

Her Majesty's Inspectorate of Constabulary



HMIC Inspection Report

South Yorkshire Police

Major Crime

July 2008



South Yorkshire Police – HMIC Inspection Report

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Contents

Introduction to HMIC Inspections

HMIC Business Plan for 2008/09
Programmed Frameworks
Major Crime
Future Programmed Inspections
The Grading Process
Developing Practice
Force Overview and Context

Findings

Major Crime

Appendix 1: Glossary of Terms and Abbreviations

Appendix 2: Developing practice

Introduction to HMIC Inspections

For a century and a half, Her Majesty's Inspectorate of Constabulary (HMIC) has been charged with examining and improving the efficiency of the police service in England and Wales, with the first HM Inspectors (HMIs) being appointed under the provisions of the County and Borough Police Act 1856. In 1962, the Royal Commission on the Police formally acknowledged HMIC's contribution to policing.

HMIs are appointed by the Crown on the recommendation of the Home Secretary and report to HM Chief Inspector of Constabulary, who is the Home Secretary's principal professional policing adviser and is independent of both the Home Office and the police service. HMIC's principal statutory duties are set out in the Police Act 1996. For more information, please visit HMIC's website at <http://inspectorates.homeoffice.gov.uk/hmic/>.

In 2006, HMIC conducted a broad assessment of all 43 Home Office police forces in England and Wales, examining 23 areas of activity. This baseline assessment had followed a similar process in 2005, and thus created a rich evidence base of strengths and weaknesses across the country. However, it is now necessary for HMIC to focus its inspection effort on those areas of policing that are not data-rich and where qualitative assessment is the only feasible way of judging both current performance and the prospects for improvement. This, together with the critical factor that HMIC should concentrate its scrutiny on high-risk areas of policing – in terms of risk both to the public and to the service's reputation – pointed inexorably to a focus on what are known collectively as 'protective services'. In addition, there is a need to apply professional judgement to some key aspects of leadership and governance, where some quantitative measures exist but a more rounded assessment is appropriate.

Having reached this view internally, HMIC consulted key stakeholders, including the Home Office, the Association of Chief Police Officers (ACPO) and the Association of Police Authorities (APA). A consensus emerged that HMIC could add greater value by undertaking more probing inspections of fewer topics. Stakeholders concurred with the emphasis on protective services but requested that neighbourhood policing remain a priority for inspection until there is evidence that it has been embedded in everyday police work.

HMIC uses a rigorous and transparent methodology to conduct its inspections and reach conclusions and judgements. All evidence is gathered, verified and then assessed against specific grading criteria (SGC) drawn from an agreed set of national (ACPO-developed) standards. However, the main purpose of inspection is not to make judgements but to drive improvements in policing. Both professional and lay readers are urged, therefore, to focus not on the headline grades but on the opportunities for improvement identified within the text of this report.

HMIC Business Plan for 2008/09

HMIC's business plan (available at <http://inspectorates.homeoffice.gov.uk/hmic/our-work/business-plan/>) reflects our continued focus on:

- protective services – including the management of public order, civil contingencies and critical incidents phase 3 of the programme in autumn 2008/spring 2009;
- counter-terrorism – including all elements of the national CONTEST strategy;
- strategic services – such as information management and professional standards; and
- the embedding of neighbourhood policing.

July 2008

In addition, we are currently developing a scrutiny of strategic resource leverage, and are liaising with the Audit Commission on a methodology for the anticipated inspection of police authorities.

HMIC's priorities for the coming year are set in the context of the wide range of strategic challenges that face both the police service and HMIC, including the need to increase service delivery against a backdrop of reduced resources. With this in mind, the business plan for 2008/09 includes for the first time a 'value for money' plan that relates to the current Comprehensive Spending Review period (2008–11).

Our intention is to move to a default position where we do not routinely carry out all-force inspections, except in exceptional circumstances; we expect to use a greater degree of risk assessment to target activity on those issues and areas where the most severe vulnerabilities exist, where most improvement is required or where the greatest benefit to the service can be gained through the identification of best practice.

Programmed Frameworks

During phase 2 of HMIC's inspection programme, we examined force responses to major crime, serious and organised crime and neighbourhood policing in each of the 44 forces of England, Wales and Northern Ireland.

While this document includes the full graded report for the major crime inspection, the inspection relating to serious and organised crime is detailed in a separate thematic report.

Major Crime

This framework covers the force effectiveness and efficiency in dealing with homicide and other major crimes that will normally require a force to set up a major incident room. There is only one statutory performance indicator at present, although other indicators shown in the report facilitate appropriate comparisons of performance between forces; the indicators suggested give some context regarding the volume of such crimes, success in detections and trends over time, but they need to be interpreted with care. The assessment is primarily qualitative, with a judgement as to the extent to which the force predicts and prevents major crime as opposed to solely discovering and reacting to such crime. Major crime includes any investigation that requires the deployment of a senior investigating officer and specialist assets.

The grading system has changed this year to allow for a single ACPO threshold standard against which forces will be assessed as compliant, not compliant or exceeding compliance. It is recognised that collaborative arrangements can be used where appropriate. At a high level, the ACPO lead summarises the threshold standard as set out below:

- Intelligence – Compliance with the 2005 ACPO National Intelligence Model guidance on the shared understanding of and response to the risks and demands of the major crime threat, with effective intelligence and data sharing internally, with neighbouring forces and with key partners.
- Prevention – Effective proactive partnerships to prevent major crime in compliance with the European Convention on Human Rights; this includes precursor offending and options such as Osman warnings.
- Enforcement – Compliance with the 2006 ACPO *Murder Investigation Manual* and guidance in the 2005 ACPO major incident room standardised administrative

procedures, having sufficient resources to meet and manage the predicted demand and contingency to meet extraordinary demand from major crime investigation and review.

- Performance management and resilience – Efficiency through robust performance measures linking costs/resources, inputs and outputs to goals (ie the outcomes of reduction and prevention, detection and conviction work).

Future Programmed Inspections

Following these serious and organised crime and major crime assessments, HMIC plans work in the following areas:

Inspection area	Dates
Neighbourhood policing	April 2008 – September 2008
Developing citizen focus	April 2008 – September 2008
Civil contingencies	September 2008 – May 2009
Public order	September 2008 – May 2009
Critical incidents	September 2008 – May 2009
Professional standards	June 2009 – December 2009
Information management	June 2009 – December 2009
Leadership	June 2009 – December 2009

The Grading Process

HMIC has moved to a new grading system based on the national standards; forces will be deemed to meet the standard, exceed the standard or fail to meet the standard.

Meeting the standard

HMIC uses the ACPO agreed standards as the starting point for its SGC. The standards against which forces are measured are communicated to all forces and police authorities some time before the inspection starts. The standards are set at a level that ensures that risk to the public is identified, managed and mitigated as far as is feasible; all forces should find the standards achievable.

Exceeding the standard

Where a force can demonstrate capacity and capability that exceed the agreed national standards, it is expected that risk assessment and business cases justify the availability of 'additional' resources, and that they are deployed appropriately. For example, some forces require a higher level of capacity/capability to counter extraordinary threat levels or to discharge a regional or lead force remit. Without such a rationale, an over-investment would almost certainly represent poor value for money and thus attract criticism.

Failing to meet the standard

This assessment is appropriate when a force cannot provide evidence that it meets a number of significant criteria that correlate with the ACPO national standards. Where evidence is provided to confirm that the particular issue has been properly risk assessed and the risk is being managed, then the report may not necessarily draw an adverse conclusion. The assessment may also give some credit in situations where a force has the ability to remedy any deficiencies promptly, in terms of time and investment levels needed.

Developing Practice

In addition to assessing force performance, one of HMIC's key roles is to identify and share good practice across the police service. Much good practice is identified as HMIC conducts its assessments and is reflected (described as a 'strength') in the body of the report. In addition, each force is given the opportunity to submit more detailed examples of its good practice. HMIC has therefore, in some reports, selected suitable examples and included them in the report. The key criteria for each example are that the work has been evaluated by the force and the good practice is easily transferable to other forces; each force has provided a contact name and telephone number or email address, should further information be required. HMIC has not conducted any independent evaluation of the examples of good practice provided.

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 from steel and mining industries 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 sports venues, arenas and out-of-city entertainment centres, and the Dearne Valley, which through substantial regeneration has attracted numerous call centres and technology industries.

The county also hosts five football league grounds, the St Leger horse race, the world snooker championships, two universities, four prisons and the Robin Hood international airport at Doncaster. 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 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 542,271 households across the principal towns of Rotherham, Barnsley and Doncaster and the city of Sheffield. Of these, 5% are classified as belonging to a non-white ethnic minority group, the majority living in Sheffield.

Structural Description of Force including Staff Changes at Chief Officer Level

South Yorkshire Police is the 13th largest of the 44 forces in England, Wales and Northern Ireland. South Yorkshire Police has an annual net revenue expenditure budget for 2008/09 of £247 million, which includes annual staff costs of £234 million. It exceeded its efficiency savings requirement for 2007/08 by delivering savings of £11.6 million against a target of £7.2 million.

The force consists of 3,242 police officers of all ranks, supported by 2,868 police staff. This includes 188 minority ethnic officers (5.80%) and 120 BME police staff (4.20%). Figures also include 850 female officers (26.22%) and 1,859 female police staff (64.82%).

The ACPO team comprises the Chief Constable, the deputy chief constable, three assistant chief constables (ACCs) – specialist operations, territorial operations and corporate relations – and the director of finance and administration. 2007/08 has seen a number of changes within the senior command team, with the promotion of the former ACC (territorial operations) to deputy chief constable, and the appointment of two new ACCs, the latest taking up his position in June 2008.

Strategic Priorities

The South Yorkshire Police statement of purpose is:

“To make South Yorkshire a safer and more just society”.

July 2008

Key priorities for the coming year are to:

- **improve confidence and satisfaction with the police service** – even though crime has continued to fall significantly, the fear of crime is still high;
- **enhance community safety** – the focus is on anti-social behaviour, low-level disorder and other environmental and 'quality of life' issues such as vandalism, where the police and partners have a responsibility to work with communities to address them;
- **tackle crime at all levels** – this covers more serious crime than anti-social behaviour and criminal damage;
- **reduce serious and organised crime and protect South Yorkshire from terrorism and extremism** – this priority reflects the work of the police and others in preparing for, and dealing with, critical incidents and major events that are infrequent but potentially very harmful and disruptive when they occur; and
- **use resources effectively** – this enables an understanding of the relationship between where the force and the police authority allocate their resources and the performance they achieve.

Key initiatives to improve performance during 2007/08

The new force performance framework ensures a more holistic approach to performance management, providing information to the right level to influence decision making both at force and local levels. This will assist the force with its strategic drive, as well as identifying specific actions to assist continuous improvement. The new performance framework includes an improved strategic performance overview, a new suite of neighbourhood policing reports (including activity measures and local perception results) and detailed user satisfaction analysis.

South Yorkshire Police has played a leading role in Maximum Impact on Crime, a series of regional initiatives conducted in partnership with the other Yorkshire and Humber police forces to target outstanding suspects, domestic abuse, vandals, vehicle thieves, prolific offenders and stolen goods. This wide-ranging operation targets criminals in the region and has resulted in significant numbers of arrests and recovery of assets.

The force has formulated strategies for criminal damage, violent crime and volume crime and has appointed an officer of superintendent rank as the 'force champion' for each. Action plans have been created to underpin the strategies, and basic command units (BCUs) are held to account during the monthly performance visits conducted by the ACC (territorial operations). This approach has assisted the force in achieving substantial reductions of 17.2% (vehicle crime), 12.8% (violent crime) and 10.2% (criminal damage).

Additional force results for 2007/08 include:

- theft from a vehicle lowest for 21 years;
- burglary (dwelling) lowest for 25 years;
- burglary (other) lowest for 28 years; and
- theft and unauthorised taking of a motor vehicle lowest for 30 years.

Key corporate initiatives

Collaboration (strategic partnerships)

Following the extensive work undertaken relating to the proposed merger of regional police forces and the Home Secretary's decision not to proceed, there has been a general recognition of a need for forces to work more closely to deliver regional services where appropriate. South Yorkshire, Humberside, North Yorkshire and West Yorkshire have been at the forefront of the thinking in relation to joint working.

The vision of the four Chief Constables is to continue to deliver improved neighbourhood policing to local communities and at the same time increase the collective ability to meet the growing demands for protective services. Working more closely together will also give the Yorkshire and Humber forces greater influence on the national stage.

Regionally, the four forces of Yorkshire and Humber are supported by the four police authorities that work together to ensure that the people who live in, work in, and visit the local communities are safe. This joint working will enhance, not replace or compromise, the policing delivered locally. The use of joint resources will enable the police to:

- make the roads safe;
- provide a better response to serious incidents; and
- tackle more serious crime, together with partners.

In addition, the Chief Constables within the region are currently considering the standardisation of specialist training across the forces, progression towards a common ICT structure and collaboration on procurement.

Representative workforce (including diversity)

Mainstreaming the consideration of diversity and equality issues into all policing functions is a key feature of South Yorkshire Police work. In order to gain and maintain the confidence of the people, the organisation recognises that it must engage effectively with the diverse communities of the population, and this includes the workforce. South Yorkshire Police constantly examines and reviews processes, so that areas for improvement can be identified to enable the organisation to meet the diverse needs of service users and staff ever more effectively.

The diversity recruitment team has worked, and will continue to work, to improve female and black and minority ethnic (BME) representation across the whole police family by removing any barriers from gaining employment with South Yorkshire Police. Work is undertaken with local communities across South Yorkshire, and recruitment events and presentations are held to attract applicants from the diverse number of communities that South Yorkshire serves. In addition, regular recruitment fairs and careers advisory events are held with local universities, colleges and schools.

The positive impact of the outreach work that has been undertaken since 2004 by the diversity recruitment team can be seen clearly in the overall increase in proportions of both female and BME police officer appointments. Further increases in the proportions of female and BME police officers, police community support officers (PCSOs) and special constables remain a priority for South Yorkshire Police, which will be achieved through continued and long-term investment in outreach work with the wider community.

Workforce modernisation

South Yorkshire Police continues to place workforce modernisation at the heart of its development programme. Progress is being made in several areas across the force. Within the personnel services business plan for 2008–11 there are eight separate projects running that are linked to workforce modernisation.

Investment in upgrading the current PROMIS duty management system to a global rostering system will enhance the organisation's ability to match resources to demand, utilising those resources more effectively.

Leadership and development programmes have been running for 12 months, equipping supervisors and managers with essential skills and knowledge to manage their own areas of responsibility.

Work continues to align the selection process for constables and PCSOs. Applicants who have successfully passed the national assessment process for the role of constable and who are waiting for vacancies have been offered the position of PCSO as an alternative, to get them trained and integrated into neighbourhood policing teams to start building those core skills.

Looking at the wider policing family, the performance development team is developing learning programmes that recognise the overlap in skills between the roles of PCSOs, special constables and regular constables. This will be utilised to accredit prior learning for those who change roles, removing duplication and making more effective use of training time. PCSO recruitment is progressing via partnership work with BCUs and local authorities.

The specialist crime services (SCS) department has re-evaluated the major incident teams, resulting in the appointment of more support staff investigators, releasing experienced detectives into roles more aligned to their skills and training. Sheffield University is working with South Yorkshire Police to develop an investigators' course to assist with future demands for support staff investigators. A similar review has also led to a number of scenes of crime posts being civilianised.

The criminal justice unit has undergone a review and is currently in the process of integrating the work previously undertaken by separate trials units into the localised criminal justice units attached to districts.

The personnel services department is looking again at how human resources (HR) is structured centrally, to ensure that the department is better able to meet the demands and expectations of the organisation over the next three to five years.

Protective services

During 2007 the four regional Chief Constables commissioned projects to review two specific areas: roads policing and serious and organised crime. Both these projects made recommendations which are currently being implemented.

For example, the roads policing project has recommended the establishment of a regional intelligence unit (RIU) to collate and analyse information from all four forces on roads policing. This unit will feed data to a new automatic number plate recognition (ANPR) unit which will increase the capacity and capability for forces within the region to respond proactively to the criminal use of the roads. The intelligence and ANPR units will have a centralised command to co-ordinate activity across the region.

July 2008

The serious and organised crime project is also recommending changes to processes and structures to increase the capability in this demanding area of policing.

Other key corporate initiatives

A review against targets has taken place looking at the most similar forces (MSF) group, trends and forecasting. This also included a consultation exercise taking into consideration a combination of operational and partnership knowledge, as well as statistical expertise which forms the basis behind targets. Data is sent out at a corporate level to inform both force and local tasking and co-ordination, and provides assistance to districts to inform the local area agreements. The force performance review unit is central to creating a process that involves liaison with external partners (for example, the fire service and youth offending teams).

Following the success of the neighbourhood policing implementation board in ensuring the embedding of neighbourhood policing in South Yorkshire, a citizen focus board has been created. This board will assist the South Yorkshire Police programme in its aim to secure and maintain the highest levels of satisfaction and confidence through the consistent delivery of a policing service that meets the needs of its communities and individuals. Lead staff have been identified as action managers for each of the identified strands of citizen focus, and action plans have been created to ensure that citizen focus becomes fully embedded as core business within South Yorkshire Police.

Force Performance Overview

Force development since 2007 inspections

March 2008 saw the successful realignment of policing within Sheffield with the amalgamation of two BCUs into one. The new BCU has been designed to support natural neighbourhoods and to embed further neighbourhood policing across all district resources. This will lead to closer integration between neighbourhood patrol group officers, safer neighbourhood officers and other police and partner resources. This policing model will best support the Sheffield policing priorities and ensure that South Yorkshire Police is fully integrated with crime and disorder reduction partnership (CDRP) partners at strategic, tactical and operational levels.

In May 2008, the South Yorkshire Police firearms support group – specifically the firearms training and development unit – was inspected by the National Policing Improvement Agency (NPIA). The inspection was seen as a positive opportunity for continuous improvement, with any resulting recommendations enabling South Yorkshire Police to progress its vision surrounding the creation of a centre of excellence in relation to firearms and command training. The success of this inspection resulted in a certificate of recognition being presented by the NPIA. This provides South Yorkshire Police with an opportunity to advance training on a local, regional and national basis. This training includes the ability to provide silver command training, and South Yorkshire Police is proud of its recent success associated with this development. The positive feedback received has enabled the force to commit to a programme of command training that has been accredited by the NPIA. The training has been oversubscribed, attracting forces both from Yorkshire and the Humber and from outside the region.

South Yorkshire Police continues to work alongside all the regional forces to develop interoperability and has a desire to develop greater resilience within protective services.

July 2008

Joint training with the West and North Yorkshire forces has aligned specific tactical developments. Operation White Rose highlighted the force's desire to develop working relationships, with organisational learning enabling South Yorkshire Police to positively address aspects of interoperability that had restricted tactical capabilities. 2007/08 has witnessed continued successes, and the planned developments will see the firearms support group enhance its capacity and capability to meet the increased needs and expectations of South Yorkshire Police's customers, while enhancing the force's reputation for delivering quality training.

Major Crime

GRADE	Meets the standard
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Contextual factors

This element of the inspection report details South Yorkshire Police’s capacity and capability to identify and assess the risks from major crime, as well as the response in preventing and investigating these crime types, prioritising those pose the greatest threat to individuals or communities.

	2006	2007	Change	MSF** group mean
Life-threatening and gun crime per 1,000 population	0.562	0.503	-10.50%	0.706
Number of abductions per 10,000 population	0.000	0.000	0.00%	0.000
% of abduction crimes detected/convicted	Not applicable	Not applicable	Not applicable	Not applicable
Number of attempted murders per 10,000 population	0.140	0.078	-44.29%	0.146
% of attempted murder crimes detected/convicted	61.11%	100.00%	+38.89pp*	97.09%
Number of blackmail offences per 10,000 population	0.101	0.101	0.00%	0.197
% of blackmail offences detected/convicted	15.38%	46.15%	+30.77pp*	34.17%
Number of kidnappings per 10,000 population	0.296	0.109	-63.18%	0.383
% of kidnapping crimes detected/convicted	68.42%	57.14%	-11.28pp*	47.10%
Number of manslaughter crimes per 10,000 population	0.047	0.031	-34.04%	0.025
% of manslaughter crimes detected/convicted	50.00%	100.00%	+50pp*	Not Applicable
Number of murders per 10,000 population	0.101	0.179	77.23%	0.140
% of murders detected/convicted	123.08%	82.61%	-40.47pp*	94.60%

July 2008

Number of rapes per 10,000 population	2.178	1.828	+6.06pp*	30.31%
% of rapes detected/convicted	25.00%	31.06%	+6.06pp*	30.31%

*pp' is percentage points.

**MSF group for South Yorkshire is Cleveland, Greater Manchester, Northumbria, Nottinghamshire, South Wales, West Midlands and West Yorkshire.

From the statutory performance indicator (SPI) data contained in the table above it can be seen that the crime types of manslaughter and murder pose a potential threat to South Yorkshire Police. The rates of offences (per 10,000 population) for each of these crime types is above the MSF average, and in the case of murder is among the worst in England and Wales. The rate of offences for murder rose significantly in 2007 whereas the rate of offences for manslaughter fell in the same time period.

The SPI data also indicates that major crime investigation in South Yorkshire Police is strong when compared with the rest of the MSF group. South Yorkshire Police is performing at a level above the MSF average in all areas considered under major crime, with the exception of murder which is below the MSF average after a significant fall in 2007. It should be noted that there were significant improvements in the sanction detection rates for attempted murder and blackmail offences.

The National Protective Services Analysis Tool (NPSAT) published in September 2007 indicated that South Yorkshire was facing either a low or medium demand with regard to homicide, rape and kidnapping offences and as such no NPSAT charts have been included in this report.

Intelligence

The force has sufficient dedicated analytical resources to meet the identified demands from major crime, to supply dynamic intelligence products that drive the energies of the force. The force has committed to its major crime investigations with the requisite staff, accommodation, equipment and funding.

Strengths

- An intelligence strategy establishes an approach based on intelligence-led policing and a structured framework for problem solving, and provides guidance on the application of the National Intelligence Model (NIM) and the development of the policing plan. There is an intelligence strategy management structure in place. The director of intelligence is also the strategic lead for public protection, covert operations, counter-terrorism and domestic extremism.
- There has been a consistent investment in analytical capability across the board. The force intelligence bureau (FIB) oversees the recruitment of analysts in districts. There has been an investment in the development of analysts in district intelligence units (DIUs).
- There is good communication between the FIB and the DIUs through intelligence analysts meetings and additional meetings connected with firearms and organised crime groups (OCGs).
- An analyst dedicated to the area of protecting vulnerable people has been put in place within the FIB and is assisting with the homicide reduction profile.
- There is an intelligence unit within the major investigation team (MIT) framework sitting alongside the four syndicates, with the major crime unit and the cold case review unit meeting the immediate need for intelligence and making the link with the FIB.

Work in progress

- Work in progress includes the development of the vulnerable communities profile, organised immigration crime, the criminal use of technology and the protecting vulnerable people thematic report.
- Phase 2 of the growth in the MIT will bring increased capacity into the MIT intelligence unit.

Areas for improvement

- The force should ensure that analytical resources are available to support the work of new developments as they come online, for example the confidential unit. A further example is that the force has a back-office facility which lacks analytical tools and an analyst or researcher. Earlier involvement of the FIB in the development of ICT projects could be beneficial.

- DIUs retain a focus on volume crime, but there is also a discernible shift towards a wider interpretation which reflects a developing understanding of links to major crime and serious and organised crime. The current issue for the FIB is inconsistencies across the force. The FIB experienced a mixed response to the latest requirement for an OCG update, which may reflect the different levels of expertise in the different DIUs. An area for development is consistent high standards.

The force seeks and shares intelligence about level 2 and level 3 major crime types through partnerships. This work is assessed to be effective. The force assessments of community impact to evaluate risk following major crime are extensive.

Strengths

- A homicide prevention working group has been established and is supported by the development of a problem profile. Intelligence development aims to provide the consistent understanding of the issues which can form the basis for taking the work of this group forward. There are links with work also being done with OCG mapping, the violent crime strategy, the intelligence strategy around protecting vulnerable people, and armed crime.
- Community impact assessments are carried out as priority actions within major crime enquiries and this is normally done by the district in which the incident has occurred. There is a review process for community impact assessments and the specialist community engagement unit builds upon established relationships.
- A presentation of Operation Goliath demonstrated the process whereby a community impact assessment was carried out by the local safer neighbourhood inspector within four hours of the initial incident being reported. Minority teams in the basic command unit (BCU) were deployed early in the investigation.
- Operation Reflex is a Home Office-funded area of work until 2008 to help support and investigate those individuals caught up in human trafficking. It is very much partner based, with the UK Border Agency and the police taking the lead. Good collaborative working with regional forces has led to the sharing of intelligence and resources and to picking up good practice. The team is made up of three police officers and two immigration officers, with a chief immigration officer managing the regional areas.
- The prison intelligence unit forms a part of the FIB and is fully staffed to meet the force and national responsibilities. Located remotely, it provides daily briefings to the FIB via a telephone conference facility. The unit has good relationships with both private and Home Office establishments. One of the prisons has its own intelligence function which is regularly abstracted but works well when fully resourced. The prison service is not yet fully committed to the NIM, but local management has begun to make arrangements in any case.
- Regional collaboration is good and improving. There is a commitment to the regional intelligence infrastructure and its continued development. Relationships with the regional intelligence unit (RIU) and the regional asset recovery team (RART) are meaningful around research and developing problem profiles.

Work in progress

- The four joint strategic partnerships that make up the force area have been developing their first joint strategic intelligence assessments. The force is looking for a collective understanding of the issues, including precursors to major crime.
- The force has organised a seminar in February 2008 aimed at promoting understanding and more productive relationships between partners.

July 2008

The force strategic assessment (FSA) has analysed the trends in relation to its major crime comprehensively. Consequently, the force control strategy is found to be equally thorough. Problem profiles for serious sexual assault and domestic homicides are extensive with links to force and BCU-level plans. There is sufficient evidence that the force understands the threat posed by other life-threatening issues.

Strengths

- The FSA has been revised following a review and is now an annual product reflecting national, regional and local priorities. Level 1 joint strategic intelligence assessments are in place and are published in June aligned to the annual FSA published in September.
- Major crime is considered within the FSA with analysis on the current trends in homicide, kidnap and blackmail.
- The FSA also incorporates life-threatening issues, including alcohol-related violence, knife crime, firearms, drugs, OCGs, domestic abuse, child abuse and sexual offences.
- The force uses a harm and risk matrix as a basis for decision making and establishing priorities. This was employed to assist decision making in relation to the force control strategy. One of the key considerations was the extent to which the issues were life threatening. Protecting vulnerable people is a control strategy priority.
- The force control strategy reflects the issues embodied within the FSA and is connected to BCU control strategies. The intelligence requirement is communicated to the organisation and reflects the issues on the control strategies and the intelligence gaps identified within the FSA.
- Analytical projects of strategic significance include problem profiles on serious sexual assaults, domestic homicides and homicide reduction, and continuing work on OCG mapping and cannabis factories.
- The force has carried out an OCG mapping exercise which involved direct consultation with the safer neighbourhood areas, force level 2 teams and the Serious Organised Crime Agency (SOCA). The mapping methodology was reviewed by the RIU and the results fed into the national snapshot in October 2007. BCUs have bought into the process, taking the opportunity to make the links between neighbourhood policing, major crime and serious and organised crime. The force is developing a framework for deploying resources in a meaningful way at different levels to meet the same goals.
- The South Yorkshire Police intelligence strategy includes a specific section which provides strategic direction for intelligence requirements for protecting vulnerable people. The specific aims of this strategy are to facilitate information sharing across the disciplines, develop relationships with partners and promote better communication with safer neighbourhood teams and the district criminal investigation department (CID), and to ensure that intelligence processes make the most of improved arrangements.

Work in progress

- Further analysis is being carried out into the vulnerable communities profile, organised immigration crime, criminal use of technology and a thematic report on protecting vulnerable people. These issues are fed into the RIU which is also used as a resource. The profiles lead to a consistent understanding of the issues informing the force response.
- Work is in progress by the specialist community engagement department into the community impact of guns and knives.

Trend analysis and problem profiles are routinely shared with partners and BCUs. There is an emerging trigger plan for hot briefing whenever a significant change in either the major crime threat or the nature of the analysis demands a fast-time response. Information-sharing protocols with key partners are in development. The force can demonstrate that it is on track to reach full management of police information (MoPI) compliance by 2010.

Strengths

- Evidence of intelligence sharing regarding a potential major crime threat was presented in the form of the work being done in partnership to improve performance around the investigation of rape. The force champion is the director of intelligence and an aim of the process is to prepare the organisation for the transition towards Assessments of Policing and Community Safety. A review of rape investigation is to take place and this will inform the work of the South Yorkshire rape steering group involving partners from health authorities, social services, the forensic science service (FSS) and others. The inaugural meeting of the steering group took place in November 2007. These circumstances illustrate a growing trend towards seeking external assistance and benchmarking opportunities.
- The force performs well in relation to compliance with the Serious Crime Analysis Section codes of practice, with 92% of the relevant cases being submitted to the National Policing Improvement Agency within the required timescales. In this respect South Yorkshire Police is in the top quartile of forces in England and Wales.
- The Serious Crime Analysis Section reviewed South Yorkshire Police processes around protecting vulnerable people and confirmed that force policy was robust and identified good practice in some process development which has initiated a review of national guidance.
- There has been significant investment in structure and processes to improve the organisation in relation to the management and investigation of abduction, kidnap and extortion. Part of this development has been informed by contact and advice from central agencies and identified good practice. Resources used for development and building relationships include the SOCA anti-kidnap and extortion unit, the UK threat assessment, the revised ACPO kidnap manual and the work done by regional partners on the review of protective services.
- Information-sharing protocols are overseen by a programme board and the force is on track to be fully MoPI compliant by 2010.

Work in progress

- Work is in progress to deliver the requirements of the ACPO guidance on MoPI by March 2010. Policy has been established and a development plan is in place with appropriate governance arrangements. The action plan is comprehensive and incorporates a process of tracking with clearly defined areas of accountability.
- The force is working to deal with the remaining constraints to intelligence sharing with partners. Key issues are levels of security clearance and the culture surrounding the legitimate use of information within different agencies. Work is currently being progressed with the probation service and the Department for Work

and Pensions, in particular aimed at arriving at a situation where an information-sharing protocol can be agreed.

In respect of major crime, the force profiling of vulnerable locations and communities is developing, with evidence that the impact of OCG activity is clearly understood. As a result, future risks and threats across the force area are identified in a timely way.

Strengths

- There has been a shift in emphasis represented in the FSA 2007 towards harm reduction and this is further illustrated in the development of the harm and risk matrix as a means of establishing priorities and decisions about the allocation of resources.
- Operation Reflex has enabled the force to develop an understanding of the nature of vulnerability in emerging communities. Organised immigration crime and managing investigations involving new communities are seen as two separate issues and throwing up different things. The problems are separately linked to legal and illegal immigration.
- The profile of incidents recorded by the force reflects the emerging influence of new communities residing in the area. Knowledge of the issues is limited by capacity and the skills available to develop intelligence in these communities and turn over the stones. The Reflex team visits all 'off street' sex trade premises and is proactive in gathering intelligence and this has a positive impact on the meaningfulness of OCG mapping activity. This allows a level of understanding based on an investment into the hard-to-gather intelligence areas.
- The force provided evidence of an initiative to engage with new and emerging communities in Doncaster in the form of Operation Abash. The aim was to build confidence in local services, including the police, to achieve a better understanding of community problems, to improve communication and to increase understanding of the role and nature of local service providers. The force demonstrated a clear understanding of the need to deal with vulnerability and to build lines of communication capable of producing intelligence about major crime and serious and organised crime
- As a part of Operation Delphinus, all vulnerable locations have been mapped within the force and all seven points of the plan are in place. Delphinus is a key business area and has been important in setting up a process for the bottom-up flow of intelligence, a model that is being applied in other areas such as serious and organised crime.

Work in progress

- Work in progress is the development of a problem profile on vulnerable communities by the FIB.

Areas for improvement

- The FSA 2007 highlights intelligence gaps with emerging communities and restricted access to the national picture. These have been highlighted by the force as areas for development.

Regarding elements of intelligence, the force strategic risk register is reviewed every quarter by the Chief Constable, who oversees the force risk committee. Each identified risk for major crime has a current and effective action plan; however, these are robustly monitored and controlled.

Strengths

- Business managers are being developed to manage the identification and scoring of risks, ensuring that these are properly registered together with the mitigated controls, and that action managers are identified and measures are monitored. Mitigated actions are managed through departmental and district management team processes. The bigger issues with resource implications will feature in local business planning.
- Monitoring of departmental and district risk registers and the management of mitigated controls and actions are done through the deputy chief constable's quarterly health check process. The Chief Constable chairs the strategic risk management board which meets on a quarterly basis. There is a comprehensive structure in development with clear governance around the management of risk. Issues from the corporate health checks feed into the strategic risk management board and, equally, strategic risk issues are communicated to the organisation through the health check process. Reporting mechanisms are being developed.
- There is an action planning processes linked to the key strategic risks which are usually in place before the issues are presented to the board. If the strategic manager identifies a significant risk, the mechanism for elevating that is through the business control unit which administers the process, and monitors and reports on the progress of the action plan to the strategic risk management Board.
- Governance and accountability around the management of strategic risk is strong and developing, with a chief officer lead for each risk and an identified action manager.
- The police authority takes part in the strategic risk management board and risks to the police authority is a standing agenda item. There is a joint force and police authority risk strategy which is currently under review.
- In South Yorkshire Police the identification of risk is both a top-down and a bottom-up process. The force business model incorporates scanning at the point of entry to the organisation, where new government policy and strategy are examined using a SWOT (strengths, weaknesses, opportunities and threats) type of process (PESTELO) which incorporates an assessment of risk. Similarly, risks are identified in departments and districts. Identified risks from both directions can be fed, when appropriate, into the force strategic management board and into the force business planning and bidding process.
- As a result of the regional working, certain risks were identified and allocated to appropriate departmental risk registers, including the specialist crime services (SCS) department and the operational support services (OSS) department. The business control unit dip samples the departmental risk registers for quality but the responsibility lies with the heads of the departments to elevate issues to the strategic risk management board when necessary.

July 2008

- Significant risks identified include issues in relation to violent offenders, and the capacity to manage major crime investigations without impacting on the availability of resources to BCUs. There is evidence in the form of major investment that the force has addressed these issues.

Work in progress

- A project manager has been appointed to build consistent risk and threat management processes and develop business managers in departments and districts as the nominated leads in this area. This role will develop into that of a force risk manager when the project is completed and the processes are operational.
- The process for identifying risks that impact on the investigation of serious and organised crime and major crime is being managed by the regional project team. An initial assessment, based on the 'micro-analysis' process developed by North Yorkshire Police, was followed by additional work using the ACPO minimum standards looking specifically at process and infrastructure development. The identified gaps from both processes will be assessed and the gaps will inform action plans to be managed with the SCS department and the OSS department. The funding implications will feature in the business planning and bidding processes.
- The force has identified that a risk for the development of protective services is the fact that investment comes in the form of a series of one-off payments as opposed to a sustained investment programme, as is the case with other headline projects such as neighbourhood policing. This issue becomes increasingly significant against a background of increasing financial pressure on forces. In real terms the force is facing a 3% budget reduction.

The force is fully collaborating with all other forces in its region to provide the same level of access and interrogation of intelligence systems across the region. Most of the operational databases are searchable from the operational information system. The recommendations from the Bichard Inquiry have been implemented.

Strengths

- The force operational intelligence system provides the technical platform from which computerised information systems can be accessed by members of staff. This facility is interoperable in the sense that it links together various applications and provides a consistent means of capturing information, processing it to recognised and consistent standards and providing an environment from which intelligence systems can capture information. A recent development is a geographic information system (GIS) style of interface which provides the local opportunity to interrogate the system and to produce reports.
- The force operational intelligence system flags up those individuals who are part of an OCG.
- The Socrates system ensures the systematic feed of forensic intelligence into the FIB and supports the development of products. Forensic intelligence is regularly discussed and regularly features at force tasking and co-ordination.
- Forensic intelligence requirements feature at an early stage of investigations. There are analysts on every team so that when an operation is allocated they can acquire all the available intelligence and there follows case conferences involving the FSS. Forensic strategy meetings are called in advance and the service from the FSS is good. .
- The force has reviewed its arrangements for the investigation of rape. A 'without consent' group was established in May 2007, with the director of intelligence identified as the force champion. Performance within the force is favourable when compared with other forces in the MSF group, and the force is preparing to meet the requirements in this area framed within Assessments of Policing and Community Safety due to be on line by April 2008. An internal and independent review has been arranged into rape investigation, and a rape steering group has been set up involving partners from health authorities, social services, the FSS and others. The inaugural meeting of the steering group took place in November 2007. These circumstances illustrate a growing trend towards seeking external assistance and benchmarking opportunities.
- The OSS department manages automatic number plate recognition (ANPR) for the force and there is evidence of it being applied with positive effects. ANPR is recognised by the force as a tool for investigation, enforcement and intelligence gathering. There are fixed sites placed in the areas of the highest risk as opposed to areas of the highest volume of traffic.
- Data management specialists from South Yorkshire Police and key partners in local authorities, health authorities and the probation service meet regularly under the banner of the South Yorkshire Information Governance Group to promote effective governance arrangements for sharing and disclosing information. This is facilitating the development of information-sharing agreements to comply with Bichard standards.

Work in progress

- The implementation of the new version of the computerised operational intelligence system (OIS2) will improve interoperability in general, with links to the Home Office Large Major Enquiry System (HOLMES) providing better access to information during major crime enquiries.
- The force is reviewing its strategy relating to ANPR, with a focus on gathering intelligence and as an investigative tool.
- South Yorkshire Police is taking the lead among the four Yorkshire and Humber forces in developing a communal data warehouse. The issues around systems and access are currently being negotiated.

Areas for improvement

- The force sees setting achievable standards for intelligence requirements, to which all agencies can contribute, as an area for development.

July 2008

The force has a case review policy that is always applied, ensuring that current major crime cases are reviewed in accordance with ACPO guidance; the policy is highly effective.

Strengths

- The framework for reviewing major crime investigations is in line with national guidelines and begins with a self-review after 7 days, followed by a 28-day review initiated and resourced by the chief officer and the SCS department lead (if undetected) and a 2-year review of filed undetected homicide. In the latter category, 24 cases have been identified going back to 1962; a timetable for investigation has been established and a cold case review team set up.
- Evidence was provided by the force of the application of the reviews in a structured way with formal minutes taken of meetings. Recommendations and actions were recorded with clear lines of responsibility. Also documented were issues for wider organisational learning, for example Operations Bar and Goliath.

Work in progress

- Work is being done to develop enhanced debriefing, including a process for costing activity more effectively. This incorporates comparative case analysis over an extended period. The MIT environment lends itself to this approach, but the principles are also being applied to the investigation of serious and organised crime. This is not seen to be an exercise in accountancy but rather as smarter management.

The force tasking and co-ordination process functions satisfactorily to deliver suitable responses to manage major crime threats. Documentation examined reveals a sound understanding of historical, current and predicted demand.

Strengths

- The aim of the force intelligence strategy is to continue to develop intelligence-led policing, to provide a framework for a structured, problem-solving approach within the framework of the NIM working towards the South Yorkshire policing plan. The force benchmarks its systems against the standards embodied in the NIM guidance, including the application of tasking and co-ordination processes.
- The director of intelligence provides leadership in the application of the NIM and the subsequent development of strategic intelligence products, audit, review and inspection.
- The FIB has a role to continuously review the application of the NIM within the force, based on impact and relevance. The process looks beyond tasking and formal decision-making structures and incorporates support and trigger plans around the management of certain incidents within the framework of the control strategy, including some intelligence development work.
- The tasking environment extends from problem-solving activity at safer neighbourhood level to regional tasking and co-ordination and encompasses BCU daily and fortnightly tasking, SCS and OSS departmental tasking and force-level monthly tactical tasking and co-ordination. Decision making at all these levels is linked and informed by the flow of intelligence throughout the system. Investment in process and technical tools continues to enhance these arrangements. Detective superintendents have the ability to fast-track actions which are then reported into the tasking and co-ordination process at the next opportunity.
- There is evidence of investment in results analysis. Operation Octave incorporated an overview, summary of feedback, summary of all force firearms incidents across a defined period, and a similar summary of youth-related firearms incidents and those within a specific radius of targeted schools.
- The intelligence development team within the FIB scans on a daily basis all intelligence feeds, a thorough oversight which provides early identification of problems, targets and trends for early intervention. This facility provides a backstop for the force and a means of redirecting intelligence to DIUs and specialist desks within the FIB. Quick decision making and early intervention is made possible by the structure, process and resources available.

Work in progress

- A recommendation in the review of the implementation of phase 1 of the MIT restructure is that the force tactical tasking and co-ordination group (TTCG) has an oversight of ongoing major crime investigations and is provided with the current state of enquiries, including outstanding actions and members of staff abstracted.

The force's infrastructure to ensure awareness of diverse community needs during major crime investigations is an area for development.

Strengths

- Generic race relations' training is delivered to members of staff within the organisation.
- Family liaison officers receive an input on diversity and community relations specific to their role during continuous professional development days.
- Operation Abash has been set up as an initiative to engage with new and emerging Eastern European communities in Edlington and Doncaster. This work is carried out by neighbourhood policing teams and partners and the learning is fed back into the organisation. A similar arrangement, in the Rotherham district involving members of the community, is aimed at explaining the role of the police during major crime investigations.

Areas for improvement

- Given the requirement for more intelligence relating to emerging communities, cultural awareness training specific to the roles of specialists engaged in major crime investigations is an area for improvement. There is currently a reliance on self-learning, collective knowledge and advice from community departments.

Prevention

The force has an independent advisory group (IAG) and support group arrangements, but these are inconsistently used to maximise the contribution of partners in the management of major crime investigations.

Strengths

- Each individual major crime investigation has an advisory panel customised to the needs of that particular enquiry and which supports the gold group. These arrangements are designed to fit the particular needs of each situation.

Work in progress

- There is a strategic IAG at force level and work is in progress at Sheffield to further develop the concept. The major crime strategic lead has been given the responsibility to develop this area and it has also been included within the business plan.

Areas for improvement

- South Yorkshire Police has not formed a dedicated IAG to assist in dealing with diversity issues during the response to and investigation of major crime. This decision has been revisited on a number of occasions. The development of IAGs is owned by the police authority and is seen as an extension of its community consultation role. There is an additional role for IAGs to enhance the effectiveness of key operational areas where the force needs to take ownership and become more directly involved in the process. The force and the police authority need to develop an understanding of the operational need and advantages of IAGs given the changing nature of minority and immigrant communities within the force area.
- During the course of an investigation, community contacts focused around an officer within the force who has developed contacts in Pakistan. These arrangements facilitated the enquiry by allowing officers to visit witnesses and obtain evidence. This situation clearly benefited the investigation, but resilience is an issue. The force is developing a position in relation to IAGs, but there is little evidence of sustained commitment in this area.

July 2008

Effective contingency plans are in place to minimise the impact of any escalation of a major crime incident. The inspection teams found that ‘golden hour’ principles were sufficiently understood by call management staff and first responders.

Strengths

- Force incident managers and detective inspectors from the MIT maintain a programme of awareness raising by using dedicated training days in districts and providing presentations on golden hour principles and addressing issues, such as crime scene preservation, which have been highlighted as a particular area for continuous improvement. This process is reinforced by a similar input from the forensic services department on training courses.
- The resource requirement for the MITs to become self-sufficient in meeting the threat was determined following an analysis of the resource commitment to this area between 2003 and 2007. The four MIT syndicates are based on the district structure, with a dedicated senior investigating officer (SIO) using that BCU as an operating base supported by a detective inspector as a nominated deputy with incident room specialists, including HOLMES.
- The issues of continuity and succession planning for SIOs is managed by putting district-based detective chief inspectors and some detective inspectors through the SIO development plan. Some carry out the role of SIO during the investigation of Category C murders. All SIOs are accredited to professionalising the investigative process (PIP) level 3. There is a communication requirement to ensure that district commanders are aware that there will still be a need for some abstraction to accommodate the development of future SIOs.
- As well as taking resources from districts to manage major crime investigations, the flexible deployment of resources from other teams – including those dedicated to the investigation of serious and organised crime – also takes place. This is done in a way that those teams can contribute to specific tasks and that is commensurate with their skills.
- There was evidence of a good crossover with critical incident management and a silver commander was present at important stages of investigations.
- There is a 24/7 access to support from the forensic services department within the force.
- Drop-down menus on the force intranet assist members of staff to understand procedures and actions at critical incidents and can be accessed at any time of day.
- During a recent homicide investigation, feedback was given to BCU first responders from the MIT SIO complimenting the quality of golden hour and major crime scene management on that occasion.

Work in progress

- In April 2007 a post-phase 1 implementation review was published which recommended a move to the second phase in April 2008 to achieve self-sufficiency within the MITs as defined at the outset. The delivery of phase 2 will allow the MITs to manage the existing threat represented by major crime as defined in their terms of

reference except in cases of extreme exceptional demand (for example Soham and Morecambe Bay).

Areas for improvement

- The contingency plan to deal with the situation where there is extraordinarily exceptional demand is not in place and currently is an area of risk.

The threats from precursors to major crime offending were found to be analysed extensively.

Strengths

- There has been continuing investment by the force in processes and resources to protect vulnerable people.
- The director of intelligence is also the force champion for protecting vulnerable people.
- Within the force intelligence strategy there is a specific section that relates to protecting vulnerable people. The strategy maps the elements and sources of intelligence relating to all the disciplines and representative bodies that work in this area. The aim is to make the links and build effective information-sharing relationships.
- A homicide prevention working group has been set up which seeks to pull together all current activity in this area by looking at the key drivers, the clusters of strategic issues and the supporting activity.
- Key connections include OCG mapping, the development of the violent crime strategy, work to protect vulnerable people and specialist community engagement work on guns and knives.
- There has been a continuous investment by the force in resources and processes aimed at protecting vulnerable people. The structures are now in place with improved communication and management of standards through audit and evaluation processes.
- Processes are being designed to improve standards and performance across the range of activity to protect vulnerable people, including the prevention and investigation of domestic abuse, child abuse, public protection, adult abuse and missing persons. Consistent features are the multi-agency nature of this work and the emphasis on early problem identification and on early intervention. Intelligence processes are being developed to enhance this work.

Work in progress

- A homicide prevention problem profile is in development and from that evidence base the force will bridge the gaps and make sure that current meaningful activity is properly co-ordinated and consolidated. This profile will be maintained and will inform the work of the homicide prevention working group on the basis of a consistent and shared understanding.
- The specialist community engagement department is developing strategy and interventions that relate to the criminal use of guns and knives.

Areas for improvement

- The force needs to be confident that the information available to operational officers on the ground, about sex offenders in particular, is sufficient to enable them to make an effective contribution to the prevention of major crime.

The policy covering threat to life is fully accessible to staff and reasonably understood and implemented. Examples of joint/regional/cross-border/multi-agency operations are patchy.

Strengths

- A confidential unit has been set up within the covert operations section which brought with it a need to strengthen the 'Osman' warning policy, which has now been done and brings with it an enhanced response.
- South Yorkshire Police has policy and procedures documented in relation to 'life at risk matters', including guidance on the application of Osman warnings. This document forms part of the force statement of agreed policy on witness protection.
- The policy provides a basis for evaluating intelligence, planning initial action and assessing the threat to life, and outlines roles, responsibilities and the action to be taken depending on the level of the identified threat.
- Evidence was presented in the form of a successful managed incident which demonstrated the application of force procedures in relation to a threat to life. The incident involved the kidnap of a girl of Eastern European background for rent arrears, and the response illustrated the use of guidance and the facilities available to the force incident manager and communications centre staff as well as the infrastructure available in these circumstances. The case study also provided evidence of operational review and systems for achieving organisational learning.
- Guidance on the use of Osman warnings includes an example of an agreed form of words. Authorisation for the delivery of a warning to the victim of a threat can only be made at chief officer level.

Work in progress

- The force homicide prevention strategy working group includes among its objectives:
 - to develop a homicide problem profile which takes account of 'near misses', attempted homicides, pre-cursor incidents and Osman warnings; and
 - to enhance the role of partners and recognise the contribution they make to homicide prevention.
- The force is reviewing the way in which Osman warnings are recorded.

July 2008

The force operates a policy that is promulgated to, and understood by, dedicated staff only. The force is wholly collaborating with other forces and partners in this area.

Strengths

- The force has a dedicated witness protection unit that provides assistance to other forces and outside agencies. 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. A 24-hour call-out system is also in place for firearms-related witness protection issues.
- In the form of Operation Goliath the force provided evidence that the principles of the witness protection policy were applied across a broad range of the investigation. A good service was provided by the Crown Prosecution Service (CPS) special case lawyer. The use of pseudonym witnesses in this case followed the experiences of the West Midlands and Metropolitan Police.
- South Yorkshire Police makes use of an intranet site to communicate policy and guidance to members of staff within the organisation in relation to witness protection.
- There are regional witness protection meetings within the North East where knowledge and practice are exchanged. South Yorkshire Police has advised and shared best practice in relation to drug and alcohol abuse by its witness protection clients, which involves joint work with health authorities.

Work in progress

- There is support from local government (staffing) and the Home Office (funding) in setting up and managing referral centres for victims of sexual assaults. The partnership involves the centre being based at a local hospital with set protocols and service level agreements in place.
- Collaboration over witness protection is limited to sharing information regarding the location of clients from different forces. There is ongoing discussion of the possibility of utilising other forces' staff to manage excess cases to provide resilience. Much of witness protection staff time is used to manage clients in other force areas.

The force has an extensive system to monitor the impact of preventative and enforcement activity. There is evidence that the broad range of community policing assets are fully used to help understand levels of harm in the community.

Strengths

- The theme of harm reduction is being developed across the board to make the issue operationally relevant. The quarterly performance review day provides the means by which the issue is maintained.
- The force has developed and applied a harm and risk matrix which has been used to establish and rank control strategy priorities.
- The force and the police authority have a range of surveys and networks that are used to measure the levels and monitor the impact of policing activity on public confidence and satisfaction with services.
- The force has developed a comprehensive range of performance indicators developed around the police performance assessment framework, which effectively monitors the impact of criminal activity and anti-social behaviour on communities. These are supported by confidence and satisfaction indicators derived from the analysis of surveys commissioned by the force and the police authority.
- Incident, crime, activity and survey-based performance measures are used to assess impact of enforcement, prevention and reassurance activities in communities, and the outcomes as expressed in terms of satisfaction and confidence. These are reviewed during corporate performance review processes at district level.
- There has been a significant investment in neighbourhood policing assets by the force in conjunction with the development of community and partnership engagement activity. These assets are deployed to make the organisation sensitive to the issue of harm in communities, and performance processes are being developed to monitor the activities of these members of staff and to analyse the relationship with harm reduction and reassurance outcomes.
- There is a strong proactive approach to target young children and schools where evidence was found, through intelligence data, of children being involved in gangs and gun crime issues. The delivery was around education and an attempt to steer children away from the dangers. This approach was done in partnership with the schools. This approach also provided relevant intelligence on community issues and the monitoring of individuals involved with increased anti-social behaviour.
- The specialist community engagement department carries out environmental scanning for issues that will impact on communities. Developmental work is done in the early stages before details and introductions are passed to the safer neighbourhood teams for more work in partnership. The increase in emerging communities is an area the engagement team target, to provide intelligence and assist with understanding community problems.

Work in progress

July 2008

- A priority within the force control strategy for 2007/08 is community focus. The community cohesion element within that priority specifies an action owned by district commanders to standardise community engagement plans and neighbourhood profiles so as to reflect community priorities and vulnerabilities. The measurable outcome being sought is the delivery of those engagement plans and neighbourhood profiles with performance indicators in the form of the identification of emerging issues and vulnerable localities and the actions raised from engagement plans and neighbourhood profiles.
- Work is in progress by specialist community engagement teams to develop relationships with partners and an understanding of the wider implications of some local issues, particularly in relation to gun crime and OCGs.

The inspection found evidence that the force always considers relevant professional standards issues in the operational planning for major crime work. There is a comprehensive policy in use to ensure that members of staff are appropriately vetted commensurate with exposure.

Strengths

- The professional standards department (PSD) applies its learning and development of force personnel through presentations which are given to all CID courses and uniform new starters. The presentations highlight corruption issues and are used to prevent OCGs from infiltrating the police service.
- The PSD has an information compliance unit which looks at the security and integrity of systems.
- There are anti-corruption initiatives in place, with the PSD becoming more proactive in its approach.
- The link between the PSD and the management of operations occurs if an issue arises. There is a memorandum of understanding to the extent that if there are any concerns about an officer on an enquiry this can be addressed directly to the PSD intelligence development unit for consultation.
- The vetting unit sits within the PSD and activity is prioritised among those areas of major crime and serious and organised crime investigation that represent the highest risk.
- The PSD helps with the mapping process in terms of officers and intelligence assisting the FIB to have the right officers in the right place.

Work in progress

- The force has taken into account the issues within HMIC's publication *Raising the Standard* and has sent two officers to the Metropolitan Police Service to complete the integrity testing course. At present South Yorkshire Police is not equipped to integrity test, but members of staff are aware that there are checks on systems such as the Police National Computer.
- It is planned in the future for the PSD to become a more proactive arm of major crime investigations and possibly to conduct covert operations within those investigations.

Areas for improvement

- The multi-site nature of the accommodation causes problems with communication, and physical and information security. Arrangements are being reviewed by the estates management team, but the force needs to be sure that a risk assessment of all aspects of security is a significant aspect of this work.

Enforcement

Governance arrangements for major crime investigations are partially effective, with limited use made of IAGs and community membership of gold command groups.

Strengths

- The chief officer lead for serious and organised crime – the assistant chief constable (ACC) (specialist operations) – is the chair of the force TTCG and is fully involved in the development and management of the force processes.
- Formal meetings are set up by the chief officer lead and the head of the SCS department under the 28-day review process which generates recommendations and actions aimed at taking the investigation forward. Where strategic or policy-related issues are identified, they are referred to the six-weekly SIO meeting for further development and, if necessary, inclusion in the business plan.
- In relation to IAGs, South Yorkshire Police takes the approach that each individual major crime investigation needs an advisory panel customised to the needs of that particular enquiry and which supports the gold group. These arrangements are designed to fit the particular needs of each situation. There is a strategic IAG at force level and work is going on at Sheffield in relation to this.

Work in progress

- No police authority members are identified as having specialist responsibility in the area of major crime and serious and organised crime, and there are no vetting procedures in place at present. Police authority members felt that the Chief Constable saw no need for them to be vetted as they did not need to know the level of the operations. The police authority has accepted this view but is looking at what vetting of members happens in other forces.

Areas for improvement

- In terms of major crime investigations, the police authority is not briefed as part of the gold group but is informed of any actions around neighbourhood reassurance. It was felt by members that more information would assist the authority to deal with public scrutiny and assist them to ask the right type of questions about efficiency, effectiveness and force performance.
- The police authority is aware of the report *Closing the Gap* and the issues contained within it, but there has been limited feedback to members of the authority in terms of the standards to be met and what they have to do to meet those standards. The police authority is in the process of considering setting up a protective services committee similar to West Yorkshire Police.

The ACPO lead and the head of the crime department are not yet trained in the management of linked and series crime. These officers are supported by members of staff who have undergone comprehensive training in critical incident command, community impact assessments and policing in partnership.

Strengths

- The ACC (specialist operations) completed the Scimitar course in 2004. He was the officer in overall charge of an incident regarding a bogus forensic scientist.
- The head of the SCS department has been involved in a management capacity on numerous potentially linked homicide investigations, including stranger prostitute murders.
- The force provides extensive training in critical incident command and there are arrangements to provide community impact assessments.
- The MIT syndicates are aligned to districts, with major incident rooms located in each. This relationship aims to strengthen the links between, and the co-ordination of, major crime investigation and critical incident management.
- The current ACPO team is aware of the kidnap protocol and works with the allocated SIO in a supportive role. The force has sufficient resilience of trained staff to fill the roles of key staff during a kidnap incident. The force has a nominated SIO lead for kidnap and extortion and also has regional responsibilities in this area. All SIOs and three deputy SIOs have been trained to the international kidnap standard. The force is self-sufficient in red, green and blue room capability. Training is being provided on first response and the specialist areas.

Areas for improvement

- The development of capability within the force at chief officer level to fully take on board that role in kidnap investigations is an area for development.

The force's performance in the investigation of major crime is monitored through a regime that reviews each operation in terms of outcomes, inputs and outputs.

Strengths

- The force has a structured review and debriefing process within the MIT that captures all the recommendations and actions from the process and feeds the force training plan if appropriate.
- Evidence of the application of operational review processes was presented in the form of Operation Goliath, which highlighted key learning points particularly in relation to processes for managing CCTV evidence. Following advice from the Metropolitan Police Service and the counter-terrorist unit, a role was created for a CCTV co-ordinator working from a clearly defined strategy.
- Protecting vulnerable people is a force control strategy priority, with clear ownership, specified outcomes and performance indicators.
- As part of the evaluation of the self-sufficient MITs, performance is monitored in the form of abstractions of members of staff from districts on corporate enquiries.
- The chief officer lead for serious and organised crime – the ACC (specialist operations) – is the chair of the force TTCG and is fully involved in the development and management of the force processes.
- Performance management at this time is largely done through monitoring activities connected with the quarterly review process.

Work in progress

- Work is being done in conjunction with the MIT to develop enhanced debriefing, including a process for costing activity more effectively. This incorporates comparative case analysis over an extended period. The MIT environment lends itself to this approach, but the principles are also being applied to serious and organised crime. This is not seen to be an exercise in accountancy but rather as smarter management.
- As part of the organisational learning from Operation Goliath, a force CCTV policy is in development.

Areas for improvement

- Force processes for converting issues that arise from operational review into core training needs is an area for improvement. Concerns were expressed by members of staff about the force's overarching process for identifying training needs and the prioritisation of training delivery.

Performance Management and Resilience

The inspection teams found a strong investigative capability in-force to meet the predictable major crime investigation demands; however, collaborative agreements with the SOCA and regional forces exist and are deployed as appropriate. These are considered adequate to counter normal and extraordinary levels of need. Force procedures to manage human resources provide extensive protection for the investigative capability.

Strengths

- South Yorkshire Police senses that the quality of the service provided in this area is disproportionately greater than the size of the organisation and represents good value for money. Measures have been put in place to close the level 2 gap. The force is a net exporter of members of staff and skills in these areas.
- The force has made a sustained commitment towards major crime investigation and has moved consistently towards fully self-sufficient MITs. The MIT project has so far resulted in a significant increase in resources over four years. MITs were created in 2003/04 and, from a position 12 months ago when they were largely made up of HOLMES and major incident room members of staff, they are now being further developed with investment over two phases following a review which included extensive benchmarking with other forces.
- Development of the MIT included an identified strategic lead for major crime and resources devoted to policy and strategy which also provided SIO resilience and benefited the operational syndicates. The major crime unit, headed by the strategic lead (detective superintendent), incorporates the policy unit, the cold case review unit and MIT intelligence. In addition, there are four operational syndicates, each headed by an SIO.
- The core role of the major crime unit is to investigate all Category A and B homicide, and cases of kidnap and extortion. In addition, the role can be extended in certain circumstances to incorporate cold case review and Category C homicide and to provide support to the districts during the investigation of serious and organised crime. In reality, the incidence of homicide in the last 12 months has been such that the MITs have dealt with all such cases.
- South Yorkshire Police is self-sufficient in family liaison officer (FLO) training. FLOs are located 50% in the SCS department and 50% in BCUs. It is anticipated that, when the MITs are self-sufficient, all FLO requirements will be serviced from within. There is a FLO co-ordinator covering all areas carrying out the operational and welfare risk assessments.
- A major crime team training plan is in place following a skills audit where mandatory training has been identified for each of the roles. Identified needs are fed into the departmental training plan and then into the force requirement. The SCS department holds a number of training events during the course of the year and people are invited to attend from the districts.
- There are resources available on each of the MITs to manage disclosure. A case conference involving the CPS is the process by which the issue is considered during each major crime investigation.

July 2008

- The force has a nominated SIO lead for kidnap and extortion and also has regional responsibilities in this area. All SIOs and three deputy SIOs have been trained to the international kidnap standard. The force is self-sufficient in red, green and blue room capability.
- There has been a sustained commitment to major crime investigation. With Northumbria and West Midlands police forces, South Yorkshire Police was involved in the development of HOLMES 2 and was the first to use the system in a live investigation.
- There are arrangements in place to provide specialist assets, for example surveillance to assist the SIO in kidnap investigations. These have been tested and activated during kidnap enquiries. There are also agreed protocols with neighbouring forces; mutual aid arrangements exist within the region and were recently utilised during an enquiry.

Work in progress

- Prior to the full implementation of phase 2 of the self-sufficiency plan, the major crime unit still relies on taking investigators and other resources from the districts to support investigations. These arrangements are the subject of a process of negotiation managed by the detective chief inspector supporting the head of the major crime unit. In any event, members of staff temporarily taken from the district are given fast-track actions and are not given key roles in the investigation.
- Historically, the force has been self-sufficient in HOLMES training, but the numbers being trained on each course meant that these arrangements were not cost effective. Consequently, people were sent to other forces for training, where there were compatibility issues. Options are being considered to find a way forward, including some form of collaboration within the region.
- There is a tension in funding the local and protective services agendas; this is particularly significant in the context of reducing budgets. There will be an implication for the SCS department but disproportionate to the whole. The challenge for the force will be to ensure that when the cuts are made, the recent gains in organisational development are not lost. At the moment, the argument is being won that the reputation of the force relies disproportionately on the effective investigation of major crime and serious and organised crime.
- The force finance director is running exercise Silver Blade, which is about different elements of the force identifying areas where cuts can be made in their own areas and also elsewhere. The force is looking to accelerate the workforce modernisation programme and seeking to strike a balance between employing former police officers and developing new people.
- Processes are being developed where members of staff will be accredited to the appropriate level of PIP dependent upon their role, for example detectives will be PIP level 2 and SIOs level 3. Recruitment of investigators has been devolved to districts, but a member of the SCS department takes part as a member of the panel to ensure consistency.

July 2008

- The force has a PIP accreditation action plan. Within the past 12 months there have been improvements in investigative interview training and whilst witness and suspect interview training has improved over that period, much of it remains work in progress.
- The meridian crime management plan in Doncaster provides a career pathway for investigators in conjunction with the PIP. This process is being developed in the other BCUs.
- The workforce modernisation plan for the MITs is largely focused on the HOLMES functions in the major incident room. The process will begin in April 2008. The relevant posts have been identified as well as the savings that can be made. The force is looking to make 3% budget savings and workforce modernisation provides one means by which this can be achieved' but it can also be used to fund other opportunities.
- The Sheffield districts are being restructured into a single unit. As a result, the police office at West Bar has closed, and this has accommodation implications for major crime investigations.
- The force is looking to refurbish the old operations room at force HQ as an additional facility for housing a casualty bureau, as a major incident room and as a kidnap suite.
- A project is in place to refurbish the suspect interview suites. They are currently out of date and need to be revamped to a specification that meets current requirements including 'down line monitoring'.

Areas for improvement

- Following the implementation of phase 2 of the MIT self-sufficiency plan, the force needs to make sure that effective succession planning arrangements are in place to ensure the development of future SIOs and investigators for major crime investigations.
- The opportunity for training and development around major crime seems to be very limited with staff having to refer to the intranet or 'find their way through'. There are points of contact if officers need advice. E-learning is used, but members of staff feel there is a need to target their role-specific needs. Even small amounts of training would be beneficial.
- An area for improvement is a force-wide co-ordinated approach for the storage of exhibits.
- The force now has two PIP tier 5 trained interview advisers and there are plans to conduct further in-house training. The organisation intends that the MITs will eventually be self-sufficient in this area, but the force needs to be confident that, in the interim, arrangements are in place to ensure that advisers are available when required.
- Accommodation across the board is a difficulty for the force. An area for improvement is the need for a coherent strategy to develop the South Yorkshire Police estate.

Specialist and covert investigations are resourced through a robust infrastructure that is proven to be effective. Elements of test purchase operations are delivered through written collaborative agreements which are sound. The inspection found evidence of proactive use of these assets across a widening range of offences.

Strengths

- The force infrastructure to deliver across all specialist investigations is framed within the structure of the SCS department, which incorporates sections focused on serious and organised crime, intelligence, major crime and forensic science. Within these sections there are staff trained and resourced to deal with specialist areas, including surveillance, undercover operations, covert human information source handling and economic crime.
- The SCS department's specialist resources link into equivalent assets embedded within the territorial districts, including financial investigations and source units.
- The force has invested in a new scientific services laboratory. The head of scientific services has negotiated a new contract with the FSS on behalf of the region, which will achieve significant savings.
- The force provided evidence of effective application of major crime investigation processes (murder) in circumstances involving OCGs, target groups and firearms. The investigative processes incorporated the use of ANPR, CCTV, forensic examination and analysis, witness protection (use of pseudonyms), telephone analysis and community contacts.
- There are strong collaborative arrangements with a number of forces in the deployment of test purchase officers, with officers from various forces – including South Yorkshire Police – working in each other's areas.
- Memoranda of understanding with other forces have been signed regarding sharing intelligence and the witness protection programme to support clients based in other force areas. Partnership work with Her Majesty's Revenue and Customs and the SOCA is ongoing in relation to covert operations in the South Yorkshire force area.
- Roads policing staff are trained up to *Road Deaths Manual* standards and are working towards achieving PIP level 2 accreditation. There is a dedicated roads death investigation unit which is beginning to derive benefits from the workforce modernisation programme. It is also beginning to pick up life-threatening collision investigations.
- There is regional collaboration around managing terrorist incidents to deliver assistance with specialist investigations.
- There are four inspectors who provide on-call responsibilities for roads deaths and, as such, provide a roads policing MIT facility.

Work in progress

- The force is working to develop relationships with the suppliers of telecommunications evidence to improve service delivery.

July 2008

- The collaboration across the region is developing and there is a document out for consultation on a regional road deaths investigation unit.
- It was felt that members of staff are adequately trained to fill their role within the covert unit, but there is some training required for the use of technical equipment. The department has set up its own training courses for authorising officers within covert policing by working in partnership with the Wyboston training centre which supplied a qualified trainer.

Areas for improvement

- There is no collaboration around the area of CCTV collection and management, with no common standards set at present. This area is resource intensive while also trying to manage the expectations of the SIO. A process has begun where viewing rooms will be set up around the force so major crime teams can view tapes and duplicate them if necessary. There is learning with other forces, such as Northumbria Police, who have assisted South Yorkshire Police to develop the shoe match database.

The force has a full-time and dedicated case review team that is generally deployed when current and historical major crime cases are reviewed, in accordance with ACPO guidance. Case review work is highly effective.

Strengths

- The central major crime unit is headed by the detective superintendent supported by the detective chief inspector and a detective inspector leading on cold case review, intelligence and casualty bureau and kidnap. An additional detective inspector leads on training, policy, administration, performance and the homicide reduction project. The policy unit provides resilience to the operational major crime syndicates who have very little policy development responsibility in order that they can focus on operational issues.
- Investigative and cold case review has been developed. Operation Nightingale has been flagged by the FSS as the foremost example of the effective use of familial DNA. This involved the cold case review of seven offences of rape and identified the offender through DNA taken from a sample given by the sister of the offender.
- A structured approach to cold case review is being adopted and initially 10 to 12 cases were allocated to each of the SIOs, but the capacity to make progress was not present. A timetable has now been established relating to undetected homicide. The first stage of this involves the cold case review team making an initial investigation, if the conditions are right the situation is converted into a formal investigation. If the initial lines of enquiry are forensic, the cold case review team will retain these, but if more involved then an SIO is identified. The team is currently carrying out the initial assessments. These cases include those where there have been acquittals at court taking account of changes in the law on double jeopardy.
- Operation Minerva relates to similar arrangements for the investigation of cold cases involving serious sexual assaults. The process involves monthly meetings with representatives from the FSS and the CPS where, following a preliminary assessment by the FSS, cases are discussed and agreement reached on which cases should be put forward for a full forensic review. The progress of ongoing cases is also discussed.
- Other forces with established cold case review teams were consulted as a part of the setting-up process.
- The cold case review team provides resilience in other areas and is deployed on other investigations in times of exceptional demand. However, an identified detective sergeant provides continuity and remains within the cold case review team to maintain process development on the 50 current active case files.

The inspection found that the force was fully compliant with relevant ACPO standards of the *Murder Investigation Manual* and major incident room standardised administrative procedures (MIRSAP).

Strengths

- MITs were first established within the force in April 2003 and at that time they comprised four SIOs accompanied by major incident room and, in particular, HOLMES specialists. In August 2006 a paper to the senior command team recommended that the MITs become self-sufficient with capacity available for directed investigations. A phased implementation was agreed in two stages to help manage the extraction from BCUs, and by April 2007 50% of the resources required to achieve self-sufficiency were in place. The implementation of phase 2 has been agreed and funding made available from April 2008.
- The force policy document that relates to the roles of MITs and the HOLMES unit establishes that the operating procedures and related procedural instructions and guidance for South Yorkshire Police in this area are linked to the recognised standards as embodied in national manuals, including the *Major Incident Room Standardised Administrative Procedures (MIRSAP) Manual* and *Practice Advice on House to House Enquiries 2006*.

Work in progress

- A recommendation in the review of the implementation of phase 1 of the MIT restructure is that, following the implementation of phase 2, all policies in relation to the MIT or major crime investigation be reviewed.

Appendix 1: Glossary of Terms and Abbreviations

A

ACC	assistant chief constable
ACPO	Association of Chief Police Officers
ANPR	automatic number plate recognition

B

BCU	basic command unit
BME	black and minority ethnic

C

CDRP	crime and disorder reduction partnership
CHIS	covert human intelligence source
CID	criminal investigation department
CPS	Crown Prosecution Service

D

DIU	district intelligence unit
DWP	Department for Work and Pensions

E

ECU	economic crime unit
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F

FIB	force intelligence bureau
FLO	family liaison officer
FSA	force strategic assessment
FSS	forensic science service

G

GIS geographic information system

H

HMI Her Majesty's Inspector

HMIC Her Majesty's Inspectorate of Constabulary

HMRC Her Majesty's Revenue and Customs

HOLMES Home Office Large Major Enquiry System

HR human resources

I

IAG independent advisory group

M

MIRSAP major incident room standardised administrative procedures

MIT major incident team

MoPI management of police information

MSF most similar force(s)

N

NIM National Intelligence Model

NPIA National Policing Improvement Agency

NPSAT National Protective Services Analysis Tool

O

OCG organised crime group

Osman Osman v UK (1999) 1 FLR 193, where the court established that in certain circumstances the state has a positive obligation to take preventive measures to protect an individual who is at risk from the criminal activities of others

OSS operational support services

P

PCSO	police community support officer
PIP	professionalising the investigative process
POCA	Proceeds of Crime Act
PSD	professional standards department

R

RART	regional asset recovery team
RIU	regional intelligence unit

S

SAR	suspicious activity report
SCS	specialist crime services
SGC	specific grading criteria
SIO	senior investigating officer
SOCA	Serious Organised Crime Agency
SPI	statutory performance indicator
SWOT	strengths, weaknesses, opportunities and threats

T

TCG	tasking and co-ordination group
TTCG	tactical tasking and co-ordination group

Appendix 2: Developing Practice

TITLE: Operation Nightingale

PROBLEM:

- A series of seven linked rapes from the 1980s had been investigated a number of times using conventional investigative tools without success.
- DNA profiles obtained from original exhibits and investigation were relaunched through Crimewatch and the media.
- Hopes of the victims were raised.
- Two years on, offender had still not been identified

SOLUTION:

- Familial DNA was used as an investigative tool to progress the enquiry.
- The initial familial list contained 43 individuals.
- Intelligence research
- A policy decision was made to visit the individuals and ascertain the family tree.
- The third one visited was the offender's sister, which led to the identification of him and subsequent conviction.
- Without the use of familial DNA this case would never have been solved.

OUTCOMES:

- Familial DNA technique gained the credibility needed to ensure that forces around the country consider using it.
- South Yorkshire Police has worked closely with the FSS, the Police Standards Unit, Interpol and the press to publicise the effectiveness of the technique.
- Victims receive closure, offenders get the right message.
- Lloyd life imprisonment
- A cold case unit, Operation Minerva, was set up, staffed by a detective sergeant with three civilian investigators. The unit looks at all our undetected sexual crimes in five-year batches in conjunction with the CPS and the FSS and moves them through to reinvestigation where appropriate.
- Current successes since inception:
 - 2 further 1984 rapes detected, offender given 15 years' imprisonment
 - 1,989 rape profiled, hit and arrest imminent
 - 1,991 rape profiled, hit and arrest imminent
 - 6 offender profiles loaded on database
 - 500 cases reviewed.

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