

# PEEL: Police efficiency (including leadership) 2017

An inspection of Hampshire Constabulary



November 2017

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## Introduction

As part of our annual inspections of police effectiveness, efficiency and legitimacy (PEEL), HM Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS)<sup>1</sup> assesses the efficiency and leadership of forces in England and Wales.

### **What is police efficiency and why is it important?**

As with all public services, the police service must operate in a way that makes the most of its available resources. To do this, police forces must understand what their demand is – by which we mean what work they can reasonably predict they will have on any given day – and ensure that they have the resources they need, in the right place, to meet that demand. To stay efficient they must have good, realistic and evidence-based plans for the future. Our efficiency inspection assessed all of these areas during 2017.

As part of the 2017 inspection, we also integrated aspects of leadership into our assessment of efficiency, as the two areas are closely linked. We assessed how police leaders are driving innovation in policing, within their own forces and further afield. We also inspected how well forces are planning for the future with regards to their leadership.

Between 2010/11 and 2015/16, central government funding for the police service in England and Wales fell by 19 percent, or £1.7 billion in cash terms. Police forces met the required budget reductions until November 2015, when the government announced that overall police spending would be protected from further cuts, to enable the police to continue to adapt to emerging crime threats while taking further steps to improve efficiency. While that was a more favourable funding settlement for policing than was expected, reductions in spending by other public services will still create additional pressure for police forces.

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<sup>1</sup> This inspection was carried out before 19 July 2017, when HMIC also took on responsibility for fire & rescue service inspections and was renamed HM Inspectorate of Constabulary and Fire & Rescue Services. The methodology underpinning our inspection findings is unaffected by this change. References to HMICFRS in this report may relate to an event that happened before 19 July 2017 when HMICFRS was HMIC. Citations of documents which HMIC published before 19 July 2017 will still cite HMIC as the publisher.

Our report on Hampshire Constabulary's legitimacy inspection will be available on our website ([www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/peel-2017/hampshire/](http://www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/peel-2017/hampshire/)) at the end of 2017. HMICFRS reports on police effectiveness will be published in early 2018. Previous PEEL reports are also available on our website: [www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/peel-2016/hampshire/](http://www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/peel-2016/hampshire/).

More information on how we inspect and grade forces as part of this wide-ranging inspection is available on our website ([www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/how-we-inspect/](http://www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/how-we-inspect/)).

## Force in numbers



### Financial position

Forecast change in total gross revenue expenditure



### Workforce

Planned change in officer numbers

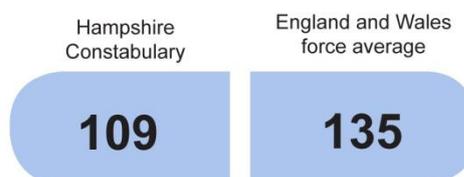


Planned change in total workforce



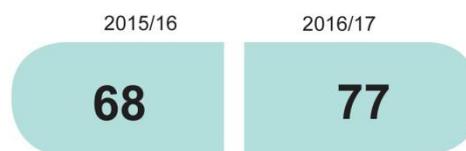
### Calls for assistance

999 calls per 1,000 population 12 months to 31 March 2017



### Recorded crime

Changes in recorded crime (excluding fraud) per 1,000 population 12 months to 31 March 2017



Percentage change in recorded crime (excluding fraud) per 1,000 population 12 months to 31 March 2017



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

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

## Overall judgment<sup>2</sup>



Hampshire Constabulary is judged to be good in the efficiency with which it keeps people safe and reduces crime. Our overall judgment this year is the same as last year. The force is judged to be good in its understanding of demand; its use of resources to manage demand is assessed to be good; and its planning for future demand is also judged to be good.

## Overall summary

How well does the force understand demand?



How well does the force use its resources?



How well is the force planning for the future?



Hampshire Constabulary has a good understanding of demand for its services, including demand that is less likely to be reported, that is based on systematic analysis of comprehensive data from a wide range of sources. The force has processes in place to help it to predict demand and has consulted widely to understand how demand and the public's expectations may change. It has improved its knowledge of the skills of its workforce and its leaders. A new personal development review process that includes a formal annual appraisal should provide the force with a deeper understanding of its workforce's skills. The force is improving its leadership capabilities through training and recruitment.

The force seeks ideas and feedback from the workforce and is working hard to ensure that everyone feels that they are participants in the changes taking place, but not all who we spoke with felt their views were valued. Overall, the force prioritises

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<sup>2</sup> HMICFRS judgments are outstanding, good, requires improvement and inadequate.

its activities well and it has a good understanding of the effect of investments or cuts in resources on service provision or return on investment.

Hampshire Constabulary has developed excellent working relationships with other organisations, such as the ambulance and fire & rescue services. It has strong and increasing numbers of collaborative working arrangements with other police forces, especially Thames Valley Police. These collaborations are providing both cost savings and a better service to the public. The force makes good use of technology. For example, mobile technology reduces the need for frontline officers and staff to continually return to their bases; and a new contact management system should improve the efficiency of call management and provide the public with online tools for contacting the police. All potential change projects are assessed against the force's vision and the benefits they will bring. Project management arrangements are robust with a clear focus on realising benefits. The force's financial plans are achievable but its current financial assumptions mean that it will need to identify and achieve further savings for the 2019/20 financial year.

#### **Areas for improvement**

- The force should review how it manages calls from the public that would justify the attendance of an officer but do not fall within the criteria for an urgent call. This is to ensure that excessive demand is not imposed on the control room or attending officers.
- The force should undertake appropriate activities to fully understand its workforce's capabilities, in order to identify any gaps and put plans in place to address them. This will enable the force to be confident in its ability to be efficient in meeting current and likely future demand.
- The force should improve how it identifies talented members of its workforce, and make greater use of career development schemes by taking a more structured approach to how it develops leaders in important areas of the force.

## **How well does the force understand demand?**

To be efficient, it is essential that police forces have a good understanding of the demand for their services. This means that they should not only understand what sort of incidents are likely to be reported on a normal day, but also what they need to do in advance to prevent crime. They should also understand the crimes and other activity in their area that are often hidden and are less likely to be reported, such as modern slavery or child sexual exploitation, and take action to uncover them.

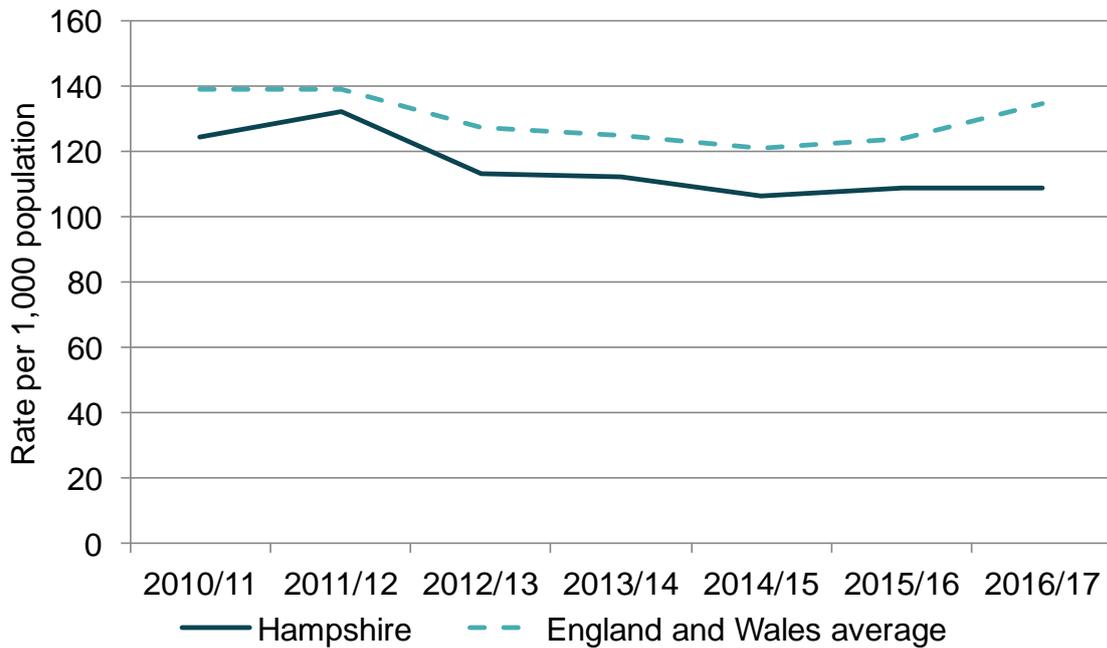
Forces should be able to identify and reduce work that is unnecessarily created internally through inefficient processes. Similarly, forces should be looking for ways to identify processes and ways of working that are more efficient. Forces also have to make decisions about how they prioritise and respond to the demand for their services and should be able to demonstrate that their approach to prioritisation does not cause them to overlook some of their demand.

## **How well does the force understand current demand?**

HMICFRS inspected how well Hampshire Constabulary understands the demand for its services. These demands can range from answering and responding to 999 calls to protecting victims and uncovering crimes that would not otherwise be reported. It is important that police forces understand the work that they need to do so that they can ensure that they have resources in place.

Forces deal with much more than responding to emergencies and investigating reports of crime. However, the number of calls for service (999 calls and 101 calls) and the levels of recorded crime can nonetheless be used to make simple comparisons. In particular, they can give an indication of whether demand has changed or is particularly high or low. Figure 1 shows how the number of 999 calls has changed since 2010/11, while figure 2 illustrates how crime has changed since 2010/11.

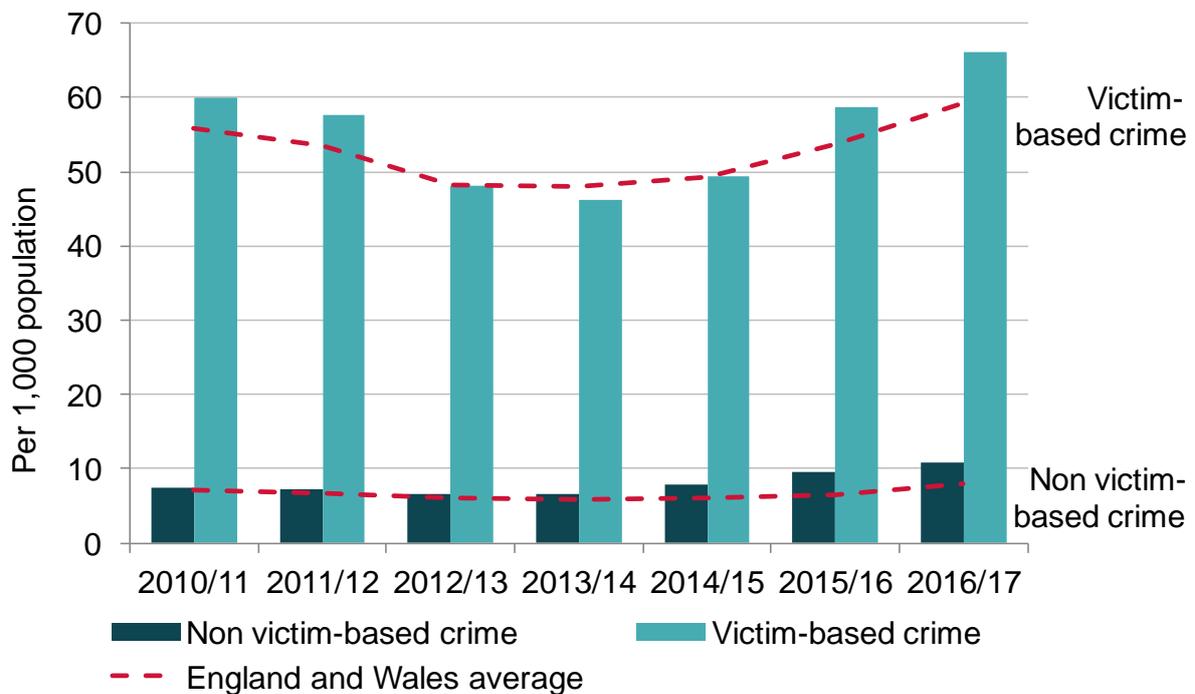
**Figure 1: Rate of 999 calls recorded per 1,000 people in the local population in Hampshire Constabulary compared with England and Wales as a whole, from 2010/11 to 2016/17**



Source: Home Office Annual Data Requirement

Hampshire Constabulary recorded 109 999 calls per 1,000 population in 2016/17. This was lower than the England and Wales force average of 135. The rate has decreased from the 125 calls per 1,000 population recorded in 2010/11 and remained the same since 2015/16 when the rate was 109 calls per 1,000.

**Figure 2: Police-recorded crimes per 1,000 population in Hampshire Constabulary compared with England and Wales from 2010/11 to 2016/17**



Source: Home Office Police-recorded crime data

Victim-based crimes (those where there is likely to be a specific victim) include violence against the person, sexual offences, robbery and other theft, criminal damage and arson. All other crime is considered non victim-based.

The rate of victim-based crime per 1,000 population in Hampshire in 2016/17 was 66.2 crimes. This is higher than the rate in 2010/11 of 59.9 crimes. The rate of victim-based crime decreased between 2010/11 and 2013/14 to 46.1 crimes per 1,000 population before increasing to the 2016/17 rate. The rate of victim-based crime per 1,000 population in England and Wales decreased from 55.8 to 48.1 crimes between 2010/11 and 2013/14 before increasing to 59.3 in 2016/17.

In the local population of Hampshire Constabulary the rate of non victim-based crime per 1,000 population in 2016/17 (10.9 crimes) was higher than in 2010/11 (7.4 crimes). The rate of non victim-based crime per 1,000 population decreased to 6.5 crimes in 2013/14 before rising again to the 2016/17 rate. The rate of non victim-based crime per 1,000 population in England and Wales in 2016/17 was 7.9 crimes. This decreased from 7.1 in 2010/11 to 5.9 crimes in 2012/13 before increasing to the 2016/17 rate.

### **Understanding demand**

Hampshire Constabulary has a very good understanding of demand for its services based on systematic analysis of data. For the past two years, the force has worked with external consultants to refine its knowledge of the demand for its services using demand-modelling software. It has collected data about the frequency and types of calls for service from the public and the types of crime reported, including assessments of the time spent on each type of call or crime. In addition, it has considered the effect of the location of the force estate, which affects how the force responds to demand. Analysis of this data has given it a comprehensive understanding of current demand. The force is now aware of the level of resources it needs to provide policing throughout Hampshire on a day-to-day basis, as well as the effect on the public of moving its resources from one area of the force to another.

To keep this knowledge up to date, Hampshire Constabulary has a demand forecasting team equipped with the training and IT software to continue to analyse demand and check current actual demand against predictions. To refine its knowledge further, the team can add extra datasets as they become available. As a result, the force has a good appreciation of demand for the next two years based on an analysis of current local crime trends, calls for service and national policing developments. The datasets are used to create scenarios that predict future demand and inform the planned movement of, or increase in, resources to deal with investigations. For preventative demand, the force has analysed in detail the activity of its neighbourhood officers and identified how their work contributes to keeping people safe, thereby reducing demand. This encourages working practices that are more effective. It also aids understanding of the effect of any changes to resourcing or workload in this area.

## **More complex demand**

Hampshire Constabulary has a good understanding of the type of demand that is complex and less likely to be reported. Identifying and tackling this sort of demand is a high priority and one of its six areas of focus.<sup>3</sup> Over the past 12 months, the number of reports of domestic abuse incidents has increased, the force has identified two organised crime groups involved in human trafficking, and mature partnership working arrangements have dealt with child sexual exploitation. The force identifies as vulnerable the third highest proportion of people with whom it comes into contact, compared with other forces in England and Wales.

The force has compared the level of complex or hidden demand reported to it with statistics from the British Crime Survey, and recognises that identifying and dealing with this type of demand still needs more attention. For example, it has identified high levels of under-reporting of rural crime and it is specifically emphasising within the rural community the importance of reporting such crimes. It also shares data with its strategic partner organisations, such as health and social care services, to understand better the volume and nature of hidden demand caused, for example, by problematic drug use and the increasing role of the internet in prostitution.

## **How well does the force understand things that affect demand?**

HMICFRS inspected how well Hampshire Constabulary reduces the demand that inefficiency can create internally. Forces can do this by identifying and eliminating inefficient processes, by ensuring they monitor work to get the best outcomes and by encouraging officers and staff to suggest new and better ways of doing their jobs.

## **Managing, prioritising and filtering demand**

Hampshire Constabulary has effective governance processes to ensure that it is efficient. The force uses the National Intelligence Model<sup>4</sup> to identify threats and risks from criminality. This involves an overall strategic threat assessment and ensures that its operational policing is efficient. A separate series of analytical products and meetings assess overall force performance for reporting to the deputy chief constable. The deputy chief constable also receives information from a continuing

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<sup>3</sup> The force vision is 'You, your family, our community, safer', which is supported by six areas of focus: identifying and protecting those who need its help; tracking and assessing, learning and improving; the values in the Code of Ethics; looking after its people; building partnerships; and tackling crime and offending.

<sup>4</sup> The National Intelligence Model ('the Model') is a process used by police forces and other law enforcement bodies to provide focus to operational policing and to ensure resources are used to best effect. The Model is set out in a Code of Practice. Code of Practice: National Intelligence Model, Home Office, National Centre for Policing Excellence and Centrex, 2005, paragraph 3.1.1, page 6. Available at: <http://library.college.police.uk/docs/npia/NIM-Code-of-Practice.pdf>

change programme that focuses on identifying and implementing ways of working that are more efficient. During our inspection, we heard that the force intends to use the results of its scenario planning of future demand to create a single assessment of force performance and future needs. This should help the force to ensure that all efficiencies are achieved in a planned way, consistent with its analysis of future demand.

Hampshire Constabulary has methods to identify inefficient processes and systems that are well established and effective. One of the chief constable's six areas of focus is tracking and assessing, learning and improving. This commitment indicates that becoming more efficient is an important aspect of the force's planning. A specific element of the overall change programme is to promote more efficient working practices and members of the workforce are consulted as part of this programme. The force also analyses the data gathered in respect of demand to identify efficiencies in how it uses its resources. Its change prioritisation matrix assesses the extent to which any change supports the chief constable's areas of focus and reduces inefficiency. Areas assessed as high priority are fast-tracked through the overall programme board. This procedure has already determined the actions in the change programme and improved efficiencies. For instance, during our 2016 efficiency inspection,<sup>5</sup> we found that staff were frustrated with the bureaucracy involved in performing simple HR processes. The force reviewed these and introduced ways of working that are more efficient. Similarly, the procedure has identified working practices for the force's crime recording system that are more efficient. It found that the current system is too bureaucratic and requires officers and staff to spend unnecessary time on administrative tasks. The force is now investing in altering the processes involved and introducing ones that are more efficient.

Hampshire Constabulary takes a structured approach to dealing with demand and has processes in place to avoid suppressing it. These processes are mostly effective. Initial demand from the public is usually by phone to one of the force enquiry centres (FECs). The force's own monitoring indicates that the FECs answer 94 percent of all 101 calls in under a minute. Call-takers note details of a call without needing to transfer it to another department. They identify the correct course of action by assessing the information provided for apparent threat, harm, opportunities and risk. Calls requiring an immediate (grade 1 – 15 minute) or urgent (grade 2 – 60 minute) response are passed to the force control room. Others, which are not graded 1 or 2 but cannot be resolved at the time, are dealt with by the force's telephone-based resolution centre. The demand analysis matches the number of staff on duty to the anticipated demand, and calls are switched from the FEC to the force control room when required. Every day, supervisors quality-assure a random selection of calls, checking that the correct grading has been applied. However, during our

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<sup>5</sup> *PEEL: Police efficiency 2016 – An inspection of Hampshire Constabulary*, HMIC, 2016. Available from: [www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-efficiency-2016-hampshire/](http://www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-efficiency-2016-hampshire/)

inspection, we found that the proportion of calls classified by the force as grade 1 is among the lowest in England and Wales, whereas for those graded 2 it is among the highest. There is no process for a police officer to attend in circumstances when this is desirable but not classified as urgent, and this may be raising the number of grade 2 calls – adding pressure on the call-handling department and officers who have to respond in a time frame not necessarily justified by the circumstances. We heard some evidence to support this from those we spoke with. The force recognises the problem and it is planning to increase its use of scheduled appointments to plug the gap.

Hampshire Constabulary has a good record for establishing robust processes to ensure that benefits from change are realised. The force is also good at identifying unintended consequences, such as feelings of isolation or vulnerability among personnel who are using IT to work remotely. Between 2010/11 and 2015/16 (the last spending review period) the force achieved savings equivalent to 20 percent of its overall budget (£67m), with further cumulative savings since 2010/11 of £80m in 2016/17 and £82m in 2017/18. It has an established regime of assessing change ideas, projects and programmes. It reviews initial business cases systematically using criteria to identify the extent to which they support the force vision and the likely savings and effect that the change will achieve. Successful business cases are prioritised and recorded on the change prioritisation matrix. Established and robust programme management processes monitor programmes on the matrix and ensure regular progress updates (for example, to chief officer-led boards and the Home Office for innovation funding), as well as post-implementation reviews when projects end. They track benefits to ensure that they are achieved. The force's knowledge of demand and response allows it to simulate different scenarios that might result from a change programme, and to model the consequences that these may have on service to the public. It also considers the effect on the workforce of changes made. For example, the equality impact assessment the force had undertaken in respect of its information and communication technology (ICT) strategy showed considered thought about potential effects of change on the workforce as well as the public.

### **Leaders promoting innovative thinking**

Hampshire Constabulary has structures in place for listening to its workforce and responding to their feedback and it is clear that the force's chief officers view these as important. However, these arrangements, while valued by some, are not viewed as positively by all. Senior managers in the force talk about involving officers and staff in decision making and we found evidence of workforce participation in change processes.

For instance, the change programme is informed by a series of workshops and focus groups with the workforce. The ICT department has allocated people as business partners to each area of the force. They work with frontline officers and staff to identify how new ICT applications can best be used. Some who we spoke to told us they had been listened to and their views taken into account. For instance, people

working in the new investigation centre at Basingstoke were given the opportunity to influence the design of the building, which led to a more positive and efficient working environment. In the force resolution centre, systems have been altered following suggestions by staff to make their contact with victims of crime more consistent. However, this picture was not universal throughout the force: the perceptions of some officers and staff about how involved and able they were to influence change, and the extent to which their feedback was taken into account, did not always match the aspirations of senior leaders. This was most apparent among police staff, although not exclusively so, and it suggests that the genuine efforts the force is making to involve the workforce in change are not yet fully effective. The force should try to increase perceptions among officers and staff that they are genuine and valued participants in the changes taking place.

## Summary of findings



**Good**

Hampshire Constabulary has a very good understanding of demand for its services, based on systematic analysis of comprehensive data from a wide range of sources. The force has worked with external consultants to refine its knowledge using demand-modelling software. It has collected data about the frequency and types of calls for service and crimes reported, including the time spent on each type of call or crime. The force has a good understanding of complex and hidden demand and recognises that this type of demand requires more resources; for example, it has identified domestic abuse incidents have increased over the past 12 months and high levels of under-reporting of rural crime. The demand forecasting team analyses demand and works to predict future demand, including changes resulting from moving resources from one area of the force to another.

The force has effective governance processes to ensure that it is efficient. Its knowledge of demand and response allows it to simulate different scenarios that might result from a change programme and identify their effects on service. There are safeguards to make sure that the way the force risk-assesses calls from the public does not suppress demand, although it needs to ensure that these are consistently dealt with in an efficient way through the most appropriate response.

Hampshire Constabulary has ways for the workforce to suggest ideas and provide feedback. Although it is clear chief officers value their contributions, not all officers and staff we spoke with believed they could influence change.

### **Area for improvement**

- The force should review how it manages calls from the public that would justify the attendance of an officer but do not fall within the criteria for an urgent call. This is to ensure that excessive demand is not imposed on the control room or attending officers.

## How well does the force use its resources?

Police forces have finite resources with which to do an increasingly complicated job, so must ensure that they deploy and use their resources in the best way possible. The biggest resource that policing has is its workforce and it is important that forces make sure that they have access to the skills needed to police effectively now and in the future.

It is also important that forces make sophisticated decisions about how to spend and invest their resources in order to get the best value for the public. This means forces need to have a good understanding of what they can achieve within a particular budget.

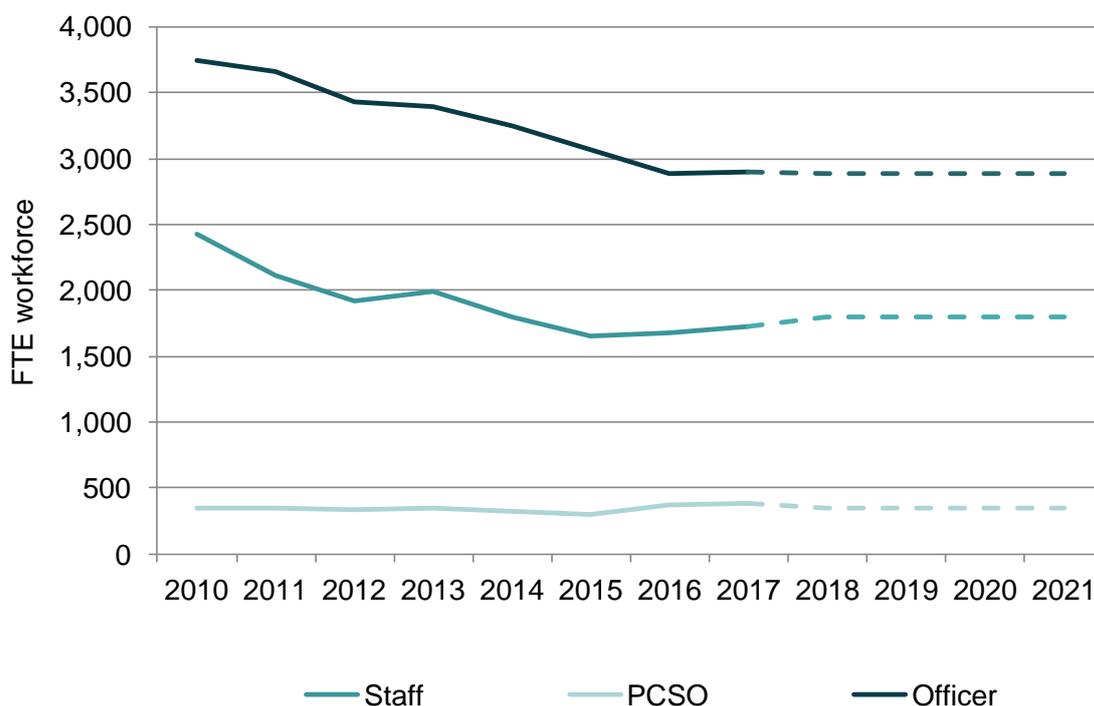
Forces cannot provide services efficiently in isolation, and must work with other police forces and local organisations to ensure they provide the best service to the public at the most appropriate cost.

## How well does the force understand the capability of its workforce?

HMICFRS inspected how well Hampshire Constabulary understands the skills it needs, the skills it actually has in the workforce and what steps it is taking to ensure that they match. Police forces spend around 80 percent of their budget on staffing, so it is vital that the workforce is as productive as possible.

Figure 3 illustrates the workforce profile (the number of officers, staff and police community support officers (PCSOs)) since 2010 and projections to 2021. Between March 2017 and March 2021, it is projected that the number of officers will remain stable at 2,896. In contrast, the number of officers across England and Wales as a whole is projected to decrease by 2 percent.

**Figure 3: Hampshire Constabulary’s planned full-time equivalent workforce (FTE) as on 31 March from 2010 to 2021**



**Source: Home Office Police workforce statistics and HMICFRS spring data collection**

The number of staff working in Hampshire Constabulary is projected to increase by 73.7 FTE (4 percent) from 1,725 to 1,799 between March 2017 and March 2021. Staff numbers across England and Wales, however, are projected to decrease by 2 percent. The number of PCSOs in Hampshire is projected to decrease by 42.6 FTE (11 percent) from 385 to 342 over the same period, whereas, for England and Wales as a whole, PCSOs are projected to increase by 0.2 percent.

Hampshire Constabulary has an acceptable understanding of the skills it needs in the future, based on an assessment of its current skills base against predicted future need. Since our 2016 efficiency inspection, the force has improved its understanding of the skills it needs in the workforce as a whole, including digital skills. It has a clear vision of what it wants to achieve in the future. Through its change programme, workforce focus groups and input from senior managers, it has identified some of the skills its workforce will need to achieve the priorities set out in the policing vision, the force’s six areas of focus and the police and crime commissioner’s (PCC’s) police and crime plan. It has recognised early the need to increase the skills in regard to digital investigation, PIP level 2 accredited investigators<sup>6</sup> and the diversity of its

<sup>6</sup> Professionalising the investigative process (PIP) provides nationally-recognised standards of investigative training.

workforce. Despite this good start, plans do not yet extend across all roles in the force. Nonetheless, it is encouraging that the force is using its vision for the future in prioritising skills.

Hampshire Constabulary has a good understanding of the skills present in its workforce. In HMICFRS' 2016 efficiency inspection, we found the force's knowledge of the skills in its workforce to be mainly confined to operational skills, and it was difficult for the force to access this knowledge at an organisation-wide level. It should be given credit for responding positively to this finding. Its computer-assisted resource management system (CARMS) was already in place as the force's duties system and has been enhanced to create a skills database. It lists 157 different skills of an operational and personal nature held by officers and staff within the force. A searchable database, it can overlay the current duty roster information, so that officers and staff on duty with a particular skill can be identified at any given time. For mandatory training, the training administration and resource management staff update it regularly by populating it with details of courses that officers and staff have completed. On a voluntary basis, individuals put forward information about non-mandatory training and skills they possess such as local training events they have attended or languages in which they are competent. The force has sent communications to encourage officers and staff to do this, but, during our inspection, we encountered individuals who had not complied with the force's request. Therefore, despite the progress made, the force may still be without a complete picture of all the skills in its workforce because of the absence of any validation process within its skills audit.

Hampshire Constabulary has taken steps through recruitment and training to match the current skills within its workforce to ensure that it has those it needs, or will need in the future. However, this does not extend to every role in the force. The force now has some knowledge of the skills that it needs to develop in respect of digital investigations. To increase its skills in relation to digital investigations, PIP level 2 accredited investigators and the diversity of its workforce, the force has:

- conducted a digital capability gap analysis to identify where it needs to increase the skills of its staff to investigate crime committed using the internet;
- increased the numbers of digital media investigators;
- begun the process of creating digital intelligence training with Southampton University and, separately, a digital investigation team;
- offered specialist entry to detective roles – the first force in England and Wales to do so – and begun to train police staff investigators to PIP level 2;

- supported officers and staff to achieve PIP level 2 accreditation by providing a training course and implementing a £1,000 bonus scheme for those who meet certain criteria in relation to role, performance and their continuing professional development;
- completed recruitment fairs targeted at black, Asian and minority ethnic (BAME) applicants;
- created and run a positive action programme including workshops, application support, coaching and mentoring to all BAME candidates, and worked with specialist units such as armed response to support BAME police officers in their career aspirations;
- increased the proportion of the workforce recruited by the force from a BAME background (including the 'white other' group) to 7.4 percent in the 12 months to 31 March 2017 (9.9 percent of people in the force area are from a BAME background);
- recruited IT specialists with relevant industry experience into the ICT department as either consultants or permanent police staff members to support transformational ICT programmes; and
- used its scenario-modelling capabilities, following the Paris terrorist attacks in 2015, to identify the increase needed in firearms capabilities.

## **How well does the force understand the capability of its leaders?**

HMICFRS inspected how well Hampshire Constabulary understands the skills it needs and the skills its leaders have, and what steps it is taking to ensure that they match.

Hampshire Constabulary has an adequate appreciation of the skills that are needed in its leaders. Over the past three years, the force has developed a more sophisticated understanding of these skills. A staff survey in 2014 identified that the workforce lacked confidence that its managers were dealing effectively with personnel matters or poor performance. This prompted work to be done with the workforce that identified the need to shift the leadership culture away from a directive to a coaching style of leadership. More recently, the force has conducted a series of workshops with police officers and staff. These revealed a further need for skills in leading across boundaries, coaching, business acumen and supervision. This understanding has been extended by reference to the College of Policing's leadership review. As a result, the force has designed training based around four principal learning modules:

- leadership of self;
- commercial leadership;
- system leadership; and
- professional leadership.

Hampshire Constabulary has taken some steps to understand the skills it has in its leaders throughout the organisation, although this understanding is more developed at a senior level. Shortly before our inspection, the force introduced a new approach to the individual performance assessment process (referred to as the performance development review or PDR). This includes a formal annual appraisal, which should provide the force with a deeper understanding of leadership skills throughout the force. The system is paper-based, so it is difficult for the force to make an overall assessment of leadership capabilities and gaps. The force is aware of this problem and has plans to develop and improve the PDR process to address this. It has decided against creating its own IT-based system specifically to manage PDR's whilst at this stage whilst it waits to explore the potential to create a bespoke system in collaboration with other police forces in the south-east region. As an interim measure it is developing the means to monitor PDR completion. HMICFRS understands the thinking behind these decisions but we were not given any firm dates for the completion of the work. We encourage the force to prioritise this work with its partner organisations to provide data that will support and extend its knowledge of its leadership capability. Meanwhile, through its HR records, the force is aware of the leadership training that its officers and staff have attended, although the effect of this training is better understood at a senior level. At this level, the force uses several techniques, such as personality profiling, to identify preferred leadership styles. These techniques provide further information about senior leadership capabilities in the force.

Hampshire Constabulary has taken steps to use both training and recruitment to ensure that the skills it has in its leaders match its needs. After the 2014 staff survey, which identified a need to move to a more sustainable coaching style of leadership, the force developed an 'improving people' performance course. This was mandatory for all leaders in the organisation and by March 2016 it had been attended by 761 officers and staff. A further 418 leaders, which represent about 60 percent of all members of personnel in leadership roles, have now attended the leadership modules, which include half-day formal modules, 360-degree feedback, coaching and development days. All officers and staff are able to access coaching support and the force provides opportunities for some officers and staff to attend a programme known as Firefly. This is a joint programme run by Hampshire Shared Services<sup>7</sup> and

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<sup>7</sup> Hampshire Shared Services is a separate entity to the force. It was created by the force along with Hampshire County Council and Hampshire Fire and Rescue Service to provide more efficient professional and transactional services, such as finance and HR.

includes participants from the force, the fire service and the county council. The programme is designed to build the force leadership's change management capabilities and, over time, to improve force performance. Leadership development is more sophisticated at a senior level, and the force provides executive coaching and leadership profiling that is more detailed for officers and staff in these positions.

The force also uses recruitment to some extent to address its future leadership needs. One officer joined the force through Direct Entry<sup>8</sup> at superintendent level and two at inspector level, and a further three internal officers achieved the rank of inspector through the Fast Track scheme. The force's workforce inclusion team focuses on all aspects of how the force reduces disproportionality. This includes a focus on recruitment and progression of BAME officers and staff. BAME officers and staff receive support internally through the leading with impact five-day course. Externally, the force is increasingly attracting applications from diverse communities, which should, in time, provide greater potential for the diverse leadership teams that will be required.

## **How well does the force allocate resources?**

HMICFRS inspected how well Hampshire Constabulary uses its understanding of demand to prioritise its activities in order to provide the best service to the public. To assess this, we considered the extent to which the force understands what it can provide within a particular budget.

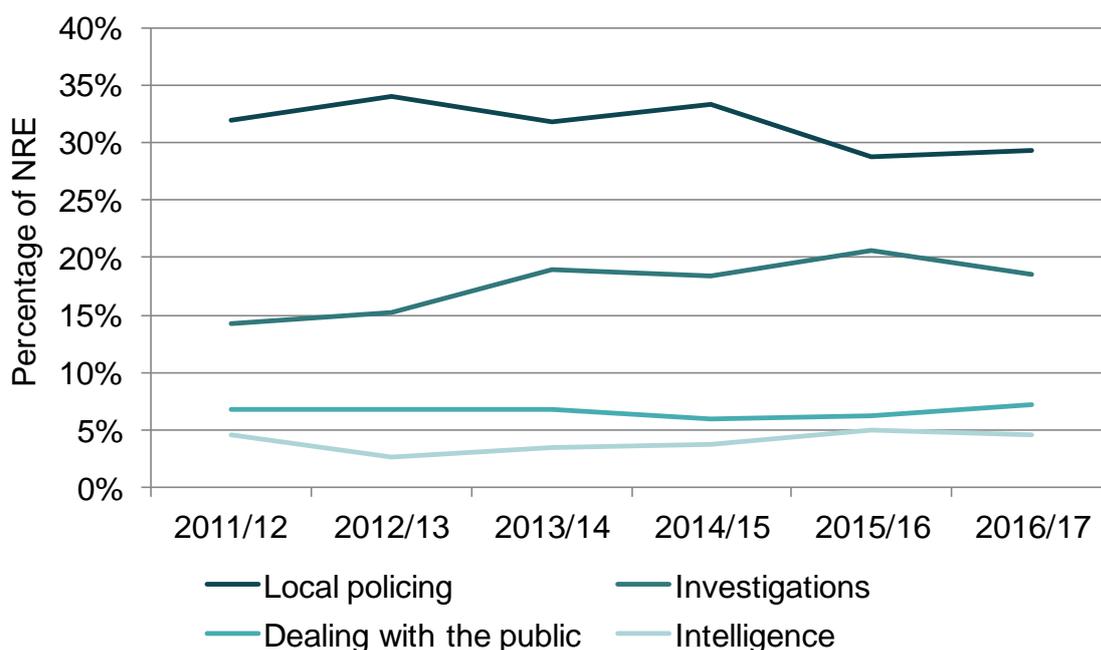
The level of spending on different police functions varies between forces, depending on the particular demands that each force must meet. Higher expenditure does not necessarily mean better services, but it can demonstrate how a force prioritises its resources.

Figure 4 shows how expenditure is distributed across the most common police functions. Local policing covers functions such as incident response, neighbourhood policing and local investigations. Investigation covers areas of specific proactive investigative functions, such as major crime, while dealing with the public includes front counter and control room activities. Intelligence covers the gathering and assessment of intelligence.

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<sup>8</sup> For more information about these College of Policing leadership programmes, see: <http://recruit.college.police.uk/Officer/leadership-programmes/Pages/Fast-Track.aspx>

**Figure 4: Estimated percentage of net revenue expenditure allocated across policing functions in Hampshire Constabulary from 2011/12 to 2016/17**



**Source: Chartered Institute of Public Finance and Accountancy (CIPFA)**

**Note: Functions that have not been included as they are equivalent to back office functions or are only a small proportion of expenditure include operational support and road policing.**

In Hampshire, the percentage of estimated expenditure on local policing in 2016/17 has decreased from 32 percent in 2011/12 to 29 percent in 2016/17. Estimated expenditure on investigation has increased from 14 percent to 19 percent and both ‘dealing with the public’ and intelligence functions have a similar proportion of expenditure in 2016/17 as they did in 2010/11 at 6 percent and 4 percent respectively.

### **Prioritisation and cost**

Hampshire Constabulary has a good knowledge of current demands on its services and uses this in prioritising its activities. It has undertaken comprehensive analysis to identify the resource levels needed for its operating model,<sup>9</sup> and continues to revise these in the light of experience. In particular, it has recognised that the resources dedicated to conducting investigations are not sufficient and has increased them as a proportion of the workforce. Against this overall background, the force routinely reviews demand through its force tasking and co-ordination group. It uses the MoRiLE<sup>10</sup> matrix to prioritise the allocation of resources based on the force’s

<sup>9</sup> Operating model – the way in which a police force is organised in its structure and the processes it has adopted and operates in order to achieve its objectives.

<sup>10</sup> MoRiLE: the ‘management of risk in law enforcement’ process developed by the National Police Chiefs’ Council. This tool assesses the types of crimes, which most threaten communities and highlights where the force does not currently have the capacity or capability to tackle them effectively.

understanding of threat, harm and risk, while taking account of national policing requirements. This is an effective means of focusing activities on areas of greatest risk.

During our inspection, we explored with the workforce their understanding of how the force arrives at its priorities. Most personnel recognised that these were informed by assessments of threat, harm and risk, and the need to protect vulnerable people. We also saw some evidence that the force's ICT strategy has taken account of the needs of the public and their changing expectations about how to access policing services. The force recognises the importance in the future of a debate with the public about expectations. It acknowledges openly that it cannot provide the same level of service throughout all areas as it has in the past, and that it has to prioritise on the basis of risk. The telephone-based resolution centre is one example of where victims of crimes that are reported to the force, but which do not involve risk to the public and do not offer immediate investigative leads, wait longer for any contact with an investigating officer. The force should ensure that the wider public understand the rationale behind the choices it is making.

Hampshire Constabulary has a good understanding about the effect of cutting or investing resources on its service to the public, and it has demonstrated that it can redeploy resources when required. The work with external consultants, as described earlier, gives the force data on how well it is matching resources to demand, and the average cost in units of work for each type of activity. Examples are how much work is done in responding to domestic abuse incidents or investigating a particular type of crime. The force has also conducted research across its neighbourhood teams to identify what types of work they carry out within communities – information that would not otherwise be available in an existing data set. Therefore, the force is able to anticipate the financial effect of reallocating resources or work, as well as the extent to which it will be able to match adequately its remaining resources to demand. This modelling can be combined with financial information to show the consequences and changes to the force's financial position according to each scenario run.

A recent example of this has been the work to identify which officers to move into the investigations command. In our 2016 effectiveness inspection,<sup>11</sup> we identified work-related pressures on the personnel in this department. These were still present during this 2017 efficiency inspection. However, the force understands the effect of transferring resources from one area to another, and is doing so in a way designed to minimise any adverse effect elsewhere. HMICFRS will be interested to see the effect of the force's decisions on both the investigations command and other areas of the force.

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<sup>11</sup> *PEEL: Police effectiveness 2016 – An inspection of Hampshire Constabulary*, HMIC, 2017. Available from: [www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-effectiveness-2016-hampshire/](http://www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-effectiveness-2016-hampshire/)

## **Investment**

Hampshire Constabulary has an evidence base for decision-making and its investments are therefore based on sensible and intelligent decisions. The force prioritises its investments on an annual basis. Its decisions are made using the change prioritisation matrix to assess the extent to which any investment will support the force vision and reduce inefficiency. Then, it prioritises those that support the overall strategic direction of the force and give the greatest return on investment. The force identifies early on what the returns on an investment will be, and programme management oversight structures ensure that these are realised.

The force has prioritised investment in programmes of work that are designed to transform how it provides services to the public. For instance, the reduction in personnel and its new operating model mean that its estate needs are different. It is spending £34m over the next four years on estate maintenance and providing new police investigation centres over the course of the current financial plans. It has realised £33m from the sale of police estate and anticipates further receipts of over £15m in this financial year. This provides new police estate, more suited to how the force now provides its services and saving some £2m each year. The force is currently investing £27m in its new contact management arrangements. This should make the management of calls from the public more efficient and provide an online portal for the public to contact the police and receive information. It is anticipated that this will also save the force an estimated £2m per year as well as providing a service to the public that is better and more in line with their changing expectations.

## **How well does the force work with others?**

HMICFRS inspected how well Hampshire Constabulary has explored all opportunities to work in collaboration with others to increase efficiency and provide better, more resilient services. This can include working jointly with other police forces, local public sector organisations, the private sector and the voluntary sector. We looked at whether the force has a clear rationale for the decisions it has taken about how it works with other organisations and other forces, and whether it has a good understanding of how successful its joint working is.

### **How the force works with other organisations and other forces**

Hampshire Constabulary works extensively with local partners to manage demand collectively and provide a better service. It has good collaboration arrangements with other police forces and is exploring how these can be developed further. The force works well with non-police partners, such as social services and the probation service, on both a local police area (LPA) and a force-wide level to tackle problems and work more efficiently. At an LPA level, the force works with local partner organisations through the community safety partnership to share information and tackle problems of crime and disorder. One benefit of the estate strategy described

earlier has been the creation of shared workspaces, which has promoted good working relationships and easier communication with partner agencies. This is especially important in protecting vulnerable people, and the force has contributed to the creation of multi-agency safeguarding hubs (MASHs)<sup>12</sup> and multi-disciplinary teams, including children's services that deal with young people who go missing and may become vulnerable to sexual exploitation. The force, with the ambulance and fire & rescue services, is part of the Hampshire blue light collaboration, which has created new arrangements to bring their resources together to work more efficiently through a structured and agreed action plan. For instance, through this partnership, the Hampshire Fire and Rescue Service supports the force by undertaking searches for high-risk missing persons. This is just one example of how this partnership is working to become more efficient and provide a better service to the public.

The force has strong collaborative working arrangements with Thames Valley Police. There is one chief officer for the collaborated operational units, such as firearms, roads policing and public order, and there is one senior management team for both forces' contact management departments. A single assistant chief officer and ICT department have responsibility across both forces. The force is also part of the collaborated South East Regional Organised Crime Unit and the South East Counter Terrorism Unit. The force is also exploring potential collaboration with other local forces with regard to firearms, 24-hour response policing and the new secure police radio system.

### **The benefits of joint working**

Hampshire Constabulary recognises the benefits of its collaborative work. The force is involved in a wide range of collaborative areas of work, and it has developed productive arrangements with all relevant partners. It takes the view that working in collaboration with other agencies or police forces is an essential part of how it will achieve its vision with reduced resources. Governance processes are in place for its collaboration with Thames Valley Police, all of which are overseen by the deputy chief constable's board. This reports to an overall governance board consisting of the two chief constables and the two police and crime commissioners. These boards monitor the collaborative programmes and the benefits they bring. Examples include the joint operating unit collaboration with Thames Valley Police already described and a review of the unit conducted by the two forces last year that highlighted estimated cost savings of £6m each year. Collaborations that have not yet come to

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<sup>12</sup> A multi-agency safeguarding hub (MASH) brings together into a single location key safeguarding agencies to better identify risks to children (and in some areas, vulnerable adults), and improve decision-making, interventions, and outcomes. The MASH enables the multi-agency team to share all appropriate information in a secure environment, and ensure that the most appropriate response is provided to effectively safeguard and protect the individual.

fruition, such as the contact management programme, will be subject to scrutiny and peer review to make sure that the anticipated benefits are identified before implementation.

### **Leadership driving innovation**

Leaders in Hampshire Constabulary consistently seek out new opportunities and ways of working, and experiment with new approaches to working more efficiently. This is particularly evident in how the force has furthered its understanding of the demand it faces by using external consultants to support its analysis of demand. It has now developed its own capabilities to make progress with this work in the longer term. The IT infrastructure for the contact management and police portal capabilities described earlier has been developed with Microsoft, drawing on the learning from that organisation's work with law enforcement agencies in the USA. This has not always been easy and we heard from the force about some difficulties encountered during this development work. Senior leaders dealt with the matter in a supportive and constructive way, learning from the experience rather than apportioning blame. The force has established a good record of working with universities in the form of longer-term partnerships. An example is its involvement with Portsmouth University's digital forensic science facility and the university's specific support regarding digital intelligence research. Its work with other blue light partners to tackle demand and develop new ways of working together is also noteworthy.

### **Summary of findings**



Hampshire Constabulary has a good understanding of the skills of its workforce. The force has a computer-assisted resource management system that provides a searchable database of operational and personal skills held by officers and staff. It can overlay information from the current duty roster to identify officers and staff on duty with a particular skill. The force has an acceptable understanding of the skills it needs in the future from assessing its current skills base against predicted future need. It has recognised the need to increase skills in digital investigation, PIP level 2 accredited investigators and the diversity of its workforce.

The force has some understanding of the capabilities of its leaders, although this is more developed at a senior level. It recently introduced a new performance development review process that includes a formal annual appraisal, which should provide the force with a deeper understanding of leadership skills throughout the force. However, this is currently a paper-based system so is difficult to obtain an overall assessment of leadership capabilities and gaps. The force plans to address this by creating an IT-based system in collaboration with other police forces in the south-east region. The steps the force is taking to improve its leadership capabilities through training and recruitment are good.

Hampshire Constabulary uses its good knowledge of current demand to prioritise its activities. The force has undertaken comprehensive analysis to identify the resource levels needed for its operating model and routinely reviews demand through its force tasking and co-ordination group. It prioritises resource allocation based on its understanding of threat, harm and risk, while taking account of national policing requirements. The force has a sensible and intelligent approach to making investments and uses the change prioritisation matrix to assess the extent to which any investment will reduce inefficiency. It is investing in new contact management arrangements which should improve the efficiency of call management and provide the public with an online method for contacting the police and receiving information.

The force has a strong commitment to joint working. It collaborates with other forces, agencies such as social services and the probation service, and the ambulance and fire services. Its estate strategy has led to shared workspaces, which have promoted good working relationships and easier communication with partner agencies. The force consistently experiments with new approaches to working more efficiently and seeks out new opportunities. For example it is involved with Portsmouth University's digital forensic science facility and digital intelligence research.

#### **Area for improvement**

- The force should undertake appropriate activities to fully understand its workforce's capabilities, in order to identify any gaps and put plans in place to address them. This will enable the force to be confident in its ability to be efficient in meeting current and likely future demand.

## How well is the force planning for the future?

To be efficient, a police force needs not only to understand the present, but also to be able to make reasonable predictions about the future in terms of how its demand will change, how its workforce will change and how its partners will be affected. It needs to have adequate, realistic and innovative plans to meet the operational and financial challenges of the future.

## How well does the force predict likely future demand?

HMICFRS inspected how well Hampshire Constabulary analyses trends in its current demand in order to predict likely future demand. We also assessed the extent to which it has taken account of changing public expectations and technology. In addition, we expect forces to be considering how they will work with other organisations and other forces in the future.

### Predicting future demand

Hampshire Constabulary is good in how it identifies and analyses trends in demand for its services. The force has worked with external consultants to develop a comprehensive understanding of current demand, including that which is hidden or less likely to be reported. It has now acquired the capacity in terms of skills and software (a demand forecasting tool) to conduct this research from within its own resources. It is confident that it can predict demand for the next two years based on the trends that it has analysed. Its demand forecasting team is refining its capability to monitor actual real-time demand against its previous predictions. The force is therefore able to plan the levels of resources that it will require in the future.

Hampshire Constabulary's current ability to predict demand is limited to the next two to three years. It is based on professional opinion and the direction and general trajectory of crime at this stage. The software used to analyse demand (the demand forecasting tool) incorporates data sources, such as reported crime and anti-social behaviour, with assessments of how long it takes on average to deal with particular types of incident or crime. The force recognises that reported crime is increasing and it is able to use the forecasting tool to model the effect throughout different parts of the force of changes in demand. For instance, the force has recently changed its response in how it deals with some initial reports of domestic abuse. In the past, risk assessments for these incidents were completed over the telephone in the resolution centre. An officer now conducts all of these in person and the force modelled the additional demand this places on response and patrol officers to predict the future demand in this area. The force is now exploring how it can make greater use of partnership data, and also develop diagnostics to identify internal demand and provide a more in-depth understanding of how this may change in the future.

## **Future considerations**

Hampshire Constabulary has conducted several exercises within the force to identify how public expectations are changing, and it has given some consideration of these in its plans for the future. As part of the PCC's consultation process, events have been held throughout the force area to identify priorities that the force should focus on. The force used its Hampshire Alert system to survey the public about how they would like to receive services from the force, and results from this informed the contact management programme. In addition, the force consulted with the public through its external scrutiny groups, and also with vulnerable victims of crime, such as domestic abuse victims, to identify how it could improve services to them. It has done specific work targeted at young people through its youth independent advisory group, and used social media to identify their expectations. This has produced tangible outcomes: the force is using language that is more appropriate to communicate effectively and is setting up online resources to help young people stay safe.

Hampshire Constabulary understands what technology can offer policing and criminals, and how this is changing. This informs its view of the future. ICT professionals told us that the chief officer team is aware of the risks and benefits from technology, and the use of technology is considered in any change project. The design and implementation of the contact management programme, with its use of new technology to improve how the public contacts the force, is one good example of this. The force is restructuring how it uses technology through its digital delivery strategy. This strategy outlines how the force will use technology to provide better services to the public, prevent crime and work more efficiently.

Working with other organisations and forces is an integral part of Hampshire Constabulary's current activity. It supports the force vision (you, your family, our communities, SAFER) as one of the chief constable's six areas of focus. We saw that this focus is more than just an ambition from examples of how partnership working and collaboration contribute to the force vision. The collaboration with Thames Valley Police is now mature and provides benefits to both forces for operational and organisational capabilities. The collaborated contact management programme, due to go live later this year, supports the vision in making it easier for the force to manage demand and for the public to access police services. There are also the plans mentioned earlier in this report to work collaboratively with other local forces regarding technology and police use of firearms, and the way in which the force works with other agencies to protect vulnerable people. In particular, the work of the blue light collaboration is a good indication of the extent to which the force considers working with others in its plans for the future.

## How well is the force planning for the future, in terms of workforce?

HMICFRS inspected how well Hampshire Constabulary has plans in place to recruit, develop and nurture the leaders of tomorrow to ensure it has the right skills and talent in the right roles.

### Succession planning

Hampshire Constabulary has identified the skills required in future leaders and has created development opportunities to help officers and staff achieve these skills. It has recognised that the leadership culture of the force needs to move away from one that is directive to one that has more of a coaching style. It learned from its consultation work throughout the force that skills in managing performance, in business acumen and in supervision all needed to be improved. To build capacity in this area, the force has leadership development modules in place, which include classroom-based instruction supported by online resources, coaching and 360-degree feedback. Coaching is used to develop leaders at all levels, including specific coaching for unsuccessful applicants for promotion. The force is also making use of internal and external secondments to develop leaders.

Hampshire Constabulary's leadership modules and its new PDR process provide a good basis for personal development planning. Managers and personnel discuss progress towards individual career development objectives and continuing professional development plans during one-to-one and PDR discussions. This includes conversations in relation to lateral career development to specialisms, external secondments and promotion opportunities. This gives the force an opportunity to link individual development to an overall leadership succession plan. However, because the PDR system is a paper-based system, identifying the required information at a force-wide level is difficult to achieve and makes analysis and identification of trends or gaps more difficult.

We identified the limitations of this process as an area for improvement in our 2016 legitimacy report.<sup>13</sup>

The force is good at identifying its overall leadership needs in terms of style and capabilities, and at providing training throughout the organisation to develop those skills in its leaders. However, the link between this activity and how it is used in conjunction with career pathways and talent management schemes is less clear. We

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<sup>13</sup> *PEEL: Police legitimacy 2016 – An inspection of Hampshire Constabulary*, HMIC, 2016. Available from: [www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-legitimacy-2016-hampshire/](http://www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-legitimacy-2016-hampshire/)

found that the force's talent management programme, Firefly,<sup>14</sup> is not well known among officers and staff, and talented individuals are usually identified through informal processes with no structured programme of development in place. We found some evidence that discussions take place at a senior level about specific leadership needs – for instance at the resource management board, which makes decisions about where individuals should be posted within the force. At a senior level there is now a better understanding of leadership capabilities than we found during our leadership inspection in 2016,<sup>15</sup> and we heard how this is now taken into account when making posting decisions. However, we did not see evidence of the structured use of career pathways to generate leadership specialisms in important areas of the force. HMICFRS recognises the quality of the leadership training that the force has provided, but its arrangements for succession planning do not appear to be solidly connected to its PDR and talent identification processes.

## **Recruitment**

Hampshire Constabulary makes good use of a variety of recruitment and development opportunities. There are new entry routes into the service and one Direct Entry superintendent and two inspectors have been recruited into the force. In addition, three officers have been able to access Fast Track promotion to the rank of inspector and ten Police Now<sup>16</sup> recruits are about to join the force. The force uses apprenticeship schemes and secondments to bring young people into the organisation, and it has carried out pilot schemes specifically to recruit people who want to join to become a detective.

We heard from the workforce during our fieldwork that the force is supportive of developmental opportunities. The Firefly scheme gives some personnel the chance to work with peers from other organisations, and development opportunities are available through the force's change programme.

## **How well does the force plan for likely future demand?**

HMICFRS inspected how adequate, realistic and innovative Hampshire Constabulary's plans for the future are, and to what extent it is planning to make savings in the future, including saving to invest in new systems and approaches.

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<sup>14</sup> The Firefly programme is a talent management programme with participants from Hampshire Constabulary, Hampshire County Council and Hampshire Fire and Rescue Service. Applicants are selected after submitting an idea for change and then assessed as to how likely it is that they have the skill and capabilities to implement it.

<sup>15</sup> *PEEL: Police leadership 2016 – An inspection of Hampshire Constabulary*, HMIC, 2016. Available from: [www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/peel-2016/hampshire/leadership/](http://www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/peel-2016/hampshire/leadership/)

<sup>16</sup> Police Now is a graduate entry programme through which recruits are deployed into a neighbourhood role. For more information, see: [www.policenow.org.uk/the-programme/about-the-programme/](http://www.policenow.org.uk/the-programme/about-the-programme/)

## Plans

Hampshire Constabulary's plans are sufficient to meet its vision for the future and to take account of anticipated future demand and public expectations. The chief constable's vision, the six areas of focus and the PCC's police and crime plan form the basis of all force planning. Plans for change are assessed against the extent to which they meet their priorities, the nature of any savings or the effect of the anticipated change. Initial assessment is robust through the change prioritisation matrix. Clear and established lines of authority exist, with all major change initiatives being signed off by the PCC. Strong project management arrangements are in place with an escalation process from senior managers, who have responsibility for individual projects, up to the deputy chief constable's risk and learning board. In addition, the capability the force has developed to model future demand and the link from this to its financial planning enables it to respond to changes in demand in an informed way.

Hampshire Constabulary's plans are built on realistic financial planning, and subject to scrutiny and challenge. HMICFRS' 2016 value-for-money profile identified that the cost of providing policing in Hampshire is £154 per person. This compares with the average cost in England and Wales of £177 per person. While there is a balanced budget for 2017/18, there is a projected shortfall of £9m in 2018/19 that grows by £7m to £16m in 2019/20 and again by £7m to a total of £23m in 2020/21. However, there are achievable plans to achieve £10m of savings over the next three years. The force is planning to achieve this to provide a balanced budget for 2018/19 and significantly reduce subsequent funding gaps. It can use reserves to support the budget while these savings are made. However, it does not plan to use them in this way with the exception of its emergency reserve of £8m; these can be allocated to transformational projects that are designed to make savings and enable the force to operate more efficiently. From our discussions with the force, we know that it has identified other areas from which it can make savings if required, although it is awaiting the outcome of adjustments to the Government's police funding review<sup>17</sup> before considering these further. Robust processes are in place to scrutinise change projects. For example, the contact management programme and the force's ICT project are scrutinised by peers and external consultants to ensure that plans are robust. In addition, a member of the internal audit committee is on the ICT programme board to monitor progress. Separate, well-defined scrutiny arrangements for collaborated projects that involve the force's executive and PCC ensure that the projects are achieved.

Hampshire Constabulary's plans are highly innovative. The force is embracing and investing in technology to work more efficiently and provide a better service to the public. Its investment in mobile technology will allow its workforce to do more without

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<sup>17</sup> This review of police funding arrangements is to ensure that the future process for distributing core grant to force areas in England and Wales is based on a fairer, up-to-date and transparent formula.

continually returning to their bases. This in turn will allow the force to realign its estate to reduce costs and provide a better but smaller estate to maintain. The contact management project represents a distinct shift in how the public can contact the police. It is due to go live later in 2017 and members of the public will be able to interact far more with the force online. Finally, the force has displayed high levels of innovation with outside organisations, including business consultancies, academia and other blue light service providers, to understand and meet demand in a more efficient way.

## **Savings**

Hampshire Constabulary is continuing to invest in its infrastructure to achieve savings in the long term. Firm plans are in place to save £10m by 2019. This should address the projected budget gap in 2018/19. The savings will be realised by introducing working practices for how the force investigates crime that are more efficient by removing some responsibilities from neighbourhood teams and by streamlining how the force prepares prosecution files for court. The force has plans in place to realise the benefits from these efficiencies by reducing the overall number of its workforce. It recognises the risk that not all savings will be realised during the 2018/19 financial year, and as a contingency will use reserves to smooth this transition if required.

The chief finance officer takes a cautious approach to identified savings; they are subject to assurance processes and validation before they are included as saving projections. For example, the force is investing £10m over the next two years in an ICT infrastructure project, which, when completed, is projected to return the original investment by saving the force £1.75m per year. The continuing investment in estate is projected to achieve savings of £2m per year, as will the new contact management facilities when fully implemented.

## **Summary of findings**



**Good**

Hampshire Constabulary has a good understanding of trends in demand and can therefore plan the resources it is likely to need in the next two to three years. The force recognises that reported crime is increasing and uses its forecasting tool to model the effect of changes in demand throughout the force. It has consulted with different communities, including vulnerable people and young people, to identify their expectations and develop its view of the future. The force is restructuring how it uses technology through its digital delivery strategy, which outlines how it will use technology to provide better services to the public, prevent crime and work more efficiently.

The force understands the skills its leaders need in the future and has created development opportunities to help staff to acquire them. It provides leadership development modules that include classroom-based instruction supported by online resources, coaching and 360-degree feedback, as well as internal and external secondments. The force is also using recruitment to create a more diverse workforce. However, it could identify talented members of the workforce more effectively and make better use of succession planning.

Hampshire Constabulary's plans for the future take account of anticipated future demand and are subject to robust scrutiny and challenge. It has realistic financial plans that include investing in infrastructure, such as IT and estate, which will lead to savings in the long term and will improve its service to the public. For example, mobile technology will allow its workforce to do more without needing to return to their bases. This in turn will allow the force to realign its estate to provide a better but smaller estate to maintain.

#### **Area for improvement**

- The force should improve how it identifies talented members of the workforce, and make greater use of career development schemes by taking a more structured approach to how it develops leaders in important areas of the force.

## Next steps

HMICFRS will assess progress on any recommendations and areas for improvement identified within our reports in several ways. We either revisit those forces where we have identified a serious cause of concern, go back to assess them as part of our annual PEEL inspection programme or receive updates on their progress through regular conversations with forces.

HMICFRS highlights recurring themes emerging from our PEEL inspections of police forces within our national thematic reports on police effectiveness, efficiency, legitimacy and leadership (see: [www.justiceinspectors.gov.uk/hmicfrs/peel-assessments/national-peel-reports/](http://www.justiceinspectors.gov.uk/hmicfrs/peel-assessments/national-peel-reports/)). These reports identify those problems that are reflected across England and Wales. They may contain additional recommendations directed at national policing organisations, including the Home Office, where we believe improvements need to be made nationally.

## Annex A – About the data

The source of the data is presented with each figure in the report, and is set out in more detail in this annex. The source of Force in numbers data is also set out below.

### Methodology

Please note the following for the methodology applied to the data.

#### Comparisons with England and Wales average figures

For some data sets, the report states whether the force's value is 'lower', 'higher' or 'broadly in line with' the England and Wales average. This is calculated by using the difference from the mean average, as a proportion, for all forces. After standardising this distribution, forces that are more than 0.675 standard deviations from the mean average are determined to be above or below the average, with all other forces being broadly in line.

In practice this means that approximately a quarter of forces are lower, a quarter are higher, and the remaining half are in line with the England and Wales average for each measure. For this reason, the distance from the average required to make a force's value above or below the average is different for each measure so may not appear to be consistent.

The England and Wales averages will differ slightly from the Value for Money Profiles because we have included City of London Police and the Metropolitan Police Service within the average in this publication.

#### Statistical significance

When commenting on statistical differences, a significance level of 5 percent is used.

For some forces, numbers described in the text may be identical to the England and Wales average due to decimal place rounding, but the bars in the chart will appear different as they use the full unrounded value.

#### Population

For all uses of population as a denominator, unless otherwise noted, we use the Office for National Statistics (ONS) mid-2015 population estimates.

## **Force in numbers**

### **Forecast change in gross revenue expenditure**

These data show estimated gross revenue expenditure (GRE) for the force in 2017/18 and 2020/21. This was gathered from forces by HMIC staff prior to fieldwork (April 2017). Some of the data provided will have been subject to revisions after this time but figures should represent the picture as at the time of inspection. Future forecasts of expenditure are estimates for which forces use different methodologies. As these are estimates care should be taken in interpreting changes.

### **Workforce figures (FTE) for 2016/17 and 2020/21**

These data were obtained from the Home Office annual data return 502. The data are available from the Home Office's published police workforce England and Wales statistics (available from [www.gov.uk/government/collections/police-workforce-england-and-wales](http://www.gov.uk/government/collections/police-workforce-england-and-wales)), or the Home Office police workforce open data tables (available from [www.gov.uk/government/statistics/police-workforce-open-data-tables](http://www.gov.uk/government/statistics/police-workforce-open-data-tables)). Figures may have been updated since the publication. Workforce includes section 38-designated investigation, detention or escort officers, but does not include section 39-designated detention or escort staff.<sup>18</sup> The data are the actual full-time equivalent figures (or FTE), and figures for 2016/17 are the figures as at 31 March 2017.

For FTE, these data include officers on career breaks and other types of long-term absence, and excludes those seconded to other forces. Projections for 2020/21 are budget-based and therefore likely to take into account a vacancy rate depending on a force's planning strategy, but may not include a projection for absences. In some instances, therefore, an increase in budgeted posts may not actually indicate the force is planning to increase its workforce. In other cases, forces may be planning to reduce their workforce but have a high vacancy rate which masks this change.

### **Calls for assistance**

These data are obtained from the Home Office annual data return 441.

### **Recorded crime**

These data are obtained from Home Office police-recorded crime and outcomes data tables (available from [www.gov.uk/government/statistics/police-recorded-crimeopen-data-tables](http://www.gov.uk/government/statistics/police-recorded-crimeopen-data-tables)).

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<sup>18</sup> See sections 38 and 39 of the Police Reform Act 2002. Available at: [www.legislation.gov.uk/ukpga/2002/30/section/38](http://www.legislation.gov.uk/ukpga/2002/30/section/38)

## Figures throughout the report

### **Figure 1: Rate of 999 calls recorded per 1,000 people in the local population in the force area compared with England and Wales as a whole, from 2010/11 to 2016/17**

These data are obtained from the Home Office annual data return 441. City of London Police does not submit 999 calls data to the Home Office as these are included in figures provided by the Metropolitan Police Service.

### **Figure 2: Police-recorded crimes per 1,000 population compared with England and Wales from 2010/11 to 2016/17**

These data are obtained from Home Office police-recorded crime and outcomes data tables (available from [www.gov.uk/government/statistics/police-recorded-crime-open-data-tables](http://www.gov.uk/government/statistics/police-recorded-crime-open-data-tables)). Total police-recorded crime includes all crime (excluding fraud offences) recorded by police forces in England and Wales. Home Office publications on the overall volumes and rates of recorded crime include British Transport Police, which is outside the scope of this HMICFRS inspection. The England and Wales rate given in this figure is a simple average of all forces' rates to reduce the effect of large forces on the average.

### **Figure 3: Planned full-time equivalent (FTE) workforce as on 31 March from 2010 to 2021**

Data from 2010 to 2017 are obtained from the Home Office annual data return (as set out in the Force in numbers section) which is an 'actual' FTE figure. The percentages used in figure 3 are derived from the total FTEs within forces and therefore may differ slightly from the exact figures quoted within the report. Data from 2018 onwards are budget-based projections, therefore depending on a force's planning strategy may not include a projection for absences.

Due to the complex and continually evolving picture of workforce collaboration between forces, not all changes in workforce figures reflect the workforce that is available to forces. Involvement in strategic alliances and/or regional organised crime units would be an example of where changes over time are likely to be skewed. Therefore, sharp increases or decreases need to be considered with caution as they may simply represent accounting changes related to how staff are allocated to forces and not real changes in staffing levels.

At the time of the inspection, the future financial climate was uncertain. Several forces did not have confirmed plans for workforce projections. It is important to note that figures are in many instances unconfirmed estimates provided to assist HMICFRS in our inspection programme and should not be seen as a concrete plan for the future workforce available for policing.

#### **Figure 4: Estimated percentage of net revenue expenditure allocated across policing functions from 2011/12 to 2016/17**

These data were obtained from data collected by the Chartered Institute of Public Finance and Accountancy (CIPFA) for use in the HMICFRS Value for Money profiles (available from [www.justiceinspectors.gov.uk/hmicfrs/our-work/value-for-money-inspections/value-for-money-profiles/#2016](http://www.justiceinspectors.gov.uk/hmicfrs/our-work/value-for-money-inspections/value-for-money-profiles/#2016)). The data define policing functions using the Police Objective Analysis categories.

We have made some adjustments to the original POA data in order to provide valid historical comparisons. For instance, in 2011/12 the POA category "Local policing" included the sub-category "local investigation and prisoner processing", however, from 2012/13 onwards this moved to the "Investigations" category. We have therefore removed "local investigation and prisoner processing" from the 2011/12 figure to provide a historical comparison and not create misleading percentage changes.

For the same reason above, for the 2011/12 "Investigations" figure we have included "local investigations and prisoner processing" for historical comparison.

Furthermore, in 2016/17 "Public Protection" became its own level two category, whereas in previous years it had been included as a sub-category under "Investigations". Therefore for historical comparisons, we have included public protection in "Investigations" for 2016/17.