



Date: TBC

Mr Michael Lane
Police and Crime Commissioner for
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(by email)

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Dear Mr Lane,

Hampshire Police and Crime Panel (PCP) proactive scrutiny - effective and efficient operational policing.

I am writing to share with you the outcomes and recommendations of the PCP's proactive scrutiny review which aimed to scrutinise and support you in your role as Police and Crime Commissioner (PCC) in your intention to enable effective and efficient operational policing for Hampshire and the Isle of Wight.

The Panel's review considered how well you, in your role as PCC have listened to and engaged with partners across the two counties in efforts to enable and enhance the delivery of effective and efficient policing.

In undertaking their scrutiny, Members of the PCP sought evidence from yourself and other organisations in response to a number of key questions posed. In total more than 15 organisations responded to our call for evidence, with a number giving several hours of their time meet with Members of the PCP to discuss and share their views in response to the key lines of enquiry. Organisations who provided evidence to the Panel included several Community Safety Partnerships, Force Strategic Independent Advisory Group, Hampshire Constabulary, Hampshire County Council, Hampshire and Isle of Wight Community Rehabilitation Company, Hampshire and Isle of Wight Neighbourhood Watch Association and the Youth Commission.

Findings

Members of the Panel noted that evidence received to the scrutiny was broadly grouped within the following headings:

Enabling effective and efficient operational policing

- It was recognised that the Commissioner had respected and honoured the Chief Constable's operational independence, and the majority of those giving evidence had a clear understanding about the separation of the roles and responsibilities of the Chief Constable and the Commissioner.
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- The Panel noted the Commissioner's responsibility in holding the Chief Constable to account for delivery of Hampshire Constabulary's Strategic Objective, ensuring her plans for operational policing were reflective of the police and crime plan. One of the ways in which the evidence demonstrated the PCC meeting this responsibility was through the holding of COMPASS meetings, with evidence suggesting that access to view these meetings, through online casting, could be better promoted by the PCC with partners and throughout the force.
- The University Applied Learning programme had enabled the PCC to enhance his evaluation and support to the force through utilising academic institutions to evaluate potential new initiatives and policing practices which could benefit the force. Members of the Commissioner's team also sit on a number of scrutiny Panels focused upon ensuring that the Constabulary was demonstrating the values outlined in their Code of Ethics.
- Whilst a significant amount of funding for new technology had been provided by the Commissioner, including £1m for Tasers and significant investment in the Contact Management Platform, the evidence suggested that messages had not been translated clearly enough to police officers and staff to enable them to recognise that these enhancements were as a direct result of decisions made by the Commissioner.
- Investment in technology was recognised as being essential, supporting increased productivity and service to the public as well as enhancing policing for the future. However, a number of examples were provided suggesting 'new' equipment provided was sometimes obsolete and not fit for purpose, suggesting a role for the PCC in holding the Chief Constable to account for procurement decisions.
- The Commissioner has enabled ongoing enhancements to the police estate, and the evidence noted in particular that the sourcing of the site for the Eastern PIC, which was led by the OPCC, had resulted in securing an operationally suitable site which would be one of the most advanced policing facilities in the country. The OPCC's drive to combine police and fire estates, through the estates programme, had also demonstrated tangible benefits and positive changes to partnership working approaches.
- From an internal survey of Hampshire Constabulary staff and officers in 2016, regarding development of the Police and Crime plan, the clearest theme identified was "the desire for the PCC to champion Hampshire Constabulary staff and officers and consider their welfare and development". The evidence has shown that the Commissioner dedicated funding for two additional staff posts in the Equality and Inclusion team as well as £1.8m of funding over 3 years for additional wellbeing services for police officers and staff.
- The majority of respondents to our review supported the PCC's forecasted split of funds for 2019/20, dedicating 98.41% of the budget to the force. The underfunding of the force as a result of the funding formula was a well understood message with a clear notion that the PCC had been lobbying central government regarding this.

- Appreciation for the changing role of policing and the need to balance the delicate needs of local policing visibility vs serious crime matters was expressed throughout the evidence. This was also identified as a theme within a consultation undertaken by the PCC when developing his Police and Crime Plan and suggests a role for the PCC in championing this message with the public and partners.
- A 2017 PEEL assessment by HMIC rated Hampshire Constabulary as good and our review suggested that the force was recognised to be performing well, however many witnesses found it difficult to correlate that success directly back to the PCC's contributions.

Commissioning and supporting areas beyond policing

- The evidence received to this scrutiny has demonstrated that the PCC has championed and delivered real change in a number of areas including domestic abuse, restorative justice, youth engagement, FGM, hate crime and in supporting female offenders. The comments received clearly articulated how in his approach, the PCC hadn't shied away from seeking to address difficult subjects.
- Funding was provided, by the Commissioner, to support services to tackle the root cause of offending and to make early interventions to prevent offending behaviours. Examples include Domestic Abuse Perpetrator Programmes, Adolescent to Parent Violence prevention and integrated offender management. The support from the PCC in the development of these services was noted by several witnesses responding to this review, suggesting that these approaches should reduce impact and demand on police time. Also recognised was the funding and development of victim support services, which was felt to have been well communicated by the Commissioner and his team.
- The PCC and his team have worked with partners to develop services for out of court disposals, seeking to bring significant savings to the criminal justice system and allow police officers to take quick and effective action in dealing with less harmful offences, creating additional capacity to tackle serious offending.
- The work of the Youth Commission was well-regarded and evidence to this review has demonstrated the positive impact the PCC has had on work of the Commission and the young people involved. Through engaging with Commission Members at a relatable level, the PCC has supported and motivated them to deliver projects focussed upon raising awareness of hate crime, preventing cyber bullying and substance misuse, and supporting young people in custody and those with mental health concerns. Members of the Youth Commission expressed that they found the Commissioner to be genuine, approachable, friendly, energetic and passionate.
- When asked, many witnesses agreed that the work of the PCC and his team in areas beyond policing is having an impact on reducing demand on policing,

however felt that this was not widely recognised and more needed to be done by the PCC and his team to promote this message.

- The two grants rounds run annually by the PCC were well promoted and attracted significant interest, however concern was expressed by some about clarity of the process and the eligibility of those wishing to apply for funding. Whilst the additional layer of scrutiny applied by the Commissioner and his team in managing the Community Safety Fund was welcomed, comments suggested whilst some CSP's felt fully engaged in the decision-making process, others felt that their opinions on where funding should be allocated had not always been regarded.
- Evidence to this review suggested that, with no direct funding or resources, CSP's relied upon the goodwill of partners. Several of those CSP's we received evidence from noted that a number of bids for funding made by them through the PCC grant rounds, had been unsuccessful, leading some to feel disengaged. Also observed in the evidence was a lack of understanding as to whether the failure in success of these bids was linked to CSP's not being registered charities. Members noted that, in response, the Commissioner had recently created an informal meeting between his strategic commissioning team, colleagues from top-tier authorities and the chair of the Community Safety Practitioners forum to enhance awareness of the funding opportunities available.
- Whilst pan-Hampshire commissioning was recognised as having the ability to address wider ranging priorities, it was also suggested that adjusting the balance to support more local funding requests may better support policing through addressing the needs of smaller and more rural communities. It was noted that the second grant round run by the PCC was targeted towards such bids, with the OPCC's commissioning team working with organisations unsuccessful in application at the initial round to enhance their application for the second round of funding.

Strengthening partnerships

- The benefits of partnership working were well recognised throughout the evidence, not only in enhancing and supporting policing and community safety but in delivering savings to the public purse and generating new and innovative ways of working.
- The PCC's officers are regular members in many key partnership meetings, with witnesses stating they had been instrumental in developing services in a number of areas including domestic abuse and youth crime prevention. The OPCC is also a prominent member of the Local Criminal Justice Board, which brings partners together to deliver a fair, effective and efficient criminal justice system across the Hampshire Policing Area.
- Additionally, the PCC has created opportunities for partners to come together to support the police to deliver better services through creating the Safer Hampshire Business Partnership, Modern Slavery Partnership and RJ Programme Board.

- Another example is the Community Safety Alliance, which was initiated by the previous PCC. Evidence to our review has suggested that the current PCC does not attend the meetings. Whilst the appointment of a member of the OPCC to represent the PCC at the meetings has made a positive impact, our scrutiny has identified this meeting as a missed opportunity for the PCC to engage directly with a key group of strategic partners and demonstrate and recognise the value of community safety partners.
- Opportunities to enable the Commissioner to enhance his partnership working with CSP's have been brought forth, including encouraging Hampshire Constabulary to improve the sharing of local intelligence and adapting the commissioning strategy, allowing for projects to be pump-primed by the Commissioner and then encouraged to work with CSP's to become self-sustaining in the future.
- Whilst evidence showed the PCC and his team have engaged well with CSP's in some areas in tackling knife crime, including recent efforts in securing a Home Office Grant for the establishment of a violence reduction unit in Hampshire, it was felt greater engagement with all CSP's and other statutory bodies, including the Fire Service, would enable the PCC to better support Hampshire Constabulary in enhancing their approach in tackling this growing concern. Increased focus by the OPCC on adverse childhood experiences (ACE), including making funding available for resources shared with partner agencies across Hampshire and the Isle of Wight, was helping partners to consider cause and effect and how such experiences can contribute to growing levels of serious violence.
- Through conducting this scrutiny, the Panel became aware that in some areas use of SafetyNet by the police had reduced significantly. This matter has caused significant frustration, to those effected, as it coincided with a requirement for Community Safety Partnerships to make an annual payment for use of the platform of £2,000 per partnership. The Panel considered this a matter requiring more urgent response and therefore addressed this directly with the Commissioner and his team, ahead of the conclusion of this scrutiny work.
- Comments to this review identified the challenges in policing across such a diverse policing area, with large urban conurbations along with a land mass which is 80% rural and an island community. Making sure that policing is suited the needs of each area was recognised, and examples were provided noting how the force had moved towards a more tailored local policing response in recent years. This scrutiny again demonstrated a desire from the rural areas for greater strategic focus, with the PCC holding a key role in bringing partners together to tackle rural concerns and reduce demand on policing. Whilst efforts made by the PCC and his team in organising a series of five rural conferences was recognised, it was felt that their effectiveness was impacted as the audience did not represent all stakeholder groups and outcomes from these conferences have not been clearly communicated by the PCC.

- The PCC has supported collaborative working with Thames Valley Police, maintained working relationships with the Home Office and Ministry of Justice and engaged in the South East Regional Integrating Policing Collaboration; which seeks to support operational policing across the South East Region through enhancing governance and generate financial efficiencies. The evidence has suggested opportunities for the Commissioner in this collaborative approach to address issues such as county lines and MET children on a cross border basis, as well as a desire for enhancements in the current joint working approach between Thames Valley and Hampshire Constabularies.

Engagement and Communication

- The Panel were assured to hear from many of those providing evidence that engagement between members of the PCC's team and partner organisations was well established and effective, particularly noting the role of the Chief Executive in sharing information and resources to drive positive outcomes.
- The PCC's communication and engagement strategy places a focus on communications and marketing channels which reach large numbers of the public and key stakeholders. The Commissioner's team have highlighted regular sharing of social media content and opportunity to sign up to the Commissioner's blog within their communications plan. Members recognised that the PCC's on-line channels were performing well, with over 6,500 followers and sign up to the PCC's blog above industry expectations. Evidence to this review also suggested email communications sent by the OPCC were well presented.
- Whilst some partners were positive about communication with the Commissioner, including young people who were particularly positive about the PCC's engagement and communication style, a number of those responding felt strongly that PCC had not been effective in communicating and engaging with them. Many expressed that they felt their views were not listened to and/or understood by the PCC. Others suggested that felt less engaged by online and social media messages, particularly sighting time pressures reducing capacity to browse for updates or read emails as well as technical restrictions and were keen to have greater opportunities to meet face-to-face or have direct communication with the PCC. Suggestions included the PCC increasing attendance and visibility at local meetings and the OPCC running events focussed on sharing best practice, centred on operational policing and community safety, and sharing messages through local action boards.
- A number of witnesses suggested that they could champion and share positive messages on behalf of the PCC with the public and a broader range of partners, if engagement and communication channels were fostered by the PCC. Universally those dissatisfied expressed a keenness for engagement with the PCC to improve and doing so presents an opportunity for the PCC in

demonstrating how he is supporting effective operational policing and sharing key messages with a wider audience.

- Evidence to this review has also suggested a lack of engagement between the PCC and serving police officers and staff at Hampshire Constabulary. A March 2018 survey by the Hampshire Police Federation reported that 98%¹ of those who responded did not have confidence in the Commissioner. Comments to this review have suggested that this lack in confidence was in part resultant from a lack of visibility of the Commissioner. In his comments to this review the Commissioner suggested he would attend five response and patrol team briefing days during May and June, presenting an opportunity for the Commissioner to raise his profile with officers on the frontline of policing. It was also noted that the PCC now had regular meetings with the Chairman of the Hampshire Police Federation, however, Members understood that a similar arrangement was not in place with Unison, who represent the wider policing staff. Whilst respecting the different roles of the PCC and Chief Constable it was felt key to the role of PCC to demonstrate an understanding of the challenges being faced by the force and be seen to be supporting them.
- Additionally, it was felt that serving police officers and staff needed to have a greater understanding of the rationale behind strategic decisions made by the PCC, with communications from the Commissioner delivered at an operational level, in an easy to digest regular format, to help police staff better recognise where the PCC is adding value to the role of operational policing.

Summary and recommendations

Within his Police and Crime Plan the Commissioner outlined his first and overarching concern as “being visible, accessible and accountable to the people I represent ensuring their concerns are heard and addressed”. In order to achieve his strategic aim to “Enable effective and efficient operational policing” evidence to this review demonstrates that the PCC should consider a similarly proactive approach in engaging key stakeholders and those responsible for delivering and supporting operational policing.

The evidence received by the Panel articulates how the PCC and his team have driven, supported and concentrated efforts to support operationally effective policing for Hampshire and the Isle of Wight. The work of the PCC and his team in areas beyond policing is recognised to have contributed to reducing demand on police time and delivering services which prevent crime and support victims. The Commissioner has been seen to tackle difficult subject areas and engage young people in his approach, whilst applying for grants and lobbying central government to maximise the funding available to support policing within Hampshire and the Isle of Wight.

Those who responded to our call for evidence were clear that communication of these achievements is key to the perception of the Commissioner’s success in

supporting operationally efficient and effective policing. The PCC has to be visible to partners and through directly conveying the vision of his Police and Crime Plan can engage and inspire them to support its delivery. Where engagement and communication with stakeholders has not been fostered, confidence has dipped and understanding of the Commissioner's Police and Crime Plan objectives and delivery is weak. Our scrutiny has identified a desire from stakeholders to enhance their direct engagement with the PCC and further support delivery of the objectives of the Police and Crime Plan.

In response to the evidence received, Members have brought forth a number of recommendations:

- a. In order to raise the profile of the PCC and convey more widely the impact of the work of the OPCC in supporting effective and efficient operational policing, the Commissioner should seek opportunities to enhance communication with key stakeholders. Where possible the Commissioner should seek to establish and make available opportunities for face-to-face and direct communication, supported by regular online and electronic messaging.
- b. That the PCC, through liaison with the Chief Constable, should consider how communication with police officers and staff can be improved. In conveying key messages to the force, the PCC should seek to enable serving members of the Constabulary to better understand how the PCC's strategic decisions seek to reduce demand on police time and/or support effective and efficient policing.
 - i. Conveying key messages to frontline officers could be further enhanced through discussion during the PCC's regular meeting with the Chair of the Police Federation. It is further recommended that that the PCC should develop a regular dialogue with Unison, who represent the wider policing staff, creating a broader two-way channel of communication within the force.
- c. Beyond the force, the PCC should look to share such messages with partners across the Hampshire policing area, so that the value of the work of the PCC and his team is more widely recognised and understood.
- d. In particular the PCC should consider the effectiveness of current levels of engagement with Community Safety Partnerships (CSP), ensuring that pan-Hampshire and the Isle of Wight there are appropriate procedures in place to enable regular dialogue and sharing of information between CSPs and the OPCC. The Panel would also recommend that the PCC attend, at regular intervals, the Community Safety Alliance meetings as an opportunity to meet face-to-face with Community Safety Managers from across the policing area.
 - i. Further that the PCC considers how CSPs may be more engaged in the commissioning process and decisions regarding the awarding of funds.

¹ 1,551 members responded, which represented 56% of the Hampshire Police Federation membership

- e. That the PCC increases promotion of the opportunity to view COMPASS meetings online, both to partners and within the force as well as to the wider public audience.
 - i. That the PCC considers, for the agenda of a future COMPASS meeting, challenging the Chief Constable regarding procurement of technological equipment for the force to demonstrate publicly how he is holding the Chief Constable to account for such decisions.

- f. As part of the implementation of the Violent Crime Reduction Unit that the PCC considers how partners, such as CSP's and the fire service, may be further engaged to contribute and innovate efforts by Hampshire Constabulary to reduce and tackle knife crime.

- g. That championing messages regarding the changing role and landscape of policing and the need for Hampshire Constabulary to balance local policing visibility with addressing serious crime should be considered as key to the role of the PCC.

We look forward to receiving, in due course, your response to the recommendations outlined above.

Yours sincerely

A handwritten signature in black ink, appearing to read 'David Stewart', with a stylized flourish at the end.

Cllr David Stewart

Chairman, Hampshire Police and Crime Panel