

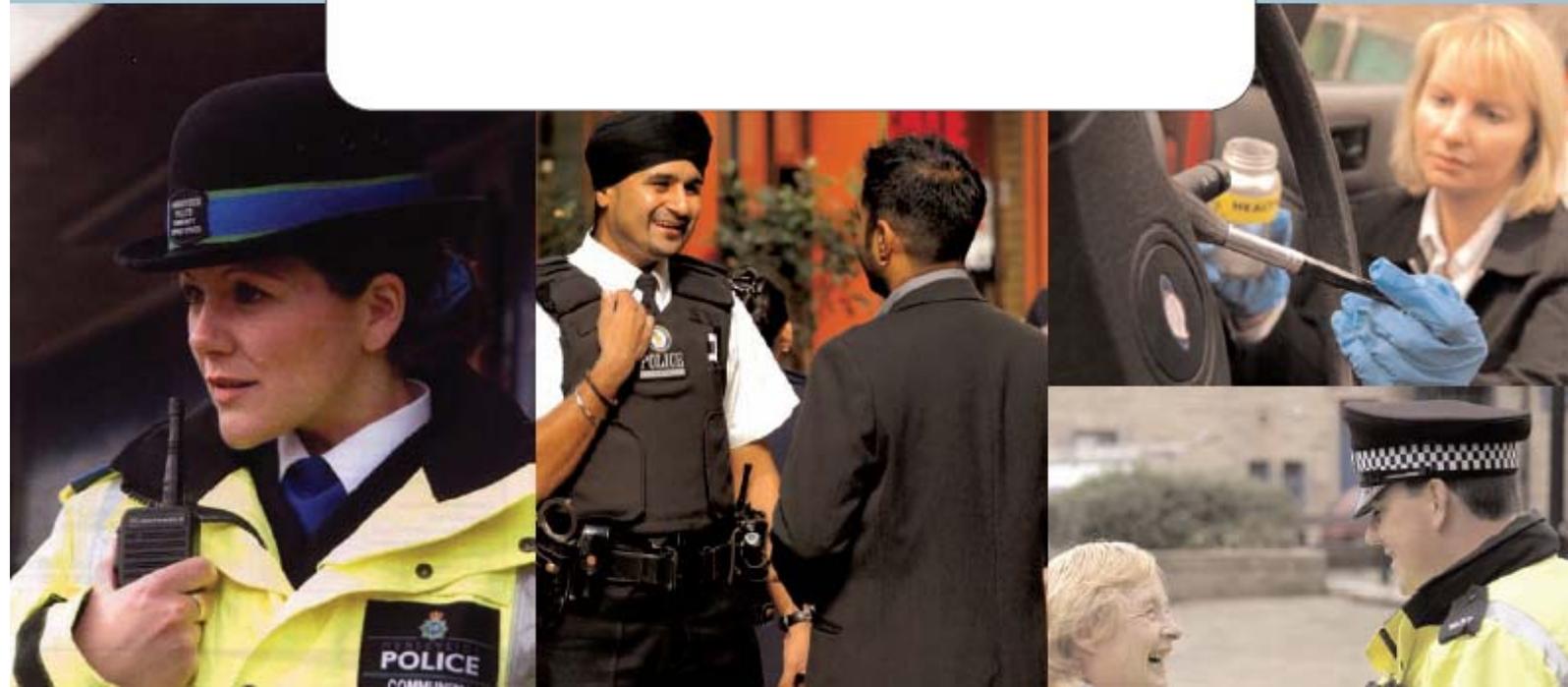
# Her Majesty's Inspectorate of Constabulary



## South Yorkshire Police

### Baseline Assessment

October 2006



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## Introduction to Baseline Assessment

Since March 2004, Her Majesty's Inspectorate of Constabulary (HMIC) has conducted a periodic, strategic-level performance review of each Home Office police force in England and Wales. For a range of policing activities, forces are assessed as delivering performance that is Excellent, Good, Fair or Poor. The process is known as baseline assessment (BA) and this report covers the assessment for the financial year 2005/06; performance outside this period is not taken into account in determining grades. The assessments focus on the high-level processes of police forces and their results. The assessments are undertaken by regional HM Inspectors, supported by experienced police officers and police staff on secondment.

BA is designed primarily as a self-assessment, with the degree of validation/reality-checking undertaken by HMIC dependent on a force's overall performance and the rigour of its internal assessment processes. It is important to recognise that BA is not a traditional inspection; rather, it helps HMIC focus its inspection effort where it is most needed. A formal statutory inspection may still be necessary where there is evidence of systemic underperformance and poor leadership.

In addition to the qualitative assessments contained in this report, force performance is also measured by a series of key quantitative indicators. The most important indicators are statutory performance indicators (SPIs), which are determined each year by the Home Secretary and which Police Authorities/forces must report to the Home Office. Examples of SPIs include crime incidence and detection rates, as well as relevant management information such as sickness absence and ethnic recruitment rates. Results for these SPIs are also graded using the Excellent, Good, Fair and Poor categories. These SPI grades are added to HMIC BA grades to provide a fuller picture of police performance; the joint results are published annually in October and can be found on the internet at [police.homeoffice.gov.uk/performance](http://police.homeoffice.gov.uk/performance)

Policing has undergone significant changes in recent years as the country adapts to new forms of terrorism and criminality. As policing is dynamic, so also must be the form of assessment. Dominating much of HMIC's recent thinking is the need for the service to modernise its workforce while providing better 'protective services', as identified in the *Closing the Gap* report published in 2005. On-site activity for the 2005/06 baseline concentrated on these areas, but could not – given ministerial priorities – ignore volume crime and the roll-out of neighbourhood policing. As forces and Police Authorities consider options for change to meet new challenges with constrained resources, a force-by-force balance sheet of strengths and areas for improvement is critical contextual information.

### Priority Frameworks

Seven BA areas were designated as priority frameworks for on-site validation, to reflect the need to improve protective services and deliver key policing objectives. These were:

- managing critical incidents and major crime;
- tackling serious and organised criminality;
- providing specialist operational support;
- strategic roads policing;
- protecting vulnerable people;
- neighbourhood policing; and

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- leadership and direction.

These areas were the key focus of on-site validation by HMIC staff; the first five can be loosely classified as protective services. Other frameworks were assessed primarily by desk-top reviews of the evidence submitted by forces, using the framework key issues and specific grading criteria (SGC) as an indicative guide.

### **Force Amalgamations**

Following the challenges highlighted with regard to protective services capability and capacity in the summer of 2005, all forces undertook significant additional work on options to 'close the gap'. The Home Secretary directed that business cases should be prepared and submitted by December 2005. The BA report thus reflects, in many of the frameworks, activity and effort to produce and assess options for change. It is vital to acknowledge the energy and commitment given to the prospect of a major restructuring of the service, which inevitably gave rise to some turbulence during this period.

At the end of July 2006, the Home Secretary indicated that the restructuring of forces would not be pursued at this time. The agenda to improve protective services is to be advanced by forces and Police Authorities through alternative means such as collaboration. Progress to 'narrow the gap' between existing capability and that which is needed will be assessed by HMIC in future inspection activity.

### **The Grading Process**

Forces have been graded for both service delivery and direction of travel. It is important to remember that, for most activities, delivery is measured through the use of most similar force (MSF) groups, whereby forces are compared with peers facing similar policing challenges. For direction of travel, the grade is awarded largely in respect of the force's own previous performance. A vital component of the grading process is SGC, which outlines, for each activity, what represents Excellent, Good, Fair and Poor levels of performance. The criteria were developed in conjunction with expert practitioners and Association of Chief Police Officers (ACPO) business/portfolio leads, who were also involved in the national moderation process to help ensure that these criteria were applied fairly and consistently.

### **Service delivery grade**

This grade is a reflection of the performance delivery by the force over the assessment period 1 April 2005 to 31 March 2006. One of four grades can be awarded, according to performance assessed against the SGC (see full list of SGCs at <http://inspectorates.homeoffice.gov.uk/hmic/methodologies/baseline-introduction/ba-methodology-06/?version=1>).

#### *Excellent*

This grade describes the highest level of performance in service delivery – eg top quartile, where relevant – and achieving full compliance with codes of practice or national guidance. It is expected that few forces will achieve this very high standard for a given activity. To achieve Excellent, forces are expected to have attained **all** the criteria set out in Fair and the vast majority of those set out in Good. In addition, two other factors will attract an Excellent grade:

- The force should be recognised, or be able to act, as a ‘beacon’ to others, and be accepted within the service as a source of leading-edge practice. Examples where other forces have successfully imported practices would be good evidence of this.
- HMIC is committed to supporting innovative forces and we would expect Excellent forces to have introduced and evaluated new ways of improving performance.

#### *Good*

Good is defined in the Collins dictionary as ‘of a high quality or level’ and denotes performance above the norm – in many cases, performance that is above the MSF average. To reach this standard, forces have to meet in full the criteria set out in Fair and most of the criteria set out in Good.

#### *Fair*

Fair is the delivery of an acceptable level of service. To achieve a Fair grading, forces must achieve all of the significant criteria set out in the Fair SGC. HMIC would expect that, across most activities, the largest number of grades would be awarded at this level.

#### *Poor*

Poor represents an unacceptable level of service. To attract this very critical grade, a force must have fallen well short of a significant number of criteria set out in the SGC for Fair. In some cases, failure to achieve a single critical criterion may alone warrant a Poor grade. Such dominant criteria will always be flagged in the SGC.

### **Direction of Travel Grade**

This grade is a reflection of the force’s change in performance between the assessment period and the previous year. For BA 2006, this is the change between the financial years 2004/05 and 2005/06. The potential grades for direction of travel are as follows.

#### *Improved*

This reflects a **significant** improvement in the performance of the force.

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*Stable*

This denotes no significant change in performance.

*Declined*

This is where there has been a significant decline in the performance of the force.

**Good Practice**

In addition to assessing force performance, one of HMIC's key roles is to identify and share good practice within the police service. Much good practice is identified as HMIC conducts its assessments; in addition, each force is given the opportunity to submit examples of its good practice. HMIC has selected three of these examples to publish in this report. The key criteria for each example is that the work has been evaluated by the force and is easily transferable to other forces. (Each force has provided a contact name and telephone number, should further information be required.) HMIC has not conducted any independent evaluation of the examples of good practice provided.

**Future HMIC Inspection Activity**

Although HMIC must continue to maintain a watching brief on all performance areas, it will become more risk-driven in its future inspection activity. Protective services will be the core of inspection programmes, tailored to capacity, capability and the likelihood of exposure to threats from organised criminality, terrorism and so on. Until its full implementation in April 2008, neighbourhood policing will also demand attention. Conversely, those areas where strong performance is signalled by SPI results, such as volume crime reduction and investigation, will receive relatively little scrutiny.

The Government has announced that, in real terms, there will be little or no growth in Police Authority/force budgets over the next three years. Forces will therefore have to maintain, and in some areas improve, performance without additional resources. This in itself creates a risk to police delivery and HMIC has therefore included a strategic financial assessment for all forces in its future inspection programme.

<b>Baseline Assessment 2006 Frameworks</b>			
<b>1 Citizen Focus (PPAF Domain A)</b>			
<b>1A Fairness and Equality in Service Delivery</b> <ul style="list-style-type: none"> <li>• Equality of service delivery</li> <li>• Community cohesion</li> <li>• Engaging with minority groups</li> <li>• Hate-crime reduction and investigation</li> </ul>	<b>1B Neighbourhood Policing and Problem Solving</b> <ul style="list-style-type: none"> <li>• Effective mechanisms for obtaining community views</li> <li>• Responding to local priorities</li> <li>• Effective interventions and problem solving with partners and communities</li> <li>• Operational activity to reassure communities</li> <li>• Use of media to market success</li> <li>• Uniformed patrol and visibility</li> <li>• Extended police family</li> <li>• Performance in reducing fear of crime</li> </ul>	<b>1C Customer Service and Accessibility</b> <ul style="list-style-type: none"> <li>• Quality of service to victims and witnesses</li> <li>• Customer care</li> <li>• Responding to customer needs</li> <li>• Accessibility of policing services</li> </ul>	<b>1D Professional Standards</b> <ul style="list-style-type: none"> <li>• Investigation of public complaints</li> <li>• Improving professional standards</li> <li>• Combating corruption and promoting ethical behaviour</li> <li>• Reducing complaints and learning lessons</li> </ul>
<b>2 Reducing Crime (PPAF Domain 1)</b>			
<b>2A Volume Crime Reduction</b> <ul style="list-style-type: none"> <li>• Crime strategy</li> <li>• Performance in reducing volume crime</li> <li>• Levels of crime compared with peers</li> <li>• Problem solving</li> <li>• National Crime Recording Standard (NCRS) compliance</li> </ul>			

<b>3 Investigating Crime (PPAF Domain 2)</b>		
<p><b>3A Managing Critical Incidents and Major Crime</b></p> <ul style="list-style-type: none"> <li>• Detection rates for murder, rape and other serious crime</li> <li>• Integration with overall crime strategy</li> <li>• Compliance with Association of Chief Police Officers (ACPO) murder manual</li> <li>• Early identification of critical incidents that may escalate into major inquiries</li> </ul>	<p><b>3B Tackling Serious and Organised Criminality</b></p> <ul style="list-style-type: none"> <li>• Crime that crosses basic command unit (BCU) and/or force boundaries</li> <li>• Support for regional intelligence and operations</li> <li>• Asset recovery (Proceeds of Crime Act – POCA)</li> <li>• Effective targeted operations</li> <li>• Quality packages with the Serious Organised Crime Agency (SOCA)</li> </ul>	<p><b>3C Volume Crime Investigation</b></p> <ul style="list-style-type: none"> <li>• Crime strategy</li> <li>• Crime recording</li> <li>• Investigative skills, eg interviewing</li> <li>• Automatic number plate recognition (ANPR)</li> <li>• Detection performance</li> </ul>
<p><b>3D Improving Forensic Performance</b></p> <ul style="list-style-type: none"> <li>• Specialist scientific support</li> <li>• Use of National Automated Fingerprint Identification System (NAFIS), DNA, etc</li> <li>• Integrated management of processes</li> <li>• Performance in forensic identification and detection</li> </ul>	<p><b>3E Criminal Justice Processes</b></p> <ul style="list-style-type: none"> <li>• Quality and timeliness of case files</li> <li>• Custody management/prisoner handing</li> <li>• Youth justice</li> <li>• Police National Computer (PNC) compliance</li> </ul>	
<b>4 Promoting Safety (PPAF Domain 3)</b>		
<p><b>4A Reducing Anti-Social Behaviour (ASB)</b></p> <ul style="list-style-type: none"> <li>• Non-crime activities of crime and disorder reduction partnerships (CDRPs) and other partnerships</li> <li>• Use of ASB legislation, tools, etc</li> </ul>	<p><b>4B Protecting Vulnerable People</b></p> <ul style="list-style-type: none"> <li>• Child abuse</li> <li>• Domestic violence</li> <li>• Multi-agency public protection arrangements (MAPPA)/sex offender management</li> <li>• Missing persons</li> </ul>	
<b>5 Providing Assistance (PPAF Domain 4)</b>		
<p><b>5A Contact Management</b></p> <ul style="list-style-type: none"> <li>• All aspects of call handling and call management</li> <li>• Initial incident response</li> <li>• Early identification of critical incidents</li> <li>• Performance in answering and responding to public calls</li> </ul>	<p><b>5B Providing Specialist Operational Support</b></p> <ul style="list-style-type: none"> <li>• Management of central operational support</li> <li>• Police use of firearms</li> <li>• Capability for policing major events/incidents</li> </ul>	<p><b>5C Strategic Roads Policing</b></p> <ul style="list-style-type: none"> <li>• Effectiveness of arrangements for roads policing</li> <li>• Integration/support for other operational activity</li> <li>• Road safety partnerships</li> </ul>

<b>6 Resource Use (PPAF Domain B)</b>		
<p><b>6A Human Resource (HR) Management</b></p> <ul style="list-style-type: none"> <li>• HR strategy and costed plan</li> <li>• Key HR issues not covered in 6B or 6C</li> <li>• Health and safety</li> <li>• Performance in key HR indicators</li> </ul>	<p><b>6B Training, Development and Organisational Learning</b></p> <ul style="list-style-type: none"> <li>• Costed training strategy and delivery plan</li> <li>• Key training and development issues</li> </ul>	<p><b>6C Race and Diversity</b></p> <ul style="list-style-type: none"> <li>• Action to promote fairness in relation to race, gender, faith, age, sexual orientation and disability</li> <li>• Performance in meeting key targets</li> </ul>
<p><b>6D Managing Financial and Physical Resources</b></p> <ul style="list-style-type: none"> <li>• Resource availability</li> <li>• Effective use of resources to support front-line activity</li> <li>• Devolved budgets</li> <li>• Finance, estates, procurement and fleet management functions</li> <li>• Demand management</li> </ul>	<p><b>6E Information Management</b></p> <ul style="list-style-type: none"> <li>• Information systems/ information technology (IS/IT) strategy and its implementation</li> <li>• Programme and project management</li> <li>• Customer service</li> <li>• Adequacy of key systems</li> <li>• Business continuity/disaster recovery</li> </ul>	<p><b>6F National Intelligence Model (NIM)</b></p> <ul style="list-style-type: none"> <li>• Extent to which structures, processes and products meet NIM standards</li> <li>• Integration of NIM with force planning and performance management</li> <li>• Use of community intelligence</li> <li>• Application of NIM to non-crime areas</li> </ul>
<b>7 Leadership and Direction</b>		
<p><b>7A Leadership</b></p> <ul style="list-style-type: none"> <li>• Extent to which the chief officer team is visible and dynamic, sets and upholds a vision, values and standards, promotes a learning culture, and sustains a well-motivated workforce</li> <li>• Effectiveness of succession planning</li> <li>• Promotion of corporacy</li> </ul>	<p><b>7B Performance Management and Continuous Improvement</b></p> <ul style="list-style-type: none"> <li>• Effective performance management structures and processes at all levels</li> <li>• Quality and timeliness of performance/management information</li> <li>• Internal inspection/audit/ quality assurance (QA) systems</li> <li>• Effectiveness of joint force/PA best value reviews (BVRs)</li> </ul>	

## Force Overview and Context

### Geographical Description of Force Area

South Yorkshire covers approximately 600 square miles (155, 400 hectares). In recent times there has been a move towards the technology and service sector industries. However, the county's specialist metals and cutlery industries are still worth over £1.2 billion per annum.

Significant regeneration has occurred in those areas previously affected by the decline of traditional heavy industry, such as the Lower Don Valley which now houses stadia, arenas and out-of-city entertainment centres and the Dearne Valley which, through substantial regeneration, has attracted numerous call centres and technology industries.

In April 2005 a new regional airport opened at Doncaster (the Robin Hood international airport) which means that access to over 40 European cities can now be achieved within 3 hours' flight time. The demand for flights has quickly exceeded all expectations, leading to a programme of long-haul flights which commenced in summer 2006.

The county also hosts five Football League grounds, the St Leger horse race at Doncaster, the world snooker championships, two universities and four prisons. The English Institute of Sport is a world-class coaching and training centre for top athletes from a wide range of sports based in Sheffield. There is also a brand new, state-of-the-art ice sports facility, which attracts international competitions.

### Demographic Description of Force Area

South Yorkshire has a resident population of approximately 1.2 million people, broken down into 534,742 households across the principal towns of Rotherham, Barnsley, Doncaster and the city of Sheffield. Of these, 5% are classified as belonging to a non-white ethnic minority group, the majority of whom live in Sheffield. The respective total population breakdown by area is shown in the table below.

#### South Yorkshire White and Black and Minority Ethnic (BME) Populations

	Total pop.	White	BME
Sheffield	516,111	470,786	45,325
Barnsley	220,957	218,904	2,053
Rotherham	252,343	244,481	7,862
Doncaster	289,023	282,315	6,708
<b>Force Total</b>	<b>1,278,434</b>	<b>1,216,486</b>	<b>61,948</b>

In terms of council tax, the average bill per dwelling is lower than in all but two of the metropolitan police authorities, which is attributable to the number of dwellings being classed in the lower council tax bands based on their value. No other authority recoups less council tax income as a proportion of residences.

A reflection of the economic situation is the eligibility of South Yorkshire for Objective 1 funding. Objective 1 is a European Union funding programme that helps Europe's poorest areas to regenerate their economies and create jobs. South Yorkshire is one of those

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poorest areas, with fewer businesses and fewer and less well-paid jobs than other European regions. The funding represents a once-in-a-lifetime opportunity for South Yorkshire to revitalise its economy and increase the opportunities available to local people and businesses.

## **Structural Description of Force including Staff Changes at Chief Officer Level**

South Yorkshire Police is the 13th largest of the 43 forces in England, Wales and Northern Ireland. It has an annual budget of £217 million and annual staff costs of £197 million.

There are four crime and disorder reduction partnerships (CDRPs) in South Yorkshire; three are coterminous with districts while Sheffield CDRP covers two districts. Each CDRP has a local authority liaison officer attached to the local council.

A pan-Sheffield structure has been created to ensure that policing activity across Sheffield is co-ordinated and unified. The pan-Sheffield approach comprises one detective superintendent as crime manager for Sheffield, a superintendent supported by a chief inspector for events and planning, and a superintendent for partnerships. The resulting economies of a single management structure for key issues affecting the Sheffield area, and linked efficiencies, are already evident. For example, the pan-Sheffield partnership unit aligns the single CDRP with a single policing response, the pan-Sheffield partnership unit co-ordinates the policing of major football matches within the city, and the single public protection unit (PPU) has unified the police approach to sexual offences.

The force has a strong commitment to neighbourhood policing, which is reflected in the early adoption of a safer neighbourhood area (SNA) structure. This currently consists of 23 SNAs, 54 safer neighbourhood teams (SNTs) and 5 safer neighbourhood units (SNUs) contained within 5 districts or basic command units (BCUs): Barnsley, Doncaster, Rotherham and Sheffield 1 and 2. This structure is supported by 17 support departments. There are structures and processes in place to support partnership working at an operational level through to local strategic partnership level. Joint action groups (JAGs) sit at SNA level and neighbourhood action groups (NAGs) underpin this activity at SNT level.

The Association of Chief Police Officers (ACPO) team is comprised of the Chief Constable, the deputy chief constable (DCC), three assistant chief constables (ACCs) – specialist operations, territorial operations, and media and personnel – and the director of finance and administration.

The force has 3,380 police officers, 2,256 police staff (of all grades), 267 special constables and 137 police community support officers (PCSOs). Included within these figures, the force has 90 BME (2.65%) and 31 BME police staff (1.37%).

A project concerning the rationalisation of police posts has identified savings of £2.5 million through the disestablishment of senior officer posts. The actual savings will be realised over time as natural turnover occurs.

## **Strategic Priorities**

### **Reducing All Crime**

- Tackle and prevent burglary, vehicle crime and robbery
- Tackle and prevent all violent crime, including drug and alcohol-related crime
- Combat serious and organised crime

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- Work within and across force boundaries with other forces and agencies
- Tackle and prevent immigration crime
- Tackle and prevent financial crime
- Deal with and prevent sexual offences
- Tackle and prevent crimes against children and young people

#### **Reducing Concern about Crime, Anti-Social Behaviour (ASB) and Disorder**

- Improve communications from and with the public
- Provide an accessible and visible service
- Inspire confidence in South Yorkshire Police, particularly among vulnerable communities

#### **Countering Terrorism**

- Contribute to the national counter terrorism strategy
- Support the force Special Branch unit and regional intelligence cells

#### **Neighbourhood Policing**

- Continue commitment to force-wide neighbourhood policing structures
- Respond to the needs of communities, particularly vulnerable communities

#### **Responding to the Needs of Victims and Witnesses**

- Provide timely support
- Improve communications
- Commit to a quality of service for victims and witnesses

#### **Bringing More Offences to Justice and Dealing with Persistent Offenders**

- Work alongside partners in the wider criminal justice system

#### **Improving the Quality of Feedback**

- Increase the number of crimes or incidents where feedback is given

#### **Tackling and Preventing Youth Nuisance and ASB**

- Actively engage with children and young people

#### **Improving our Response to the Needs of Victims of Domestic Violence**

#### **Effectively Resource and Manage Protective Services**

- Public order
- Major crime
- Critical incidents
- Roads policing
- Civil contingencies

### **Impact of Workforce Modernisation and Strategic Force Development**

South Yorkshire Police is committed to continually reviewing its internal structures and processes, to ensure it is positioned in the most appropriate way to meet the demands of its environment and to ensure that its resources continue to be aligned to the needs of its communities. Over the last 12 months this has included:

- the move towards neighbourhood policing;
- the recruitment of a substantial number of PCSOs;

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- reviewing and restructuring Sheffield from three BCUs into two;
- conducting a rationalisation project to review and realign the supervisory ratio of senior police officers;
- undertaking a re-engineering project to review the balance of police officers to police staff within support departments;
- conducting a matching resources to demand project that has led to the introduction of a revised shift system;
- the introduction of a business change model to co-ordinate change activity within the force; and
- the restructuring of response policing.

A working party on workforce modernisation has led to an extensive civilianisation programme, including the deployment of PCSOs, and has made significant improvements to shift arrangements. As a result, the South Yorkshire Police front-line policing measure has increased by 5%. One aspect of this programme was the release of police officers from criminal justice units (CJUs) to front-line policing, which has resulted in significant efficiency savings while not affecting performance. A project is being carried out, under the auspices of the crime strategy board, to research workforce modernisation in the context of volume crime management. In addition, specialist crime services are establishing new roles for civilian investigators/disclosure officers within the serious and organised crime unit and major incident teams.

The impact of the activities detailed above has been that South Yorkshire Police is now better positioned to meet the challenges ahead.

### **Major Achievements**

Major achievements have been demonstrated by all parts of South Yorkshire Police. In June 2005, Sheffield hosted the G8 conference of Home Affairs and Justice Ministers. The planning, organisation and conduct of the event was exemplary, with smooth co-ordination of partners and mutual aid resources from other forces. This was recognised by positive feedback from delegates and the Home Secretary. Lessons that have been learnt have been fed into the further development of the protective services functions of South Yorkshire Police. Throughout the UK's term of Presidency of the European Union, South Yorkshire Police provided trained staff to various key events such the G8 Conference in Scotland and associated events in Wales and Newcastle upon Tyne.

Citizen focus is an area where the force has made significant advances. It has adopted a robust SNA structure which is fully implemented two years ahead of the national deadline. The approach maximises both its own and its partners' resources. This has included joint tasking and, where appropriate, shared facilities. South Yorkshire Police has fully adopted the workforce modernisation ethos and now uses special constables, PCSOs, children and young persons' officers, and Neighbourhood Watch members in support of its neighbourhood policing structures. As a result, South Yorkshire Police is receiving increasingly positive feedback from the communities it serves, and the force has also received recognition of the work of its Barnsley SNT by means of the Public Servant of the Year Award.

In addition to embracing the neighbourhood policing approach, the force has successfully conducted a restructure of its Sheffield BCUs from three into two over a three-month period.

South Yorkshire Police is renowned for the provision and training of crime scene investigation dogs, which have been used on major investigations both within the UK and

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overseas. In addition, South Yorkshire Police reacted swiftly to the needs of the countries affected by the Boxing Day tsunami (2005), supplying body recovery specialists and family liaison officers (FLOs), and to the terrorist incident in Sharm El Sheikh, Egypt.

South Yorkshire Police instigated a specialist team of staff dedicated to researching and securing football banning orders against hardcore offenders. This unit has been so successful that it has received national acclaim.

The Chief Constable is ably supported in his national roads policing role by the expertise and guidance of dedicated South Yorkshire Police staff.

Staff sickness figures have been reduced greatly over the past 12 months.

Operation Return has set the baseline standard for human trafficking for sexual exploitation investigations and South Yorkshire Police was the first force to secure a conviction for human trafficking under the new legislation. As such, South Yorkshire Police is taking a national and international lead in this area.

South Yorkshire Police has implemented a proactive anti-gun crime strategy (Operation Maple) which has enabled it to maintain a low level of gun-related crime in comparison with other metropolitan forces.

Since the inception of efficiency planning, the force has made efficiency savings of circa £40 million compared with the target of £30 million. The force has had a prudent three- to five-year financial forecast, which has allowed it to have an appropriate level of reserves and to give flexibility to fund essential operational developments. The force planning and monthly budget-monitoring procedures link financial, operational and human resource (HR) inputs and outcomes, which has led to significantly improved management of resources.

As a result of matching resources to demand (MR2D) work, the front-line policing measure of South Yorkshire Police has increased by 5%.

### **Major Challenges for the Future**

As a consequence of the predicted financial settlement for the police service, the force's medium-term financial strategy demonstrates that operational policing developments can only be implemented through the force making extensive cash-backed efficiency savings.

The force is committed to a robust system of business planning which will further develop local financial management planning to better align resource investment for specific outcomes.

<b>Summary of Judgements</b>	<b>Grade</b>	<b>Direction of Travel</b>
<b>Citizen Focus</b>		
Fairness and Equality in Service Delivery	<b>Good</b>	<b>Improved</b>
Neighbourhood Policing and Problem Solving	<b>Good</b>	<b>Improved</b>
Customer Service and Accessibility	<b>Fair</b>	<b>Declined</b>
Professional Standards	<b>Good</b>	<b>Not Graded</b>
<b>Reducing Crime</b>		
Volume Crime Reduction	<b>Fair</b>	<b>Stable</b>
<b>Investigating Crime</b>		
Managing Critical Incidents and Major Crime	<b>Good</b>	<b>Stable</b>
Tackling Serious and Organised Criminality	<b>Good</b>	<b>Improved</b>
Volume Crime Investigation	<b>Good</b>	<b>Improved</b>
Improving Forensic Performance	<b>Good</b>	<b>Improved</b>
Criminal Justice Processes	<b>Fair</b>	<b>Stable</b>
<b>Promoting Safety</b>		
Reducing Anti-Social Behaviour	<b>Good</b>	<b>Stable</b>
Protecting Vulnerable People	<b>Fair</b>	<b>Stable</b>
<b>Providing Assistance</b>		
Contact Management	<b>Fair</b>	<b>Improved</b>
Providing Specialist Operational Support	<b>Fair</b>	<b>Improved</b>
Strategic Roads Policing	<b>Good</b>	<b>Improved</b>
<b>Resource Use</b>		
Human Resource Management	<b>Fair</b>	<b>Stable</b>
Training, Development and Organisational Learning	<b>Fair</b>	<b>Improved</b>
Race and Diversity	<b>Fair</b>	<b>Stable</b>
Managing Financial and Physical Resources	<b>Good</b>	<b>Stable</b>
Information Management	<b>Good</b>	<b>Stable</b>
National Intelligence Model	<b>Good</b>	<b>Improved</b>
<b>Leadership and Direction</b>		
Leadership	<b>Good</b>	<b>Not Graded</b>
Performance Management and Continuous Improvement	<b>Good</b>	<b>Improved</b>

# 1 Citizen Focus (Domain A)

## 1A Fairness and Equality in Service Delivery

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Improved</b>

### National Grade Distribution

Poor	Fair	Good	Excellent
0	15	28	0

### Contextual Factors

The senior command team (SCT) is fully committed to the FIRST principles (fairness, integrity, respect, sincerity and trust) which are embedded within the culture of South Yorkshire Police. The force prides itself on offering appropriate professional services fairly and equitably to all its communities. A priority for the force is accessibility for all, which is demonstrated by the proactive approach to compliance with the Disability Discrimination Act 1995, both for employees and external customers.

As chair of the diversity, confidence and equality board, the Chief Constable drives internal and external diversity issues, supported by a series of strategic and tactical groups. These groups include partners and external stakeholders, as well as special interest groups, and deal with issues such as hate crime and stop and search powers. The diversity, confidence and equality board is responsible for driving the race equality scheme (RES) within South Yorkshire.

The force is committed to monitoring and acting on diversity issues. Internal issues, such as fairness at work and complaints, are monitored for recurring themes. Externally the force also monitors all indicators of diversity, such as disproportionate use of stop and search powers or disproportionate detection or satisfaction rates. This monitoring takes place via the corporate health-check process and operations and performance meetings; any issues identified are subject to action and review. The Police Authority monitors key areas of activity, for example stop and search. This external scrutiny extends to the force independent advisory group (IAG).

Hate crime is a key element of the South Yorkshire Police crime strategy. A clear and regularly reviewed hate crime policy, which incorporates Home Office and ACPO guidance, has been communicated to all staff. This is supported by a minimum standard of investigation of hate crime protocol, implementation of which is subject to self-inspection from specialist crime services along with performance monitoring in National Intelligence Model (NIM) processes. Hate crime is included in the new force patrol directory and is considered as a key category in the force and all-district strategic assessments.

South Yorkshire Police raises awareness among members of staff and stakeholders in its policy and strategy development. The monitoring regime incorporates scrutiny by the Police Authority community affairs committee and through publication externally by key

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stakeholders. All feedback is channelled through the diversity unit and considered by the diversity, confidence and equality board to inform and develop the organisation's service delivery programme.

The force newspaper *Billboard* is used to develop and raise awareness of diversity among both staff and those in partnership agencies. Issues already dealt with include the RES, civil partnerships, religion and belief. A comprehensive diversity web page accompanies this via the South Yorkshire Police intranet.

South Yorkshire Police was recognised at the National Graduate Recruitment Awards as runner-up for diversity recruitment in 2005 and by Centrex for the community engagement element in the Initial Police Learning and Development Programme (IPLDP).

### Strengths

- The satisfaction rate for victims of racist incidents with the overall service provided is above the most similar forces (MSF) average. Given that the numbers of racially or religiously aggravated offences recorded have increased by 119% through more open and advertised recording systems, the force still maintains a detection rate that is above the MSF average.
- Comparisons between satisfaction rates of white users and users from BME groups with respect to the overall service provided show that South Yorkshire Police has a higher satisfaction rate for BME users than white users – the only one in its MSF group to achieve this. For white users, it also exceeds the MSF average for satisfaction.
- The force has a comprehensive hate crime policy last reviewed in October 2005. This is supported by a minimum standards document, which was developed by the crime strategy board. Communication of these minimum standards was undertaken via a variety of media and now forms part of the patrol handbook. Quality assurance of the implementation is ongoing.
- The investigation of hate crime and related performance is reviewed at the monthly performance review meetings, chaired by the ACC (territorial operations), and quarterly corporate health checks (CHCs), chaired by the DCC. Race and diversity issues are standing items on the CHC agenda as well as at all strategic meetings.
- Each district has a hate crime champion at superintendent rank and a dedicated PPU which has responsibility for hate crime investigation. The force control strategy has SMART (specific, measurable, achievable, realistic and timely) actions in relation to hate crime and violence against victims from minority communities.
- Each district engages with multi-agency race crime panels, which meet monthly. A community tension assessment document is produced highlighting hotspot areas and vulnerable locations. Each district also engages with borough partners on transphobia and homophobia issues. The force has established an IAG concerned with racist, lesbian, gay, bisexual and transgender issues.
- The IAG programme has been enhanced following a joint Police Authority/South Yorkshire Police review, and has seen the three standing IAGs – on race, lesbian,

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gay, bisexual and transgender (LGBT) and youth issues – supplemented by themed IAGs, and the creation of a community engagement board co-chaired by the ACC (territorial operations) and a Police Authority member. The IAGs are used proactively on issues such as public sex policy development, organised immigration crime and stop and search.

- Community cohesion is a priority in the force and as such is included in every district control strategy. SMART actions are included on hate crime, which are in turn linked to reduction and detection targets. Partnership working is extensive through the local CDRPs and the hate crime panel, including the six stand-alone third-party reporting centres. The Safe in South Yorkshire website was implemented following work on hate crime reporting, which in turn led to the ACPO True Vision project. The force website provides an easily accessible reporting facility, news and crime reduction advice for both BME and LGBT communities.
- A mapping exercise has been completed to provide a cultural audit of South Yorkshire by district, to understand both the long-standing and the new developing communities. These communities are engaged via a range of methods, such as dedicated liaison officers and outreach work.
- The force actively applies the NIM process to address hate crime and identify critical incidents. This is reviewed daily and fortnightly at district level, and fortnightly at the force tasking and co-ordination group (T&CG) chaired by either the DCC or ACC. Operation Marble involves tracking community intelligence through NIM products and weekly community tension assessment by the force intelligence bureau (FIB) to the national community tension team. At district T&CG, a community tension assessment is produced, giving hotspot areas and highlighting vulnerable locations. This will often feed multi-agency work via SNAs.
- Call handlers are trained to recognise and respond to critical hate incidents, identifying those that require an immediate response. Daily tasking meetings at district level consider every incident of hate crime, and weekly monitoring is carried out by the FIB with daily checks on potentially critical incidents. This process feeds into the force community tension assessment.
- South Yorkshire Police has incorporated the integrated competency framework into its processes, with all role profiles incorporating race and diversity at level A. This necessitates evidence to be included in three-monthly and annual professional development reviews (PDRs). A compulsory, role-specific online learning and development programme for the Race Relations (Amendment) Act 2000 has been completed by all members of staff. Specific training is provided to holders of key roles. The minimum standards of hate crime investigation are being promoted through the Street Skills programme. Training needs are identified through a number of related disciplines and sources, for example professional standards, complaints, and employment tribunals, and feed into the South Yorkshire Police Learning the Lessons process.
- The professional standards department undertakes thematic inspections on policy adherence and, in addition, specific thematic inspections are conducted by specialist crime services, including a gap analysis on community cohesion in control strategies. A programme of inspections has been developed which is highlighting Areas for Improvement and best practice for the investigation of hate crime.

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- A mapping exercise has been completed to provide a cultural audit of South Yorkshire, which seeks to understand the make-up of established and developing communities. In addition, the networks operating within the county are well understood by the community safety department who have a comprehensive community contact list. This department supports districts with advice on the formulation and content of impact assessments.
- The specialist community engagement unit has a dedicated officer who deals with the South Yorkshire Police response to forced marriages and is recognised nationally as an expert in this field. The officer sits on the national steering group and has formed four, district-based, forced marriage working groups, as well as organising a national conference on this issue. The district groups contain partners from education, health and social services. The unit has developed the force policy on dealing with forced marriages and works alongside voluntary agencies in delivering training and advice to community groups, schools and police.
- South Yorkshire Police ensures that Achieving Best Evidence guidelines are adhered to, and that information relating to vulnerable victims or intimidated witnesses is shared with the Crown Prosecution Service (CPS) when identified by officers. Victim support and court support officers are involved throughout the process. Information is supplied to victim support by automatic referral and to child abuse unit officers when children are involved. Achieving Best Evidence guidelines and information is available to all officers via the force intranet.
- Information packs for victims or intimidated witnesses are retained at police stations and child abuse units, and are provided to identified victims and witnesses. The South Yorkshire Police hate crime strategy reaffirms the need for victim support, with all victims being given the opportunity to make a victim personal statement. The CJU provides support to victims in relation to the progress of their case. South Yorkshire Police refers all racist crimes to the Victim Support Service as part of an agreed protocol. Special measures have been identified in conjunction with the CPS and implemented. The CJU is presently rolling out new victim and witness support measures.
- The force has a strong and experienced cadre of FLOs, who are deployed to support victims and families in a range of investigations. A full-time FLO adviser works with the FLO co-ordinator, to ensure effective deployments.
- Video interviewing facilities are available across the force and a range of methods are available to secure the identity of vulnerable witnesses at court, including voice-changing technology. The force has a dedicated witness protection unit, which can achieve tier one and two protection as required and will provide advice to any investigation.

### **Work in Progress**

- The headquarters PPU is set to expand in 2006/07 to include the role of hate crime co-ordinator. The force intends to maximise the benefits from this role by developing effective links between the PPU, districts and partners.

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- The force intelligence strategy for 2006/07 is focused on implementing the NIM as a model for CDRPs and partnership working. One element of this will be to promote joint tactical and strategic approaches to hate crime.
- The process of self-inspection of the implementation of hate crime standards and policy continues. The force plans to make best use of this opportunity to establish the reality of current practices and progress specific areas for development.
- The force has identified the need for and is developing a force-level multi-agency crime reduction strategy.
- Work is under way on the development of a disability equality scheme.

### **Areas for Improvement**

- A survey is currently being designed regarding people's experience of being stopped by the police, and to discover the impact these stops have on people's trust and confidence in policing. The Police Talk survey invites people to consultation groups with the force and Police Authority, as well as providing every respondent with the results of the survey.
- Early analysis of the policing performance assessment framework (PPAF) survey shows that people for whom English is not their first language show higher dissatisfaction levels with initial contact with the police. This has been fed back to the communications department for inclusion in its action plan for next year.

**1B Neighbourhood Policing and Problem Solving**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Improved</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
4	18	20	1

**National Position**

Neighbourhood policing is a national programme and its expectations are based on national research. This framework is different from other frameworks because the grade awarded reflects the force’s ability to progressively roll out neighbourhood policing, year on year, until its implementation date of April 2007. This focus on programme delivery, and the need for continual improvement, is reflected in the grades. Therefore, it is significantly more challenging for a force to maintain the same grade as last year.

HMIC has awarded an improved Direction of Travel where forces are actively progressing implementation, have improved their performance and allocated significant resources to deliver neighbourhood policing. As a result, most forces have an improved Direction of Travel. However, this assessment has also highlighted the significant demands of the neighbourhood policing programme and the vulnerability of some forces who are failing to maintain the pace of implementation.

**Contextual Factors**

The development of leadership within the organisation is seen as key, particularly around neighbourhood policing which is seen as a total policing philosophy. The force has made a significant investment in neighbourhood policing and takes every opportunity to emphasise its importance within the organisation.

Districts are held to account for their neighbourhood policing structures and performance as part of the quarterly CHC process chaired by the DCC. Each district produces a business plan, profiling resources, including staff and finance, against priorities, and against which the district is held to account during the CHC process. Each district considers the development of neighbourhood policing as a part of the business plan.

The ACC (territorial operations) is the force lead on neighbourhood policing and also has responsibility for the districts. As part of the governance programme, monthly performance visits are made to districts, in addition to force operations and performance meetings and district commanders’ meetings. The territorial operations portfolio contains the community safety department, including the reassurance team, which guides and assists the implementation of neighbourhood policing.

A draft community engagement policy is being finalised, in partnership with the Police Authority which will enhance the South Yorkshire Police current approach. This document details engagement activity and establishes a framework for neighbourhood partnership

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structures. It will be through this work that police, partner agencies and also the Police Authority will establish accountability for delivery and consultation on priority setting at a neighbourhood level.

An SNT at Barnsley took the highest honour in the uniformed services team category of the Public Servant of the Year Awards 2005. The SNT, part of the Barnsley community safety partnership, won its category for developing lasting solutions to local crime and reducing the public's fear of crime. The team's pooling of specialist police and council resources enables it to work more effectively with communities and to focus on specific neighbourhood priorities.

In March 2006 a community intelligence manager was appointed to support the information needs of SNTs, developing relationships in districts between neighbourhood policing and the intelligence function. The target is genuine community engagement rather than community intelligence that is seen as a stepping stone in the process. All districts have increased their resources for community intelligence work since the implementation of neighbourhood policing. Community intelligence analysts are now in place and feed both local and force processes.

Neighbourhood policing operates within the NIM framework which directs the tasking process. The main driver for SNT work is long-term problem solving and demand reduction linked to the analysis of crimes which signal a disproportionate impact on community safety. There has been a shift of focus in force intelligence products from thematic reporting of crime hotspots to an emphasis on high-crime areas, not by single issue but on the basis of their combined effect. Links between level 2 capability and SNTs are being made through NIM processes.

SNUs have been established within each district and have an intelligence development and communications function. The district SNU has been introduced to support neighbourhood policing, improve National Crime Recording Standard (NRCS) compliance and enhance community engagement, in addition to an incident-handling capability linking into quality of service commitments (QoSs).

Sergeants and constables working in neighbourhoods receive special priority payments, and the force acknowledges the community officer and special constable of the year with an award. Special Constabulary officers based within an SNT won the Ferrers Trophy, a national problem-solving award, in 2005 for their work on street crime within a deprived area.

The corporate communications department manages the force communications strategy for neighbourhood policing. This department co-ordinates the force communications and directs communications at district level via the local media officers. A strategic-level working group is continuing to develop the force strategy, involving the head of corporate communications, two members of the SCT and representatives from the community safety department reassurance team. This is further developing the force approach on marketing communication of neighbourhood policing.

The force has a large-scale perception survey, Police Talk, the results of which are analysed at postcode level and provided to district commanders to inform their control and patrol strategies. For special interest communities, focus groups are held in conjunction with the Police Authority joint secretariat. The police are represented at all forums within the community.

Community profiles are an integral part of the developing engagement policy detailing how each SNT maintains an engagement plan. Each SNT has to conduct a full community audit,

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identify key stakeholders and the make-up of the community, and develop plans for effective engagement with each of the elements. Within the specialist community engagement programme (community safety), there has been detailed work in developing and maintaining specialist and minority community key individual networks.

## Strengths

- South Yorkshire Police has invested in neighbourhood policing and has implemented a force-wide structure to support this, two years in advance of the national deadline. In the 2005/06 budget every BCU was given a recurrent annual revenue budget of £500,000 to invest in neighbourhood policing.
- The neighbourhood policing model adopted by the force comprises inspector-led SNAs, each of which is made up of a number of sergeant-led SNTs. The work of the SNT is focused on a partnership approach to quality of life issues and effective engagement with all members of the community, and, where possible, the SNT is co-located with partners and joint tasking takes place.
- Neighbourhoods were identified jointly with local authorities, with a clear view that the neighbourhoods have to be identifiable by the community that lives within them. The force currently has 23 inspector-led SNAs which manage 54 sergeant-led SNTs. The process of deciding SNT boundaries was intelligence led and based on the assessments of policing demand, geographic and demographic factors. This led to a concentration of resources in some urban, high-crime areas, in contrast to other parts of the force area. Consideration was given to achieving coterminous or consistent boundaries with partner agencies, particularly local authorities.
- The force has six priorities within the force strategic plan for 2005–08 and three of them link directly to service delivery through neighbourhood structures. These priorities cascade through the organisation into district and department business plans. The local business plans demonstrate how finance and human resources are aligned to each priority.
- The force has a clear policy on neighbourhood policing, which accords with the ten principles in the National Centre for Policing Excellence (NCPE) practice advice and shows how neighbourhood policing is part of mainstream policing. This policy outlines the role and purpose of neighbourhood policing and specifies the structures and identities of the neighbourhood teams allowing for local variation.
- Each SNT comprises a mix of resources including police constables, PCSOs, community wardens, special constables and a tasking officer. Processes are under way to accredit the community wardens at each district with some policing powers as part of a community safety accreditation scheme. The training and associated powers of PCSOs, special constables and other members of staff concerned with the SNT is directly linked to neighbourhood policing. Joint training has been undertaken with partners and analysts. There are examples of co-location with partners, such as teams working in the same building and some joint patrol.
- The partnership development and performance forum is developing partnership work across all policing areas at a force level, and is taking full cognisance of the neighbourhood policing principles and the developing engagement work that is central to that policing model. A neighbourhood community engagement plan is

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currently out for consultation, and will form a major element of the South Yorkshire Police partnership development action plan.

- There are structures and processes in place to support partnership working. At SNA level there are JAGs, which are supported by NAGs at the SNT level. The partnership development performance forum seeks to balance potential positive outcomes against cost, and at the other end of the scale looks at whether partnership engagement is taking place to the fullest appropriate extent.
- The majority of the SNTs are either co-located or working very closely with the local authorities. Three out of four local authorities have provided a tasking officer to work with the SNTs. These individuals work as part of the SNT management and assist with intelligence-led assimilation and deployment of partnership resources. Their role involves them deploying team resources to address community priorities, including police officers.
- The force has a dedicated project team providing policy, protocols and tactical support, and giving corporate guidance aligned to national good practice.
- Two trainers provide dedicated force problem-solving training. The force has a tactical options problem-oriented policing database, called Street Solutions, available through the intranet. A two-day problem-solving course is provided to members of staff working in neighbourhoods, supported by additional training days. Partners and members from the community have attended the training events, where there is a focus on community engagement and problem solving. Training is being designed around effective working in partnership and problem solving, aimed mainly at inspectors and sergeants. The force is looking at the skills and abilities which are required and how they can be developed as the force is reshaped around neighbourhood policing.
- Role profiles have been created for all neighbourhood roles and are incorporated into the force integrated competency framework.
- There is a force protocol on the deployment of PCSOs and their alignment to SNTs. The force intends to have 521 PCSOs in place by 2008 and has appointed PCSO supervisors at a ratio of 6:1. Special constables are also aligned to the SNTs. The force exceeded the previous year's target of 252 and is aiming to recruit special constables to a level 10% of the strength of regulars by the end of 2006. A policy is in place which outlines an accreditation scheme; the Chief Constable has approved a number of schemes, for example the vehicle and operator services agency VOSA and Sheffield Ambassadors. Other groups are being considered for accreditation, including local authority wardens and security officers of a private shopping centre.
- The force has identified the strategic difficulties in capturing community intelligence and the director of intelligence has pioneered a new approach embracing crime-focused cultures. The force intelligence strategy has a sub-group dedicated to community intelligence and neighbourhood policing. The intention is to mainstream neighbourhood-policing issues within core NIM processes and products. On this basis, a comprehensive practice guidance document was created in August 2005, which was launched at the first of a series of quarterly seminars on community intelligence. The force is piloting some aspects of NIM/neighbourhood policing on behalf of ACPO NIM and has created its own minimum standard for 'NIM and safer neighbourhoods'. This document described the role of neighbourhood policing

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issues within briefing, tasking and assessments and indicates where partnership involvement should take place. At the tactical partnership level there have been big improvements in partnership critical-incident management on a daily basis.

- Each SNT completes a community tension assessment to feed into the T&CG. These in turn feed into an overarching assessment for individuals, districts and the force. Community cohesion is a force control strategy priority reviewed daily at district and at force tactical tasking, chaired by an ACPO officer. The force tactical assessment includes a community tension assessment and details of hate crime, using a geographical information system (GIS). SNTs are seen to be active intelligence sources and the force has seen a significant input to this picture from PCSOs, who receive intelligence training during their induction.

### **Work in Progress**

- The force intends to expand the neighbourhood policing steering group to include more internal stakeholders and ultimately partners.
- The force has a performance management framework in place for all districts and departments, which will provide the accountability mechanisms for neighbourhood policing teams. Some indicators are already in place and the performance review unit is developing more specific indicators for neighbourhood policing. The work follows the national development of performance measures and the team is working closely with the national reassurance programme. An abstraction policy is in draft and is being incorporated into the force's automated duty rosters. This will form part of the overall district performance on neighbourhood policing. The challenge for the force is to influence commanders to have confidence in these changes, confidence in problem solving and confidence in the performance management framework to monitor and evaluate. A shift in values is required to ensure success.
- In line with Centrex guidance on neighbourhood policing, a need has been identified and work commenced to develop an information technology (IT) solution for capturing problem-solving work so that all initiatives are readily available across each CDRP.
- Support processes are being aligned with the neighbourhood policing approach, for example a website is under development which will publicise details of all SNTs and their members of staff. Perception-based surveys are being revised to meet the needs of individual SNAs. Other survey work is undertaken to ascertain the success of local initiatives. All developments are co-ordinated in line with the QoSC.
- Integrated working by specialists across operational functions is limited and is determined by force tasking. There has to be a really significant set of circumstances to warrant that level of integration. Operation Impact is being developed to bring together resources to deal with situations where there is significant harm to communities.
- The sub-group on neighbourhood policing/NIM has completed a reality check and it is clear that districts are progressing at differing rates and that partners are more engaged in some areas than others. Having established definitions, processes and structures in the minimum standards and practice guidance, the focus of the FIB will be on continuing to support districts towards these standards.

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- Partnership involvement in tasking and co-ordination is an area of ongoing development, at all levels including CDRP and local strategic partnership. Joint agency meetings take place in districts and the involvement of partners in the T&CG is generally through local authority tasking officers or community safety partnership representatives. However, the picture is mixed and reflects different relationships within the different districts.
- The reassurance team has a stream of work detailed in the reassurance programme that is aimed purely at developing the wider policing family. A volunteer programme has been devised and is awaiting SCT consideration and approval before it is progressed. One of the roles being put forward is that of a neighbourhood assistant who could assist in the varying functions of an SNT.

### Areas for Improvement

- Compared with MSF averages on making contact, action taken, being kept informed of progress, treatment, and perception of overall service provided, the force performs below them in terms of satisfaction. This is also reflected in sections of the British Crime Survey, where the force performs below the MSF average on percentage of people who think their local police do a good job and in the public perceptions of ASB and risk of household crime.
- The force did not use a single launch date to publicise neighbourhood policing within communities, because it was felt they were not ready. However, the force needs to ensure that effective internal and external communications are present to assist the implementation of each element of the programme.

## GOOD PRACTICE

<b>TITLE: The “Lifewise” Centre</b>
<b>PROBLEM:</b> The development of a county wide multi-agency enhanced 'Citizenship Centre' has been a vision for South Yorkshire Police (SYP) for some years.
<b>SOLUTION:</b>  On 18th April 2005 the 'Lifewise' Centre became a reality and gave a permanent home to the SYP led 'Crucial Crew' event. This secured the event's future sustainability, in a purpose built site providing a solid basis for the SYP target to deliver Crucial Crew to 100% of year 6 pupils by 2008.  The centre provides the capacity to deliver wider crime, community safety, personal safety and citizenship awareness training through real life scenarios to all sectors of the community and in particular to the most vulnerable.  The 'Lifewise' development has been led by SYP with input from other partners and currently functions under a management contract between SYP and The Magna Trust set to run until March 2007.  In order to manage the potential throughput of activity across a wide spectrum of interested groups an operational protocol has been developed, which includes

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prioritising criteria and a charging policy.

**OUTCOME(S):** Between 18th April 2005 and 31st December 2005 South Yorkshire Police and its partners organised events within Lifewise that attracted 8,339 members of the community. These included 10 to 11 year olds involved in Crucial Crew, young offenders from the counties Youth Offending Teams and adult groups associated with Neighbourhood Watch, minority ethnic communities and asylum seeker issues. The projected total of participants utilising the centre in its first full year of operation is 20,098

The centre is also providing the foundation for delivery of two Home Office funded projects being co-ordinated by South Yorkshire People United Against Crime. These projects are specifically aimed at young people 'Not in Employment, Education or Training' (NEET) and Citizen awareness training for refugee groups.

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**1C Customer Service and Accessibility**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Fair</b>	<b>Declined</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
0	19	22	2

**Contextual Factors**

The Chief Constable, as part of his vision, has articulated values and standards about customer service. One of the force’s priorities for 2005/06 is to reduce people’s concern about crime, ASB and disorder, provide a citizen-focused police service by improving communications from, and with, the public, and provide an accessible and visible service inspiring confidence in South Yorkshire Police, particularly among vulnerable communities. This in turn is complemented by the communications strategy, which is about promoting an organisation that is visible and accessible and in which people can have confidence to deliver a quality service.

The South Yorkshire Police QoSC is headed by the DCC. The South Yorkshire Police QoSC approach is a holistic one, integrating key projects such as the Victims’ Code, First Contact, national call-handling standards and the single non-emergency number (SNEN). Customer service is embedded in the value system of South Yorkshire Police and QoSC is seen as the next step in formalising what customers can expect.

Citizen focus is an area where the force is implementing improvement actions, hence related measures feature within the force performance management framework at all levels. Detailed analysis of the key influences on satisfaction is undertaken and action plans created by each district. Complaints and commendation feedback, coupled with consultation, is used to assess and improve service delivery. The DCC has highlighted and discussed satisfaction levels during the CHC process.

A network of quality champions has been established throughout the districts and departments to enable the project team to continually test compliance and identify risks and contingencies. Continual consultation with practitioners allows barriers to compliance to be identified early and risk to be minimised.

Surveys are conducted as part of the British Crime Survey. These show continuous improvement in the levels of confidence perceived by the public, for example the force is 13th out of the 43 forces regarding the estimated risk of an adult being a victim, once or more in the previous 12 months, of a personal crime.

The force hosted a national QoSC conference in November 2005 based on progress towards compliance and overcoming barriers. The aim was to highlight good practice and share information. Presentations were given by the Home Office, the Association of Police Authorities and ACPO. Subsequently, the force joined with other northern forces to form a

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consortium working closely with the police crime and standards directorate (PCSU) to identify best practice in relation to quality of service through benchmarking activity.

The force recognises good performance and has processes in place to acknowledge good work and celebrate success. The internal magazine *Billboard* carries features about members of staff who have provided excellent levels of service.

South Yorkshire Police has recently successfully retained the Charter Mark standard for a 16th year.

### **Strengths**

- Quality of service is reflected in the vision and values of the force. A project management approach to the QoS was adopted in early 2005 and the DCC and a member of the Police Authority jointly chair the quality steering group. Funding has been secured, assisted by the close involvement of the Police Authority, for those key service areas upon which the force needs to concentrate to achieve compliance with the commitment. The force is on target to be fully compliant. In most areas the policies, training and resources are in place to deliver the QoS.
- At force level, satisfaction data is used in all the key performance forums such as the CHCs, quarterly review days and the district commanders' and operations performance meetings. The data is published alongside all other performance data as part of the strategic performance overview, available on the intranet for all to access. The Chief Constable has an objective in his PDR relating to customer satisfaction. The ACC (territorial operations) agrees objectives with district commanders in their PDR in relation to satisfaction levels. The performance management framework document instructs departmental heads to review satisfaction data on a regular basis with their command teams.
- The force is committed to making itself accessible to all users. Accessibility is embedded throughout the strategies of the force, including neighbourhood policing, communications, call handling, estates, e-policing, etc. The force aims to align more closely with the identified needs of communities; a recent example is the introduction of a revised shift pattern aligning operational policing to more closely meet demand for policing services from communities. The new system aims to match resources with demand and to integrate the need for training days, quality briefings and more efficient administration. Early indications are that the new system is enabling the force to be more responsive to the needs of its customers.
- Co-location and closer working relationships with partners contribute to the accessibility of the force. As part of the initial introduction of the SNEN, the force is working in partnership with Sheffield City Council to provide an aligned service. The early adoption of a neighbourhood policing approach, through the introduction of SNAs and SNTs, brings policing closer to communities, simplifies communication channels and improves the flow of information.
- The force website is constantly reviewed and compares favourably with peers against criteria for performance and quality. Web services are looking at a number of developments around accessibility but also visibility via the web. South Yorkshire Police consistently scores highly in evaluation by the SiteMorse web-site testing service for accessibility and usability. The site is improved continuously and pages are being developed for all SNTs informing communities of contact details and policing information about neighbourhoods. This will link directly to the requirements

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of the QoSC and the local policing summaries. An e-policing strategy is being developed and will be integrated within the overall communications strategy.

- For some time the force has produced an annual publication *Serving You* which is delivered to every household in South Yorkshire. The information contained in the publication is tailored for each of the districts to ensure it is appropriate to its audience. As a medium for communication it is well established and provides a vehicle for the local policing summaries required from April 2006.
- Members of staff in public-facing roles, including call handlers and police officers, receive in-depth training on public confidence and satisfaction. Call handlers receive training in relation to the psychology of call handling. This not only ensures that they provide a professional and high-quality service but also ensures that South Yorkshire Police gains the most from the calls in terms of information quality.

### **Work in Progress**

- The force has taken steps to improve the satisfaction of its customers, specifically in relation to keeping them informed and providing feedback on actions taken. Detailed analysis of the influences on satisfaction has been conducted and the results forwarded to the appropriate forums and individuals. Qualitative measures form part of the performance management framework which informs learning and development in this area. All surveys are conducted in accordance with national guidance and have been praised by the Home Office for including a specific NCRS-related question. South Yorkshire Police is implementing telephone surveying, in an effort to gather more robust satisfaction information, especially from hard-to-reach groups. The local Police Talk surveys, produced in conjunction with the Police Authority, are to be conducted on a rolling basis at SNA level. The programme will ensure that each SNA will conduct a local survey annually, which will lead to better local accountability. Customer clinics and other engagement forums will also be enhanced through the engagement strategy and will be central to local analysis of satisfaction.
- The force is working to improve the way in which it keeps people informed and is therefore including a South Yorkshire local target in the local domain of PPAF, from April 2007, to increase the number of feedback calls to victims of crime. This links closely to the requirements of the Victims' Code; force-wide training is being undertaken to outline the expectations on officers/staff to maintain contact and provide updates on a regular basis. The force needs to be confident that feedback processes are sufficiently developed to guarantee a consistent quality of service.
- The force recognises the need to formalise standards of service and publicise them more fully, which will be done as part of the South Yorkshire QoSC marketing strategy. The force is on target to be fully compliant with national requirements of the QoSC; a detailed plan of action is available to demonstrate how compliance will be achieved. Consumer clinics are to be conducted to ascertain the needs and wants of customers in relation to commitment areas once process issues have been addressed.

### **Areas for Improvement**

- The force achieves levels of customer satisfaction that are below MSF averages on making contact, action taken, being kept informed of progress, treatment, and perception of overall service provided. This is also reflected in sections of the British Crime Survey, where the force performs below the MSF average on the percentage of people who think their local police do a good job and in the public perceptions of ASB.
- As part of the contact management process and the move to neighbourhood policing, SNUs have incorporated the customer service desk and crime management unit functions. The SNU provides a point of contact for the public, for reassurance and information purposes. The force needs to ensure that it is satisfied with the relationship between the contact management centre at Atlas Court and the SNUs in each district. Members of staff need a clear understanding of the incident grading arrangements and roles and responsibilities around delivering services to the required standard.

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**1D Professional Standards**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Not Graded</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
2	16	25	0

**National Position**

In view of the recent focused inspection activity of professional standards departments across the country, the grade allocated in the national moderation process and publication of the reports in January 2006 will be applied for the purposes of baseline assessment.

The inspections were conducted using a substantial framework of questions under EFQM4 (European Foundation for Quality Management) headings. This framework of questions was forwarded to forces in line with normal baseline methodology, requesting self-assessment and submission of relevant evidence and supporting documentation. This material was then analysed and followed by HMIC inspection teams visiting forces to carry out validation checks and supplementary interviews of key staff and stakeholders. The baseline inspection reports include recommendations as well as areas identified for improvement.

Evidence was gathered, consolidated and reported upon in individual force baseline assessment reports which can be found on the HMIC website:

[http://inspectrates.homeoffice.gov.uk/hmic/inspect\\_reports1/baseline-assessments.html](http://inspectrates.homeoffice.gov.uk/hmic/inspect_reports1/baseline-assessments.html)

## 2 Reducing Crime (Domain 1)

### 2A Volume Crime Reduction

<b>Grade</b>	<b>Direction of Travel</b>
<b>Fair</b>	<b>Stable</b>

#### National Grade Distribution

Poor	Fair	Good	Excellent
1	18	20	4

#### Contextual Factors

The DCC introduced a performance framework with emphasis given to volume crime reduction. This approach is cascaded throughout the organisation through a range of performance and accountability mechanisms. The ACC (territorial operations) chairs a four-weekly operations and performance meeting to review progress against force targets and evaluate and share good practice. Performance visits are held by the ACC to discuss individual performance. Volume crime performance is a key feature of the CHCs conducted by the DCC and result in actions being identified to improve performance. The SCT also reviews performance every Monday, and has a dedicated resource available to be deployed to work with underperforming districts.

The South Yorkshire Police crime strategy is a framework designed to give direction and to guide the force towards achieving aims and objectives. South Yorkshire Police objectives are to improve the prevention, recording, investigation and detection of volume crime, hate crime and serious crime, using the 5Ps: people, policy, processes, partnerships and performance. Each of the first four of these areas is headed by a detective superintendent, leading a team to research, develop and implement work designed to improve the approach to volume crime, hate crime and serious crime. The work of these four teams is agreed and prioritised by the executive crime strategy board, chaired by the ACC (specialist operations). The performance area is addressed through the operations and performance meeting where iQuanta (a web-based tool for policing performance information and analysis) and other data are used to assess performance against national and local targets.

South Yorkshire Police was late in fully integrating the NCRS across the force and did not pass the initial audit. As a consequence, there has been work done to ensure compliance with the standard. The result has been significant rises in the recording of certain categories of crime, which now appears to have peaked.

The force strategic assessment and T&CG place firm emphasis on high-crime areas. The control strategy prioritises the greatest threats to the force as a whole, including the impact of high-crime areas. Each district has a local control strategy based on the strategic impact assessment. This recognises a focus on crime reduction incorporating a partnership approach to reducing crime against SMART targets. Crime reduction activity is co-ordinated daily through the tasking and co-ordinating process. A fortnightly meeting reviews performance.

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SNTs are held accountable for crime reduction through joint neighbourhood plans agreed with local authorities and other partners. Districts have implemented partnership plans incorporating national best practice to tackle alcohol-fuelled violence. The multi-agency plans are based on strategic analysis and support the Government's alcohol harm reduction strategy. Performance is continually monitored and formally reviewed. An intranet tactical toolkit called Street Solutions captures policing tactics and problem-oriented policing initiatives reflecting on successful experiences.

The Chief Constable chairs a force steering group, and a detective superintendent chairs an operational working group designed to ensure delivery of the prolific and other priority offender strategy on a multi-agency force-wide basis. Each CDRP has a multi-agency offender management panel that deals with its nominated prolific and other priority offenders. The police play a leading role in these forums through the provision of intelligence in relation to each offender.

The Chief Constable has a positive working relationship with all the local authority chief executives, via the chief executives' forum and the regional development agency Yorkshire Forward, and chairs the local criminal justice board (LCJB). The partnership development performance forum seeks clarity on why, what, who and where to engage in partnerships at neighbourhood, district and sub-regional levels. The forum was set up in June 2005 and the first task was to prepare the partnerships action plan which was in place in March 2006. The forum seeks to balance potential positive outcomes against cost and, at the other end of the scale, looks at whether partnership engagement is taking place to the fullest appropriate extent. The forum is there to help design and inform decision making on which of South Yorkshire Police's business interests are in partnership engagement. Commanders are involved in their local strategic partnership arrangements. The SCT has set the parameters for development of neighbourhood policing and has initiated a model inclusive of a partnership problem-solving approach centred on the SNTs.

The force has invested significantly in a partnership-based neighbourhood policing structure and continues to develop performance mechanisms for effectively measuring both the inputs and outcomes of its investment.

District commanders are held to account for CDRP performance against targets. Each CDRP has set SMART targets relating to crime and disorder. Each has a task group against the relevant crime type, and a CDRP performance board or similar is in place and is co-chaired by the district commander and an executive member of a partnership agency such as the local authority. On a monthly basis the performance board meets and targets are critically assessed and reviewed. In addition, on a six-weekly basis, performance is reviewed by the local strategic partnership.

### **Strengths**

- The force has introduced a robust accountability framework that allows the SCT to intrusively manage performance as well as sharing good practice and learning.
- The force has a robust approach to the management arrangements and data quality issues arising from NCRS guidelines. South Yorkshire Police has identified further improvements for 2006/07 which, the force believes, will evidence the statement that recorded offences have peaked and are now beginning to plateau. The Police Authority funded the deployment of 24 NCRS champions throughout the force and acknowledges that this was a 'sticking plaster' to deal with the problem in the short term. However, the chair felt that this was necessary to manage the transition and deal with the immediate risk to the organisation. He now feels that the culture is

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moving towards an attitude of 'get it right first time' and that the champions will no longer be necessary in the near future.

- The force has adopted a neighbourhood policing approach that has allowed volume crime reduction to be sited within the community and viewed as a partnership issue. The NIM is integral to this partnership approach. The SNT structure comprises co-location of police and partners sharing information on a daily basis to tackle crime and disorder problems in their areas, with feed from the daily tasking process.
- The South Yorkshire Police crime strategy is a clear framework, designed to give directions and guide the force towards achieving its overall aims and objectives.
- The crime strategy policy group has developed a programme of thematic inspections to test whether districts are complying with crime investigation policies. The first inspection regarding hate crime has been conducted.
- Ownership of plans through the NIM extends to all areas of risk, including domestic violence and prolific offenders. Intelligence through the NIM is also used to predict crime increases in the medium term, through the use of a crime calendar. This enables both situational and environmental crime reduction initiatives and prevention work with other agencies.
- Following the latest audit of NCRS compliance (2005), South Yorkshire Police was graded as being Fair for its management arrangements and Excellent on data quality.

### **Work in Progress**

- CDRPs are moving towards a NIM-based model of research and analysis feeding a cycle of tactical and strategic meetings. Where this is best advanced, it is working well, although the coming year will see more work to raise the impact of the NIM across all CDRPs.

### **Areas for Improvement**

- As identified in the summary above, the force is experiencing the after-effects of late NCRS integration, with crime rises continuing above 2004/05 levels in all categories other than domestic burglary. The force is not currently on track to meet its public service agreement (PSA) target. The PSA target was set against a baseline that was taken before the force saw increases in volume crime due to improved compliance with the NCRS, and improved call-handling service resulting in fewer lost calls some of which were people wishing to make a crime report. The target is therefore not now realistically achievable. However, the force is monitoring the target, and each CDRP's contribution to it.

### 3 Investigating Crime (Domain 2)

#### 3A Managing Critical Incidents and Major Crime

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Stable</b>

#### National Grade Distribution

Poor	Fair	Good	Excellent
5	17	17	4

#### Contextual Factors

South Yorkshire Police has a track record of successfully investigating to conclusion homicides and other major crime. This is partly attributable to the robust structures that the force has in place and its effective use of the NIM.

The force has four dedicated senior investigating officers (SIOs) for crime at superintendent level, supported by a major incident team with outside enquiry staff drawn from districts through a managed abstraction process. Incidents are subject to review in line with national guidelines, and appropriate operational contingencies are in place to properly resource major incidents.

South Yorkshire Police has structures at gold, silver and bronze levels for critical incident response and enquiry, with key personnel trained at each level to nationally accredited standards. Areas include firearms, public order, CBRN (chemical, biological, radiological and nuclear), body recovery, site incident manager, kidnap, hostage negotiation, intelligence and covert operations. Access to these resources is via the force incident manager on a 24/7 basis.

The force has a central PPU complemented by similar units at each district. The PPU leads on MAPPA (multi-agency public protection arrangements), child abuse investigation, hate crime, domestic violence, missing persons and adult protection. A central child abuse investigation unit supports investigation of child abuse and rape and serious sexual assault. The dissemination of this function to district level is subject to a pilot at Rotherham which, at the time of the assessment validation, was being assessed.

The force has a contingency planning unit and a series of formal and informal arrangements for accessing regional or national support in key areas. It has risk assessment structures at strategic (local resilience forum) and tactical levels.

The force has a NIM-compliant system to capture community and crime-related intelligence as part of the strategic intelligence requirement. This feeds into the force strategic assessment and control strategy. Systems are in place for formal community impact assessments in relation to critical and other major incident investigation. Detailed analysis has been carried out and continues to be carried out in key areas, including organised crime groups, domestic homicide, rape and serious sexual assault.

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Intelligence systems are broadly interoperable and supported by a dynamic reasoning engine for cross-index enquiries. There is good linkage to regional forces, crime investigation agencies, and key partners such as the Immigration and Nationality Directorate, Her Majesty's Revenue & Customs, the regional asset recovery team, and the Department for Work and Pensions.

There are clear policies in relation to the investigation of major crime, homicide and other sudden deaths. South Yorkshire Police has good relations with HM Coroners, the Health and Safety Executive, local authority (environmental health) and health service partners. In addition, South Yorkshire Police has specialist IAGs supported by other key networks developed at district level. These are supported by the community engagement unit which is capable of accessing key community contacts.

South Yorkshire Police is historically an exporter of experienced personnel and expertise in key areas to support the work of national enquiries and other forces.

### **Strengths**

- The force has a robust major incident enquiry structure, supported by a dedicated major incident team, with an excellent track record of successfully investigating to conclusion homicides and other major crime. There is a focus on crime-oriented protective services and the force budget for 2006/07 includes £1 million provision to increase resources in this area. Using workforce modernisation, this equates to 24 posts to reinforce three syndicates: a robbery team which will also look at level 2 issues, the serious and organised crime team, and Operation Maple looking at gun crime. Investment is also being made in Special Branch and in major incident teams. The investment in three headquarters syndicates will also improve surveillance capability and capacity, in addition to the dedicated surveillance unit which supports districts.
- Policies are in place, providing instructions to ensure that scenes are managed at the initial stages of investigations. In addition, training is given at district level with regard to the 'golden hour' principles covering those early stages and these have recently been reviewed. The duty senior detective, who refers to the force crime manager and/or duty SIO for potential major incidents, carries out initial crime scene assessment.
- South Yorkshire Police has a NIM-compliant intelligence structure backed by good community linkages at force and district levels.
- Community impact assessments are carried out as a matter of routine during incidents of major crime. The assessment is commenced and updated by the SIO in consultation with the district commander. The force has a standing IAG that is the main formal consultation body for policy and other matters. For specific incidents, local consultation takes place using community contacts developed at BCU and force levels and tailored to the nature of the incident.
- Community and partnership intelligence is an increasingly important factor in decision making, particularly around community tension. A community intelligence strategy has been implemented and is reflected in cyclical community tension assessments. This is supported by a network of community contacts within the community safety department and also through CHIS (covert human intelligence source) and other covert activity.

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- The force has had some recent success through Operation Nightingale on the cold case review of rape cases using DNA. The force is considering options for the establishment of a cold case review unit; this is an area that could be enhanced through a collaborative working framework.
- Officers have 24/7 access to trained critical incident managers at gold, silver and bronze levels and to relevant support personnel. There are seven force incident managers and a bid has been made for one more. There is major incident management capability at the Atlas Court communications centre and a gold communications and incident room at force headquarters.
- Problem profiles have been completed in relation to a number of critical categories as follows:
  - **Drivers of homicide** – extensive analysis has been carried out into the understanding of homicide, in particular domestic violence, and a full problem profile has been completed regarding murder and attempted murder by the force strategic analyst. This includes victim profiling and potential opportunities for homicide prevention.
  - **Kidnaps** – the force has taken the regional lead in this area and presentations are provided to the SIO course at the National Specialist Law Enforcement Centre, which covers methods of dealing with kidnap scenarios with a strong telecommunications input.
  - **Paedophile rings and dangerous offenders** – the MAPPA system and ViSOR (the computerised Violent and Sex Offenders Register) are used to capture individuals and, in addition to action plans for case management, ongoing analysis is undertaken to identify links and trends. Extensive analytical work is carried out in this area.
- There is an extensive programme for professionalising the investigation process (PIP) in force. PIP is embedded into the IPLDP process at level 1 and the Initial Crime Investigators' Development Programme (ICIDP) at level 2. Current SIOs are in the process of being accredited at level 3 and a level 3 programme is under way for detective chief inspectors. A road death investigation course is scheduled to accredit road death investigators at level 2. Courses are also scheduled for call handlers and dispatchers (level 1) and child abuse staff (level 2). Once trained there will be a continual assessment process through the PDR.
- The force has a structured review system for major enquiries, including 7-day self-review, 28-day formal review and regular review thereafter, including 2-year cold case review. It also engages in cold case review exercises such as Operation Advance and uses major investigation team officers in downtime to review undetected rape and serious sexual assault.
- A data-sharing initiative has been set up with Humberside Police (LEXIS). Data from both forces' systems is shared through web-based technology and underpinned by a data-sharing protocol. Other data-sharing schemes are currently active, notably in Operation Reflex where intelligence is shared between the Immigration and Nationality Directorate, South Yorkshire Police and the Identity and Passport Service, again supported by information-sharing protocols. All memoranda of understanding and information-sharing agreements are being reviewed in line with

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the new code of practice on the management of police information (MOPI). A project team was established to implement the recommendations of the Bichard report. This has evolved into a MOPI/Impact project.

- A continuing training programme has enhanced casualty bureau capability and will migrate to HOLMES 2 (version 10) shortly in order to support Meta Integration Repository web (MIRWeb) configuration management system and Court Automated Systems web (CasWeb). CasWeb and MIRWeb are used to enable police anywhere in the UK to provide a call taking and data-entry facility. It assists a force handling a high profile crime enquiry or major disaster through mutual aid. CasWeb allows mutual aid forces to create, search and update records and record messages on the host force's casualty bureau system.
- South Yorkshire Police has a clear Osman warning policy, which is used by level 1 or level 2 resources, as appropriate, to carry out the necessary warnings and to deal with threats to life or well-being. An Osman warning refers to an obligation on the part of the police to alert individuals (and where appropriate their families) of a risk or threat of serious violence, to facilitate defensive responses.

### **Work in Progress**

- The force is working to develop existing linkages, where possible, through regional structures in the context of the new 'policing landscape'.

### **Areas for Improvement**

- The force is investigating ways to limit abstraction for major incidents through workforce modernisation or future growth. The *Closing the Gap* report has caused the force to review its need for a major incident team. There is a standing abstraction of about 60 members of staff from districts and the estimated requirement would be for about 120 to set up a unit to meet current levels of demand. The force will need to debate how it can resource such a unit and consideration will be given to rationalising specialist crime support as well as looking at growth and abstractions from districts.
- South Yorkshire Police is planning to deliver a programme of critical incident training following a recent training needs analysis exercise.
- Specialist crime support planning needs to ensure that there is a greater integration between its operational priorities and those of the force as a whole, particularly around the developing neighbourhood policing agenda.

**3B Tackling Serious and Organised Criminality**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Improved</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
7	21	13	2

**Contextual Factors**

This is an area in which South Yorkshire Police, working with partners, has achieved significant results, particularly in relation to drugs-based organised crime groups and in the field of immigration and facilitation. The DCC is the national lead for asylum and immigration, Operation Reflex, Pentameter, the Gangmasters Licensing Authority, the National Fingerprint Board, and the NIM steering group. In force, the ACC (specialist operations) is responsible for the level 2 assets and is the NIM champion for the force. He chairs the intelligence strategy management board, co-chairs force tasking with the ACC (territorial operations), and regularly attends specialist crime services tasking.

Serious and organised crime is a clear priority in the strategic and local policing plans, supported through the strategic analysis of organised crime groups feeding into the strategic intelligence requirement (SIR) and the tasking process. Performance indicators exist at departmental level and form part of the performance framework for support departments managed by the ACC (specialist operations), which in turn forms part of the force performance management framework.

The threat from terrorism is captured in the biannual strategic intelligence assessment, which feeds the SIR. The recent heightened threat has led to a number of South Yorkshire Police-based and regional operations focused on intelligence gathering, disruption and executive action. The force is also supporting the Metropolitan Police-based enquiry into the London bombings.

The force is committed to funding this important area of work and there is an operational contingency fund that is used to meet the cost of additional police activity specifically designed to tackle serious and organised criminality. There are standing resources for serious and organised crime, drugs and gun crime (Operation Maple), robbery, surveillance, economic crime/money laundering, immigration and facilitation crime (Operation Reflex), and covert operations.

The above resources form part of a biweekly level 2 tasking process, chaired by the detective superintendent (operations) and attended by the ACC (specialist operations), which considers applications at force and district levels based on a harm matrix assessment backed by an intelligence package. The process also reviews current operations. These are supported by the FIB, the intelligence development team and the telecoms unit.

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The force uses sub-groups for cross-border criminality, including street crime and robbery, 2 in 1 burglary and distraction burglary, to co-ordinate district activity and it invokes level 2 supports where appropriate. The force can demonstrate a track record of joint working in relation to organised crime. There are good linkages to other agencies, notably the National Crime Squad (NCS), the National Criminal Intelligence Service (NCIS), the regional asset recovery team, the Immigration and Nationality Directorate, the Department for Work and Pensions, and Trading Standards, with well-established and successful inter-agency intelligence flows.

The force took a national lead in the early establishment of a joint intelligence group funded by Operation Reflex and also took responsibility for the successful bid to create reciprocal arrangements within the neighbouring police areas of West Yorkshire and Humberside. The Reflex unit shares intelligence from various agencies, supported by appropriate data-sharing agreements. Numerous multi-agency operations have been undertaken as a result, the most successful being Operation Rampart which concerned the trafficking of females to work in the sex industry.

### **Strengths**

- The force has a number of standing teams for key areas of level 2 activity with significant expertise. These include Operation Reflex (immigration crime), Operation Maple (gun crime), the serious and organised crime unit (organised crime gangs and drug crime) and the robbery team (serious and series robbery). These teams form part of the operational and surveillance capacity.
- The force has a proven track record of successfully mounting operations at level 2 or level 3, alone or in partnership with other agencies, in the fields of both criminality and anti-terrorism.
- The force currently has a dedicated witness protection unit operating in accordance with national ACPO guidelines. The unit provides assistance to other forces and outside agencies, and the officers belong to the national network of witness protection officers. There is an established risk-assessment process in place within the unit. The force also provides protection and practical assistance to vulnerable witnesses in the form of alarms and other technical equipment, which can be deployed locally at district level or through the central technical support unit (TSU). A 24-hour call-out system is also in place for firearms-related witness protection issues.
- The force is increasing its capacity for serious and organised crime enquiry, in terms of team structure/strength/ surveillance capacity/back-office support, through the proceeds of successful growth bids. It is also increasing capacity and structure in relation to the Special Branch team. There has been considerable investment in protective services from reserves.
- There is no history of regional tasking of operations not being undertaken through lack of resource or other similar reasons. There are examples such as Operation Rampart (South and West Yorkshire) and Reflex (South Yorkshire, West Yorkshire and Humberside) of focused joint operational activity. In truth, several of the forces within the North East region have sufficient capability to undertake cross-border and level 3 operations on a stand-alone basis or jointly with the NCS or NCIS. There is an issue in relation to the current structure of the regional tasking in that it does not currently reflect the real 'criminal geography' or the emerging drivers for changes in force boundaries. South Yorkshire Police has been lobbying for some time for the

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current regional tasking body to be split on a north–south basis, with Yorkshire and the Humber separating from the northeastern forces.

### Work in Progress

- The force has recognised a need to forge new linkages with the Serious Organised Crime Agency to ensure that the good working relationships achieved with the NCS, NCIS, and HM Revenue & Customs are maintained and built on.

## GOOD PRACTICE

<b>TITLE: Operation Return</b>
<b>PROBLEM:</b> Organised immigration crime has become a government priority. In February 2004 South Yorkshire successfully led a Reflex bid to secure funding for the formation of three Joint Intelligence and Tactical Teams to be based in South Yorkshire, West Yorkshire and Humberside.
<b>SOLUTION:</b> Operation Reflex is a government multi-agency taskforce designed to combat organised immigration crime. Operation Reflex is run as regional units, one of which comprises the above three regions. The South Yorkshire team is the lead force within this region. Operation Reflex is an example of a fully integrated working multi-agency unit, which is made up of police officers, immigration officers, passport officers and 'Manage Migration' staff. As a result of the work done by the Yorkshire and Humberside region we are now recognised nationally as a leading example of good practice. The South Yorkshire Reflex team is now routinely requested to give presentations, support and advice to police forces and other law enforcement agencies internationally.  Operation Return is an example of the work carried out by the Reflex team. This Operation was a victim-focused investigation into Trafficking into the UK, Trafficking within the UK and Rape and False Imprisonment.  In brief Elena (pseudonym) a 15 year old Lithuanian girl was brought to the UK by an organised crime group having convinced Elena and her parents that this was an excellent opportunity for her to come to the UK for summer employment. Upon arrival into the UK Elena was immediately sold, raped, falsely imprisoned and forced into prostitution. She was subsequently sold on seven separate occasions before being rescued. This example led to the first successful UK use of the 2003 trafficking legislation and resulted in the successful prosecution of the three principle offenders who received 5 year, 15 year and 18 year prison sentences.  This case attracted substantial media coverage, which has served to promote Immigration and Reflex issues and understanding throughout the country. The media coverage has also assisted in the promotion of South Yorkshire Police within the community at large and more specifically within the minority community.  Operation Return has set the baseline standard for such investigations, which has

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enabled us to learn and respect different cultures and backgrounds at an international level. We learnt the hard way that we were not equipped to provide the necessary care and support which is required when running such investigations but as a result of this enquiry we now are.

**OUTCOME(S):**

Since Operation Return the South Yorkshire Reflex team have had cause to investigate a number of further such enquiries. As a result of Operation Return we were not only in a position to run a victim focused investigation but we now have a long term care and support structure in place for such victims.

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**3C Volume Crime Investigation**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Improved</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
3	20	16	4

**Contextual Factors**

The force is embracing a performance approach with emphasis given to volume crime reduction and investigation. The ACC (territorial operations) chairs a four-weekly operations and performance meeting to review progress against force targets and to evaluate and share good practice. Monthly performance visits are held by the ACC to discuss individual performance. Strategic performance is published on a daily basis. Volume crime performance is a key feature of the CHCs conducted by the DCC and result in actions being identified to improve performance; throughout these meetings there continues to be a focus on NCRS issues. The SCT also reviews performance every Monday, and has a dedicated resource available to be deployed to work with underperforming districts.

The ACC (territorial operations) commissioned a sanction detection action plan in 2005 based on PCSU good practice. This was implemented and improved performance in this key area. South Yorkshire Police performs better than the MSF average in nine of the ten key detection areas. For the calendar year 2005, South Yorkshire Police had an overall detection rate of 27.5%, which was third in the MSF group. In terms of domestic burglary, South Yorkshire Police has the highest detection rate in the MSF group. A recent Home Office PCSU audit of sanction detections gives the force a Good grading overall and Excellent in relation to offences charged.

The South Yorkshire Police crime strategy provides a clear framework, to give direction and guide the force in achieving its aims and objectives; this includes volume crime. The strategy includes the introduction of minimum standards of investigation for burglary, hate crime, street crime, serious sex offences and vehicle crime, and links to ACPO, NCPE and PCSU good practice guides.

The force control strategy focuses on volume crime issues in high-crime areas. SMART actions within the control strategy enable the review of progress through strategic tasking and assessment. Each district has a local control strategy, based on the strategic intelligence assessment. SNTs are specifically accountable for crime reduction in their areas through multi-agency plans monitored and reviewed through a performance management board. Activity is co-ordinated daily through tasking and co-ordination. A two-weekly tasking meeting reviews performance.

District strategic, tactical and daily processes are well embedded, engaging partners through local authority tasking officers within some SNTs. Intelligence obtained through the NIM is used to predict crime increases through the use of a crime calendar, enabling

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situational/environmental crime reduction initiatives and prevention work with partner agencies to be identified. Peaks in robbery and organised burglary offences have resulted in short, medium and operational tactical responses. Where strategic assessments have identified more ingrained issues, structural responses have been put in place.

Access to specialist support is provided through force tasking and co-ordination. A dedicated automatic number plate recognition (ANPR) intercept team has been 'live' since October 2005, and can be tasked through the level 2 T&CG. The team supports volume crime operations across the force. All CCTV rooms are ANPR enabled. Comprehensive performance frameworks for technical services provision, including scientific support, surveillance and telecommunications, are in place. Service provision to districts is a standing agenda item at the force crime conference.

In relation to economic crimes, the force has a central economic crime unit structure using money from the Proceeds of Crime Act (POCA) incentive scheme. The money laundering team and financial investigation unit deal with asset recovery and restraints. Each district has a financial investigative capacity. Force and district control strategies include asset recovery and money laundering. The suspicious activity database has been used to facilitate cash seizures. Districts are able to bid for money to undertake POCA investigations.

The force has an extensive PIP programme. PIP is embedded into the IPLDP process at all levels. There will be a continual assessment process through the PDR system.

## **Strengths**

- The number of offences brought to justice has shown an increase of 34% over the previous 12 months. Correspondingly, there have been increases in detection rates in overall crime and for all categories, except for violent crime and for racially or religiously aggravated offences which, in the main, have been offset due to the large rises created through the NCRS management systems which were overhauled in 2004/05. The percentage of offences detected is higher than the MSF average.
- The force has introduced a robust accountability framework that allows the SCT to intrusively manage performance as well as sharing good practice and learning. Performance management information is used to hold command teams to account at monthly operations and performance meetings and regular CHCs.
- A force crime strategy linked to ACPO, NCPE and the Police and Crime Standards Directorate (PCSD) good practice guides is in place and complemented by minimum standards of investigation that have been developed for burglary, hate crime, street crime, rape/serious sex offences and vehicle crime. The minimum standards have been disseminated across the organisation and are available to all staff through the force intranet.
- The force control strategy has been revised to focus on volume crime issues in high-crime areas as a priority. The use of SMART actions within the control strategy enables chief officer review of progress through strategic tasking and the strategic assessment.

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- Policing plans at force and district levels identify appropriate priorities for crime investigation and detection, with SMART targets set in conjunction with partners. These are monitored and regularly reviewed.
- Strategic, tactical and daily processes are well embedded at district level and engage partners through multi-agency tasking groups within SNTs. These have led to a joined-up approach to volume crime which is leading, in turn, to performance improvements.
- T&CGs consider asset recovery for prospective operations and targets. The majority of districts now have economic crime units which deal with financial intelligence and confiscation. However, all have dedicated financial investigators.
- Since October 2005, ANPR has been rolled out across the force. All CCTV rooms have been ANPR enabled. Each of these systems feeds into a back-office computer (Back Office Facility 2 – BOF2) which is available on normal desktops. Access to BOF2 has been rolled out to intelligence units and FIB analysts, who are now able to study patterns of vehicle movements and feed this information directly into the tasking process.

### **Work in Progress**

- In relation to the development of PIP and investigative skills, PIP rollout has started and a new system of course prioritisation is planned. Both are to be monitored and assessed to ensure that training is developed in line with the needs of districts and departments and that it continues to reflect changing priorities.
- The SCT has agreed a series of recommendations to move towards crime recording at source in the crime recording bureau and to changes to the current process of managing crime on the crime management system in SNU's. The Police Authority has agreed a bid for growth in each SNU to ensure continuity of service and to make the ambition of crime recording at source a reality.

### **Areas for Improvement**

- The force has analysed how its detection rate performance is made up and has specifically targeted Areas for Improvement such as violent crime and sanction detections. 2006/07 will see the introduction of differentiated targets at each district. These targets will be calculated when full year 2005/06 force crime statistics are audited.
- The formal results of the 2005/06 audit and HMIC detections audit have been received and the force was graded Fair on management arrangements. Comment was made of the need to embed NCRS compliance with officers at the operational level and to reduce the reliance on dedicated individuals. The next step for the force is to reinforce these checks and balances by developing a quality management culture which can sustain this level of performance through routine process management.

**3D Improving Forensic Performance**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Improved</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
3	16	21	3

**Contextual Factors**

The force chief officer lead on forensic performance is the ACC (specialist operations). There has been a £3.2 million investment in a new building for forensic services. The scientific support manager is a detective superintendent within the framework of the specialist crime services department.

In the 2004/05 baseline assessment concern was expressed regarding the poor performance of the fingerprint bureau in relation to fingerprint identifications as a percentage of submissions and the percentage of identifications to checkable cases. Following the inspection, the PSU was invited to undertake a review of the bureau. As a result, processes and procedures were revised, efficiency savings were identified and implemented, and improvements in service have been achieved. The latest PSU report on the use of the National Automated Fingerprint Identification System (NAFIS) has commented favourably on the performance of the South Yorkshire Police bureau.

Force performance for forensic provision and associated targets is positive. Identifications and detections are higher than the MSF average. The central submissions bureau ensures the effective and efficient use of resources. The force has an 85.2% success rate in relation to loadable profiles, compared with a national average of 66.7%. South Yorkshire Police was the first force in the country to fully implement section 9 of the Criminal Justice Act 2003, and quality control procedures ensure a rejection rate for samples averaging only 0.27%.

In addition to the published service level agreement on scene attendance, examination and forensic submissions, the fingerprint bureau has a service level agreement that provides a clear understanding of services available to South Yorkshire Police. This is regularly reviewed as part of the ISO 9001:2000 internal audit process. The fingerprint bureau also carries out an annual customer survey and the responses are analysed to assist the bureau in measuring the effectiveness of the service provided and to identify Areas for Improvement. The results for the fingerprint bureau are consistently above the MSF average.

The department is fully engaged with the NIM tasking and co-ordination processes; before any operational initiatives are undertaken, scientific support protocols are agreed.

Clear statements of responsibility are articulated within the standard of service documents. The scientific support manager ensures that all policies and protocols are up to date and adhered to, and that they are reviewed in line with national developments. For example, assessment and compliance with *Under the Microscope*, and an audit of associated

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processes and procedures, have been undertaken using the SWIM (scientific work improvement model) package.

All processes have been made as efficient and effective as possible. South Yorkshire Police receives DNA match reports electronically, and a dedicated intelligence unit researches hits before forwarding them to districts. Identifications are allocated through tasking and co-ordination using a gold, silver and bronze prioritisation system. Progress is monitored and managed through to disposal, with performance relative to converting these matches into detections reviewed regularly at the operations and performance meeting.

South Yorkshire Police is fully self-sufficient in the provision of technical support. Co-ordinated administrative processes ensure the appropriate use of the TSU. Guidance and advice provided within the TSU web page detail 24-hour cover and call-out procedures. The level 2 TSU supervisor and operatives provide training and 'live time' support for operations. Level 1 and 2 TSU deployments are subject to the tasking and co-ordination process. The Obelisk database records all deployments and maintains a register of equipment.

The scientific services department has developed in-house a low-cost technical solution to improve forensic processes associated with gathering evidence from CCTV.

The department is heavily engaged in ensuring the forensic awareness of operational staff. There is attendance at all phases of probationer training by crime scene examiners, central submissions staff, e-fit and a fingerprint trainer, to ensure that the right level of training is given in scene preservation, packaging of exhibits, continuity and labelling. The foundation criminal investigation department (CID) course is addressed, as is the road collision investigation course. It has also been departmental policy that, on a rolling programme, the crime scene investigator supervisor attends at every shift within the force to provide further input. The current programme has just been completed. The training is to be incorporated into the Street Skills training programme currently being rolled out across the force.

There is a standard of service document that provides clear statements of responsibility in relation to scene attendance, crime scene examinations and evidence recovery for both districts and scientific support services. These service standard documents relate to volume and major scenes. The documents provide clear guidance for operational officers, crime recording bureau and force communications room staff.

The scientific support department has a service level agreement with the forensic science service (FSS) and districts in relation to the investigation of sexual offences. Timeliness, standards of submission and performance of the forensic medical examiner, officer in charge and scientists, together with the outcome of cases, is monitored and reported on a three-monthly basis.

The force was a pilot and takes full advantage of the FSS major crime service and following any homicide, a forensic strategy meeting is held between the SIO, FSS and scientific support to decide the forensic submissions strategy. A written report is produced and this is forwarded to the CPS to assist in the determining of trial dates where appropriate.

## **Strengths**

- Force performance in relation to forensic targets against its MSF group is positive. The force is meeting performance targets in relation to forensic evidence recovery and the conversion of identifications to detection. Identifications in both fingerprint and DNA areas are higher than the MSF averages and detections from

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identifications are high in both primary and total detections. The number of scenes examined is below the MSF average. However, this is as a result of a conscious effort to screen, select and examine the most productive scenes.

- There is an effective ACPO lead for forensic services, and investment in scientific support resources will be consolidated in 2006/07, most notably in the new scientific support building.
- Policies for the management of scientific support are documented and reviewed against national developments. Standard of service documents provide clear statements of responsibility.
- Force and departmental performance is centrally managed and monitored. Indicators are reviewed in conjunction with other indicators within the force performance management framework.
- South Yorkshire's scientific support manager took the lead in negotiating a regional procurement contract with the FSS, which has realised cash savings for the force of £157,980 and £1 million for the region. This drive for efficient working practices has led to efficiency gains of £695,910 being achieved by the scientific support department towards the force efficiency plan.
- Savings have also been made from the programme of civilianisation and these have been reinvested in the scientific support department. Vehicle crime scene examiners employed under the DNA expansion programme have been trained to full crime scene investigator standard and re-designated as established posts. The DNA grant has been fully devolved to the department.
- The fingerprint bureau is externally accredited to ISO 9001:2000. NAFIS procedures are clearly documented and are regularly reviewed. The results for the fingerprint bureau are consistently above the MSF average.
- The central submissions bureau ensures standardisation of procedures and quality of submissions, and enables best value to be obtained from suppliers.
- The provisions of the Criminal Justice Act 2003 have been implemented. Rejection rate for criminal justice samples average at only 0.27%. Police elimination database samples are taken from all recruits.
- The department is fully engaged with NIM processes. A dedicated scientific support intelligence unit researches identifications. Intelligence from crime scenes is managed through tasking and co-ordination at district level and is monitored on a central database. A gold, silver and bronze system is used with two, four and seven-day targets set down for action on hits. Performance relating to these goals features in the ACC's performance review.
- The department is fully engaged in ensuring the forensic awareness of all operational staff.

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### **Work in Progress**

- Scene attendance at burglary dwelling has improved significantly and has contributed directly to the force having the highest detection rate for burglary in its MSF group. Action is now ongoing to raise scene attendance for other relevant categories of crime. There is a mismatch between high attendance performance and low hits performance. The force has initiated work on a regional basis to ensure consistent recording standards.
- With the advent of the Serious Organised Crime and Police Act 2005, there is now an opportunity for the force to develop capability in gathering evidence from footwear impressions. A new database has been developed and the force is now committed to ensuring that it is used effectively and that performance is measured in this area.
- Force identifications management processes have improved significantly over recent years, particularly following the very successful Go Green project. Further improvements are being sought through the introduction of an electronic movements monitoring system.
- The question of administrative support highlighted in previous baseline assessments has been addressed and a finance and administration unit will be formed on restructuring of the department during 2006.

### **Areas for Improvement**

- The department considered the option of linking directly with each SNU but did not have sufficient resources. When the force moves to neighbourhood co-ordination, the department will adjust to this. The head of scientific support anticipates that the department will have to increase capacity to expand into other areas of activity such as vehicle crime and criminal damage.

**3E Criminal Justice Processes**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Fair</b>	<b>Stable</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
0	15	27	1

**Contextual Factors**

A clearly defined hierarchy of leadership exists throughout the criminal justice multi-agency structure in South Yorkshire, enabling effective partnership working. The Chief Constable is chair of the LCJB.

Performance management is embedded in the force criminal justice processes. The performance framework operates at a strategic inter-agency level at the LCJB, and within force with the performance service bulletin. Performance measures highlight customer satisfaction, confidence, enforcement, trial progress, persistent young offender and prolific and other priority offender issues and the execution of warrants. The force was one of several to pilot the prosecution team performance management structure for analysing file quality issues together with its CPS partners.

Processes are constantly under review to ensure consistent performance with continual improvement. To this end realistic targets are set, reassessed and re-evaluated. In addition to quantitative performance evaluation, a qualitative approach is taken resulting in significant improvements in quality of file preparation and timeliness. This is reflected in success against the target for offences brought to justice. The force target for narrowing the justice gap has been met in each of the last three years and is detailed in the LCJB county performance bulletin.

The force places an emphasis on diversionary activities with young people. Close working practices have been adopted with local community partners, identifying children and young persons at risk of offending. Early intervention and close liaison with the youth offending teams (YOTs) have realised significant results. Examples of the initiatives undertaken include Life-wise, a unique project involving interactive scenario-based learning and development, Lifestyle and Crucial Crew, which have all been re-evaluated, refocused and expanded. Emphasis has been placed on the prevention of crime and ASB.

Children and young persons' officers have all received training to carry out their roles. Problematic schools have been identified and resources allocated accordingly. Training is currently being delivered to all officers ahead of the commencement date for the Victims' Code, which will further complement existing initiatives.

The witness care unit in each CJU supports operational officers by attending to all information and support requirements contained within the No Witness No Justice and Victims' Code obligations. Training for the new Victims' Code is being delivered via the district training officers and also through district briefings by CJU supervisors. The new code is being further marketed via the force newspaper *Billboard*, the intranet and force general orders. Governance for the introduction of the code across all agencies lies with the victims and witnesses sub-group of the LCJB.

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The force is committed to the effective functioning of YOTs and, in support of this, is ensuring access to a Police National Computer (PNC) terminal for each team. This is part of the force improvement strategy in relation to the PNC. Clear processes are provided which have enabled officers to provide information to the PNC bureau and to obtain information from the system. An electronic interface between the local custody-handling system and the PNC now enables South Yorkshire Police to consistently comply with the PNC code of practice for timeliness of inputting accused and suspect data. The force has been working towards an electronic solution for transmission of court results, but this has now been suspended until the impact of LIBRA Magistrates Courts IT project and National Strategy for Police Information Systems (NSPIS) products is evaluated later in 2006. Meanwhile, regular meetings are held with court partners to improve timeliness of receipt of results to the PNC.

The force is currently working towards the Centrex document, *Doctrine on the Safer Handling of Persons in Police Custody*. A project team has been appointed to examine full implementation. Good practice in relation to new risk-assessment procedures, which have been championed by South Yorkshire Police, have been exported to other forces.

A civilianisation programme has released police officers from CJUs to front-line policing; this has resulted in significant efficiency savings while not affecting performance. In addition, using detention officers for constant supervision duties, taking of samples, drug tests on arrest and antecedent history have made significant efficiency savings while raising quality.

## Strengths

- The criminal justice administration department (CJAD) benefits from clearly defined leadership at chief officer level and appropriate senior officer input. The Chief Constable is the chair of the LCJB. In addition, the ACC (specialist operations) has portfolio responsibilities for the South Yorkshire Police CJAD. The department is headed by a chief superintendent assisted by three chief inspectors, each with clear areas of responsibility
- Prisoner handling within South Yorkshire Police is controlled centrally and there are systems in place to monitor compliance with law, policy and performance in key processes. Each suite has a dedicated CJAD custody inspector who is responsible for maintaining professional standards.
- A comprehensive performance framework has been established by the CJAD at both a strategic inter-agency level (via the LCJB delivery plan) and in force by the recently established specialist operations performance overview report which examines the performance of support departments.
- In support of the Chief Constable, the ACC (specialist operations) also sits on the LCJB, steering the local delivery plan together with senior officers from the CPS, courts, probation and prison services. The county performance group supports the board and drives local delivery of inter-agency work. This is attended by a chief superintendent and a chief inspector from the CJAD. This group produces the county performance report on behalf of the board and drives local delivery and improvements in performance.
- The force is represented on the Effective Trial Management Programme. Police case progression officers have been appointed to work in the CJUs to liaise with their

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counterparts in the CPS and the courts, to track and monitor court directions. Other initiatives include No Witness No Justice and secure emailing.

- The CJUs and the CPS are co-located within South Yorkshire and hold a quarterly strategic joint management board, which oversees improvements in criminal justice processes.
- The community safety department has introduced diversionary schemes to prevent youth offending. An extensive programme of education, youth community projects and competitions has been developed through the YOTs. A pilot, including Life-wise, targets children and young persons through scenario-based interactive learning, to promote social responsibility, life skills, and understanding of the criminal justice processes. In addition, the Lifestyle project encourages competition between teams of young people to make contributions to their local community in line with local needs, for example to reduce crime and disorder, ASB, vandalism, etc.
- The police take a strong lead on the inter-agency prolific and other priority offender strategy. A detective superintendent from the force was seconded during 2005/06 to co-ordinate the strategy. The force also leads on the county drugs intervention programme.
- The CJAD has an overarching custody policy, easily accessible to all staff. All members of staff working in custody suites are given continual training in new legislation and procedures affecting detention. They are trained and competent in both prisoner and pre-release risk assessment. This level of training has been provided with a view to minimising the chances of deaths while in police custody/contact.
- The force has developed a comprehensive package of training for the new Victims' Code, linked with a programme of high-profile marketing to ensure full understanding and implementation. The force has been represented at various events held by the LCJB to promote implementation of the new code.
- The infrastructure for video interviews of vulnerable and intimidated witnesses has been improved and expanded, including modernisation to DVD format. Officers trained in the DVD interviewing of vulnerable and intimidated witnesses receive additional refresher training in special measures.
- The force risk-assessment protocol has been recognised as good practice and has been adopted by the North East group of forces and forwarded to the head of ACPO for national dissemination. All custody members of staff have been trained in the latest risk-assessment standards in accordance with ACPO guidelines, and in some of the recommendations outlined in the proposed doctrine within the guidance on the safer detention and handling of persons in police custody, published in 2006.
- Three Viper identification units are located throughout the county to meet identification needs and are currently producing 51% positive identification.
- All custody suites have protocols with local primary care trusts regarding the management of s.136 Mental Health Act detainees. South Yorkshire Police currently uses the forensic medical examiner system to provide 24-hour care. Principal police surgeons give a good level of cover. A project to evaluate the introduction of custody nurses is under way.

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- The force has a statutory charging group responsible for overseeing the introduction and delivery of pre-charge advice. In addition, district detective chief inspectors, the local CJU inspector and local CPS team leader meet on a regular basis to monitor compliance with pre-charge advice. A recent review of charging by the national charging team found these arrangements to be very effective.
- South Yorkshire Police has a culture of continuous improvement; this is reflected in the CJAD through the encouragement of adverse incident reporting. The CJAD policy unit keeps a database of all adverse or otherwise incidents, to identify trends relating either to a particular custody suite or of a more generic nature; actions are taken to learn the lessons and enhance future service provision.

### **Work in Progress**

- The baseline assessment for PNC performance in South Yorkshire Police overall is graded as Fair and Improved. The force was inspected in July 2005 and was graded as being Poor. Since that time a lot of work has been done and there have been improvements. Arrest and summons performance has been consistently rated as Green, but court results are rated as Red. The force has evidence that it is hitting its court results target and that the courts are not sending the results to the force within the terms of the service level agreement. The force is working with the courts to resolve this issue.
- Work is in progress to further develop 'fail to appear' warrants procedures. Targets have been set and are being methodically monitored in an effort to achieve corporacy and a standard performance framework across all districts. To this end, the project is led at ACPO level.
- The operational performance review and the CHC will incorporate elements of criminal justice performance but they are yet to have a significant impact in this area. The force is working to strengthen the impact of performance management on the business of criminal justice administration within the force. A performance group for support departments, to run parallel with the force operations and performance meeting, has been recently set up and is chaired by the ACC (specialist operations), where the CJAD performance is the subject of examination. The CJAD policy unit has also been restructured to incorporate a performance officer to deal specifically with issues of performance.
- Work is currently being undertaken to link the custody-handling system to the Lynx intelligence system, which should enable operational officers to access relevant information through one interrogation point.

### **Areas for Improvement**

- YOT members of staff are seconded from the police, probation service, health authority, local authority and social services. There is a high turnover of staff but this has not significantly impacted upon recruitment and training, which is a continuing process. The force needs to ensure that lines of management responsibility for police staff seconded to YOTs are clearly understood.

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- All YOTs within South Yorkshire have access to the PNC, but the Sheffield YOT is the only team where the PNC is directly accessible through the YOT office; the other teams access the PNC via their respective police control points. Currently there are no PNC terminals in custody suites and access is made via the Phoenix bureaux which maintains an application of the police national computer. This is one of the recommendations currently being examined as part of the work on the proposed Centrex doctrine.
- Post-evaluation PNC training is not at present feasible due to the current workloads of relevant staff in the short term. In the medium term, evaluation questionnaires are to be sent to priority groups and, in the long term, needs analysis of PNC provision to the force will be undertaken and all actions will be attributed to the force performance development department. Assessment testing is to be introduced at the earliest opportunity for operators who have expired passwords. Failure to attain pass level will result in re-attendance on a formal course. Reciprocal training has over the last 12 months already taken place with West Yorkshire Police for PNC bureau staff, and further training is programmed.
- The links between the CJAD and force developments in important areas, such as managing vulnerability, neighbourhood policing and developing protective services, need to be strengthened. The CJAD is working with districts and departments to support operational policing with a more focused approach. Examples include work streams on bail management, constant supervision by detention officers, enhanced support on taking samples in custody, enhanced PACE (Police and Criminal Evidence Act) cover at weekends, reviews of warrants, CJUs and trial units, development of a private finance initiative bid for custody in Sheffield, and other issues raised at the operational commanders' meeting. The department has its own policy unit but at the time of this assessment it could not evidence significant involvement in the development of policy in other, linked priority areas.
- The CJAD has researched the provision of centrally provided enquiry and prisoner processing teams. This revealed that a large-scale number of growth posts would need to be created, which the department could not sustain. As a result, each district has implemented its own model to meet local priorities and demands.

## 4 Promoting Safety (Domain 3)

### 4A Reducing Anti-Social Behaviour (ASB)

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Stable</b>

#### National Grade Distribution

Poor	Fair	Good	Excellent
0	8	35	0

#### Contextual Factors

The force has a longstanding commitment to tackling ASB. Chief officer leadership is provided by the ACC (territorial operations) who monitors achievements at monthly operations and performance meetings.

ASB is a key component of the crime and disorder reduction section of the force community safety strategy. Force-wide operations such as Mischief, Match-day 2 and the Impact programme are integral to the success of this strategy. These operations are resourced by district staff in conjunction with the Chief Constable's reserve (officers in non-operational roles) and specialist support departments. Each is supported by comprehensive marketing and crime reduction campaigns to provide maximum reassurance to the community.

All district control strategies contain reference to ASB, and tactical assessments consider ASB on a biweekly basis to examine series and trends. Critical incidents, including hate crime incidents, are reviewed and actioned on a daily basis in district daily tasking meetings.

A strategic review of neighbourhood policing, in June 2005, resulted in the design of the South Yorkshire neighbourhood policing model. The model takes note of the Centrex practice advice on neighbourhood policing and the work of the National Reassurance Policing Project. A structure of 23 SNAs and 54 SNTs has been implemented, which produces a proactive approach to neighbourhood policing and enables priorities, including ASB, to be addressed jointly with partners and the community. Each SNT provides a framework for problem-solving activity as well as a structure to deliver crime and disorder reduction and youth intervention initiatives.

There are over 100 data-sharing protocols with partner agencies. There exists a framework of multi-agency groups which link CDRPs to SNAs and SNTs. JAGs and NAGs look specifically at community problems and the problem-solving activity in partnership. Further work is being planned in this area through the South Yorkshire action plan for partnership development 2006/07.

The SNTs, in conjunction with their partners, have access to a wide range of measures and sanctions to tackle instances of ASB appropriately and proportionately. For example, in Doncaster, joint actions led to both the closure of multiple crack houses and the seizure of uninsured motor vehicles. In Rotherham, racially aggravated damage was targeted, and in

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Barnsley there has been a focus on people trafficking. In Sheffield, operations have targeted robbery and illegal immigrants linked to street crime initiatives and drugs activity, firearms offences and violent crime in the night time economy. Local initiatives are complemented by force-wide strategies, such as the use of football banning orders. There are currently 273 football banning orders within South Yorkshire, which represents 8.4% of the national total.

These operations have been enhanced by the development of the wider policing family, aimed at reinforcing the SNT response to ASB. The Special Constabulary, which continues to increase, has been aligned to SNTs. The role of the PCSO has been clearly defined to ensure that the focus is on reassurance and visibility. The numbers of PCSOs will increase from 126 at present, to 328 by April 2007, and to 521 by April 2008. Two community safety accreditation schemes are now in operation and various warden functions are being considered. These schemes have strong links to each SNT, as do the countywide Neighbourhood Watch associations.

The NIM, with its associated tasking processes, is central to the approach to ASB. It is supported by dedicated analysts who use a range of community intelligence indicators. The central FIB provides a range of intelligence products, including desktop mapping and visualisation and association tools, which enable SNTs to act on detailed local analysis of trends and hotspots. SNTs also have access to the online tactical options toolkit known as Street Solutions, which captures policing tactics and problem-oriented policing initiatives.

Training is provided, in relation to quality of life issues, to support the work carried out by SNTs. The problem-solving methodology adopted by the force is SARA (scanning, analysis, response and assessment). During the last year, 92 officers have received training via the Together Academy programme. In addition, problem-solving training is being rolled out in line with the development of neighbourhood policing teams and complemented by the Street Skills programme. Joint training has also been delivered with the CPS and local authorities through local partnership days such as Nuisance Solutions. Reassurance and tackling ASB are key elements with induction training for newly recruited officers and PCSOs. On request and where appropriate, specific problem-solving training has been delivered, for example to the Rotherham partnership staff and the South Yorkshire Passenger Transport Executive.

The force is well positioned for the introduction of the SNEN, being one of the pilot sites. This enhances the partnership work carried out in Sheffield on the It's Your Call ASB hotline.

## Strengths

- The force performs well against its MSF group in the fear of crime indicators published through the British Crime Survey. For concerns over burglary, car crime and violent crime, the force records among the lowest indicators in its MSF group. Similarly, for perceptions of ASB, it records a lesser degree of concern than that which exists among other MSF group members.
- South Yorkshire Police is fully committed to neighbourhood policing. In support of this, South Yorkshire Police has implemented a force-wide structure two years in advance of the national deadline. This has enhanced its ability to effectively address ASB at a local level through the early introduction of SNTs.
- Over the past year, in conjunction with partners, South Yorkshire Police has developed a wide range of measures, sanctions and tools to tackle ASB. The use of ASB legislation is widespread. The closure of crack houses has been successful

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across the county, with multiple closures being pioneered in Doncaster. Dispersal orders have also been used in every district. Proactive use of the Licensing Act to close disorderly premises had great impact on Operation Mischief at Rotherham. Acceptable Behaviour Contracts are now commonplace and three types of Anti-Social Behaviour Order (ASBO) (police-led, civil and on conviction) are used against the most prolific offenders. There are currently 178 ASBOs in force across South Yorkshire. The enforcement of s.59 Police Reform Act powers, to confiscate vehicles being used in an anti-social manner, has been very effective. Some 253 vehicles were seized in local SNT operations in 2005.

- The force has engaged with its partners in its approach to addressing ASB; for example, four CDRPs in the county provide ASBO investigators to work in partnership with the police. In addition, there are strong links between SNT staff and tenancy enforcement. Officers of each of the local authorities look at the measures needed to combat ASB in social housing across the force area.
- Partnership forums across the force exist at appropriate levels: JAGS at CDRP level and, within neighbourhoods, the NAGS. These problem-solving groups connect the relevant stakeholders to ensure that, in partnership, there is proper ownership and action is taken to tackle problem profiles. Problem-solving training to aid delivery has been rolled out in all SNTs and members of staff from partner organisations have also been included.
- Structures and co-located resources are most evident at Barnsley and Doncaster, where the local authorities provide significant resources to combat ASB in partnership with the police.
- The wider policing family is being developed, with a clear strategic vision as to how a diverse workforce and the partnership approach can most appropriately address quality of life issues. This approach is supported by the partnership performance and development forum, chaired by the superintendent of community safety.
- Since 2004/05, criminal damage has been a priority area for the force as an indicator of levels of ASB. As such, criminal damage is discussed in all the performance meetings. Commanders are held to account for their performance in this area, which was also the subject of a recent themed operations and performance conference to share good practice. The force has also identified those hotspot wards which are high in crime and ASB, and commanders have been tasked with tackling these linked issues in a joined-up approach led by their SNA teams.
- The force has well-established programmes such as the Impact, Mischief and Match-day 2 which are not only effective, but are also widely promoted and marketed to ensure that they are easily recognisable by the public.
- The force has a dedicated team researching and securing football banning orders for core persistent offenders. This has proved to be a successful programme and has raised the number of football banning orders from 76 in 2003 to 272 in 2006, an increase of 357%. In addition, each district has a dedicated team of ASBO officers.

### **Work in Progress**

- A performance management framework covering the areas of neighbourhood policing and ASB is being written. Consultation and research has been extensive and will take account of the measures detailed by the Home Office. This structure will form part of the force performance management framework. From 2006 there will be a standard SNA report, which will include the national incident recording standardised ASB data and an ASB telephone survey is to be introduced to gauge public perception on how ASB is tackled within communities. This will provide valuable data to assist SNTs to improve service delivery.
- There is continued work to ensure that breaches of ASBOs are robustly managed within a corporate framework that will include performance monitoring.
- Community intelligence gathering has developed through the FIB and a framework has been provided to the force. The process of supporting districts to develop effective practices continues but advances have been made, with lower-level incidents of ASB featuring as core issues within tactical and strategic assessments. South Yorkshire Police has mainstreamed ASB and community intelligence into NIM processes. A number of districts now employ specific community intelligence analysts and this work is now being extended to multi-agency intelligence collection and analysis, with a joint local authority and police unit at the neighbourhood policing pathfinder BCU at Rotherham.
- A new GIS viewing system is being introduced to the force. SNT officers and command teams will be able to view regularly refreshed mapping of ASB at neighbourhood level.

### **Areas for Improvement**

- The force has recorded an increase in criminal damage, with a 13% rise in recorded offences over the previous 12 months. The level is above the average for the MSF group.

**4B Protecting Vulnerable People**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Fair</b>	<b>Stable</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
8	32	3	0

**National Position**

This framework replaces two frameworks used in 2005 – Reducing and Investigating Hate Crime, and Crimes against Vulnerable Victims – which covered hate crimes (predominantly racially motivated), domestic violence and child protection. Following consultation with practitioners and ACPO leads, a single framework was introduced for 2006 with four components: domestic violence; child protection; the management of dangerous and sex offenders; and vulnerable missing persons. Hate crime is captured in framework 1A. It is therefore inappropriate to compare this framework with last year’s results; the direction of travel reflects HMIC’s judgements about changes in domestic violence and child protection, and the work that forces could evidence in the other two areas, for example that they had improved their structures, processes and resources.

The four areas are discrete but share a common theme – they deal with vulnerable victims where there is a high risk that an incident can quickly become critical, and where a poor police response is both life threatening and poses severe reputational risks for the force. For this reason, the grade is an overall grade capped at the level of the weakest area of performance. Aggregating four components to a Fair grade – which is defined as being an acceptable level of service – when HMIC (and in many cases forces themselves) recognises that at least one area merits a Poor would be unsafe.

**Contextual Factors**

The ACC (specialist operations) is the lead officer for public protection and related matters, with the child abuse investigation unit (CAIU) being a component of the specialist crime services directorate, headed by the force crime manager. Strategic leadership for domestic violence has moved from the community safety department to the specialist crime services department. Responsibility for the day-to-day management of the CAIU rests with the force deputy crime manager who takes the lead on operational, strategic and policy issues. The detective chief inspector head of the CAIU also has responsibility for other related public protection issues: domestic violence, missing persons, adult protection, hate crime, and sex offender management.

The force has undertaken a review of its public protection policy, practices and resources in light of the Bichard Inquiry. This led to the formation of a dedicated team, established in the immediate aftermath of the Soham murders, to manage the recommendations in the Bichard report and the NCPE doctrine associated with public protection. The NCPE team has been established within the corporate development directorate. The strategy is to bring

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together the disciplines of child protection, dangerous and sex offender management, missing persons and domestic violence. This has led to the development of district-based PPUs, supported and co-ordinated by a headquarters-based PPU led by a detective chief inspector within specialist crime services. This unit, which was initially established to co-ordinate MAPPAs work, has been expanded to continue the work of the NCPE implementation team and to provide leadership to the force on the full range of public protection issues.

As part of the NCPE implementation programme, a PPU project pilot was implemented at Rotherham. The pilot included an examination of district performance, introduced a risk-assessment model, and monitored officer workloads and supervisory control. The PPU pilot brought together child protection, sex offender management, domestic violence, missing from homes, adult protection and hate crime. The pilot is currently being evaluated.

The director of intelligence provides senior leadership on MAPPAs issues, supported by the CAIU detective chief inspector, within the specialist crime services directorate. The headquarters PPU oversees the MAPPAs process. The director of intelligence is a member of the MAPPAs strategic management board, which in the last year has developed a strategic plan addressing core policy and practice developments. The strategic management board has lay adviser membership and has recently adopted a new sub-group structure, including a communications and training group, in order to ensure that strategic aims are delivered.

As one of the lead agencies on the local safeguarding children board (LSCB), the police are a contributor in relation to the funding of LSCBs. Funds have now been devolved to district budgets, ensuring a level of contribution consistent with the needs of the particular safeguarding board. Both the detective chief inspector head of the CAIU and the district chief inspector (partnerships) represent the force LSCBs.

The specialist crime services directorate service plan defines the force crime strategy and its relationship to the provision and support of specialist services to districts. The CAIU has a clearly defined remit within this framework for its role in relation to child abuse investigations, and for the support it provides to districts in relation to adult serious sexual offences and adult rape victims. There are clear guidelines relating to the reporting and investigation of child abuse allegations, which mirrors the guidance recently provided by the NCPE. Information relating to the remit of the unit and the way it carries out its duties, together with advice for non-specialist officers, is available to all staff via the force intranet site.

The Police Authority service improvement board has focused on domestic violence in its latest review. The Police Authority has historically maintained an interest on the performance of the force in tackling domestic violence.

Data quality is central to the accurate assessment of risk within South Yorkshire Police and all force systems have been integrated through a single nominal database. Domestic violence and child abuse referrals are fully integrated into Impact-compliant formats, including a programme of back-record conversion, which was mitigated by early decisions to move to electronic records. Performance management of public protection has been the key to improvements, in particular through the inclusion of sex offender management within the force control strategy. This has enabled districts to focus on offender monitoring, and the quality of risk management plans has improved and the ratio of officers to offenders has reduced.

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## Strengths

- There is clear leadership in relation to public protection, demonstrated through the expansion of a headquarters-based PPU under the director of intelligence and the detective chief inspector in charge of public protection. The headquarters-based PPU is being expanded to cover all aspects of vulnerability: sex offender management, MAPPA, hate crime, missing persons, domestic violence and adult abuse. The headquarters PPU will then be consistent with what is being developed in districts in terms of responsibility. The headquarters unit role will be that of the head of profession, with a referral function and inspectorate role to monitor standards.
- Feedback from partner agencies is positive about the Rotherham model, particularly in relation to the all-encompassing approach across areas of vulnerability. The co-location of child protection and adult protection social workers was seen to improve effectiveness. The pilot review and recommendations will be presented to the SCT. Staffing levels will be considered and discussed with the NCPE implementation team and personnel. The change is aimed at a more joined-up and professional approach to investigation, information sharing and intelligence development through the NIM. The tasking of specialist resources to deal with public protection is more consistently applied through tasking and co-ordination.
- There is integration of public protection into core NIM processes, including daily and tactical review of critical cases, problem solving through tasking and co-ordination, and coverage in force and district strategic assessments. The force produced a strategic assessment of domestic violence, including a full profiling of all domestic violence-related homicides and attempts, in order to learn lessons for the future. All missing persons and cases of domestic violence are reviewed at district daily tasking meetings, and critical incidents are identified and reviewed daily within the FIB.
- Relevant information is shared with partner agencies, with policies in place to ensure that this takes place. CAIU members of staff attend joint training where the importance of information sharing is highlighted. Child concern details are forwarded to social services departments as a matter of course. Information regarding social services child protection register checks is available to all officers, together with guidance on the force intranet site.
- A sergeant is at present seconded to one of the LSCBs for a period of two years, carrying out the role of the multi-agency training manager. In addition, an officer in the CAIU is designated as the training officer and is a member of the multi-agency training forums on all four LSCBs. This officer delivers training to district staff, newly appointed constables, and officers on the ICIDP, and to staff within other agencies.
- The child abuse investigation training officer provides direction and awareness to non-specialist staff at districts in relation to their role. In addition, training is provided by the unit's staff to all trainee constables at 12 and 18-month intervals, with additional inputs to officers undertaking the ICIDP. Minimum training requirements are identified which include Achieving Best Evidence, ICIDP and the joint investigation training. Any additional training requirements are identified and met through the performance development journals/PDR process.
- All members of staff within the CAIU have identified role profiles and job descriptions in accordance with the national competency framework. The unit is working towards implementing the Climbie recommendation in relation to all staff being trained

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detectives. The unit is staffed by a total of 37 officers, with approximately 80% of these being either substantive detectives or presently undergoing the ICIDP. The force has invested in supervision, with 7 detective sergeants sharing responsibility for 28 constables. The detective chief inspector unit head is supported by a detective inspector.

- The detective chief inspector with strategic responsibility for domestic violence maintains links with districts through a six-weekly meeting of all force specialist domestic violence officers, to review performance and share good practice. Performance in relation to domestic violence is captured in the strategic performance overview and reviewed monthly at the operations and performance meeting. In addition, the DCC inspects performance in this area as part of the CHC.
- During the implementation of the guidance document contents, the force implementation lead is working directly with local domestic violence forums, agency leads and the national probation service to set up domestic violence multi-agency risk-assessment conferences (MARAC) processes throughout the force.
- District crime managers, together with the chief inspector (partnerships), manage district-level partnership initiatives. Policy and strategy are co-ordinated by the headquarters detective chief inspector lead who, together with district domestic violence officers, sits on respective domestic violence forums to support partnership working. Additionally, the headquarters detective chief inspector domestic violence lead is a member of the South Yorkshire civil and criminal justice working group on domestic abuse, which is chaired by His Honour Judge Goldsack QC and has representation from all local authority areas, the CPS, the probation service, the Victim Support Service, HM Courts Service and voluntary domestic violence groups.
- The investigation of missing persons is overseen by the specialist crime services directorate headed by the force crime manager (detective chief superintendent). A detective chief inspector has strategic responsibility for missing persons and plays an active part in the day-to-day management. There is a defined management structure at each district for the investigation of missing persons. The district chief inspector (operations) is responsible for the day-to-day management of missing persons who are reviewed in daily tasking meetings. The relevant incidents are reviewed through the iTrace missing persons system by duty inspectors. The headquarters detective chief inspector chairs a six-monthly meeting of the district chief inspector (operations), and the headquarters missing persons co-ordinator chairs a monthly meeting of district missing persons officers to cascade information and review performance.
- A dedicated missing persons officer post was established as a part of the PPU pilot at Rotherham. The percentage of repeat missing persons reduced from 56% of all missing persons reports to 26%. In addition, there was increased liaison with external agencies and an improvement in iTrace reports. The number of missing persons reports decreased by almost 50%. Referrals to external agencies increased from 1.25% of all missing persons incidents to 84.6%. As a result of this performance improvement, every district within the force has or is considering appointing a dedicated missing persons officer – a minimum standard subject to ratification through the development of the corporate PPU model.

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- The MAPPA strategic board has been strengthened in terms of the level of representation from the different agencies and the introduction of quality assurance and media sub-groups.
- The increased number of monitored sex offenders has driven a requirement for additional staff, which districts have met. A supervision ratio of approximately 1 officer per 60 offenders has been consistently achieved across the force, which has to take account of concentrations of offenders in two districts. These districts have added new resources to meet this demand.
- There is a dedicated MAPPA co-ordinator and supporting unit, resourced jointly by the police and the probation service. A headquarters-based PPU maintains oversight and can provide performance information in relation to police action and involvement with MAPPA meetings at level 2 and level 3. Districts are responsible for the management of meetings at level 1.
- ViSOR was implemented across South Yorkshire in January 2005. All officers received training and presentations were provided to officers across the force area, including on data protection issues. Procedural instructions and policy are available on the intranet. The launch was publicised through general orders and the force magazine. A data cleansing clerk has been employed. ViSOR is being used by the sex offender registration officers for the management of the offenders.
- Sex offender monitoring officers received nationally accredited training delivered by the NCIS and have received additional information on policy and guidance.

### **Work in Progress**

- The force has moved to bring all areas of vulnerability under the public protection banner: dangerous sex and violent offenders, hate crime, child abuse investigations, domestic violence, missing persons, and vulnerable adults. However, districts anticipating the outcome of the Rotherham pilot are at different stages of implementation. There are some process management difficulties that need to be resolved to avoid backlogs, as do the outstanding issues of resilience for different functions and back-office support.
- The force has recognised that its collation of domestic violence data has not been as robust as it should be. As a result, the system has been overhauled, domestic violence incidents will be recorded onto an integrated computerised recording system that will meet recording standards, support victims and link to the crime management system. The force is about to use the CATS system (case management and tracking system), which has been developed by a consortium of forces. At present, the force uses CATS in respect of child abuse management and performance. This system will also be linked to the crime management system, a future development of which will provide repeat information and enable analytical work to be carried out. Once these systems have been introduced, the force will be able to effectively monitor performance and repeat victimisation.
- The risk-assessment process, which is being rolled out across the force has been the subject of wide consultation with local forums. Some groups are considering working with the model themselves. Information regarding the risk level and indicators will be provided to local social services departments. Specialists were

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provided with the required risk-assessment training and draft job descriptions in line with the guidance document. Work is ongoing with performance development to develop a full training plan.

- Districts are aware of their registered sex offenders and are responsible for the management of the offenders in their area. Risk-management plans are recorded on the computerised ViSOR, although there are still a number of offenders who do not have a plan. There are currently 1,010 registered sex offenders in the South Yorkshire Police area, 88% of whom have risk assessments. This leaves a shortfall of 12% (122 offenders).

### **Areas for Improvement**

- The force intends to adopt the child rescue alert system in 2006/07.
- Partner agencies are concerned that consultation about these significant force changes was low key. These are big business areas for the force but they are big business areas for other agencies also. Partners were not always kept apprised of thinking, rationale and the drivers.
- There is little evidence of a performance regime in this area. There are no specific measures or targets beyond looking to reduce the number of repeat domestic violence victims. This remains to be developed around the new holistic model.
- Processes for the administration of domestic violence incidents are an area for development. The crime management bureau is unable to accept details of domestic violence crimes and risk-assessment forms over the telephone from response officers, due to a lack of resources. This results in officers having to manually complete the forms themselves. There are seven pages for risk assessments which are then faxed to the crime management bureau for input onto the crime management system.
- Although there has been an increase in awareness surrounding public protection issues, the force has identified that there is a shortfall in officers' understanding of MAPPA and ViSOR. These areas have been publicised but a further drive to assist officers is required, particularly in the effective use of ViSOR as an investigative intelligence tool.

## 5 Providing Assistance (Domain 4)

### 5A Contact Management

<b>Grade</b>	<b>Direction of Travel</b>
<b>Fair</b>	<b>Improved</b>

#### National Grade Distribution

Poor	Fair	Good	Excellent
1	18	20	4

#### Contextual Factors

The communications department enjoys a high level of support from the Chief Constable and the ACC (specialist operations) through regular contact and increased investment in resources. The Police Authority has made it a priority to continue to increase resources in this area, and the revenue budgets for 2005/06 and 2006/07 both include revenue development monies to further improve the call-handling capability. Contact management remains among the Chief Constable's personal objectives.

A weekly performance briefing is submitted to the ACC, which is tabled each Monday at the SCT meeting. The head of communications has regular review meetings with the Chief Constable to discuss performance in communications.

Many of the technical and resource problems that were experienced have now been addressed and work continues to develop systems and working practices. Contracting with Vanguard consultants and adopting its approach has enabled a number of system changes to be made, which have resulted in the removal of waste calls, a reduction in abandoned calls and overall improvements in the time taken to answer calls. This continues to be driven through the service improvement team.

The recruitment of a call centre manager has introduced experience from outside the police service, impacting positively on all aspects of the business from recruitment and selection through to quality of the service delivery.

A strategy is in place that fully supports the force priorities. Individual objectives have been set that are linked to the strategy, aimed at driving through performance improvements. A performance management regime has been implemented with regular tasking meetings, performance briefings and one-to-one discussions. Regular consultation takes place with members of the public and staff, and the results feed into the process. Performance information is published widely through a monthly briefing paper.

As the organisation consolidates its neighbourhood policing structures, the establishment of SNUs provides a conduit for communication, which complements the work carried out by the call centre within the Atlas Court facility. Each SNU has responsibility for addressing lower-level crime and ASB in a way that is consistent with the ethos of neighbourhood policing.

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The implementation of the 101 SNEN project has brought with it opportunities to broaden the service provided to the public by including some local authority calls along with police non-emergency calls. This has led to the processes involved being mapped and reworked to remove inefficiencies and duplication. The 101 calls will be placed direct to call handlers therefore reducing the burden on the switchboard. The role of the switchboard staff continues to change and access to a frequently asked questions database means that they are now equipped to deal with requests for information at the first point of call.

There is a well-structured competency-based learning and development programme for all new starters. The recruitment of a dedicated trainer for communications has created the opportunity for other learning programmes to be developed and delivered to meet the ongoing needs of existing staff. An attendance management policy has also been implemented, including a number of trigger points, to deal more effectively with the welfare needs of members of staff and leading to a range of interventions. All members of staff who leave the department are offered an exit interview with their line manager, a member of senior management or the personnel department and the results are fed into the management team.

Through the regional communications managers' forum, performance is compared with other forces in the region; good practice is shared and issues are discussed in the wider forum, generating a larger pool of options.

## Strengths

- The implementation of the central communications facility at Atlas Court has enabled economies of scale to be realised. There is now flexibility to better match resources to demand and cover for short-term absence. Members of staff have regular access to all managers within the department from team leaders through to head of department. Members of staff have been given a mix of skills which has enabled a more flexible approach and provides higher levels of resilience.
- Performance management is now embedded among members of staff and supervisors, where there is an emphasis on team performance rather than individual throughput. Individual performance is measured within bands of acceptability and an emphasis on quality of contact. Performance monitoring is welcome and there is a competitive element between the four main teams over the group performance levels on both quantity and quality. They welcome their activities being monitored as it is done in a supportive way. This has led to individuals adopting more responsibility.
- Consultation takes place each month both inside the organisation and with members of the public who have made contact to report an incident. The feedback from the consultation is drawn up into a quality of service report. The information from consultation, along with any letters of complaint or letters of appreciation, is used to track performance and drive improvements through appropriate interventions at individual, team or department level. This consultation is being broadened to include surveys conducted by the corporate development department in line with the PPAF framework.
- Partnership working is embedded within the force, for example Sheffield City Council uses offices at Atlas Court so that its members of staff have easy access to the force communications centre.

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- The daily and weekly tasking meetings provide an opportunity to raise and address emerging issues in a dynamic way and seek an early resolution. The monthly briefings are an opportunity to focus on the performance of a particular team, to recognise good work and emerging good practice, and also to explore in more detail any performance issues. Monthly one-to-one interviews enable the performance of individual managers to be assessed and monitored.
- A clear, well-structured learning and development programme is in place for all new starters. Individual training has been a key development over the last year. An induction course of 12 weeks is supplemented by a period in the workplace under a tutor. When appropriate, the member of staff is allowed to work unsupervised but is given access to a mentor within the team for enhanced professional development. The addition of a training day, each ten-week cycle, has assisted in keeping staff up to date with software and systems development. There has been a significant downturn in staff turnover and a fall in the failure rate of new members of staff.
- Call-handling guides have been developed around a number of themes, including the NCPE doctrines. These are issued to members of staff and are posted on the intranet site for ease of access. The guides offer step-by-step instructions on dealing with certain types of call.
- Supervisors also receive additional training according to their needs. A number had received some form of management training and all were looking towards the Leadership in Action programme shortly to be launched by the Chief Constable.
- Diversity is a standing item on the management agenda, and managers have individual objectives set to actively demonstrate awareness and compliance with the general duty of the Race Relations (Amendment) Act 2000.
- The call-handling system provides access to a number of police databases through the dynamic reasoning engine. Previous caller history, crime management information, custody information and intelligence are all available, enabling call handlers to make informed decisions at the first point of contact. Supervisors and managers are able to monitor calls and provide support and advice where necessary. The system enables call handlers to alert dispatchers, supervisors or the force incident manager to monitor calls and incidents. Through this facility, relevant members of staff have early access to information to enable effective critical incident management, particularly during the early stages.
- A number of projects have been brought in to manage demand and improve performance in preparation for the implementation of national call-handling standards. Examples include the installation of an auto attendant for responding to calls, the introduction of direct dial information on outgoing mail across the force and the development of an enquiry line within the PNC bureau, which now handles 400 calls each day for checks from officers. The impact of these projects and others has been a significant improvement in call-handling performance through the removal of waste calls and improvements to systems. The present call-handling standards set for emergency calls non-emergency calls and switchboard calls are all regularly met and even exceeded.
- The year 2004 was a low point for contact management in South Yorkshire Police. There was a lack of joined-up thinking, issues were not thought through, decisions were made against a poor understanding of the situation, and there was poor project

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management. There have been many developments since that time in addition to an increase in resources, which have resulted in significant improvements in performance. In terms of emergency call-handling performance, the percentage of calls answered within the target (15 seconds) increased from 78% in February 2005 to 92% in February 2006. In relation to non-emergency call handling, performance (target of 60 seconds) has improved from 35% to 86%.

- A clear attendance management protocol has been developed, which has impacted positively on attendance. Over the past year, the average number of days lost to sickness has reduced significantly. In January 2005 the average was 1.73 days per person (equivalent to 20.76 days per year). By January 2006 the average was 0.81 days per person, equating to 9.72 days per year.
- The NCRS auditors acknowledge that there has been an improvement in the culture at the communications centre, where members of staff now feel confident enough to challenge officers on quality standards.
- The development of user groups across all aspects of the business has meant that regular dialogue now takes place with users outside the communications department, to receive feedback, discuss and address issues, and plan developments.
- Active liaison with districts, through the force incident managers and the shift managers and supervisors, ensures that the communications department is involved in developing structures to support neighbourhood policing. The liaison function is being extended to include crime recording bureau supervisors. This is intended to enable closer working relationships with districts in developing the crime management process.
- As a single communications facility, a business continuity plan is in place for communications, catering for a number of scenarios, from the loss of discrete systems to the full evacuation of the building. An agreement has been negotiated with West Yorkshire Police to take 999 calls should there be a need to evacuate the communications room, until the fallback room is fully functional.

### **Work in Progress**

- A business continuity plan is in place and a number of aspects of the plan have been tested. The force is now engaged in further work to make routine the process of updating and testing all aspects of the plan.
- Some processes such as surveys, complaints tracking and exit interviews are already in place. The next stage in the process is to formalise them into a quality framework. Work also continues to develop service level agreements to manage scheduled incidents in line with the QoSC.
- A robust performance management framework is now in place. The development plan for 2006/07 contains a proposal to develop a performance management unit, which will focus on the development of performance information for the department as a whole rather than relying on individuals to carry out the analysis.

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- There is limited capacity within the community service desks to provide feedback to callers. At present, re-contact is limited to victims of domestic violence regarding the bail conditions of perpetrators. Individual officers have responsibility to call back victims and witnesses of crime in order to keep them informed of progress. An Area for Improvement is the systems to ensure that this function is being carried out to an acceptable standard.

### **Areas for Improvement**

- The percentage of 999 calls answered within the target time has risen from 73.4% in 2004/05 to 89.4% in 2005/06. This is just below the level of the MSF average of 90%.
- The risk to organisational performance following the introduction of the SNEN has been identified. The scheme will be piloted through Atlas Court in partnership with Sheffield City Council to get a better understanding of the issues. Recent improvements are likely to be destabilised to accommodate the SNEN; therefore training and developing the capability of key staff has been identified by the force as being very important. Analysis shows that approximately 40% of non-emergency calls have limited applicability to policing services. During the first few days after implementation, the force anticipates pressure on the infrastructure; however, the scheme is seen as being sustainable as a long-term proposition and the expectation is that emergency calls will be maintained and non-emergency calls will be reduced. Demand profiles are expected to change as a result of these developments and there will be a need to realign business processes as a result, particularly in a partnership sense. There will be a degree of co-location, but there will be more of a virtual arrangement between participating agencies. The Airwaves radio system's capability is not being fully employed, for example, and this project will provide an opportunity to revisit Airwave's functionality and re-examine processes to accommodate the SNEN.
- There were concerns over the current performance of Airwave, with a number of examples cited where transmissions had cut off prematurely and the system had dropped out.
- There is access to Minicom and SMS messaging within call handling. Work is required to exploit technology further and consider how other contact mediums can be employed, such as the Internet and the wider use of text messaging.

**5B Providing Specialist Operational Support**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Fair</b>	<b>Improved</b>

**National Grade Distribution**

<b>Poor</b>	<b>Fair</b>	<b>Good</b>	<b>Excellent</b>
<b>0</b>	<b>23</b>	<b>19</b>	<b>1</b>

**Contextual Factors**

The force has invested in specialist operational capability and capacity and has well-established mutual aid links and is able to meet its commitments. This was highlighted during the G8 conferences where significant specialist resources were required, often at short notice over a sustained period, to support events in Sheffield, Scotland and Wales. The force received positive feedback about the excellent policing arrangements from delegates at the G8 conference held in Sheffield, including from the Home Secretary. Acknowledgement was also received from other Chief Constables about the support, conduct and capability of the force in relation to the events elsewhere.

The ACC (specialist operations) takes an active lead in firearms and public order-related matters and has portfolio responsibility for the operational support services (OSS) department. In relation to the provision of central specialist support by the OSS to the districts, there is an established system of communication and consultation through the tasking and co-ordination process at level 1 and level two. The process is NIM compliant and feeds the specialist operations deployment function of the operations planning and deployments unit (OPAD). All bids for specialist resources at level 1 and level 2, including 'emergency' bids, are prioritised at force and daily tasking meetings by the OSS. Specialist resources are allocated accordingly and aligned with force, district and OSS priorities.

The authorisation of commanders for all specialist roles is supported by required self-development and training to maintain standards allowing continued authority to command. The force is actively working towards a Centrex quality assurance approval programme which, when completed, will allow South Yorkshire Police to deliver the advanced gold and silver public order commanders programme in addition to the initial commanders programme.

Training of all members of staff in specialist roles is strong, with effective selection procedures and initial and refresher training to national standards throughout all of the specialist functions. A purpose-built public order training facility became operational during 2005/06 and is used by other forces on a regular basis. The quality of training in specialist public order-related matters has been tested on a number of occasions. The G8 conferences in Sheffield and Scotland, for example, saw a very high level of skill and professionalism in the use of public order tactics and associated specialist activity.

Effective lines of communication exist for the discussion and review of emergent issues in specialist operations. The force also has a good network of intelligence-gathering sources

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and places an emphasis on gathering intelligence from diverse communities as well as on the analysis of tension information.

South Yorkshire Police employs, through its security committee, an intelligence-led horizon scanning approach to threat and risk identification. This group is chaired by the ACC (specialist operations) and members include the director of intelligence, head of Special Branch, counter terrorist crime prevention, head of OSS, operational planning, contingency planning, firearms support, public order training, the force search adviser, community safety (minorities), criminal justice and head of corporate communications. This committee has been reviewed recently and sub-groups are to be developed around the headings 'prepare', 'protect', 'pursue' and 'prevent'. The structure supports normal tasking procedures and ensures that operational planning is intelligence-led and proportionate.

The force is fully compliant with the Civil Contingencies Act 2004 in relation to risk management and is fully integrated into the local resilience forum. Strong links exist with partner agencies in relation to multi-agency planning. South Yorkshire Police is looking to establish a strategic co-ordinating centre as part of the force response to dealing with civil contingencies and managing major incidents. A jointly funded administrative support post is to be created based within South Yorkshire Police and working to the local resilience forum manager. The Chief Constable of South Yorkshire Police chairs the local resilience forum. The head of OSS chairs the South Yorkshire emergency planning general working group. The manager of the local resilience forum is a police inspector from the force contingency planning unit.

Co-operation within the regional resilience structure includes multi-agency exercises covering CBRN, rail crashes, aircraft crashes, etc, which have been undertaken to test partnership arrangements contained in multi-agency and cross-border response plans such as Operation Mutual Aid. The provision involves specialist policing resources including police support units, CBRN, dogs, mounted police, advisers, firearms, etc.

The force submitted its firearms capability assessment to the NCPE in 2005 and continues to work towards full compliance. The force met with the NCPE implementation team in November 2005, at which time the NCPE liaison team stated that it was satisfied with progress. The force is confident that full compliance with the code of practice will be achieved by the November 2006 deadline.

## **Strengths**

- The force collects and analyses tension information via Operation Marble, a standing collection plan on the force intelligence system. The specialist engagement unit within the community safety department ensures that the force-wide cultural audit is maintained, detailing the cultural mix across each district with locations and densities. This is populated by district minority officers and local intelligence officers. Operation Marble is also supported by the SNTs on each district. These teams work with members of staff from partner agencies co-located as operational units, which in one pilot district includes an intelligence function.
- The Impact brand is being developed for sustained interventions that bring together resources from a number of departments and functions to resolve significant problems that harm communities. The programme is owned by the OSS. Resources will be brought together, funded centrally, with proper marketing support. The last Impact operation, on drugs, was held in March 2006, where there were 420 arrests including over 100 dealers, with £640,000 worth of drugs and assets seized.

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- The force has a structure for community impact assessments to be provided and for joint agency working groups to be set up. Multi-agency links exist, particularly with local authorities and through CDRPs.
- The local resilience forum has commissioned the development of a website – [www.southyorkshireemergencies.gov.uk](http://www.southyorkshireemergencies.gov.uk) – which will provide a platform for all partners to pre-warn and inform members of the South Yorkshire community of risks and hazards. An additional new venture is the use of the Police Portal scheme, launched by the Police Information Technology Organisation as a means of warning and informing hard-to-reach groups. The technology will allow 60,000 SMS, email and voice messages to be sent to registered members of the public.
- A firearms silver command cadre is operated under the management of the head of the firearms support group. Effective management of the cadre has seen an increase in the number of members, in addition to a formal system of licensing following assessment and accreditation. All gold and silver commanders attend a nationally accredited commanders' course. A new curriculum-compliant national course was developed for bronze commanders which has attracted interest from a number of surrounding forces.
- All members of staff are highly trained and are required to maintain standards that are routinely higher than those required for national competence, for example the continued accreditation requirements for public order commanders and extra training days for police support unit officers for additional tactics. The force also trains members of staff in additional specialist functions such as dealing with protestor lock-on, height access work and negotiation, public order baton gunners and public order tactical dog teams.
- The public order training site at Pioneer Close is an excellent facility used by a number of other forces for exercising police support unit training and firearms tactics. The force is actively progressing towards Centrex quality assurance approval, which will allow South Yorkshire Police to deliver national command training at the highest level.
- The force has developed additional specialist roles with the introduction of protestor lock-on teams, public order baton gunners and public order tactical dog teams. The less lethal options of the attenuating energy projectile, conducted energy device, and firearms support dogs form part of the normal response to spontaneous firearms incidents and are readily available for planned operations.
- The victim recovery teams in South Yorkshire have been used on international deployments to the tsunami and to Greece. The crime scene investigation body-recovery dog facility demonstrates that the force is at the forefront in this field and is in demand nationally.
- During a recent exercise relating to the position of South Yorkshire Police in terms of protective services, the force scored very highly in relation to the nine areas in public order.
- The force has five trained post-incident managers (PIMs). A PIM steering group meets twice yearly consisting of all PIMs, the firearms training and development unit, SIOs, the professional standards department, the occupational health unit, the

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Police Federation, and the force incident managers. The steering group has developed and ratified PIM call-out procedures, logs and relevant witness accounts and PIM documentation. South Yorkshire Police has been involved in two PIM procedures over the last 18 months. Both have been debriefed and evaluated to modify and improve local procedure. The latest incident is still under review by the Independent Police Complaints Commission (IPCC), but early feedback was positive about the professionalism and well-organised procedures that were adopted during the post-incident phase.

- A sliding-scale approach to the number of armed response vehicles (ARVs) provides flexibility to meet changing demands and operational requirements. The ARV crews also have a less-than-lethal capability. The ARV response includes the availability of the firearms support dog and handler, trained in non-compliant subject tactics, with an armed officer in support.
- There are seven force incident managers and a bid has been made for one more. There is major incident management capability at the Atlas Court communications centre and a gold communications and incident room at force headquarters.
- The OSS's OPAD is responsible for call-outs and deployments. The unit has direct links into the planning offices of all districts. Outside the working hours of the department, the force incident manager is responsible for such call-outs and deployments. Records of all trained staff are maintained and accessible.

### **Work in Progress**

- It has been identified through the incident review process and the firearms threat and risk assessment that some operations require options that involve tactics that have not been available within the force. Plans are in place to train a number of authorised firearms officers to provide this enhanced capability.
- The new OSS management team is looking to co-ordinate the specialist functions within the department into a more coherent team, strengthening departmental intelligence capability and linkages with the FIB, in order to structure the delivery of OSS products in a different way, for example aligning the Impact programme with medium- to long-term sustainable interventions using OSS resources.

### **Areas for Improvement**

- The number of incidents where firearms were authorised, and also the number dealt with by ARVs, have risen and are higher than the MSF average. The number of authorised firearms officers has declined by almost 5% between 2004/05 and 2005/06.
- The force has developed an approach to reviewing and co-ordinating contingency plans. A position for a business continuity manager has been identified and this is to be progressed.
- While the force has strong command training and succession planning for public order and firearms commanders, there is still work to be done in relation to the training of officers in the management of disaster and civil emergency.

**5C Strategic Roads Policing**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Improved</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
0	7	33	3

**Contextual Factors**

The Chief Constable is the ACPO lead for the roads policing business area. The ACC (specialist operations) has responsibility for the South Yorkshire Police roads policing group (RPG) and plays a vital role in promoting road safety partnership working. The ACC also chairs the South Yorkshire casualty reduction steering group, which has membership at director level from all local authorities and key partners. The group has agreed a road safety strategy driven by the tactical road safety group, including the South Yorkshire Police head of RPG and the Stats 19 collision data collection group.

South Yorkshire Police has a roads policing strategy, which incorporates the five key elements of the national strategic assessment. This strategy is published on the force intranet and is incorporated in all RPG officers' performance development journals. The RPG has a performance appraisal system with specific generic objectives derived from the national strategic assessment, to focus business and measure staff performance on the key roads policing activities. Performance data in relation to collisions, arrests, fixed penalty notices, operations, focused patrols, files, vehicles seized, etc is collected on a daily basis by the OPAD and forms part of a monthly bulletin which incorporates national and local targets. Five key elements drive the RPG's links with other areas of the force: denying criminal use of the roads, reducing road casualties, tackling the threat of terrorism, reducing anti-social use of the roads, and enhancing public confidence and reassurance by patrolling the roads.

The performance categories 'killed or seriously injured' (KSI), 'KSI child' and 'slight collision casualties' have continued to fall in South Yorkshire, but the decline in KSI and slight collisions has not yet met the 2010 targets. Due to the recorded decline of KSI collisions prior to the 2010 targets being set, the Department for Transport has met with South Yorkshire local transport plan members and has agreed to the re-baseline of targets using the 2001 to 2004 average. These new targets are well within the current downward data trends. Statutory performance indicator 9ia measures have been set with a 5% reduction target following the achievement of a 5% reduction in 2004/05.

The RPG is centrally managed as part of the OSS. The group is split into two geographical bases. There are centralised specialist sections within the RPG with force-wide responsibility, such as the motorcycle wing, ANPR, collision investigation branch and partnerships. The centralised arrangements for the RPG enable effective and co-ordinated delivery of roads policing and KSI collision investigation as well as policing the motorway network.

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The revenue budget for 2005/06 included the investment of an additional £500,000 per annum recurrently in the RPG to support a dedicated ANPR team and this remains a priority for the Police Authority in 2006. The ANPR unit consists of a dedicated intercept team, project manager and data administrator. South Yorkshire Police is one of the pilot forces for BOF2 and is heavily involved in regional and national meetings, influencing the development of ANPR technology and delivery on a national basis.

HR management reviews in relation to specialised training and resource allocation are regularly conducted by RPG management and the OSS personnel office to ensure an appropriate spread of specialist skills across the shifts and bases. Systems are in place, such as advertisement of attachments and generic recruitment adverts, to attract high-performing and skilled staff, in particular those from BME backgrounds, to recruit, train and retain staff in roads policing.

The RPG is intelligence-led on a daily basis through the briefing system which, via the OPAD links in to district level 1 and force level 2 activities. National Roads Policing Intelligence Forum activity is directly linked through the electronic briefing and tasking system to daily tasking of RPG staff, and the results of national and regional intelligence-led work is fed back through the PIKE traffic management system.

The ACPO road death investigation manual is fully implemented in South Yorkshire Police, with specific training in place for SIOs and FLOs. Trained collision investigation branch officers, exhibits officers and disclosure officers form part of every investigation along with SIOs and FLOs.

The force has fully implemented the ACPO pursuit policy and has now rolled out trained tactical pursuit and containment tactical advisers for both planned and spontaneous pursuits. The force has a regular steering group on tactical pursuit and containment activity, including membership from the RPG, force incident managers, professional standards and driver training.

## **Strengths**

- The South Yorkshire Police casualty reduction steering group has membership at director level from all local authorities, the Highways Agency, ambulance and fire services and the primary care trust. This group is chaired by the ACC (specialist operations) and it has agreed a road safety strategy, incorporating a road safety improvement plan, together with a range of action plans.
- There is a clear structure, below the strategic level, of a tactical road safety group, including the South Yorkshire Police head of the RPG, the Stats 19 data group and the local authority road safety officers group, to develop multi-agency actions.
- The force is piloting a dedicated collision investigation team to take over fatal and life-threatening collisions from general patrol RPG shifts. This has enabled closer liaison with coroners, the CPS, CJUs and scientific support; it has also enabled a review and drafting of policies in relation to specific collision investigation forensic strategies. This has had a significant impact in the availability of RPG general patrol officers, releasing them from complex fatal investigation work.
- The ANPR unit consists of a dedicated intercept team, project manager and data administrator. South Yorkshire Police is one of the pilot forces for BOF2. It is heavily

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involved in developing ANPR technology and delivery on a national basis, leading on the national training committee, as well as acting as Driver Vehicle and Licensing Agency liaison for the national database group and actively participating in the electronic vehicle identification national committee and the ANPR anti-technology group which examines the issue of countermeasures.

- South Yorkshire Police has a roads policing strategy, which incorporates the five key elements of the national strategic assessment. This strategy is published on the force intranet and is incorporated in all RPG officers' performance development journals. The RPG has a robust and meaningful performance appraisal system with specific generic objectives directly derived from the national strategic assessment, to focus RPG business and measure staff performance on the key roads policing activities.
- Due to the achievements of the dedicated ANPR intercept team, a business case has been approved to set up a second team in 2006. This team will be a proactive road crime unit with ANPR capabilities to link in to BCU-based operations and intelligence at both level 1 and level 2.
- With regard to ANPR, the project manager works closely with the FIB to co-ordinate the integration of ANPR databases and intelligence across the force. All district CCTV systems are now aligned to ANPR as well as to fixed sites across Sheffield and mobile cameras which are available for specific operations, in addition to the intercept teams and spectrum van.
- The RPG has 20 FLOs with a co-ordinator at each base. FLO policies are reviewed regularly by the head of the RPG, the two co-ordinators and the crime FLO co-ordinators. Joint FLO training is in place for both CID and RPG officers. One of the RPG FLO co-ordinators is a member of the national FLO committee and is involved in conducting national presentations to FLOs and outside agencies and organisations such as BRAKE and SCARD.
- The number of people killed or seriously injured in road traffic collisions has reduced to a level equal to the MSF average. Customer satisfaction with collision investigation has improved.

### **Work in Progress**

- In relation to casualty reduction, South Yorkshire Police has a close and effective working relationship with the South Yorkshire county-based strategic road safety analyst. The analyst works with the safety camera partnership analyst and the South Yorkshire Police collision analyst to monitor and publish collision data to drive enforcement activity, education and engineering on a countywide partnership basis. A partnership project to jointly fund the purchase and rollout of a Buchanan AccsMap package will greatly assist this ongoing work in providing accurate collision data and analysis.
- Work is ongoing with the FIB to train every district analyst on ANPR database work in order to support district intelligence activity with ANPR data.
- Provision has been made in the current financial year to invest in the development of intelligence and resource management in roads policing. There is a clear intention

for NIM-led roads policing integration, with a separate identity and positioned where the unique skills of the staff are employed to the best effect.

## 6 Resource Use (Domain B)

### 6A Human Resource Management

<b>Grade</b>	<b>Direction of Travel</b>
<b>Fair</b>	<b>Stable</b>

#### National Grade Distribution

Poor	Fair	Good	Excellent
2	18	23	0

#### National Position

The PPAF indicators on sickness and medical retirement continue to be key quantitative measurements of human resource (HR) performance. Increasing significance is being given to the completion of performance development reviews (PDRs) within 60 days of due date. PDRs should be intelligence-driven and link to other HR processes such as promotion and career pathways.

While most forces have conducted some basic workforce planning, this has yet to be extended to all staff, ranks and grades. Workforce planning often concentrates on basic succession planning for key operational police officer posts. Most forces now have a full range of policies to support the work/life balance, often going beyond their legal obligations. The majority of forces need to develop an effective mechanism to manage demand, which ensures that they allocate resources to peak periods. There is limited evidence to show that supervisors and managers have been adequately trained in effective resource management.

Although annual staff satisfaction surveys are common, applying the learning from these surveys, and from employment tribunals, accidents, injuries, complaints and grievances, could be developed further. Much health and safety activity in forces is owned by a handful of key individuals and is rarely integrated fully into day-to-day activity, other than monitoring of accidents, injuries and near misses. Few forces have accident/injury reduction targets or effective performance management of health and safety activity.

#### Contextual Factors

The personnel department has a well-developed costed HR plan and strategy. It is achieving good performance in all targeted areas and showing improvement directly linked to operational performance. Key performance indicators for the department are systematically monitored through monthly management meetings and reported to the SCT and the Police Authority. PDR timeliness is monitored by anniversary due date not 60 days after the due date. All role profiles have been developed and appraisals conducted using the integrated competency framework. The PDR process includes the development and monitoring of objectives for all individuals and these are linked to the objectives of both the

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force and the district or department. This is reinforced by the costed HR plan as part of the new business planning framework, which links priorities to resources.

The Police Authority is involved across the portfolio and receives regular updates on key HR areas. The department has completed a review of roles and structures and has implemented a civilianisation programme. This has ensured that the department can recruit professionally qualified and experienced HR staff and is able to expand resource management into performance development and training units. In addition, the department was able to extend the policy unit, ensuring that all policies are regularly reviewed, assessed across the six strands of diversity, and practically implemented. The local personnel units at district and department levels are supported by centrally based HR professionals, while accountability and responsibility are being devolved to local units and managers. This ensures that decision making is devolved to the appropriate level while ensuring that co-ordinated support and consistent approaches are maintained through a centralised advisory personnel function.

The link between HR and operational effectiveness is maintained through various methods. For example the head of department attends senior management decision-making meetings, including force quarterly review days, the policy advisory group and the commanders' conference; the head of HR management chairs the personnel managers' forum. In this way the department understands the global and local issues regarding people management and these issues can be fed into policy review, procedural changes and improvement initiatives.

Health and safety is led by the ACC (media and personnel) through the force health and safety committee, coupled with a robust approach to reviewing and implementing policies, providing proactive and reactive support, and a schedule of audits. The health and safety unit has received external recognition through national awards, and policies have been used as examples of good practice by the Home Office.

Recruitment, selection of key roles and promotion of police officers is through centralised processes to ensure consistency of approach, with a monitoring of minority group success rates to promote a diverse workforce. In addition, the department monitors the reasons for leaving for all police officers, staff and special constables. There are a range of policies and procedures to reward good performance and challenge poor performance. Regular staff surveys are conducted, with results analysed and presented to the SCT for directing action. The personnel department is a lead member of the consultation co-ordination group, which owns all consultation, including the staff survey, across the force.

### **Strengths**

- The personnel services team has an ACPO lead on the SCT, and a senior management team which combines police officers with professionally qualified staff. Personnel units have been devolved across the force and each district and major department has a dedicated HR professional on its management team.
- The personnel support and policy unit is appropriately resourced with qualified personnel. This has resulted in clear, practical policies and guidelines for the

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management, development and protection of employee welfare, which are available to all members of staff.

- Members of staff from personnel services are involved in a variety of community engagement and regional collaboration initiatives. For example, the recruiting manager works at a regional level on PCSO recruitment and the diversity recruitment officer is working with Sheffield universities to improve the recruitment of police officers from minority groups. Personnel services have corporate targets for the recruitment of police officers and other members of staff from minority groups through the management of corporate and local selection processes. The force fully adopted the national recruiting standards for police officers and is awaiting confirmation on the agreed national standards for PCSOs. Collaboration is taking place with West Yorkshire Police on the PCSO pilot, the results of which will inform PCSO recruitment later in 2006.
- Centralised recruitment processes are in place and kept under regular review for key roles such as detective positions, roads policing and the operations task force, to maintain consistency on standards and processes and to ensure that areas of BME or female under-representation are identified and actioned. Identified under-representation of minorities is being tackled through the business planning process. All districts and departments must identify areas of under-representation and create an action plan to remedy the situation. Throughout the force, 32% female officers have been recruited (the target for 2006/07 is 40%) and 5% BME officers.
- The force takes a positive approach to the retention of staff. Policies are in place to support flexible working options, including job sharing, part-time working and compressed hours, which have had a direct impact on the retention of female police officers returning from maternity leave. There are currently 176 police officers and 258 police staff working flexible patterns, not including flexitime. A dedicated policy team within personnel services anticipates legislative changes, ensures compliance and considers relevant good practice, and has recently reviewed the flexible working toolkit of policies and procedures.
- The personnel department has completed a programme of civilianisation and rationalisation of resources which not only secured efficiency savings for the force of £452,552 but realigned staff resources to demand across the department.
- Following the civilianisation and restructuring programme within the department, a dedicated role of employee relations manager was created to liaise with staff representatives and co-ordinate activity and policy for compliance with disability discrimination legislation.
- A civilianisation programme ensures that minimum numbers of police officers (crime fighting fund figures) are maintained while progressing civilianisation where appropriate. Care is taken to maintain posts for police officers subject to restrictive or recuperative duties to ensure compliance with the Disability Discrimination Act 1995. A review was undertaken in 2005 across all administrative departments, to plan and match support provided to the needs of the force. Planned rationalisation of resources has included the civilianisation of key senior posts and the re-designation of posts at lower ranks where appropriate.
- Recruitment unit members of staff received additional awareness training from the force LGBT co-ordinator and are working to develop a marketing strategy to attract

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applications from the LGBT community. The recruitment unit is continuing nationally recognised work to recruit police officers and police staff from minority groups, through outreach events and familiarisation days. The details are recorded and provided to the diversity unit and the Police Authority. The force is in negotiation with the Home Office's diversity unit for South Yorkshire Police to develop national marketing material for diversity recruitment.

- Occupational health services, supported by external funding, are nationally acknowledged as proactive and innovative in their approaches to maintain an individual's attendance at work and to prevent absence. There has been a substantial reduction in sickness levels over the last five years. This has been achieved as a result of combining the use of effective and fair policies along with proactive welfare management practices.
- There is an ACPO lead regarding all health and safety matters and an appropriately resourced and professionally qualified team, resulting in a strong commitment to proactive and reactive health and safety management.
- The force uses an integrated HR, financial and payroll system which provides clear HR resource and budgetary information to aid effective decision-making.
- Personnel services has reviewed its intranet site following consultation with users, in order to ensure that frequently requested information is easily accessible, including pay scales, policies, procedures, contact points, target and performance information.
- The force HR information and communication technology (ICT) system is the hub of all the force's systems and will be used as a basis to provide single log-on capability during 2006/07. Peripheral systems such as the force telephone directory are updated automatically from the HR system.
- The force holds the Charter Mark and the EFQM Award for Excellence. The training centre holds Investors in People status.
- Police officer sickness levels have fallen to a level below the MSF average.

### **Work in Progress**

- Following further improvements to the integrated Oracle HR and financial system, the department is devoting resources to investigate the devolution of HR management processes to local personnel units and employees.
- The corporate review department has completed the first phase of matching resources to demand (MR2D). A new shift pattern has been implemented. The next phase of MR2D is planned to include neighbourhood policing followed by custody and CID. The personnel roster overtime management information system (PROMIS) is being implemented, allowing for close monitoring of overtime and weekly leave days.
- Although the majority of staff and officers working within South Yorkshire Police are recording time worked (through shift patterns, flexitime and overtime records), there is a need to implement a working time recording system across the force to capture

all individuals. The corporate system will be PROMIS, which is currently being rolled out, supported by dedicated resources to administer the system.

**Areas for Improvement**

- Police staff sickness levels have increased and are above the national average.

**6B Training, Development and Organisational Learning**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Fair</b>	<b>Improved</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
3	11	27	2

**National Position**

Learning and development (L&D) is a key driver for forces to improve performance. The requirement is for the right staff to have the right skills in the right place and at the right time in order to achieve or support operational performance.

HMIC has awarded a Good grade where key criteria have been met. Notably, where there is a clear distinction between the role of contractor and client, with the full and sustained involvement of a chief officer and the Police Authority. There should be a single post with accountability for all L&D products and services. Another prerequisite is an L&D strategy which is fully compliant with Home Office guidance and supported by a business plan, an improvement plan and a fully costed 'planned' and 'actual' delivery plan. Finally, a Good grade reflects robust quality assurance and evaluation processes, with clear evidence that the force is engaged in collaborative activity.

**Contextual Factors**

The force has made significant improvements in relation to the content and style of the costed training plan and has paid due regard to previous HMIC comment. This plan incorporates training from across the force and now also includes that provided for by district training officers.

South Yorkshire Police Authority is now actively involved in the strategic planning and monitoring of learning and development activity and has set key performance indicators. The head of HR development presents updates to the Police Authority's business support committee on a regular basis throughout the year.

An expansion of the performance development department (client side) has resulted in the recruitment of two evaluation officers. This has enabled the force to address key evaluation issues such as diversity and the IPLDP and also to set in place an evaluation plan for the coming year. Prioritisation of evaluation activity is monitored by the learning and development board.

All learning and development policies and procedures have been reviewed and updated to ensure compliance with HMIC guidelines and best practice. A regular review process is in place which is monitored by the learning and development board.

## **Strengths**

- There is a clear and consolidated overarching improvement plan for learning and development, which is regularly reviewed and updated, and is overseen by the Police Authority. This plan has clear links to earlier HMIC recommendations, as well as to a range of other sources that impact upon the learning and development function.
- There is an appropriate strategy which adheres to the most recent Home Office guidance. This will be updated in line with any new recommendations or guidance.
- A clear client/contractor separation exists within the force. The principles behind this business philosophy are embedded into the culture of the organisation and are supported by appropriate deployment into either the performance development section representing the customer, or those departments working on behalf of the contractor within districts, the training centre and the OSS. An established learning and development board, chaired by an ACC, works well as a strategic decision-making body for the business area.
- The force has developed a strong ethos of community involvement, specifically through its IPLDP.
- Members of staff within the learning and development function are highly motivated and professionally well qualified. This provides a sound springboard to further develop the business area within South Yorkshire Police.
- The force continues to develop e-learning at a good pace. The development of this function will facilitate a greater range of blended learning solutions to be considered when looking for training alternatives.

## **Work in Progress**

- A comprehensive quality assurance policy has been developed which will address the key issues for the force. This policy has yet to become embedded. A number of quality assurance activities have been carried out but these will be enhanced by an overarching corporate approach.

## **Areas for Improvement**

- HMIC considers that further consideration regarding the line management arrangements for district training officers will bring business benefits to the force. The current arrangements, while an improvement upon previous management practices, still have the potential to lead to an element of confusion and conflict.
- The force will benefit from a review of the manner by which it seeks to gain community involvement within the full range of training activity. HMIC considers that the Police Authority has a useful part to play within this key area of development, and it has already, nationally, produced work to this effect.
- Currently, limited mid-range leadership training is undertaken by the force. No elements of the Core Leadership Development Programme have been adopted, and

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little was seen in the way of resilience in resources to further develop this work.

- Although the force has made good progress in relation to developing its costed training plan, there is scope to make fuller use of the management information contained within it, particularly by the learning and development board. Such use will, for example, allow for better decision making around training prioritisation.
- Despite an awareness of the obvious difficulties surrounding major capital investment at the current time, any review of South Yorkshire Police's training estate inevitably reveals the practical limitations posed by an infrastructure that is no longer fit for purpose.

**6C Race and Diversity**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Fair</b>	<b>Stable</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
0	14	27	2

**Contextual Factors**

South Yorkshire Police promotes the FIRST principles and these are embedded within the force.

The recruitment target for South Yorkshire Police of officers from BME communities in 2005/06 has been achieved (assisted by dedicated outreach staff) and a goal has been set for 2006/07 to recruit at least 5% BME police officers. As a result of the significant progress being made, South Yorkshire Police is seeking to achieve the Dismantling Barriers target of 3.27% BME police officers well in advance of the 2009 target date. A stretching diversity target of 40% female police officer recruits has been set for 2006/07.

As chair of the diversity, confidence and equality board, the Chief Constable actively drives the agenda to achieve a diverse and representative police service. The diversity, confidence and equality board is supported by a series of strategic/tactical groups including the diversity confidence and equality action group. Membership includes the South Yorkshire Black Police Association, the women’s management group, and external representation including the Police Authority, chairs of IAGs and the local race equality council. The diversity learning and development programme board is a focus group which feeds into the learning and development board chaired by the ACC (media and personnel). Examples of positive involvement in policy development involving these stakeholders include hate crime and stop and search.

At the direction of the Chief Constable, South Yorkshire Police has fundamentally reviewed its approach to meeting the specific employment duties. An employment monitoring strategy has been developed with Police Authority assistance. The strategy brings together all six strands of diversity, initially focusing on gender, disability and the statutory duty to monitor ethnicity. Monitoring includes applicants for jobs, training, promotion, grievance, discipline and all leavers. An employment monitoring matrix has been developed, a gap analysis is to be conducted, and actions will be included in both the RES and the diversity and equality scheme action plans. Full analysis of the matrix will be at six-monthly intervals and actions will be reviewed by the diversity, confidence and equality board, the SCT and the Police Authority.

There are several tiers of trained resources managing RES implementation, namely diversity champions (key senior staff within districts and departments) and the diversity network comprising 100 graduates of the advanced diversity awareness programme. South Yorkshire Police has a communications strategy for the RES already graded as Green. This

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includes regular articles in the force newspaper, use of other advertising, intranet and posters. All South Yorkshire Police members of staff have been provided with protected learning time to complete a (compulsory) role-specific, online learning and development programme for the Race Relations (Amendment) Act 2000. Other key groups have been provided with additional learning and development. All members of staff have 'respect for race and diversity' (level A) within their respective role profiles.

Every South Yorkshire Police policy is subject to the diversity impact assessment template to determine their level of differential impact and level of consultation. Staff associations are fully involved in this process, for example fairness at work. South Yorkshire Police uses first contact advisers, minority support groups and resolution officers within the organisation in the resolution of grievance. In addition, positive methods have been used, such as targeted advertising, familiarisation days and staff association involvement in recruiting events. The force also has a positive action mentoring scheme which provides and organises support for serving members of staff and those wishing to join the organisation.

In order to ensure compliance with the Disability Discrimination Act 1995 and related guidance, South Yorkshire Police has a protocol entitled Managing Disability, which sets out the responsibilities of affected personnel in addressing issues relating to disability. There are dedicated disability liaison advisers for each district and department as well as for the force as a whole. South Yorkshire Police is using professional consultants to provide advice on the reasonable adjustments to buildings. Much has been completed and further work is scheduled for 2006/07.

## Strengths

- The strategic and tactical groups supporting the diversity, confidence and equality board provide a solid framework from which the Chief Constable can drive the agenda to achieve a diverse and representative police service. The groups consist of internal and external stakeholders who are involved in policy development and review.
- The force has fundamentally reviewed its approach to meeting the specific employment duties. Through provision of additional resources, including a diversity specialist, it has introduced an employment-monitoring strategy incorporating the Commission for Racial Equality codes of practice for racial equality in employment (November 2005). The approach has been developed with the assistance of the Police Authority and the local race equality council and is fully supported by staff associations. This approach has resulted in the development of the promotion policy in January 2006.
- The employment-monitoring matrix is a comprehensive piece of work that will enable effective monitoring and allocation of actions in line with the force equality schemes.
- South Yorkshire Police has several tiers of trained resources managing the RES implementation, namely diversity champions who are senior members of staff within districts and departments and the diversity network of 100 graduates of the advanced diversity awareness programme. The force diversity trainers are members of the national diversity trainers' network.
- The force RES was published in May 2005. Consultation with internal stakeholders was undertaken and there has been a review of external consultation, with key

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partners identified and feedback sought. The communications strategy for the RES includes regular articles in the force newspaper, use of 'table talkers', intranet and posters. It has already been graded as Green by the police national diversity team.

- All South Yorkshire Police members of staff have been provided with protected learning time to complete a compulsory, role-specific, online learning and development programme for the Race Relations (Amendment) Act 2000.
- South Yorkshire Police has an effective positive action mentoring scheme that provides support to a number of serving members of staff and to those wishing to join the organisation. South Yorkshire Police uses positive action methods in order to achieve a diverse and representative workforce. This includes representatives of staff associations being involved in recruiting events and familiarisation days. The recruiting department also has dedicated outreach workers. These factors taken together have resulted in the force achieving its recruitment targets. In 2005 members of staff attended the Commission for Racial Equality leadership programme and others will attend in 2006. South Yorkshire Police was recognised for diversity excellence (diversity recruitment) at the National Graduate Recruitment Awards (2005) and by Centrex regarding the community engagement element in the IPLDP.
- Internal and external stakeholders, including IAGs, are directly involved in the processes to embed diversity into service delivery, for example in the IPLDP.
- The force uses members of minority support groups in the resolution of grievance. These include first contact advisers and resolution officers.
- The organisation is conducting work in relation to disability and reasonable adjustments. Regarding dyslexia, South Yorkshire Police is currently in discussion with outside agencies to provide an educational psychologist input to ensure that this area, which is a developing one, is managed effectively.
- The force has a women's management group which consists of female officers and members of support staff, union representatives and the force childcare co-ordinator. The group has been responsible for developing a number of initiatives relating to the national Gender Agenda. South Yorkshire Police has developed a BME community women's familiarisation day. This positive work has been enhanced by the proactive approach to mentoring using the force's positive action mentoring scheme in which support associations are actively involved. Examples include positive action initiatives for existing personnel such as interview guidance.
- Training needs are identified through a number of related disciplines and sources, for example the professional standards department, complaints, employment tribunals, etc, and feed into the South Yorkshire Police Learning the Lessons process. Professional standards department investigators have received specific training in relation to investigating race and diversity complaints, within and against the force.
- Sexual orientation and religion and belief monitoring will be piloted at promotion rounds in 2006.
- The force performance is continually assessed in relation to diversity, internally through the CHCs and Police Authority scrutiny, and externally as part of its award

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submissions. The work in this area has helped the force to retain the Charter Mark for the 15th year and to achieve the EFQM Excellence Award.

- The proportion of female officers has risen to 31.23% which is a level above the MSF average and exceeds the 2005/06 force target of 30%.

### **Work in Progress**

- The force has been successful in meeting recruitment targets from minority communities and groups, but retention and progression of employees from those communities and groups are Areas for Improvement.
- Local business plans record the diverse make-up of each district and department, initially by gender and ethnicity, using localised staff audits. Districts and departments will also be conducting their own cultural audits in 2006 in order to identify the reasons for any disparity. Armed with this information, and after initial gap analysis, districts and departments will be responsible for initiating action to rectify the situation should anomalies be identified. Heads of districts and departments will then be held accountable for their performance in this area via CHCs, a process chaired by the DCC.
- All South Yorkshire Police corporate policies are being assessed for diversity impact. It is envisaged that this process will be completed over the forthcoming months.
- The South Yorkshire Police employment-monitoring matrix has been designed initially to measure gender and ethnicity. It is intended that all six strands of diversity will be monitored in due course. Monitoring includes applicants for jobs, training, promotion, grievance, discipline and leavers for whatever reason. Monitoring, using the matrix, has already revealed that women are under-represented within the OSS department. As a result, a diversity awareness day was arranged for OSS and action plans agreed in a major effort to encourage women to join the department. The matrix will be analysed twice a year to identify areas of disparity. Disability will be included in employment monitoring in 2006/07.
- The development of the employment-monitoring strategy identified not only areas of disparity in the application and results of promotion boards, but raised awareness and action as to the timing of crucial events in relation to religious festivals such as Ramadan.
- The professional standards department is actively working with the IPCC and other forces to implement the recommendations of the Taylor report and the Morris inquiry aimed at stream lining processes of making and resolving complaints.

### **Areas for Improvement**

- While the various programmes of learning and development in force clearly consider diversity in their timetable, work is to be commenced in 2006, through the RES, to identify and enhance, where necessary, the diversity inputs contained in the programmes, in line with service delivery requirements.

**6D Managing Financial and Physical Resources**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Stable</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
1	11	24	7

**Contextual Factors**

This assessment is based on a self-assessment return, HMIC’s own findings and consideration of the police use of resources evaluation (PURE) by the Audit Commission’s appointed auditor for the force/authority. Set out at the end of this report are the appointed auditor’s summarised scores for each theme covered by PURE. Separate more detailed reports on PURE have also been issued by the appointed auditor for the force/authority.

**Strengths**

- South Yorkshire Police had a strong level of general reserves as at 31 March 2006 representing approximately 7% of net revenue expenditure. This is above the average maximum within the service and above average compared with most other forces. This has given South Yorkshire Police scope to meet challenging demands on the budget for the next three years as part of its medium-term financial strategy. However, the use of £11 million of reserves will require constant review of the longer-term budget to ensure that ongoing deficits are not produced beyond 2008/09, and as the implications of mergers begins to unfold. This has been recognised within the medium-term financial strategy.
- There are good processes for budget making and monitoring throughout the force, including detailed accountability, each month, for spending against budget reported to the senior command team and the Police Authority, and the requirement at year end for each budget holder to provide a statement of business benefits and operational outcomes obtained from each budget development funded in the year. This also reflects a culture that has always employed strong use of key performance indicators.
- The force still operates an inwards investment board that co-ordinates grants and various forms of income, to give direction and 'corporate glue' to the management of all forms of income received by the force.
- The force is one of the service's leading players in the development of a shared services strategy, being a lead Oracle site. The force also has a better than average set-up for integrated business systems, with an integrated HR/payroll system which has also been recently upgraded.

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- There are good bottom-up processes in relation to risk management within the force. A review undertaken by an external expert consultant has concluded that there are good management processes in place.
- The force provides a good procurement service, with improvements since the last inspection in the use of e-ordering, e-tendering and the investigation of e-auctions. The force's annual report also demonstrates that procurement savings have hit all targets set by the senior command team.
- The force has continued to provide a sound level of service in estates management, including a strong strategy of collaboration with other public agencies. Also, the force has invested in property so that there is currently no serious level of maintenance backlog as with many forces in the service. In addition, following a best value review, the force has introduced an integrated facilities management service.
- South Yorkshire Police has received an Energy Charter Initiative Reward.
- Although there has been a change of manager for transport, the high level of service has remained, including the same high demands and controls on the levels of workshop productivity.
- The force has undertaken a review of the use of vehicles to improve better value for money in relation to the use of the fleet.

### **Work in Progress**

- The implementation of the Oracle procurement module has stalled due to a major upgrade of the existing implemented system that had to be completed prior to implementation of the Oracle procurement module. Work is now under way to implement the procurement module.
- Work continues in relation to the use of partners to provide out-of-hours cover for minor repairs to vehicles.

### **Areas for Improvement**

- The force could make further use of results from activity analysis for taking management decisions that could impact on improved performance, particularly in relation to operational policing. This is due to a negative view of the activity-based costing process which requires a review using any positive experiences elsewhere in the service. This could build on, for example, the use in 2005/06 of using activity analysis on a review of administration that saved £500,000 per annum. The force and Police Authority could also consider, pending any future development of activity-based costing, using other means of management data that have also been used by some other forces.
- The force is planning further improvements through a financial appraisal of partnerships and their outcomes.
- The scope of internal audit could be extended to encompass work within its annual programme beyond just financial controls.

- Increased resources are required for the planned maintenance of facilities and stock.

<b>Audit Commission Use of Resources</b>	
Force and Authority: South Yorkshire Police	
<b>Element</b>	<b>Assessment</b>
Financial reporting	Not Available
Financial management	3
Financial standing	3
Internal control	2
Value for money	3
Key to grades	
<ol style="list-style-type: none"> <li>1. Below minimum requirements – inadequate performance</li> <li>2. Only a minimum requirement – adequate performance</li> <li>3. Constantly above minimum requirements – performing well</li> <li>4. Well above minimum requirements – performing strongly</li> </ol>	
The judgements are made by auditors under the Code of Audit Practice and in accordance with guidance issued by the Audit Commission.	

**6E Information Management**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Stable</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
1	9	31	2

**National Position**

The convergence of information and technology streams, and in particular the developing role of the chief information officer, is focusing attention on how forces corporately govern information. The aim in this assessment is to differentiate between forces that are taking an information-based approach to delivery and those that are technology-driven. A raft of emerging standards – notably Management of Police Information (MoPI) – is defining metrics against which performance can be measured, and these will ease the challenge in future assessments. Equally, the need for forces to develop medium-term planning, to consider national strategy in their local planning, and to reflect the requirements of the information technology infrastructure library (ITIL) have all provided some clear measures of success.

It has been a particularly challenging 12 months for forces' information services, as much development work was postponed because of amalgamation proposals. This backlog will need to be addressed in 2006/07, together with work on shared approaches to bridge the level 2 shortfall. The challenge of providing information for the cross-regional information-sharing project (CRISP) and the emerging IMPACT system is considerable. This may require the development of 'confidential' networks and work to meet the requirements of the Unified Police Security Architecture (UPSA) as well as MoPI. These carry as yet unquantified but very considerable costs, as well as resulting in major business change. With constrained budgets and increasing demands, the future poses real challenges as to how forces will manage their information assets.

**Contextual Factors**

There is clear leadership at chief officer level with the director of finance and administration, who is a member of the SCT, leading the information systems portfolio. The head of the information systems department (ISD) is a member of the policy advisory group, the force business change directorate and other force strategic groups.

The SCT has agreed and prioritised a forward plan of work matching local policing business needs with the central customer capability plan and the national science and technology plan. The linking of technology resources to business needs is paramount in the planning process. The costed plan of work then forms an integral part of the force's three-year revenue and capital budgets. Shorter-term developments are supported by detailed project plans outlining specifications, costs, timescales, outcomes and performance measures.

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South Yorkshire Police has a proactive approach to ICT in support of the information systems strategy for the police service (ISS4PS). The overall strategy is to maximise business benefits obtained from investments in ICT. The ISD is involved in ensuring that organisation business managers understand and follow a robust business benefits process. The strategy, which is guided by the information systems support group and the ISD forward work programme, is regularly reviewed and endorsed by the SCT to ensure continued alignment with organisational priorities.

South Yorkshire Police has enhanced its project management structures and processes during 2005. The ISD business analysts provide the link between the force and its systems suppliers by supporting the development of user requirements and providing expert functional knowledge of the systems already in place. This, when linked to the business change unit within the corporate development department, provides a robust and effective structure.

The force has built upon its base of a mature, modern, robust and effective infrastructure by using best-of-breed technology from Oracle, EMC, CISCO, Sun, Autonomy, Research in Motion and Microsoft. In addition to a wide range of commercial applications, a number of key force-wide integrated crime and intelligence applications have been developed internally in support of the NIM. These applications are delivered over a high-capacity, resilient and scalable wide-area network. Blackberry mobile devices have been deployed to make communication more efficient and effective.

The department has been restructured to enhance the service offered to customers and to fully adopt the information technology infrastructure library (ITIL) model for service management and support. The results of a recent survey are being used to produce a plan for the full implementation of ITIL. A review of the internal meeting structure has taken place, using the NIM process, and this provides an internal communications opportunity to align resources to demand as well as raising all managers' awareness about immediate departmental issues.

The force continues to meet the requirements of the Impact programme by providing the full data requirement from the list of Impact Nominal Index-agreed systems in line with the national agreement and has sophisticated cross-functional search capabilities (Lynx).

The force has information security arrangements in place, including a force information security policy along with the associated procedural instructions available to all staff on the intranet.

The information lifecycle management approach adopted by South Yorkshire Police provides ICT continuity and this is reflected in the business continuity and disaster recovery plans. In particular, it is allowing South Yorkshire Police to deploy the NSPIS case preparation facility with full business continuity at minimum marginal cost.

The ISD is supporting the force by developing systems in conjunction with partners as preparation for the introduction of the SNEN to the communications infrastructure. South Yorkshire Police is part of the first wave of forces to introduce the SNEN.

There is a lot of uncertainty at all levels, which tends to increase the risks associated with investment in IT. The case preparation system is a good example, but the force is confident that efficiency gains can still be made. Difficulties have arisen following the introduction of the NSPIS case preparation facility. The system requires 43 servers to be placed throughout the organisation, which has made necessary additional investment in ventilation systems and increased electricity costs.

## Strengths

- The ISD recognised the need to reorganise its structure to enable the department to align information systems service management and support to the ITIL model and provide improved service to customers. The intention is to have fewer but larger teams to increase flexibility and increase operational resilience to be more disciplined and to complete logging of calls from customers, leading to greater transparency of workload. In addition the department is looking to be more efficient and provide a more effective order processing service; to be more effective in problem identification and resolution, leading to fewer repeat incidents; and to make more responsive decisions because fewer teams are involved.
- South Yorkshire Police has implemented an EMC information lifecycle management strategy based on a storage area network (Symmetrix including replication between two sites and business continuity volumes), network-attached storage (Celerra) and content-addressed storage (Centera). This is supplemented by Legato's Networker, Replistor, EX and DX products for data back-up and restore. This strategy allows the force to drive down the cost of data storage while benefiting from highly resilient and high-performance systems, for example the data storage capacity of the force has recently been doubled within existing budgets.
- The force provides the full data requirement from the list of Impact Nominal Index-agreed systems in line with the national agreement and has sophisticated cross-functional search capabilities (Lynx).
- The force has implemented the Oracle e-business suite of integrated modules including finance, payroll and HR. This will enable the force to re-engineer its business processes to realise substantial efficiency savings.
- The ISD has acquired three business analysts and has reformed and refocused the information systems support group to include the main sponsors of all of the main systems and now includes Police Authority representatives. A chief inspector is in place to examine business benefits and to avoid ISD development becoming a bottleneck. Business analysts are helping users to flesh out functional requirements. Architectural fit is a consideration and low-level demand is filtered up through user groups to system sponsors and is driven by the availability of funding. A prioritisation list is prepared and submitted to the SCT for approval and then referred back to the business sponsors.
- Consultation on system performance occurs at all levels continuously. The head of the ISD is a member of the force strategic business planning committee. The IT manager is a member of the intelligence management strategy board. The ISD chief inspector is a member of the combined intelligence user group and an ISD senior developer is a member of the domestic violence and child abuse implementation team. Members of the ISD attend the NIM tactical and strategic assessment and daily briefings as observers.
- During 2005/06 the number of ISD service desk staff was increased by two persons in order to meet the increased demand for service and to improve performance. The number of calls received in 2004/05 was 33,275, and in 2005/06 it rose to 39,275. The service desk performance improved from 80% of faults fixed in 24 hours in 2004/05, to 85% in 2005/06. During 2006/07 it is intended to increase the number of

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service desk staff to meet the growing customer need and reduce time to answer calls.

### **Work in Progress**

- South Yorkshire Police is embarking on a long-term automatic vehicle location system project to provide location information to the communications centre. This will inform users of the possibilities available with this technology as well as providing useful operational information. The second phase will integrate received location information into linked IT systems such as command and control. Collaboration work has started with other forces, primarily West Yorkshire Police, to share data and information and potentially link systems.
- Work has commenced to formalise the service level agreements with the force's customers to support the adoption of the ITIL model. These are to be underpinned by operational level agreements.
- The previous structure of the ISD limited its ability to process orders in line with the delivery expectations of customers. This was recognised and the recent restructure is providing the opportunity to improve in this area.
- A team has been put together to review the ICT requirement for performance information. At this stage there is a focus on key performance indicators and not much on the qualitative side.

### **Areas for Improvement**

- A limiting factor in the organisation's ability to manage its business is the lack of knowledge among senior managers about information management. A strategic view on quality is limited by a lack of knowledge on information-based business processes, particularly inputs. The force is using the Audit Commission to assess various aspects of business processes, for example the level of knowledge of police managers and customer focus.
- Airwave could be employed more efficiently and more economically. Airwave's budgets are not devolved and no one is being held to account for poor performance. Current use is costing the force £200,000 per annum above the original anticipated costs.

**6F National Intelligence Model**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Improved</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
0	19	22	2

**Contextual Factors**

The force has an intelligence strategy which continues to build on successful NIM implementation and a Good grading in 2005, and which is being managed by the ACC (specialist operations) and the director of intelligence.

A core focus for 2005/06 was the integration of the NIM into every strand of South Yorkshire Police business. This has been successful, and intelligence is now integral to performance management and business processes throughout the force. The strategic assessment and tasking and co-ordination processes are aligned at force and district levels. This is most evident during quarterly review days, where force strategic tasking forms a key part of the two day session – bringing all senior leaders in the force together, including managers from finance and HR. The force control strategy is rigorously reviewed by the DCC during tasking and co-ordination and, while performance and tasking forums are distinct, there is a clear relationship between the two, with intelligence assessments highlighting issues for performance and results analysis being used to test the impact of particular trends or initiatives.

A second key focus has been to shift from a purely thematic perspective on crime to a focus on high-crime areas, in line with the consolidation of neighbourhood policing structures. Using crime and incident mapping and other analytical methods, the force has identified 11 wards, which represent over a quarter of all crime. Including these as control strategy priorities has tightly focused level 2 crime and operational support, which is now directed by a two-weekly force T&CG chaired by the DCC or the ACC. This has led to increasing accountability and transparency for the use of these resources. The standards set at force level have been cascaded to districts and are governed by cyclical self-inspection, linked to the CHCs.

Innovation has been extended beyond these core processes, as system assets are also a priority. Pilots are currently running on both a single-key, cross-system search tool (Lynx) and a desktop GIS system which was available from April 2006. Both are intended for non-specialist users and provide automatically refreshed intelligence plus crime and ASB hotspots and ‘hot-times’ down to neighbourhood level, via a couple of mouse clicks. Under the principal analyst, there is an increasing focus on causal factors rather than problem description, and on complex areas, such as organised crime groups, gun crime and domestic violence.

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Community intelligence has been a further key priority and the force has made significant progress, particularly in the area of community tension assessment. This progress was particularly tested by the events of July 2005 and more recently by further community tensions. These situations have demonstrated the effectiveness of intelligence flows, which continue to promote the cohesion of communities. Comprehensive practice guidance has been issued, supported by a series of seminars and a minimum standards document for the integration of the NIM and neighbourhood policing. These standards, which come ahead of national products, are being used to pilot principles for the ACPO NIM.

The force mounted its largest intelligence operation of recent times to protect the G8 Home Affairs and Justice Ministers, including the integration of Special Branch, the FIB, and district and OSS intelligence gathering and assessment.

With continuity in key roles, the director of intelligence has worked to create a sense of an intelligence community within South Yorkshire Police. Heads of profession, including the principal analyst and headquarters-based intelligence detective chief inspectors, take responsibility for continuous professional development and succession planning of specialists in district units including DSUs. The force analytical strength is growing and a number of partnerships now directly fund analysts, including resources to deal with community intelligence and harm reduction issues around drugs.

## Strengths

- The force has ensured that NIM is the key driver for business planning and performance by refining force and district control strategies to a new format with SMART and stretching actions, reviewed by the SCT. Strategic assessments are focused not only on volume crime but also put to innovative uses towards tackling Level 2 crime and achieving homicide reduction. Examples include analysis of domestic violence-related homicides and organised crime groups. This information feeds strategic priorities including giving focus to phases of Operation Impact. It also sets the priorities for tactical T&CG and performance review. District focus on control strategy priorities is reflected in the CHCs. All strategic assessments are reviewed by the principal analyst, who provides direction and corporacy. Dialogue between analysts and customers is encouraged including DCC and director of intelligence at force-level.
- There is continuous improvement against the intelligence strategy, including continuous professional development and succession planning, managed from the intelligence directorate across district intelligence, including dedicated source units (DSUs), TSUs and senior officer training.
- There is awareness and integration of the NIM across South Yorkshire Police functions, including departments such as criminal justice, and all parts of the force, as well as partners such as the CPS, are engaged in strategic tasking. Good practice, including problem-oriented policing tactics, is promulgated through the force via the Street Solutions tactical options database.
- Head of profession status has been developed for the NIM, covert policing and analysis. There is an emerging career pathway, supported by structured training and national competency framework role profiles. Effectiveness has been directly demonstrated by outcomes, for example the trebling of results from Crimestoppers data, DSU performance data, and the recognition of standards by the Office of Surveillance Commissioners.

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- The force has an established and continuously improving community intelligence process, including dedicated community intelligence analysts and several multi-agency cells. Operation Marble, supported by practice guidance, has seen consistent levels of intelligence, increasing during periods of heightened tension. Partnerships with community organisations have added new perspectives and challenged police data on these issues.
- Data quality and ICT developments place the force at the forefront of Impact readiness and are enabling single point of access search and direct mapping of intelligence.
- Intelligence features throughout non-specialist training, including NIM training for senior officers which will be extended in 2006 to include covert issues. In addition to operational departments, NIM training has been delivered within criminal justice, with sessions planned for personnel and finance roles. The force has invested in post-Bichard issues, with a dedicated team to manage data quality and a full-time project lead addressing the code of practice on the management of police information.
- Daily NIM processes are focused on identifying critical incidents, in particular repeat victimisation in domestic violence, hate crime and vulnerable missing persons.
- The force displays innovation in covert operations, alongside continuous improvement of standards and compliance. There is a street-level-up approach to covert methods, including CHIS and other proportionate level 2 methods to access community intelligence.
- The force engages in effective partnership with the departments of social sciences, geography, politics and criminology at the University of Sheffield, all of which have produced challenging and innovative research, including research on deprivation factors and on gun and knife crime among young people.
- The activities of the PPU's are linked to NIM processes and the T&CG, focusing on areas of high risk and high vulnerability.

### **Work in Progress**

- A new road crime unit presents a major opportunity for the integration of the NIM with roads policing and will build on a joint FIB and RPG strategy for ANPR.
- Partnership involvement in the NIM has been an area of negotiation and development during 2005/06, when progress has been made. However, although local authority tasking officers and community safety representatives are engaged in most areas, wider partnerships including CDRPs have yet to fully embrace the NIM, despite having invested in supporting analysis. This will be a primary focus in the year ahead.
- Since its first publications and events in July 2005, the intelligence directorate has taken the lead in developing community intelligence practice guidance and minimum standards for the NIM and neighbourhood policing. The focus for the FIB and community safety department will be on supporting all districts to meet the minimum

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standards by 2007. In addition, the FIB will be working with the pathfinder BCU and other districts to maximise the electronic sharing of partnership data.

- Operations such as Octagon and Impact have given greater impetus to integrated specialist working across functions than previously existed. A review of force tactical tasking is complete and the findings are being implemented. Immediate tactical interventions will be considered as routine business and managed by a daily process within OSS, supported by the FIB. Joint working has developed in areas such as tackling gun crime, and steps are being taken to ensure that these structures and processes are embedded as 'business as usual'. The force is aware of the need to ensure that these improvements are embedded.

### **Areas for Improvement**

- Investment in new systems will deliver new capabilities when live, and the benefits of these will be maximised if they are integrated into working practices and intelligence products. The force is committed to making them 'business as usual', rather than the domain of specialists.

## 7 Leadership and Direction

### 7A Leadership

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Not Graded</b>

#### National Grade Distribution

Poor	Fair	Good	Excellent
0	4	35	4

#### Contextual Factors

The Chief Constable has outlined his vision and values in the strategic local policing plan, and development funds in the budget are targeted towards the highlighted priorities. Members of the public are informed of key issues and progress through the Chief Constable's annual report, which is published in *Serving You* and delivered to every address in the force area. There is a clear commitment to the FIRST principles, which are embedded in the value system of the organisation. The chief officers promote a culture of standards and regularly challenge unacceptable behaviour. They remain visible to members of staff through a series of structured visits to districts, departments and open forums. The chief officers contribute to the work of ACPO and influence policing on a national and international level. The force supports the Chief Constable in both his leadership of the G8 events across the UK and in his role as national lead for roads policing. In addition, the DCC occupies a prominent position as national lead for asylum and immigration.

The force has demonstrated its commitment to the progression of diversity issues and the recruiting department has received national recognition for its work to recruit BME staff.

The command team ensures that the force develops its investment in individuals and teambuilding in its members of staff through mentoring, 360-degree appraisals and regular consultation, for example quarterly review days.

The Chief Constable and the Police Authority have commissioned a review into the provision of leadership and direction. This has led to the development of a Leadership Charter supported by an 18-month programme of events to embed the values and behaviours expected by South Yorkshire Police of its leaders at all levels. The Chief Constable will deliver the initial launch of the Charter and values to all supervisory officers and equivalent police staff members.

There is wide use of internal web-based learning material to inform and educate staff on the values of the organisation. For example the Chief Constable communicates his vision to new members of staff through the intranet induction programme and members of staff are required to complete the self-reporting of criminal and civil allegations workbook in the course of their duties. The Chief Constable reinforces his expectations on each officer he promotes, and managers are encouraged to promote and monitor high standards of behaviour.

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The organisation has developed a highly effective change management capability, which is responsible for the co-ordination of major strategic projects and business change issues. The chief officers have been instrumental in the process, which has enabled the force to see beyond uncertainty and recognise the benefit of change without deterioration in either performance or morale. As part of the change process, the chief officers identified the need to restructure Sheffield from three districts into two.

The SCT promotes a culture of empowerment, innovation and learning. The force has recently relaunched its suggestion scheme, developed the New Eyes initiative and commissioned members of staff to benchmark performance. There is use of an internal staff survey to gauge morale, understand organisational culture and allow members of staff to influence key decisions.

Each chief officer has a distinct portfolio of responsibility for which they provide corporate direction. The force has adopted an 80:20 approach, with 80% of the process being corporately led and 20% a result of local innovation, aligned to local need.

The organisation has adopted a structured corporate planning model in order to minimise risk and maximise corporate opportunities. The chief officers commissioned a series of internal inspections and thematic reviews that systematically evaluate policy compliance. They have also developed a close relationship with the Police Authority which is fully engaged in assessing corporate health, performance management and the corporate planning cycle.

## **Strengths**

- The chief officers' work on behalf of ACPO and the Chartered Institute of Public Finance and Accountancy has brought recognition for the force and influenced policing at a national and international level, for example in the area of roads policing, G8 conferences, human trafficking and organised immigration crime.
- The Chief Constable chairs the diversity, confidence and equality board, where key issues emanating from the Morris inquiry, the Taylor report and the Commission for Racial Equality are discussed. He recently launched a force-wide training package to highlight the implications of self-reporting and adverse findings of taint, and has taken a positive stance in promoting the Race Relations (Amendment) Act 2000 throughout the force, mandating every member of staff to complete an online training package.
- The command team has continually demonstrated the ability to manage the organisation through change and to meet critical milestones, which has enabled staff to see beyond uncertainty and recognise the opportunities that change brings.
- The work of the chief officers with partners and community leaders has forged relationships with stakeholders and promoted community engagement. The draft of the community engagement model is almost complete. This is linked to the consultation role of the Police Authority and connecting the NAGs, the JAGs and the NIM.
- The development of leadership within the organisation is seen as key, particularly around neighbourhood policing which is seen as a total philosophy about the way South Yorkshire is policed. There has been a significant investment in

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neighbourhood policing and the force is constantly reinforcing this investment with key messages highlighting this shift in emphasis.

- The close working relationship between the SCT and the Police Authority has enabled members to develop awareness and involvement with the force. The priority areas for the Police Authority are neighbourhood policing, contact management, protective services, diversity and performance. Contact with the force is seen to be good. The Police Authority members do not wait for meetings; if there are any issues or concerns they feel able to contact the relevant chief officer direct.
- Regular performance management assessment has ensured that the force's resources are aligned to demand and structured to meet targets. There is a process of CHCs at district level every quarter and at six-monthly intervals with departments. Performance reviews are also taking place on a monthly basis.
- There is a structured approach to ensuring SCT visibility, with a timetable of visits to districts. Members of staff are encouraged to pose questions to the command team within the parameters of each open forum. The SCT has a web page on the force intranet system which includes a brief biography of each member and a copy of the minutes of meetings.
- Quarterly review days have enabled the SCT to further promote participative management. The quarterly SCT review now incorporates a day for 'blue sky' thinking. Policy advisory group meetings have a 12-week cycle, and there are monthly district commanders' meetings and meetings with business change managers. There is now a structure of boards steering key areas of organisational development.

### **Work in Progress**

- The force has developed a corporate communications strategy, which reinforces South Yorkshire Police as a visible, accessible organisation. External communications have been established with local partners and key stakeholders. There is currently work in progress to build upon the internal marketing strategy. The corporate communications branch has taken on the promotion of the leadership programme, introducing the concept of branding, and it has developed accompanying literature to assist the launch.
- There is still a heavy reliance on email as a means of communication but other structures are now being used to disseminate policy and messages, particularly the training days built into the new five-shift system. This view was reinforced by partners who are satisfied that protocols are developing, but comment was made that the force tends to say that something has been implemented when really it has been sent out as a force instruction.

### **Areas for Improvement**

- The Chief Constable's leadership programme is due to be launched and will be delivered to 1,200 managers and supervisors within the force at four major events and these people will be responsible for cascading the message to other levels of the organisation. The issues here are the effectiveness of this means of

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communication, a clear understanding among members of staff of the intended outcomes, and how the force intends to evaluate the impact of the programme.

**7B Performance Management and Continuous Improvement**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Improved</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
0	12	26	5

**Contextual Factors**

The Chief Constable of South Yorkshire Police has clearly articulated his vision and strategy for the force, which is to be reinforced through a series of presentations to all supervisors in relation to his expectations regarding leadership. The presentations will also cascade information relating to other key projects in the force, for example the quality of service agenda and the Victims' Code, ensuring that a consistent message is conveyed to all staff.

South Yorkshire Police has a performance management framework in place that clearly defines the accountability mechanisms that all districts and departments should adhere to at all levels of responsibility, as well as indicators at management, team and individual levels which must be monitored. The framework is a living document, and as such it is both flexible and fit for purpose, with new indicators in relation to the QoSC and diversity matters being developed. The framework is at the heart of the CHC process, a robust mechanism by which the DCC holds district and department management teams to account. Individual performance is monitored and addressed through monthly performance review and the PDR system.

Public involvement is valued and is at the heart of the force engagement strategy, through which SNA inspectors are expected to demonstrate how they have consulted with their stakeholders and how the results have determined priorities and actions. The large Police Talk perception-based survey, with around 7,000 responses a year, also provides valuable information which is broken down into postcode data and provided to district commanders along with key questions about how the results will be reflected in their control and patrol strategies. The Police Authority monitors the responses, and every respondent gets a newsletter explaining what has happened with the results. Satisfaction surveys completed by customers are also used to drive activity, with satisfaction data forming an integral part of all performance review mechanisms.

The force, via its SNTs, integrates its tasking processes with that of its partners, where possible, and also engages in co-location.

Corporate planning is integrated with the NIM at a strategic level via the local policing plan, which details the strategies and processes in place to achieve the force priorities, including the force control strategy priorities. At a local level, the business planning process uses intelligence, prevention and enforcement priorities and subsequent actions from the control strategy to cost functions to inform business, finance and HR planning. An organisational

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strategic assessment model is being developed to inform priorities at all levels to further align the NIM and the planning process.

The planning cycle is published and the local policing plan clearly demonstrates how national priorities feed through force priorities into district and departmental priorities, how the NIM links into this process and how public consultation feeds into the priority-setting process. Stretching targets are assigned to the priorities and are widely publicised, for example through *Serving You*, a publication which goes to every household in the county and will meet the requirements of the new local policing summaries. The force-wide plans are supported by district and departmental business plans, which clearly identify local priorities, linked to the force strategy, and allocate resources, including devolved budgets and human resources, accordingly.

The force has a business change unit, which has an impact and risk-assessment function, and also identifies the actions needed to respond to new requirements, such as NCPE doctrines or new legislation. This enables the effective adoption, implementation and integration of such issues, and feeds into the force's corporate governance structure, as it clearly identifies the decision-making process for matters of policy and strategy.

The decision-making process for best value reviews within the force command structure has remained flexible to allow for speedy decisions to be made. An example of a major review effectively delivered within a short timescale was 'Matching Resources to Demand Part 1', which dealt with the ability of the existing shift system to meet current demands placed upon the force. In less than three months, the recommendations were delivered and approved by the SCT and the Police Authority. After the statutory consultation and staff ballot, the new shift system became effective from 9 January 2006. Implementation was delivered by the corporate review department's implementation support assurance process supported by the review team members.

The identification of appropriate areas to review is a key part of delivering the policing plan. An effective high-level risk-management approach has been identified by the corporate review department as a key tool in this respect. Work has been undertaken in partnership with a leading private sector service provider and a final model is close to completion. The most recently undertaken reviews have focused upon better use of resources and clearer understanding of purpose and role to support a better quality of service for the public.

The Police Authority is working with the corporate review department on a more focused approach to consultation, incorporating elements of best value review. Consultation now includes the 20-day strategic review where the Police Authority is supported by staff from the corporate review department and carries out an intensive review over a short period of time. Evidence of this was the best value review of domestic violence.

## **Strengths**

- The force has implemented a comprehensive performance management framework as policy, which clearly outlines the accountability structures and indicators that all districts and departments must adhere to. It explains what is expected at every level of management, and identifies the way that the NIM integrates with performance management and planning processes. It was written following extensive consultation and is available to all staff via the intranet, along with guidance for supervisors on the use of performance indicators.

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- A considerable amount of change has been introduced in the last 12 months. The Chief Constable's leadership programme is seen as key to influencing and providing a focus on organisational values. There has been a significant commitment from the SCT on the delivery of this programme, which is about vision, values and standards. The second event of the programme is the launch of the South Yorkshire Police QoSC, also about standards and expectations.
- Significant developments have taken place in relation to performance tools for departments. Key performance indicators have been identified for all specialist operations departments, and intranet reports have been developed for these indicators. Personal performance indicators for departments are now being developed.
- The director of finance and administration has meetings with his department heads at which monthly performance is discussed.
- The DCC chairs the quarterly CHCs with all districts, where districts are held to account against a range of qualitative and quantitative performance measures and issues of corporate governance. The process is fully integrated with the NIM and has now been extended to departments.
- A wide range of up-to-date performance data is available via the intranet to all members of staff and the Police Authority members. This includes trend data, satisfaction and other survey data, iQuanta data, departmental indicators and a wide range of other management information.
- The force has an integrated planning process, linked to the NIM, which cascades from the national priorities to individual objectives. Local business plans include links between priorities, resources and finance.
- The Police Authority is involved in all planning and performance processes, attending CHCs and other performance meetings and engaging in seminars for priority setting and budget allocation. It is also involved in inspection activity, with a thematic review capability answering to the service improvement board. Critical self-examination is a key element of how the force is progressing. There is a strong commitment to this movement towards creating a learning environment. The level of thinking is now more joined up. Police Authority members have received training in the excellence model, and also interpretation of performance data, to enable them to hold the force to account.
- The force has an employee suggestion scheme Eureka, which is designed to identify efficiencies and ways to reduce bureaucracy. There is a network of evaluators in place to assess the ideas which are put forward.
- Since the inception of the efficiency plan, the force has made £40 million of savings compared with a target of £30 million.
- The use of the excellence model is embedded in the organisation as an improvement tool and as such enables a holistic approach to be used. The force is constantly reviewing its application of the model and, given the external demands and change requirements facing the service (ACPO, HMIC, Audit Commission, Home Office and NCPE), formal EFQM-based self-assessments have been

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suspended to enable the force to concentrate on external change imperatives such as the national quality of service commitment.

- The force also uses the excellence model in a variety of assessment processes. Departments, districts and parts thereof conduct voluntary self-assessments that are facilitated by the corporate development department. The force is committed to the Charter Mark process and received the award for the fifth time in 2005, and has just been accredited for a further three years. Charter Mark complements the citizen-focused approach to policing in South Yorkshire and the QoS. The force views the opportunity to have customer service assessed independently invaluable to continuous improvement.

### Work in Progress

- The force is working towards a more robust approach to PDR monitoring at all levels of the organisation, with all PDR being clearly linked to priorities, through the introduction of an e-based PDR system.
- The force has further work to do in the development of individual performance indicators. More centralised systems for collation and publication are being developed to ease the administrative burdens at district level, and specific indicators for departmental staff need to be developed further.

## GOOD PRACTICE

<b>TITLE: Street Skills Case Study</b>
<b>PROBLEM:</b> Street Skills is a learning and development programme aimed at providing police officers with development training that is directly focused at frontline policing skills to maximise performance delivery.
<b>SOLUTION:</b>  The street skills programme was designed: <ul style="list-style-type: none"><li>➤ To develop and enhance effective operationally based training.</li><li>➤ To drive performance improvement by increasing confidence and skills of frontline officers by addressing individual and team development needs resulting in a more confident and professional workforce.</li><li>➤ To establish: 'What Good Looks Like' by evaluation and promulgation of best practice and continuously improving the programme of delivery.</li></ul> Street skills training consists of a series of one-day packages delivered on site. The training was developed to be practical and meaningful and to directly add value to the operational officer's frontline policing role. An analysis was undertaken of which areas of the Criminal Justice Systems process could be targeted most effectively in order to improve performance.  These were – <ol style="list-style-type: none"><li>1. Maximising Evidential Opportunities – scene management</li><li>2. Street Intervention – practical skills to make the most of stop and search powers</li><li>3. Case Build – high quality of evidence gathering and presentation</li></ol>

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4. Quality of Service – victim care skills
5. Search and Seizure

These modules were designed, constructed and delivered by experts in each field, supported by district training officers. Each module was made as simple and user friendly as possible without dilution of content. At the start of each module a knowledge check is used to gauge the level of understanding of each officer and therefore identify individual areas for improvement.

Success outcomes were managed through a robust evaluation strategy supported by the creation of learning objectives, further knowledge checks and feedback mechanisms.

The results of the evaluation were overwhelmingly positive from an empirical, anecdotal and officer morale perspective.

The initial Street Skills Pilot Module was successfully delivered to 10% of the applicable workforce between January - March 2006 the programme is now scheduled for full implementation March 2006 to March 2007.

To support every district, an implementation plan has been created and circulated in advance of the live launch. A steering group has also been created, on which each area is represented to ensure that all future Street Skills Training is proportionate, necessary and fit for purpose.

**OUTCOME(S):** In summary, the pilot produced a successful, workable training programme based on real, transferable skills that is delivering tangible performance improvement at street level, contributing to individual, team and organisation achievement.

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## Appendix 1: Glossary of Terms and Abbreviations

### A

ACC	assistant chief constable
ACPO	Association of Chief Police Officers
ANPR	automatic number plate recognition
ARV	armed response vehicle
ASB	anti-social behaviour
ASBO	Anti-Social Behaviour Order

### B

BCU	basic command unit
BME	black and minority ethnic
BOF2	Back Office Facility 2

### C

CAIU	child abuse investigation unit
CBRN	chemical, biological, radiological and nuclear
CDRP	crime and disorder reduction partnership
CHC	corporate health check
CHIS	covert human intelligence source
CID	criminal investigation department
CJAD	criminal justice administration department
CJU	criminal justice unit
CPS	Crown Prosecution Service

### D

DCC	deputy chief constable
DSU	dedicated source unit

**E**

EFQM European Foundation for Quality Management

**F**

FIB force intelligence bureau

FIRST fairness, integrity, respect, sincerity and trust

FLO family liaison officer

FSS forensic science service

**G**

GIS geographical information system?

**H**

HR human resource

**I**

IAG independent advisory group

ICIDP Initial Crime Investigators' Development Programme

ICT information and communication technology

IPCC Independent Police Complaints Commission

IPLDP Initial Police Learning and Development Programme

ISD information systems department

IT information technology

ITIL information technology infrastructure library

**J**

JAG joint action group

**K**

KSI killed or seriously injured

**L**

LCJB	local criminal justice board
LGBT	lesbian, gay, bisexual and transgender
LSCB	local safeguarding children board

**M**

MAPPA	multi-agency public protection arrangements
MOPI	management of police information
MR2D	matching OR managing resources to demand
MSF	most similar force(s)

**N**

NAFIS	National Automated Fingerprint Identification System
NAG	neighbourhood action group
NCIS	National Criminal Intelligence Service
NCPE	National Centre for Policing Excellence
NCRS	National Crime Recording Standard
NCS	National Crime Squad
NIM	National Intelligence Model
NSPIS	National Strategy for Police Information Systems

**O**

OPAD	operations planning and deployment unit
OSS	operational support services

**P**

PCSO	police community support officer
PCSU	police crime and standards unit
PDR	professional development review

PIM	post-incident manager
PIP	professionalising the investigation process
PNC	Police National Computer
POCA	Proceeds of Crime Act 2004
PPAF	policing performance assessment framework
PPU	public protection unit
PROMIS	personnel roster overtime management information system
PSA	public service agreement
PSU	Police Standards Unit
PURE	police use of resources evaluation

**Q**

QoSC	quality of service commitment
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**R**

RES	race equality scheme
RPG	roads policing group

**S**

SCT	senior command team
SIO	senior investigating officer
SIR	strategic intelligence requirement
SMART	specific, measurable, achievable, realistic and timely
SNA	safer neighbourhood area
SNEN	single non-emergency number
SNT	safer neighbourhood team
SNU	safer neighbourhood unit

**T**

T&CG      tasking and co-ordination group

TSU        technical support unit

**V**

ViSOR     Violent and Sex Offenders Register

**Y**

YOT        youth offending team