



Inspecting policing
in the public interest

Hampshire Constabulary's response to the funding challenge

July 2013

Contents

Hampshire Constabulary: Executive summary	3
The challenge	5
Progress in making savings: Years 1–2	5
Plans for Year 3–4	5
Looking beyond the current spending review	5
The scale of the challenge in Hampshire Constabulary	6
Demand	6
How difficult is the challenge?	6
Response to the challenge	7
Changes to workforce numbers	7
Changes to the proportion of workforce on the front line	8
Collaboration	9
Managing change	9
How is the force engaging police officers, PCSOs and staff in the change programme?	10
How effective has the response been?	10
Impact of the changes on the public	11
Visibility	11
Calls for service	12
Crime	12
Victim satisfaction surveys	13
Changes to how the public can access services	13
Conclusion	15

Hampshire Constabulary: Executive summary

Hampshire Constabulary has a more difficult financial challenge compared to many other forces as it is already an efficient and low cost force. It has responded very strongly to the challenges of the spending review: reconfiguring its workforce; embracing technology to support frontline officers and collaborating¹ with other forces and local partners.

The constabulary has a strong track record in delivering savings and has managed its change plan and engaged its staff effectively. It plans to place 95% of its officers in frontline roles by March 2015, which is higher than most other forces.

Crime has fallen in Hampshire at a greater rate than most other forces. The combination of robust planning, a good track record in delivering savings, a strong commitment to innovation and partnership working and high levels of crime reduction gives HMIC confidence that Hampshire has positioned itself well to manage further reductions.

Financial challenge

Hampshire Constabulary has identified that it needs to save £54.2m over the four years of the spending review (i.e. between March 2011 and March 2015).

The constabulary's savings requirement is 16% of its overall budget, which is a similar proportionate reduction to that faced by most other forces. Hampshire Constabulary still faces a difficult challenge because it spends less on policing than most other forces and has a low pay bill, so it has had to work hard to identify more efficiency in order to squeeze its costs down even further.

Progress in making savings

Hampshire Constabulary has planned how it will save £49.6m, however it still has £4.5m² to find. The constabulary has identified how to close this gap, although these plans have yet to be incorporated into its financial plans. Nonetheless, HMIC is satisfied by the level of detail provided at the time of the inspection and that the required savings will be achieved.

Changes to the workforce

All forces spend most of their money on staff costs (such as wages and overtime), and so have focused on reducing this expenditure in order to cut costs.³ Hampshire Constabulary is no exception.

1 HMIC defines collaboration as “all activity where two or more parties work together to achieve a common goal, which includes inter force activity and collaboration with the public and private sectors, including outsourcing and business partnering”.

2 The amounts to save may not add to the total due to rounding.

3 See *Adapting to Austerity*, HMIC, London, July 2011, p.13. Available from www.hmic.gov.uk.

It is reducing police officer numbers by limiting recruitment and holding vacancies; as a result, by the end of the spending review period, there is planned to be 451 fewer police officers in the Hampshire Constabulary. This means the number of police officers is planned to reduce by 12% between March 2010⁴ and March 2015; this is a similar reduction to most other forces.

There is evidence that Hampshire Constabulary is successfully protecting frontline posts as it makes these cuts. This is commendable. Between March 2010 and March 2015, the proportion of police officers in frontline, crime-fighting roles is planned to increase from 87% to 95%. This compares to an overall increase across England and Wales from 89% to 93%.

The constabulary has also made some police staff redundant and not replaced others as they have left (for example through retirements and resignations); and as a result, by the end of the spending review period, there is planned to be 358 fewer police staff in the Hampshire Constabulary. This means the number of police staff is planned to reduce by 15% between March 2010 and March 2015; this is fewer than in most other forces.

Hampshire Constabulary plans to maintain the number of police community support officers (PCSO). This compares with a planned reduction by most other forces.

Impact on the public

HMIC expects forces to make savings without damaging the service provided to the public. We monitor whether they are achieving this by examining crime rates, and the results of the victim satisfaction surveys which all forces conduct.

Over the first two years of the spending review, recorded crime⁵ (excluding fraud) in Hampshire Constabulary fell by 18%. This is a good outcome and is considerably greater than the 13% reduction recorded across England and Wales. Victim satisfaction was at 83.4%⁶ which is slightly lower than the figure for England and Wales.

Future challenges

Hampshire Constabulary has made good progress in meeting their financial challenge and has developed a detailed change programme which will allow it to reduce costs while continuing to fight crime. The constabulary has started to consider what savings it might need to make after March 2015 and is planning for up to 2017.

Hampshire's response to the funding challenge to date is strong. This means that the constabulary will be in a sound position to be able to make the further savings required after March 2015, while maintaining its high level of service to the public.

4 We use 2010 as our baseline as many forces started to make staff reductions in anticipation of the spending review.

5 Crime excluding fraud as per the new classifications release in July 2013 by the Office for National Statistics.

6 ± 0.9%.

The challenge

Over the four years of the spending review Hampshire Constabulary has identified that it needs to find savings of £54.2m. This is 16% of its total expenditure⁷ (which in 2012/13 was £336.5m). The average amount to be saved by forces across England and Wales is 17%.

Progress in making savings: Years 1–2

The constabulary successfully made 67% (£36.3m) of the total savings required by March 2015 in the first two years of the spending review period. It achieved this by:

- not recruiting any new police officers, reducing the number of police staff it employs (which it started to do in 2010); and
- restructuring how the constabulary delivers elements of its policing including centralising business support and some specialist functions such as intelligence.

Plans for Year 3–4

The constabulary has plans in place to achieve further savings of £6.1m in 2013/14, and another £7.3m in 2014/15. This leaves a funding gap of £4.5m at the end of the spending review period. The constabulary has a range of savings plans which can be used to close this gap. The change programme provides options and flexibility to bring forward other projects should any expected savings not be delivered on time.

Looking beyond the current spending review

Hampshire Constabulary has started to consider what savings it might need to make in the next spending review period (after March 2015); in fact the Constabulary's medium-term financial plan looks further forward to 2017.

Hampshire Constabulary is well placed to face future challenges. It is innovative and has focused on continuous improvement, reducing bureaucracy, using evidence based policing (using research to determine the most effective and efficient way to solve problems) and developing ICT. There has been significant investment in technology. For individual officers this is transforming the way they work, freeing up their time so they can be available to the public when they are needed. All of this provides an excellent foundation for meeting future funding challenges.

⁷ Based on a baseline gross expenditure in 2010/11.

The scale of the challenge in Hampshire Constabulary

The constabulary has low funding and its spending is lower than others which means that it faces a particular challenge because:

- it spends less per head of population than most other forces in England and Wales;
- it has lower number of police officers per head of population than most other forces in England and Wales; and
- the cost of police officers and police staff per head of population is lower than most other forces in England and Wales.

Demand

Forces face different levels of demand for the service they provide to the public. This section looks at three of the key indicators of demand to provide an overall impression of the challenges each force faces:

- the number of calls the force receives from the public;
- the number of crimes the force deals with; and,
- the number of prosecutions (suspects charged with offences) the force brings.

12 months to March 2013	Hampshire Constabulary	England and Wales
Emergency and priority calls per 1,000 population	143	134
Victim-based crime per 1,000 population	48.7	54.5
Prosecutions (charges) per 1,000 population	10.6	10.2

This table shows that, in 2012/13, Hampshire Constabulary received more emergency and priority calls from the public. However, the constabulary had to deal with fewer crimes per head of population than other forces, but supported more prosecutions.

How difficult is the challenge?

Hampshire Constabulary faces a more difficult challenge to save money. While the savings requirement is broadly in line with other forces it has a lower cost base than in most other forces and therefore it will be more difficult to identify further savings.

Response to the challenge

Over 80% of police budget (on average) is spent on staff costs.⁸ It is therefore not surprising that forces across England and Wales plan to achieve much of their savings by reducing the number of police officers, PCSOs and police staff employed.

Hampshire Constabulary is no exception. It made an early start on this in 2010, when it slowed its recruitment of new police officers and police staff, and reduced the number of police staff; and the constabulary plans to make 72% of its spending review savings requirement from its pay budget. This is broadly in line with most other forces and a good indicator that the constabulary is striving to protect its crime fighting capacity - bearing down instead on what it spends on goods and services.

Changes to workforce numbers

The following table shows the constabulary's planned changes to workforce numbers over the spending review period and compares these to the change for England and Wales.⁹

	31 March 2010 (baseline)	31 March 2015	Change	Hampshire change %	Change for England and Wales %
Police Officers	3,748	3,297	-451	-12%	-11%
Police Staff	2,424	2,066	-358	-15%	-16%
PCSOs	347	333	-14	-4%	-17%
Total	6,518	5,696	-822	-13%	-13%
Specials	449	650	+201	+45%	+60%

Overall, the table shows that Hampshire Constabulary plans to lose slightly more officers than in other forces. Although the figures for PCSOs show a reduction this is for the reasons set out in footnote 9 and in fact Hampshire intend to maintain numbers.

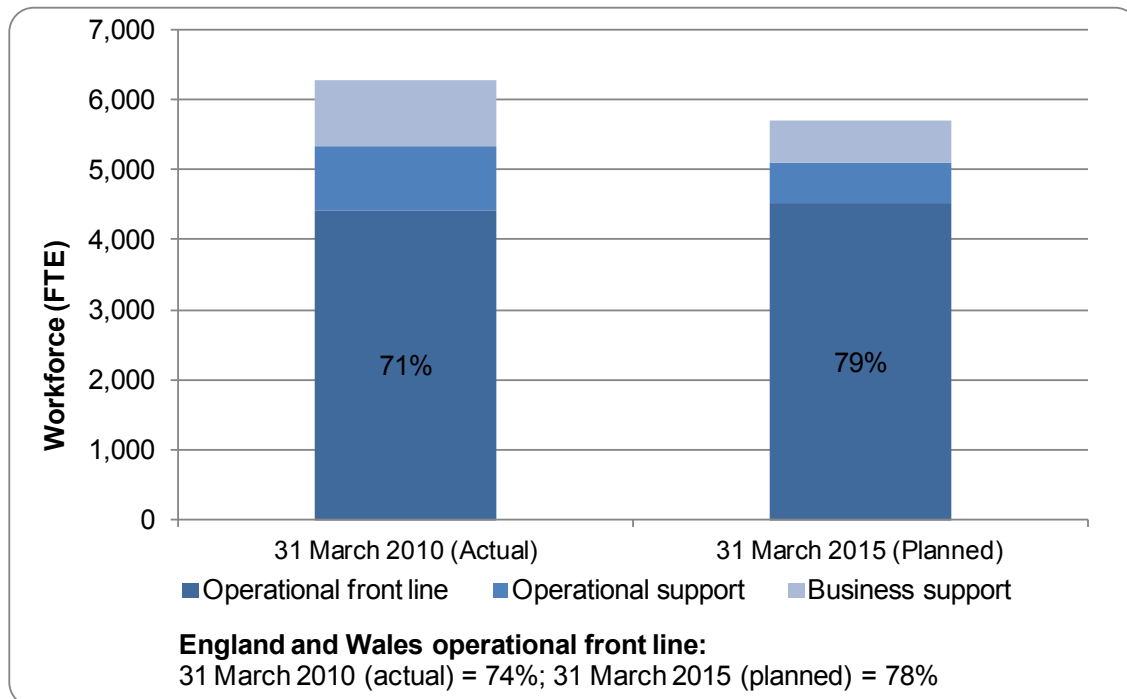
⁸ See *Adapting to Austerity*, HMIC, London, July 2011, p.13. Available from www.hmic.gov.uk.

⁹ Workforce figures for March 2010 show the actual number of people working for the force in permanent posts on the 31 March in that year. People on long-term absences (such as maternity leave) are included in these 'actual' figures, but vacant posts are not. Workforce projections for March 2015 are for budgeted posts, so the actual number of people who will be working for the force at that point in reality may be different, because some posts will be vacant or filled by temporary staff. Forces' projections may also exclude people who will be on long-term absences. The difference between actual workforce numbers and projected numbers should therefore be taken as an approximate expected change.

Changes to the proportion of workforce on the front line

HMIC defines the people who work on the police front line as: “those who are in everyday contact with the public and who directly intervene to keep people safe and enforce the law”. It is important that as forces reconfigure their structures and reduce workforce **numbers**, they focus on maintaining (or if possible increasing) the **proportion** of people in these crime-fighting roles.

The following chart shows the change in the workforce frontline profile in Hampshire Constabulary.¹⁰

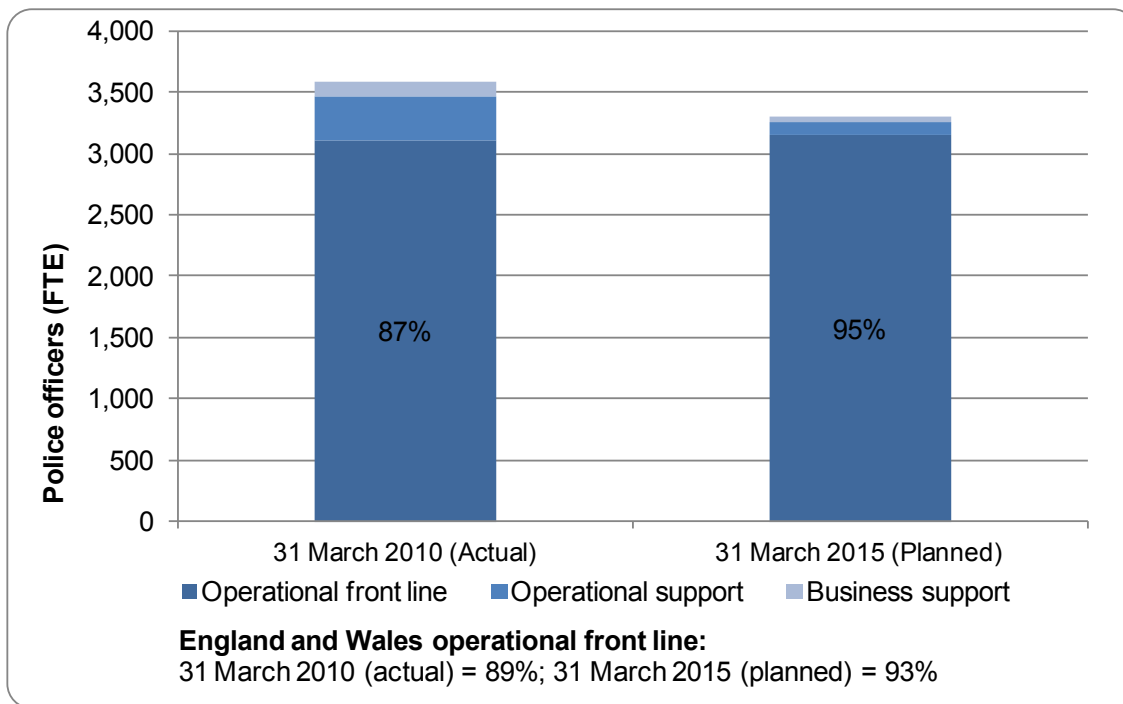


The **number** of Hampshire’s officers, PCSOs and staff (i.e. the constabulary’s total workforce) working on the front line is planned to increase by 2% between March 2010 and March 2015 (from 4,419 to 4,519).

Over the same period, the **proportion** of Hampshire Constabulary’s total workforce allocated to frontline roles is planned to increase from 71% to 79%. This compares with an overall increase across England and Wales from 74% to 78%.

The **number** of Hampshire’s police officers in frontline roles is planned to increase by 1% from 3,110 in March 2010 to 3,146 in March 2015, as the chart on the next page shows. The **proportion** of those remaining on the front line is planned to increase from 87% to 95%. This compares to an overall increase across England and Wales from 89% to 93%. This is a very strong indicator that the constabulary is taking highly effective steps to protect vital frontline officers.

¹⁰ From 2010, Gwent, the Metropolitan Police Service, Wiltshire and North Wales police forces chose to code those officers and staff who are on long-term absence from duty due to maternity/paternity leave, career break, full-time education or suspension, and those on long-term leave, to their normal working role. This has the effect of inflating their workforce and frontline figures by up to 1% compared to other forces.



Collaboration

HMIC monitors the force's progress on collaboration¹¹ because it offers the opportunity to deliver efficient, effective policing and help achieve savings. Hampshire Constabulary has a strong commitment to collaborating with Thames Valley Police as its preferred partner for delivery of ICT and some operational services such as firearms, roads policing and the police dog unit. It also has joint working arrangements with Hampshire County Council and the Hampshire Fire and Rescue Service to provide some human resources (HR) and finance services. It continues to explore opportunities to collaborate with other forces and partners.

In 2014/15 the constabulary expects to spend 10% of its total expenditure on collaboration, which is slightly lower than the 11% figure for England and Wales. Overall, collaboration is expected to contribute to 12% of the constabulary's savings requirement, which is above the 7% figure for England.

The constabulary has identified that it should expect more savings from joint working and collaboration. There is still more for the constabulary to do if it is to maximise the efficiencies that effective collaboration presents.

Managing change

Reductions in police budgets have inevitably led to a shrinking workforce. HMIC expects forces also to have an eye within their change programmes on the longer term transformation¹² which can help maintain or improve the service they offer to the public

¹¹ HMIC defines collaboration as "all activity where two or more parties work together to achieve a common goal, which includes inter force activity and collaboration with the public and private sectors, including outsourcing and business partnering".

¹² Transformation is a process of radical change that orientates an organisation in a new direction and

and prepare for future funding challenges.

The constabulary has a strong and established change programme through which it is transforming how it is structured and how it works. The finance, HR and change development teams work closely together to ensure the new policing model was implemented effectively. The constabulary has maintained its frontline officers through local policing areas. By centralising its business support functions and specialist directorates (such as intelligence and tasking and coordination), this provided support and consistency across the new policing model as well as making savings.

There force will be progressing three programmes to focus on designing an optimal model for improving the service provided and meeting the financial challenge for 2016/17/. These are: collaboration with Thames Valley Police (initially incorporating contact management and criminal justice); the local policing model; and business support functions (in collaboration with Hampshire County Council and Hampshire Fire and Rescue Service).

How is the force engaging police officers, PCSOs and staff in the change programme?

The constabulary has taken steps to manage the impact of change on its staff and officers. Improvements have been made to how force engages with staff (including the staff associations). The constabulary has developed 'employee's voice' workshops and an intranet forum for questions relating to wider change.

A cultural audit involving staff focus groups was carried out in January 2012 and the results were used to inform how the constabulary managed its people and how it styled its leadership approach. The constabulary runs quarterly staff surveys, each capturing 25% of its workforce. The survey results are developed into actions and senior leaders are expected to implement them.

How effective has the response been?

Hampshire Constabulary has responded strongly to the financial challenge over the last two years. It has developed a detailed change programme which will allow it to reduce costs while continuing to fight crime. There has been a focus on transforming existing ways of working across the constabulary, especially in its approach to, and investment in, new technology.

takes it to an entirely different level of effectiveness. It implies a fundamental change of character, with little or no resemblance to the past configuration or structure.

Impact of the changes on the public

The challenge for forces is not just to save money and reduce their workforce numbers, but to ensure the choices they make in deciding how to achieve this do not have a negative impact on the service they provide to their communities. HMIC therefore looked for evidence that the constabulary had kept a consideration of the effect on the public at the heart of their choices.

Visibility

The work done by police officers and staff in visible roles (such as officers who respond to 999 calls, deal with serious road traffic collisions or patrol in neighbourhoods) represents only a part of the policing picture. Chief constables need to allocate resources to many other functions in order to protect the public, such as counter terrorism, serious and organised crime, and child protection (to name just three).

That being said, research shows that the public value seeing visible police officers on patrol in the streets, and that those who see police in uniform at least once a week are more likely to have confidence in their local force.¹³ HMIC therefore examined how far the changes being implemented by the constabulary had affected the visibility of the police on the streets of Hampshire.

In March 2013, Hampshire Constabulary allocated 56% of its police officers to visible roles. This is two percentage points lower than it allocated in 2010, but is higher than the figure for most other forces (which was 54% across England and Wales).

Police visibility is further enhanced by PCSOs who principally support community policing. Looking at the proportion of police officers and PCSOs, the Hampshire Constabulary allocated 60% to visible roles. This is two percentage points lower than it allocated in 2010 but remains broadly in line with the 59% figure for England and Wales.

HMIC conducted a survey¹⁴ of the public across England and Wales to assess whether the public had noticed any difference in the way their area is being policed. Of those people surveyed in Hampshire, 11%¹⁵ said that they have seen a police officer more often than they had 12 months ago; this is broadly in line with the 13% average across all survey respondents in England and Wales.

Of those people surveyed, 77%¹⁶ said they felt either as safe or safer in the areas where they live compared with two years ago. This is broadly in line with the figure for most other forces which is 75%.

¹³ See *Demanding Times*, HMIC, London, 2011. Available from www.hmic.gov.uk.

¹⁴ A YouGov survey was carried out during a four-week period during March 2013. Satisfaction and confidence surveys are also carried out at a national level by the Crime Survey of England and Wales. These use larger sample sizes and are carried out quarterly over a rolling-year period. Some forces also carry out their own surveys of the general public. More information can be found at www.crimesurvey.co.uk, www.hmic.gov.uk or from force websites.

¹⁵ ± 5%.

¹⁶ ± 5%.

Calls for service

HMIC examined whether police forces were taking longer to respond to calls for help, as a result of its workforce reductions and other changes designed to save money. Forces are not required to set response times or targets and are free to determine their own arrangements for monitoring attendance to calls so information between forces is not comparable.

In the three years from 2010 to present, Hampshire Constabulary had maintained the same target response time of within 15 minutes for calls classed as 'emergency' and within 60 minutes for calls classed as 'priority'.

The constabulary met its target response time for 'emergency' calls 76% of the time in 2010/11, 75% of the time in 2011/12 and 74% of the time in 2012/13.

For 'priority' calls, the constabulary met its target 52% of the time in 2010/11, 50% of the time in 2011/12 and 48% of the time in 2012/13.

Over the spending review the constabulary has broadly maintained its response to both emergency and priority calls, although the rates are relatively low.

Crime

In 2010 the Home Secretary, Theresa May, set a clear priority for the police service to reduce crime.

Between 2010/11 and 2012/13 (the first two years of the spending review) Hampshire Constabulary reduced recorded crime (excluding fraud) by 18% compared to 13% in England and Wales. Compared to other forces, this is among the highest reductions seen over the period. Over the same period, victim-based crime (that is, crimes where there is a direct victim – an individual, a group, or an organisation) reduced by 19% compared with 12% in England and Wales.

By looking at how many crimes occur per head of population, we can see how safe it is for the public in that police area. The table below shows crime and anti-social behaviour rates in Hampshire (per head of population) compared with the rest of England and Wales.

12 months to March 2013	Rates per 1,000 population in Hampshire	England and Wales rate per 1,000 population
All Crime (excluding fraud)	55.5	61.4
Victim-based crime	48.7	54.5
Burglary	5.8	8.2
Violence against the person	11.6	10.6
Anti-social behaviour incidents	41.2	40.7

It is important that crimes are effectively investigated and the perpetrator identified and brought to justice. When sufficient evidence is available to say who has committed a crime, it can be described as detected.

Hampshire Constabulary's sanction detection¹⁷ rate (for crimes excluding fraud) for the 12 months to March 2013 is 28.5%. This is above the England & Wales sanction detection rate of 27.0%.

We have chosen these types of crime to give an indication of offending levels in Hampshire. For information on the frequency of other kinds of crimes in your area, go to www.hmic.gov.uk/crime-and-policing-comparator.

Victim satisfaction surveys

An important measure of the impact of changes to service delivery for the public is how satisfied the victims are with the overall service they receive when they seek police assistance.

In the 12 months to March 2013, 83.4%¹⁸ of victims were satisfied with the overall service provided by Hampshire Constabulary. This is lower than the England and Wales figure of 84.6%¹⁹. The Police and Crime Commissioner has identified improving the service to victims as one of his key priorities. There is renewed focus within the crime investigation programme to ensure that victims are kept better informed about their crimes.

Changes to how the public can access services

Forces are exploring different ways in which the public can access policing services. Hampshire Constabulary is planning to close 22 front counters²⁰ and 15 police stations between 2010 and 2015. The constabulary is planning to open 17 shared access points²¹ during the same period.

The constabulary is making greater use of the internet and social media to communicate with the public. As more and more people become accustomed to engaging with large commercial and public organisations in different ways, the constabulary too is planning to offer the public different ways to contact them.

17 A sanction detection is a 'solved crime' where a suspect has been identified and notified as being responsible for committing that crime and what the full implications of this are, and has received an official sanction. Official sanctions included are: charges, cautions, penalty notices, offences taken into consideration (TICs) and cannabis warnings.

18 $\pm 0.9\%$.

19 $\pm 0.2\%$.

20 A police building open to the general public to obtain face-to-face access to police services.

21 A non-police building open to the general public to obtain face-to-face access to police services. For example, shared facilities with council services (e.g. libraries or offices), the fire service or other partners.

For example the constabulary is:

- expanding its use of multi-media (Twitter and Facebook);
- the constabulary has on-line crime recording for the public, but is working on improvements to the current system and hopes to have 'track my crime' technology in place by 2014; and
- a web-based customer relationship management system is being developed.

Neighbourhood staff spoke to HMIC in positive terms about the engagement they have with the public. Neighbourhood staff and patrol officers are provided with mobile data terminals which mean they have access to and can provide quick and accurate information, minimising the need for them to return to police stations.

Conclusion

Hampshire Constabulary's savings requirement is broadly in line with other forces. However, for a range of reasons the constabulary has faced a comparatively more difficult challenge than many other forces. Its response to that challenge has been impressive.

The constabulary plans to protect its frontline workforce, with 95% of its police officers planned to be in frontline roles by March 2015. This is an ambitious but yet achievable plan which will ensure that the constabulary's crime fighting capability is maximised.

Having delivered an extensive change programme over the last two years, the constabulary has maintained its strong focus on delivering a very good service to the public, achieving greater reductions in crime than most other forces.

The decisive action that the constabulary has taken to protect its frontline workforce, to take innovative steps to free up officer time through the use of IT, is enabling officers to spend more time in neighbourhoods, protecting the public and preventing crime.

With its impressive history of bringing down costs while increasing efficiency and effectiveness, the constabulary is in a good position to achieve its savings target by 2015. It will be well placed by then to meet the funding challenges of the next spending review period.

In October 2010, the Government announced that central funding to the Police Service in England and Wales would reduce by 20% in the four years between March 2011 and March 2015.

HMIC's Valuing the Police Programme has tracked how forces are planning to make savings to meet this budget demand each year since summer 2011. This report identifies what we found in this third year.

Our inspection focused on three questions:

1. How is the force responding to the budget reduction?
2. What is the impact for the workforce and the public?
3. How is the force managing current and future risks?

To answer these questions, we collected data and plans from forces, surveyed the public to see if they had noticed any changes in the service they receive from the police as a result of the cuts, and conducted in-force inspections. We also interviewed the Chief Constable, Police and Crime Commissioner and the chief officer leads for finance, change, human resources and performance in each force, and held focus groups with staff and other officers.

National findings and patterns across all 43 forces are given in our thematic report, *Policing in Austerity: Rising to the Challenge*, which is available from www.hmic.gov.uk.

This report provides the findings for Hampshire Constabulary.