Promoting improvements in policing to make everyone safer

PEEL: Police efficiency 2016

An inspection of Hampshire Constabulary



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Introduction

As part of its annual inspections into police effectiveness, efficiency and legitimacy (PEEL), HMIC assesses the efficiency of police forces across England and Wales.

As with all public services, it is vital that the police service operates in a way that makes the most of all its available resources. Police forces need to make sure they understand the current demand for their services. This is to make sure that they use all the resources available to them to fight all types of crime and to protect communities. Also, forces need to be looking to the future to understand how that demand may change and to plan where they need to invest extra resources or change the ways they operate so that the public can continue to receive the policing it expects and deserves.

As part of the government's objectives to cut public spending, central funding to the police service in England and Wales has been reduced by around 20 percent since 2011. Police forces across England and Wales have faced a difficult challenge to sustain effective levels of policing in the face of significant budget cuts. Forces need to continue to make efficiencies and invest resources wisely in order to maintain a focus on reducing crime and keeping their communities safe. HMIC considers that a police force is efficient if it is making the best use of its resources to provide policing services that meet expectation and follow public priorities, and if it is planning and investing wisely for the future.

HMIC's efficiency inspection assessed all of these areas during 2016. More information on how we inspect and grade forces as part of this wide-ranging inspection is available on the HMIC website (www.justiceinspectorates.gov.uk/hmic/peel-assessments/how-we-inspect/). This report sets out our findings for Hampshire Constabulary.

Reports on Hampshire Constabulary's legitimacy and leadership inspections will be available on the HMIC website (www.justiceinspectorates.gov.uk/hmic/peel-assessments/peel-2016) in December 2016. Our reports on police effectiveness will be published in early 2017.

Force in numbers

Financial position

	2016/17	2019/20	Percentage change
Forecast change in total gross revenue expenditure	£298m	£301m	+1%

Forecast savings:

	2016/17	2019/20
Amount of forecast savings	£12.0m	£0.2m
Percentage of gross revenue expenditure	4%	0%

Workforce

	2015/16	2019/20	Percentage change
Planned change in officer numbers	2,883	2,947	+2%
Planned change in total workforce	4,925	5,041	+2%

	Hampshire Constabulary	England and Wales force average
Officer cost per head of population in the 12 months to 31 March 2016	£85	£98
Workforce cost per head of population in the 12 months to 31 March 2016	£123	£143

Calls for assistance

999 calls per 1,000 population 12 months to 31 March 2016



Recorded crime

Changes in recorded crime (excluding fraud) per 1,000 population 12 months to 31 March 2016



Percentage change in recorded crime (excluding fraud) per 1,000 population 12 months to 31 March 2016



Victim satisfaction

Victim satisfaction with the overall service provided by the police 12 months to 31 March 2016



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[1]



Good

Hampshire Constabulary has been assessed as good in respect of the efficiency with which it keeps people safe and reduces crime. It has a good understanding of current demand for its services and has made progress identifying so-called hidden demand, such as child sexual exploitation. The force is developing its understanding of likely future demand. It uses its resources well to manage current demand and collaborates effectively with other police forces and organisations. The force has sound financial plans and ambitious plans to transform the service in the future. In last year's efficiency inspection, Hampshire Constabulary was judged to be good.

Overall summary

Since HMIC's 2015 inspection, Hampshire Constabulary has continued to be efficient in how it keeps people safe and reduces crime. It has a good understanding of its current and likely future demand and has undertaken comprehensive analysis of demand for its operating model, regularly adjusting the model according to new information. The force works with other agencies in order to understand and reduce demand. It is seeking to understand demand that is less likely to be reported and is working with another police force and a university to develop an evidence base for predicting demand. The force recognises how inefficient internal processes create unnecessary demand and takes action to identify and eliminate them. It is also developing a good understanding of future demand and is taking steps to increase the sophistication of its assessments. It has used anticipated future demand to inform the themes of its latest organisational change project. The force is developing its capability to address future demand, including a strong focus on cyber-crime, but needs to do more to ensure that all staff are suitably trained.

Hampshire Constabulary is good in the way it uses resources to manage demand. It uses detailed information about processes and demand to inform the allocation of resources across the force. The force's strategic priorities are clearly defined and outcomes are rigorously monitored. It continually challenges itself to improve services while reducing costs. Hampshire Constabulary is committed collaboration and sees this as an important way of reducing costs and improving efficiency. For

[1] HMIC judgments are: outstanding, good, requires improvement and inadequate.

example, it collaborates with Thames Valley Police on ICT and in a joint operating unit for roads policing, dogs, firearms and public order. The two forces are implementing a joint contact management system and a new customer web portal to help manage demand. Tablets and smart phones for frontline staff are already improving efficiency. The force is also working well with other agencies to help manage demand more effectively, including the fire, ambulance and mental health services, and local government agencies. Hampshire Constabulary has some understanding of its current workforce skills and capabilities, but at present information about its staff is held in different databases and so it does not have a force-wide understanding of its workforce. Its performance and development review system for staff does not feed into an overall database. The force recognises this as an area for improvement and work is underway to create a database holding all of the workforce's current skills and abilities.

Hampshire Constabulary has good plans to address future demand on its services and some elements of its approach are outstanding. It is good at identifying and prioritising areas to invest in the future, based on realistic and prudent assumptions. It continues to deliver savings, mainly through planned staff reductions and the implementation of a new operating model. However, the force shows particular strength in its comprehensive and ambitious plans to transform service delivery through ICT. In developing these plans, it has brought in expertise, worked collaboratively with partners and consulted the public. It has also begun a second organisational change programme (HC2020) through which it plans to create a workforce with the required capabilities to deal with its future demands, although workforce planning is in its early stages. This, together with its investment in IT, represents a forward-looking, sustainable approach to transforming services despite reducing budgets and a relentless approach to identifying further opportunities to reduce costs.

Recommendations

Hampshire Constabulary is a good force. HMIC has not identified any causes of concern and therefore has made no specific recommendations.

Area for improvement

- Hampshire Constabulary should undertake appropriate activities to understand fully 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 meet current and likely future demand efficiently.

How well does the force understand its current and likely future demand?

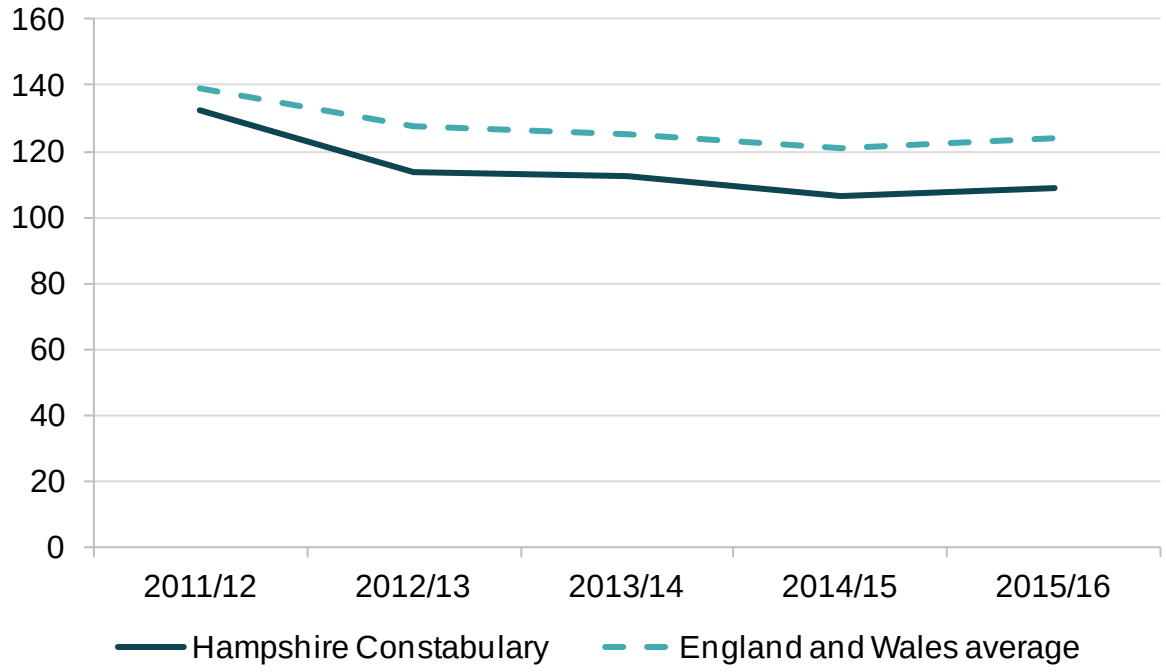
A good understanding of the demand for police services is vital in ensuring that forces have the right resources in the right place to provide the right level of policing now and in the future. This means not just an understanding of reported incidents but also how well a force proactively looks for demand that is less likely to be reported (e.g. incidents relating to modern slavery or child sexual exploitation) so that it can ensure that it protects the most vulnerable victims. Forces also need to understand how much resource to put into work that prevents crime and anti-social behaviour from occurring in the first place. It is important that forces continually review how they operate to ensure that they are not wasting police resources by operating inefficiently or responding to unnecessary demands.

Forces must understand how demand is changing and how they need to change in order to adapt to ensure that they can plan for the future and continue to respond effectively. As well as assessing likely future threats and risks from crime, this also means understanding and assessing the potential impact of wider societal and environmental changes on the demands they will face.

How well does the force understand the current demand for its services?

Police services cover a wide spectrum of activities and go far beyond the most obvious demands for providing a response to 999 calls, protecting victims of crime and pursuing offenders. It is important that forces have a comprehensive understanding across the whole range of different demands they face, including early intervention work with other organisations to prevent crime and proactively seeking out ‘hidden’ crimes (e.g. domestic abuse, internet crime, fraud, modern slavery and crime in communities who are more reluctant to trust or engage with the police). Police forces also need to understand how efficiently they run their own operations in order to avoid wasted effort and to ensure that they make the best use possible of all available resources.

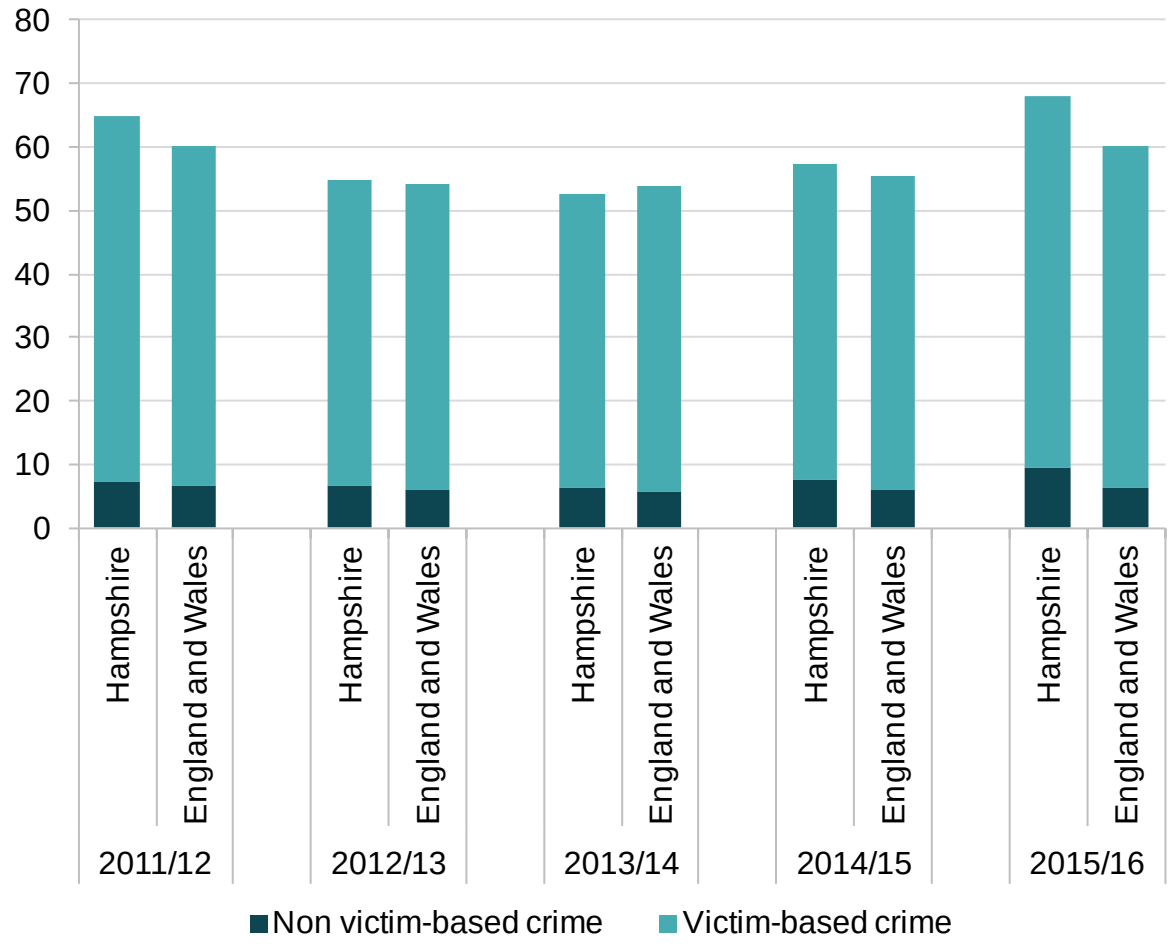
Figure 1: Volume of 999 calls per 1,000 population received by Hampshire Constabulary compared with England and Wales in the 12 months to 31 March 2012 to the 12 months to 31 March 2016



Source: Home Office Annual Data Requirement
For further information about the data in figure 1, please see Annex A

Hampshire Constabulary received 109 '999' calls per 1,000 population in the 12 months to 31 March 2016. This was broadly in line with the England and Wales average of 124 calls per 1,000 population. In the 12 months to 31 March 2012, the constabulary received 132 '999' calls per 1,000 population, broadly in line with the England and Wales average of 139 calls per 1,000 population.

Figure 2: Police recorded crimes per 1,000 population in Hampshire Constabulary compared with England and Wales in the 12 months to 31 March 2012 to the 12 months to 31 March 2016



Source: Home Office Police recorded crime data
For further information about the data in figure 2, please see Annex A

With regard to police recorded crime for the 12 months to 31 March 2016, Hampshire Constabulary recorded 58.6 victim-based crimes per 1,000 population, broadly in line with the England and Wales average of 53.8 victim-based crimes per 1,000 population. Over the same period, Hampshire Constabulary recorded 9.5 non victim-based crimes per 1,000 population, higher than the England and Wales average of 6.5 non victim-based crimes per 1,000 population. There has been an increase in the victim-based crime rate of 2 percent and an increase in the non victim-based crime rate of 30 percent since the 12 months to 31 March 2012.

Hampshire Constabulary has a good knowledge of the full range of current demands on its services. This encompasses not only the crimes and incidents to which it reacts, but also the demand for preventative, proactive services. It has undertaken comprehensive analysis which informed the resource levels needed for its operating model and continues to revise these in the light of experience.

For example, it has made adjustments to its force operating model following a reassessment of the impact of more accurate crime recording. This particularly affected its investigation centres and, to some extent, its resolution centre, where the majority of so-called low-level crime is recorded over the telephone. The force used lean process techniques to refine its understanding of demand and as a result has made adjustments to its operating model.[2] Against this background, the force routinely reviews demand through its force tasking and co-ordination group. This employs the MoRiLE matrix to prioritise the allocation of resources based on the force's understanding of threat, harm and risk.[3] Where applied appropriately and consistently, this can be an effective means of focusing resources on areas of greatest risk.

Hampshire Constabulary is challenging itself to understand demand that is less likely to be reported and the force provided current examples of work that it is doing to understand and address both child sexual exploitation and so-called honour-based violence, working with partner organisations and sharing data to identify those most at risk from this form of exploitation.

The force understands how important it is to work with other agencies in order both to understand demand in its widest sense and to reduce it by taking action well before something becomes a concern. It has therefore submitted a bid to Hampshire's office for the police and crime commissioner (OPCC) to fund a large-scale demand-mapping exercise to identify those complex issues which are the subject of multi-agency arrangements. These include public protection, domestic abuse and troubled families with multiple issues of concern.[4] The aim is to develop a deeper understanding of these demands.

The constabulary fully understands that inefficient internal processes create unnecessary demand and is taking steps to reduce waste and inefficiency. This is incorporated into a specific strand in the force change programme, known as 'HC2020'. This represents a rigorous and systematic approach to eliminating avoidable demand.

The force has already made progress in reducing this avoidable demand by:

[2] 'Lean' thinking is a technique which reviews business processes to create more value in services or products with fewer resources, by minimising waste and streamlining processes.

[3] Management of risk in law enforcement – MoRiLE – is a strategic and structured risk assessment process.

[4] Troubled Families is a government programme to turn peoples' lives around. Troubled families are characterised by there being no adult in the family working, children not being in school and family members being involved in crime and anti-social behaviour. These families almost always have other often long-standing problems which can lead to their children repeating the cycle of disadvantage.

- agreeing with partners where calls to the police from the public are best handled by the fire and rescue or ambulance services;
- better use of ICT, including issuing tablets and smart phones to response staff so that they can work more efficiently;
- better use of the resolution centre, so that staff can assess the most effective way of dealing with a crime or incident;
- reallocating resource from roads policing to areas of greater need; and
- identifying – through analysis by Portsmouth University of the record management system – that one million hours of officer time, which is equivalent to 100 officers, could be saved from better use of that system.

How well does the force understand potential future demand for its services?

Demands for police services are continually evolving. Forces need to anticipate and understand likely future changes so that their plans keep pace with the public's needs and expectations. Potential future demand includes new and emerging types of crime, such as cyber-crime, modern-day slavery and human trafficking. Also, it includes changes to the communities that forces serve, developments in technology and environmental events, such as flooding.

The force has a good grasp of likely future demand for its services and is taking steps to make its assessments more sophisticated. It has used anticipated future demand to inform the themes of its latest organisational change project – the HC2020 – and is developing its capability to address these, although at the time of our inspection this work was in its early stages.

As part of its HC2020 project, Hampshire Constabulary has taken full account of the Strategic Policing Requirement. This sets out national threats, including the need to fund further specialist capabilities, such as greater numbers of authorised firearms officers. This will enable the force to handle the wider requirements of policing in 2020, with a particular emphasis on developing cyber-capabilities and partnership arrangements.

For cyber skills, the force has a partnership with the University of Portsmouth, where the Forensic Innovation Centre is located. This partnership supports academic learning within the university and provides academic input and support to the force's e-forensics capabilities. The force has also recruited members of the public with IT skills to become special constables, and these cyber specials work solely on IT-related issues. This is strong evidence that the force is preparing itself to meet this type of growing demand. However, the force does not know the level of skills that its frontline staff currently possess as there has not been any monitoring of how many

of its staff have completed the College of Policing cyber-crime online training courses since July 2015. This means that it does not have a clear idea of the baseline from which it needs to improve staff skills.

The force works closely with partner agencies on a number of issues. These include identifying ways to support each other in times of shrinking budgets. The local health, social care and police leaders have established a shared vision of collaborative working in six themes which include domestic abuse and collaboration of emergency responders. While this work is still in development, one of the aims is to understand better the demand on all of their services and to work more effectively to address it.

The force has undertaken extensive research and consultation in order to understand both public expectations of and the impact of changing technology on demand. This information has been integral to the design of the change project HC2020 and includes consultation on:

- receiving services in new ways, through the strategic independent advisory group;
- use of new technology to provide services, involving 1,800 members of the public; and
- the priority for resourcing and the use of new technology within the policing model, during the police and crime commissioner (PCC)'s precept consultation.

Summary of findings



Good

Hampshire Constabulary has a good understanding of the current and likely future demand for its services. This encompasses not only the crimes and incidents to which it reacts, but also the demand for preventative, proactive services. It has undertaken comprehensive analysis which has informed the resource levels needed for its operating model and continues to revise these in the light of experience.

The force is also taking a number of steps to challenge itself to understand demand that is less likely to be reported. These include working with another police force and a university to develop an evidence base for predicting demand and developing its collaboration with local partners to understand demand in its widest sense. It also recognises how inefficient internal processes produce demand and has numerous examples of measures it has taken to identify and eliminate them.

The force is also developing a good understanding of future demand and taking steps to make its assessments more sophisticated. It has used anticipated future demand to inform the themes of its latest organisational change project. It is developing its capability to address these, including a strong focus on cyber-crime, although it needs to do more to ensure that all staff are suitably trained.

How well does the force use its resources to manage current demand?

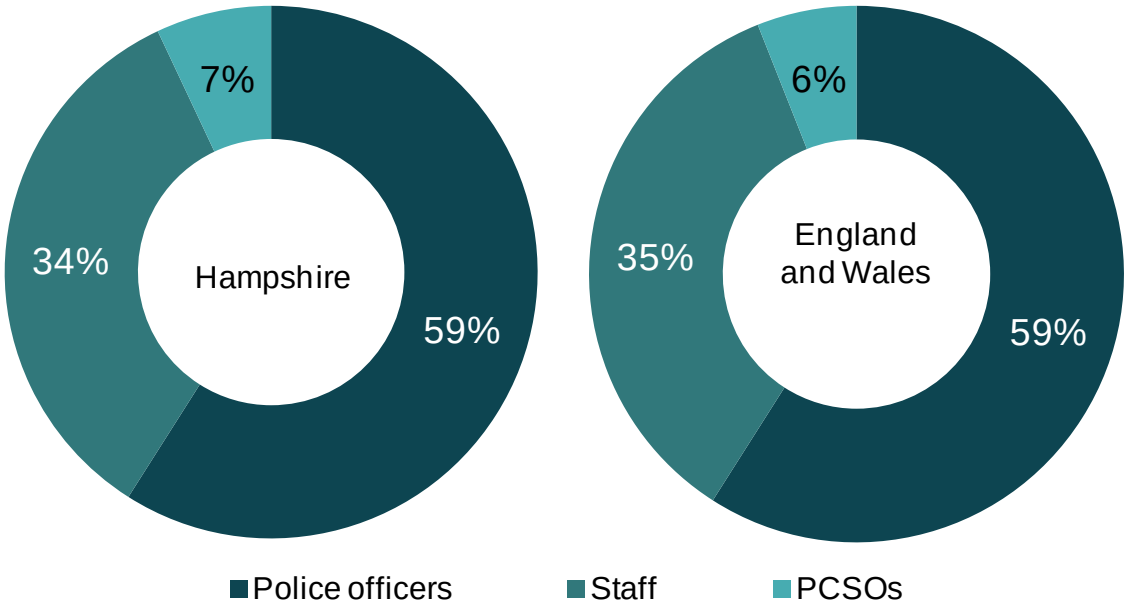
Police forces need to operate in a way that makes the best use of all available resources so that demand is met and public expectations are satisfied. We looked at the extent to which Hampshire Constabulary has the right people with the right skills in the right place to protect the public and to fight crime. Police resources have been reducing continually over recent years. It is increasingly important that resources are aligned to priorities to provide value-for-money services that tackle priorities, manage demand and meet financial requirements. This not only involves a force using its own workforce as efficiently as possible; it also involves the police working in new ways with others to ensure the best possible service to the public, and using all available resources to improve efficiency.

For a number of years, police forces have been focused on changing the way they operate and finding ways to save money in order to manage reducing budgets. It is important that these savings are sustainable and forces can demonstrate that they have achieved efficiencies while continuing to have the capacity and capability to meet demand.

How well does the force's current allocation of resources match demand, organisational and financial requirements?

Police forces need to consider many factors when deciding how to allocate their resources, including all elements of demand, local risks and priorities, and their national responsibilities. We looked at how well Hampshire Constabulary assesses these factors in making decisions about the level of service to provide and how to use its resources to best effect.

Figure 3: Police officers, staff and police community support officers (PCSOs) as a proportion of total workforce in Hampshire Constabulary compared with England and Wales as at 31 March 2016



Source: Home Office Police workforce statistics
Note: figures may not add up to 100 percent due to rounding of numbers
For further information about the data in figure 3, please see annex A

As at 31 March 2016, police officers make up 59 percent of Hampshire Constabulary's workforce. This was in line with the England and Wales average of 59 percent. The proportion of staff in Hampshire Constabulary was 34 percent, broadly in line with the England and Wales average of 35 percent. The proportion of police community support officers in Hampshire Constabulary was 7 percent, higher than the England and Wales average of 6 percent.

Figure 4: Planned changes in full-time equivalent workforce from 31 March 2010 to 31 March 2020 for Hampshire Constabulary compared with England and Wales

	March 2010	Change from 2010 to 2016		March 2016	Change from 2016 to 2020		March 2020
		Force	England and Wales		Force	England and Wales	
Officers	3,748	-23%	-14%	2,883	2%	-2%	2,947
Staff	2,424	-31%	-21%	1,675	5%	-5%	1,757
PCSOs	347	6%	-35%	368	-9%	-6%	336
Workforce total	**6,518**	**-24%**	**-18%**	**4,925**	**2%**	**-3%**	**5,041**

Source: HMIC Efficiency data collection
For further information about the data in figure 4, please see annex A

Managing demands for police services

The force has effective processes to allocate resources to match demand and is developing these in a more systematic way. Overall, strategic priorities are set through the force tasking and co-ordination process and standing groups. However, the recent organisational change programme has supplemented these arrangements, providing detailed information about processes and demand to inform the allocation of resources across the force. This helped it to gain a better understanding of the costs of resourcing each of its policing areas. A resource allocation board monitors staffing levels and has set upper and lower tolerance limits within which the agreed staffing levels can change.

The force has used some of the practices included in the organisational change programme, such as lean techniques, to review its demand profile. This enabled the force to conclude that in most cases demand and resources are well matched. However, in two cases – Portsmouth police investigation centre and the response and patrol capacity in some rural areas – they identified some concerns. As a result, the force has made changes to resourcing and practice, some of which are still under review and development.

The methodology associated with the HC2020 project should provide an even more sophisticated understanding of costs, productivity and output in each area of the force. At the time of our inspection, the project had just undertaken an in-depth analysis of activity in safer neighbourhood teams. This showed where staff are

working differently and highlighted where greater consistency and efficiencies could be achieved. The force intends to use this approach for the analysis of working practices throughout the organisation.

Increasing efficiency

Hampshire Constabulary has a good understanding of both the costs and quality of its services. It has successfully provided policing services at the comparatively low cost of an estimated £155.60 per head of population in 2015/16, which is below the national average of £176.40 per head of population. It is robust in its approach to setting priorities and monitoring performance: priorities are clearly defined, outcomes systematically monitored, plans are ambitious and outcomes routinely reviewed.

The force continually challenges itself to improve services while reducing costs. It has undertaken a major organisational change programme, has another in prospect, and has established a new operating model. It understands that, in order for this model to operate effectively, it needs to make significant efficiencies by working in new ways.

HMIC is encouraged by the way the force is developing its approach to improving efficiency. It has a growing understanding of the cost of its services and a robust approach to project management. It evaluates its change programmes well and reviews them to make sure that they have delivered the benefits required. For example, the organisational change programme was overseen by a ‘stabilisation board’ for six months after implementation to ensure that the programme was effectively delivered.

Collaborative programmes with Thames Valley Police are overseen by the deputy chief constable’s board. This reports to an overall governance board consisting of the two chief constables and police and crime commissioners. Through these arrangements, collaborative programmes and the benefits they bring are monitored. Examples include the joint operating unit which provides roads policing, dogs, firearms and public order across both Hampshire and Thames Valley. A review of the unit conducted by the two forces highlighted that the estimated cost savings were £6m per annum.

The force has ambitious plans for using IT to transform the way that it provides services. Frontline staff now have tablets and smart phones and efficiencies from using these are already starting to be seen. However, its plan is far more extensive. As part of its ICT collaboration with Thames Valley Police, it has developed and is about to implement a new system to join up the contact management departments of the two forces. A new customer web portal will enable greater self-service by the public for reporting crimes and incidents as well as for receiving and providing updates online. This is intended to lead to more efficient working, better access to information and improved protection from harm for both officers and vulnerable people.

How well does the force improve the productivity of its workforce?

Finding ways to make police officers and staff more efficient when they are out in their communities and reducing time spent doing back-office functions is essential to ensuring that police officers remain visible, on the beat and engaged in activities to reduce and fight crime. Police forces spend around 80 percent of their budget on staffing, so it is vital that the workforce is as productive as possible. This means forces need to ensure that all their staff have the skills and capabilities to provide the required level of service. We assessed how well Hampshire Constabulary understands the skills its staff need, both now and in the future; where there are gaps in either capacity or capability, we looked at whether the steps it is taking are appropriate to ensure that its staff work as efficiently and effectively as possible. We looked in particular at whether the workforce has the right level of digital skills, both to make the most of current ICT systems and to investigate crime digitally.

Understanding current workforce capabilities and gaps

Hampshire Constabulary has some understanding of its current workforce skills and capabilities but is impeded in using this effectively, as the information about its staff is held on different systems.

As part of the organisational change project, a skills audit was conducted on all staff moving into their new roles within the force operating model. Training has been provided and continues to be provided where the need is identified, although when we asked for details about the rate of completion of cyber-crime courses it appeared that, after an initial period of monitoring completion rates, the force no longer had an effective process for checking levels of completion.

Workforce information is provided through a system shared with the fire and rescue service and the county council. It is still in a process of maturing, with details of workforce capabilities held on a number of separate systems. Work is underway to create a database holding all the information on the workforce's current skills and abilities and a matrix of future skills, identifying what an officer will need in five years' time, but these are not yet in place.

The force's performance and development review (PDR) system for staff does not feed into an overall database. An effective system would capture all the skills and abilities of the workforce. This gap makes it difficult for the force to demonstrate a complete and dynamic picture of the skills and abilities of its workforce. It has plans to resolve these issues both through the new skills database and a revised PDR approach that will begin later in 2016. It is planned to add future skills planning to these new arrangements, to create a workforce plan for the future through the HC2020 project.

Tackling workforce gaps

Hampshire Constabulary has an adequate process in place through which it can identify, prioritise and address shortfalls in the types of officers and supervisors required across the organisation. However, it would benefit from a force-wide understanding of its workforce capabilities, including an accessible and up-to-date picture of its workforce skills. The force resource management board oversees the allocation of resources to departments across the force. Supervisory vacancies are filled through the annual promotion board process. Temporary gaps in supervisory levels are addressed through a force-wide system through which officers can apply for temporary promotion.

The force understands some of the gaps in capability and capacity in its workforce and has plans to address these. For instance, it has piloted the use of special constables recruited solely to support cyber investigations (cyber specials) and is transferring resources from its roads policing capability into new armed response where it assesses that the priority is higher. The force recognises a shortfall in its investigative capacity and is increasing resources in this area as well as enhancing the skills of those already in it. This includes providing additional training to staff in safer neighbourhood teams who have been given the task of carrying out new investigative roles. Hampshire Constabulary is working alongside Thames Valley Police to boost the number of firearms officers available; this is being achieved through a series of joint recruitment and training programmes.

We also saw evidence that the force can react appropriately to events and, where necessary, adjust the mix of leadership skills in teams. However, because the force does not yet have a force-wide, dynamic and systematic view of capabilities, the resource management board is not able to develop workforce productivity to its full potential. Nonetheless, this is a suitable way of addressing skills gaps, and the planned development work through HC2020 aims to provide the board with a broader range of information from which to identify gaps and make plans for the future.

How well does the force work with others to improve how it manages demand for its services?

We assessed 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 work 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 others, and whether it has a good understanding of how successful its joint working has been in helping it to meet demand for its services in a better way.

Hampshire Constabulary has a longstanding commitment to collaboration and sees this as an important part of its cost reduction strategy and how it manages demand. Evidence for this is shown by the range and scale of its collaborative arrangements. These include arrangements with other public service providers, academia and other forces, notably Thames Valley Police.

In 2012, in advance of many forces, the force joined the fire and rescue service and the county council to provide transactional services. This arrangement is known as H3. The force has since been involved in a number of collaborative working arrangements with Thames Valley Police, including those promoted by the Police Reform and Transformation Board, set up by the National Police Chiefs' Council to agree changes that will transform policing.

Collaboration benefits

Collaboration and partnering by the force has reduced costs and improved services. For example, the force has assessed that the joint operation unit with Thames Valley Police, led by a single chief officer, makes savings of £6m each year. ICT collaboration, which again is led by a single chief officer, has brought together investment from both forces for a single contact centre and a single ICT help desk. It has led to the alignment of systems, enabling closer working and joint procurement in the future.

However, while shared services have saved £1.1m over the past 18 months and the system works well for finance, HMIC heard that some of the HR support elements are not yet satisfactory. This extends to the staff struggling with aspects of HR self-service. We were told about delays to access occupational health services in the first part of the year although wait times are now being addressed, and problems such as mistakes in pay calculations or the payment of invoices. The constabulary recognises this and has commissioned a full review of the extent of the problem with a strong commitment to resolve any issues.

The force is also working well with other agencies to help manage demand more effectively. Examples of progress and promising practice include:

- The fire service: sharing buildings has led to cost savings, and the use of fire and rescue officers to conduct 'concern for safety' calls has led to a reduction in the use of police time.

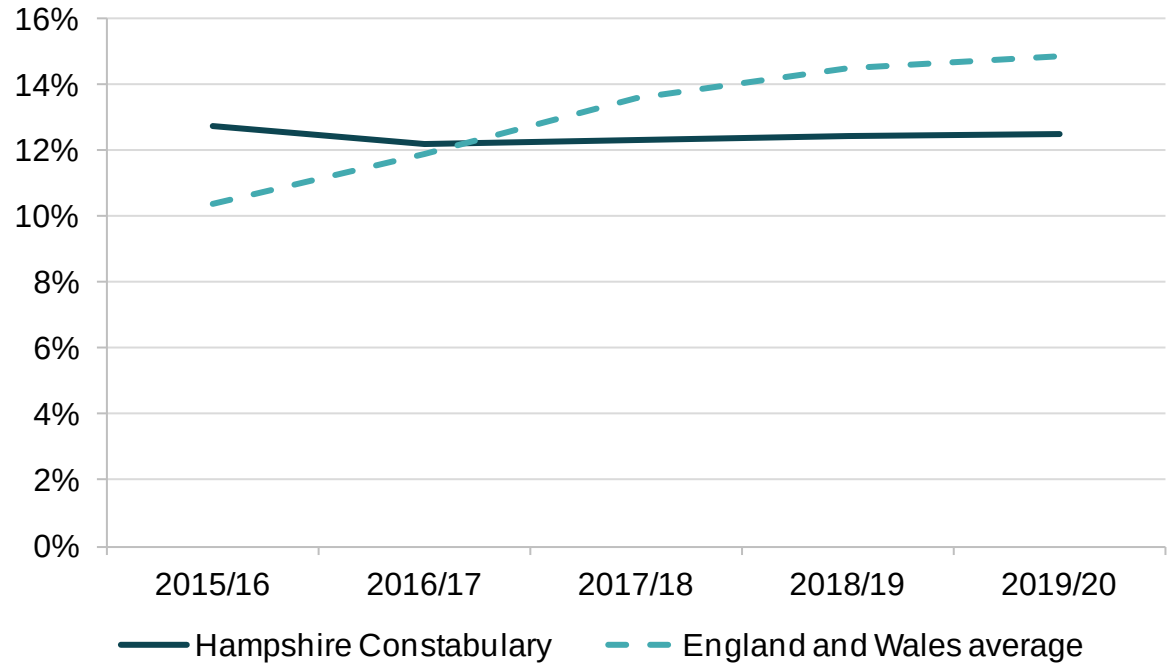
- The ambulance service: the force has shared special constables in rural areas with the ambulance service, which allows the ambulance service to provide them with training and equipment so that they can act as first responders.

- Mental health services: mental health professionals sit in the force control room to advise on the best course of action when dealing with people with

mental health problems. This has virtually eliminated the use of police cells for section 136 detentions.[5]

- Local authority, social care and health: there has been planning at senior level to join up services in a better way, including by developing community resilience, sharing intelligence and early intervention in order to reduce demand.

Figure 5: Projected percentage of net revenue expenditure in Hampshire Constabulary, compared with England and Wales, on collaboration with other forces in the 12 months to 31 March 2016 to the 12 months to 31 March 2020



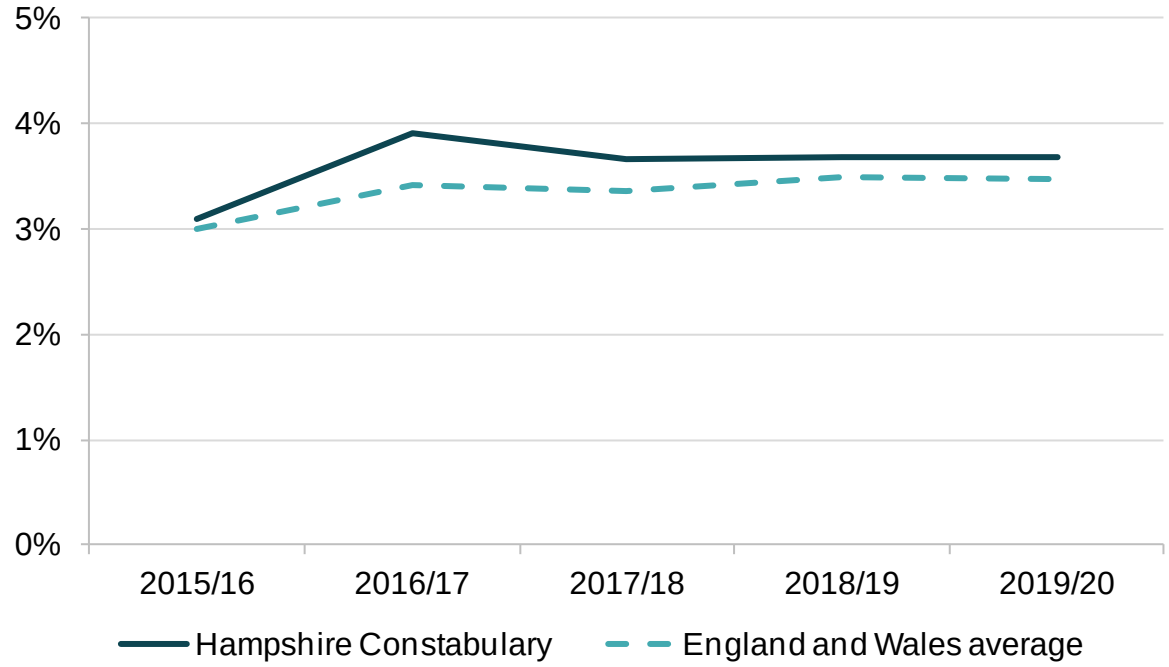
Source: HMIC Efficiency data collection
Note: some forces could not provide data for all years. These forces have been excluded from the England and Wales average in those years only. West Mercia Police and Warwickshire Police stated that all of their net revenue expenditure is spent in collaboration. To avoid distorting the distribution of forces, these have been removed from the England and Wales average for this figure. For further information about the data in figure 5, please see annex A

Hampshire Constabulary has forecast that it will spend £34.8m in 2016/17 on collaboration with other police forces. This is 12.2 percent of its net revenue expenditure (NRE), which is broadly in line with the England and Wales average of

[5] Section136 of the Mental Health Act 1983 in England and Wales gives the police powers to temporarily remove people who appear to be suffering from a mental disorder and who need urgent care to a 'place of safety', so that a mental health assessment can be carried out and appropriate arrangements made for their care. A place of safety in the majority of cases is a hospital, but sometimes police stations are used.

11.9 percent. For 2019/20, the constabulary has forecast that it will spend £35.8m (12.5 percent of NRE) on collaboration with other police forces. This is broadly in line with the England and Wales average of 14.8 percent.

Figure 6: Projected percentage of net revenue expenditure in Hampshire Constabulary, compared with England and Wales, on collaboration with non-police organisations in the 12 months to 31 March 2016 to the 12 months to 31 March 2020



Source: HMIC Efficiency data collection
Note: some forces could not provide data for all years. These forces have been excluded from the England and Wales average in those years only. For further information about the data in figure 6, please see annex A

Hampshire Constabulary has forecast that it will spend £11.1m in 2016/17 on collaboration with non-police organisations. This is 3.9 percent of its NRE, which is broadly in line with the England and Wales average of 3.4 percent. For 2019/20, the constabulary has forecast that it will spend £10.6m (3.7 percent of NRE) on collaboration with non-police organisations. This is broadly in line with the England and Wales average of 3.5 percent.

How well does the force understand how any changes made to improve efficiency have affected its ability to manage demand?

As resources reduce and demands on police services become ever more complex, it is increasingly important that forces understand fully the benefits that are realised from any investment and the impact of any new ways of working. This understanding enables them to learn from what works and to take swift action to mitigate any negative results.

Hampshire Constabulary has a number of processes in place to demonstrate efficiencies derived from its investment and is making progress to enhance these. The constabulary has a number of projects designed to reduce expenditure – the H3 collaboration, the organisational change programme and the contact management collaboration – which were projected to deliver combined savings of £26m over the financial years 2015/16 and 2016/17.

Hampshire Constabulary sees ICT as a significant element of its efficiency planning and is taking steps to ensure that it makes the most of the benefits, including time savings, through the early involvement of relevant staff. It is collaborating with Thames Valley Police on wider ICT and is rolling out new technology in the form of tablets and smart phones to frontline staff.

The force reviews the impact of organisational changes through its performance meeting process, through which it monitors performance and identifies where intervention is required. An example of a positive outcome from a review of performance was an issue identified on attendance times to emergency calls. These had deteriorated in rural areas since the introduction of the new operating model. The force has developed its own capability to use lean techniques. This team identified that the physical location of response bases was part of the problem. As a consequence, the force made changes to the locations of officers in the New Forest. During our inspection, we heard that the force now anticipates a 9 percent improvement in response rate times.

Summary of findings



Good

Hampshire Constabulary is good overall in the way that it uses resources to manage demand. It is systematic in its approach to allocating resources to match demand and organisational and financial requirements. It is robust in how it sets priorities and monitors performance; plans are ambitious, priorities clearly defined, outcomes rigorously monitored and mitigating action taken swiftly if required.

Hampshire Constabulary has a long-standing commitment to collaboration and sees this as an important part of its cost-reduction strategy and how it manages demand. A wide range and scale of collaborative arrangements are in place and planned.

The force has a good understanding of how changes to improve efficiency have affected its ability to manage demand. It has a number of processes in place to demonstrate efficiencies it has got from its investment and is making progress to enhance these.

Hampshire Constabulary has some understanding of its current workforce skills and capabilities. This could be better if it had access to a more timely and complete picture of the skills and abilities across the workforce. This would enhance its ability to improve systematically the productivity of the workforce. The force recognises this as an area for improvement. Setting this against the other areas of good performance, however, the overall judgment is that the force is good in its resource management.

Area for improvement

- Hampshire Constabulary should undertake appropriate activities to understand fully 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 meet current and likely future demand efficiently.

How well is the force planning for demand in the future?

HMIC examined how well forces are using their understanding of current and future demand on their services to develop more efficient ways of operating that balance ambition, realism, innovation and risk. Our assessment examined the extent to which Hampshire Constabulary's plans are credible and achievable while at the same time are creative and ambitious. This included how far it is aiming to improve efficiency through its workforce plans, collaboration plans, financial plans, ICT plans and approaches to risk.

How well does the force identify and prioritise areas to invest in for the future?

It is important that forces have good plans in place which take account of future demands for their services as well as the likely future funding available to them. They need to invest wisely for the future in order to ensure that they have the right capabilities to meet future demand. HMIC examined the force's financial plans and workforce plans to assess how far it is set to meet future changes in demand and local priorities. We looked in particular at how well Hampshire Constabulary has considered its future ICT capabilities as well as any wider changes to the communities it serves.

Matching resources to demand, organisational priorities and financial requirements

Hampshire Constabulary's planned staff numbers are aligned to its medium-term and long-term financial plans. During the inspection we heard how the force is planning to build on its knowledge of the numbers of staff required through a dedicated workforce plan to match future skills to organisational need, although this is not yet in place.

The force has a good track record of meeting its savings plans. It achieved £55m of savings between 2011 and 2015. It continues to find savings, mainly through planned staff reductions and the implementation of a new operating model which it estimates will take its total savings to £80m by the end of 2016/17. It is now considering the period to 2020 and planning for a further reduced level of funding. The current published policing allocations show that the force will be required to make a further £6m of savings. However, the force estimates that, in the light of recent government announcements, the revised budget gap from 2017/18 to 2019/20 was in fact £11m. Initial scoping work by the force has indicated that sufficient savings can be released through the HC 2020 project to address this shortfall, although the force has sufficient reserves to bridge this gap in the short term, if so required.

The force has a good understanding of workforce numbers and some understanding of specific areas where there are gaps in those numbers, such as detectives. However, there is no single comprehensive workforce plan which details the skills and capabilities that will be required across the force. It recognises that this is a gap, and intends to address it through its 'people priorities strategy' and the HC2020 project. These anticipate some of the needs of the future workforce and are the means by which a more detailed workforce plan will be developed.

There is some evidence that the force is starting to consider the needs of the future workforce. It has used the work done so far on the people priorities strategy to identify that it needs to develop a more digitally skilled workforce. As a result, it is piloting the use of special constables exclusively for cyber investigations, using force staff within the Microsoft project team who are developing the force's new command and control system and providing training to call handlers on the recovery of digital evidence. In addition, it is using its expectation of future requirements in its recruitment processes. It is actively looking for new recruits who display the attributes, such as resilience, that it anticipates will be required.

Investing in ICT

Hampshire Constabulary has ambitious and transformational plans to use ICT more effectively and in collaboration with Thames Valley Police. A single chief officer leads for both forces and has significant influence on the overall strategic approach.

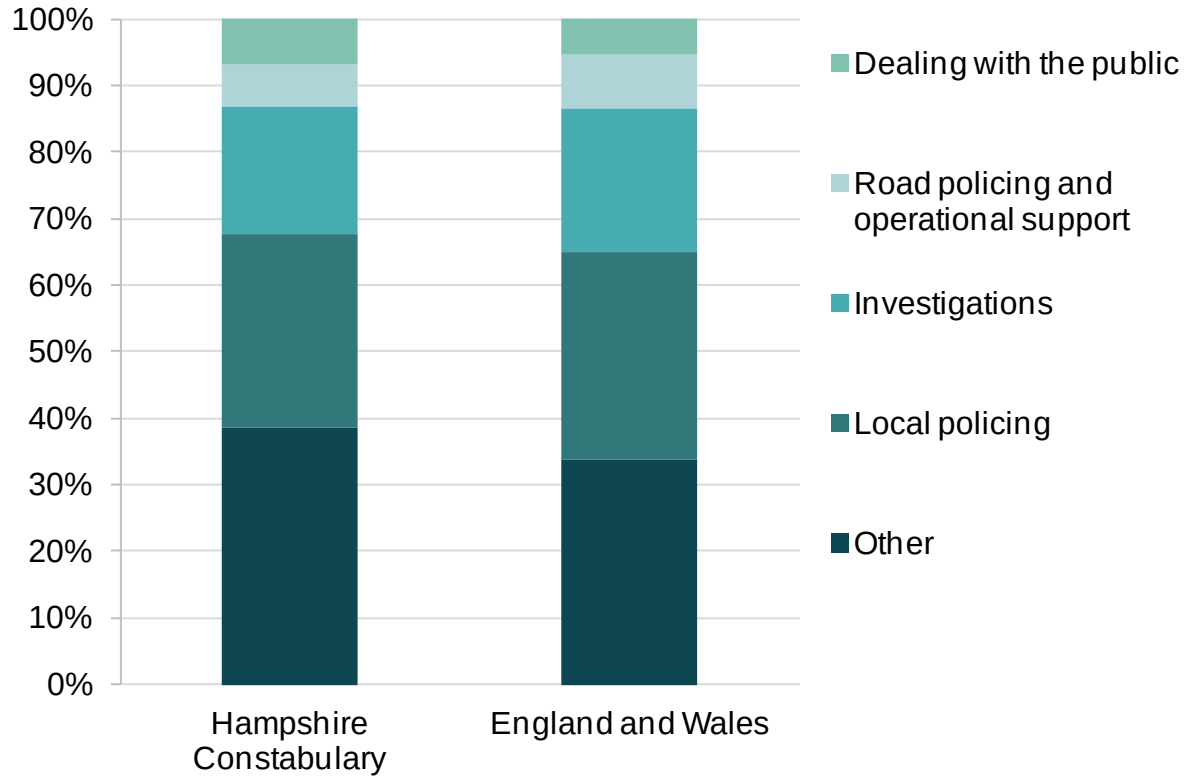
Evidence of progress in doing things more efficiently and improving services through ICT includes:

- rolling out 2,000 body-worn video cameras to staff, which has led to a reduction in the numbers of complaints and the collection of better evidence, particularly at domestic abuse incidents and when conducting stop searches;
- upgrading the IT network capacity to support plans for digital case files;
- rolling out smart phones and tablets to frontline officers and staff, with the intention that these devices can be used to perform all of the ICT tasks an officer could do in the station; and
- an ambitious joint project with Thames Valley Police to develop a new contact management programme, which will allow for the more efficient deployment of resources to incidents, as well as a customer portal that will allow for the reporting, tracking and updating of crime and incidents online.

How well does the force plan its investments?

A force's plans for investment and savings need to be credible, realistic and informed by a full understanding of the future challenges (both financial and operational) that it is likely to face. HMIC assessed the extent to which Hampshire Constabulary's future plans are prudent, robust and based on sound assumptions about future demands and costs, while at the same time being ambitious enough to meet public expectations, including identifying new ways of working and providing services in the future.

Figure 7: Estimated percentage of gross revenue expenditure allocated across different policing functions in Hampshire Constabulary compared with England and Wales in the 12 months to 31 March 2016



Source: HMIC Efficiency data collection
For further information about the data in figure 7, please see annex A

The force's change and investment plans are rational and based on sound information including that provided by experts. Current plans are ambitious and transformational. All change in the force currently takes place under one of the strands of the HC 2020 project. These strands are: efficiency, digital, control, prevention and partnerships. All activity relating to these strands is documented within one of 290 sub-project workbooks, each of which contains an assessment of the cost, complexity and risk associated with the project against the anticipated capacity release or capability increase. These projects are all overseen by the deputy chief constable's programme board and any expenditure is approved by the OPCC.

The internal audit function, reporting to the PCC's audit and risk scrutiny panel, provides oversight on a rolling basis of major investment or change plans. We learned that, over the past 12 months, reviews had been carried out for the change programme, the estates strategy and the business continuity and risk management strategies.

The force brings in additional expert opinion where required, particularly on ICT projects, to quality assure plans for technical viability and value. It consults practitioners to ensure that developments are fit for operational use. Furthermore, the force seeks the views of the public on these developments from the independent advisory groups.

Planning for the future

The force's future financial planning assumptions are rational, based on sound understanding and an assessment of likely future changes in income and expenditure. The force has forecast future budget gaps of £0.51m in 2017/18, £2.62m in 2018/19 and £5.77m in 2019/20. It identified pension changes and the Chancellor of the Exchequer's stated commitment to a balanced budget as risks that might create further pressure which would increase the 2019/20 gap to £11m.

Prudently, it has adopted a savings plan which is based on meeting a £15m gap by 2019/20. The force has made no assumptions about future changes to the Home Office funding formula, but expects to be able to plan to achieve savings through its change programme without the use of reserves. The force is using its reserves in a sustainable way. Through the PCC's estates strategy, it has earmarked some reserves to meet the cost of change, including provision of a new police station (about £8m) and HC2020 (about £8m). The local precept is assumed to increase by 1.99 percent each year.

The detailed financial plans are sound and based on reasonable assumptions about the future. The change programme team and workforce planning team in HR work closely with the finance team to ensure that plans are co-ordinated and credible. The force works closely with the OPCC on shared assumptions and forecasts.

The force has a good track record of achieving the efficiencies required of it. The internal audit service recently reviewed the management and governance of the change programme and concluded that it is very well managed.

The HC2020 project is based on a significant amount of research and consultation. It is supported by an increasingly knowledgeable set of in-house staff. They are using lean process techniques to analyse the impact of any options to ensure that what is implemented is viable. The joint ICT programme is well led, credible and transformational.

The force is working in collaboration with Thames Valley Police to transform how the public contacts both forces and how they provide some services through better use of IT. These plans are innovative and achievable. Both forces share a single IT lead and are in the process of merging the contact management departments. At the same time, they are working with a commercial ICT company to enhance the way the public can report and receive updates on crime and information. Analysis conducted by the force over a three-day period demonstrated that approximately 30 percent of calls received through contact centres were to provide or request updates. As a consequence of the planned changes, much of this will shift to online reporting, allowing the force to work in a smarter way and provide a better service to the public.

To what extent does the force fund its investments sustainably?

Police forces have made significant financial savings over recent years which have enabled them to reduce their costs and protect frontline policing. They continue to face financial challenges and it is vital to their ability to sustain effective policing that they continue to seek improved efficiencies and drive down costs so that they can not only balance their budgets but also invest in improving their capability in the future. Forces need to consider different ways of transforming the way they work in order to secure effective policing in the longer term. This may include plans to establish different joint working arrangements with other organisations or investing in ICT to improve operational efficiency.

Saving to invest for the future

Hampshire Constabulary is relentless in its exploration of how it can drive down costs and fund new investments. It has already achieved its entire projected savings for this financial year, which has enabled it to sustain its investment in the force's transformational ICT strategy. The force sees this investment as important to how it will redesign services in the future, and its ICT investment strategy is a pivotal element of the entire HC2020 project.

This means that, in order to maintain this investment, it needs to continue to make savings and to maintain a level of reserves to support this. During our inspection we heard that the force has an earmarked transformation reserve to meet the cost of change, including provision of a new police station (about £8m) and HC2020 costs (about £8m).

To make further savings, the force continues to explore the viability of new collaboration opportunities. These include, for example, merging intelligence functions and the force is supporting the appointment of a regional assistant chief constable post, which will be responsible for exploring and bringing about greater collaboration among the south-east forces.

The force is moving towards the merger of its contact management function with Thames Valley Police and is implementing a comprehensive estate strategy, which it expects to save £3m each year by 2020. Overall, its performance in this area is outstanding.

Working together to improve future efficiency

Working with others to improve efficiency further is at the heart of the force's ICT strategy. It has ambitions for cross-regional collaboration with the police forces of Thames Valley, Surrey and Sussex, with the ultimate aim of ensuring as far as possible that things are done only once on common systems. Progress includes: establishing a south-east regional practitioners network; a plan for a shared chief technology officer for the four forces (already a shared role for Hampshire and Thames Valley Police); and common project management rules.

The force looks for evidence of where technological change can enable future collaboration. For example, in the case of new digital media storage provision, this might be by all forces using a common system or, in the case of joint forensic work, this might be one force undertaking analysis for other forces.

Summary of findings



Good

Hampshire Constabulary is good overall in the way that it plans for the demand for its services in the future, with some elements of its approach being outstanding.

It is good at identifying and prioritising areas to invest in the future. This is based on realistic and prudent assumptions. However, the force shows particular strength in its comprehensive and ambitious plans to transform service delivery through ICT. In developing these plans, it has brought in expertise, worked collaboratively with partners and consulted the public. It has also begun a second organisational change programme (HC2020) through which it plans to create a workforce with the required capabilities to deal with its future demands, although workforce planning is in its early stages. This, together with its investment in IT, represents a forward-looking, sustainable approach to transforming services, while recognising the need to live within a reducing budget, and a relentless approach to identifying further opportunities to reduce costs.

Next steps

HMIC will assess progress on any recommendations and areas for improvement identified within its reports in a number of ways. We may re-visit those forces where we have identified a serious cause of concern, go back to assess as part of our annual PEEL inspection programme or receive updates through regular conversations with forces.

HMIC highlights recurring themes emerging from our PEEL inspections of police forces within our national reports on police effectiveness, efficiency, legitimacy, and also leadership. These reports identify those issues that are reflected across the country and may contain additional recommendations directed at national policing organisations, including the Home Office, where we believe improvements need to be made at a national level.

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' than, 'higher' than 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.

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 expenditure

These data show estimated gross revenue expenditure (GRE) for the force in 2016/17 and 2019/20, calculated using total GRE pay and total GRE non-pay budgets provided to HMIC by individual forces at the time of data collection (April 2016), excluding expenditure on the office of police and crime commissioner.

Forecast savings

These data show planned savings (including use of reserves to bridge an in-year funding gap) in future years, calculated using the planned savings for pay and non-pay budgets provided to HMIC at the time of the data collection (April 2016). Some forces only provided figures for savings that they had formally signed off at that point, while others provided estimates for the whole period. Therefore a force with only a small savings requirement is not necessarily faced with only a small savings challenge for the future.

Workforce figures (based on full-time equivalents) for 31 March 2016 and 31 March 2020

These data are 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), or the Home Office police workforce open data tables (available from www.gov.uk/government/statistics/police-workforce-open-data-tables). Figures may have been updated since the publication. Workforce includes section 38 designated officers (investigation, detention and escort), but does not include section 39 staff.

Projections for March 2020 are budget-based projections and therefore are likely to take into account a vacancy rate depending on a force's planning strategy. 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 current high vacancy rate which masks this change.

Workforce costs per head of population are obtained from calculations in HMIC Value for Money Profiles 2015, which use the ONS mid-2014 population estimates. 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.

Figures throughout the report

Figure 1: Volume of 999 calls from the 12 months to 31 March 2012 to 12 months to 31 March 2016

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

Figure 2: Police recorded crime in 12 months to 31 March 2015 to 12 months to 31 March 2016

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). 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 HMIC inspection. Therefore England and Wales averages in this report will differ slightly from those published by the Home Office.

Figure 3: Percentage of officers, staff and PCSOs in force workforce on 31 March 2016 compared to England and Wales

Data as at 31 March 2016 are obtained from the Home Office annual data return (as set out in the Force in numbers section) which is an 'actual' full-time equivalents (FTE). 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.

Figure 4: Planned changes in workforce FTE from 31 March 2010 to 31 March 2020 for the force compared to England and Wales

The figures in figure 4 are rounded to the nearest whole person, full-time equivalents (FTEs), and therefore may differ slightly from the exact figures quoted within the report. Police staff includes section 38 designated officers (investigation, detention and escort).

Data as at 31 March 2010 and 31 March 2016 are obtained from Home Office annual data return (as set out in the Force in numbers section) which is an 'actual' FTE. These data include officers on career breaks and other types of long-term absence, and those seconded to forces. Projections for March 2020 are budget-based projections and therefore are 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 current high vacancy rate which masks this change.

Due to the complex and continually evolving picture of workforce collaboration between neighbouring 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 over time need to be considered with caution as they may simply represent accounting changes related to how staff are allocated to forces, 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 provided are in many instances unconfirmed estimates provided to assist HMIC in our inspection programme and should not be seen as a concrete plan for the future workforce landscape of policing.

Figure 5: Projected net revenue expenditure on collaboration with other police forces for the 12 months to 31 March 2016 to the 12 months to 31 March 2020

These data were provided to HMIC by individual forces at the time of data collection (April 2016), prior to inspection.

These data cover the level of expenditure by forces on collaboration-related activity. Collaboration can include a variety of different types of activity, some of which may not incur specific expenditure, but may still generate benefits such as savings or improved services the public. Therefore these data should be seen as only one aspect of potential collaboration activity.

West Mercia Police and Warwickshire Police have a highly-developed integrated relationship and have stated that all of their net revenue expenditure is through collaboration. To avoid distorting the distribution of forces around the average, West Mercia Police and Warwickshire Police have been removed from the England and Wales average for this figure.

Figure 6: Projected net revenue expenditure on collaboration with non-police organisations for the 12 months to 31 March 2016 to the 12 months to 31 March 2020

These data were provided to HMIC by individual forces at the time of data collection (April 2016), prior to inspection. As suggested above, these data should be seen as only one aspect of potential collaboration activity.

Figure 7: The percentage of gross revenue expenditure allocated to different policing functions in the 12 months to March 2016

These data were provided to HMIC by individual forces at the time of data collection (April 2016), prior to inspection. These data define policing functions using the Policing Objective Analysis categories which we have grouped. The grouping is illustrated in the table below.

Figure 7 policing functions	POA categories
Local policing	Local policing
Investigations	Specialist Investigations Investigative Support Public Protection
Road policing and operational support	Roads Policing Operations Support
Dealing with the public	Dealing with the Public
Other	Intelligence Criminal Justice Arrangements Support Functions National policing Office of PCC Central Costs