Her Majesty's Inspectorate of Constabulary

HMIC Inspection Report

South Yorkshire Police
Neighbourhood Policing
Developing Citizen Focus Policing

September 2008

Contents

Findings

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 as 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.

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.

The recent Green Paper on policing – *From the Neighbourhood to the National: Policing our Communities Together* – proposes major changes to the role of HMIC. We are currently working through the implications to chart a way forward, and it will not be until the late Autumn when we are able to communicate how this will impact on the future approach and inspection plans. In the meantime, we have now commenced work covering the areas of critical incident management, public order and civil contingencies/emergency planning – which will conclude in early 2009. In consultation with ACPO portfolio holders and a range of relevant bodies (such as the Cabinet Office in respect of civil contingency work) we have conducted an assessment of risk, threat and demand and, based on this, we will focus on those forces where we can add most value. We will also commence a series of police authority inspections in April 2009, which will follow a pilot process from November 2008 through to January 2009.

Programmed Frameworks

During phase 2 of HMIC's inspection programme, we examined force responses to major crime, serious and organised crime, Neighbourhood Policing and Developing Citizen Focus Policing in each of the 43 forces of England and Wales.

This document includes the full graded report for the Neighbourhood Policing inspection and Developing Citizen Focus Policing inspection.

Neighbourhood Policing

The public expect and require a safe and secure society, and it is the role of the police, in partnership, to ensure provision of such a society. The HMIC inspection of Neighbourhood Policing implementation assesses the impact on neighbourhoods together with identified developments for the future.

The piloting of the National Reassurance Policing Programme (NRPP) between April 2003 and 2005 led to the Neighbourhood Policing programme launch by ACPO in April 2005.

There has been considerable commitment and dedication from key partners, from those in neighbourhood teams and across communities to deliver Neighbourhood Policing in every area. This includes over £1,000 million of government investment (2003–09), although funding provision beyond 2009 is unclear.

The NRPP evaluation highlighted three key activities for successful Neighbourhood Policing, namely:

- the consistent presence of dedicated neighbourhood teams capable of working in the community to establish and maintain control;

- intelligence-led identification of community concerns with prompt, effective, targeted action against those concerns; and

- joint action and problem solving with the community and other local partners, improving the local environment and quality of life.

To date, the Neighbourhood Policing programme has recruited over 16,000 police community support officers (PCSOs), who, together with 13,000 constables and sergeants, are dedicated by forces to 3,600 neighbourhood teams across England and Wales.

This report further supports Sir Ronnie Flanagan's *Review of Policing* (2008), which considers that community safety must be at the heart of local partnership working, bringing together different agencies in a wider neighbourhood management approach.

Developing Citizen Focus Policing

Citizen Focus policing is about developing a culture where the needs and priorities of the citizen are understood by staff and are always taken into account when designing and delivering policing services.

Sir Ronnie Flanagan's *Review of Policing* emphasised the importance of focusing on the treatment of individuals during existing processes: this is one of the key determinants of satisfaction.

A sustained commitment to quality and customer need is essential to enhance satisfaction and confidence in policing, and to build trust and further opportunities for active engagement with individuals, thereby building safer and more secure communities.

This HMIC inspection of Developing Citizen Focus Policing is the first overall inspection of this agenda and provides a baseline for future progress. One of the key aims of the inspection was to identify those forces that are showing innovation in their approach, to share effective practice and emerging learning. A key challenge for the service is to drive effective practice more widely and consistently, thereby improving the experience for people in different areas.

Latest data reveals that, nationally, there have been improvements in satisfaction with the overall service provided. However, the potential exists to further enhance customer experience and the prospect of victims and other users of the policing service reporting consistently higher satisfaction levels. All the indications show that sustained effort is required over a period of years to deliver the highest levels of satisfaction; this inspection provides an insight into the key aspects to be addressed. It is published in the context of the recent Green Paper *From the Neighbourhood to the National – Policing our Communities Together* and other reports, which all highlight the priorities of being accountable and responsive to local people. The longer-term investment in Neighbourhood Policing and the benefits of Neighbourhood Management have provided an evidence base for the broad Citizen Focus agenda.

Statutory Performance Indicators and Key Diagnostic Indicators

In addition to the inspection of forces, HMIC has drawn on published data in the Policing Performance Assessment Frameworks (PPAFs) published between March 2005 and March 2008 as an indicator of outcomes for both Neighbourhood Policing and Developing Citizen Focus Policing.

The statutory performance indicators (SPIs) and key diagnostic indicator (KDI) that are most appropriate to indicate outcomes for the public and are used to inform this inspection are set out below:

Neighbourhood Policing

- SPI 2a – the percentage of people who think that their local police do a good or excellent job.

- KDI – the percentage of people who 'agree local police are dealing with anti-social behaviour and crime that matter in this area'.

- SPI 10b – the percentage of people who think there is a high level of anti-social behaviour in their area.

Developing Citizen Focus Policing

- SPI 1e – satisfaction of victims of domestic burglary, violent crime, vehicle crime and road traffic collisions with the overall service provided by the police.

- SPI 3b – a comparison of satisfaction rates for white users with those for users from minority ethnic groups with the overall service provided.

Forces are assessed in terms of their performance compared with the average for their most similar forces (MSF) and whether any difference is statistically significant. Statistical significance can be explained in lay terms as follows: 'The difference in performance between the force and the average for its MSF is unlikely to have occurred by chance.' A more detailed description of how statistical significance has been used is included in Appendix 3 at the end of this report.

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.

The Grading Process

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

Meeting the standard

HMIC uses the standards agreed with key stakeholders including ACPO, the National Policing Improvement Agency (NPIA) and the Home Office as the basis for SGC. The standards for Neighbourhood Policing and Developing Citizen Focus Policing are set out in those sections of this report, together with definitions for exceeding the standard and failing to meet the standard.

Force Overview and Context

South Yorkshire Police has:

- 4 basic command units (BCUs) covering Sheffield, Rotherham, Barnsley and Doncaster
- 23 Safer Neighbourhood Areas (SNA) and 55 Safer Neighbourhood Teams (SNT);
- 23 Inspectors, 55 Sergeants, 358 Constables dedicated to Neighbourhood Policing;
- 328 PCSOs dedicated to Neighbourhood Policing.

The force is a member of four crime and disorder reduction partnerships (CDRPs) that cover the force area.

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.

Strategic priorities

The Chief Constable's vision is that SYP will "deliver the best possible service to the public by taking personal responsibility, exercising effective leadership and by inspiring confidence through the quality of (its) policing".

The South Yorkshire Police statement of purpose is:

"**To make South Yorkshire a safer and more just society**".

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.

Force Performance Overview

Force development since the 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. 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.

Update on recommendations from Phase 1

Neighbourhood Policing

The Force should review current engagement processes with the aim of providing consistent and systematic opportunities for members of communities to become directly involved in decision making on local priorities and problem resolution, and to be involved in the evaluation of results.

Response

The force has responded positively to this recommendation and, as documented within the report, good progress has been made.

Neighbourhood Policing

2007/08 Neighbourhood Policing Summary of judgement	**Meeting the standard**

Meeting the standard

Following the moderation process, South Yorkshire Police was assessed as meeting the standard. Neighbourhood policing has been implemented to a consistent standard across the force.

Neighbourhoods are appropriately staffed (coverage).

Summary statement
The force is deploying across all its BCUs the right people in the right place at the right time to ensure that its neighbourhoods are appropriately staffed.

Strengths

- Neighbourhoods and their boundaries are clearly defined.

- There are 23 inspector-led safer neighbourhood areas (SNAs) and 55 sergeant-led safer neighbourhood teams (SNTs). All SNTs outside Sheffield are in a laminate, tiered model of Neighbourhood Policing (NHP), with neighbourhood teams dedicated as an additional resource across the BCUs. Within this framework, resources are specifically designated to priority neighbourhoods. In Sheffield, a total NHP model was adopted in April 2008, providing for both safer neighbourhood (SN) and patrol units within one geographic location.

- NHP implementation has been carried out with full co-operation and in partnership with the police authority and its partners. This has ensured that there is recognition of the benefits of a partnership approach to problem solving that will enhance the ethos of community management at both the strategic and local levels.

- There has been some readjustment of boundaries since implementation began, moving in some cases from wards to more natural neighbourhoods. This includes realigning the boundaries of Sharrow, Netherthorpe and Upperthorpe. Boundaries have been given further consideration during the recent review of policing in Sheffield.

- In the four sites visited, there was a recognition and clear awareness of members of the SNT, with positive messages from communities regarding the visibility and accessibility of both PCSOs and their dedicated SN officers. The approachability of staff and their genuine willingness to resolve local issues were consistently voiced and appreciated.

- In South Yorkshire Police (SYP), there are around 12% of all police officer and police staff posts within the SN structure and all neighbourhoods have a named contact at police constable (PC) and police community support officer (PCSO) level.

- There is an expectation that SN staff at all ranks will remain in place for a minimum of two years, and an emerging recognition of the benefits of promotion within the neighbourhood structure to retain specific skills and community continuity. A review is under way and forms part of a wider agenda under consideration at the workforce modernisation board chaired by the assistant chief constable (ACC) (corporate relations).

- All SN posts are advertised and there exists a succession planning waiting list.

- Within the Burngreave SNT there is evidence of continuity both at supervisory level and among neighbourhood constables. The appointment of inspectors and supervisors has been done with regard to the need to provide continuity and to prioritise this area of policing.

- The force has an abstraction policy at BCU level. Compliance with it is captured through the PROMIS duties system, measured in the NHP performance framework and monitored through the deputy chief constable's (DCC's) corporate review. Levels of abstraction from NHP are set at a maximum of 10% for PCSOs and 20% for SN officers in a 28 day period. SYP would like to reduce this to 5% for PCSOs and 10% for PCs. Planned abstractions are most easily captured through the duties system, as spontaneous abstractions require a supervisor to go into the duties system to physically log the change. Activity sampling has also been carried out as a further check on the veracity of the information being supplied. Reality checking shows that actual abstraction levels are well within the margins set.

- PROMIS is currently the subject of a joint 21 day review by the force and the police authority. The system needs to be developed to establish meaningful links between performance data and resource availability to establish another level of analysis around the resource and activity issues underpinning performance.

- Duties connected with major sporting events within the home district are specifically excluded from the definition of abstraction.

- Within the total NHP system in Sheffield, once NHP staff have been allocated to cover call handling, the rest of the team have the flexibility to work the shifts they need to in order to meet the requirements of the role.

- A previous area for improvement was highlighted regarding the use of PCSOs in Doncaster cell area to monitor detainees on constant supervision. Doncaster is the busiest cell area for SYP and this was felt operationally essential in order to maintain a freed-up response function. The practice has been reviewed and the senior command team (SCT) describes the taking of PCSOs from the front line for this function as the last line of resort and something that is closely monitored.

- Since the last inspection, PCSOs have received some training around risk management to enable them to carry out this function better, and a rota has been put in place showing whose turn it is to provide a PCSO for cell watch duty, should the need arise. On reality checking, this duty was an issue raised on behalf of the PCSOs as continuing to be a bone of contention, even though there was an appreciation around it being operationally essential, and though the rota is perceived to be fairer and less burdensome. If a PCSO is abstracted in this way, the team supervision is expected to alter the duty status of the PCSO on the duties system so that abstraction levels can be monitored centrally.

- Districts are allocated resources in accordance with the force resource allocation formula based on geographic profiling and strategic assessment. This has also been applied to the allocation of PCSOs. Local decisions are then made about detailed deployment between functions and specific neighbourhood areas, based on an assessment of need. NHP teams across SYP are deployed in response to neighbourhood profiles and professional understanding.

- Safer neighbourhoods units (SNUs) are now the 'portal' for deployment of and contact with SNTs. They have a primary role of supporting the force contact management centre at Atlas Court in dealing with calls for service from the public at a district level, by using local resources to deal with appropriate 'scheduled' incidents. The relationship between Atlas Court and the SNUs is governed by service level agreements (SLAs) and protocols.

- SNU direct dial details are given out to members of the community as the primary form of contact with SN officers, bypassing central switchboard. The SNUs also have a key function around public reassurance and the promotion of a Citizen Focus (CF) perspective. The intention is to keep complainants informed and updated through timely ring-backs, to increase public confidence in and satisfaction with the service provided by SYP.

  The SNU provides a service that covers, as a minimum, the core hours of 7am to 10pm, including bank holidays.

- Dispatchers have access to the work queues for both response officers and SNUs. Based on the balance of resources available, dispatchers determine whether 'scheduled' calls should be routed to response officers or to the SNUs.

- SN staff respond to some calls within their neighbourhood, particularly around anti-social behaviour (ASB), but they are largely freed up to work within local communities on community priorities.

- The neighbourhood profiles are called 'cultural audits' and maintained by neighbourhood area inspectors. The information requirement for the profile is clearly defined within the SYP NHP and community engagement strategy. Profiles are accessible internally to SYP staff and co-located partners on an electronic database. Neighbourhood profiles are in existence for all neighbourhoods, albeit varying greatly in relation to content, currency, format and use.

- SNT training was mandated at the NHP programme board in January 2007. A training needs analysis was carried out and an assessment made of the resources required to deliver it. Taking the National Policing Improvement Agency (NPIA) package as a basis, a bespoke programme for SYP was developed, including local case studies. Following approval of the five-module programme for PCs, supervisors, PCSOs, special constables and partners, a lead trainer was appointed. Local partnership staff assisted in training delivery, particularly round subject-specific issues, such as housing or ASB legislation. The programme was initially delivered to 600 individuals identified in key roles, and parts of it have since been delivered to over 1,000 other staff as part of the street skills training programme, demonstrating how their roles complement NHP. The roll-out of the training was complete by April 2008 and a mechanism has been put into place, in conjunction with human resources (HR), to map movements in and out of NHP and to deliver the modules between notification of transfer and actual posting. The future of the programme is to

embed it within the street skills training delivered to inspectors, sergeants, PCs and PCSOs (including special constables). This consists of a mixture of distance learning and classroom workshops.

- Staff also have access to Learning Express (LE) and an opportunity to use NPIA/ National Centre for Applied Learning Technologies (NCALT) products via LE or Criminal Justice Extranet (CJX) access.

- Districts have the ability to build their own requirements into the training days for the district/localised parts of NHP/CF delivery, but it has been noted that PCSOs do not have inbuilt training days, so that a refresher course is required. This is being planned.

- A full day's training event was held recently for SN inspectors and partners they work with. This practitioner day was aimed at team building and sharing good practice across the county. It was well received, and further days are scheduled to be held every quarter.

- NHP teams have the skills and abilities to undertake joint problem solving and training is seen as appropriate. Problem solving is well established and included within the new NHP performance framework.

- The latest Home Office tracking data shows SYP has the following uniform resources dedicated to NHP: 23 inspectors, 55 sergeants and 358 police officers. There are also 295 special constables and 328 PCSOs.

- The wider SN policing family includes 421 local authority wardens, ambassadors, ASB officers and neighbourhood managers. There are also 2,168 neighbourhood watch (NHW) co-ordinators.

- Supervisory ratios are appropriate within SYP, with an average ratio of 1:9. SYP is one of very few forces with PCSO supervisors. They report directly to the neighbourhood inspectors and provide a focal point for the management of PCSOs. The force reviews supervisory ratios regularly through the NPIA tracker and the DCC's corporate reviews.

   This was borne out in reality testing with two SNTs. In Edlington SNT, for example, the ratio is one sergeant to four constable SN officers and five PCSOs.

- There is evidence of staff receiving reward, including financial reward, and recognition for their good work from senior managers, supervisors and members of the public across the force area. Internal rewards have been developed to reflect a broader range of contributions than previously, when heroism was the main source of recognition.

- The Chief Constable has made two Leaders in Action awards to an SNT sergeant in recognition of his contribution to NHP; he has also been nominated for a national award for community policing.

- There are annual awards for Safer Neighbourhood Officer, PCSO and Special Constable of the Year.

- Special Priority Payments (SPP) are paid to all PCs on the SNTs who have at least five years in service and have served at least two years in the role. This annual payment is made in recognition of the value and importance placed on the SN role.

- A special constable was awarded the MBE in the New Year's Honours List for her community work in Dinnington. This included working with partners to set up a youth ROC (Redeeming our Communities), a café in Dinnington providing facilities and activities for more than 35 young people, as well as community clear-ups and her work during the floods.

- Edlington SNT received an award from the fire service for their multi-agency working on a week-long operation focused around Mischief and Bonfire Night. This involved a great deal of intelligence sharing and joint work.

Work in progress

- There is a drive to amalgamate training delivery with the operations support department (OSD), which currently delivers public order, dogs and firearms training outside the generic training and development programmes. There is also an identified need for the district level to embrace the same quality service standards and focus on NHP as it becomes embedded across the rest of the force. In recognition of this, the OSD Chief inspector is beginning to attend the joint training providers' meetings.

- Working with HR, student officer placements are targeted at the cultures etc of the areas to which they will be posted, eg travellers for those posted to Doncaster. This allows the relationships built up to continue once posting occurs.

- The force identified a gap in relation to the transgender community. Using existing contacts, this group has now been brought into the Initial Police Learning and Development Programme (IPLDP) courses. Not only has this enhanced wider training provision for custody courses etc, it has acted as a communication link into their wider membership, and the force is able to use it as part of its community engagement strategy.

- Other formal recognition tends to focus on bravery and investigation, as opposed to quality of service or CF. It is acknowledged that there is a need to ensure the force adequately rewards the behaviours it seeks from staff. One example of working towards this is the intended move of the Sheffield BCU award for Job of the Month towards recognition of customer service.

Areas for improvement

- There was little evidence of positive action to attract SYP staff with identified skills or backgrounds to work within particular areas. There are a number of initiatives in train to influence this mix, however, and attract people with specialist knowledge through the special constabulary. This includes work to attract members of the Polish community and also members of South Yorkshire Passenger Transport Executive to look at passenger transport issues. Edlington SNT area has a large Polish population. Members of the SNT and their co-located partners are to undertake Polish language lessons delivered within the community.

- In support of this, the black and minority ethnic (BME) independent advisory group (IAG) and police authority business support committee have also considered recruitment and retention of staff in pursuance of their Home Office 'dismantling barriers' target of 3.27% of visible BME officers by the end of 2009.

- Some concern was raised by staff around consistency in performance management of the SNUs in relation to quality and timeliness of services offered. It is felt that this could be picked up as part of the new performance management framework

- The force needs to satisfy itself that there is sufficient resilience within the NHP teams. It was highlighted that there are around 850 999/priority calls to Atlas Court per day, compared to approximately 1,500 non-emergency calls per day. Performance data suggests that 999/priorities are handled quickly and effectively. However, because of the lack of consistent performance data, calls sent to SNUs often take a long time to be resolved because of 'to-ing and fro-ing' between Atlas Court, the SNUs and NHP staff.

- The force needs to satisfy itself that there is the right balance between response and neighbourhood resources to meet quality of service promises and ensure that SN officers are freed up to focus on problem-solving activity. Some NHP staff report a greater commitment to call handling than might be considered desirable.

- A range of departments across the force indicated that the ready availability of detailed neighbourhood profiles would greatly assist their own operational effectiveness, including intelligence, investigations, major crime (senior investigating officers), and in dealings with vulnerable people. Furthermore, understanding community needs could inform police and partner estates, resourcing and communications strategies. The quality and make-up of the profiles varies considerably and requires further development to maximise benefit.

- Some SNTs have high-level profiles on the website, but there is little evidence that the profiles are widely drawn on other than by the neighbourhood teams, or that they influence National Intelligence Model (NIM) tasking. It was clear in reality testing that their location or existence was little known outside the SN arena itself. With the forthcoming launch of Operational Intelligence System 2 (OIS2), it is expected that the profiles will move into a corporate and searchable format.

- Student officer community placements are critical to the success of both NHP and CF, and this is being achieved with a developing range of partners from a wide variety of backgrounds and cultures. This has also brought with it the benefit of shared use of their premises to reduce the demands on the existing estate.

- These community contacts are currently held within the training department. There is a need to transfer these contact details from a paper-based system to a database accessible to the wider force, to ensure these community links are picked up by the local SN teams and included in mapping.

Effective community engagement is taking place. Representative communities are being routinely consulted and are identifying local priorities and receiving feedback.

Summary statement
All neighbourhoods in the force area are actively engaging with their local police force and its partners.

Strengths

- There is a joint SYP and South Yorkshire Police Authority (SYPA) community engagement strategy that requires each SNA to develop an engagement plan. It outlines a structured multi-agency tiered approach at strategic, middle management and neighbourhood action level.

- In addition to those meetings which are largely agency and partner based, a range of other activities are taking place:

  o The annual Your Voice Counts (YVC) surveys are conducted at neighbourhood level, with specific questions about the local area within the more generic questions (further detail is included later in the report). These surveys are followed up by police authority focus groups on particular issues of concern. YVC is the largest survey of perceptions of crime and ASB in South Yorkshire.
  o The police authority is represented on both the strategic NHP and CF boards. Police authority members and officers are actively involved in the development, governance and scrutiny of processes aimed at making services more citizen friendly, and also in the development of IAGs.
  o Engagement plans are in place locally that link to the neighbourhood profiles and guide engagement activity. Plans include a calendar of engagement activity and a clear diagrammatic representation of how the priorities for communities link through into more strategic boards.
  o Considerable effort is made to keep the SYP website up to date. It contains detail not only about the individual SNTs, but also specific counter-terrorism (CT) information. This includes the anti-terrorist hotline number and a link to make confidential contact with SYP's CT security adviser. Control room staff already make good use of the site when dealing with callers, although it is still described as a little slow to provide the function of a one stop shop.
  o Positive external feedback had been received from visitors to the website from outside South Yorkshire who had found that the site was easy to navigate and that it had enabled them to resolve their issue of concern.
  o Key individual networks (KINs) are in place.
  o Area panels, forums, surgeries, tenants' and residents' associations (TARAs), local meetings and initiatives, contact points, etc, all supplement more formal structures.
  o IPLDP student officer community placements have provided opportunities to link with vulnerable communities and assisted in the understanding of the make-up of the neighbourhoods.
  o There are regular meetings with and accountability through the crime and disorder reduction partnership (CDRP). Links will be further strengthened through the assessment of policing and community safety (APACS).
  o Staff have intranet access to an engagement toolkit.

- There is evidence of a continued approach to developing engagement through a range of different opportunities, gaining access from a variety of sources.

- SNT members clearly evidenced that members of the public can identify and contact their SN officers or PCSOs and that information sharing is effective. Information has been circulated by SYP and received in many different ways, including meetings, Crimestoppers, the Bluetooth system (detailed within the report), messaging to NHW, online through YouTube, written circulations and bulletins.

- The marketing of NHP teams forms part of a three-year campaign, with a staged approach. The head of media and marketing sits on the NHP programme board, supported by communications officers locally based on the districts. In addition, funding has been made available for a marketing manager to drive the reassurance agenda effectively.

- Year 1 of the campaign has a focus on awareness raising in relation to NHP. This is in response to disappointing YVC survey results, suggesting that 80% of people were not aware of their SNTs. Year 2 of the campaign has a focus on developing for communities a knowledge of what SNTs are, what they can do and how to engage with them. Year 3 has a focus on further developing understanding by providing useful access to information and reinforcing key messages.

- The external website was introduced in September 2007, and hits on the SNT websites are monitored. Prior to March, there were some 1,500 hits per week. Many of these appear to be unique users and people who live outside the force area. Since the start of the marketing campaign, there have been 3,000 hits per week, with early indications that awareness around SNTs is starting to build.

- In support of this, a number of members of the community, including local shopkeepers, were consistently able to confirm the existence of identifiable neighbourhood resources and on 75% of occasions could refer to the officers by name.

- *Serving You* is the force flagship publication and some 560,000 copies are circulated to every household in the force area. Two pages of each issue were originally devoted to NHP and an explanation of the YVC survey. As NHP has embedded, so the coverage has increased. District police and partnership initiatives are also highlighted.

- Over the past year a branding exercise has taken place for SNs. This has resulted in the production of a logo and a strong core image and key messages. A corporate suite of communication products and templates is available which can be adapted locally.

- The corporate style can be used to create local posters, postcards, leaflets and contact cards, and they are produced by the internal printing department. Material does not contain specific images of the local SNT.

- Information and contact details have been widely published and the SNUs work well in supporting engagement and links with the SNTs.

- Regular newsletters are written in a plain English style by the communications team, with material provided by the local SNT. Distribution by the SNTs both limits cost and offers an additional engagement opportunity.

- Marketing coverage in relation to SN has so far included the distribution of 105,500 newsletters, 70,000 postcards, 48,000 contact cards and 4,000 posters, supplemented by radio advertisements, newspaper columns, and advertising on buses and trams.

- Information-sharing protocols are in place across the force; consistent feedback from partners was positive about information sharing and, where appropriate, access to police systems.

- There are some good examples of dynamic partnership briefings held within the SNTs. Edlington SNT, for example, holds a partnership briefing every day at Edlington police office. Practitioners from other agencies attend and the relevant content of the formal police briefing is shared. Answerphone messages from members of the public are also discussed, with problem-solving ideas explored there and then, with various agencies agreeing specific activity. The ready availability of timely information from other agencies makes for a vibrant discussion and a richer picture.

- The credibility of information from community engagement is high. Members of staff and managers within the Burngreave SNA quoted a number of high-profile local incidents, including a murder enquiry, where the availability of community intelligence added value to the ability of the police to respond.

- The local press has also been utilised to target messages of reassurance and to pass information to emerging communities. Examples include the *Polcaster*, a Polish local newspaper that has a regular feature on the work of the local SNT. The *Burngreave Messenger* has a monthly update from the SN inspector in a number of languages about ongoing activities and the role of the SNT.

- Following community engagement, an officer submits an intelligence form containing the current issues and recent developments, including actions and results. Issues requiring escalation become the subject of a problem profile which is cross-referenced into mainstream intelligence systems, including district-level tasking and co-ordination.

- The YVC surveys each have a local element to establish issues of the most importance to the local community. Once priorities are established, feedback on progress is given to all survey participants through a newsletter. Updates are also posted on the website.

- Evidence of community engagement reaching young people aged between 14 and18 years was provided by the force in Burngreave, which is a high crime and incident area in Sheffield with a mix of communities. In excess of 100 languages are spoken in this area. A commitment is made by officers and PCSOs to make regular contact with young people from a variety of backgrounds in this area through schools and other opportunities such as a cyber café. Interaction is within the context of a strong gang culture in the area and there is a belief that communication has improved in the past 18 months, evidenced by the extent to which regular contact is

taking place. There is a sense among local officers that engagement, together with a number of high-profile interventions, has raised levels of confidence in the police, particularly among young people.

- Key individuals provide a focal point for accumulating community intelligence. Reality checking included one-to-one interviews with two of these, revealing long-standing productive relationships which were associated with positive outcomes in the community.

- Operation Abash is a multi-agency operation set up to address the issue of hate crime against Polish residents and other Eastern European communities in Edlington, Doncaster, and to improve the provision of policing services to this community. It is estimated that there are 6,000 Polish migrants within the Doncaster district area. Through formal meetings, informal contacts, the use of the local Polish *Polcaster* newspaper, and a range of other methods, the following have been explored:

  o   the drawing up of a policing plan for the Royal Estate, Edlington;
  o   translated information on a range of issues;
  o   grass-roots engagement with the Polish Saturday school;
  o   language and culture courses;
  o   plans for a Polish special constabulary; and
  o   links with the Gangmasters Licensing Authority.

- Outcomes of Operation Abash:

  o   reported hate crimes have reduced against Polish people;
  o   violent crime, criminal damage, ASB and graffiti against Polish people have all reduced; and
  o   the operation is receiving national recognition as an example of good practice.

  SYP submitted a Tilley award application for this problem-solving initiative, but unfortunately it was unsuccessful. The Edlington team has, however, received numerous contacts from other forces to gain insight into this project, which is seen as an example of good practice.

- Shiregreen is a large estate with a high incidence of youth ASB. The local SNT has engaged with young people in the area to identify their needs and concerns, and reality testing shows local support for work undertaken. Initiatives include:

  o   Self-esteem course for young girls, run by a local PCSO. It involved a ten-week course with a number of girls from a variety of backgrounds, aged 13 to 17. During the course there was a focus on choices, self-esteem and image, followed by formal recognition of their achievement through graduation. The course was considered both innovative and inspirational and it is hoped to repeat it with a younger age group. Two young women from the group spoke of its benefits and of how they now feel more able to give back to the community in a positive way. One has become a member of the youth TARA for the estate.
  o   The youth TARA, although small in number, has worked with the SNT schools' officer and attended conferences around gun crime, its implications and dangers.

- SYP has produced a local strategy mirroring the ACPO youth strategy. A strategic children and youth forum has been formed, chaired by ACC (corporate relations), which meets on a quarterly basis with the following objectives :

  o to provide a mechanism for the police authority to discharge its responsibilities in respect of children and young people;
  o to provide oversight and alignment between specialist work areas, eg the work undertaken by public protection officers with children and young peoples' officers in community safety and that undertaken within criminal justice support;
  o to address any gaps in service provision and approach between Every Child Matters (ECM), the Association of Police Authorities audit matrix, the national children's plan and the ACPO youth strategy;
  o to develop a communication plan to raise awareness among front-line officers of their role in providing an early warning for relevant agencies in cases where children are vulnerable or where intervention is required;
  o to influence the role of partners who play a key role in delivering the ECM agenda, and to address any South Yorkshire wide issues arising from the joint area reviews undertaken within each district to provide a multi-agency assessment of delivery against the national children's plan; and
  o to review engagement and development opportunities with youth, for example in schools, the arrangements with Miss Dorothy.com and other providers, and the Lifewise centre.

  It places at the forefront of SYP and the police authority responsibilities around youth and the need to explore engagement opportunities with young people.

- To encourage the wider identification of risk and harm, SYP Force Control Strategy 2007–08 focused on the following areas:

  o CT;
  o serious and organised crime (organised crime groups (OCGs), firearms and immigration);
  o protecting vulnerable people; and
  o community focus (community cohesion, ASB and violent crime).

  These were reflected within the district control strategies and led to deployment and activity to achieve better outcomes consistent with the CF and NHP agenda.

- Neighbourhood officers were involved in the mapping of OCGs. The process involved a survey of SNA officers, followed by analysis and then consultation with the SNTs on the results of that analysis. They are also provided with details of registered sex offenders in the area and are tasked with enquiries. Evidence was given of the recent arrest of a registered sex offender as a direct result of tasked enquiries.

- SN officers are also tasked with particular intelligence requirements or working with partners, including immigration officers, on particular operations.

- The closing of a crack house in the Burngreave area was triggered by intelligence from PCSOs and SNT officers about drug dealing.

- PCSOs are clearly seen as a valuable asset in relation to intelligence as a whole, and a great deal of community intelligence is submitted through this medium. The

ability to process some of this more meaningfully should be felt with the introduction of a new intelligence system (OIS2) in June 2008. The system will also facilitate the holding of partnership intelligence, and it is envisaged that an emerging issue will be identified more quickly to local staff. Community impact assessments and neighbourhood profiles will also be held within OIS2.

Work in progress

- The police authority both administers and owns the force-level IAGs, supported by active chief officer engagement. IAG activity is coordinated through agreed and published memorandum of understanding and terms of reference.

- The authority has active IAGs for BME and lesbian, gay, bisexual and transgender (LGBT) communities, although consultation with these has not, to date, extended to policing priorities.

- A meeting convened specifically to look at the IAG role in major crime investigations discussed the distinctions between the function of 'gold' strategy group, IAGs and community engagement structures. Issues around roles, recruitment and representation are being worked through.

- The authority is also currently discussing the involvement and role it will have with district-based IAGs.

- Sheffield command is supporting a police authority led event to capture the views of East European residents. The event is a joint initiative with fire and rescue, Sheffield City Council, the local criminal justice board (LCJB) and the voluntary sector.

Area for improvement

- Briefing remains an area for improvement. Staff require up-to-date information and intelligence in relation to trends, incident profiles, community initiatives, etc. The IMS will make such information more readily available, but briefings remain focused around volume crime, with an emphasis on self-briefing for SN staff. To drive the SN agenda, response officers will need an equal understanding of the issues within their geographic area of patrol.

Joint problem solving is established and included within performance regimes.

Summary statement

Joint problem solving involves the police with partners and communities across all neighbourhoods. Joint problem-solving activity is routinely evaluated and demonstrates moderate problem resolution at neighbourhood level.

Strengths

- Joint problem solving involves police, partners and communities across all neighbourhoods. This quality of joint problem solving activity has been enhanced through the provision of joint training.

- During the visit, reality checks and interviews revealed evidence of joint problem-solving activity co-ordinated through the application of NIM processes in partnership.

- There is good evidence of the use of the scanning, analysis, response, assessment (SARA) and Problem Analysis Triangle (PAT) problem-solving models to create joint problem-solving plans, although there is no apparent corporate template in use. In some cases, these plans appear to be largely police focused, with tasked links to other agencies in order to achieve the desired outcomes. Others, however, such as the neighbourhood problem management plans in Doncaster, clearly have the intelligence, prevention, enforcement and communication model embedded within SARA. The plans are detailed, and cross-agency in all respects, with evaluation including feedback from KINs and other community groups. Sign-off is by a supervisor or agency equivalent.

- There are examples of co-location with partners across the force. In Barnsley and Doncaster this is formalised further with two evolving examples of neighbourhood management. The offices in Barnsley are purpose built. In both cases, the core components of important processes are shared, particularly around intelligence and tasking. Shared financing ensures a business-like approach and the development of sustainable structures.

- Neighbourhood officers are frequently co-located with local authority officers and other partners in premises serviced by linked information technology (IT) systems. The use of intelligence has improved and joint tasking and co-ordination is taking place, as well as the joint deployment of resources

- Other examples include the co-location of local authority managers and wardens with the SNT at Edlington police station, all taking part in joint activity to deal with community concerns. Joint problem-solving issues with positive outcomes in the Edlington SNA include:

    o community problems caused by the sale of alcohol to young people;
    o the demolition of a derelict public house that had provided a focal point for environmental problems and ASB;
    o the management of open ground associated with problems caused by young people riding off-road motor cycles;
    o racist abuse given to a local shopkeeper; and

- o clearance and redevelopment of areas associated with criminal activity and ASB.

- The management of these problems was characterised by the application of problem-solving techniques in partnership and a sustained commitment over a period of time. Police resources were funded in part from external Neighbourhood Renewal Funding (NRF).

- There is also evidence of joint problem-solving activity within the Burngreave area of Sheffield, where local authority workers, housing association officers and the SNTs have worked to achieve positive outcomes and to deal with issues harming the community. The closure by a housing association of a number of apartments in an area as a result of problem-solving activity and the consequent improvement in the immediate environment was one example. Housing association managers were positive about relationships with the local police and the benefits of joint working.

- In Doncaster there is a local partnership problem-solving database, the development of a neighbourhood management estates strategy, and examples of integrated working practices around sustainable problem solving.

- The inspection team was provided with a raft of documentary evidence showing practical examples of joint problem solving, media interest in it, and several written examples of how the community had been informed of the outcomes of issues they had raised.

- The strategic NHP programme board is chaired by a chief officer. Progress against the implementation plan is monitored by the board and compliance checked through the DCC's performance reviews.

- Strategically, partnership development is taking place within a framework connecting the elements of community engagement, response to the demand for services, and events management and investigation. Developments include workforce modernisation and the broad partnership neighbourhood management agenda that aims to deliver a sense of well-being in communities.

- Strategic partnership structures are different in each district, but all exist at three levels :
  - o strategic multi-agency group at BCU, city, town level;
  - o middle management joint action group at city/town/SNA level;
  - o tactical neighbourhood action group at SNA, SNT or ward level.

  In some cases the strategic group has become absorbed into the CDRP and feeds into the six-monthly strategic assessment. SYP is represented at this partnership by senior BCU staff. There are direct governance arrangements around CDRP/local strategic partnership (LSP) performance with Government Office for Yorkshire and the Humber. In Sheffield the strategic partnership is called 'Sheffield First partnership and performance board'.

- In Rotherham, for example, strong partnership relationships operate within a framework of already established police, local authority, partner and community links through the area assemblies, NAGs, joint advisory groups, CDRP and LSP. This framework is clearly understood and encompasses community involvement, problem identification, partnership tasking and co-ordination, and an opportunity to escalate

issues to levels at which the appropriate level of prioritisation and resource allocation can take place.

- Joint strategic intelligence assessments (JSIAs) have taken place in all districts and recognise the need for partners to work together to build the bigger picture within communities. For some districts, this is the first strategic assessment; for others, such as Doncaster, there has been a focus on transforming the strategic assessment from an entirely police-produced document into a JSIA with contributions from key partners.

- Information-sharing agreements (ISAs) are in place locally to enable the more effective sharing of information. Some JSIAs have used this to good effect and added data from Streetpride, neighbourhood enforcement, fire and rescue, primary care trust (PCT) (including ambulance), youth offending and probation to that within police systems to identify areas of concern. These JSIAs also clearly evidence the influence of issues raised within YVC and community consultation events.

- JSIAs reflect local area agreement/LSP priorities in drawing up their priorities and are cognisant of views derived from community engagement. Multi-agency action plans and tasking to achieve them combine the broader JSIA priorities with very local community-based issues. This is well defined within Burngreave NAG activity.

- Local priorities can be seen emerging and starting to take priority in tasking in districts and SNT level. Although formal feedback mechanisms are not clearly defined, local initiatives include pamphlets, website entries, local media opportunities, and verbal updates at meetings, including in a range of languages, particularly Polish.

- Shiregreen estate has large incidence of youth ASB and because of this a section 30 dispersal order has been enacted on the estate. A number of partnership initiatives with young people are evident.

- The EASY group is chaired by local people, with police and agencies in support, to encourage Shiregreen youth through the provision of sports and leisure based activities. It was set up in July 2007 and has both a constitution and a child protection policy. There are 15 young people in the group, with one young person serving on the committee itself. The committee includes head teachers and there are close links with local schools. All priorities for action are determined and written off by the community, with the police and other partners in support.

- Operation Scimitar in Burngreave SNT is a proactive police unit, established to recover firearms and reduce shootings. Since October 2007, the team has recovered £1 million class A drugs, executed 125 warrants, arrested 65 people for serious offences and recovered 6 firearms. The SNT works closely with the Scimitar team on joint operations and has been involved in the closing of three high-profile centres for night life. The Operation Scimitar team is the enforcement and intelligence arm and works with the force-level Serious Organised Crime Agency. The SNT offers prevention and education. Scimitar staff attend public meetings with the SNT to be held to account by the community about what activity has been ongoing. Some of the best information received by Operation Scimitar has come from the NAG and Crimestoppers.

- Burngreave NAG has a number of established groups, and attendees include schools, learning services, the local council, some but not all the head teachers, registered social landlords, the youth offending team, councillors, Streetforce and the police. Neither social services nor the PCT are particularly represented. The NAG meets once a month and is particularly keen to involve more voluntary agencies in strategies on tackling gun and violent crime, real issues for the area. The NAG is currently chaired by the SNT inspector. It is a two-part meeting. In the first part, issues are brought forward by partner agencies on behalf of the community for prioritisation. A rolling matrix of specific issues is brought to the meeting until they are resolved. Each month, new problems are adopted.
In the second part of the meeting, only those partners who have signed an ISA are present. Issues are discussed on a very local level, including discussion around individuals. A confidential rolling matrix is used for this part of the meeting.
There is a genuine attempt to balance enforcement activity with community engagement.

  Community members are not present at this meeting, but represented through partner agencies. There is in place a clear structure as to how information flows to and from community level to this meeting and, if required, how issues can be escalated to levels at which the appropriate level of prioritisation and resource allocation can take place.

Work in progress

- Through the SYP intranet there is a link to the national problem-oriented policing (POP) website. The force is now building its own local POP website to enhance the sharing of best practice around problem solving. Best practice is currently shared through masterclasses, training and the DCC's corporate review process.

- Sheffield has a city-wide multi-agency strategy and action plan for gangs, which focuses on the Burngreave area. The objectives are:

  o to ensure children and young people are not drawn into gang membership;
  o to help disrupt the course of those already involved or 'on the fringes' so they make more positive choices; and
  o to disrupt and deter the conditions that help gang membership and gang activity to flourish.

  Local voluntary sector organisations and individuals are at the core of the approach and the plan has activity around education, prevention, enforcement and communication. While this is very much work in progress, it does demonstrate a determined effort by partners to have a real influence for the future.

- Joint problem-solving initiatives in Doncaster are routinely evaluated around measures, finance, resource and intelligence issues. An abridged version of this evaluation is passed to the community. Other evaluations continue to develop, but are currently more focused on measures of success in relation to crime reduction.

- Volume crime performance will always be important to SYP and will be subject to a continuing focus. SN activity is reviewed through NIM processes and issues other than volume crime are starting to form part of the daily tasking document and coming under management team scrutiny.

This was evident in a tasking and co-ordination review in Sheffield when verbal updates were required for progress against the local NAG priorities and headline measures were available at SNT level around fear of crime, perception of ASB and confidence and satisfaction.

Area for improvement

- The value of the feedback process is recognised by the force and there were many examples given of the community being informed of the outcome of police/partner activity in relation to issues raised. In some cases, the template for the final 'assess' stage of the problem-solving model required feedback from the community and KINs. In others, there were no apparent links to community sign-off around issues raised. There is an absence of a corporate audit process to ensure that feedback is being undertaken and that it is of a consistent standard across all the neighbourhoods. The force should consider introducing an audit methodology to ensure that feedback and sign-off of problem-solving initiatives are being undertaken to a corporate standard across all SYP.

The outcomes of Neighbourhood policing are being realised by the surveyed public.

	SPI 2a Percentage of people who think that their local police do a good or excellent job		KDI Percentage of people who 'agree local police are dealing with anti-social behaviour and crime that matter in this area'		SPI 10b Percentage of people who think there is a high level of anti-social behaviour	
	Difference from MSF (percentage point pp)	**2005/06 to 2007/08 change**	**Difference from MSF**	**2005/06 to 2007/08 change**	**Difference from MSF**	**2005/06 to 2007/08 change**
North Yorkshire	-5.3	-2.8	-8.2	-4.9	+0.6	+0.3

Summary statement

The SPI/KDI data shows that force performance is significantly worse than the average for the MSF.

The SPI/KDI data also shows that force performance is unchanged compared with two years ago.

Context

The SPI and KDI statistics are obtained from the PPAFs to March 2008. These figures are survey based and have been analysed for statistical significance, which can be explained in

lay terms as follows: 'The difference in performance between the force and the average for its MSF is unlikely to have occurred by chance.'

Note: When comparing the force's performance with previous years, year-on-year statistical significance is explained as follows: 'The difference in force performance between the years compared is unlikely to have occurred by chance.'

There is a summary of how statistical significance is used at Appendix 3 at the end of this report.

As part of the BCS, approximately 1,000 interviews are undertaken in each force area in England and Wales. Included in the survey is the individual's assessment of whether the local police are doing a good job, whether the police are dealing with anti-social behaviour and crime that matter in their area, and whether anti-social behaviour in their area is a problem.

SPI 2a – percentage of people who think that their local police do a good or excellent job.

44.9% of people surveyed in the year ending March 2008 think that their local police do a good or excellent job, which is significantly worse than the average for the MSF.

Force performance was unchanged in the year ending March 2008; 44.9% of people surveyed think that their local police do a good or excellent job, compared with 47.6% in the year ending March 2006.

KDI – percentage of people who 'agree local police are dealing with anti-social behaviour and crime that matter in this area'.

41.4% of people surveyed in the year ending March 2008 'agree local police are dealing with anti-social behaviour and crime that matter in this area', which is significantly worse than the average for the MSF.

Force performance was unchanged in the year ending March 2008; 41.4% people surveyed 'agree local police are dealing with anti-social behaviour and crime that matter in this area', compared with 46.3% in the year ending March 2006.

SPI 10b – percentage of people who think there is a high level of anti-social behaviour.

19.7% of people surveyed in the year ending March 2008 think there is a high level of anti-social behaviour, which is not significantly different to the average for the MSF.

Force performance was unchanged in the year ending March 2008; 19.7% of people surveyed think there is a high level of anti-social behaviour, compared with 19.4% in the year ending March 2006.

Strengths

- SPI 1 data measures satisfaction levels at various stages in service delivery. These include:

  1a – making contact;

1b – action taken;
1c – follow up;
1d – treatment by staff;
1e – overall satisfaction.

Year-on-year improvements can be seen across all five elements of the SPI 1 data over the past three years.

	2007–08	**2006–07**	**2005–06**
Making contact	92.1%	91.7%	84.5%
Action taken	74.5%	74.3%	69.7%
Follow up	61.3%	59.2%	53.2%
Treatment	91%	90.9%	82.4%
Overall service	79%	78.8%	73.3%

Area for improvement

- It is clear that the force needs to understand better what has an impact on people's satisfaction, as the SP1 2a data does not reflect the improvements within SPI 1.

  KDI and SPI 10b are influenced by 'perceptions'. Once there is a better understanding of issues impacting on perception, and the new marketing and media manager is appointed, the force should consider utilising the skills of the manager to maximise opportunities to communicate the good work undertaken by the force and target the relevant audiences.

Force-level and local satisfaction/confidence measures are used to inform service delivery.

Summary statement
The force understands the needs of its communities. Identified service improvements are systematically made to improve local service delivery.

Strengths

- Initial development of a performance management framework for NHP was linked to the government PPAF. Members of the force performance review unit worked with members of the NHP implementation board to arrive at a set of measures that included those reflecting confidence and community issues. In October 2006 a survey-based approach was adopted (YVC) in collaboration with the police authority, providing information at SNA level. This basically looked at confidence in policing and was linked to the BCS. The key issue was to get NHP officers to look at their work in its entirety and at everything affecting how people feel in that area.

- The SYP linked measurement framework to support the performance management of NHP is as follows;

  o the measurement of performance against district and departmental priorities to SNA level;
  o the use of PROMIS to assess compliance with abstraction policies, with the availability of resources linked to performance outcomes, particularly in relation to priorities;
  o a pilot project providing neighbourhood activity analysis; and
  o the YVC survey work linked to the BCS to provide an assessment of confidence in communities.

- There is clear evidence that the force routinely monitors public confidence and satisfaction in performance management processes both through iQuanta and the YVC surveys, and that the same rigour and analysis that were used to understand the drivers of quantitative data are now being applied to an understanding of qualitative data.

- Despite 25–30 year lows in acquisitive crime, there is increased fear in relation to burglary, and vehicle and violent crime. The perception of ASB and drug use has also increased. Although confidence remains below the Most Similar Group (MSG) average, satisfaction levels have increased year on year. The force is reviewing the influence of internal processes and service delivery on these measures, through the Citizen Journey strand under the strategic CF board.

- Issues raised through YVC surveys are used to influence the development of the force policing plan and local plans, and there is a clear corporate emphasis towards neighbourhood teams and focusing them on quality and not quantity. The police authority also provides independent feedback on the survey and links closely with partners – particularly CDRPs.

- Quality of service, direction and control complaints are coordinated by the professional standards department because of the link with legislation associated with the Independent Police Complaints Commission.

  All BCUs were required to create a professional standards board to consider matters arising from direction and control issues, public complaints, fairness at work issues, public correspondence, internal discipline and civil claims. The purpose of the boards is to analyse information available to district command teams with the intention of identifying trends and learning lessons. The minutes of these meetings are received by the force professional standards committee, chaired by the DCC, where any force-wide issues can be identified and addressed.

Work in progress

- There is currently a pilot scheme in place to develop activity measures, including qualitative indicators of activity for neighbourhood officers. The aim is to measure the extent to which activity is being devoted to priorities, and the correlation with performance outcomes in those areas. By these means the force will be able to test whether activity is connected to the public requirement for services. The pilot has been in place, initially at Doncaster, since January 2008 and has now been extended to all of the districts. A blueprint is being developed to form the basis of a

proposal for a corporate intranet-based application. The aim is to provide a basis for exception reporting to feature in the corporate health check process.

The force demonstrates sustainable plans for Neighbourhood Policing.

Summary statement

The force and the police authority have convincingly shown how they plan to ensure Neighbourhood policing will be sustained beyond April 2008.

Strengths

- SYP has sustainable plans and strategies for the continued delivery of NHP based on the National Centre for Policing Excellence/ACPO document *Professionalising the Business of Neighbourhood Policing*. Programme plans have a focus on access; influence; interventions and answers.

- The project board has a chief officer lead and is supported by the community safety department acting as a coordinating pivot for activity. Financial arrangements are in place beyond April 2008 to continue with NHP at its current level.

- Developments to further enhance NHP opportunities are evident. The estates strategy continues to explore neighbourhood management opportunities, funding has been made available for a NHP marketing manager and there is a continued investment in corporate systems to embed NHP.

- The force responded very positively to the feedback contained in the 2007 Her Majesty's Inspectorate of Constabulary (HMIC) inspection and produced an action plan to cover both the recommendations and areas for improvement. Further progress has been made in the intervening period in relation to NHP and there is confidence among staff and satisfaction among the public interviewed during reality checks with the progress of NHP and the style of policing being adopted by SYP.

- The SYPA is actively engaged in the governance and scrutiny of NHP. Members take an active interest both at corporate level and more significantly within the districts with regards to local policing services, public engagement, quality of service and performance.

- The agenda of the police authority community affairs committee has been restructured to enable specific focus on NHP and CF at its quarterly meetings. The minutes of the meetings, together with copies of all associated reports, are published on the police authority website. In the interests of transparency, the community affairs committee meetings are streamed live on the internet and are also available as a podcast.

- Members of the police authority sit on the strategic programme boards for both NHP and CF.

- Leadership is effective and has been a key factor in delivering effective NHP. Staff are held to account at all levels. BCU commanders and their teams have been effective at forging excellent partnership links across the full range of partners and

agencies. No negative feedback was received from any of the partners, community representatives and members of the public during the inspection process.

Work in progress

- There is ongoing investment in the skills and leadership of staff. The use of training as a communication medium serves the agenda around staff empowerment and innovation well and this can be seen in a number of ways.

- The force has leased a new building of 64,000 square feet next to the existing public order training facility in the Dearne Valley. This will provide a training and conferencing centre, to include a Hydra–Minerva suite, which will allow more effective custody and specialist crime training.

  The intention is to develop the specialist provision around surveillance training, and 'smart' courses around specific areas of investigation. The force will be in a position to provide bespoke and identifiable training to staff, with adequate resources and facilities.

- The force is to provide Cert Ed courses to replace the NPIA trainers' development course. This will allow greatly enhanced provision from existing levels of staff. In-house training delivery, particularly for NHP, is much quicker and enables the force to underpin new developments with requisite skills at an early stage.

- The development of a coaching and mentoring system with Sheffield City Council is innovative. It consists of people at different levels in each organisation being trained up to operate at the higher level and to enable others to understand the different issues involved. This will be particularly beneficial for front-line supervisors and inspectors/equivalent grades, demystifying some of the current blockages to partnership working, and advancing, in turn, the neighbourhood management concept.

- Designated mentors have been identified and are being trained for newly promoted supervisors and High Potential Development Scheme (HPDS) staff.

- Team coaching has been developed to assist the new team on Sheffield BCU to deliver quickly and effectively on the challenges in a BCU of such a size.

- The force is looking at how it can develop leadership coaching for senior managers.

- There is good evidence that at a strategic level local authorities throughout the force are committed to supporting NHP and there is a genuine willingness to be involved. There is recognition within the local authorities of the need for the prioritisation of resources into problematic areas and for the need to identify key staff at neighbourhood level.

- The police authority is in the process of redefining its minimum standards of engagement for the coming year. Proposals include further opportunities to reach out to specific groups and communities to capture views in relation to disability, gender, and children and young people. In consultation with district command, the authority will also hold at least one geographic focus group for each district, in an area where particular concerns are being expressed around crime and ASB.

Feedback received will enhance the feedback received through the established annual YVC survey.

Developing practice
See Appendix 2

Developing Citizen Focus Policing

2007/08 Developing Citizen Focus Policing Summary of judgement	Meeting the standard

Meeting the standard

A Citizen Focus ethos is embedded across the force, establishing an initial baseline.

Summary statement

The force fully understands the needs of it communities. Identified service improvements are systematically made to improve local service delivery. The force communicates the National Quality of Service Commitment standards, the Code of Practice for Victims of Crime standards and the force corporate/accessibility standards to its communities.

Service users' views are sought and are used to improve service delivery.

Strengths

- A CF programme board has been created, chaired by an ACC and meeting fortnightly. The programme has the following strategic objectives:

  o to embed a CF ethos across all aspects of force activity;
  o to integrate CF and operational activity in areas that include contact management, response, NHP, and investigation, and through the criminal justice process;
  o to establish performance processes that include local satisfaction measures and locally established priorities; and
  o to demonstrate that relevant measures of force performance have either remained stable as a minimum, or are continuously improving.

- Programme delivery has been identified as falling within seven strands, each with a senior lead:

  o Citizen Journey;
  o contact management;
  o responsive policing;
  o embedding NHP;
  o quality and standards;
  o learning and development;
  o media and marketing.

  An eighth strand has been introduced to the strategic CF board around criminal justice. This has included extending membership to include a member of the Courts Service, a senior member of the Crown Prosecution Service and a community safety manager from the Sheffield local authority. The purpose is to ensure that all the key agencies and influencers are present to respond to the wider range of APACS

requirements. The next planned steps are to bring together the focus of the four local authorities and that of SYP.

Each strand has an action plan maintained and updated by the strand project lead. The NHP programme board has been subsumed as a strand of the CF programme board so there is a common oversight of linked issues within the force.

- The CF action plan is maintained on a Lotus Notes system and implementation planned over the next three years. Each strand has individual action plans attached to it, with viewing possible by all plan holders. In this way, duplication of activity can be avoided.

  The plan is colour coded against timescaled delivery – red, amber, green. The ACC lead is able to monitor remotely through this tracking mechanism.

- Through the work of the strand leads, the force is taking action to make its services more citizen friendly.

- Senior staff in the force contact centre at Atlas Court ensure that SYP is constantly looking for ways to improve service. SYP is an active member of the North East regional contact managers' forum, which promotes collaboration and the sharing of best practice among forces. It is also involved with the customer service transformation forum Yorkshire and Humberside and the Sheffield contact centre forum linked to the Varney review.

- SYP collaborates with Sheffield City Council in respect of the101 single non-emergency number pilot initiative. This is a funded pathfinder project involving staff co-location. This number provides a specific public contact system for reporting ASB and neighbourhood nuisance in Sheffield. It covers incidents of vandalism and graffiti; noisy neighbourhoods and loud parties; threatening and abusive behaviour; abandoned vehicles, dumping and fly tipping; drunk and rowdy groups; drug-related ASB; and broken street lighting. The project will be the subject of an independent evaluation prior to decisions about its continuing development.

  Throughout the inspection, feedback on the joint initiative was positive, with clear support from staff for its continuation, and the expectation among others that it will be rolled out more widely across the force.

- The 101 service also undertakes call-backs to assess customer satisfaction with the service.

- The contact centre has a system of 'positive service messages'. On the recording and grading of an incident, the call handler gives a service message to the caller advising of the approximate timescale in which the matter will be dealt with. The service message reflects the incident grading. District commanders are aware of the importance of matching promised service delivery to actual service delivery and have committed themselves to supporting the process.

- Where no attendance is warranted, the caller is given an explanation as to why no attendance is being offered.

- To enhance incident handling further, proactive use is made of the automatic vehicle location system to identify the nearest resource available for deployment so as to improve response times.

- Atlas Court has an analyst who provides details of performance and 'business failures'. As part of Citizen Journey the analyst is required to feed this information into the CF programme board.

- There is evidence confirming that the force uses many means to obtain the views of members of the public. These include a range of consultation processes, public surveys, face-to-face meetings, police authority led geographic focus groups and the IAG structure at both force and district level. It was clear from reality testing that the NHP model and the associated consultation and feedback loops with the public and community groups are making the force more approachable and accessible. Members of the public confirmed that there had been a noticeable improvement since the introduction of the NHP style.

- The force is determined to ensure that views of hard-to-reach groups are also considered in the consultation process. Members of the Edlington SNT, for example, are taking time to learn the Polish language, and Polish members of the community are being encouraged to become special constables.

- SYP aims to improve user satisfaction with service delivery to 85%. A wide range of surveys are undertaken on a regular basis, and positive action is taken to ensure that feedback from the surveys is meaningful, specific and local enough to be acted on in improving service delivery.

- For further enhancement of the force's capability to survey locally on particular issues, additional software has been purchased.

- A sample of over 100 victims of violent crime and vehicle crime were flagged by the user satisfaction survey as being dissatisfied with the policing service they had received. They were all invited to an evening focus group to explore the reasons for that dissatisfaction. Only four people actually attended, but all the others were contacted again by telephone. Many of those questioned actually felt their experience had been positive and that they had responded in this way to the survey questions. The level of dissatisfaction reported back from the survey company was based on answers to specific and detailed questions about generic service delivery and so took no account of local differentiation. This has now been rectified so that the questions reflect the service that is to be delivered, and the market research team has been personally briefed.

  It is hoped that this piece of work will go some way to ensuring that SYP is putting its efforts in the right place for future training and service standards.

- The annual YVC surveys (see Developing practice) are jointly owned by SYP and the police authority. They are conducted at neighbourhood level and assist in identifying local priorities. The police authority carries out themed focus groups to follow up on specific issues raised, ensuring that community feedback helps to shape policing priorities.

- SYPA is actively involved in the governance and scrutiny of satisfaction and confidence performance. Members take an active interest, both at corporate level

and, more significantly, within the districts, with regard to local policing services, public engagement, quality of service and performance. Authority members attend the corporate health checks and local community meetings with SN staff.

- The agenda of the quarterly police authority community affairs committee has been structured to enable specific focus on NHP, CF and confidence and satisfaction. The meetings are streamed live on the internet and are also available as a podcast. The minutes, together with copies of all associated reports, are published on the police authority website. The chair of the community affairs committee is the police authority lead for CF.

- The committee undertook a reality check of the Doncaster NHP website for currency, accessibility and ease of use. Feedback on findings was cascaded through the ACC (territorial operations).

- Members of the police authority sit on the strategic programme boards for both NHP and CF. The authority also takes a lead role in the development of IAGs.

- To improve the victim experience around 'keeping people informed' pre-charge of prisoner process activity, handover forms have been updated. These require the victim to be informed at each stage of the process as to who is dealing with the case and the current state of play. Updates are recorded on the handover sheet for future reference and seek to remove the silo mentality and make for a smoother process for the victim.

- SNUs are district based and the 'portal' for deployment of and contact with SNTs. They have a primary role to support the force contact management centre at Atlas Court in dealing with calls for service from the public at a district level, by using local resources to deal with appropriate 'scheduled' incidents. The relationship between Atlas Court and the SNUs is governed by SLAs and protocols.

- SNU direct dial details are given out to members of the community as the primary form of contact with SN officers, bypassing central switchboard. The SNUs also have a key function around public reassurance and the promotion of a CF perspective. The intention is, through timely ring-backs, to keep complainants informed and updated, to increase public confidence in and satisfaction with the service provided by SYP.

  The SNU provides a service which covers, as a minimum, the core hours of 7am to 10pm, including bank holidays.

- All BCUs have been required to carry out a full demand audit in order to draw up its demand profile. This forms part of a piece of work conducted under the responsive policing strand of the CF board. As a result of this, Sheffield BCU has put together a key-time workers cadre, who are all on a flexible working system, but time their work to provide the best fit to the demand profile. There are 15 permanent and 7 temporary members of staff in the cadre who work predominantly between 4pm and 10pm. The cadre initiative was previously trialled successfully in Barnsley. It is sergeant led and deals with diary appointments under the direction of the SNU.

- The internal communications board is chaired by ACC (corporate relations). The aim of the group is to provide better information to police officers and staff about what is happening within SYP, so they are better able to act as ambassadors for the service.

Internal communication was previously felt to rely on passive methods. These are now being expanded to include the intranet, the force newspaper and the force newsletter, and team briefing is being explored.

- Externally, the force is also working with partners to ensure they too have similar understanding. There is a regular meeting between Sheffield City Council, Sheffield PCT and ACC (corporate relations) to establish how customer service and CF can be improved through joint initiatives and the sharing of good practice.

- The force media and marketing team monitors the amount of positive and negative electronic media coverage the force receives on a daily basis. This is assisted by district-based communications officers. There is evidence that the majority of media coverage of the force is now very positive, particularly around the implementation and impact of NHP, but there remains a wish to translate the same level of interest to SN issues as exists around issues of serious and organised crime.

- The marketing of NHP teams forms part of a three-year campaign, with a staged approach. The head of corporate communications sits on the NHP programme board, supported by communications officers locally based on the districts.

  Year 1 of the campaign has a focus on awareness raising in relation to NHP. This is in response to disappointing YVC survey results, suggesting that 80% of people were not aware of their SNTs. Year 2 of the campaign has a focus on developing for communities a knowledge of what SNTs are, what they can do and how to engage with them. Year 3 has a focus on further developing understanding by providing useful access to information and reinforcing key messages.

- Information and contact details have been widely published, and the SNUs work well in supporting engagement and links with the SNTs. Regular newsletters are written in a plain English style by the communications team, with material provided by the local SNT. Distribution by the SN teams both limits cost and offers an additional engagement opportunity.

- Marketing coverage in relation to SN has so far included the distribution of 105,500 newsletters, 70,000 postcards, 48,000 contact cards and 4,000 posters, supplemented by radio advertisements, newspaper columns, and advertising on buses and trams.

- The external website was introduced in September 2007 and hits on the SNT websites are monitored. Prior to March, there were some 1,500 hits per week. Many of these appear to be from unique users and those who live outside the force area. Since the start of the marketing campaign, there have been 3,000 hits per week, with early indications that awareness around SNTs is starting to build.

- The police authority also uses its geographic focus groups to test the knowledge of local people about their SNA/SNT.

Work in progress

- To ensure that the engagement mechanisms and ability to shape policing services do not become over-reliant on the website, SYP is to use Mosaic to better understand the local communities. The YVC survey is in its second year so is now starting to build a picture – even though the force understands the need not to place

too much reliance on this as the only survey method and uses a number of different ways to engage at all levels.

- Sheffield command is supporting a police authority led event to capture the views of East European residents. The event is a joint initiative with fire and rescue, Sheffield City Council, the LCJB and the voluntary sector.

- Building on the wide range of NHP marketing activity, the force is keen to develop a comprehensive marketing strategy for CF to ensure it is as accessible as possible to all communities. In furtherance of this, a specialist marketing manager is being recruited to focus on community reassurance and service satisfaction. It is anticipated that this role will bring considerable expertise to the communications function.

- Following community engagement, an officer submits an intelligence form containing the current issues and recent developments, including actions and results. Issues requiring escalation become the subject of a problem profile which is cross-referenced into mainstream intelligence systems, including district-level tasking and co-ordination.

  The ability to process some of this more meaningfully should be felt with the introduction of OIS2 in June 2008. The system will also facilitate the holding of partnership intelligence, and it is envisaged that an emerging issue will be identified more quickly to local staff.

- All policies are in the process of being reviewed prior to implementation to ensure they have been considered for implications around improving CF and the customer experience. It is intended that this element will become an integral part of the policy template.

- Each district and department is in the process of forming its own service improvement board. The purpose of this is to enable each to see the part it plays in the bigger CF picture. A number of these boards have already met. The agenda is structured around the five APACS domains, and the content of those inaugural meetings is discussed during structured interviews. Although this is a new initiative, there is a feedback mechanism through the CF strategic board and an internal and external focus.

- Examples of the work ongoing in these local boards include that of the serious crime services (SCS) department. SCS guiding principles have been drawn up to support the department's objectives and deliverables. These are contained within the mnemonic 'calibre':

Citizen Focus	Give the best possible service to the public or support for the districts or other departments.
Accountability	Be accountable for maintaining personal and professional standards.
Leadership	Provide leadership in our areas of specialism across the force.
Innovation	Seek new ways to improve performance.

Bureaucracy	Reduce bureaucracy wherever possible. Take risks where appropriate.
Responsibility	Take responsibility for own actions and self-development.
Equality	Treat everyone fairly and considerately.

- Following a recent review, the suggestion scheme is to be relaunched with a focus on suggestions for how to improve CF. Ideas will be evaluated by local heads of department or the specialist head. Suggestions impacting only locally will go to the local service improvement group. Those with potential to impact across the whole force will go to the strategic CF board.

- SYP has already used the Mosaic database to analyse recruitment activity to identify those areas providing good conversion to successful applicants. This will inform future communications so that tailored recruitment material can be used where recruitment is taking place and more cost-effective approaches developed.

  A number of changes are already in train to enhance the customer experience of the recruiting process and to make it more flexible. These include the following:

  o Putting potential PCSOs and PCs through many elements of the same selection process. Experience has shown that significant numbers of staff who join the service as PCSOs later successfully apply to become PCs. The integrated initial selection process and the drive to accredit prior learning should enable the force to be more efficient in its selection processes.
  o Using an external company to analyse by postcode the rate at which initial applications are converted into successful candidates.
  o Developing an e-recruitment package for all roles except that small number shown by research to be better managed through traditional methods. Interest has been shown in this by a number of other forces

Areas for improvement

- Contact management staff at Atlas Court are subject to rigorous monitoring of caller contacts for quality and timeliness. A CF element has been introduced to this monitoring. SNUs are not subject to the same level of local monitoring around timeliness and quality and the force may wish to include this in its performance processes.

- The force needs to ensure that the media and marketing strategy for CF and NHP specifically includes vulnerable groups as no evidence was adduced to show this is being considered.

Quality of service complaints are dealt with effectively

Strengths

- Since the last inspection, work has been done to improve the handling of external letters of complaint around quality of service. To ensure correspondence is not mislaid and to achieve a timely response, all letters are scanned as they come in and tracked electronically against timescales. Although the target for turn-round and completion of enquiries is currently 28 days, this has been reduced on average to 6

days in Rotherham. The process is assisted by the fact that all photocopiers also have the facility to scan. In order to improve the filing, tracking and searchability of this process yet further, SYP is looking at an alternative software system.

- All BCUs were required to create a professional standards board to consider matters arising from direction and control issues, public complaints, fairness at work issues, public correspondence, internal discipline and civil claims. The purpose of the boards is to analyse information available to district command teams, with the intention of identifying trends and learning lessons. The minutes of these meetings are received by the force professional standards committee, chaired by the DCC, enabling any force-wide issues to be identified, addressed and fed into training.

Work in progress

- As recommended by the Association of Police Authorities, the police authority is reviewing age disproportionality within complaints. This, in turn, will help to deliver the authority's 'ten promises to children and young people'.

The force is monitoring its compliance with the National Quality of Service Commitment

Strengths

- Progress against and compliance with the national quality of service commitment (QoSC) is monitored through the CF strategic board chaired by an ACC. All actions to achieve full implementation are tasked against timescales and reported back as at status green, amber or red. This has also been discussed in public session at meetings of the police authority community affairs committee.

- To check compliance with the standards, mystery shopping takes place, including:
  - o ensuring the staff directory is up to date;
  - o telephone calls to see if there is appropriate answering to ensure customer service;
  - o follow-up calls to service users to ascertain the quality of service delivery of individual staff.

- QoSC standards are woven through the seven strands to ensure there is consistent monitoring and activities for continual improvement against the standard.

- With the introduction of APACS, there are joint confidence measures for police, local authorities and the criminal justice system. The risk to SYP of failing to deliver on APACS is included in the strategic risk register and is pivotal to the successful delivery of the CF agenda.

- SYP holds the Charter Mark for service delivery. To achieve this, an organisation must be able to demonstrate that it:
  - o sets standards and performs well against them;
  - o actively engages with its customers, partners and staff;
  - o is fair and accessible to everyone and promotes choice;
  - o continuously develops and improves;
  - o uses its resources effectively and imaginatively; and

o contributes to improving opportunities and quality of life in the communities it serves.

Work in progress

- The force is now preparing to apply for the Customer Service Excellence Award next year. This will provide an additional independent assessment of the progress of the CF agenda in SYP.

The force has integrated Citizen Focus and operational activity, such as contact management, response, Neighbourhood Policing, investigation and through the criminal justice process.

Summary statement

The force has implemented corporate service standards expected of all staff when dealing with the public. Satisfaction and confidence performance is fully integrated into BCU and force performance management processes.

The Force is striving to ensure it provides a positive experience to every person with whom it has contact

Strengths

- The Chief Constable's vision is that SYP will "deliver the best possible service to the public by taking personal responsibility, exercising effective leadership and by inspiring confidence through the quality of (its) policing".

- The strategic priorities for 2008–11 underpinning the vision reinforce that vision around the importance of the quality of the service delivered:

  o to improve confidence and satisfaction with the police service;
  o to enhance community safety;
  o to tackle crime at all levels;
  o to reduce serious and organised crime and protect South Yorkshire from terrorism and extremism; and
  o to use resources effectively

  The priorities align with the new APACS domains and link into the force performance framework.

- SYP has a defined set of service standards that are widely publicised. They give absolute clarity on the way in which staff are expected to deal with everyone with whom they have contact. Districts have published local documents that reflect the corporate standards and place them within local frameworks. During the Sheffield restructure in the early part of 2008, the BCU senior management team took the opportunity to reissue the standards document, which includes standards statements around:

  o briefing and command;
  o victim care;

- o standards of supervision;
- o prisoner handover;
- o tray checks (police officers);
- o performance management;
- o general appearance;
- o commencing and concluding duty;
- o vehicles;
- o email communication; and
- o personal responsibility.

The document is prescriptive in style and seeks to define a set of cultural rules that should, in turn, enhance the quality of service delivery.

- The Chief Constable's 'leaders in action' programme also incorporates minimum standards documents for supervisors. These were recently revised and circulated.

- Local standards documents give clear practical instruction on a number of issues to increase accessibility. There is a requirement to send emails with a full signature, to include name, rank/role, extension/police mobile phone number, airwaves identification number and full email address. All deployable staff are to book on and off duty and give timely status message updates. Staff are advised to 'always answer a ringing phone and do your best to deal with the query'.

- Training and development is using information from training delivery, evaluation and feedback from seminars to the CF board and managers, to assist with and drive in-force developments.

- Staff availability for training is good for police officers and other key staff, but it has been identified that PCSOs do not have inbuilt training days and because of this, a refresher course is being scheduled for them.

  Districts have the ability to build their own requirements into the training days for the district/localised parts of the NHP/CF delivery.

- To assist staff in understanding APACS and joint performance management, and to feel confident in working with communities and other agencies to priority set, training has been delivered: one day to all sergeants and two days to inspectors and above.

- SYP contact centre has an induction programme for new staff and a dedicated tutor unit and mentoring programme. Continuous training is catered for in allocated training time incorporated into the shift pattern. The contact centre has also developed a bespoke dispatcher training programme. Customer service training for all staff with direct interaction with the public is also included in the new staff online induction and leaders in action programme.

- SYP launched a new integrated management development programme for officers and staff in summer of 2007. This includes accredited programmes at:
  - o level 3 (Institute of Leadership and Management Award and Certificate in Management) for sergeants, team leaders and first-line supervisors;
  - o level 5 (Chartered Management Institute (CMI) Diploma in Management) for inspectors and police staff equivalent;
  - o level 7 (CMI Executive Diploma) for chief inspectors and police staff equivalent.

The level 3 certificate, diploma and executive diploma all include modules covering aspects relating to customer service, quality management and performance management that support the ethos of CF and standards of service.

- A significant development is the use of masterclasses to supplement training. One recent set of masterclasses focused on translating CF into action. Delivery was segmented into different inputs by rank; differing background needs; performance measurement, including APACS; priorities for CF action; shared partnership approaches; and links to objective setting within personal development review (PDR).

- There was good evidence of the active involvement of the ACPO CF lead in championing the corporate standards.

- The commitment standards are published on the homepage of the force website.

- There is evidence of staff receiving reward, including financial reward and recognition for their good work from senior managers, supervisors and members of the public across the force area. Internal rewards have been developed to reflect a broader range of contributions than previously, when heroism was the main source of recognition.

- The Chief Constable has made two Leaders in Action awards to an SNT sergeant in recognition of his contribution to NHP. He has also been nominated for a national award for community policing.

- There are annual awards for Safer Neighbourhood Officer, PCSO and Special Constable of the Year.

- SPP payments are paid to all PCs on the SNTs who have at least five years in service and have served at least two years in the role. This annual payment is made in recognition of the value and importance paced on the SN role.

- A special constable was awarded the MBE in the New Year's Honours List for her community work in Dinnington. This included working with partners to set up a youth ROC, a café in Dinnington, providing facilities and activities for more than 35 young people, as well as community clear-ups and her work during the floods.

- Edlington SNT was given an award by the fire service for its multi-agency working on a week-long operation focused around Mischief and Bonfire Night. This involved a great deal of intelligence sharing and joint work.

Work in progress

- The force has identified accuracy of the staff telephone directory as an issue for contact centre operators and is taking positive action to try to improve this. There was evidence of efforts by the CF programme lead, through email, to encourage staff to ensure the internal telephone directory was up to date, linking that directly to opportunities to provide an enhanced quality of service.

- Other areas under review by the contact management strand lead in relation to switchboard operators include:

- o lack of access to a duty management system;
- o their ability to manage direct caller contacts with SNUs either through voice mail or email;
- o enhanced direct distribution of calls for service to custody, central ticket office and accident recording.

- There is a real desire among chief officers for a gradual cultural shift that will place SYP in a better position to be able to realise, for both its communities and itself, the full benefits of 'people first', CF policing.

- A member of the force business change directorate has been freed up to focus specifically on leadership and quality standards internally, and she is to be joined by other staff. There will be a focus on empowerment to encourage staff innovation and problem solving, with an eye to a balanced and informed position around the identification and management of risk. This is being further explored through the leaders in action programme and is now also backed up by masterclasses and the management development programme.

- There is an ongoing adaptation of training to meet a range of learning styles and a developing use of 'frameworks and considerations' as opposed to stringent policies.

- Within PDRs there are key sections dealing with race and diversity, and a number of role profiles look for evidence relating to community and customer focus. At present, however, there are no sections focusing exclusively on CF. Part of the training input is to embed thinking around CF as a 'golden thread' that should be evidenced in each competency, not something done as a specialist task for which selective evidence can be amassed. The current PDR system is under review.

- Pads of A5 size Quality of Service Commitment (Q of SC) standards are available for staff and are designed to be left with all victims. The document is user friendly and enables staff to leave key information, including crime numbers and contact details.

  It was clear from reality checking that roll-out is not yet complete and knowledge of its existence and use varies. In the meantime, work is in train to add the commitment document to the back of the MG11 (statement) form, so that it is an integral part and not seen as an additional responsibility for front-line staff.

- Other formal recognition tends to focus on bravery and investigation as opposed to quality of service or CF. The need is acknowledged to ensure the force adequately rewards the behaviours it seeks from staff. One example of progress towards this is the intended move of the Sheffield BCU award for Job of the Month towards customer service recognition.

- Last year, SYP went through a rebranding process around its logo, to have a better understanding of what people actually associated with SYP and what messages the symbols gave out. 'Justice with courage' and a number of the colours were removed as a result of the process. This remains work in progress and is being continued through the strategic CF board.

Areas for improvement

- Force mystery shopping has discovered that the force voicemail policy does not support the service standards in relation to accessibility. It was particularly prevalent among specialist departments that there was a succession of voicemail to voicemail transfers without the caller ever being able to speak to anyone.

- Concerns were raised with the inspection team around Airwave configuration in the new Sheffield BCU. Some talk groups are felt to be too big, with the volume of traffic overloading some systems and some operators. Airwave capacity is further affected by the use of telephony. This may be an area the force wishes to investigate further as the Total NHP system continues to bed in.

Performance processes include local satisfaction measures, and locally established priorities

Strengths

- The SYP measurement to support the performance management and development of CF policing services is based on user satisfaction analysis. This process takes as its foundation the Home Office prescribed user satisfaction survey, which allows questions to be added. For the first time the force has engaged with the process to the extent that it now adds questions of local significance. Until recently, the contact management function was the only element of the force taking advantage of the opportunity, and performance improvements were achieved when the enhanced understanding was converted into improved service delivery.

- The sub-BCU data is being routinely reviewed at districts and is embedded within the fortnightly tasking and co-ordination process. Verbal updates were required for progress against the local NAG priorities and headline measures were available at SNT level around fear of crime, perception of ASB, and confidence and satisfaction.

- The YVC survey was used as a means of monitoring performance in terms of confidence and also public perception in the period in 2007 when large parts of the South Yorkshire area were flooded. By this means the force was able to establish that levels of acceptable performance were actually maintained during that period.

Work in progress

- The performance review unit is working with the CF board and is looking to extend the benefits of user satisfaction analysis to the work of the SNUs. This would involve taking the data based on the corporate survey as a standard and adding value to this by undertaking additional work based on specific activities aimed at achieving a better understanding of the links between certain activities and levels of satisfaction. The contact management centre at Atlas Court is beginning to co-ordinate the surveys undertaken by SNUs and linking them into the work of the performance review unit.

The force can demonstrate that the relevant SPIs remain stable as a minimum.

	SPI 1e Satisfaction with the overall service provided		SPI 3b Satisfaction of users from minority ethnic groups with the overall service provided	SPI 3b Gap – comparison of satisfaction for white users and users from minority ethnic groups with the overall service provided
	Difference from MSF	**2005/06 to 2007/08 change**	**2005/06 to 2007/08 change**	**+/-pp**
South Yorkshire Police	**-2.5**	**+5.7**	**-1.7**	**+2.3**

Summary statement

The SPI data shows that force performance is significantly worse than the average for the MSF.

The SPI data also shows that force performance has significantly improved compared with two years ago.

Satisfaction of users from minority ethnic groups with the overall service provided is unchanged.

There is a satisfaction gap between white users and users from minority ethnic groups with the overall service provided. Users from minority ethnic groups are 2.3 percentage points less satisfied.

Where there is a gap in satisfaction with service delivery between white users and users from minority ethnic groups, the force has evidenced that it is taking action to understand and narrow the gap.

Context

The SPI statistics are obtained from the PPAFs to March 2008. These statistics are survey based and have been analysed for statistical significance, which can be explained in lay terms as follows: 'The difference in performance between the force and the average for its MSF is unlikely to have occurred by chance.'

Note: When comparing the force's performance with previous years, year-on-year statistical significance is explained as follows: 'the difference in the force performance between the years compared is unlikely to have occurred by chance.'

There is a summary of the statistical analysis methodology at Appendix 3 at the end of this report.

Victims of crime and users of police services are surveyed using South Yorkshire Police's own user satisfaction surveys, which comply with national standards and thus allow

comparison with other forces. Surveys are based on a sample size of 600 interviews per BCU.

SPI 1e – satisfaction with the overall service provided.

79.0% of people surveyed in the year ending March 2008 were satisfied with the overall service provided, which is significantly worse than the average for the MSF.

Force performance significantly improved in the year ending March 2008; 79.0% of people surveyed were satisfied with the overall service provided, compared with 73.3% in the year ending March 2006.

SPI 3b – comparison of satisfaction for white users and users from minority ethnic groups with the overall service provided.

Force performance was unchanged in the year ending March 2008; 74.7% of users from minority ethnic groups were satisfied with the overall service provided, compared with 76.4% in the year ending March 2006.

There is a satisfaction gap between white users and users from minority ethnic groups with the overall service provided. Users from minority ethnic groups are 2.3% less satisfied. The user satisfaction survey for the rolling 12 months to March 2008 had 3,513 respondents; 244 of these defined their ethnicity as being BME.

SYP continues to work to reach out to its BME communities and instil confidence in policing services. This is being further enhanced in a number of ways. BME performance information is monitored by the police authority through regular reporting, and the information is made available in the public domain.

Work in progress

- The newly revised performance management framework will give better visibility than ever on the levels of hate crime, any tension arising as a result and the quality of service offered to the victim and local community.

- The police authority both administers and owns the force-level IAGs, supported by active chief officer engagement. IAG activity is coordinated through agreed and published memorandum of understanding and terms of reference.

- The authority has active IAGs for BME and LGBT communities, although consultation with these has not, to date, extended to policing priorities.

- A meeting convened specifically to look at the IAG role in major crime investigations discussed the distinctions between the function of gold group, IAGs and community engagement structures. Issues around roles, recruitment and representation are being worked through.

- The authority is also currently discussing the involvement and role it will have with district-based IAGs.

Developing practice
See Appendix 2

Appendix 1: Glossary of Terms and Abbreviations

A

ACC   Assistant Chief Constable

ACO   Assistant Chief Officer

ACPO   Association of Chief Police Officers

ASB   Anti-social Behaviour

ASBO   Anti-Social Behaviour Order

B

BCS   British Crime Survey

BCU   Basic Command Unit

BME   Black and Minority Ethnic

BPA   Black Police Association

C

CDRP   Crime and Disorder Reduction Partnership

CMU   Crime Management Unit

D

DCC   Deputy Chief Constable

DV   Domestic Violence

G

GO   Government Office

H

HICT   Head of Information and Communications Technology

HMIC   Her Majesty's Inspectorate of Constabulary

HR   Human Resources

HSE   Health and Safety Executive

I

IAG   Independent Advisory Group

ICT   Information and Communications Technology

IiP   Investors in People

IS&T   Information Systems and Technology

L

LCJB   Local Criminal Justice Board

LSCB   Local Safeguarding Children Board

M

MAPPA   Multi-agency Public Protection Arrangements

MPR   Monthly Performance Review

MSF   Most Similar Force(s)

N

NCRS   National Crime Recording Standard

NIM   National Intelligence Model

NHP   Neighbourhood Policing

NPIA   National Policing Improvement Agency

NSPIS   National Strategy for Police Information Systems

O

OBTJ   Offences brought to Justice

P

PCSO   Police Community Support Officer

PFI   Private Finance Initiative

PI   Performance Indicator

PIP   Professionalising the Investigative Process

PURE   Police Use of Resources Evaluation

Q

QoSC   Quality of Service Commitment

R

REG   Race Equality Group

S

SARA   Scanning, Analysis, Response, Assessment

SCT   Senior command team

SOCA   Serious and Organised Crime Agency

SPG   Strategic Performance Group

SPOC   Single Point of Contact

T

TCG   Tasking and Co-ordinating Group

Appendix 2: Developing Practice

INSPECTION AREA : Neighbourhood Policing – South Yorkshire Police

TITLE: Intranet mapping service (IMS)

PROBLEM:

The system developed sought to provide high-level resource allocation data for senior decision-makers via a geographical mapping interface. Information on the latest crime and ASB trends needed to be available to all staff at neighbourhood level. SYP wanted the tool to be an easy-to-use facility available to each employee.

This is a priority for modern-day policing as forces begin to understand what influences the occurrence of crime incidents and relate this to the geography of the force area.

SOLUTION:

IMS makes the latest crime and ASB trend information at neighbourhood level available to all staff. It is the first browser-based product in policing that not only places incident data on maps, but uses multi-layered hotspot and repeat victimisation techniques with easy-to-use navigation tools, giving a rich picture of what is happening within communities.

The features built into the system include:

- accessible SYP data, including ASB and other force-wide control strategy issues such as criminal damage and vehicle crime;
- the ability for users to complete hotspots, repeat victimisation and performance-based crime counts on police or local authority based layers and boundaries;
- a straightforward and easy to understand front-end browser; and
- the ability to integrate other data into the browser either by embedding it in the map interface or as simple hyperlinks, for example quick address search.

These datasets are based around the NHP team areas and allow the informed deployment of staff based on what has occurred in the neighbourhood. This data is displayed on local maps, allowing staff to self-brief and provide community reassurance by being visible in the areas where most problems are being reported. The information is also used when staff attend local forums to allow them to speak with authority on what has been reported and what responses and tactics have been employed.

EVALUATION:

As a result of the display of data in a geographical context, staff are realising the benefits of visualising their data in a different way. SNA inspectors can examine problems in a very detailed fashion, and this in turn streamlines the decision-making process for their area of responsibility. This removes any 'time lag' effect in responding to the genuine needs of the community.

The IMS is being used to assist in the delivery of front-line policing services within South Yorkshire, enabling services to be deployed in the right place at the right time for the right reasons.

During an audit period of 58 days, the IMS achieved cash benefit savings of £103,513. Estimated potential annual cash benefit savings are in the region of £600,000.

EXTERNAL VALIDATION:

The IMS has been entered into the following award categories:

ESRI(UK) GIS Excellence Awards 2007 – Return on Investment – Winner

Association of Geographic Information – Innovation and Best Practice (Local Government) 2007 – Highly Commended

British Computer Society – Project Excellence Awards 2007 – Finalist

e-Government National Awards 2007 – Innovation in strategy – Finalist

OUTCOME(S):

All police officers and key members of police staff currently use the system and there are planned developments to allow it to become truly customer facing to allow all partners access and to view depersonalised data.

Partners are to be provided with sanitised datasets to enable the deployment of suitable services into problem areas. For example, youth workers into areas with high ASB and youth nuisance, thereby supporting the NHP processes.

To further enhance public reassurance, depersonalised data could also be made available in relation to stop and search activity. This would be on maps that were simple to understand and view, made available with the local area forums. It would also allow results analysis to be fed back to the public when problems have been addressed and to verify that the problem has been solved and not just moved.

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INSPECTION AREA: Neighbourhood Policing – South Yorkshire Police
TITLE: Safer neighbourhood training evaluation project
PROBLEM: SYP has recently designed and delivered an SN training programme to support the strategic aim of embedding NHP teams by April 2008. It was identified that an objective, in-depth evaluation project would be required to assess how effective the training had been.
SOLUTION: SYP sought collaboration with the University of Sheffield School of Law. In this way, SYP gained the academic and research expertise of the students and in return offered practical research experience. Two students were selected to conduct a case study at two SYP districts. The students were briefed using a project definition document and asked to produce an original piece of research exploring the effectiveness of the training by employing a case study approach. Data collection for the two case studies began in December 2007 and the projects were completed by 31 March 2008.The first project evaluated the effectiveness of the training by exploring the success of partnership working (both internal and external) and the concept of neighbourhood management. The second project compared the processes and outcomes of a police-led initiative (metal thefts) with a community-led initiative, ie compared the ways police-led priorities and community-led priorities are dealt with and the potential impact on the community. To manage the project, six-weekly progress meetings were held with all stakeholders to ensure that any risks were identified and dealt with at an early stage. The forum evaluated the success of the overall project in terms of process and structure.
EXTERNAL VALIDATION: The work has attracted the interest of NPIA through SYP's NHP programme field officer. The research plans were recently presented to a regional NHP programme managers' meeting and the field officer is keen to publish the outcomes on the NHP website. In addition, public sector bodies interested in the outcomes of the evaluation have also approached the University of Sheffield and asked to be kept informed of final outcomes.
OUTCOMES: The NHP implementation board continues to oversee the implementation of the recommendations, including a full review of each training package within SYP to ensure key NHP links are created in their delivery and in the delivery and presentation skills for PCSOs. Having created a bridge between NHP and response/patrol officers' training, the next challenge is to broach criminal investigation department training to engender the links to NHP. Before training begins, the force needs to identify the key messages. The project has already produced outcomes in terms of the relationship between SYP and the University of Sheffield. As a result, both parties are seeking further

opportunities to collaborate, including areas outside NHP.
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INSPECTION AREA: Neighbourhood Policing and Developing Citizen Focus – South Yorkshire Police
TITLE: Your Voice Counts survey
PROBLEM: At force level, public opinion on crime issues is officially canvassed via the policing performance assessment framework (PPAF) User Satisfaction and British Crime Surveys (BCSs). When SNAs were introduced, their objectives were to: • be accessible and visible to the community – so that people will know how to contact them and who they are; • engage with the community – ensuring that people have a real say in identifying issues of concern; • work alone and with partners in order to address community concerns. The surveys already in existence did not provide SNA level analysis, so a new survey was required to: • assist the Chief Constable and members of the police authority to monitor the impact of NHP based on people's perceptions; • gain a better understanding of data derived from the BCS at a more local level; • provide data to inform the work of local SNAs; and • engage with the public to understand their priorities (which would also inform the local policing plan).
SOLUTION: The YVC survey is a replacement of the local policing teams' survey and the police talk survey previously carried out by the police authority and SYP. It enables SYP to drill down to SNA level some of the questions asked in the national surveys. The data can then be aggregated to give results at district and force levels. The survey is sent to a random selection of the public within a selected SNA. Each month two SNAs are surveyed and each SNA is surveyed once every 12 months. SNA inspectors are given the opportunity to include one page of additional questions relating to issues specific to their area. The performance review unit provides detailed analysis at SNA level to SNA inspectors after each survey is conducted, and headline measures for all SNAs are published on the performance intranet site. In addition, every respondent to the survey receives an SNA-specific newsletter detailing survey results and SNA news. Newsletters are also available to the public through the force intranet and internet site and various SNA marketing strategies.

EVALUATION:

The YVC survey plays a major part in delivering the key priority of NHP by allowing the force to respond effectively to community concerns.

For year 2 of the survey the questions asked in year 1 were redesigned to focus more questions around community priorities, and also to replicate more BCS questions to allow the analysis of these at SNA level.

More cost-effective ways of delivering the survey have also been sought.

The results are used to inform the NHP performance framework.

EXTERNAL VALIDATION:

The force performance manager attended a national reassurance board meeting chaired by Martin Bagshaw to discuss the survey; copies of the survey have been sent to Polly King in the police standards unit at the Home Office and J. Lovebakke from the Regional Government Office/Home Office.

OUTCOME(S):

The results are used to inform the NHP performance framework.

An improvement is anticipated in performance against the issues identified as priorities by the survey.

An improvement is anticipated in performance relating to questions asked that replicate the BCS questions, ie confidence in local police.

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INSPECTION AREA: Neighbourhood Policing and Developing Citizen Focus – South Yorkshire Police

TITLE: Bluetooth communication – 'Out of the Blue'

PROBLEM:

High impact and innovative media communications come at a high cost to forces, whether in paper or e-formats. Suitable low-cost innovative methods of communicating crime reduction, community engagement and customer service messages to members of the public are scarce.

SOLUTION:

The Bluetooth messaging system enables a wide variety of media messages in audio, video, SMS and MMS formats to be sent to any Bluetooth-enabled device, including PDAs, laptops and mobile telephones.

The equipment can hit up to 21 devices simultaneously in a 400 metre radius, allowing local targeting of messages into defined areas at zero cost per message. The Bluetooth equipment can be used at a static location but it is also portable and can automatically generate messages at set times of the day. The only outlay is the cost of the equipment itself.

The facility allows the recipient to reply, providing opportunities for feedback in appropriate media campaigns. This is identified as particularly useful in witness appeals or when targeting a specific locality experiencing a particular problem. It also provides an opportunity to reassure local communities that police officers and PCSOs are patrolling in a defined area. This provides key reassurance messages to communities and also gives those intent on committing crime something to think about, with the potential to act as a deterrent.

EVALUATION:

This equipment has already been successfully used in the commercial sector to advertise special events in local night clubs. The evaluation of this aspect of its use revealed an increase in attendance over consecutive weekends at the venue utilising the equipment.

It is intended to seek direct feedback from recipients of the media communications on specific campaigns. The equipment records the Migration Authorisation Code (MAC) of each device receiving the message and allows recipients to be contacted for feedback.

Four key messages themes will be used over a six-month period: reassurance, customer service, crime reduction, and appeals for witnesses. Qualitative feedback will be sought as part of the evaluation to determine the value of the equipment and the impact on recipients' perceptions of SYP.

EXTERNAL VALIDATION:

This equipment is groundbreaking in the way it is being used, and therefore this project will provide the first evaluation of the product's capabilities.

OUTCOME(S):

The set outcomes of the project are under the four themed headings.

<u>Reassurance</u>: To increase the number of reassurance messages received by members of communities and thereby improve their perceptions in relation to the fear of crime and the ability of SYP and partners to deliver community safety.

<u>Customer service</u>: To increase the number of positive customer service messages to members of the public by communicating the values and intentions of the organisation, and the positive results it achieves.

<u>Crime reduction</u>: To increase the number of crime reduction messages directed at vulnerable communities affected by auto crime, burglary and violent crime, thereby seeking to reduce the numbers of crimes recorded in those areas and to make a positive impact on those individuals' perceptions of crime.

<u>Witness appeals</u>: To increase the number of witnesses responding to witness appeals.

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INSPECTION AREA: Neighbourhood Policing – South Yorkshire Police
TITLE: Neighbourhood Policing activity measures
PROBLEM: The force had no corporate mechanism to record the specific engagement and problem-solving activities carried out by staff on NHP teams. There were some local performance measures, but these were very much in line with quantity rather than qualitative data
SOLUTION: The performance review unit and community safety devised a framework to measure neighbourhood teams on their activities around five main areas. These included engagement activities identifying local priorities, external inputs affecting local decision making, planned initiatives to frustrate criminal activity, community/police/ partners' action plans and media and good news stories. The template was designed to be as non-bureaucratic as possible, allowing supervisors to record references pointing out where the evidence can be found ie NAG minutes, newspaper articles, operational orders.
EVALUATION: The project is still in its infancy. Some of the issues to be ironed out concern making sure that the documents are NIM compliant. This was addressed by adding a link to an electronic Intelligence form. The other main barrier was for the force to move away from quantitative data around numbers and to concentrate on inputting quality data that actually may give lower numbers. This will be addressed at quarterly health checks by the senior command team.
EXTERNAL VALIDATION: The NPIA field officer has demonstrated keen interest in the system, highlighting this as potential good practice during contact with other forces. In addition, the force performance review manager has notified the Home Office about these measures, in answer to a question posed at Regional Government Office about the development of neighbourhood management measures in APACS.
OUTCOME(S): SYP expects to see NHP activity based around the priorities of its neighbourhood. As a result, improvements are expected in perception, confidence and satisfaction as neighbourhood priorities are addressed. SYP is about to undertake a review of performance management aimed at achieving a corporate approach linked to the government APACS. Developing processes to accommodate the new position and manage performance accordingly will place the force in a favourable position. The aim of performance management is to assess the extent to which the strategic direction of the force features in the way in which people

carry out their day jobs.

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INSPECTION AREA: Developing Citizen Focus – South Yorkshire Police

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TITLE:

Neighbourhood stops analysis system

PROBLEM:

Concerns existed about the ability of SYP to analyse or explain the differential (disproportionality) of stops in regard to different ethic groups. Through existing processes, would SYP be able to identify whether individual officers were displaying unfavourable racial or prejudiced tendencies, and whether stops were recorded accurately? These are all factors contributing to any real or perceived gap in service delivery between white and BME service users (SPI 3b).

It was also suggested that there was a general lack of understanding from operational BCU officers through to senior portfolio holders of the correlation between stop-and-search encounters and community and race relations. Performance was highlighted as a key issue because there was no systematic and consistent scrutiny of individual recording and performance in relation to stop and search by supervisors below BCU Level.

SOLUTION:

Research was undertaken to establish current good practice. Further, SYP commenced a strategic project involving a number of key stakeholders. First, it was established that local SNA inspectors are key to delivering information to their respective communities. Therefore, a new software system was designed that would analyse all local stops, including ones conducted under section 60 or section 44. The system is designed to answer the following key questions:

- What is happening?
- Where is it happening?
- Who is it happening to?
- Who is doing it?
- Why is it happening?
- What are we doing about it?

The system will automatically calculate the differential based on 2001 census data. Given the very real changes recently in local demographics, it was necessary to obtain a more accurate picture of stops given. The system was designed to allow local neighbourhood inspectors to input new demographic data based on the 16 + 1 Ethnic Classification system. Consequently, the system will provide two differential figures based on local and census data.

The system allows SNA inspectors to report on local stop/search activity. The thinking is that the inspectors will have a good understanding of local issues – crime hotspots, intelligence, prolific offender activity, etc – allowing them to place the stops in context in explaining activity to the wider community (CF). They are also able to analyse which officers have performed which stops and break that information down further against reasons for search, age, gender, location ethnicity of person stopped, etc. The system includes a reporting template, with data being self-populated. SNA inspectors will be required to produce this on a quarterly basis, ensuring it answers all of the key questions. Local BCU command teams will then further review the reports prior to corporate health checks.

The system captures and provides management information vital to assessing contact

management measures and controls, and to making comparisons against other databases, such as complaints and recognition, to identify where negative and positive experiences have occurred. This is then used to advise, train and develop staff to ensure that, as far as possible, every contact is a positive experience. This will also identify confidence measures at neighbourhood level.

A corporate communication strategy and the introduction of a new force policy support this process. The latter outlines clear roles and responsibilities, including local BCU commanders appointing a member of their command team to oversee.

A review of training suggested dedicated training sessions for BCU command teams, SNA inspectors and sergeants on the new processes. All other officers will receive further training on stop and search. The rationale for this is that most stops are self-initiated, with the expectation that the majority of those are intelligence led or the result of an incident. Training will be about quality control and first-line supervision.

EVALUATION:

During the process, it was discovered that new demographic data supplied by local authorities based on electoral ward areas does not necessarily mirror local SNAs. Therefore, further analytical work will be required to make use of this data.

The software and reporting template were fully evaluated by expert users prior to the launch of the system.

OUTCOME(S):

Since the project commenced there has been a reduction in the force disproportionality figure in relation to stops and greater transparency around the attendant processes.

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Appendix 3: Assessment of Outcomes Using Statutory Performance Indicator Data

Context

The HMIC grading of Neighbourhood Policing and Citizen Focus for each force takes performance on the key SPIs as a starting point. These are derived from the PPAF and are survey based.

The survey results come from two different sources:

- **Neighbourhood Policing**
  Results come from the BCS, which questions the general population. The annual sample size for the BCS is usually 1,000 interviews per force.

- **Developing Citizen Focus Policing**
  Results come from forces' own user satisfaction surveys. The annual sample size for these user satisfaction surveys is 600 interviews per BCU.

Understanding survey results

The percentage shown for each force represents an estimate of the result if the whole relevant population had been surveyed. Around the estimate there is a margin of error based on the size of the sample surveyed (not on the size of the population).

This margin is known as a **confidence interval** and it will narrow or widen depending on how confident we want to be that the estimate reflects the views of the whole population (a common standard is 95% confident) and therefore how many people have to be interviewed. For example, if we have a survey estimate of 81% from a sample of approximately 1,000 people, the confidence interval would be plus or minus 3 and the appropriate statement would be that we can be 95% confident that the real figure in the population lies between 78% and 84%.

Having more interviewees – a larger sample – means that the estimate will be more precise and the confidence interval will be correspondingly narrower. Generally, user satisfaction surveys will provide a greater degree of precision in their answers than the BCS because the sample size is greater (1,000 for the **whole force** for the BCS, as opposed to 600 **for each BCU** for user satisfaction).

HMIC grading using survey results

In order to **meet the standard**, forces need to show no 'significant' difference between their score and the average for their MSF or against their own data from previous years. Consequently, force performance could be considered to be 'exceeding the standard' or 'failing to meet the standard' if it shows a 'significant' difference from the MSF average or from previous years' data.

HMIC would not consider force performance as 'exceeding the standard' if SPI data were travelling in the wrong direction, ie deteriorating. Likewise, credit has been given for an upward direction in SPI data even if performance falls below the MSF average.

Understanding significant difference

The calculation that determines whether a difference is statistically significant takes into account the force's confidence interval and the confidence interval of its MSF.[1] The results of the calculation indicate, with a specified degree of certainty, whether the result shows a real difference or could have been achieved by chance.

This greater level of precision is the reason why a difference of approximately two percentage points is statistically significant[2] in the case of the user satisfaction indicator, whereas a difference of around four percentage points is required for the BCS indicators. If the sample size is small, the calculation is still able to show a statistically significant difference but the gap will have to be larger.

[Produced by HMIC based on guidance from the NPIA Research, Analysis and Information Unit, Victoria Street, London.]

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[1] The BCS results are also corrected to take account of intentional 'under-sampling' or 'over-sampling' of different groups in the force area.

[2] It is likely that there is a real, underlying difference between data taken at two different times or between two populations. If sufficient data is collected, the difference may not have to be large to be statistically significant.