

Her Majesty's Inspectorate of Constabulary



HMIC Inspection Report
Kent Police
Neighbourhood Policing
Developing Citizen Focus Policing
September 2008



Kent Police – HMIC Inspection

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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 of both the Home Office and 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 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 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 more probing inspections of fewer topics. 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 is gathered, verified and then assessed against specific grading criteria (SGC) drawn from an agreed set of national (ACPO-developed) standards. 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.

HMIC Business Plan for 2008/09

HMIC's business plan (available at <http://inspectorates.homeoffice.gov.uk/hmic/our-work/business-plan/>) reflects our continued focus on:

- protective services – including the management of public order, civil contingencies and critical incidents as phase 3 of the programme in autumn 2008/spring 2009;
- counter-terrorism – including all elements of the national CONTEST strategy;
- strategic services – such as information management and professional standards; and

- the embedding of Neighbourhood Policing.

HMIC's priorities for the coming year are set in the context of the wide range of strategic challenges that face both the police service and HMIC, including the need to increase service delivery against a backdrop of reduced resources. With this in mind, the business plan for 2008/09 includes for the first time a 'value for money' plan that relates to the current Comprehensive Spending Review period (2008–11).

Our intention is to move to a default position where we do not routinely carry out all-force inspections, except in exceptional circumstances; we expect to use a greater degree of risk assessment to target activity on those issues and areas where the most severe vulnerabilities exist, where most improvement is required or where the greatest benefit to the service can be gained through the identification of best practice.

The recent Green Paper on policing – *From the Neighbourhood to the National: Policing our Communities Together* – proposes major changes to the role of HMIC. We are currently working through the implications to chart a way forward, and it will not be until the late Autumn when we are able to communicate how this will impact on the future approach and inspection plans. In the meantime, we have now commenced work covering the areas of critical incident management, public order and civil contingencies/emergency planning – which will conclude in early 2009. In consultation with ACPO portfolio holders and a range of relevant bodies (such as the Cabinet Office in respect of civil contingency work) we have conducted an assessment of risk, threat and demand and, based on this, we will focus on those forces where we can add most value. We will also commence a series of police authority inspections in April 2009, which will follow a pilot process from November 2008 through to January 2009.

Programmed Frameworks

During phase 2 of HMIC's inspection programme, we examined force responses to major crime, serious and organised crime, Neighbourhood Policing and Developing Citizen Focus Policing in each of the 43 forces of England and Wales.

This document includes the full graded report for the Neighbourhood Policing inspection and Developing Citizen Focus Policing inspection.

Neighbourhood Policing

The public expect and require a safe and secure society, and it is the role of the police, in partnership, to ensure provision of such a society. The HMIC inspection of Neighbourhood Policing implementation assesses the impact on neighbourhoods together with identified developments for the future.

The piloting of the National Reassurance Policing Programme (NRPP) between April 2003 and 2005 led to the Neighbourhood Policing programme launch by ACPO in April 2005.

There has been considerable commitment and dedication from key partners, from those in neighbourhood teams and across communities to deliver Neighbourhood Policing in every area. This includes over £1,000 million of government investment (2003–09), although funding provision beyond 2009 is unclear.

The NRPP evaluation highlighted three key activities for successful Neighbourhood Policing, namely:

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- the consistent presence of dedicated neighbourhood teams capable of working in the community to establish and maintain control;
- intelligence-led identification of community concerns with prompt, effective, targeted action against those concerns; and
- joint action and problem solving with the community and other local partners, improving the local environment and quality of life.

To date, the Neighbourhood Policing programme has recruited over 16,000 police community support officers (PCSOs), who, together with 13,000 constables and sergeants, are dedicated by forces to 3,600 neighbourhood teams across England and Wales.

This report further supports Sir Ronnie Flanagan's *Review of Policing* (2008), which considers that community safety must be at the heart of local partnership working, bringing together different agencies in a wider neighbourhood management approach.

Developing Citizen Focus Policing

Citizen Focus policing is about developing a culture where the needs and priorities of the citizen are understood by staff and are always taken into account when designing and delivering policing services.

Sir Ronnie Flanagan's *Review of Policing* emphasised the importance of focusing on the treatment of individuals during existing processes: this is one of the key determinants of satisfaction.

A sustained commitment to quality and customer need is essential to enhance satisfaction and confidence in policing, and to build trust and further opportunities for active engagement with individuals, thereby building safer and more secure communities.

This HMIC inspection of Developing Citizen Focus Policing is the first overall inspection of this agenda and provides a baseline for future progress. One of the key aims of the inspection was to identify those forces that are showing innovation in their approach, to share effective practice and emerging learning. A key challenge for the service is to drive effective practice more widely and consistently, thereby improving the experience for people in different areas.

Latest data reveals that, nationally, there have been improvements in satisfaction with the overall service provided. However, the potential exists to further enhance customer experience and the prospect of victims and other users of the policing service reporting consistently higher satisfaction levels. All the indications show that sustained effort is required over a period of years to deliver the highest levels of satisfaction; this inspection provides an insight into the key aspects to be addressed. It is published in the context of the recent Green Paper *From the Neighbourhood to the National – Policing our Communities Together* and other reports, which all highlight the priorities of being accountable and responsive to local people. The longer-term investment in Neighbourhood Policing and the benefits of Neighbourhood Management have provided an evidence base for the broad Citizen Focus agenda.

Statutory Performance Indicators and Key Diagnostic Indicators

In addition to the inspection of forces, HMIC has drawn on published data in the Policing Performance Assessment Frameworks (PPAFs) published between March 2005 and March

2008 as an indicator of outcomes for both Neighbourhood Policing and Developing Citizen Focus Policing.

The statutory performance indicators (SPIs) and key diagnostic indicator (KDI) that are most appropriate to indicate outcomes for the public and are used to inform this inspection are set out below:

Neighbourhood Policing

- SPI 2a – the percentage of people who think that their local police do a good or excellent job.
- KDI – the percentage of people who ‘agree local police are dealing with anti-social behaviour and crime that matter in this area’.
- SPI 10b – the percentage of people who think there is a high level of anti-social behaviour in their area.

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- SPI 1e – satisfaction of victims of domestic burglary, violent crime, vehicle crime and road traffic collisions with the overall service provided by the police.
- SPI 3b – a comparison of satisfaction rates for white users with those for users from minority ethnic groups with the overall service provided.

Forces are assessed in terms of their performance compared with the average for their most similar forces (MSF) and whether any difference is statistically significant. Statistical significance can be explained in lay terms as follows: ‘The difference in performance between the force and the average for its MSF is unlikely to have occurred by chance.’ A more detailed description of how statistical significance has been used is included in Appendix 3 at the end of this report.

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 (described as a ‘strength’) in the body of the report. In addition, each force is given the opportunity to submit more detailed examples of its good practice. HMIC has therefore, in some reports, selected suitable examples and included them in the 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.

The Grading Process

HMIC has moved to a new grading system based on the national standards; forces will be deemed to be meeting the standard, exceeding the standard or failing to meet the standard.

Meeting the standard

HMIC uses the standards agreed with key stakeholders including ACPO, the National Policing Improvement Agency (NPIA) and the Home Office as the basis for SGC. The standards for Neighbourhood Policing and Developing Citizen Focus Policing are set out in those sections of this report, together with definitions for exceeding the standard and failing to meet the standard.

Force Overview and Context

Kent Police has:

- 6 basic command units (BCUs);
- 307 Neighbourhood Policing teams (NPTs);
- 253 officers dedicated to Neighbourhood Policing; and
- 387 PCSOs dedicated to Neighbourhood Policing.

The force is a member of 12 crime and disorder reduction partnerships (CDRPs) that cover the force area.

Geographical description of force area

Kent Police operates over a geographical area of 1509 square miles in the South East corner of England, with a coastline of 343 miles. The county is divided into six basic command units (BCUs), known locally as areas:

- 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 description of force area

The resident population is approximately 1.6 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 (BME) 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, with headquarters in Maidstone; and Medway Unitary Authority, based in Strood. The 12 crime and disorder reduction partnerships (CDRPs) are based on the 12 districts and the Medway 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 International Ashford and Ebbsfleet rail terminal, developing international airports at Manston and Lydd 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 2008 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 high speed rail link into London from Ashford and Folkestone 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 (SRN) 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 SRN (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 countywide trend to a small reduction in the volume of other types of traffic.

Strategic priorities

The force's strategic priorities for 2008–11 include the following:

Priority 1: To Build Public Confidence

Objective: Improve public confidence and victim satisfaction

Objective: Improve the quality of interactions with the public

Objective: Ensure equality and fairness

Priority 2: Effectively Tackle Crime

Objective: Reduce serious acquisitive crime

Objective: Ensure a high sanction detection rate

Objective: Tackle repeat victimisation and repeat offending

Priority 3: To Make Communities Safer

Objective: Tackle anti social behaviour

Objective: Reduce the harm caused by drugs and alcohol

Objective: Make the roads safer

Priority 4: To Protect The Public

Objective: Build protective services capability

Objective: Protect the public from high-risk offenders

Objective: Target organised crime groups

Priority 5: To Make Best Use of Resources

Objective: Demonstrate an increase in efficiency

Objective: Increase the availability of frontline officers and staff

Objective: Increase capacity to handle demand

Force Performance Overview

Force development since the 2007 inspections

In the last 2 years the force has undergone significant change to meet the demands of NHP and Citizen Focus.

The force received a 'Fair' grading for Neighbourhood Policing in the 2007 inspection and recognised the need to make significant progress to meet the national requirement to complete the implementation of Neighbourhood Policing by 31st March 2008. A comprehensive self-inspection at district level was conducted and moderated by the ACC Area Operations to meet the national requirements. Findings led to the production of a comprehensive Change Plan. As a result, the force not only achieved the stated objectives but has introduced new processes in NHP performance management and the introduction of Neighbourhood Task Teams. Relevant guidance is now available on the NPIA website.

Blueprint

The Blueprint Report was commissioned by the Chief Officer team in the autumn of 2007 following a programme of restructuring to meet the demands of delivering Neighbourhood Policing and strengthened protective services. Blueprint focuses on defining priorities as an organisation and setting an agenda for action. Action inspired not simply by government targets, but shaped by a shared vision of policing in Kent.

As part of the Blueprint programme, the neighbourhood policing teams requested a review of the use of police surgeries and mobile police stations. In February 2008, the force's Strategic Research and Development Department commenced a review to identify existing good practice and innovation and make recommendations to improve working practices and ensure effective and efficient use of resources. The Neighbourhood Policing Board is responsible for actioning findings from this project.

Innovation

In addition to the above, Kent has developed a 'Joint Problem Solving database' that holds priority plans for all key issues at a neighbourhood level (over 900 in March 2008). The database holds the plans, results of activities and evaluations that are compliant with the National Intelligence Model. Following initial interest from several forces the NPIA has agreed to provide an independent assessment of the product. The database took the force 6-months to develop and will be offered free of charge to other forces.

Kent Police has introduced Operation Doorstep; a quality of service tool aimed at promulgating best practice around service delivery. Police officers and staff are required to leave a quality of service card when attending an incident (excluding incidents where the

individual is subject to arrest). The form includes important information for service users and a short set of questions based on key drivers of satisfaction. The form has been piloted in 2 BCU's and is currently being rolled out force-wide. The Home Office Value for Money and Productivity Unit is interested in the procedure and will be visiting the force in August 2008.

The force has developed an innovative survey providing both performance management information and insight at a force, BCU and CDRP level. Kent recognised the need for timely reliable data at a CDRP level, not provided by the British Crime Survey (BCS). Kent is the only force nationally to have taken this innovative approach. The survey is managed internally by a professional research unit to inform business and target force effort with limited resource. Since the inception of the Kent Crime and Victimisation Survey (KCVS) the need for access to timely, localised data has been recognised at a national level by the Crime Statistics Review (Smith 2006).

The KCVS represents an innovative approach that allows the force and partners to understand and meet the needs of local communities in Kent. The survey benefits all partners in Kent specifically those involved in the Kent and Medway Local Area Agreements (LAAs).

Citizen Focus Performance

Over the last 3 years, Citizen Focus performance has improved. Kent has shown improvements in confidence, community engagement, fear of crime and perceptions of anti-social behaviour.

The KCVS shows that over the last 3 years (2005/06 to 2007/08):

- Confidence has increased substantially, from 46% to 65% (further increasing to 66% in the year ending June 2008).
- Negative perceptions of ASB have decreased, from 16% to 14% (further decreasing to 11% in the year ending June 2008).¹
- Worry about crime has substantially decreased, from 51% to 41% (further decreasing to 38% in the year ending June 2008).²

Over the last 12-month period, the KCVS has shown increases in the proportions of people saying that:

- The police in their area work closely with the local community (59% in year ending June 2008).
- The police in their area understand the issues that affect their local community (71% in year ending June 2008).
- The police in their area are dealing with the things that matter most to the local community (61% in year ending June 2008).

¹ Anti-social behaviour includes; teenagers hanging around, drunk or rowdy in public, vandalism, graffiti or deliberate damage, rubbish or litter lying around, noisy neighbours or loud parties, people using or dealing drugs and abandoned or burnt out cars.

² Worry includes; having your house burgled, having your car stolen, being mugged/robbed or physically attacked.

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- The proportion of victims/users satisfied with the overall service provided has increased from 81% in 2005/06 to 82% in the year ending June 2008.

Kent Police have introduced the Corporate Development Performance Update pack. The pack ensures performance management information and analyses are clearly communicated across the force and is updated on a monthly basis. The pack is used at regular Corporate Meetings to provide information, insight and to hold senior managers to account against key local and national targets.

Neighbourhood Policing

2007/08 Neighbourhood Policing Summary of judgement	Meeting the standard
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Meeting the standard

During this inspection the force was assessed against SGC in a number of key areas of Neighbourhood Policing. To discern between forces, a moderation process has been applied to determine the grading of the force.

Following the moderation process, Kent Police was assessed as meeting the standard. Neighbourhood policing has been implemented to a consistent standard across the force.

While the force is not exceeding the standard, it demonstrates that it is meeting the standard and in addition its good practice is externally recognised, namely:

- The force's joint problem-solving database was showcased at the NPIA regional meeting on 15 May 2008. Five forces have shown particular interest in the product and visited the force in June in order to fully assess its capabilities. The database received mention within the NPIA Neighbourhood Policing (NP) programme newsletter of March 2008.

Neighbourhoods are appropriately staffed (coverage).

Summary statement

The force is deploying across all its BCUs the right people in the right place and mostly at the right time to ensure that its neighbourhoods are appropriately staffed.

Strengths

Neighbourhoods and their boundaries have been clearly defined following existing ward structures that align well with the service delivery model of other partners. This was fundamentally a police-led process; however it did consider the needs of partners. There are 307 neighbourhoods in total. (See Areas for improvement (AFI).)

All neighbourhoods have a named contact at police constable or police community support officer (PCSO) level. Details have been published by means of a card drop to every single household throughout the county which took place in January 2008. This identified the relevant neighbourhood team to the householder, together with its contact details. NP staff indicate that as a direct result of this activity, contacts from the public have markedly increased. The force states that it is the first in the country to have marketed NP to every household in this way. Contact details for NP teams are also published on the force's website, linked either to a postcode search or a 'drill down' map feature.

Neighbourhood staff are expected to honour tenure of two years within their neighbourhood. The force has identified that in some cases retaining skilled PCSOs in the longer term has proved difficult. One particular tension has been the aspiration of a number of staff to seek

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employment as police constables. The force has recognised the risk that high calibre staff will accept employment with neighbouring forces, particularly the Metropolitan Police Service (MPS), if it is not able to provide suitable opportunities within a reasonable timeframe. The force is actively monitoring and managing the situation through the NP board and has responded in a number of ways. These include the creation of a career path for PCSOs, notably the development of the PCSO supervisor rank. Succession planning in more general terms is actively managed at a BCU level ensuring that minimal gaps appear in overall coverage. The succession plan is described within all BCU NP delivery plans which were developed in December 2007.

Clear and ambitious targets have been set for volunteer numbers (currently 110, target 300 by April 2009). A full-time paid co-ordinator is responsible for recruitment, retention and training and for ensuring that volunteers are appropriately deployed. Around 50% of volunteers are deployed to NP duties and there are some innovative plans for future usage of volunteers.

The force benefits from the support of 101 Kent County Council wardens who were, in the main, trained alongside its PCSOs and work as integrated members of the neighbourhood teams.

The force has set a target to ensure that abstractions from NP remain below 10%. This target is actively monitored at BCU and force level. The policy covers police officers, PCSOs and supervisors, tightly defining the term abstraction. NP staff are familiar with the terms of the policy and its practical application, being able to illustrate by example what would and would not be counted. At a BCU level it is evident that attention is given to this area of business, with examples of supervisors challenging poor recording and exceptional deployments of NP staff away from core business being reported within daily tasking and co-ordination group (TCG) meetings. The force provided evidence that it was consistently meeting and bettering its abstraction target. Interviews with NP staff confirmed the picture provided at force level, with individuals stating that they were rarely if ever taken from their neighbourhoods.

Neighbourhood profiles are in place across the county and evidence shows they are now being used to drive engagement activity. The force has set about profiling diversity by BCU across the entire policing landscape. Community liaison officers on each BCU are required to quality assure neighbourhood profiles and drive their further development, closing gaps in provision. Each BCU is required to establish Social Identity Police and Communities Together Partnerships (PACTs) covering the spectrum of diversity. The Social Identity PACTs are a considered extension to geographically based neighbourhood management arrangements. Thus diverse networks, which see themselves as a community but which would not be significantly represented in a geographic model, are provided with a means of engagement and an opportunity to address their particular priorities. The concept, while already visible in some BCUs, is still at a relatively early stage of development.

The force has developed three workshops for NP staff themed around partnership working, community engagement and anti-social behaviour, and housing law. The workshops are delivered to all staff within NP. The training is based on NPIA guidance but has been aligned to local issues within Kent.

On taking up their role, all NP constables now receive a three day module that includes joint problem-solving training. Substantial training took place in late 2006 and early 2007 to ensure that all existing staff had received that input. All PCSOs receive problem-solving training as part of their initial training. Focus group evidence indicated that ongoing training was taking place with examples of staff receiving courses in media awareness, and in making public presentations.

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The force Performance Enhancement panel is chaired by the deputy head of training and is attended by BCU and departmental superintendents; it provides a forum for the exchange of information between departments and the training department. As an example of issues arising from this forum, the submission of intelligence reports was noted as an issue within one BCU and training facilitated to officers. This was reviewed within the meeting, enabling an assessment of the issue within other departments and a review of the central training provision.

NP resources currently comprise 387 PCSOs, 192 police constables, 18 PCSO supervisors, 21 NP team sergeants, 27 neighbourhood support sergeants and 13 inspectors. The force has been active in addressing the ratio of supervisors to staff which, during 2007, was identified as a gap which it has now closed. PCSO supervisor numbers are set to rise further to 30 by the end of the 2008/09 financial year.

NP officers and staff receive reward and recognition for delivering a positive experience to the public. They include the Chief Constable's commendations and good work reports on file. A number of staff have been nominated for national awards. Staff evidently value the awards processes and recognise that good work is being properly identified.

During 2007, volunteers were presented certificates recognising their contribution to Neighbourhood Policing in Kent at an awards ceremony hosted by the assistant chief constable (ACC) (Area Operations).

Work in progress

PCSO shift patterns were found to be strongly focused towards weekday working, with perhaps as much as 80% of their time spent on shifts between Monday and Friday. Additionally, there was no evident pattern of evening working. In Her Majesty's Inspectorate of Constabulary's (HMIC) professional judgement, considering aspects of the PCSO core role, particularly in engaging with the public and tackling anti-social behaviour, these deployments appear unlikely to fit well with the expected demand profile. Shortly after the conclusion of inspection fieldwork, the force published a detailed and wide-ranging report into the role of the PCSO which had been commissioned earlier in the year. The report similarly identified the opportunity to better align PCSO shifts to neighbourhood priorities and the force has responded by commissioning further work to understand the impact this would have upon response sections. The deputy chief constable (DCC) will consider the findings of the work in November 2008. The force should ensure that so far as is possible PCSO shift patterns deliver deployments that best fit their operational demand profile.

Since February 2007, the joint problem-solving database has provided a vehicle for identifying the learning needs of NP staff. At the evaluation stage of problem solving, learning gaps are identified which are electronically available to BCU-level training managers as part of the systems management information.

The Kent Police Authority held an awards ceremony in April with a problem-solving theme. This will be followed in September 2008 with an awards event theme of 'community heroes', which will be open to police and partners.

Area(s) for improvement

Partners and the community were clearly consulted during the '2015 programme' work which in 2005/06 led to the reconfiguration of the force, aligning BCUs (areas) to Local Authority boundaries. It is, however, evident from documentary review that the focus of work involving community representation examined their opinions on the shape of policing 'areas' rather than the shape of neighbourhoods. Communities were not generally involved in defining neighbourhoods or their boundaries. The shape of neighbourhoods has not been

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reviewed and at the present time there are no plans in place for this to happen. While it is acknowledged that community engagement continues to develop positively, the force should consider how in the longer term community opinions may be tested to ensure that their expectations can continue to be adequately met within the existing neighbourhood structure.

The volunteers' co-ordinator works alone with no evident plan in place to ensure business continuity in the event of an unforeseen and protracted absence. This is particularly relevant given the force aspiration of a near 200% increase in volunteers to 300 by April 2009.

Effective community engagement is taking place. Representative communities are being routinely consulted and are identifying local priorities and receiving feedback.

Summary statement

All neighbourhoods in the force area are actively engaging with their local police force and its partners although the quality and depth of that engagement shows some variation.

Strengths

A range of engagement techniques are in use including PACTs, surgeries, multi-agency workshops, fetes, community fun days, street briefings, youth football, etc; however, the force acknowledges that engagement remains weighted towards more traditional meeting structures. More novel approaches include:

- popular dog awareness events in North Kent – photographing dogs, registering them to assist with loss and theft cases, and engaging with dog owners as a distinct community; and
- NP staff engaging with commuters on train routes in West Kent.

The Kent Police Authority is engaged at BCU level in working with those areas in developing engagement with youth and the force already benefits from its 17 PCSOs who are directly aligned to schools and the 12 PCSOs working with partners as part of the Joint Family Management programme. (See Work in progress (WIP).)

A Kent MP indicated his positive observations in respect of the incremental improvement in the provision of local policing services, particularly the impact of PCSOs. He provided examples including: NP staff providing phone numbers to ensure that they were accessible; the impact of a policing task force which led joint problem solving on a problematic estate that has resulted in long term improvement; and the generally positive observations of constituents. In November 2007, NP staff participated in an event led by the Co-operative party in the St Peters Ward of Thanet, where around 60-70 adult residents, young persons and members of the Youth Parliament came together and addressed 'perception'-related issues connected with youth anti-social behaviour. Contact details for PCSOs are included on the MP's own website.

In January 2008, the force commenced a comprehensive marketing campaign to promote NP and the reinvigorated NP section of the force website. It included a letter drop to each household within the force area including a card identifying the local policing team and a letter from the Chief Constable. It was augmented with a high profile advertising campaign

which included adverts on the exterior of buses within the county which itself attracted television news coverage. Website hits increased from 5,000 in December 2007 to 12,000 in March 2008.

The neighbourhood web pages were found to contain high quality and contemporary news articles relevant to the BCU, together with space for details of PACT meetings and surgeries and the inclusion of a photograph of the relevant neighbourhood staff member. A postcode search facility exists which enables users to identify the appropriate neighbourhood officer. (See AFI.)

Through the Neighbourhood Watch co-ordinators based on each BCU, NP staff have use of a messaging system which gives access to some 4,000 homes. The system itself is capable of generating email, fax, voice and text messages. The system is used constructively by staff to provide crime prevention advice and neighbourhood-level crime information to recipients and to appeal for specific information and intelligence.

As identified above, neighbourhood staff routinely engage in face to face contact with members of the public through formal meetings such as PACTs and their regular surgeries, through other engagement activities such as street briefings and fetes, and through daily contact with the communities they serve. Community intelligence is clearly generated as a result.

Since 2005/06 the Kent Crime and Victimisation Survey (KCVS) has been used to measure six quality indicators of community engagement. Significantly larger than the British Crime Survey (BCS), data is produced on a monthly basis which has enabled the establishment of a baseline measure and meaningful tracking of engagement down to a district (crime and disorder reduction partnership (CDRP)) level. Reality testing as part of inspection fieldwork indicated that the force KCVS led assessments of engagement levels provided a strong barometer of the realities to be found within individual BCUs.

Since the commencement of Operation Lagos in 2007, linked intelligence submissions have risen by 500% (2007/08 change). (See AFI.)

NP staff identify part of their role as developing an understanding of vulnerable communities together with the Community Liaison Officer as part of the development of neighbourhood profiles.

Work in progress

Arising from the consultation exercises completed as part of the development of Blueprint for Success, a number of staff indicated their view that NP surgeries and the use of mobile police stations were not an effective use of time. In response the force undertook a public consultation exercise that reported in May 2008. This is an important step in establishing the most effective means of engagement, striking the right balance between pure cost versus output and the needs of the community.

The force currently has access to a single established independent advisory group that has been operational since 15 March 2006. It was initially developed drawing membership from the existing Black and Minority Ethnic consultation forum, the Lesbian and Gay consultation forum and the Medway African Caribbean Association. Membership was expanded through a pan-Kent advertising and recruitment campaign to further increase the diverse representation within the group. Proposals are in place to restructure these arrangements to provide clear BCU-level alignments through the development of Social Identity PACTs.

On 31 March 2008, the force and Neighbourhood Watch became co-signatories to a service level agreement to ensure greater alignment and engagement between NP and Neighbourhood Watch. This was built upon through a joint conference in April 2008.

Social Identity PACTS, discussed at length elsewhere, are an emerging vehicle for engaging with groups and individuals representative of the diversity of each BCU.

The development of the force website is a work in progress and during early April 2008, the ability to drill down to any particular neighbourhood through a series of layered maps became possible. Although considerable energy is being expended in developing PACT arrangements throughout the force, no information was found within the website to explain their role or to encourage public involvement. This omission was remedied as part of the April 2008 upgrade.

Linked to an imminent development of the joint problem-solving database during April/May 2008 it became possible to export progress against priorities directly from the database to the web editor so that the website can be populated with updates. The force recognises that further development of the current web pages has finite limits and it has undertaken to redevelop the entire site during 2008. (See AFI.)

As part of the marketing of NP, the priorities for each neighbourhood throughout the force were published in the Kent newspapers during April 2008.

The Neighbourhood Watch messaging system is to be merged with the community contacts database and key individual network lists in order to produce a far more powerful communication tool for wide force use. The work is scheduled for completion in October 2008.

The existing Genesis intelligence system has been unable to cope with records outside of pure criminal intelligence. As a result, handling of community intelligence has proved a challenge for the force. The force has now developed an interim solution involving email accounts which meets with the satisfaction of the management of police information lead. Staff will receive training in handling community intelligence in the coming months.

The force undertook an evaluation of PACT and other engagement activities across the force. It reported to the NP programme board in June 2008.

Area(s) for improvement

During the 2007 inspection of NP it was observed that few photographs of neighbourhood staff appeared on the website; however, where these were present, the page appeared markedly more vibrant. The position has changed little since then.

In spite of some of the structural strengths of the website commented upon above, the opportunity to use the 'your neighbourhood' pages as an engagement tool had been missed. Even substantially beyond the inspection time frame, a number of NP pages continued to display a message indicating that details of PACT meetings and surgeries would be published there shortly. On a number of pages, neighbourhood priorities were absent, and even where they were present, there was no indication when they were adopted. Indeed, priorities are prefaced with the phrase, 'action will be taken by the agency responsible for the problem'; however, no indication is given as to which agency that may be. In summary, with the exception of the linked news pages, it was difficult to identify changes that had been made to the neighbourhood pages over time, leaving them appearing at best sterile and at worst dated. Outside of the invitation to return to the 'your neighbourhood' pages, there is little that would of itself encourage the user to do so.

Using KCVS data, the force measures engagement activity down to district/CDRP level. Sub district measurement of the quality and depth of engagement is not prescribed at a force level and at BCU level was found to be fairly rudimentary, focusing almost entirely on inputs, ie the number of engagement activities which take place in each ward per month, rather than outputs which identify the quality and reach of those interactions. Indicated as a

strength, the force has a high level of understanding of overall engagement levels. Now, however, additional focus should be given to those limited number of neighbourhoods which provide the greatest challenge. In these neighbourhoods, clear baseline measures should be established against which the effect of proactive engagement activity can be assessed.

No evidence was found of staff having been briefed in respect of organised crime groups.

Recommendation 1

Her Majesty's Inspector recommends that action is taken to improve the overall quality of the neighbourhood policing pages of the force's web site; specifically action should be taken to make the pages appear more vibrant. Pages should be regularly updated with material relevant to distinct neighbourhoods and intended to encourage users to return to the site periodically. The neighbourhood web pages provide an obvious opportunity to further diversify engagement activity and to encourage the submission of community intelligence from the community of internet users within Kent.

Recommendation 2

Her Majesty's Inspector recommends that the force develop mechanisms to qualitatively test and monitor engagement levels within Kent at a neighbourhood level, thereby ensuring opportunities to improve access to more challenging communities are identified and consistently acted upon.

Joint problem solving is established and included within performance regimes.

Summary statement

Joint problem solving involves the police working with partners and communities across all neighbourhoods. Joint problem-solving activity is routinely evaluated and demonstrates ongoing problem resolution at neighbourhood level.

Strengths

The force has established a joint problem-solving database which continues to be enhanced incrementally. The database first went into use on 1 January 2008 and currently holds some 1,100 records. The system is a bespoke product following the National Intelligence Model enforcement, prevention, intelligence model, adding the further dimension of Communication. Management information generated from the database includes a profile of problems logged on the database; identified learning needs of the organisation, and evaluated best practice. Although the database had not long been active, supervision of its records was evidently taking place.

Learning is currently disseminated across the organisation through neighbourhood managerial meetings which are centrally facilitated on a quarterly basis; however it is anticipated that on a tactical level the joint problem-solving database will swiftly supersede this mechanism.

Chief officers' have engaged with strategic partners over the longer term resulting in the facilitation, development and implementation of a number of initiatives delivering benefits at the neighbourhood level. They include:

- A total of 101 community wardens funded by Kent County Council linked to NP teams and in most locations across the county, sharing accommodation. The majority of wardens and PCSOs were jointly trained, with staff seeing little difference between the roles with the exception of powers. Kent County Council wardens submit intelligence reports into police systems and provide a conduit for access into county council services.
- A collaboration between Kent Police, the British Transport Police, Kent Fire and Rescue Service (KFRS), Kent County Council – county level, the local authority – district level, the primary care trust and the local health board resulting in the development of a shared data hub within the county council. Data hub products were used in the development of 2007/08 CDRP Strategic Assessments, in developing county strategic priorities for the Community Safety Agreement, and in a number of other strategic products.
- The development of public safety units (PSUs) across the force area where co-located staff from a number of partner agencies work closely together in tackling problems which affect communities. (See WIP.)

On a monthly basis, joint tasking and co-ordination meetings take place with partners across the force in response to CDRP-level joint strategic assessments, themselves reflecting the local area agreements of Kent and Medway. The tasking and co-ordination process takes place the day before the BCU-level TCG, to ensure synergy between the processes.

The force's joint problem-solving database provides a clear audit trail, evidencing: the origin of a raised problem; the ownership of the priority; activity towards resolving the matter; closure of the problem once solved; supervision, periodic reviews; evaluation of the activity; and the mechanism by which the outcome was fed back. It will provide a direct link enabling the posting of progress and the final outcome on the force website. An examination of the database revealed the existence of a range of mechanisms which led to the identification of problems and their active management and sign off. Additionally, minutes of PACT meetings record the identification of problems, their ownership, and outcomes of action.

The force has a training officer seconded into the Kent Community Safety Training partnership which is a multi-disciplinary team providing training to all partners across the county on issues such as the role of the county wardens, PACT issues, CDRP and intelligence training.

Work in progress

Functionality of the joint problem-solving database was further enhanced during April 2008 enabling the user to populate a 'community feedback' box. In doing so, the information is passed directly to the force's web editor so that an appropriately crafted update can be posted on the relevant neighbourhood team's web page.

By the end of May 2008, a further enhancement to the database was implemented which colour codes evaluations of solved problems carried out by analysts where learning has taken place. In this way best practice examples can readily be identified.

At present, only partners who are co-located with the police have access to the problem-solving database. The user specification for the problem-solving database includes the

development of a web based application which can be accessed directly by partners operating outside this arrangement. It is anticipated that this will have been achieved by the end of 2008. The NPIA has agreed to independently assess the system to assist other forces that are showing an interest in adopting it.

PSUs are under development across the force, currently operating in 4 of the 6 BCUs and with an aspiration that there should be one aligned to each of the 12 CDRPs. Where established, such as in North Kent, the units are multi-agency with partners managing priorities from the local PACT meetings. Monthly partnership tasking and co-ordination meetings take place, chaired by the community safety manager and widely attended. In the case of the Dartford meeting attended by HMIC, there were 31 attendees present representing over 20 partner agencies. The meetings work to a set agenda and review the partnership tactical assessment, formulated from partner and community intelligence, setting priorities and taking resource bids from all of the local PACT (neighbourhood management) meetings. The meeting is integrated with the police TCG which takes place the next day.

A daily partnership tasking and co-ordination process takes place within PSUs, attended by police and partners to assess overnight incidents and intelligence and determine priorities.

A budget increase has been secured through the police authority to enable the establishment of NP tactical teams on each BCU during 2008/09. The staff will be tasked through the PSU to support the resolution of community priorities. A team is already in place as a taskable asset in North Kent.

'Police and Communities Together' is the name that the force has applied to its neighbourhood management arrangements. Although fully established in many neighbourhoods, elsewhere PACTs are new and developing. At the time of the inspection field visit it was evident that some of the newest PACT processes remained police led or had so far failed to develop beyond the involvement of police and partners to a process fully inclusive of community membership. Kent Police has not been prescriptive in requiring the separate establishment of distinct PACT meetings and where it has appeared appropriate to do so, existing meetings have been utilised to provide some formality to the establishment of priorities and their signing off once complete.

The force has produced guidance on establishing and running PACT meetings, priority setting, and record keeping, and has made available a range of helpful templates in a CD-Rom format. In March 2008 this was distributed to all existing PACTs, a range of other partners, and the NPIA for inclusion on their website. The content of the CD-Rom is available on the force intranet in order that staff may print relevant sections as required.

The force has identified that in a number of cases the priorities which have been published on the website, differ slightly from those existing within the joint problem-solving database and has commenced work to reconcile the two distinct systems. This was achieved by July 2008, together with process improvements to ensure that there will be no further divergence.

Within the project plan for the development of the joint problem-solving database, the force has identified that staff training in the use of the database will be required in order to fully realise its potential. Although formal training will not be commissioned until the database is more fully developed, updates are regularly provided to users. While this provides a practical way forward it is evident that this approach has allowed some inconsistent practice to emerge. (See AFI.)

Some limited examples of joint training with partners were found, especially where teams are co-located. However, this does not currently appear to be linked to a structured process

arising from a learning needs analysis including partners and the community. In April 2008 the force held meetings with community safety managers in order to assess gaps in capacity and capability across partnerships, including training. The profile of neighbourhood problems drawn down from the joint problem-solving database was used as the catalyst for this event. A learning needs assessment is one desired outcome from the meeting.

Area(s) for improvement

An examination of joint problem-solving database entries identified that as a result of the inconsistent practice of some users it was not always possible to readily and explicitly identify the originators of all the problems raised. In order to ensure that the evident strength of the database as a tool in managing and auditing neighbourhood priorities is not undermined, the force should consider how the issue can be addressed in the shorter term, ahead of the commissioning of formal training.

It was identified that in a limited number of locations, PACT arrangements had been established at sub-ward level, suggesting discrete community identity. The force should be cognisant of this when reviewing neighbourhood arrangements, although HMIC recognises that it may be impractical to orientate policing to this micro level. PACT processes are now being used to establish priorities and to formalise their sign off once resolved. The force should ensure that where sub neighbourhood PACT processes exist, they are not overly influential in setting ward-level priorities and that energy continues to be applied to developing wider arrangements within those wards.

The force should assess the quality of all the mechanisms which have a role in setting and reviewing priorities within each neighbourhood to ensure that access and influence is afforded to all sections of the community.

Recommendation 3

Her Majesty's inspector recommends that the force assess the quality of all the mechanisms which have a role in setting and reviewing priorities within each neighbourhood to ensure that access and influence is afforded to all sections of the community.

The outcomes of Neighbourhood policing are being realised by the surveyed public.

	SPI 2a		KDI		SPI 10b	
	Percentage of people who think that their local police do a good or excellent job		Percentage of people who 'agree local police are dealing with anti-social behaviour and crime that matter in this area'		Percentage of people who think there is a high level of anti-social behaviour	
	Difference from MSF (percentage point pp)	2005/06 to 2007/08 change	Difference from MSF	2005/06 to 2007/08 change	Difference from MSF	2005/06 to 2007/08 change
Kent Police	- 2.9 pp	7.6 pp	1.7 pp	8.7 pp	1.5 pp	- 4.8 pp

Summary statement

The SPI/KDI data shows that force performance is not significantly different to the average for the MSF.

The SPI/KDI data also shows that force performance is significantly improved compared with two years ago.

Context

The SPI and KDI statistics are obtained from the PPAFs to March 2008. These figures are survey based and have been analysed for statistical significance, which can be explained in lay terms as follows: 'The difference in performance between the force and the average for its MSF is unlikely to have occurred by chance.'

Note: When comparing the force's performance with previous years, year-on-year statistical significance is explained as follows: 'The difference in force performance between the years compared is unlikely to have occurred by chance.'

There is a summary of how statistical significance is used at Appendix 3 at the end of this report.

As part of the BCS, approximately 1,000 interviews are undertaken in each force area in England and Wales. Included in the survey is the individual's assessment of whether the local police are doing a good job, whether the police are dealing with anti-social behaviour and crime that matter in their area, and whether anti-social behaviour in their area is a problem.

Strengths

SPI 2a – percentage of people who think that their local police do a good or excellent job.

49.8% of people surveyed in the year ending March 2008 think that their local police do a good or excellent job, which is not significantly different to the average for the MSF.

Force performance significantly improved in the year ending March 2008; 49.8% of people surveyed think that their local police do a good or excellent job, compared with 42.2% in the year ending March 2006.

KDI – percentage of people who ‘agree local police are dealing with anti-social behaviour and crime that matter in this area’.

52% of people surveyed in the year ending March 2008 ‘agree local police are dealing with anti-social behaviour and crime that matter in this area’, which is not significantly different to the average for the MSF.

Force performance significantly improved in the year ending March 2008; 52% of people surveyed ‘agree local police are dealing with anti-social behaviour and crime that matter in this area’, compared with 43.3% in the year ending March 2006.

SPI 10b – percentage of people who think there is a high level of anti-social behaviour.

15.4% of people surveyed in the year ending March 2008 think there is a high level of anti-social behaviour, which is not significantly different to the average for the MSF.

Force performance was unchanged by the year ending March 2008 with 15.4% of those surveyed perceiving a high level of ASB compared to 20.2% in the year ending March 2006.

Work in progress

None identified.

Area(s) for improvement

None identified.

Force-level and local satisfaction/confidence measures are used to inform service delivery.

Summary statement

The force fully understands the needs of its communities. Identified service improvements are systematically made to improve local service delivery.

Strengths

Force-level performance data packs include an analysis of data trends together with recommendations for action to address areas of concern. Packs draw on a wide range of sources and surveys to provide a detailed perspective. Where gaps in knowledge have existed, the force can evidence how it has commissioned bespoke surveying or added

questions to its own standing KCVS. Through this intelligence process, the force is able to account for variations over time.

The force has established a chief officer-led board structure to drive and co-ordinate activity in developing Citizen Focus and NP. Similar structures exist on BCUs and within departments, linking activities into the overarching force-level boards. A bespoke performance pack has been produced enabling confidence and satisfaction levels, and a raft of other relevant performance information, to be routinely monitored at force level.

The Kent citizens' panel has been in place for 3 years and has 788 panel members recruited widely from the community. The panel has participants aged from 18-80 and 3.9% of panel members are from BME communities, reflecting closely the county demographic profile. The panel is routinely accessed as a means of gauging the views of the Kent community. The views of the panel were a driver in the development of the call evaluation tool in use within the Force Control Centre (FCC) and Operation Improve (incident demand management) being piloted in Mid Kent.

The views of young people are sought through the Kent youth panel, which has a membership of 80 young people. Members of the panel were surveyed in 2007 to assess their fear of crime, with a 73% return rate. Two key issues were identified – fear of other young people and concern over methods of communication between the police and young people. The concerns were fed into the force performance mechanisms, and as a positive outcome the chair of the police authority and BCU commanders participated in road shows within schools in each BCU, engaging with representative groups of young people with question and answer sessions.

Quality of service checks are mandated, with each BCU/department expected to undertake 50 checks each month. Supervisors choose a random sample of crimes and contact the caller, completing a standard template of questions. BCU commanders and departmental heads are held to account within the Citizen Focus performance gold group for the completion of this task and the underlying performance trends. Line managers are expected to debrief individuals in respect of their performance with a view to continuous improvement. The measures themselves are used as an indicator in populating a 'balanced scorecard'.

Volunteers are used to conduct mystery shopping checks at front counters (circa 250 per annum). These are co-ordinated at force level and commenced in 2007. A range of scenarios have been developed to assess performance against the Kent Standard (quality of service commitment). Feedback is centrally collated and fed back to BCU commanders. Volunteers also staff a re-contact bureau on each BCU to call back and quality assure victims and callers.

A range of consultation and other forums exist at a BCU level across the force, largely reflecting the needs and demographic profile of the individual BCUs. These mechanisms provide a ready means of gaining informal feedback on service delivery. They are to be further developed through the programme of establishing Social Identity PACTs reflecting each recognised strand of diversity on each BCU across the force.

Work in progress

Contact bureaus have been established incrementally on all areas since January 2008. For example, in the space of just under 2 months staff of the contact bureau at South Kent spoke with the informants of around 2,000 incidents. Largely focused towards control strategy themes, the bureaus ensure that victims' needs have been met, the victims code has been complied with, the quality of service commitment has been met, and that they capture feedback themes which enable general service to be improved. The bureaus currently have 'pilot status' with full funding yet to be agreed. Staffing levels within the units

have at times been inconsistent and require stabilisation to maximise benefit from this initiative.

Area(s) for improvement

None identified.

The force demonstrates sustainable plans for Neighbourhood Policing.

Summary statement

The force and the police authority have shown how they have ensured that Neighbourhood policing will be sustained beyond April 2008.

Strengths

The force has 387 PCSOs of whom all but 5 are Home Office funded. Strategic plans demonstrate the sustainability of NP beyond April 2008. This is evidenced in documents including the costed learning and development plan for 2007–09 and the human resources (HR) plan.

The force has developed an action plan, drawing on the AFI from the 2007 HMIC inspection, the observations of NPIA and internal inspections. These internal inspections included a moderation process which saw the DCC visit each BCU in late 2007 in order to validate their self assessments. Progress in addressing the identified gaps is driven through the NP board. There is a clear agenda for change, which is being driven through the interlinking board structure down to BCU and departmental level. Staff interviews demonstrated that delivery was generally positive and supportive.

The police authority is active within the governance and scrutiny of NP through the Citizen Focus performance gold group, NP board, equality and standards board, community engagement board and the police performance committee. Members are currently awaiting presentation of a report examining the benefits drawn from the implementation of the PCSO role within the county. Members are active in force-level board structures and in a link member capacity within BCUs.

The police authority's membership is involved in engagement activity through a programme of formal meetings and in some cases attendance at PACT events. Additionally, the police authority has gauged public opinion through events in shopping malls and at fairs, etc. The chair in particular, other members of the police authority and BCU commanders have been active in visiting schools in response to findings from a consultation exercise conducted with the force's youth panel. The police authority acknowledges that this area of work can be further developed to improve engagement with harder to reach groups.

Work in progress

None identified.

Area(s) for improvement

None identified.

Developing practice

See Appendix 2.

Developing Citizen Focus Policing

2007/08 Developing Citizen Focus Policing Summary of judgement	Meeting the standard
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Meeting the standard

During this inspection the force was assessed against SGC in a number of key areas of Developing Citizen Focus Policing. To discern between forces, a moderation process has been applied to determine the grading of the force.

The force demonstrates that it meets the standard, and in addition it evidences innovation in Citizen Focus implementation. The force has developed activities that lead to improved outcomes, namely:

- The force has implemented a robust board structure to drive citizen focused activity at all levels. The Chief Constable chairs a Citizen Focus gold group. This is underpinned by the monthly Citizen Focus performance gold group chaired by the DCC and supported by delivery groups including the NP board, community engagement board, and equality and standards board. Each BCU and department has a Citizen Focus board whose chairs form part of the membership of the force-level performance gold group.
- Throughout 2007 the force engaged in a comprehensive exercise to engage its staff in developing, among other things, a mission statement to which the entire workforce could relate in delivering a 'first class service to the public'. Over 600 staff were surveyed during the course of the work, with focus groups and other activity taking place across the force. The force Blueprint for Success was launched through a series of Chief Constable/chief officer-led road shows and events on each BCU and department, and the launch was underpinned by extensive marketing and communication strategies.
- Kent police has an established innovative approach to measuring six key performance indicators, alongside available BCS data. The KCVS is a home office-approved quality-assured survey process reaching 4,000 respondents (1,000 per quarter). It measures crime and perceptions to provide a level of understanding of key issues in order to inform the force performance regime. KCVS started in 2005/06 and was specifically designed to develop greater understanding of PSA1. The survey randomly selects households and residents within households.
- Kent police has integrated neighbourhood-level information including the identity of the responsible officers, their contact details and the neighbourhood priorities into the force command and control systems and in March 2008 was one of the first forces in the country to achieve this.

Strengths

A Citizen Focus ethos is embedded across the force, establishing an initial baseline.

Summary statement

The force fully understands the needs of its communities. Identified service improvements are systematically made to improve local service delivery. The force communicates the National Quality of Service Commitment standards, the Code of Practice for Victims of Crime standards and the force corporate standards to its communities.

Service users' views are sought and are used to improve service delivery.

Strengths

The Kent citizens panel has been in place for three years and has 788 panel members recruited widely from the community. The panel has participants aged from 18–80 and 3.9% of panel members are from BME communities, reflecting closely the county demographic profile. The panel is routinely accessed as a means of gauging the views of the Kent community. The views of the panel were a driver in the development of the call evaluation tool in use within the FCC and in Operation Improve being piloted on Mid Kent BCU.

The views of young people are sought through the Kent youth panel, which has a membership of 80 young people. Members of the panel were surveyed in 2007 to assess their fear of crime, with a 73% return rate. Two key issues were identified – fear of other young people and concern over methods of communication between the police and young people. The concerns were fed into the force performance mechanisms and as a positive outcome, the chair of the police authority and BCU commanders participated in road shows within schools in each BCU, engaging with representative groups of young people with question and answer sessions. A further survey is taking place in 2008 which will incorporate measurement of the impact of this initiative. Organisational learning has been incorporated into the Citizen Focus training provided by the force training department.

Quality of service checks are mandated, with each BCU/department expected to undertake 50 checks each month. Supervisors choose a random sample of crimes and contact the caller, completing a standard template of questions. BCU commanders and departmental heads are held to account for performance of the task and the actual quality of the service delivered within the Citizen Focus gold group.

Area crime incident management units (ACIMUs) ensure that no crime is closed unless it is quality of service and Code of Practice for Victims of Crime compliant. An example was provided demonstrating that where a child protection unit had failed to fully comply with these standards, this had been identified by the force and appropriate action taken to improve performance.

Within departments and BCUs, a range of structures is in place to enable staff to contribute to service improvement. These include forums, working groups and open email forums. At force level, the Chief Constable maintains an 'Ask the Chief' forum, and each issue raised receives a positive response.

Staff within the telephony department and on the switchboard have easy access to NP data, with an ability to view and advise callers on the priorities of each neighbourhood and provide contact details for NP teams.

The force embarked on a programme of front counter refurbishments in 2006. The new designs were informed by a consultation exercise which involved staff and members of the public. Additional safety measures were built into the designs, and reassurance delivered through the monitoring of injury and incident data related to counter staff has enabled counters to be built safely without glass screens separating the public from staff. Where this has taken place the environment is notably more 'customer friendly.'

Front counter customers at Medway were surveyed both before and after its refurbishment in 2007 and the lessons learned were used to inform the designs of the refurbishments planned at Ashford and Canterbury.

In partnership with Kent County Council, the South East Coast Ambulance Service, KFRS and the West Kent Deaf Forum, the force launched an emergency short message service (SMS) text facility in February 2008. This service enables one word access to the required service and facilitates two way communications.

Volunteer mystery shoppers have been active across the county since July 2007, testing the quality of service delivered by front counters. Their feedback is passed to local management in order that improvement can be driven at a local level. (See WIP.)

The force produced an attractive NP comment card which was published initially for the Kent County Show in July 2007. Subsequently this has been distributed across each policing area and is available from front counters, libraries and other public places. It includes a reply paid tear off comment strip. (See AFI.)

The police authority is active within the governance and scrutiny of NP through the Citizen Focus performance gold group, NP board, equality and standards board, community engagement board and the police performance committee. A report, awaited by Members, examining the benefits drawn from the implementation of the PCSO role within the county has now been presented and achieved national media coverage. Members are active in force-level board structures and in a link member capacity within BCUs.

Work in progress

The marketing department made an addition to the KCVS questions in 2008 to identify how well informed the respondent felt. This is beginning to yield data; however, at present tangible activity has not been driven as a result of this out turn as more data is required.

A number of departments have carried out or are in the process of carrying out surveys of non-public and internal users to assist in defining and improving service delivery. Professional standards has surveyed the Independent Police Complaints Commission, the Crown Prosecution Service, the Kent Police Authority, and officers who have received complaints or have otherwise had contact with the department. Analysis of the results is currently in progress. Corporate development has completed a similar exercise and one is proposed for HR.

Contact bureaus have been established across the force with the first in Mid Kent in January 2008 and others following in March. Staffed by a co-ordinator, volunteer and a member of agency staff, the units operate on weekdays and are charged with contacting the victims of a wide range of the most commonly reported crimes. Staff within these bureaus ensure that elementary victim care has been delivered and follow a script to identify and establish opportunities for service improvement. At this stage, the output of this survey work is beginning to feed the BCU-level Citizen Focus boards. The impact of contact bureaus on satisfaction measures is yet to be evaluated. When contact bureaus first started operating, it was established that victims code leaflets were not being passed to all crime victims, an issue which was remedied through training and shared between BCUs.

The force has developed a Business Objects-based analytical profiling tool (BOB XI) which readily identifies repeat callers and locations. In one case a caller was identified who had contacted the police on 85 occasions over a short space of time. This highlighted an issue with the delivery of mental health services within the BCU. The issue was raised with the force head of partnership services who worked with partners towards a solution.

A further example of the use of BOB XI led to action being taken at ward level in Canterbury in support of domestic violence victims who were the subject of repeat victimisation. Since February 2008, PCSOs have attended public protection unit meetings, undertaking taskings to assist in the management of risk. This good practice example is set to be rolled out across the force. The tool and its products are being used in a variety of positive ways across the force. They need to be drawn together to ensure that the most effective uses are applied consistently.

Since April 2008 the results of front counter mystery shopping exercises will feed into the performance pack prepared for the Citizen Focus performance gold group.

Operation Improve has instigated a review of the force deployment processes with a view to enhancing service delivery. Changes have been made to the grading of calls received by the force and a BCU incident manager recruited for each BCU to manage calls where attendance can be prearranged by a resource other than a response officer. This initiative is being trialled in Mid Kent where initial results show greater attendance at 'high' category incidents a change from 60% to 80% and a significant reduction in the time from incident creation to final closure. As an example, for 'high' calls, time has reduced from an average 9 hours 4 minutes to 2 hours 10 minutes. The initiative is due to be rolled out across the force between April and October 2008. (See AFI.)

PCSOs are now being used to support the activity of the contact bureaux, with personal visits being made where telephone contact cannot be made.

Operation Doorstep which began in April 2008 is a force-level initiative aimed at improving the quality of service delivery. As part of the initiative, a pilot scheme is taking place within two BCUs across the force with officers who attend incidents giving victims of crime a short survey document. Once completed, the document is posted back to the force at no cost to the participant. Supervisory officers are provided with electronic information drawn from returned survey cards enabling constructive feedback to be provided to staff. At the time of inspection field visit, this initiative had been running for one week. An evaluation of the operation will take place prior to further roll out across the force. The initial draft of the card is functional only and could be further developed, for example to provide reassurance messages or incorporate victims code information.

Kent Police is collaborating with Kent County Council and others in the development of the Kent Gateway project where a range of services and information may be accessed from a single point. Pilot projects are in place at Ashford and Thanet. The Ashford Gateway is situated in the Park Mall shopping centre and fully staffed by Ashford Borough Council staff, on the basis that the anticipated police demand will be low. Local policing issues are co-ordinated through a single point of contact in the form of the anti-social behaviour co-ordinator. The Thanet project involved police from mid April 2008. While acknowledging the potential of these initiatives, it is too early to give any indication of their true value.

The force is developing an initiative to invite community representatives to actively participate in training through becoming involved in experiential training (personal experience based role play) and having an input into training sessions. This initiative is aimed at developing the understanding of officers, particularly in respect of the six strands of diversity.

Area(s) for improvement

The force is unable to identify how many NP comment cards have been returned and there is no clearly identified process to demonstrate how the cards influence service delivery.

ACIMUs ensure that crimes are not closed without quality of service commitment and Code of Practice for Victims of Crime issues having been addressed; however, there is no

mechanism beyond line supervision to ensure that standing undertakings such as the timeliness of updates are being complied with. At the present time it is not possible for the force to assess its current compliance or to track progress in these areas.

Although a number of baseline performance measures are available to gauge the success of Operation Improve, no tools have been utilised to assess service users' satisfaction levels at each stage of the process. This is a missed opportunity in gaining understanding of the key drivers of satisfaction in a process which is expected to generally yield improvements in satisfaction levels. Impact on overall satisfaction rates has yet to be assessed. Before extending the initiative further, the force should be in a position to explicitly link inputs to outputs. Since the conclusion of the inspection a review of Operation Improve has been completed by the force's strategic research and development department. This identifies the opportunity for future analysis, "exploring changes in satisfaction levels, management of expectations around response and diagnostics around expectations and actions".

While noting the initiative of developing contact bureaux across the force, the force should consider how these BCU-owned structures can be used in a corporate way to augment other force-level quality of service survey information to improve overall delivery.

Quality of service complaints are dealt with effectively.

Strengths

The Kent Police Standard incorporates the quality of service commitment. This was first published in 2005 and refreshed in 2006 and 2007, and is available in booklet format from all front counters, and is published on the force website. It has previously been circulated to libraries, doctors' surgeries and other points of public contact and distributed on police stands including at the annual county show. (See AFI.)

The Code of Practice for Victims of Crime is given to all crime victims at the point at which they report a crime and contact bureaux have been proactive in taking remedial action where it has been identified that this was not done.

Information from quality of service complaints is fed back to BCUs through products such as the professional standards strategic and tactical assessments and more directly through their Citizen Focus boards. These mechanisms enable BCUs to identify those individuals and teams that require specific interventions, together with those thematic issues which can more productively be addressed through general training.

Since the beginning of 2008, the professional standards chief of staff has been responsible for identifying those issues which require organisational changes. Activity is tracked on a spread sheet and accounted for to the equality and standards board chaired by the ACC (Specialist Operations).

Both complaints and compliments are inputted into the force tracker system. Organisational learning is picked up through the professional standards department (PSD), while direct feedback is disseminated to the relevant department or BCU Citizen Focus board to enable local interventions to be made as required.

Work in progress

None identified.

Area(s) for improvement

The Kent Police Standard booklet is currently strongly branded '2007' within its title on the front cover. The date first appeared on the 2006 issue to differentiate it from the earliest

publication. Whilst HMIC acknowledges the clear need for version control, in April of 2008 the booklet appeared at first sight to be a dated document despite the assurance of the force that it remained current.

The force is partially monitoring its compliance with the National Quality of Service Commitment.

Strengths

The force has implemented a robust board structure to drive citizen focused activity at all levels. The Chief Constable chairs a Citizen Focus strategy group. This is underpinned by the monthly Citizen Focus performance gold group chaired by the DCC and supported by delivery groups including the NP board, community engagement board and equality and standards board. Each BCU and department has a Citizen Focus board whose chairs form part of the membership of the force-level performance gold group. The Kent Police Authority is represented within the strategy group, performance gold group and each of the delivery groups.

The force inspectorate plays an important role in identifying where it is failing to meet the National Quality of Service Commitment. Dip checks are undertaken to ensure, among other things, that front counters are open at their published times, that road traffic collision victims are updated within three days, that vulnerable crime victims have been updated and that all victims have been updated within an acceptable period. The output of the inspection activity is debriefed immediately with BCU commanders and fed into the force equality and standards board through which remedial action plans are driven where appropriate.

Calls fielded by FCC staff are routinely recorded. On a monthly basis five are reviewed for each staff member and scored by a line manager using a call evaluation tool. No staff member can progress within the FCC unless they meet the appropriate standard.

Since July 2007, a team of 40 volunteers have been conducting a rolling programme of mystery shopping visits to front counters across the force. A bank of scenarios has been developed to test qualitative issues and compliance with the Kent Police Standard. The findings of the exercises are fed back to BCUs for local action and aggregated into a monthly Citizen Focus performance pack which informs the force-level gold group.

Work in progress

The Kent standards manager, based in the PSD, receives customer satisfaction information arising from KCVS telephone interviews. This material has been routinely passed to BCUs for action but will now be used to assist in mapping quality of service issues.

Area(s) for improvement

It is evident that FCC staff members, including those within the operational support desk, regularly receive informal complaints covering a wide spectrum of issues related to operational activity which are resolved there and then. These include lack of action and a failure to respond to calls and emails. This data is not formally captured for use in mapping failures to meet the quality of service commitment.

As identified elsewhere, at present the force is unable to readily track success or failure in meeting the quality of service commitment or victims code time compliance for crime investigations. The force should evaluate options for delivering system improvements which will prompt action in updating victims in good time; and provide management information allowing strategic oversight and enabling tactical interventions to be made.

Recommendation 4

Her Majesty's Inspector recommends that the force evaluate options for delivering system improvements which will prompt action in updating victims in good time; and provide management information allowing strategic oversight and enabling tactical interventions to be made.

The force has integrated Citizen Focus and operational activity, such as contact management, response, Neighbourhood Policing, investigation and through the criminal justice process.

Summary statement

The force has fully embedded corporate service standards expected of all staff when dealing with the public. Satisfaction and confidence performance is fully integrated into BCU and force performance management processes.

The Force is striving to ensure it provides a positive experience to every person with whom it has contact.

Strengths

The Kent Police Standard, referred to above, incorporates the quality of service commitment and establishes general standards of conduct for staff members in dealing with the public. The force has recently completed a major 'bottom-up' exercise in developing a new mission, priorities and values for the force under the Blueprint branding. (See AFI.)

There is a clear awareness among staff of the Kent Police Standard. This has been communicated by various methods and is led by the DCC.

Clear standards exist for timeliness in responding to mail and email correspondence (see AFI.)

The FCC has implemented a corporately styled but flexible call opening for use by its staff. Call closures also follow a patterned format. This includes identifying to the caller other agencies that can assist with a problem where it cannot be solved by police action.

Commencing early in January 2008, the Chief Constable and other chief officers spearheaded Blueprint/Citizen Focus briefings across the force. These have been supported by BCU and departmental command team briefings to staff elsewhere, through the use of a widely circulated DVD and internet briefings. The impact and organisational penetration was evident throughout the force.

The Kent Police Standard was first launched in 2005 and has been refreshed annually since. It has been marketed internally through road shows and presentations, via the force website and more recently via an entry in the force newspaper, *The Relay*. This was also accompanied by a mandatory e-learning package which was monitored for compliance.

The force provides three levels of Citizen Focus training. There are in excess of 1,000 lesson plans within the training department and each has an objective and input on Citizen Focus. Key courses such as detective training have a bespoke Citizen Focus element incorporating the Kent Standard and issues such as 'no witness, no justice'. In addition, there is a specific workshop programme designed to be delivered at BCU level to ensure

staff with longer service are provided with relevant and up to date Citizen Focus training. Delivery of BCU Citizen Focus training is managed and monitored through BCU professional development units.

The force has developed a behavioural customer service training package of three days for all FCC staff that has been considered for use by both the MPS and Surrey Police. NP and Citizen Focus training is delivered to all FCC staff within their induction period and while they are based within the supported learning environment. (See WIP.)

The force has recently been presented with a best practice award from the Chartered Institute of Personnel Development in respect of the integrated training and community placement with 360 community and diversity groups. Student officers undertake placements with the groups during initial training and the scheme has now been developed to afford this opportunity to managers within the organisation.

As described elsewhere, the Chief Constable, his team of chief officers and the wider cadre of departmental heads and BCU command teams engaged in considerable focused activity throughout early 2008 as the culmination of the Blueprint for Success which was developed throughout 2007. A clear theme of the presentations, accompanying e-briefings and literature is an expectation of the way in which staff will deal with everyone with whom they interact. This message was without exception understood by staff.

The force has developed a minimum marketing standard, through which all NP products are branded. Marketing managers based on each BCU support the development of locally focused campaigns and assist staff in selecting and using appropriate tools.

It was evident that both front line staff and those operating in behind the scenes roles, such as FCC staff, are recognised for delivering a positive experience to the public. Recognition includes the Chief Constable's commendations and good work reports on file.

Work in progress

The Kent Police Standard, published to the public and staff via the force website, front counters and other means, sets out the force's priorities and values. As part of the Blueprint for Success work, a new mission statement has been developed and published to staff. The force is to review the Kent Standard, ensuring that there is a synergy with the Blueprint for Success, a piece of work which is expected to be completed in October 2008.

A local pilot commenced in April 2008 in North Kent, described as the PICK project. Drawing upon KCVS data, scoping work for the pilot identified local areas for improvement. The pilot aims to address these by creating a positive customer experience and ensuring that staff appear 'Professional, Informative, Confident and Knowledgeable'. Sussex Police has indicated an interest in the initiative.

The force has recently introduced a new telephone system for public callers. A musical tone is played when either the line is engaged or the phone remains unanswered and the answer phone message has not been set. This can lead to long and purposeless waiting on the line. The issue has been compounded by a further fault within the system which has caused voicemail messages to drop from the system, an issue identified through dip testing of NP lines during February 2008. The issue has been identified to the force and is to be addressed. Consideration should also be given to replacing the musical tone with a message which adds some value to the time spent queuing.

The force has promoted a corporate approach to telephone answering through the DVD circulated following the Blueprint launch in mid January. Senior management teams

completed presentations to staff by the end of April 2008. Use of the corporate telephone greeting is not yet obvious in calls placed throughout the organisation.

The FCC took professional lead responsibility for front counters in 2006/07 and has adapted its FCC behavioural customer service training for use by front counter staff. Around 75% of those staff have received training since it was implemented in early March 2008. Ongoing coaching for front counter staff will commence in the latter part of 2008, with coaches currently being trained.

The Kent Police Authority held an awards ceremony in April 2008 with a problem-solving theme. This will be followed in September 2008 with an awards event theme of 'community heroes', which will be open to police and partners.

Area(s) for improvement

While the Kent Standard establishes timeliness criteria for the response to email and other written communication, it stops short of prescribing corporate standards for out of office voicemail management and the publication of contact details etc.

Performance processes include local satisfaction measures.

Strengths

BCU-level performance management processes utilise satisfaction and confidence data drawn from KCVS which has a resolution down to CDRP level. The force has widely implemented partnership tasking and co-ordination processes, where partnership data is considered alongside local priorities.

Work in progress

In January 2008, work started on producing an electronic 'balanced scorecard' to manage and monitor performance. The scorecard has a number of dials and levers showing overall performance, with an option to access the raw data behind the initial summary. Performance against policing plan targets is also measured through this process, with an overall assessment of departmental/BCU performance. This initiative went live on the intranet in May 2008. The provision of the electronic balanced scorecard will ensure that Citizen Focus data is highly visual and brought to life.

An evaluation exercise was completed in 2004/05, examining the role and value of PCSOs in local policing. A further evaluation is currently being undertaken to examine their impact on crime, incident, perception, worry and anti-social behaviour. It will also consider shifts worked and abstraction issues.

One neighbourhood officer identified how they had produced a local survey form for their use before and after activity at a neighbourhood level. While this initiative was to be applauded, this appeared to have been an exception rather than a widespread practice.

During 2007, a pilot initiative at Thanet and Medway tested the concept of establishing neighbourhood task teams, in effect providing a taskable tactical resource to support neighbourhood-level initiatives. Surveys were carried out before and after initiatives, demonstrating an increase in the public's belief that Kent police dealt with the things which mattered most, an increase from 47% to 85%. This evidence base allowed the force to make a case to the Kent Police Authority which will see the initiative spread across the force during 2008/09. The terms of reference for the new teams include a requirement that surveying before and after operational activity will be completed in all cases.

Area(s) for improvement

None identified.

The force can demonstrate that the relevant SPIs remain stable as a minimum.

	SPI 1e Satisfaction with the overall service provided		SPI 3b Satisfaction of users from minority ethnic groups with the overall service provided	SPI 3b Gap – comparison of satisfaction for white users and users from minority ethnic groups with the overall service provided
	Difference from MSF	2005/06 to 2007/08 change	2005/06 to 2007/08 change	+/-pp
Kent Police	- 0.8 pp	- 0.1 pp	2.8 pp	3.0 pp

Summary statement

The SPI data shows that force performance is not significantly different to the average for the MSF.

The SPI data also shows that force performance is unchanged compared with two years ago.

Satisfaction of users from minority ethnic groups with the overall service provided is unchanged.

There is a satisfaction gap between white users and users from minority ethnic groups with the overall service provided. Users from minority ethnic groups are 3 percentage points less satisfied.

Where there is a gap in satisfaction with service delivery between white users and users from minority ethnic groups, the force has evidenced that it is taking action to understand and narrow the gap.

Context

The SPI statistics are obtained from the PPAFs to March 2008. These statistics are survey based and have been analysed for statistical significance, which can be explained in lay terms as follows: ‘The difference in performance between the force and the average for its MSF is unlikely to have occurred by chance.’

Note: When comparing the force’s performance with previous years, year-on-year statistical significance is explained as follows: ‘the difference in the force performance between the years compared is unlikely to have occurred by chance.’

There is a summary of the statistical analysis methodology at Appendix 3 at the end of this report.

Victims of crime and users of police services are surveyed using Kent Police's own user satisfaction surveys, which comply to national standards and thus allow comparison with other forces. Surveys are based on a sample size of 600 interviews per BCU.

Strengths

SPI 1e – satisfaction with the overall service provided.

81.1% of people surveyed in the year ending March 2008 were satisfied with the overall service provided, which is not significantly different to the average for the MSF.

Force performance was unchanged in the year ending March 2008; 81.1% of people surveyed were satisfied with the overall service, compared with 81.2% in the year ending March 2006.

SPI 3b – comparison of satisfaction for white users and users from minority ethnic groups with the overall service provided.

Force performance was unchanged in the year ending March 2008; 77.1% of users from minority ethnic groups were satisfied with the overall service provided, compared with 74.3% in the year ending March 2006.

There is a satisfaction gap between white users and users from minority ethnic groups with the overall service provided. Users from minority ethnic groups are 3% less satisfied.

Where there is a gap in satisfaction with service delivery between white users and users from minority ethnic groups, the force has evidenced that it is taking action to understand and narrow the gap.

The policy and process for managing hate crime have recently been reviewed as detection rates were poor and satisfaction rates declining. The review identified that there was no guidance about managing victims of hate crime. A new policy has been developed and a quality assurance process implemented to ensure that each crime receives appropriate supervisory review. Early improvements have been noted with the satisfaction rate showing an increase from 68% in January to 90% in March 2008.

Additionally, individual feedback is now provided to officers/staff where issues have been identified from KCVS surveying of BME victims and the respondent consents to this course of action. The overall satisfaction gap between the white and BME population has shown steady improvement.

Work in progress

None noted.

Area(s) for improvement

None noted.

Developing practice

See Appendix 2.

Recommendations

Recommendation 1

Her Majesty's Inspector recommends that action is taken to improve the overall quality of the neighbourhood policing pages of the force's web site; specifically action should be taken to make the pages appear more vibrant. Pages should be regularly updated with material relevant to distinct neighbourhoods and intended to encourage users to return to the site periodically. The neighbourhood web pages provide an obvious opportunity to further diversify engagement activity and to encourage the submission of community intelligence from the community of internet users within Kent.

Recommendation 2

Her Majesty's Inspector recommends that the force develop mechanisms to qualitatively test and monitor engagement levels within Kent at a neighbourhood level, thereby ensuring opportunities to improve access to more challenging communities are identified and consistently acted upon.

Recommendation 3

Her Majesty's inspector recommends that the force assess the quality of all the mechanisms which have a role in setting and reviewing priorities within each neighbourhood to ensure that access and influence is afforded to all sections of the community.

Recommendation 4

Her Majesty's Inspector recommends that the force evaluate options for delivering system improvements which will prompt action in updating victims of crime in good time; and provide management information allowing strategic oversight and enabling tactical interventions to be made.

Appendix 1: Glossary of Terms and Abbreviations

A

ACC	Assistant Chief Constable
ACO	Assistant Chief Officer
ACPO	Association of Chief Police Officers
ASB	Anti-social Behaviour
ASBO	Anti-Social Behaviour Order

B

BCS	British Crime Survey
BCU	Basic Command Unit
BME	Black and Minority Ethnic
BPA	Black Police Association

C

CDRP	Crime and Disorder Reduction Partnership
CMU	Crime Management Unit

D

DCC	Deputy Chief Constable
DV	Domestic Violence

G

GO	Government Office
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F

FCC	Force Control Centre
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H

HICT	Head of Information and Communications Technology
HMIC	Her Majesty's Inspectorate of Constabulary
HR	Human Resources
HSE	Health and Safety Executive

I

IAG	Independent Advisory Group
ICT	Information and Communications Technology
liP	Investors in People
IS&T	Information Systems and Technology

K

KCVS	Kent Crime and Victimisation Survey
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L

LCJB	Local Criminal Justice Board
LSCB	Local Safeguarding Children Board

M

MAPPA	Multi-agency Public Protection Arrangements
MPR	Monthly Performance Review
MSF	Most Similar Force(s)

N

NCRS	National Crime Recording Standard
NIM	National Intelligence Model
NHP	Neighbourhood Policing
NPIA	National Policing Improvement Agency
NSPIS	National Strategy for Police Information Systems

O

OBTJ Offender brought to Justice

P

PCSO Police Community Support Officer

PFI Private Finance Initiative

PI Performance Indicator

PIP Professionalising the Investigative Process

PURE Police Use of Resources Evaluation

Q

QoSC Quality of Service Commitment

R

REG Race Equality Group

S

SARA Scanning, Analysis, Response, Assessment

SOCA Serious and Organised Crime Agency

SPG Strategic Performance Group

SPOC Single Point of Contact

T

TCG Tasking and Co-ordinating Group

Appendix 2: Developing Practice

INSPECTION AREA: Neighbourhood Policing
TITLE: Integrating Neighbourhood Management with Neighbourhood Policing
PROBLEM: Neighbourhood Policing and Neighbourhood Management (delivered through local authorities) are running along twin tracks in many locations, creating overlap and duplication of effort. Sir Ronnie Flanagan recognised this in his review of policing. Recommendation 14 of his interim report specifically looks at integrating the two programmes.
SOLUTION: Kent Police recognised the opportunities that co-located working arrangements can offer to partnership working. As a result, 4 of the 13 Districts/Unitary Authorities have established Public Safety Units within local authority premises. Two further districts are near to completion, and there is a willingness from all local authorities and partners to establish similar working arrangements countywide. With the implementation of Neighbourhood Policing in Kent, the Public Safety Units (PSUs) have developed integral practices, between the two key organisations with the support of partner agencies that no longer differentiate between Neighbourhood Policing and Neighbourhood Management. The objectives are the same and the impact is realised through joint problem solving on a daily basis. Neighbourhood Policing is based on recognising signal crimes and making improvements. Neighbourhood Management Teams work within the PSUs and direct their response in support of the neighbourhoods. An excellent example of this is from the North Kent BCU. In June 2006, a joint team from the Home Office, Government Office South East (GOSE) and the Kent Partnership undertook a two-week diagnostic review of the Dartford and Gravesham Crime & Disorder Reduction Partnerships (CDRPs). Their recommendations were primarily based upon the Police and partner requests and included the amalgamation of the 2 CDRPs. The recommendations were implemented and this became the first CDRP merger in the country. Part of this plan involved the establishment of a Public Safety Unit in each local authority. Both PSUs have evolved during the implementation of Neighbourhood Policing and as a result provide examples of good practice for the integration with Neighbourhood Management and community engagement. Good working practices include Partnership Tasking & Coordination Group meetings at daily and monthly intervals, integrating intelligence processes and supported by analytical products. The Partnership TCG directs Neighbourhood Task Teams and the Public Safety Units decided the boundaries of the Neighbourhood Policing Areas jointly.

EVALUATION:

The introduction of both PSUs was monitored by the CDRP at their regular meetings and the use of a constitution to govern the joint working relationships has empowered the managers within each PSU to become more effective.

Significant crime reduction has been achieved between April 2006 and December 2007 and is evident within both districts.

The Dartford CDRP was placed within the 'Priority 44' group of CDRPs in 2006. This came with an extra level of inspection and measurement. Within 12 months and following a number of joint operations focussed on a cleaner environment and improving quality of life, Dartford CDRP has been showcased in respect of their achievements by GOSE.

EXTERNAL VALIDATION:

In August 2007, members for the Home Office Police and Crime Standards Unit and the Partnership Performance Support Unit revisited the Dartford and Gravesham CDRP to inspect progress on the recommendations. The following comments were included in their report:

“The alignment of Neighbourhood Policing with the PSUs has also been effective, as was the decision to allow the PSUs to decide the boundaries. The fact that Neighbourhood Police Teams – and Kent Fire & Rescue Service – can be tasked directly from the PSUs demonstrates how flexibly and productively practitioners are working”.

“The decision to formally locate the Neighbourhood Policing within the partnership tasking process is innovative and has been effective”.

OUTCOME(S):

BCS Comparator for CDRPs Apr-Dec 2007 compared with Apr-Dec 2003.

- Dartford CDRP -6.8% (305 crimes)
- Gravesham CDRP -30.4% (1797 crimes)

North Kent BCU

All crime reduction -10% 2006-7 compared to 2005-6

All crime reduction -18.9% Apr-Dec 2007 compared to 2006

FORCE CONTACT:

Chief Superintendent Gary Beautridge

INSPECTION AREA: Neighbourhood Policing

TITLE: The role of the Police Community Support Officer Supervisor

PROBLEM:

With the addition of 273 PCSOs the Force Neighbourhood Policing establishment grew substantially by September 2007, to a total of 560 Constables and PCSOs.

A review of existing arrangements identified inconsistent levels of supervision across the county and insufficient staff to provide adequate supervision of Neighbourhood Policing Teams. Recognising the need to properly supervise our staff, such numbers would have put almost impossible expectations on Neighbourhood Sergeants. Police Constables are not seen as the solution, as they are not trained to supervise other staff and the Police Federation supports this view.

The provision of further supervision was seen as a significant organisational challenge, with major implications for the successful implementation of Neighbourhood Policing. Any solution needed to be innovative, protecting the purpose of the PCSO role and allowing supervisors the ability to retain responsibility for a neighbourhood and maintaining community relations.

SOLUTION:

In 2006, the Kent Police Authority allocated £1million to support supervision for Neighbourhood Policing. Options were considered as to how ratios could be improved to around 1:12, and introduce a consistent level of supervision across the teams. Adhering to the principle that Sergeants can supervise PCs and PCSOs, whilst PCSO Supervisors can only supervise PCSOs, a bespoke model was developed utilising a combination of Sergeants and PCSO Supervisors to bring the supervision ratios to a more satisfactory level.

A phased introduction saw the first 8 PCSO Supervisors appointed in January 2007. In order to achieve the supervision ratio 1:12 for PCSOs, a decision was subsequently taken to recruit additional PCSO Supervisors. Recruitment took place in January 2008, and a further 12 suitable staff were identified, who will be in post by the end of March 2008.

The role of the PCSO Supervisor is to ensure that they and their PCSOs maximise their time providing high profile uniformed patrol and work, to achieve their neighbourhood priorities. They have supervisory responsibility for all PCSOs within their neighbourhood team, but no authority over Police Officers or Special Constables, PCSO Supervisors report to Sergeants, who retain line management and operational primacy for all resources within each neighbourhood team. This provides a clear demarcation for command and control, and operational accountability. PCSO Supervisors refer operational command decision making to an appropriate Police Officer and, unless directed otherwise by a Police Supervisor, incident command is handed over by a PCSO Supervisor upon attendance of a Police Officer. A number of PCSO Supervisors have undergone training to become A1 Assessors of the National Occupational Standards.

EVALUATION:

Assessment of the PCSO Supervisors initially employed was very favourable. Analysis of data from the Force Activity Analysis Survey (November 2007) indicated that the proportion of PCSO time spent patrolling had increased since 2006. Only 2% of PCSO Supervisor time is dedicated to supervision inside the police station. It is clear that the PCSO Supervisors largely supervise on the street, thereby maintaining and even increasing visibility, and responding to the needs of their communities.

An evaluation is underway to realise the benefits of PCSO Supervisors, reporting to Chief Officers in March 2008, initial findings have been of a positive nature.

EXTERNAL VALIDATION:

A request that the NPIA evaluate the effectiveness of the model was declined on the grounds of cost.

Other forces have also identified the gap in Neighbourhood supervision and are trialling other options, such as Neighbourhood Co-ordinators and Tutor Constable courses with a Special Priority Payment incentive. The PCSO Supervisor role developed in Kent is tried and tested; it delivers the expected benefits and is effective and efficient use of PCSO resources.

OUTCOME(S):

The initial findings of the evaluation in January 2008 suggest that the following benefits are being achieved:

The introduction of PCSO Supervisors creates a career structure, which will encourage PCSOs to remain in this field, rather than apply to become a Police Constable or be lost to the organisation altogether. This will result in consistency of staff, knowledge and experience within neighbourhood policing.

As PCSOs undertake a very different role to Police Officers, it is arguable that PCSO Supervisors are better placed to develop and supervise PCSOs.

PCSO Supervisors take on specific responsibilities, alleviating some of the Sergeants' workload, thereby enabling them to effectively supervise PCs and concentrate on operational performance.

PCSO Supervisors retain responsibility for their own neighbourhood and undertake full PCSO duties, thereby maximising their impact in the community and visibility through uniformed patrol.

PCs are not used as tutors/mentors and do not take on supervisory responsibilities inappropriate to their role. The risk of PCs becoming less visible is therefore diminished.

FORCE CONTACT:

Trevor Pankhurst, Project Manager

Tel: 01622 653204 or 07980 683581

INSPECTION AREA: Neighbourhood Policing

TITLE: The introduction of dedicated Neighbourhood Task Teams

PROBLEM:

As Neighbourhood Policing has engaged with the community to set local priorities, and the intelligence process to support Neighbourhood Policing has become more effective, the demand for additional policing support (beyond the capability of the local neighbourhood staff) is very apparent.

SOLUTION:

One of the key elements for the Kent Neighbourhood Policing Model is:

Neighbourhood Task Teams (NTT), that cover a wide geographic area and provide policing support for dedicated Neighbourhood Teams.

In 2007, in support of partnership working and the creation of Public Safety Units, one BCU managed to set up an NTT, which has been extremely successful at reducing crime. Improvements in the level of confidence and satisfaction were gained but were not significant.

As a result, it was decided to trial the use of NTTs in 2 further pilot PCS, namely Medway and East Kent, utilising different policing tactics in order to evaluate the impact such teams could have on community engagement.

The results of this trial have been used to inform the Kent Police Authority in their consideration of a growth bid to enable each Policing Area to resource an NTT consisting of a Sergeant and 5 Constables.

The intention of the NTT trial was to:

- Reduce incidents of Anti-Social Behaviour (ASB) and crime
- Increase public confidence in Kent Police

Further objectives included:

- To enhance the community's feeling of safety
- Identify public concerns and priorities and utilise joint problem solving techniques with partners
- Increase and improve community engagement

The 4-week trial commenced on 22 November and concluded on 20 December 2007.

Partners were consulted and supported joint problem solving techniques to clean up the environments and tackle Anti-Social Behaviour.

EVALUATION:

In order to provide a professional evaluation of the trial the Strategic Research & Development Unit produced a questionnaire of the NTTs to use. The report 'Neighbourhood Taskforce Surveys December 2007' provides the results of the survey, which involved 350 householders in 3 Kent wards covered by the NTT trial. In addition, the Business Information Unit produced comparative data on the impact of crime and incidents for the trial sites.

- Qualitative analysis suggests that the implementation of Neighbourhood Task Teams has had a positive effect on participants' perceptions of their local area.
- The percentage of respondents that agreed that Kent Police were dealing with things that matter most to people in the community increased from 47% (average Kent Crime Victim Survey is 58%) to 85% following the NTT pilots; a rise of 38 percentage points.
- Respondents were more likely to comment positively about a police presence and response in their local area after the NTT pilots.
- Young people congregating in public spaces causing ASB were viewed as negative by 62% pre-pilot and 50% post-pilot. Despite ASB remaining the biggest problem, the majority of respondents (post implementation) commented that problems attributed to youths were beginning to get better and they were happy the police appeared to be doing something about these problems.
- Levels of ASB reduced in all 3 wards.
- Offences of criminal damage reduced significantly in 2 of the 3 wards.

Comments from residents surveyed included:

"Local youths are a problem but things have got better since the higher Police presence in the area."

"Police presence has been good and appreciated".

A DVD has also been produced involving the views of a victim of crime and 2 councillors, who provide their perceptions of improvements in the community resulting from the NTT trial.

EXTERNAL VALIDATION:

The evaluation and survey has been placed on the NPIA website and cited as good practice.

OUTCOME(S):

The performance improvements have been highlighted within the evaluation above. The outcome is the support of the Kent Police Authority in their approval on 13 February 2008 of the growth bid to establish an NTT on each BCU in 2008.

FORCE CONTACT:

Chief Inspector David Cooper
Tel: 01622 652417

INSPECTION AREA: Citizen Focus

TITLE: Consulting Corporately with often over-looked groups

PROBLEM:

The service has well-embedded consultative forums reaching out to Kent's Black and Minority Ethnic and Lesbian, Gay, Bi-sexual and Transgender (LGBT) communities. Three further groups that were identified as priority for engagement were Kent's disabled, transgender and faith communities to inform priorities to be adopted for new statutory equality schemes.

SOLUTION:

We used the need to publish Disability and Gender Equality Schemes (GES) as an opportunity to involve these respective communities in identifying equality priorities to be adopted within the Schemes (transgender, in respect of the GES). These contacts were maintained and provided the initial core membership of a Disability Consultative Forum and an E-Consultative Form for transgender people.

Engagement with Faith Communities grew out of the Kent Muslim Safety Forum, which was established shortly after the London bombings. Over time, members of the Forum agreed revised terms of reference so that the Forum became inclusive of minority and mainstream faiths across Kent.

EVALUATION:

It is too early to evaluate the new consultative forums. Evaluation will include canvassing stakeholders for their perception on the progress being made to recognise and meet their distinct service delivery needs. Lessons learnt during the development of the projects have been:

- To be aware of the sensitivities and needs of different Muslim sects, and in particular to have an understanding of the position of the Ahmadiya. Failure to do so has the potential to undermine positive relationships.
- In promoting the social model of disability, to understand the need to consult with organisations of disabled people, rather than organisations *for* disabled people.
- When engaging with a community which prefers to avoid attention (eg transgender) involvement and consultation is possible by providing alternatives to normal personal contact meetings and establishing alternatives such as 'virtual' networks of people and e-consultation.

EXTERNAL VALIDATION:

All our community forums provide external scrutiny of the progress we are making to meet our published equality objectives and provide community feedback about how we are delivering services.

Our commitment to LGBT consultation and engagement was part of our submission to Stonewall for its 2008 Workplace Equality Index. We were ranked 26th overall (there were 241 submissions) and 5th within the Police Sector (18 Police Services appear in the top 100 gay friendly employers).

OUTCOME(S):

Significant outcomes in relation to disabled and transgender communities have been the adoption of equality objectives, which when delivered, will improve service delivery to these groups of people. It has also resulted in disability and transgender matters being given increased attention and awareness when planning and delivering services.

The development of the Faith Communities Consultative Forum, although predominantly still Muslim in membership, is a contribution towards the objective to promote community cohesion. It also contributes towards the objective of building trust and confidence within a community, which increasingly sees itself as being demonised by the media and other parts of society.

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INSPECTION AREA: Citizen Focus

TITLE: OP Improve – The roll out of a new crime and incident management process which will facilitate a demand management structure.

PROBLEM:

Kent Police's 'Call Grading System', which informed the level and nature of attendance to all incidents, had been in place unchanged for 15 years. The Crime Standard Attendance Criteria underpinned the 'Call Grading System' This criteria defined a list of incident types, which we would always attend regardless of the circumstances of the incident. Both systems created unmanageable response demands resulting in 200 non-attended incidents a day across the force.

This impacted our ability to manage Risk, Demand and Expectation, as we could not give realistic timescales for attendance.

SOLUTION:

Kent Police will implement a new 'Deployment Criteria', which will result in all incidents being graded for attendance on the circumstances present at the time; the Crime Standard Attendance Criteria will also be removed. The 'Deployment Criteria' will be based on four attendance grades:

Immediate / High / Scheduled / Non Attendance.

The process of demand management will be facilitated through the part localisation of our contact management processes, away from a fully centralised resource, through the addition of an Incident Management Function operating on each BCU.

Incident Ownership Principles

The Force Communication Centre will have ownership of all incidents graded as 'Immediate' or 'High' and will be responsible for the allocation of those incidents to the most appropriate resource. A BCU Incident Management Function will have ownership of all incidents graded as 'Scheduled' and will be responsible for the allocation of those incidents to the most appropriate resource.

Customer Expectation Management

Kent Police will ensure the delivery of customer expectation management ensuring that we manage the needs and expectations of the public within our service delivery. At the outset of an incident being reported the FCC Call-Taker will be responsible for managing the caller's expectations. If the incidents are graded as 'Immediate' or 'High' the ownership of the customer's expectations management will remain with the Call-Taker who will explain to the caller:

- That we aim to get to them as soon as possible
- That if we do not get to them within the hour we will call them back

Upon the caller being re-contacted the 'Deployment Criteria' will be reapplied; if the matter is still considered 'High' it will remain with the Force Communications Centre for resourcing. If the incident is no longer considered 'High' the call will be downgraded to 'Scheduled' and the caller will be updated with the following:

- a. The reason that we have not been able to attend
- b. That to ensure they receive the most appropriate response the matter will now be passed to their Local Incident Manager who will contact them within the next 12 hours

c. That if the matter escalates they should contact us back as appropriate.

If initially incidents are graded as 'Scheduled' the customer expectation management will be passed to the Incident Manager and the caller updated with the following:

1. That to ensure they receive the most appropriate response the matter will be passed to their local Incident Manager who will contact them within the next 12 hours
2. That if the matter escalates they should contact us back as appropriate.

Incident Managers will make contact with informants within 12 hours with a view to update them as to course of action, gain further information or to resolve via telephone resolution.

If appropriate, the Incident Manager will allocate to a resource to deal. The allocated resource will be responsible for contacting the caller within 24 hours to arrange an appointment to attend and deal.

EVALUATION:

The evaluation process will be undertaken through an audit of Incident Records, both in paper form and audio. This will ensure that we are managing the customer expectation process and the incidents are being dealt with as per the new model. Incident resolution times will be compared both pre and post the implementation.

EXTERNAL VALIDATION:

- Increase customer satisfaction in line with SPI 1a – e.
- Increase public confidence in Kent Police in line with SPI 2a and policing plan objective 1.1 and 2.1.

OUTCOME(S):

Enhance customer satisfaction – Right Person at the Right Time, keeping the public informed, expectation setting, delivering on our promises.

Develop a demand management structure to ensure that we appropriately manage the following three components:

- Risk
- Demand
- Expectation

Reduce the amount of time incidents remain unattended.

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INSPECTION AREA: Citizen Focus

TITLE: Kent Police & Kent Police Authority Citizens' Panel

PROBLEM:

The Force identified an opportunity to formalise consultation on a number of topical, complex, sensitive and important issues on policing and crime utilising quick response and longitudinal methods.

SOLUTION:

As part of the Force and Authority's commitment to public consultation and engagement, members of the public are invited to become members of the Kent Police Citizens' Panel. The panel provides Kent Police with a rich stream of valuable data concerning citizens' views and perceptions on crime, community safety and the services provided by Kent Police to them and their communities. This type of information is often difficult to obtain via the use of questionnaire-based surveys, and is ideally gathered using qualitative methods such as focus groups and/or open questions administered via email, telephone or by post. Data gathered from the Citizens' Panel supplements the work already being carried out via our survey programme, which currently includes the Kent Crime & Victimisation survey and the User Satisfaction surveys.

EVALUATION:

During the development and set up phase of the Panel the Force consulted with private organisations (MORI) and other Police Forces (Metropolitan) that had already established and utilised panels. This helped Kent to establish better recruitment and management methods.

The Panel is reviewed on an annual basis. This involves internal procedures and consultation with Panel members. To date several issues have been identified and dealt with:

- Recruitment, identifying, engaging and recruiting often overlooked groups
- Ensuring feedback is delivered quickly and concisely to panel members after each consultation exercise.
- Delivering consultation exercises across a variety of geographical areas throughout Kent.

EXTERNAL VALIDATION:

Several Forces looking to establish a Citizens' Panel have contacted Kent. Northumbria Police Force recently visited Kent to gain best practice around consultation methods including the Citizens' Panel.

The Consultation Institute has commented positively on the breadth and robustness of Kent's approach to consultation, particularly the use of the Citizens' Panel.

OUTCOME(S):

The panel has been involved in a wide variety consultation exercises. A selection are outlined below:

Focus group programme

1. Local policing, crime and ASB
2. Policing Priorities
3. Kent Policing Plan
4. 'Closing the Gap' – amalgamation of police forces
5. 2015 border changes
6. PCSO review
7. Kent standard

Survey programme

1. The national knife amnesty
2. Fear of crime
3. Kent Policing Plan
4. Policing Bonfire night
5. 'Closing the Gap' – amalgamation of police forces
6. Anti-Social Behaviour
7. Neighbourhood Policing

Data provided by the Panel is utilised by the Force to develop strategy and improve performance, the paragraph below provides a good example of how the Force is utilising data.

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Appendix 3: Assessment of Outcomes Using Statutory Performance Indicator Data

Context

The HMIC grading of Neighbourhood Policing and Citizen Focus for each force takes performance on the key SPIs as a starting point. These are derived from the PPAF and are survey based.

The survey results come from two different sources:

- **Neighbourhood Policing**
Results come from the BCS, which questions the general population. The annual sample size for the BCS is usually 1,000 interviews per force.
- **Developing Citizen Focus Policing**
Results come from forces' own user satisfaction surveys. The annual sample size for these user satisfaction surveys is 600 interviews per BCU.

Understanding survey results

The percentage shown for each force represents an estimate of the result if the whole relevant population had been surveyed. Around the estimate there is a margin of error based on the size of the sample surveyed (not on the size of the population).

This margin is known as a **confidence interval** and it will narrow or widen depending on how confident we want to be that the estimate reflects the views of the whole population (a common standard is 95% confident) and therefore how many people have to be interviewed. For example, if we have a survey estimate of 81% from a sample of approximately 1,000 people, the confidence interval would be plus or minus 3 and the appropriate statement would be that we can be 95% confident that the real figure in the population lies between 78% and 84%.

Having more interviewees – a larger sample – means that the estimate will be more precise and the confidence interval will be correspondingly narrower. Generally, user satisfaction surveys will provide a greater degree of precision in their answers than the BCS because the sample size is greater (1,000 for the **whole force** for the BCS, as opposed to 600 **for each BCU** for user satisfaction).

HMIC grading using survey results

In order to **meet the standard**, forces need to show no 'significant' difference between their score and the average for their MSF or against their own data from previous years. Consequently, force performance could be considered to be 'exceeding the standard' or 'failing to meet the standard' if it shows a 'significant' difference from the MSF average or from previous years' data.

HMIC would not consider force performance as 'exceeding the standard' if SPI data were travelling in the wrong direction, ie deteriorating. Likewise, credit has been given for an upward direction in SPI data even if performance falls below the MSF average.

Understanding significant difference

The calculation that determines whether a difference is statistically significant takes into account the force's confidence interval and the confidence interval of its MSF.³ The results of the calculation indicate, with a specified degree of certainty, whether the result shows a real difference or could have been achieved by chance.

This greater level of precision is the reason why a difference of approximately two percentage points is statistically significant⁴ in the case of the user satisfaction indicator, whereas a difference of around four percentage points is required for the BCS indicators. If the sample size is small, the calculation is still able to show a statistically significant difference but the gap will have to be larger.

[Produced by HMIC based on guidance from the NPIA Research, Analysis and Information Unit, Victoria Street, London.]

³ The BCS results are also corrected to take account of intentional 'under-sampling' or 'over-sampling' of different groups in the force area.

⁴ It is likely that there is a real, underlying difference between data taken at two different times or between two populations. If sufficient data is collected, the difference may not have to be large to be statistically significant.