teams. At the other end of the spectrum, chief officer-led performance meetings – often based loosely on the American Compstat model – are a vehicle for accountability and improvement. Robust leadership, a commitment to improvement and reliable, real-time information systems are all critical factors in effective performance management.

There is no mechanistic link between overall force performance and the grade awarded in this framework. The grade is based on the quality of the force’s processes that enable it to identify and react to changes in performance.

Contextual factors

Kent Police has delivered steadily improved performance over the previous year with reductions in overall crime and most key crime categories, coupled with improved sanction detection performance. Following the HMIC baseline inspection of 2006, the force has invested considerable effort in improving its performance management framework and this has clearly paid dividends. With in excess of 45 strengths identified by the inspection team, this report demonstrates how the force has embraced a new culture of supportive, yet intrusive, performance management. This has been achieved, in part, by benchmarking with high-performing forces, which is a good practice. Her Majesty’s Inspector is satisfied that the force now possesses a robust performance management system and welcomes the new focus of the chief officer group and police authority.

The Chief Constable has reviewed ACPO portfolio responsibilities, and conducted a re-shuffle of strategic roles. This has led to a demonstrable improvement in both the structure and systems that deliver and monitor performance. This, in turn, has led to a notable cultural shift, with all staff interviewed instinctively placing performance high on their personal agenda and being supported when held to account for delivery.

An example of the previous position could be found at North Kent BCU where, until recently, there were significant concerns about performance. Since then, strategic interventions by the force have achieved remarkable improvements, which Her Majesty’s Inspector would wish to see replicated in the remaining five BCUs. This should be achievable if the majority of the learning from North Kent’s experience is effectively consolidated and made mainstream practice, which appears to be the case.

In line with the recently published Kent Police document *Principles of Performance Management* (point 7), the force is now seeking to identify and adopt good practice found in other police force areas and organisations.

The deputy chief constable (DCC) has recently visited West Midlands Police to assess its approach to citizen focus; Northumbria Police to assess how it responds to volume crime issues; and Dorset Police in relation to strategic development. The force actively supports an exchange programme with South Australia Police, within which a Kent superintendent is routinely job-switched with an officer performing a similar role.

The force is also seeking to exploit opportunities to improve performance in protective services, evident in Project Forefront, a national demonstrator site bid, which has recently gained Home Office funding. As a pilot site, Project Forefront is aiming to increase resilience, capacity and capability around major crime, critical incidents and intelligence.

Strengths

Recent previous assessments of Kent Police's performance regime revealed that structures and systems could often vary across the force, leading to a variance in both accountability and style. The force has considered its approach and made significant changes to ensure consistency.

The Chief Constable has considered the strategic implications of recent performance assessments. He has made high-level interventions to enable improvement. The significant intervention of the DCC is also worthy of recognition. Sustainable systems and processes now exist, which provide a clear structure for corporate governance, including:

- readily available data that is comprehensive and relevant;
- the strengthening of performance meeting structures and systems; and
- ensuring that personnel are both properly supported and held to account within a clearly defined performance framework.

The force has published its vision, values and duties. Reality checking found that staff were generally familiar with the content; however, the force acknowledges that the vision must continue to be mainstreamed through communication and reinforcement by senior managers at every opportunity, which is work in progress.

The chief officer team present numerous opportunities for staff and the public to give feedback in relation to force performance. The team have a schedule of visits to police units and partnership meetings.

The Chief Constable specifically allocates time to engage with staff and hold focus groups. He also represents the force at community events and receives wide local media interest; additionally, he is a regular monthly guest of Radio Kent where he answers questions from concerned members of the public in relation to police-related matters, including Kent Police's performance.

Partnership arrangements are noticeably strong within Kent, with the local policing agreements between the police and local authorities bearing testament to established working relationships. CDRP requirements are discharged effectively, with clear evidence of joint protocols, shared targets and effective information exchange.

Principles of performance management have now been agreed within the force, which outline key standards underpinned by three core principles: to be people-centred in

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delivering citizen-focused services; to be accountable; and to lead, learn and consistently improve.

Clear and corporate performance systems have now been introduced across all BCUs and HQ departments; these have been incorporated into the joint force and the KPA continuous improvement programme, ensuring a consistent approach. There are clear links within this framework between performance, corporate planning, and budgeting and resource considerations.

The force holds a comprehensive POR process set within a programme framework, which will ensure that every BCU and HQ department has been subject to the POR process during 2006/07. In addition, a 'compact' POR is held monthly and involves all area commanders, and department heads where applicable. Data is supplied by the HQ-based organisational and development (O&D) department and includes a detailed threat assessment for each BCU.

The data supplied by the O&D department to support the performance framework within Kent Police is comprehensive and relevant. It also monitors comparative data, enabling benchmarking of performance levels. The unit is able to produce standard products which are of a consistently high quality. The unit also remains flexible and has the capability to assess less mainstream or thematic issues and provide relevant data upon which operational decisions can be made.

The POR programme has been redesigned, with the new monthly POR format in operation since November 2006. The process is far more intrusive and supportive and ensures that BCU commanders, department heads and their management teams are all visibly held to account for performance, that barriers to success are identified and shared, and that best practice is disseminated throughout the force. The POR is also utilised as a tool to conduct the assessments of thematic issues.

The themes for each monthly POR are different and are identified after comprehensive analysis and comparison. The topics are agreed in advance, but data is not shared with BCU commanders or heads of department until the meeting takes place. Area commanders are only advised of data in advance of the meeting if the data used is unavailable to them.

Only the DCC has advance sight of the presentation, which is prepared by the O&D department. Details of all themes selected can be found in business information management packs and also from iQuanta data. The process is designed to ensure that managers continually scrutinise available performance data in order that they can make an appropriate operational response.

The process is now used to formally recognise good work and includes monthly performance awards being given for crime reduction, improvement in the detection rate, and progress towards reductions in anti-social behaviour. Additionally, quarterly performance awards are given for reductions in fear, increased public satisfaction in policing, increased public confidence, and progress in relation to improving the force's approach to race and diversity.

In order to show more visible support to BCU commanders and departmental heads in relation to achieving and sustaining performance, the chief officer team have developed a new inspection programme.

The O&D department includes the force inspectorate which is commissioned through the POR process to conduct BCU and departmental inspections. A new quarterly inspection process commenced in April 2007 and comprises three stages.

The first is a dip-test inspection process across three key areas of business on BCUs. This will be followed up by a performance managers' forum, at which the findings of the inspection are analysed and the reasons behind performance traits are identified, ensuring that any identified best practice is promulgated. Finally, the findings of the inspection and the performance managers' forum are presented to the force performance committee chaired by the DCC, where the themes for the next quarter will be set.

Established performance processes that support the new initiatives have continued within the force. They include regular BCU commanders' meetings; the development of a new balanced scorecard and layered performance information; and improved bi-weekly reporting data for the chief officer team, supplemented by a monthly strategic report which details force performance in relation to progress against the policing plan.

All available data is also considered in relation to corporate risk. The force has an updated strategic risk register within which both probability and impact are considered. The level of perceived risk is regularly documented and reviewed, and considered within both the tasking and policing plan development processes.

The force has included specialist departments within the POR process to ensure that all Kent Police departments are fully contributing to the Chief Constable's vision and related police targets. All HQ departments were subject to a POR during 2006/07, which resulted in each department having to respond to an action plan. In order to monitor progress, each department either has been, or is due to be, reviewed during 2007.

The force now ensures that all departments produce annual business plans, which correlate with force goals and the corporate service improvement plan.

In order to develop a wider understanding of how each individual can contribute to improving performance, the force was due to publish all BCU and departmental plans on the intranet. Each plan is supplemented by an action plan linking force priorities to local activity.

The force has sought to be more accountable to scrutiny by the KPA. There is improved and constructive engagement, lead members have been selected for various themes, and protocols designed to articulate how the force will be further held to account by the KPA have also been agreed.

The KPA has identified that members' awareness of BCU performance needs to be improved and has ensured that the KPA police performance committee now has much more comprehensive data (a performance pack) in relation to Kent Police's performance, allowing them to perform their governance role more efficiently.

The KPA has also aligned police performance committee members to each of the force's six BCUs and expects members both to liaise and work closely with their assigned local BCU commander. In order to develop this key relationship further, the force and the KPA have agreed that BCU commanders and KPA link members will (apart from any other meeting structure) meet formally once a quarter to discuss performance and other relevant issues.

Each BCU holds localised POR processes and the local KPA leads are encouraged to attend. These relationships are ensuring that the police authority gains a real understanding of the key policing issues within Kent and are developing a much improved scrutiny of efficiency, effectiveness and economic value. At a strategic level, the planning framework allows the force and police authority to resolve potential tensions between national and force priorities.

Since the appointment of the Chief Constable, there has been a demonstrable change in policing style to ensure a focus on customer service. As detailed in recent assessments, Kent Police has invested heavily in the concept of developing detailed survey data.

To this end, and after consultation and agreement with the Home Office, the comprehensive KCVS has operated since 2005. The survey builds on the existing BCS, but at a local level, and is starting to yield positive results. The force uses the findings to monitor service delivery.

Two full years of data have now been collected, allowing the force to benchmark public attitudes and assess whether there has been any move in public confidence. The data is now considered to be statistically significant and valid, and contributes fully to the establishment of policing plan targets.

The 2005/06 data has been quality-assured by the Home Office. The representative sample is significantly greater than the BCS, and the response rate has continued to rise. Data is now being used routinely throughout the force to measure perceptions, reassurance, confidence and community engagement.

The KCVS is an excellent vehicle to measure and monitor any shift in public attitudes over both the short and long term and is further enhanced when used with other data and the MOSAIC software mapping system (see Neighbourhood Policing).

The force tasking and co-ordination process is linked into business planning at both strategic and tactical levels. The force strategic tasking and co-ordination group is chaired by the Chief Constable and meets twice a year. It both considers and agrees the force's strategic assessment, sets the control strategy, sanctions the intelligence requirement and sets the prioritisation of resources.

Sitting below this strategic forum is the force tactical tasking and co-ordination group (FTTCG) which meets bi-weekly and is chaired by the DCC. This forum ensures that all the resources available to the force are optimised in addressing the issues set out in the control strategy and the objectives and targets contained within the policing plan.

The force has improved the POR process. The process is now chaired by the DCC and includes a clear role for the ACC (area operations). It has been developed into a much more intrusive and supportive process, during which BCU commanders and heads of department are questioned in depth in relation to any key performance issues identified within their commands.

The force has strengthened its approach to performance by ensuring that key staff (including BCU commanders and heads of department) attend regular performance committee meetings. These meetings focus on progress against the policing plan, strategic performance issues, debate innovation and knowledge capital. The performance committee receives quarterly updates on the BCU inspection process.

The performance framework is supported by comprehensive business information which includes:

- layered performance data;
- a balanced scorecard;
- policing performance assessment framework (PPAF) high-level comparisons;
- PPAF domain analysis;

- banding assessments;
- policing plan progress reports; and
- localised BCU and departmental informative data packs.

Kent Police, after wide consultation, has introduced the *Principles of Performance Management*, which is a ten-point mission statement that has been published throughout the force. The document sets out corporate principles, expectations of staff, and accountability of supervisors, managers and individuals, and also considers the behaviour and values the force expects from its employees.

The force has improved corporate business planning processes to support the improvement in performance systems. The O&D department expects each BCU and department to identify the primary drivers of business within their specific areas. There is an expectation that units will develop and publish annual BCU/departmental plans, which will include a delivery plan.

Each plan must include key objectives and key performance indicators integrating business themes, including diversity, estates, human resources, training and citizen focus. These documents are signed off by both the ACPO portfolio holder and the DCC. Progress is then reviewed quarterly by the relevant chief officer.

In order to assist in the completion of the plans, the O&D department provides guidance and facilitates workshops. Additionally, progress is monitored by planning committee members during two annual strategic reviews which are conducted during May and October.

To support the performance framework, the force has developed a performance intelligence cell, which provides good quality analytical products for the FTTCG process.

NIM processes have also been strengthened by redefining and restructuring the FTTCG, developing the strategic assessment and the control strategy, enlarging the attendance at key intelligence meetings to include additional key stakeholders, and ensuring that tactical assessments now include performance analysis. The resultant benefits of this process are that NIM also informs the selection and management of priorities within the policing plan.

Kent Police has introduced a corporate service improvement plan, which currently has an 18-month timeline. The purpose of the plan is to drive a process of continual improvement in the quality of the services that the force delivers and to improve the health of the organisation.

The document relies on the data supplied by recent HMIC inspections, statutory key performance indicators and the content of the PPAF.

The plan sets out the force's ambitions for service improvement, the action required to deliver those improvements, key milestones, named action owners at chief officer level, resource implications, review mechanisms and accountability regimes.

The plan has been widely communicated among managers and will be accessible on the force intranet. The plan has been shared with the KPA to inform the three-year plan and associated budget setting. The plan provides the focus for the annual business planning process and is to be discussed each year at the yearly 100 senior managers' forum, known as the Big Conversation.

Notwithstanding PDR buy-in issues, reality checks with staff revealed that the objectives of the recently strengthened performance regime were filtering down to front-end practitioners.

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Many junior officers felt that their supervisors were much more performance-focused, which gave clarity in relation to which areas of policing required priority attention. Interestingly, BCU commanders and heads of department felt that the new processes were fair and that, although challenging, the POR process had the right balance of support from the chief officer team.

The force has a resource allocation model designed by KPMG, which uses multiple data sources in order to increase sensitivity and reliability according to subtle differences at area level. The complex data, extracted from a 12-month period, included incidents attended, time spent dealing with incidents, other policing requirements (such as preparation of files), mix of crimes, numbers and pattern of incidents and crimes. The resource allocation model also takes into account data from the staff activity survey and Integrated Support and Intelligence System, such as abstractions for annual leave, training courses and sickness. It then produces optimum resource levels based on these factors. Notwithstanding the application of the model, there remains a perception amongst some staff that resources have not been allocated in a way that will improve performance.

Work in progress

Much work has been done recently by Kent Police to improve the skill levels of its relatively inexperienced and young workforce. The force is delivering level 1 and 2 professionalising the investigative process training to BCU staff, which includes attachments to area specialist units and ensuring that assessors are also identified, recruited and appropriately trained.

The KCVS continues to develop, with the introduction of an independent public confidence survey, which has run alongside the KCVS, testing its validity and verifying the reliability of the data and further opportunities to improve the product. In addition, a supplementary KCVS has targeted a larger sample of minority ethnic residents, in order to improve the force's knowledge of the views of diverse communities in Kent. Further and continued development of the KCVS will include additional questions on community engagement and Neighbourhood Policing, and a feasibility study concerning the inclusion of the 'youth' perspective within Kent (under-18s) on crime-related matters.

The force has introduced the Kent Police and KPA citizens' panel, which is a group of 650 residents from across the county. The panel enables residents in Kent to express their feelings, views and experiences of policing. Panel members have been asked to contribute on a number of important policing issues, including Neighbourhood Policing, fear of crime, customer service and confidence in the police. The panel continues to grow as a result of positive recruitment efforts.

The strategic research and development department is working with BCUs, the force diversity manager and police community liaison officers to increase numbers of minority ethnic groups and young people on the panel.

Following the establishment of the citizens' panel, the force launched a youth panel in 2007. This consists of 50 young people aged 11–16 from across the county who talk to Kent Police about a number of policing issues such as local crime and policing methods.

The force is currently reviewing its PDR processes. The review programme is seeking to improve the quality of PDRs by showing a clear linkage between individual and BCU/department/force objectives. The force is developing e-PDRs to enable greater analysis of process, including an ability to remotely and quickly assess team skills, conduct profile analysis and make informed comparisons.

The force has used activity-based costing in a limited way and is willing to use it where appropriate, particularly as models of good practice develop elsewhere within the service.

Areas for improvement

The force needs to consider how it can improve the relevance of the PDR process to ensure that all staff PDRs are not only specifically linked to policing plan priorities, but also tailored to individual areas of responsibility. The force should also consider whether all PDRs should include relevant and appropriate performance targets.

Reality checking with staff across various business groups revealed a frustration that there was no real forum in existence to get a good idea considered by senior management. It is, however, the case that the force has had a suggestion scheme in place since October 2006 which is open to all officers and staff, linked to an annual award with a monetary value up to £5,000 for the best suggestion received.

Developing Practice

INSPECTION AREA: Performance management

TITLE: Performance review and self-inspection

PROBLEM:

The need for an all-encompassing, comprehensive and joined-up regime of review and self-inspection capable of identifying areas for improvement and strengths across all aspects of the organisation.

SOLUTION:

Over the last year, a series of interlinked inspection processes have been developed across the entire spectrum of organisational business. Based on a corporate model and reporting to the DCC, these enable the identification and monitoring of areas for improvement, along with the promulgation of best practice.

- A programme of PORs has been put in place across all BCUs and HQ directorates. Adopting both qualitative and quantitative methodologies, PORs address core themes relevant to the area inspected. The senior management team of the inspected area is present to answer questions and explain performance, while other stakeholders such as the KPA, the Crown Prosecution Service and district councils also attend. Each POR is followed by a six-month review that monitors progress.
- A compact POR process has been introduced which is attended by all BCU commanders, and department heads as appropriate, and chaired by the DCC. This forum, which examines the key performance risks for each BCU and focuses on particular aspects of performance for each, holds area commanders to account for their current performance, seeks solutions to current issues and highlights best practice in order to apply it more widely.
- A monthly BCU inspection comprises analysis of dip-tested documentation across all BCUs to identify potential vulnerabilities and areas for improvement across key themes and to close any gaps. While the themes change to reflect key business needs (currently including custody records, stop and search/account records and victim code compliance), there is also a degree of continuity in order to monitor force and BCU progress over time. The findings are reported to performance managers, with quarterly analysis reported to the force performance committee.
- Thematic inspections are also carried out on behalf of ACPO sponsors to cover any gaps or emerging issues. During the current financial year, these have included reports on disproportionality and the criteria for recording harassment offences.
- A separate strand of the inspection process comprises post-implementation reviews of significant projects. Carried out on behalf of the KPA across all business areas, these evaluate projects according to their business case and the delivery of benefits, while also identifying points of learning.

The findings from each inspection process are considered when setting criteria for further inspections, ensuring a complete feedback loop.

OUTCOME(S):

- The integration of self-inspection processes within all aspects of organisational business – both within BCUs and HQ departments.
- Self-inspection being seen as ‘business as usual’ rather than as a separate entity, with the flexibility to respond to changing issues.
- Improved performance management through the dissemination of results from self-inspection processes at a variety of force and police authority forums and committees.
- Greater dissemination and sharing of best practice through a variety of different inspection and performance forums.
- Enhanced scrutiny of BCUs across a broader range of themes based on intensive and probing research incorporating both quantitative and qualitative assessment.
- Greater accountability of area commanders and department heads through POR and compact POR processes.
- Ongoing and continued development of inspection processes:
 - A new performance managers’ forum promulgating organisational learning is planned.
 - The current inspections will be enhanced with individual ownership of the inspection process on local areas.

FORCE CONTACT: Dr Vicki Harrington (Business Improvement Review Manager) – 01622 652060

INSPECTION AREA: Performance management

TITLE: The Kent Crime and Victimisation Survey

PROBLEM:

- BCS data are only available at force level and fails to provide diagnostic analysis in support of processes to manage performance and drive improvement.
- The methodology for measuring public service agreement (PSA)¹ performance in Kent was flawed and did not reflect the public’s experience of victimisation in Kent and Medway.
- Kent survey data was previously based on a postal survey with low response rates and reduced representativeness.

SOLUTION:

The force began the KCVS in November 2005. It has a sample of 4,000 respondents – four times that of the Kent BCS sample, with a corresponding reduced margin of error, thereby providing greater data accuracy. Results are monitored quarterly, which allows rolling-year data to be reported.

The KCVS is based on a random probability sample of Kent and Medway residents. This means that everyone has an equal chance of being selected for inclusion in the survey, ensuring that the data is truly representative, and the survey thus provides an accurate and reliable method for measuring and managing performance.

The telephone survey methodology, the questionnaire and data the KCVS provides are robust and high quality. Each aspect has been quality-assured by the Home Office and the force continues to provide data at regular intervals to the Home Office for ongoing monitoring purposes.

Data is collected throughout the year by the force's in-house research bureau which has ten years' experience of survey work. Collecting survey data in-house ensures immediate access to the data, ongoing quality assurance and the ability to respond immediately to any issues that might arise.

Data is analysed in-house by the force's strategic research and development unit which provides a complete analytical and research function across all force business. Regular reports and updates are provided and, in addition, analysis can be tailored to specific requirements with the flexibility to respond to key questions and issues.

Data from the KCVS is used by a variety of partners and informs a range of performance management frameworks, including the Kent LAA, Medway LAA and local PSA2. The survey represents a good example of partnership working and benefits from funding from KCC.

OUTCOME(S):

- More accurate decision making based on valid and reliable measurement of crime reduction (PSA1) and perception-based measures.
- The views of the Kent and Medway public, including service users now contributes fully to performance improvement.
- Access to contemporary in-house data has increased responsiveness to changes in performance and in managing the 'here and now'.
- The identification of performance drivers and levers which enhance delivery of the citizen focus and promoting safety agendas.
- Data that informs the force's performance management framework rather than simply measuring performance levels.

- An evidence-based approach to performance management, allowing clear prioritisation through data analysis.
- Targeted improvement at BCU and CDRP levels and identification of best practice via increased data granularity.
- Integrated performance management through sharing of KCVS data with KCC, Medway Unitary Authority, district councils and the local criminal justice board.

FORCE CONTACT: Dr Vicki Harrington (Business Improvement Review Manager) – 01622 652060

INSPECTION AREA: Performance management

TITLE: Layered performance information

PROBLEM:

Current performance information contained in the monthly management summary pack was very detailed, which sometimes made it difficult to extract key force messages and hindered its routine use across the organisation.

In addition, different types of performance assessment information were held in a number of publications and locations. This made it more difficult to get a broad force overview from a range of data sources – both in terms of the type of performance assessment and the type of analysis (change over time in Kent and comparative data for peers and nationally).

SOLUTION:

Drawing together, rationalising and 'layering' the force's range of performance data was key to ensuring greater accessibility of data to staff at all levels and increasing its use and application.

The plethora of data that existed was arranged in a logical sequence, starting with a one-page, high-level overview of the health of the force across all business areas – a balanced scorecard (layer 1). Both the business areas for the scorecard (operational perspective, customer perspective, internal process perspective, financial perspective, risk perspective, human resource perspective) and the measures for each were agreed following force and police authority consultation. Measures included those from a range of performance frameworks.

Layers 2 and 3 focus on comparative performance within the force's peer group and nationally: the first layer consists of MSF spidergrams for PPAF domains; and the second consists of comparative performance tables against PPAF statutory performance indicators

for each domain. Both layers are easy to interpret and have good visual impact.

Layer 4 is an assessment against policing plan objectives and targets. Based on a 'traffic light' system, it too is easy to interpret and highly visual.

Layer 5, the monthly management summary pack, has increased levels of detail including BCU and CDRP performance and provides a comprehensive performance summary. It reports performance against a range of targets, statutory performance indicators, public consultation exercises and PSAs. Key management information is also provided. The emphasis is on performance over time, although comparative data is included where applicable. The final layer (layer 6) is the business information unit's website.

Layered performance information will be updated quarterly and be available on the force intranet.

OUTCOMES:

- A highly visual, easily digestible, and 'accessible to all' assessment of the health of the force across six key business areas via a force-level balanced scorecard.
- Easier interpretation of performance data and greater 'buy in' from staff through hierarchical layers of performance information. The reader is not swamped by the detail but can access this detail should they wish to.
- Rationalised performance management systems consolidated from a range of frameworks: policing plan, PPAF, LAAs and PSAs (national and local).
- Greater emphasis on comparative performance through separate comparative assessment layers at both MSF and national levels.
- Increased accessibility to all performance data as it is sited in one place and available electronically.
- The KPA has increased accessibility to a broader range of performance data.

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Protecting Vulnerable People – Overview

National contextual factors

The assessment framework for Protecting Vulnerable People was first developed in 2006 as part of HMIC's baseline assessment programme. It replaced two existing frameworks – Reducing/Investigating Hate Crime and Crimes against Vulnerable Victims – which focussed on hate crimes (predominantly racially motivated), domestic violence and child protection. Following consultation with practitioners and ACPO leads, a single framework was introduced with four components – domestic violence, the investigation and prevention of child abuse, the management of sex and dangerous offenders, and vulnerable missing persons. Although the four areas are discrete, they are also linked and share a common theme – they deal with vulnerable victims where there is a high risk that an incident can quickly become critical, and where a poor police response is both life-threatening and poses severe reputational risks for the force.

This year's inspection has been carried out using similar assessment standards as those in 2006. These highlight the importance of leadership and accountability; policy implementation; information management; staffing, workload and supervision; performance monitoring and management; training; the management of risk; and partnership working.

The work carried out by forces to protect the public, particularly those most vulnerable to risk of serious harm, is complex and challenging. No single agency, including the police, has the capacity to deliver the required response on its own. Success is therefore, dependent on effective multi-agency working and there are a number of established partnerships, involving a wide range of services and professionals, aimed at ensuring that an integrated approach is adopted to protecting those most vulnerable to risk of serious harm.

Contextual factors overview

Kent Police has recently moved from nine BCUs to six, and at the same time has restructured their response to the protection of vulnerable people. Each BCU now has a public protection unit (PPU) which includes portfolio responsibility for investigations into child abuse, domestic abuse, adult abuse and MAPPA issues.

Although each BCU has a dedicated missing persons investigator, they sit outside the BCU PPU structure and are managed by the BCU chief of staff.

The PPUs and missing persons investigators are supported by a chief officer lead and co-ordinated by a headquarters public protection unit (HQ-PPU), which is led by a dedicated detective superintendent 'head of profession'.

The HQ-PPU is staffed by experienced officers who give a strong strategic lead and a degree of co-ordination, and provide advice and training for PPU practitioners.

The unit comprises a detective superintendent (head of profession) supported by a dedicated detective chief inspector deputy. The head of profession reports to corporate and strategic internal and external boards and is line-managed by the chief officer lead.

The unit has a case review section, a proactive public protection crime unit, MAPPA co-ordinators, intelligence analysts and individual specialist officers supervised by two detective sergeants.

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Since 1 July 2007, the HQ-PPU has embarked upon a quarterly audit, review and inspection programme which measures PPU performance.

In June 2006, the public protection board was introduced, chaired by the ACC (specialist operations), which develops and co-ordinates force activity in relation to the 'basket of risk' generated by eight identified vulnerable or dangerous person groups, including child abuse, domestic abuse, missing persons and MAPPA.

The board meets regularly and is well attended by internal stakeholders; additional sub-groups include key partners. Terms of reference for the board have been published and reviewed. All public protection disciplines now have clear lines of accountability and a chief officer champion.

In January 2007, a crime strategy was developed which included ACPO and National Centre for Policing Excellence (NCPE) guidance. This has brought a greater degree of clarity to the accountability framework, but further development is needed to ensure that BCU commanders and the head of profession for protecting vulnerable people are absolutely clear of their responsibilities.

Although the HQ-PPU is the professional lead for child abuse, domestic abuse, adult abuse, missing persons and MAPPA, force policy dictates that selection, tenure, working arrangements, staffing levels, abstraction policies and other line management arrangements are the responsibility of BCU commanders.

The accountability framework is blurred, as the head of profession can do no more than negotiate with and influence BCU senior management team members. It is, however, widely understood that the risk of failing to deliver effective public protection services rests with individual BCU commanders.

Around a fifth of Kent Police's reported violent crime is domestic abuse. As work continues to improve confidence in reporting incidents of domestic abuse, the force expects more of these crimes to be reported. The force is following the national domestic violence delivery plan and is training staff accordingly.

In 2007/08, Kent Police intends to work with partners such as the Kent and Medway domestic violence strategy group to pilot a specialist domestic violence court in Maidstone. The force also intends to develop the multi-agency risk assessment conference (MARAC), a process aimed at providing guidance to potential high-risk victims.

Strengths

The co-location of staff within many PPUs ensures effective links between staff dealing with closely related disciplines such as domestic abuse, child abuse and MAPPA.

The relationships enjoyed by Kent Police and partners across the various disciplines within the PPUs have enabled excellent partnership working at both local and strategic levels across Kent and Medway. The relationship between the force and key agencies is formalised by agreed protocols and memoranda of understanding that are subject to regular review.

Effective information-sharing protocols have been developed with partner agencies, covering issues including access to fast-time intelligence and handling of third-party disclosure. PPU staff are actively encouraged to challenge other agencies at joint partnership meetings if they identify any areas of professional concern.

Each BCU has recently produced a domestic abuse delivery plan which has been reviewed for effectiveness. The force has also developed a domestic abuse and repeat victim strategy. Last year's repeat victim target (33%) has been exceeded. This year's target has been reduced to 25%.

Work in progress

The recently appointed head of profession has recognised that protecting vulnerable people activity should sit within a performance framework. Through appropriate consultation and within a project framework, the force has developed a PPU audit and inspection framework.

Although too early to report effectiveness, the framework 'went live' on 1 July 2007. The force should, however, be given credit for the work that has gone into developing the process which involves the HQ-PPU visiting each BCU-PPU on a quarterly basis to analyse performance in relation to child abuse, domestic abuse, adult abuse and MAPPA issues. The audit and inspection regime is to be extended to include missing persons investigations from November 2007.

Areas for improvement

Having recently remodelled the force's public protection response, the force has (in many areas) brigaded specialist units into co-located PPUs at BCU level. The force has also invested in local missing persons officers; however, this function is performed elsewhere on a BCU (often under the line management of the chief of staff). The force should consider the possible benefits of realigning the missing persons role within the BCU-PPU structure.

Specialist staff are appropriately trained. There is, however, no formal costed training plan that clearly sets out any training needs analysis for staff performing PPU activities, or a specific training programme that ensures that practitioners have appropriate skills before taking on specialist roles. The force also needs to consider how it will deliver professional development and relevant refresher training.

Offenders who commit crimes investigated by PPUs pose a significant risk within communities. The current force policing plan, *Policing Kent 2007–10*, does not include reference to specific plans and strategies in place for responding to child abuse, MAPPA or missing persons.

The document does, however, include a sub-section in relation to domestic abuse under the title 'Building safer and more confident communities'. Kent Police needs to consider whether an effective response to these disciplines is a priority for the force and whether the degree of commitment should be reflected within future force policing plans.

Although individual role profiles are available for PPU practitioners, the force needs to develop a formal, documented accountability framework that clearly articulates the strategic and operational responsibilities, from practitioners through to the chief officer lead.

Protecting Vulnerable People – Child Abuse

| | |
|-------|------|
| GRADE | FAIR |
|-------|------|

National grade distribution

| Excellent | Good | Fair | Poor |
|-----------|------|------|------|
| 3 | 17 | 21 | 2 |

National contextual factors

The Children Act 2004 places a duty on the police to ‘safeguard and promote the welfare of children’; safeguarding children, therefore, is a fundamental part of the duties of all police officers. All police forces, however, also have specialist units which, although they vary in structure, size and remit, normally take primary responsibility for investigating child abuse cases. Officers in these units work closely with other agencies, particularly Social Services, to ensure that co-ordinated action is taken to protect specific children who are suffering, or who are at risk of suffering, significant harm. The Children Act 2004 also requires each local authority to establish a Local Safeguarding Children Board (LSCB). This is the key statutory mechanism for agreeing how the relevant organisations in each local area will co-operate to safeguard and promote the welfare of children in that locality, and for ensuring the effectiveness of what they do.

Membership of LSCBs includes representatives of the relevant local authority and its Board partners, notably the police, probation, youth offending teams, strategic health authorities and primary care trusts, NHS Trusts and NHS Foundation Trusts, the Connexions service, Children and Family Courts Advisory and Support Service, Secure Training Centres and prisons.

Contextual factors

See protecting vulnerable people overview above.

Strengths

A nominated chief officer lead has specific portfolio responsibility for the investigation of child abuse.

The co-location (and meeting structure) of child abuse investigators with other practitioners investigating domestic abuse and MAPPA ensure effective intelligence flow between the three disciplines.

The force recognises its obligation to take part in, and is an enthusiastic contributor to, local safeguarding children boards.

Child abuse investigators are engaged in partnership arrangements and contribute positively and appropriately to case conferences, strategy discussions and meetings, and meetings with social services.

October 2007

Job descriptions of child abuse investigators and supervisors are up to date, accurately reflect the role and are linked to the PDR process.

Child abuse investigators are either experienced detectives or are undertaking the Initial Crime Investigators' Development Programme.

The HQ-PPU has a dedicated child protection specialist role with responsibility for ensuring that up-to-date policy guidance exists that clearly sets out operational definitions and criteria for investigation, including the circumstances whereby joint enquiries with social services are appropriate. Policy is available both on the force intranet and within guidance manuals issued to practitioners.

Corporate IT systems are in place for the management of child abuse notifications, referrals and investigations through the GENESIS crime and intelligence system. This accounts for crimes, non-crime incidents (secondary investigations) and single agency referrals. In the case of single agency referrals, the system details the children, parents, perpetrators, witnesses, social workers and linked officers.

The system provides an effective tool for supervision of case progression. Standards have been set for inputting data and are consistent across the force. This is ensured through quarterly audits.

Policy and procedures in relation to the investigation of child abuse are consistent with the ACPO guidance on investigating child abuse and safeguarding children.

There is a significant evidence of awareness throughout Kent Police of the expectation of officers and police staff members when making contact with children at risk or in need. PPU specialists give appropriate input on the student officer course, and force control room staff are given regular refresher training during thematic training days.

The force PPUs currently have responsibility for child rape victim care, but not for adult rape victims. A recent rape investigation policy has been developed to address roles and responsibilities when conducting rape investigations

The force has effective IT based recording systems and officers attending calls are notified of any premises or individual that has a connection with a child abuse investigation. Third-party referrals (often from social services) are considered within family files which are also flagged on the force IT systems.

Due to the co-location of child abuse investigators within PPUs, there is effective communication with practitioners engaged in domestic abuse investigation and MAPPA.

Work in progress

The force is developing a new audit and inspection regime which should ensure that first- and second-line supervision is properly evaluated and that policy is being applied consistently across the force.

Areas for improvement

There is a sufficient number of dedicated child abuse investigators within the force to respond to current workloads. There is, however, limited evidence of effective supervision. Staffing levels of PPUs are the responsibility of BCU commanders. The force needs to develop formal force-wide guidance that considers both acceptable workloads and resilience. Such a document should also define accountability and consider the ratio of supervisors within PPUs.

The majority of child abuse investigators are appropriately trained (including Achieving Best Evidence) and engage in joint training under local area child protection committee arrangements. However, there is no formal costed training plan that clearly sets out any training needs analysis for staff performing the role, or a specific training programme ensuring that staff have the appropriate skills before taking on this specialist role. The force also needs to consider how it will deliver structured mentoring for new staff, professional development and relevant refresher training.

Due to a wide variance in working practices within each BCU, investigators serving within PPUs operate under different conditions. It is not uncommon within the force for child abuse investigators to be abstracted to cover general criminal investigation department duties, especially at weekends. The force needs to consider whether these abstractions are appropriate and establish to what degree such abstractions impact on PPU performance.

Child abuse investigation requires technical expertise, an ability to assess risk, and considerable consideration of both investigative and preventative strategies. Key to this process is the effective monitoring of case progression by supervisors. There is currently little evidence of auditable effective supervision of child abuse enquiries.

There is often a correlation between children going missing and abuse. Although both functions are considered together at a strategic level, the force needs to consider how practitioners can share intelligence relating to children of concern at a more tactical level.

Due to the structure of PPUs, there is limited opportunity for child abuse practitioners across the force to meet and share problems and best practice or to discuss any innovative ideas. The force should consider how it can harness the creativity of staff and ensure that they are consulted in relation to performance improvement.

RECOMMENDATION 5

That the force develops a standardised model for the investigation of child abuse throughout the force together with a rationale for staffing levels and supervisory levels.

RECOMMENDATION 6

That the force sets clear expectations in regard to the documented supervision of child abuse case files, supporting existing supervisors through training where necessary.

October 2007

Protecting Vulnerable People – Domestic Violence

| | |
|-------|------|
| GRADE | FAIR |
|-------|------|

National grade distribution

| Excellent | Good | Fair | Poor |
|-----------|------|------|------|
| 1 | 13 | 27 | 2 |

National contextual factors

There is no statutory or common law offence as such of ‘domestic violence’; the term is generally used to cover a range of abusive behaviour, not all of which is criminal. The definition of domestic violence adopted by ACPO does, however, take account of the full range of abusive behaviour as well as the different circumstances in which it can occur:

‘any incident of threatening behaviour, violence or abuse (psychological, physical, sexual, financial or emotional) between adults, aged 18 and over, who are or have been intimate partners or family members, regardless of gender or sexuality’.

As with the investigation of child abuse, responding to and investigating domestic violence is the responsibility of all police officers. Again, however, forces have dedicated staff within this area of work, although their roles vary. In some forces staff undertake a support/liaison role, generally acting as a single point of contact for victims and signposting and liaising with other agencies and support services; in others, staff have responsibility for carrying out investigations.

Irrespective of who carries out the investigation in domestic violence cases, an integral part of every stage is the identification of risk factors, followed by more detailed risk assessment and management. In 2004, HMIC, together with HMCPSI, published a joint thematic inspection report on the investigation and prosecution of domestic violence. At that time, risk identification, assessment and management were in the early stages of development throughout the service. Since then, there has been considerable progress in developing formal risk identification and assessment processes and - in a number of forces - the implementation of multi-agency risk assessment conferences (MARACs). Other improvements include the introduction of specialist domestic violence courts and the strengthening of joint working arrangements.

Contextual factors

See protecting vulnerable people overview above.

Strengths

Kent Police’s response to victims of domestic abuse is specifically mentioned within the force’s policing and best value plan 2007–10. The force demonstrates a strong interest in developing effective collaborative working with partner agencies. The domestic abuse discipline has a named chief officer lead who is supported by an enthusiastic and capable head of profession.

Kent Police takes an active part in multi-agency forums at both local and strategic levels. The force has a particularly good working relationship with Kent social services.

October 2007

All BCUs within Kent have identified their top repeat victims and have introduced risk assessments and safety planning as per the published domestic violence strategy.

The HQ-PPU has delivered joint police and Crown Prosecution Service training, which has helped to develop improved working relationships (especially communication with specialist domestic violence specialist lawyers).

Kent's first specialist domestic violence court is now operational at Maidstone Magistrates' Court. An independent domestic violence adviser (funded by the multi-agency group) has been employed within Her Majesty's Courts Service to provide support to victims proceeding through the judicial process.

MARACs take place at Maidstone on a four-weekly basis, or as necessary to meet need between regular meetings. Partners fully participate in these arrangements. MARAC processes are to be progressed across the force area. At present, each of the other five BCUs runs a vulnerable persons tasking and co-ordination group meeting process, which includes partners, when the need is identified. While not yet meeting the model for a MARAC, the regular process fulfils a broadly similar purpose and will provide a useful platform on which to build a standard model.

The SPECCS + model of domestic abuse risk assessment is used within Kent Police. The initial investigating officer is responsible for completing a risk identification and, together with supervision, for ensuring that any immediate risks have been mitigated through an immediate safety plan. A prompt sheet is available to assist in this process.

Subsequently, the officer must transfer the information from pocket book to the GENESIS crime and intelligence system as either a crime or secondary (non-crime) incident. The risk assessment part of the report will be downloaded by a domestic abuse specialist within 24 hours of the incident. The responsibility of the domestic abuse specialist is to risk-assess the domestic abuse incident as low, medium or high. The domestic abuse officer in the case of a high-risk victim will have to carry out a further risk assessment (face to face) and formulate an intervention plan. The final risk assessment – low, medium or high – will be agreed with the officer's sergeant or, in the case of a high risk, inspector. An intervention plan will be created and actioned at that point.

The force has been working with Rethink (a leading national mental health membership charity, which works to help those affected by severe mental illness to recover a better quality of life) to understand how domestic abuse affects South Asian women in North Kent. Through effective lobbying, the force has secured funding for a trained and accredited language counsellor in North Kent to support vulnerable women.

There is significant evidence of awareness throughout Kent Police of the expectation of officers and police staff members when dealing with domestic abuse cases. PPU specialists give appropriate input on the student officer course, and force control room staff are given regular refresher training during thematic training days. There is also a degree of formal training for staff within other specialist departments, but this is unco-ordinated.

Job descriptions for domestic abuse investigators are specific to the role and are related to bespoke PDR objectives.

Clear policy detailing the expected quality of first response and evidence gathering was published and publicised in 2005. This is supported by form 3364A, providing guidance to first responders together with the risk assessment aide-memoire. Operational and strategic lines of accountability are indicated within the policy; however, the accountability framework could potentially be clarified further through to chief officer lead.

October 2007

The force is able to flag on its STORM and GENESIS IT systems both individuals and premises that have domestic abuse or child abuse antecedents. The system ensures that attending officers are aware of any case history and can take appropriate action, with relevant advice and support from protecting vulnerable people specialists (if on duty). There are very clear procedures followed by reporting officers in relation to the notification of any child living in a household where domestic abuse is thought to be taking place.

FCC operators have drop-down menus to assist them when receiving calls from domestic abuse victims or witnesses. All domestic abuse incidents are immediately referred to an FCC supervisor. All domestic abuse incidents are logged via the FCC or by PPU domestic abuse officers onto the force's STORM and GENESIS IT systems. Case progression is monitored on GENESIS. All related intelligence is available to officers attending incidents.

Force domestic abuse policy has been developed, is formally reviewed and is published via the force intranet.

Work in progress

The force has developed a new audit and inspection regime (1 July 2007) which should ensure that both first- and second-line supervision are properly evaluated, and that policy is being applied consistently across the force. The new structure will deliver appropriate management information for use by the HQ-PPU, designed to both evaluate and measure force performance in relation to domestic abuse.

Areas for improvement

Although staff engaged in domestic abuse investigation do receive appropriate training over time, the force needs to introduce a more planned approach to initial and refresher training for specialist and non-specialist staff, including both Neighbourhood Policing and core response teams.

Most supervision is conducted through informal day-to-day contact. The force needs to develop a much more intrusive system which will formally hold people to account.

The responsibility for staffing BCU-PPUs rests with BCU commanders. There is no corporate rationale for staffing levels that considers both the roles and responsibilities of specialist domestic abuse officers against either current or predicted workload.

In evidence of this, Medway, North Kent and, most recently, West Kent have moved to models employing investigators and domestic abuse specialists together, while on the remaining three BCUs investigation of domestic abuse cases is carried out by crime group staff in competition with other crime allegations.

This situation is exacerbated by a range of abstraction policies (again, dependent on local BCU policy). The force needs to review its specialist response to domestic abuse and consider whether a more corporate approach would improve the force-wide service to domestic abuse victims.

Although staff working within PPUs are trained to assess the potential risk posed by perpetrators of domestic abuse, due to non-aligned shift patterns and other resilience issues, it can (in a number of cases) take a considerable time before a formal risk assessment is conducted. The force needs to process-map its decision-making processes and consider how it can deliver a more consistent and timely formal domestic abuse risk assessment.

RECOMMENDATION 7

That the force develops a standardised model for the investigation of domestic abuse throughout the force, including the use of dedicated investigators and a rationale for staffing and supervisory levels.

Protecting Vulnerable People – Public Protection

| | |
|-------|------|
| GRADE | FAIR |
|-------|------|

National grade distribution

| Excellent | Good | Fair | Poor |
|-----------|------|------|------|
| 2 | 16 | 23 | 2 |

National contextual factors

The Criminal Justice and Courts Services Act 2000 led to the formation of the Multi-Agency Public Protection Arrangements, commonly known as MAPPA, requiring the police and probation services to work together as the Responsible Authority in each area of England and Wales to establish and review the arrangements for the assessment and management of sexual and violent offenders. Subsequent legislation brought the Prison Service into the Responsible Authority arrangements and also requires a range of social care agencies to co-operate with the Responsible Authority in the delivery of the assessment and management of risk in this area. These agencies include health, housing, education, social services, youth offending teams, Jobcentre Plus, and electronic monitoring services.

Under MAPPA, there are three categories of offender who are considered to pose a risk of serious harm:

Category 1 – Registered Sex Offenders (RSOs)

Category 2 – violent and other sex offenders

Category 3 – other offenders (with convictions that indicate they are capable of causing, and pose a risk of, serious harm).

To be managed under MAPPA, offenders must have received a conviction or caution. However, there are some people who have not been convicted or cautioned for any offence, and thus fall outside these categories, but whose behaviour nonetheless gives reasonable ground for believing a present likelihood of them committing an offence that will cause serious harm. These people are termed Potentially Dangerous Persons (PDPs).

Following risk assessment, risk management involves the use of strategies by various agencies to reduce the risk, at three levels:

- Level 1 offenders can be managed by one agency;
- Level 2 offenders require the active involvement of more than one agency;
- Level 3 offenders – the ‘critical few’ – are generally deemed to pose a high or very high risk and are managed by a multi-agency public protection panel (MAPPP).

In 2003, the Home Secretary issued MAPPA guidance to consolidate what has already been achieved since the introduction of the MAPPA in 2001 and to address a need for greater consistency in MAPPA practice. The guidance outlines four considerations that are key to the delivery of effective public protection.

- defensible decisions;
- rigorous risk assessment;
- the delivery of risk management plans which match the identified public protection need; and,
- the evaluation of performance to improve delivery.

Contextual factors

See protecting vulnerable people overview above.

Strengths

The force has a nominated chief officer lead for public protection issues who chairs the force public protection board.

Kent Police has well-developed policies in relation to vetting, ensuring that those who have responsibilities under MAPPAs have appropriate clearance, especially in relation to access to the Violent and Sex Offenders Register (ViSOR).

Kent Probation Service has appointed a senior probation officer dedicated to MAPPAs. Together with the HQ-PPU detective chief inspector and the dedicated ViSOR officer, the post holder reviews MAPPAs subject data to ensure that the risk is being considered at the right level and is subject to appropriate review. Terms of reference have been devised and are in use.

The BCU-based PPUs have specialist staff at a local level who are able to both deal with, and give advice in relation to, MAPPAs, domestic violence and child abuse. Although missing persons are not aligned at BCU level (see Areas for improvement for Missing Persons), the remaining units are coterminous and are supported and co-ordinated by the HQ-PPU.

The BCU-based PPUs within Kent are aligned to force NIM processes and, when necessary, submit intelligence requirements in relation to targeted suspects. The BCU and force briefing system is also utilised to brief staff on the possible danger posed by individual high-risk MAPPAs subjects. BCU-PPU practitioners have access to BCU tasking and co-ordination group processes.

Kent Police has a clearly defined structure for the audit and supervision of level 1, 2 and 3 MAPPAs meetings. The PPU detective inspectors within each of the BCU-PPUs have regular meetings to consider the level 1 and 2 low and medium-risk cases, which are mirrored at the HQ-PPU in relation to level 3 high-risk cases.

The force has taken the step of utilising the ViSOR database to record details of any individual assessed as potentially dangerous and yet falling outside MAPPAs. Once recorded on the system, these individuals are considered as an adjunct to the formal MAPPAs meeting process. Initial assessments in regard to these persons are usually made by the police and the probation service, with ratification of the assessment taking place with partners at level 2 or 3 meetings as appropriate.

Where a number of risk assessment models have been used to define the risk posed by an individual, the agreed process is that the subject will be managed at the highest risk level indicated.

October 2007

The force has invested in two dedicated MAPPAs co-ordinators and a public protection officer who work from the HQ-PPU. They both monitor and co-ordinate police involvement in MAPPAs throughout the force. This role will be enhanced by the development of the new audit and inspection process detailed above.

Kent Police has appointed a dedicated ViSOR supervisor who is also part of the HQ-PPU team. The post holder is supported by the MAPPAs co-ordinators and ensures that ViSOR is being used corporately and consistently throughout the force. The current post holder regularly visits ViSOR practitioners within the force to ensure that inputting standards are maintained.

Job descriptions for those involved in ViSOR are specific to the roles performed and are linked to PDR objectives. The force has a good rate of PDR completion for staff engaged in public protection activity.

The force has a dedicated Risk Matrix 2000 trainer and all public protection staff are trained in the use of Risk Matrix 2000 and ViSOR.

The force's IT system (STORM) has a capacity for officers engaged in public protection activity to 'tag' individuals or premises and attach additional information. The system is both used and seen to be effective, enabling PPU specialists to flag individuals of concern and to gain intelligence in relation to MAPPAs subjects who come to the attention of police.

The multi-agency partnership arrangements within Kent are very strong. The formal MAPPAs meetings are supported by partners who are willing to engage and are empowered to deploy resources. Risk assessments are made using recognised diagnostic tools, and risk is appropriately and regularly reviewed. The HQ-PPU representative is a member of the force level 2 tasking and co-ordination group and is able to bid for specialist police support both during the meeting and informally at any other time in proportion to any perceived escalation of risk.

Current policy and guidance that reflects current published best practice is kept up to date by the MAPPAs specialists within the HQ-PPU. It is available to all Kent Police staff via the force's intranet.

The health and safety and welfare of staff engaged in MAPPAs have been considered by the force. There are clear instructions in relation to how visits should be carried out. There is also a mandatory requirement for staff engaged in this specialist role to consult with occupational welfare on a regular basis.

Work in progress

The force has an excellent relationship with partner agencies in respect of public protection. Kent Police has a MAPPAs business plan agreed and approved by the Ministry of Justice, and managed locally under the strategic management board. A joint inspection of level 2 MAPPAs (police and probation) commenced in July 2007 and is anticipated to report to the strategic management board at the end of October 2007.

Internally, the force has developed a new audit and inspection regime (1 July 2007) which should ensure that both first- and second-line supervision is properly evaluated, and that policy is being applied consistently across the force. The new structure will deliver appropriate management information for use by the HQ-PPU, designed to both evaluate and measure force performance in relation to MAPPAs.

Areas for improvement

The force needs to make it absolutely explicit who is responsible for PPU performance at

BCU level. BCU commanders feel that they are responsible, but they have little command-contact with practitioners, who seek advice, direction and support from the HQ-PPU.

One direct consequence of the division between policy and strategy at the HQ-PPU and accountability at BCU level, in the absence of the now implemented central performance and audit function, has been the emergence of very different workloads between units, even on neighbouring BCUs. In one case identified, as a result of sickness and staff moves, the PPU officer in question was responsible for over 200 subjects.

If the current structure is to remain, the force needs to publish a written accountability framework that clearly lists strategic and operational responsibilities, from practitioners to the chief officer lead.

Kent Police needs to instigate regular vetting reviews, in order to ensure that the vetting status of those with MAPPA responsibilities remains contemporary.

Notwithstanding that the training for staff involved in MAPPA is of a good standard, the force needs to improve the induction process to try and ensure that practitioners and supervisors have the required skills before, or very soon after, taking up appointment. A costed training plan also needs to be developed that addresses the need for regular refresher training to ensure that specialist skills remain contemporary.

The force needs to do more to ensure a wider coverage of knowledge within the force of MAPPA.

Although it is apparent that there is active and supportive supervision taking place within the public protection discipline, a search of ViSOR and detailed assessment of other records show little evidence of documented supervisory decision making. The force needs to ensure that there is a clear documented audit of when any supervisory review has taken place, including decisions made and advice or directions given.

There is currently a disproportional expectation of staff in different BCUs in relation to the numbers of MAPPA-related subjects they are expected to manage. The force needs to review whether the numbers of staff engaged in MAPPA at BCU level are of a sufficient number to be effective, and at the same time ensure that the review reconsiders resilience, abstraction policies and appropriate supervisory levels.

RECOMMENDATION 8

That the force publishes a written accountability framework for public protection and ensures that responsibility for performance at basic command unit level is explicitly addressed.

RECOMMENDATION 9

That the force addresses the significant disparity of workloads between differing basic command units' public protection (Violent and Sex Offenders Register) units and develops a standardised model for staffing, with consideration of the number and risk level of subjects.

RECOMMENDATION 10

That the force sets clear expectations in regard to the auditable supervision of the Violent and Sex Offenders Register and other associated records, supporting existing supervisors through training where necessary.

Protecting Vulnerable People – Missing Persons

| | |
|-------|------|
| GRADE | GOOD |
|-------|------|

National grade distribution

| Excellent | Good | Fair | Poor |
|-----------|------|------|------|
| 1 | 21 | 21 | 0 |

National contextual factors

Each year, thousands of people are reported to police as missing. Many have done so voluntarily and are safe from harm, whether or not they return home. But a number are vulnerable, because of age or health concerns, and the police service has developed well-honed systems to respond swiftly and effectively to such cases. For obvious reasons, missing children arouse particular concern, and many forces deploy 'Child Rescue Alert' to engage the media in publicising such cases. Key good practice in this framework are early recognition of critical incident potential, effective supervision of enquiries, the use of NIM problem profiles and other intelligence techniques to analyse repeat locations (eg, children's homes), and the use of an IT-based investigation tracking system such as COMPACT.

Contextual factors

See protecting vulnerable people overview above.

Strengths

The force has a nominated chief officer lead for missing persons who chairs the force public protection board.

Kent Police has recently made a considerable investment in developing formal arrangements to consider the force's response to missing persons. In January 2007, it held the first formal missing persons steering group, which has clear terms of reference and is attended by specialist representatives from the force's six BCUs. During subsequent meetings the attendees have:

- acted in an advisory capacity for all issues relevant to the development of policy, practices and protocols for missing persons;
- reported to the force public protection board on all matters appertaining to missing persons;
- maintained an overview of local issues affecting overall performance and national publications (eg ACPO and NCPE); and
- developed and shared emerging good practice.

Although the consideration of missing persons data should be much improved with the introduction of the new audit and inspection regime, it is evident that the force successfully

analyses and interprets currently available data during case reviews to inform both preventative and reduction activity.

The force has excellent partnership multi-agency arrangements in relation to missing persons (notably with Kent's councils, social services and voluntary groups) and has developed a number of agreed multi-agency protocols designed to prevent and reduce instances of persons being reported as missing. Two recent examples are:

1. an agreed protocol with Kent and Medway NHS Partnership Trust in relation to dealing with patients who go missing or abscond from in-patient units; and
2. a joint protocol between Kent Police and KCC and Medway Council in relation to children missing from foster and residential care and from home.

Both initiatives have led to a substantial reduction in missing persons reports.

The force's response to missing persons has recently been subject to a review by the force inspectorate as part of the BCU local inspection process, with identified training needs being fed back to the head of profession.

The force-wide electronic management missing persons system has now been in place for nearly a year. It has been incrementally enhanced and now facilitates the effective and efficient day-to-day management of missing persons (see Areas for improvement re integration with STORM and GENESIS below). Individual responsibility and audit functions have been incorporated into the system.

The force has recently developed and published (on the intranet) a missing persons strategy which includes clear direction for those involved in the initial receipt, investigation, supervision or review of missing persons. The document includes a written accountability framework and has clearly defined criteria for the assessment of risk (including formal review processes) in relation to responding to reports of missing persons.

Kent Police has ensured that all members of staff working within the FCC are given appropriate (and refresher) training in relation to the initial response to missing persons. Each operator is assisted by a drop-down menu which ensures that appropriate questions to assist in risk evaluation are asked at the time of first reporting.

FCC and core response team supervisors have to review and document all actions taken by reporting officers and are expected to formally document their risk grading rationale. Missing persons details are recorded on the force's IT (STORM) system, which is subject to a mandatory regular review by the duty inspector and the BCU commander's chief of staff.

The force has invested in a specialist missing persons adviser who works with the HQ-PPU; the post holder provides training and currently performs an audit and review role. The HQ-PPU also hosts the force's serious case review unit which is also tasked to review the conduct of high-risk missing persons investigations. Inter-agency responses have been developed and evaluated to determine 'what works'.

At any time (dependent on risk assessment) the matter can be passed to either the BCU crime manager or the on-call major crime senior investigating officer for enhanced investigation.

Notwithstanding differing working practices within each of the force's BCUs, missing persons have been integrated into BCU NIM processes. The chief of staff function ensures that BCU command teams are cognisant of missing persons cases that may require senior management intervention.

Work in progress

The force has developed a new audit and inspection regime (1 July 2007) which should ensure that both first- and second-line supervision is properly evaluated, and that policy is being applied consistently across the force. The new structure will deliver appropriate management information for use by the HQ-PPU, designed to both evaluate and measure force performance in relation to missing persons.

Areas for improvement

The dedicated missing persons officers located on each BCU work under the line management of the BCU commander's chief of staff and are not aligned to the PPU. There is, however, a force-wide dedicated missing persons specialist who sits within the HQ-PPU, and the head of profession for missing persons is the HQ-PPU detective superintendent. In view of the strong links between child abuse, domestic violence, MAPPA and missing persons, Kent Police needs to consider whether a realignment of the missing persons function to PPU line management would reduce risk in relation to the prevention, reduction and investigation of missing persons.

The missing persons database needs to be fully integrated into the force's command and control (STORM) and intelligence (GENESIS) databases.

The missing persons steering group is an excellent forum to progress the force response to persons reported missing. The force should consider widening its membership to external key partners in order that multi-agency strategies can be formally developed with joint targets and objectives.

Developing Practice

INSPECTION AREA: Protecting vulnerable people – public protection

TITLE: Realising the potential of ViSOR

PROBLEM:

ViSOR went live in Kent on 21 February 2005, but was implemented without national policy or guidance to assist in its operational use. The Home Office stated that the only mandatory category to be entered on the database was registered sex offenders. Kent Police saw the opportunity and business need to utilise the system to its full potential as a national intelligence tool and 'register' for the following categories:

1. registered sex offenders – subject to notification requirements – MAPPA category 1;
2. violent offenders – defined by schedule 15, Criminal Justice Act 2003 – MAPPA category 2;
3. other sex offenders – MAPPA category 2;
4. dangerous offenders – MAPPA category 3; and
5. potentially dangerous persons – no relevant conviction.

SOLUTION:

Five points of local policy were adopted:

1. Minimum standards were developed at back-record conversion stage whereby everyone would adhere to the same process of creating records under the five categories.
2. During the process of merging duplicate nominal records, it became apparent that transfer of ViSOR records between areas and forces required a process to ensure continuity. Policy was issued with regard to the internal (Kent) and external (national) transfer of records. All transfers are approved by the force HQ ViSOR supervisor to ensure an agreed standard of record being exchanged and accepted within Kent and externally.
3. A corporate approach was required with regard to archiving records. Policy was developed giving review dates for each category of record, and instructions as to when, how and why a record should be archived.
4. To provide continuity for completion of records, a 'conviction logic' was developed.
5. Knowing that the probation and prison services would have access to ViSOR in the future, a decision was made locally that all MAPPA cases would be recorded on ViSOR.

OUTCOME(S):

1. There is a cohesive corporate approach to creating, maintaining, archiving and transferring ViSOR records both within and outside the Kent Police area.
2. A comprehensive database of sex and violent offenders has been achieved, with good use of the potentially dangerous persons category.

October 2007

3. Other forces have access to details across all five categories, which has assisted the identification of networks and Child Exploitation and Online Protection Centre involvement.

4. When transferring MAPPA cases involving violent offenders or potentially dangerous persons, other forces have had immediate access to minutes, images and up-to-date risk assessment due to this initiative.

5. As high standards are set, all exchanges of records are dealt with swiftly and with no issue. This also applies to records received from other forces, as prior to acceptance they must meet a minimum standard; if they do not meet this, they are rejected and additional work is requested. This also applies to records being sent out of the force area, to ensure that records are fully completed and up to date.

Kent Police believes that the standards set have assisted with the monitoring and exchange of information on cross-border and national offenders and will assist other forces when national standards are set.

FORCE CONTACT: Detective Chief Inspector Nora Chandler – 01622 650453

INSPECTION AREA: Protecting vulnerable people – missing persons

TITLE: Community engagement project (North Kent BCU)

PROBLEM:

Limited data was available on the prevalence of domestic abuse within the South Asian community, which makes up 10% of the North Kent population. As a consequence, opportunities to detect and prevent domestic abuse specifically within this community could not be fully exploited.

SOLUTION:

In collaboration with North West Kent-based mental health charity Rethink and key partner agencies, a steering group was established to sponsor targeted research within the South Asian community to inform and drive activity across a range of service disciplines. Data from a number of sources (including force domestic abuse reports) were combined to provide a problem profile and needs assessment for South Asian women that could then be addressed via a targeted partnership response.

OUTCOME(S):

The research identified a number of key issues that had not previously been highlighted. These included the level of under-reporting of domestic abuse and the number of forced marriages within this community segment.

The BCU area commander presented the project to the CDRP, and funding was secured for a clinical counsellor with language skills to provide a dedicated referral and support service.

Improvements in awareness of community needs and accessibility have been further increased by heightened engagement opportunities. These have included police involvement in the Oppressed Voice Conference and a range of workshops and training on police service activity around protecting vulnerable individuals.

The success of the project and the opportunities it provides were shared by Rethink with its partner agencies, including Sussex Police.

October 2007

FORCE CONTACT: Detective Inspector Simon Wilson - 01622 652042 and Detective Sergeant Louise Hunter (North Kent BCU) - 01322 283067

INSPECTION AREA: Protecting vulnerable people – domestic violence

TITLE: Domestic violence in the workplace

PROBLEM:

Kent Police recognised that domestic violence can be an issue for Kent Police staff and officers. The standard response from management when faced with the question of domestic violence in the workplace is that they are unaware of its prevalence. Unfortunately, one of the factors that makes it so difficult to address domestic violence is the 'hidden' nature of the offending. However, research shows that fellow employees often know what is happening in their colleagues' lives, as the workplace is the most common place where victims talk about the abuse they are suffering. The problem for management is what to do with this information. This recognition paved the way for the introduction and support of this initiative.

SOLUTION:

1. A manual entitled *Domestic Violence in the Workplace* was produced as guidance for all heads of departments and personnel departments.
2. A recruitment campaign was launched and suitable officers and staff were selected and trained. This enabled them to offer advice and guidance to other members of staff who may be affected by domestic violence.
3. The force proactive scanning group, chaired by the ACC (personnel and training), was created where information could be shared confidentially between departments and areas across the force, to ensure that any level of risk is identified and that appropriate action or safety plans are put in place.
4. In support of the manual, training was delivered to all heads of departments, officers and staff on BCUs and force HQ.
5. By distributing posters and leaflets across the force and an article in the force newspaper, *Relay*, awareness was raised.
6. Two conferences promoting the use of the guidance to other employers in Kent were held. The manual was also produced so that any employer in Kent could use it.
7. Kent Police worked with the staff association, Unison, and held an internal conference for all staff.

OUTCOME(S):

1. An environment was created where staff feel comfortable about reporting issues of domestic violence and are confident in the process. This is evidenced in feedback from staff who are trained to offer advice and guidance.
2. There has been increased reporting of domestic violence by staff and recognition that it will be dealt with. Supportive policies are critical in addressing domestic violence as it affects the workplace.

3. The manual has been identified as best practice by the Government-funded Corporate Alliance Against Domestic Violence and the ACPO South East regional working group on domestic violence.

4. The risk to staff is identified at an early stage and appropriate actions or safety plans are implemented.

5. Risk assessments are undertaken prior to suspension from work.

FORCE CONTACT:

Police Constable 6730 Dunn, Domestic Violence Co-ordinator – 01622 650454

Recommendations

Neighbourhood Policing

Recommendation 1

That the force ensures comprehensive delivery of the Neighbourhood Policing communications plan.

Recommendation 2

That the force ensures that all staff engaged in Neighbourhood Policing receive appropriate and timely training commensurate with their role.

Recommendation 3

That the force develops a repeat victimisation strategy and tactics appropriate for delivery through Neighbourhood Policing.

Recommendation 4

That the force gives consideration to the most effective means of recording issues to which problem-solving techniques are to be applied, evaluating the results and sharing good practice.

Protecting vulnerable people

Recommendation 5

That the force develops a standardised model for the investigation of child abuse throughout the force together with a rationale for staffing levels and supervisory levels.

Recommendation 6

That the force sets clear expectations in regard to the documented supervision of child abuse case files, supporting existing supervisors through training where necessary.

Recommendation 7

That the force develops a standardised model for the investigation of domestic abuse throughout the force, including the use of dedicated investigators and a rationale for staffing and supervisory levels.

Recommendation 8

That the force publishes a written accountability framework for public protection and ensures that responsibility for performance at basic command unit level is explicitly addressed.

Recommendation 9

That the force addresses the significant disparity of workloads between differing basic command units' public protection (Violent and Sex Offenders Register) units and develops a standardised model for staffing, with consideration of the number and risk level of subjects.

Recommendation 10

That the force sets clear expectations in regard to the auditable supervision of the Violent and Sex Offenders Register and other associated records, supporting existing supervisors through training where necessary.

Appendix: Glossary of Terms and Abbreviations

A

| | |
|------|--------------------------------------|
| ACC | assistant chief constable |
| ACPO | Association of Chief Police Officers |

B

| | |
|-----|----------------------|
| BCS | British Crime Survey |
| BCU | basic command unit |

C

| | |
|------|------------------------------------------|
| CDRP | crime and disorder reduction partnership |
|------|------------------------------------------|

D

| | |
|-----|------------------------|
| DCC | deputy chief constable |
|-----|------------------------|

F

| | |
|-------|------------------------------------------------|
| FCC | force control centre |
| FTTCG | force tactical tasking and co-ordination group |

H

| | |
|--------|--------------------------------------------|
| HMIC | Her Majesty's Inspectorate of Constabulary |
| HQ-PPU | headquarters public protection unit |
| HR | human resources |

I

| | |
|-----|----------------------------|
| IAG | independent advisory group |
|-----|----------------------------|

J

JFMP Joint Family Management Programme

K

KCC Kent County Council

KCVS Kent Crime and Victimisation Survey

KPA Kent Police Authority

L

LAA local area agreement

M

MAPPA multi-agency public protection arrangements

MARAC multi-agency risk assessment conference

MSF most similar force(s)

N

NCPE National Centre for Policing Excellence

NIM National Intelligence Model

NSPIS National Strategy for Police Information Systems

O

O&D organisational and development (department)

P

PACT Partners and Communities Together

PCSO police community support officer

PFI private finance initiative

POR performance and operational review

PPAF policing performance assessment framework

PPU public protection unit

PSA public service agreement

PSU public service unit

S

SGC specific grading criteria

V

ViSOR Violent and Sex Offenders Register