

# PEEL

## Police effectiveness, efficiency and legitimacy 2018/19

An inspection of South Yorkshire Police



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# What this report contains

This report is structured in four parts:

1. Our overall assessment of the force's 2018/19 performance.
2. Our judgments and summaries of how effectively, efficiently and legitimately the force keeps people safe and reduces crime.
3. Our judgments and any areas for improvement and causes of concern for each component of our inspection.
4. Our detailed findings for each component.

## Our inspection approach

In 2018/19, we adopted an [integrated PEEL assessment](#) (IPA) approach to our existing PEEL (police effectiveness, efficiency and legitimacy) inspections. IPA combines into a single inspection the effectiveness, efficiency and legitimacy areas of PEEL. These areas had previously been inspected separately each year.

As well as our inspection findings, our assessment is informed by our analysis of:

- force data and management statements;
- risks to the public;
- progress since previous inspections;
- findings from our non-PEEL inspections;
- how forces tackle serious and organised crime locally and regionally; and
- our regular monitoring work.

We inspected all forces in four areas:

- protecting vulnerable people;
- firearms capability;
- planning for the future; and
- ethical and lawful workforce behaviour.

We consider the risk to the public in these areas important enough to inspect all forces every year.

We extended the risk-based approach that we used in our 2017 effectiveness inspection to the efficiency and legitimacy parts of our IPA inspections. This means that in 2018/19 we didn't inspect all forces against all areas. The table below shows the areas we inspected South Yorkshire Police against.

<b>IPA area</b>	<b>Inspected in 2018/19?</b>
Preventing crime and anti-social behaviour	No
Investigating crime	Yes
Protecting vulnerable people	Yes
Tackling serious and organised crime	No
Firearms capability	Yes
Meeting current demands	Yes
Planning for the future	Yes
Treating the public fairly	No
Ethical and lawful workforce behaviour	Yes
Treating the workforce fairly	Yes

Our 2017 judgments are still in place for the areas we didn't inspect in 2018/19.

# Force in context

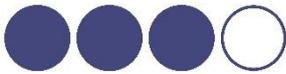
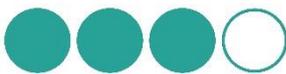
	South Yorkshire rate	England and Wales rate
<b>999 calls per 1,000 population</b> 12 months ending 31 March 2019	194	175
	South Yorkshire rate	Most Similar Forces rate
<b>Recorded crime per 1,000 population</b> 12 months ending 30 September 2018	102	103

## South Yorkshire workforce

	FTE in post on 31 March 2019	FTE in post on 31 March 2014	Percentage change
Police Officer	2,370	2,722	-13%
Police Community Support Officer	205	334	-39%
Police Staff	1,867	1,887	-1%

	South Yorkshire spend	England and Wales spend
<b>Spend per head of population</b> 2018/19 projection	£179	£192

# Overall summary

	<b>Effectiveness</b>		<b>Last inspected</b>
	Preventing crime and tackling anti-social behaviour	 Good	2017
	Investigating crime	 Good	2018/19
	Protecting vulnerable people	 Good	2018/19
	Tackling serious and organised crime	 Good	2016
	Armed response capability	Ungraded	2018/19
	<b>Efficiency</b>		<b>Last inspected</b>
	Meeting current demands and using resources	 Good	2018/19
	Planning for the future	 Good	2018/19

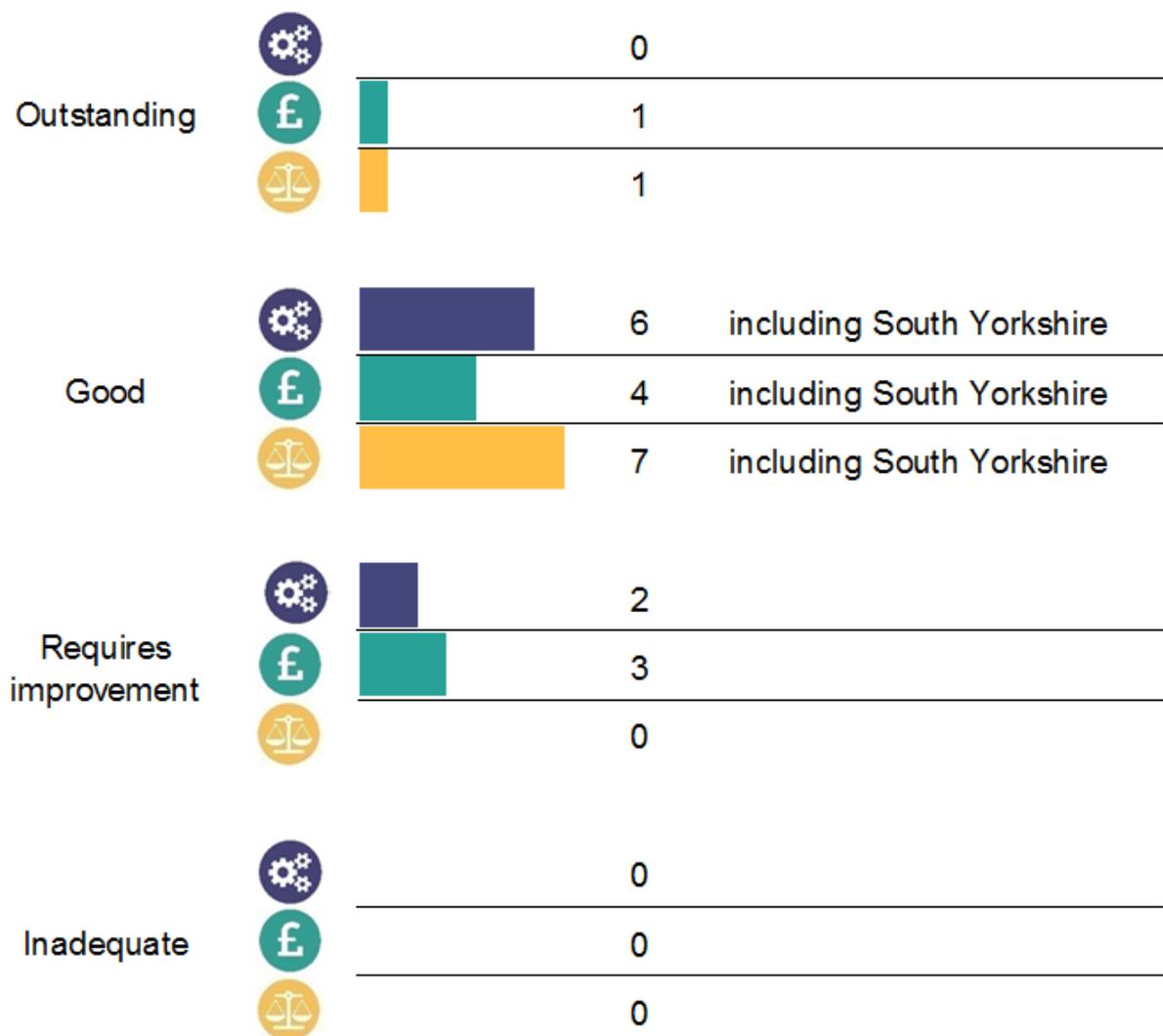
	<b>Legitimacy</b>		<b>Last inspected</b>
Fair treatment of the public	 Good	2017	
Ethical and lawful workforce behaviour	 Outstanding	2018/19	
Fair treatment of the workforce	 Good	2018/19	

## How does the force compare with similar forces?

We compare South Yorkshire Police's performance with the forces in its most similar group (MSG). MSGs are groups of similar police forces, based on analysis of demographic, social and economic factors. [For more information about MSGs, see our website.](#)

South Yorkshire Police's MSG forces are West Yorkshire Police, Lancashire Constabulary, Northumbria Police, South Wales Police, Nottinghamshire Police, Bedfordshire Police and Kent Police. We haven't yet inspected West Yorkshire Police, Lancashire Constabulary and Bedfordshire Police as part of IPA 2018/19, so use their graded judgments from our previous PEEL assessment for comparison.

**Figure 1: Pillar judgments for South Yorkshire Police, compared with forces in its MSG**



## HM Inspector's observations

I am very pleased with South Yorkshire Police's performance in keeping people safe and reducing crime. In particular, it is outstanding in how it maintains an ethical culture.

The force is good at preventing crime and [anti-social behaviour](#). It is good at investigating crime and continues to use its improved investigative processes across the organisation. While the force has improved how well it protects [vulnerable people](#), it still doesn't always respond to them quickly enough.

The force has improved some of its crime-recording processes but has more work to do.

South Yorkshire Police understands the current and future demand for its services much better than it has done before. It has used this knowledge to develop strong financial and workforce plans.

Senior leaders support the workforce. I am impressed by how well they encourage a culture of ethical behaviour and promote professional standards of behaviour.

Overall, I commend South Yorkshire Police for the progress it has made over the past year. This gives a good foundation for continuing to improve in the year ahead.

A handwritten signature in black ink, appearing to read 'Phil Gormley', with a large, stylized flourish extending downwards and to the right.

**Phil Gormley**

HM Inspector of Constabulary

# Effectiveness



# Force in context

	South Yorkshire proportion	England and Wales proportion
<b>Proportion of officers in a neighbourhood or response function</b> in post on 31 March 2019	48%	40%

## Victim-based crime per 1,000 population

12 months ending 30 September 2018

	South Yorkshire rate	Most Similar Forces rate
<b>Violence against the person</b>	30	34
<b>Sexual offences</b>	3	3
<b>Theft Offences / Robbery</b>	41	38
<b>Criminal damage and arson</b>	13	13

## Crime Outcomes

12 months ending 30 September 2018

	South Yorkshire proportion	England and Wales proportion
<b>Proportion of crimes where action was taken</b>	12%	13%
<b>Proportion of crimes where suspect was identified</b>	46%	46%
<b>Proportion of crimes where victim did not support police action</b>	30%	23%

## Outcomes for crimes flagged as domestic abuse

12 months ending 31 March 2018

	South Yorkshire proportion	England and Wales proportion
<b>Charge/summonsed</b>	15%	16%
<b>Evidential difficulties: suspect identified; victim does not support</b>	61%	49%

# How effectively does the force reduce crime and keep people safe?



## Good

### Summary

During our 2019 effectiveness inspection, we found that South Yorkshire Police is good at reducing crime and keeping people safe. The force continues to be good at preventing crime and tackling [anti-social behaviour](#) and at tackling [serious and organised crime](#).

The force is generally good at investigating crime. It has changed its structures and processes to improve how it investigates crime. The force's crime support hub is very effective. The force should reduce delays in investigations that involve digital evidence. It is the first force to have developed and delivered a specialist course for [police staff](#) who are investigating crimes against vulnerable victims.

The force is good at managing wanted persons and outstanding suspects. It works well with its partner organisations to check the status of arrested foreign nationals. It understands and uses [bail](#) well. When [releasing suspects under investigation](#), it tries to make sure it protects vulnerable victims. It is working to improve the quality of its case files to meet its [disclosure](#) obligations.

The force is good at protecting [vulnerable people](#) and works well with partners to do this. It has a good understanding of vulnerability and supports its staff in identifying this. However, officers need to spot less obvious signs of vulnerability more consistently.

The force is good at using its powers and protective orders to protect victims. However, supervisors need to monitor domestic abuse risk assessments that are re-graded. South Yorkshire Police is good at working with its partners to manage and prevent the demand from mental health. The force can't always respond to emergency and priority calls involving vulnerable people quickly enough. But it is doing the best it can to manage and prioritise its resources well.

## Preventing crime and tackling anti-social behaviour



### Good

This question was not subject to detailed inspection in 2018/19, and our judgment from the 2017 effectiveness inspection has been carried over. From our 2018/19 pre-inspection work we found the force continues to be good and did not require further inspection.

## Investigating crime



### Good

South Yorkshire Police is generally good at investigating crime. It has made changes and improvements to its structures and processes through the introduction of a new operating model. This is helping to improve the standard of its investigations. The crime support hub, which now deals with a wider range of crimes than previously, is an example of positive practice. Staff in the hub triage these crimes, plan the investigations and allocate them to other teams if further investigation is necessary. This has improved the quality of investigations, improved the experience for victims and reduced demand for frontline officers.

While most investigations are of a good quality, we would like to see more consistency across the force. Sometimes the force can't respond quickly enough to incidents, which means officers don't always complete their initial enquiries in a timely manner. The digital forensic support unit is also slowing down some investigations.

The force has a shortage of trained investigators, but it is addressing this. It is the first force to have developed and run a course for specialist police staff who are investigating crimes involving vulnerable victims.

The force pursues and manages wanted persons and outstanding suspects. It works well with its partners to check the status of arrested foreign nationals to see if they are wanted for offences in other countries. The force understands and uses post and pre-charge bail well. It considers any decision to release a suspect while under investigation, so that vulnerable victims remain protected. It is getting better at meeting its disclosure obligations and it has already made changes to improve the quality of its case files.

### Areas for improvement

- The force should ensure that all investigations are completed to a consistently good standard and in a timely manner.
- The force should improve its ability to retrieve digital evidence from mobile phones, computers and other electronic devices quickly enough to ensure that investigations are not delayed.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

### Investigation quality

South Yorkshire Police conducts good investigations leading to satisfactory results for victims. Leaders have made sure that the force has the structure and staffing it needs to investigate crime. The force has changed the way it investigates crime using local officers and staff rather than operating from central units. The force has reduced its detective shortage through appointing and training police staff investigators who have received appropriate training and have achieved, or are working towards, accreditation. It has also introduced a new crime recording and management system.

The force is the first in the country to have developed and run a specialist police staff investigations officer course, which we consider positive practice. It recruits specialist investigators who then complete a postgraduate certificate in investigating crime against the vulnerable. The University of Sheffield has developed this course with the force, together with the [College of Policing](#) and Durham Constabulary, using police transformation funding. After they graduate, the new investigators start working within the force's specialist investigations units. A new unit – the investigator development unit – supports and trains the recruits as they develop their investigation skills and gain the required formal accreditation.

In 2017, the force introduced its crime support hub and we found that it continues to be effective and is now responsible for a wider range of crimes. Staff in the hub triage these crimes, plan the investigations and allocate them to other teams if further investigation is necessary. This has improved the quality of these investigations, the experience of victims and has reduced the demand placed on response officers.

The force allocates most investigations to appropriately skilled officers and staff. In most cases, officers take the necessary steps to identify and secure evidence immediately. However, sometimes the force is unable to respond to incidents quickly enough. This means that officers are not always completing the timely initial enquiries that are necessary for a good quality investigation.

South Yorkshire Police investigates some crime over the telephone through its crime support hub. It does this effectively. This is an appropriate and more efficient way of investigating less serious crimes when it is immediately clear there are no viable lines of enquiry. All the telephone investigations we reviewed were of a high standard and there is strong leadership in place. The hub completes all enquiries that it can do over the phone, or by retrieving CCTV through electronic downloads. Where further

enquires are required, staff prepare investigation plans and allocate the crimes to district officers.

Most cases we examined within the force's investigation teams were of a good standard, though we did find some that didn't have a detailed investigation plan with directions from supervisors for investigators to follow. The force did its own audit of crime investigations before our inspection. It recognised that it needed to make improvements and provided its supervisors with further training. The more recent cases we reviewed were of a better standard. The force has tighter governance arrangements in place since moving its investigation teams into its four districts. It holds officers and staff to account for the quality of investigations through a monthly investigation governance group and through quarterly performance reviews.

However, we found that restricted capacity in the force's digital forensic support function is affecting its ability to investigate some crimes efficiently. Although the force invested further in this unit in 2017, it hasn't yet been subject of review as part of the force's change programme. There is growing demand for digital evidence from mobile phones, computers and other electronic devices. The force has processes in place to prioritise this work, and has trained officers to do local examinations, but the unit can't always manage current demand.

The force has improved its understanding of the outcomes of its investigations. It has found that 95 percent of its suspects fall into one of three categories: charged/summons, named suspect but 'evidential difficulties', and named suspect but 'victim does not support the investigation/prosecution'. For the 12 months to 30 September 2018, the force's rates for charged/summonsed were in line with the England and Wales rate. There has been a small increase in cases where there are evidential difficulties and a decrease in ones where the victim does not support a prosecution, although this remains slightly higher than the England and Wales rate. Through dip sampling, the force identified that officers and supervisors didn't always understand or record the correct finalisation codes. This was affecting its outcomes and the force has worked to correct this over the last 12 months. In addition, campaigns about vulnerability and domestic abuse may have also contributed to an improved understanding and awareness among officers.

South Yorkshire Police provides victims with a satisfactory service, which addresses their specific needs. Most victims receive good victim care and the force monitors the quality of service they receive through victim satisfaction surveys.

### **Catching criminals**

South Yorkshire Police actively pursues offenders who are a risk to the public. It promptly circulates wanted persons on the [Police National Computer](#) and effectively monitors them. The force prioritises those people who are most wanted, focusing on domestic abuse offenders. It prioritises outstanding named suspects based on crime type, other offences, vulnerability and risk to the public. Officers and staff have a good awareness of those people who are wanted or outstanding through the force's self-briefing system (daily and weekly management meetings that inform response officer briefings). Neighbourhood officers also have good knowledge about wanted people in their local area.

The force works proactively with its partner organisations to manage foreign national offenders. It has two immigration leads who act as points of contact for the force. Each district also has a dedicated foreign national offender lead. The force works with the [ACRO Criminal Records Office](#) to check previous overseas convictions for arrested foreign national offenders. Automated ACRO checks mean that the force obtains available conviction data for all those arrested. Through working with immigration enforcement, the force has assisted in removing approximately 250 foreign national offenders from the UK since 2014. This is in line with central government criteria for deportation where convictions exist in the offender's home country. The force raises officers' awareness about foreign national offender checks through a section on its internal website, which explains what they need to do. Student officers also receive an input on foreign national offenders during their initial training.

The force understands and makes effective use of post and pre-charge bail. It has a bail management team in place to monitor this. It manages bail decisions daily through sergeant and inspector reviews. When custody sergeants decide to release a person under investigation without any further bail conditions, there are sufficient controls in place through a superintendent's review. The force makes sure that officers and custody sergeants give these decisions appropriate consideration, so that vulnerable victims remain protected. It monitors these decisions through its investigations governance group and force performance meetings.

South Yorkshire Police is improving how it meets its disclosure obligations. The force recognised that its previous processes didn't allow it to properly measure the quality of disclosure in criminal procedures. It has trained all detectives in disclosure, and between July and December 2018 the force provided further training for response officers and police staff investigators. It has started triaging files pre-charge, using new file building teams within each of the force's four districts. A working group is leading this change together with the force's disclosure lead. The force has also trained a detective to a higher level, to advise senior staff on more complex and problematic disclosure decisions. A new process for quality assuring investigation files has also led to improvements.

## Protecting vulnerable people



### Good

The force is good at protecting vulnerable people and works well with its partners to do this. However, it could make better use of the data available from its new ICT systems, to further increase its understanding of vulnerable victims and offenders. Most officers are good at identifying obvious signs of vulnerability and the force is training its officers and staff to look for hidden vulnerability.

The force can't always respond to emergency and priority calls involving vulnerable people quickly enough, but it is doing the best it can to manage its resources effectively. Staff in the control room assess risk and prioritise calls correctly. Cases involving domestic abuse include a full risk assessment. But the force needs to make sure that a supervisor reviews any decision to downgrade an initial risk assessment. This is to make sure victims receive the right level of [safeguarding](#).

The force is good at using its powers and protective orders to protect victims. Together with its partner organisations, it has introduced a multi-agency domestic abuse (MADA) meeting, which is positive practice. It is good at working with its partners to manage and prevent the demand from mental health. It is the first force in the country to become a member of the integrated care system, which is positive. It has mental health support processes in place to help officers assess the vulnerability of victims and offenders.

### Areas for improvement

- The force should make use of the full range of data from its new systems, to better understand, analyse, and profile vulnerability, victims, and offenders.
- The force should put in place appropriate controls to ensure that where there is a secondary review of domestic abuse cases, and a decision is made to re-grade the risk assessment, a supervisor oversees this decision.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

### Understanding and identifying vulnerability

South Yorkshire Police is good at how it protects vulnerable people. We found that the force has made good progress since our 2017 effectiveness inspection.

The force has a clear strategy and definition of vulnerability, which is in line with that published by the College of Policing. It has outlined its strategic aims in its [plan-on-a-page](#), with protecting vulnerable people at its centre. It has communicated this well through presentations and on the force intranet. All force computers have screen saver messages about vulnerability.

The force has developed a high-level overview of vulnerability from its own data through its strategic assessment. Its analysis at a local level also demonstrates that understanding has improved. However, we found that most of the information presented is police data rather than data from partner organisations. Partners are not yet regularly sharing data to help with the understanding of all aspects of vulnerability across South Yorkshire.

An assistant chief constable chairs the monthly vulnerability group to discuss how the force is performing. The group puts plans and actions in place to drive continuous improvement and is supported by data to ensure decisions are appropriately informed. The force is working on broadening its understanding of vulnerability through additional data that will now be available from its new operational information and communications technology (ICT) systems.

The force has worked with partners to improve its understanding of the nature and scale of domestic abuse. It has set up a domestic abuse group that meets quarterly, to review the profile of victims and determine where, collectively with partners, they can improve and support victims better.

The force has worked hard to increase the awareness of its workforce through providing a range of training on how to identify vulnerability, which focuses on 'looking beyond the obvious'. This includes training on the 15 strands of vulnerability through online courses, classroom inputs, masterclasses given by vulnerability leads in the force, and training by external agencies. There has been a clear emphasis on domestic abuse training, mental health, modern slavery, and so-called honour-based abuse. Vulnerability features in all the force's accredited training courses, and 95 police staff investigators have completed a postgraduate course to investigate crimes committed against vulnerable victims.

The force is leading the way in gaining support for mental health provision to manage and prevent demand with partner agencies. It is now a member of the integrated care system, which provides it with the opportunity to influence how the system commissions services across South Yorkshire. The force offers an extensive range of mental health training and awareness to its officers, staff and partner organisations. It does this through the multi-agency mental health training programme, and conferences, with a wide range of health providers.

The force's mental health training programme has been developed in line with the College of Policing, [authorised professional practice](#) and minimum standards of training on mental health. The programme improves participants' understanding of relevant policies, including those implemented following recent legislative changes. This has raised the awareness of its officers and staff in identifying mental health issues that they may come across in both victims and offenders. We consider this positive practice.

More recently, the force has trained its frontline officers and staff in understanding autism, and acute behavioural disturbance (ABD)<sup>1</sup>. Victims and service users have spoken in training sessions about the need to 'show us that you care', and 'show us empathy'. Student officers have a two-week placement within a range of health services so that they understand more about mental health problems and to influence their policing style when dealing with victims and offenders suffering from mental health.

The force searches proactively for hidden forms of vulnerability and exploitation. It has dedicated teams whose work focuses on uncovering and investigating child sexual exploitation, modern slavery and human trafficking. The force is good at identifying potential vulnerable victims of fraud and provides advice to prevent them from becoming victims again.

However, while officers understand to look for vulnerability such as living conditions and social isolation, they are not always identifying the less obvious issues. The force is currently providing training to officers and staff about hidden vulnerability.

South Yorkshire Police provides its workforce with the tools they need to identify vulnerability. It has trained its staff in using:

- the [THRIVE](#) risk assessment tool to determine the threat, harm and risk to the victim; and
- a vulnerability assessment framework to help determine the level of vulnerability of the victim, offender, or others involved in incidents or crimes.

The vulnerability assessment framework has been developed by a university and provides consistent guidance for officers and staff to follow. It is good practice that South Yorkshire Police has adopted from another force. All the staff we spoke to understand THRIVE and the vulnerability assessment framework and this training is being provided as a rolling programme. Officers and partners across South Yorkshire use a mental health toolkit to assist them in identifying mental health issues, and it also provides them with guidance. This is available for officers to use on their handheld devices.

Call handlers identify vulnerability when people first call the police and can identify repeat victims through telephone numbers, names and locations. During our pre-inspection work, we found that call handlers complete a structured risk assessment and can consistently and accurately identify the level and type of vulnerability presented and make appropriate decisions about how to respond. They give advice to vulnerable victims about how to stay safe until the police arrive. However, they could do more to advise victims on how to preserve forensic evidence.

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<sup>1</sup> The force has raised awareness about ABD both within South Yorkshire, with partners and other professionals, and nationally. It recognised an increase in ABD mortality rates in communities and has trained its staff in recognising the signs and symptoms of ABD with victims and offenders so that they can act swiftly.

## Responding to incidents

South Yorkshire Police is not able to respond to all its incidents involving vulnerable people within the target time. However, it is doing the best it can with the resources it currently has. Due to increased levels of demand from calls for service, the force is unable to allocate officers to respond to all incidents requiring an immediate (within 15 minutes) or priority response (within 60 minutes).

During our pre-inspection work this year, we found that the force is identifying vulnerability, with correct grading of its calls. There is an escalation process between the control room, district sergeants and inspectors when there is a delay to a response and the control room can draw on limited additional resources such as firearms officers and traffic officers to assist patrol officers. Staff review and prioritise calls that are awaiting allocation. The force has changed its management information to give it a better understanding of the delays that victims are experiencing. It frequently monitors this information at both force and district level. This, together with the escalation process, helps the force be sure that vulnerable victims are receiving a quick enough response to keep them safe.

The force has trained frontline officers to look for any signs that may indicate that the victim is vulnerable. Officers also assess any risks to other people in the household, such as children or elderly adults. They are good at assessing the risk of vulnerable victims when they attend domestic abuse, child abuse or incidents involving a victim with mental health problems. Officers identify these more obvious types of vulnerability well. However, we found that they don't always identify less obvious vulnerability and they occasionally miss wider risks. Officers don't always have time to do all the research required as part of their overall assessment of risk.

Both officers and the force's domestic abuse review unit complete a thorough assessment of domestic abuse victims and other people identified as vulnerable in the household. Every domestic abuse incident has a risk assessment completed. Officers refer to a domestic abuse expectations checklist, complete the required form ([DASH](#)), and a sergeant signs it off. The forms that we reviewed showed good completion rates and good decision making. The domestic abuse review unit conducts a secondary review, based on a wider range of information about children or other people in the household. We were pleased to find there was no backlog of forms waiting to have this secondary review, therefore no delay to ongoing safeguarding. But despite the effectiveness of these processes, we found two cases that this team had incorrectly re-graded from high risk to medium risk. Staff had made these decisions with no supervisory oversight. This practice means some victims might not receive the proportionate safeguarding needed to protect them. The force should address this.

The force's four local referral units work well with partners and refer victims for ongoing safeguarding, but they do not work in a consistent way. In some of the units, staff are making decisions without completing enough further research. Some also have a backlog of forms waiting for a supervisory review before closure. These forms have had an initial review, but staff may have missed some element of vulnerability during the subsequent assessment. The force recognises this problem and has put a review and audit process in place.

South Yorkshire Police takes positive action to protect vulnerable victims. Its arrest and charge rates are good and in line with the England and Wales average. Since the introduction of the force's new crime system, it is now able to record domestic related crimes and investigation outcomes more accurately. This has led to an increase in its domestic abuse related crimes as well as changes in its outcomes. Although consistent with national trends, it still records a high percentage of outcomes where the victim does not support police action. The force is introducing [body-worn video](#) technology which it feels will assist officers to progress victimless prosecutions.

The force has developed effective partnerships with mental health services to assist officers with an initial assessment regarding the vulnerability of a victim or suspect. It is now a member of the integrated care system, which provides the force with the opportunity to influence how the system commissions services across South Yorkshire. A 24/7 telephone triage is available to officers in all four areas of the force. This provides officers with professional advice to assist in their decision making. Sheffield also has a mental health [street triage](#) service that responds to incidents where an officer requires their assistance. An initial evaluation of the effectiveness of this service shows that over 3,500 people have used it since it started in 2014, and use has increased every year. Partners told us that the officers they work with clearly understand how to use the vulnerability assessment framework and know what to do when they recognise mental health issues.

### **Supporting vulnerable victims**

South Yorkshire Police has a clear policy in place for the ongoing safeguarding of victims. For all domestic abuse victims, safeguarding is the responsibility of the officer completing the investigation. For other types of vulnerability, police community support officers (PCSOs) provide reassurance visits within their local communities. Officers have a booklet with contact information for partner organisations that can also provide support for victims.

The force makes effective and consistent use of protective powers and measures to safeguard vulnerable victims. It has increased its use of protection notices and protection orders for domestic abuse offenders. It has also been proactive at monitoring these orders and acting when offenders breach them. We are pleased that the force has increased its focus on the use of [Clare's Law](#) 'right to know' and 'right to ask', including increasing officer awareness.

The force works well with its partners to support longer-term safeguarding. Each of the four districts has multi-agency safeguarding arrangements in place, with police and partner organisations jointly located. These provide effective support to vulnerable children and vulnerable adults. The force shares information with partners, which means that together they can safeguard vulnerable people more effectively. For example, it has used forced marriage protection orders for young vulnerable children, to protect them until they are adults.

South Yorkshire Police refers all high-risk cases of domestic abuse to a [multi-agency risk assessment conference](#) (MARAC). A MARAC allows the police and other specialists, including those who support victims, to exchange information on high-risk domestic abuse cases. High-risk domestic abuse victims are those who are at risk of

murder or serious harm. However, the criteria for which cases MARACs will consider differ between county and city areas nationally.

We identified good practice in two of the force's districts where they have introduced a MADA meeting. This brings together police and partners including a local authority referral manager, independent domestic abuse support and a social worker. The MADA process makes sure that the domestic abuse cases where a child was present, but that haven't resulted in a strategy meeting, are still subject of multi-agency discussion. The group considers the risk to the child and determines what support or prevention it can put in place. Independent domestic violence advisers have access to local authority funds to help with prevention measures for the home.

The force seeks feedback from vulnerable victims and uses this to improve the services it provides. This includes victims who do not support police action. The force completes comprehensive analysis of its victim surveys, focusing on all aspects of the service provided. Its domestic abuse best practice group meets quarterly to discuss how they can collectively improve the service to victims of domestic abuse.

The force makes good use of ancillary orders and other powers to protect the public. It routinely considers the use of serious harm prevention orders, sexual risk orders and violent offender orders. It has support from its legal services team and a good success rate for the orders it applies for. The force has invested in polygraph (lie detector test) technology. It uses this as part of its management of serious harm prevention orders and asks offenders to submit themselves for a polygraph test. By using this test, the force has had success in identifying breaches of orders. The force has found that officers don't know enough about serious harm prevention orders and when to apply for them. It has plans to address this.

Neighbourhood officers have a good awareness of the registered sex offenders living in their areas. The force has trained them about low-level offenders and they carry out visits on these individuals and are provided with up-to-date information through briefings from offender managers.

While we were pleased to find no backlog of unassessed registered sex offenders within the force's violent and sexual offenders units, the workloads in these units are high. Sex offender managers are also mentoring and overseeing investigation officers who have their own allocated workload. There is a lack of consistent supervision within these units, with some supervisors being unaware of current caseloads. While we recognise the steps that the force has taken to put additional staff into the units to manage the caseload, these staff do not yet have the full skills and powers required.

## Tackling serious and organised crime



### Good

This question was not subject to detailed inspection in 2018/19, and the judgment from our 2016 effectiveness inspection has been carried over. From our 2018/19 pre-inspection work we found the force continues to be good and did not require further inspection.

### Armed policing

We have previously inspected how well forces provide armed policing. This formed part of our 2016 and 2017 effectiveness inspections. Subsequent terrorist attacks in the UK and Europe have meant that the police service maintains a focus on armed capability in England and Wales.

It is not just terrorist attacks that place operational demands on armed officers. The threat can include the activity of organised crime groups or armed street gangs and all other crime involving guns. The [Code of Practice on the Police Use of Firearms and Less Lethal Weapons](#) makes forces responsible for implementing national standards of armed policing. The code stipulates that a [chief officer](#) be designated to oversee these standards. This requires the chief officer to set out the firearms threat in an [armed policing strategic threat and risk assessment](#) (APSTRA). The chief officer must also set out clear rationales for the number of armed officers (armed capacity) and the level to which they are trained (armed capability).

#### Understanding the threat and responding to it

The force has an adequate understanding of the potential harm facing the public. Its APSTRA conforms to the requirements of the code and the [College of Policing guidance](#). The APSTRA is published annually and is accompanied by a register of risks and other observations. The [designated chief officer](#) reviews the register frequently to maintain the right levels of armed capability and capacity.

There is one area where the APSTRA could be improved. The assessment does not include an analysis of how quickly [armed response vehicles](#) (ARVs) respond to armed incidents. This omission concerns us. ARV response times are an important factor in determining whether a force has sufficient armed officers to meet operational demands.

In our last effectiveness inspection, we identified another shortcoming. The force had not developed its own APSTRA and was reliant on an assessment of threats and risks affecting several forces in the region. This has now been rectified.

All armed officers in England and Wales are trained to national standards. There are different standards for each role that armed officers perform. Most armed incidents in South Yorkshire Police are attended by officers trained to an ARV standard. However, incidents sometimes occur that require the skills and specialist capabilities of more highly trained officers.

The force has sufficient specialist officers at its disposal. Furthermore, if specialist capabilities are not immediately available in South Yorkshire, agreements are in place to seek the assistance of specialist officers in the regional counter terrorist unit.

Because of the terrorist threat, South Yorkshire Police has received Home Office funding as part of a programme to boost armed policing in certain parts of England and Wales. We established that the force has fulfilled its commitment to the programme by increasing the availability of ARVs.

### **Working with others**

It is important that effective joint working arrangements are in place between neighbouring forces. Armed criminals and terrorists have no respect for county boundaries. Therefore, armed officers must be prepared to deploy flexibly in the knowledge that they can work seamlessly with officers in other forces. It is also important that any one force can call on support from surrounding forces in times of heightened threat.

South Yorkshire Police has effective arrangements with forces in the Yorkshire and Humber region to provide armed policing. This means that the standards of training, armed deployments and command of armed operations are assured in all four forces. It also brings certainty that armed officers can deploy flexibly and rapidly to any area in the region.

We also examined how well prepared forces are to respond to threats and risks. Armed officers in South Yorkshire Police are trained in tactics that take account of the types of recent terrorist attacks. Also, South Yorkshire Police has an important role in designing training exercises with other organisations that simulate these types of attack. We found that these training exercises are reviewed carefully so that learning points are identified, and improvements are made.

In addition to debriefing training exercises, we found that South Yorkshire Police reviews the outcome of all firearms incidents that officers attend. This helps ensure that best practice or areas for improvement are identified. We also found that this knowledge is used to improve training and operational procedures.

# Efficiency



## Force in context

	South Yorkshire spend	England and Wales spend
<b>Spend per head of population</b> 2018/19 projection	£179	£192

### Spend per head of population by category

2018/19 projection

	South Yorkshire spend	England and Wales spend
<b>Visible frontline</b>	£62	£65
<b>Non-visible frontline</b>	£57	£62
<b>Frontline Support</b>	£15	£17
<b>Business support</b>	£39	£41
<b>Other</b>	£6	£8

# How efficiently does the force operate and how sustainable are its services?



## Good

### Summary

South Yorkshire Police operates efficiently and its services to the public are sustainable. It is good at meeting current demand and using its resources. It is also good at future planning. It has redesigned its services and works well with partners to reduce demand and provide a better quality of service to the public. It puts its resources where they are most needed, and it tries out new ideas and is investing in technology.

The force provides an efficient service to the public within the budget it has. But it doesn't have enough resources to respond to all demand promptly. It will take some time to realise the benefits from the new force model. The force has a good 'collaboration effectiveness framework' and a 'benefits realisation dashboard'. These help it monitor the benefits of its collaborations and any force changes.

The force has a culture of learning and innovation and an ambition to improve. It develops its workforce and leaders well and understands the skills and capabilities that it needs now and for the future. The force has good professional and leadership development programmes in place and continues to have a formal succession plan for senior leaders. It has career pathways that allow officers and [staff](#) to specialise. The force challenges itself to develop diverse leadership teams. It supports its workforce to develop and progress.

The force makes sensible investment decisions based on its priorities and public expectations. It has a good track record of making savings and has linked its financial plans with its workforce plan and new operating model. But it doesn't have enough money to manage its historic enquiries as well as improve its services.

## Meeting current demands and using resources



### Good

South Yorkshire Police is good at assessing and understanding current demand. It has extended its understanding to include hidden demand. The force takes into consideration public expectations when deciding how to provide its services. It works well with partner organisations to understand and reduce demand. This helps it provide a better quality of service to the public and offer better value for money.

The force has a culture of learning and innovation and wants to improve. It tries out new ideas and is investing sensibly in technology. The force makes sound investment decisions based on its priorities and public expectations. It has made required savings and its financial and workforce plans are linked to its new operating model. The force is managing substantial costs linked to legacy issues, which are hindering its ambitions for service improvements. The force has a good understanding of the cost of its services and provides value for money. It has redesigned its services to reduce demand and puts its resources where they are most needed. But it doesn't have enough resources to respond to all demand promptly. It will take some time to see the positive results from the new force operating model.

The force understands the skills and capabilities that it needs now and for the future. It monitors changes to make sure they help reduce demand and provide the expected benefits.

The force's collaboration effectiveness framework is positive practice and provides the force with a rigorous assessment of its collaborations. The framework asks questions about the objective of the collaboration, its structure and the value expected from the arrangement. It also identifies where there are gaps.

The force tracks improvements from its change programme effectively. The benefits realisation dashboard brings together several measures, including financial, quantitative and qualitative performance, to enable the force to determine the effect of change. The information on the dashboard is considered at the force's change governance meetings.

South Yorkshire Police has been instrumental in forming the first national benefits realisation practitioners working group to support the [National Police Chiefs' Council](#) (NPCC). Although this initially just supported the police, it is not restricted to police forces. The group met for the first time in October 2018 and exists to share best practice.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

## Assessing current demand

The force has a good and detailed understanding of demand. Its Safer South Yorkshire programme of work was launched in 2017. This programme aims to transform the force to provide sustainable services that support its strategic vision. Public expectations form the basis of this vision.

The force has a strategic demand management board. It has assessed current demand against productivity using qualitative and quantitative data. The assessment has helped the force understand the full nature of the demand placed on its different functions and departments.

The force has a detailed understanding of demand across more than 30 areas of business. The force can predict the effect of demand using a simulation, by hour of day, to better understand the effect on resources (people and equipment) and shift patterns. It is now looking at productivity and how this affects demand.

South Yorkshire Police has reviewed its demand across the services it provides to its local communities and has consulted with the public directly, and through the office of the [police and crime commissioner](#), to identify their expectations. It has worked with partners – such as Sheffield Teaching Hospital, Sheffield City Council and Santander – to understand how other organisations measure demand and gather data to expand its own understanding and has also consulted and learnt from other forces.

The increased neighbourhood presence and regular engagement in communities, allows the force to better identify hidden or emerging demand. Its analysis assists in identifying types of hidden issues such as child sexual exploitation and organised immigration crime (including human trafficking and modern slavery). It has anticipated the effect of demand that is less obvious or hard to quantify such as cyber-enabled crimes (online abuse and sharing of indecent images) and this has led to an increase in the number of officers investigating these crimes.

The force has redesigned its main services based on its improved understanding of the services it is required to provide. Through its use of data and information, it has reviewed its processes to make them more efficient. Using its resource modelling tools and analytical software it has determined the number of people it needs, the shift patterns required, and changes in other resource requirements (such as vehicles, computers and office locations).

The force takes into consideration public expectations when looking at options for how it might provide its services, although any changes must align with the force's current financial position. For example, the force recently put officers back into neighbourhood policing. This is in line with what the public of South Yorkshire want and in line with the force's vision of preventing demand within local communities.

## Understanding factors that influence demand

The force has a good understanding of factors that influence demand, including how it can be reduced through efficient working practices. All its organisational reviews have used techniques that improve business processes by reducing the probability of an error or duplication occurring. The force has started to look at failure demand in its end-to-end processes and the productivity of staff completing these processes. The focus is now on doing it right first time, rewarding and recognising quality, good supervision, and having the right technology to support its people.

The [chief officer](#) team sets a clear direction to develop the force's understanding of demand through its strategic demand management board. An assistant chief constable chairs this board, which reports to the force's strategic change board, chaired by the chief constable. A benefits realisation dashboard tracks any planned benefits. The force can demonstrate that it has improved services and reduced demand pressures.

The force involves the workforce in the changes it makes. Its change programme teams all involve people from the service areas being reviewed. The workforce can also provide views through working groups and survey consultation. The change team has a confidential feedback box where any member of the workforce can post a question or concern about change. The team responds to these concerns in feedback sessions or via the force intranet. The team also consults staff associations on changes made. However, some staff who had gone through the recent changes to the force's protecting [vulnerable people](#) units, told us they didn't feel the team had listened to them.

We found no evidence of the force intentionally or inadvertently suppressing or concealing demand. The control room grades all incidents appropriately, and there is very little subsequent re-grading. Where control room staff do re-grade incidents, this is based on them receiving further information. The force has performance measures in place to identify backlogs in its processes, with regular monitoring and review. Where we found backlogs in administrative processes, the force was already aware and taking action.

## Working with others to meet demand

South Yorkshire Police has a strong commitment to joint working to improve the way it manages demand through working with partner organisations. The force has a clear rationale for its collaborations and partnerships and assesses these against a collaboration effectiveness framework. It considers the benefits and the value (improved quality or reduced costs) of the collaboration. A collaboration review group oversees the effectiveness of these arrangements.

The force is working well with partners to help it understand demand. A partner practitioner group meets every two months and includes partners from Sheffield City Council and Yorkshire Ambulance Service as well as various analysts. This commenced in April 2018. This group helps the partners understand joint demand that the different services face across South Yorkshire. The force accepts that it cannot prevent partners from reducing resources, which may negatively affect the force. The force is trying to mitigate the effect of this on frontline officers and staff.

For example, it has used data to show how the lack of out-of-hours provision for noise pollution affected police call outs. It has also used information about missing persons to discuss with care providers and local authorities policies and practices not applied which have a negative effect on the police service.

### **Innovation and new opportunities**

The force has a culture of learning and innovation and an ambition to improve. It looks externally for innovation and best practice, which it seeks from other forces as well as public and private organisations. It works well with the seven forces under the [North East Transformation, Innovation and Collaboration](#) (NETIC) programme. It also works with eight northern forces and universities as part of the N8 research in policing partnership. Through local universities, the force works with students on placements to do specific pieces of work, and it uses the universities to critique some of its work.

South Yorkshire Police has worked in a more innovative way to assess the overall demand of football matches on UK policing. The deputy chief constable is the national football lead and recognised that forces across the UK didn't always have the resources to support their day-to-day demand, while also policing football matches. The force has developed a way of assessing this demand. The work demonstrates the cost of policing football matches and the wider effect of removing officers from their daily duties or having rest days cancelled. This information is now informing a national debate.

### **Investment and benefits**

The force is making sensible investment decisions and has planned a range of investments including [occupational health provision](#), counter corruption, contact management and mobile technology. Its planning and efficiency group meets monthly with the police and crime commissioner (PCC).

The force also bases its capital investments on its priority areas. This includes investing in better information technology, [body-worn video](#) cameras, and improvements to its premises. The force's business benefits realisation manager records the benefits from savings made which are then reinvested.

### **Prioritising different types of demand**

The force links its prioritisation decisions to public expectations. In response to feedback from the public, it has re-instated neighbourhood police officers. The force is still providing the full range of policing services to the public, though it has chosen to do some things in a different way to manage demand. This includes investigating lower-level crimes through its crime support hub, which works well. It has removed this demand from frontline officers, allowing them to respond to emergency and priority incidents.

While the force is starting to see reductions in some areas of demand through problem solving in neighbourhoods and redesigning its services, it is still facing increased demand to investigate incidents and crimes. Some of this is attributable to more accurate recording practices.

The force has a good understanding of the number of officers and staff it needs to meet demand satisfactorily. The force's financial and workforce plans, and plans for organisational change, all support this understanding. It has identified a 'capacity gap' between the resources it needs and the resources it has.

### **Assigning resources to demand and understanding their costs**

The force allocates its resources through its financial plans, workforce plans and plans for organisational change. It bases the plans on its forecast budget and its understanding of demand. The force has a good understanding of what its services cost. The force's senior leadership team, in consultation with the PCC, makes decisions about the allocation of resources. The force's strategic change board, employment and establishment meetings and ongoing budgetary reporting systems support the decision-making process. Leaders consider the effect of savings when making decisions.

The force's resource modelling tool assesses the distribution of demand across the four districts. By using this tool, the force can allocate resources to areas where they are most needed. This improved allocation of resources addresses the variation in demand across the force. On a day-to-day basis, the force assesses priority demand via its daily management meetings and force management meeting. If necessary, it draws on other resources to help in areas that have high demand or require other types of support. Districts also now get a workforce report to help them understand their resourcing.

However, the force does not have sufficient resources to assign to all its current demand. This means that there is a capacity gap across several areas of the force. While the force is working to reduce its demand in several ways, it will take time to see the full benefits of this work. In the meantime, the force has filled its vacancies in the most efficient way. It has already recruited, and continues to recruit, more police staff investigators. It recognises that it will take some time for these people to gain the skills required and become familiar with the pace of work. The force has also started recruiting additional officers and on a temporary basis is using overtime to cover some of these gaps. While this is affordable in the short term due to the vacancy levels the force was carrying earlier in 2018/19, it is not sustainable.

The force compares its service costs with other forces and organisations wherever possible. Comparative information is available for payroll and ICT services.

### **Workforce capabilities**

The force's people development strategy outlines the skills and capabilities needed across its workforce. The force's strategic resourcing board agrees the priorities. The strategy is outlined on the force's [plan-on-a-page](#), which links to the police and crime plan.

The force understands the skills that its officers have now. It has done a skills audit using its technical skills framework. This identifies the skills required for every role within the force and matches each role against the skills of its officers. While the force has progressed this since our 2017 efficiency inspection, it recognises that there is still more to do. ICT constraints limit the force's ability to automatically match skills

to roles. This is currently a manual process. The force is planning to introduce a people database, which will identify all staff skills in one place.

The force knows what gaps it has in the skills and abilities of its leadership and wider workforce. These include cyber-crime and fraud investigation skills. Demand has also increased for investigations involving vulnerable people, which require additional specialist skills. The force plans to address these gaps through training and development, encouraging specialist staff to remain in post where possible, and recruiting externally if required.

### **More efficient ways of working**

The force's plans reflect its commitment to more efficient ways of working. It collaborates with other organisations to improve the efficiency and effectiveness of its services. It has made changes through its programme of reviews and is identifying ways of improving the productivity of its workforce.

The force tracks the benefits it expects to see from its change programme through a benefits realisation dashboard. The dashboard brings together all the measures to track the benefits and dis-benefits of changes the force makes. These include financial, quantitative and qualitative measures, as well as any unintended consequence of change. A benefits realisation manager oversees this and reports to the force's change governance meetings. The force has a good approach to measuring and tracking the outcomes and savings from the changes it makes.

The force generally has a good track record of achieving savings. It has planned savings of around £4 million for 2019/20. Savings initiatives include:

- reductions in overtime and allowances;
- reducing its fleet and estate;
- collaboration with South Yorkshire Fire and Rescue; and
- a review of the force's enabling services.

### **Working with others**

South Yorkshire Police is committed to working with others to provide a better service to the public. It recognises the benefits that collaborated services bring, including increased purchasing power, access to shared services, financial savings, and better value for money.

The force's collaboration effectiveness framework is good practice and provides the force with a rigorous assessment of its joint working arrangements. There is a rolling programme of reviews for its partnership and collaborative arrangements. The framework asks questions about the structure of the collaboration, its objectives and the value expected from the arrangement. Its initial work has helped the force understand which collaborations require further work and which are not providing the expected benefits.

South Yorkshire Police is one of four forces that work jointly through the Yorkshire and Humber regional collaboration programme. The collaboration includes some of its more specialist capabilities such as underwater/marine, forensics, collision investigation and scenes of crime investigation. The force also has joint working arrangements in ICT and legal services provision in place with Humberside Police.

### **Using technology**

The force's plans reflect its commitment to more efficient ways of working. This includes better use of technology both for its workforce and to assist in identifying crime.

South Yorkshire Police made significant investment in its major ICT systems during 2017/18, introducing new systems for crime recording, custody, intelligence and command and control. These are in place and operating, however the delayed implementation of the new command and control system presented some initial challenges. The force is aware that it needs to provide some more 'hands on' training, to help staff use the system as efficiently as possible.

We received consistently poor feedback from the workforce about the efficiency of mobile technology. It no longer meets officers' needs. The force recognises this and has accelerated a pilot project that is assessing a range of mobile devices. The project is allowing officers in one district to test these devices and influence which ones the force will purchase.

South Yorkshire Police is one of the last forces in the country to implement body-worn video technology for its frontline officers. Although the force has the equipment and rollout has commenced with its operational support teams, it is yet to reach frontline officers. This is due to commence in March 2019 with full completion in December 2019.

However, the force is making good use of other technology to assist in dealing with some crime investigation and incident management. For example, use of data examination kiosks to retrieve evidence from digital devices and use of drones to assist in search operations for missing people.

## Planning for the future



### Good

The force has improved its understanding of how demand might change in the future. It uses new techniques to predict how this might affect the force, which in turn informs its plans for future service provision. In some areas, the force has re-aligned its current resources to help it prepare for future changes. It consults the public to help it understand future expectations.

The force understands the potential needs of its future workforce and has good plans in place. These include a workforce plan and a financial plan, which are linked to the force's overall strategy. Its workforce plan takes account of gaps in skills and capabilities. It is also developing a more diverse workforce.

The force has made reasonable budget assumptions. Its financial strategy includes future changes to services. The force has substantial costs to meet from its historic inquiries. The force receives central support with these costs, however it is still required to fund a proportion of the costs itself.

The force develops its workforce and leaders well. It has good leadership and professional development programmes in place and continues to have a formal succession plan for senior leaders. It has career pathways that allow officers and staff to specialise. The force challenges itself to develop diverse leadership teams and it supports its workforce to develop and progress.

The force has the ambition to improve its services to the public. Its change programme is linked to its plans and supports continuous improvement. It plans to continue working with other organisations where it is beneficial to do so.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

### Assessing future demand for services

South Yorkshire Police has an improved understanding of how demand is likely to change in the future. Using new techniques, it is now able to predict how future demand may affect the force. It has used Mosaic data from the county council, which assists with understanding future changes in demographics.

The force is predicting increases in demand in fraud, cyber-enabled crime, violence, sexual offences, and modern slavery and human trafficking. It recognises that changes in society and technology mean offences against children involving social media, or online crime, may continue to grow. The force has also identified that an ageing population and a reduction in care provision is likely to place additional demands on partners.

The force has used the results of its demand analysis to inform its current and future planning, including options for a re-alignment of its existing resources into areas where it expects to see increased demand. The force's strategic change board oversees changes to service provision and agrees these with the PCC. It completes a due diligence review of all the assumptions made prior to implementing agreed changes.

### **Understanding public expectations**

The force uses public feedback to understand future expectations. The introduction of the force's new contact system included feedback from focus groups run by the office of the PCC. This consultation was about the changing technology and asked people how they wanted to contact the force and how they wanted to be updated about an incident or a crime. The force has already changed its telephony contact route and the other channels for contacting the force online will go live during 2019, including online reporting of crime. The force communicates any changes in its services to the public.

### **Prioritising**

The force uses its understanding of public expectations to help it predict future demand. The priorities in both the PCC's police and crime plan and the force's plan-on-a-page are clear.

The force's Safer South Yorkshire programme brings together its work streams for redesigning and creating sustainable services to support the force's strategic vision. Finance, change management and workforce planning come together with representatives on every change review team. In addition, the heads of these departments meet regularly to discuss current and future changes and plan accordingly; this ensures effective co-ordination.

The force's plan-on-a-page sets out in clear, simple language what the force wants to achieve, its values and its main policing priorities. Its Safer South Yorkshire leaflet outlines the force's 'roadmap of change'; this includes a problem solving and demand reduction programme, as well as collaboration and innovation. It provides the workforce with a summary of force-wide projects and why these changes are taking place.

The force has invested in neighbourhood policing to prevent future demand through effective community-based problem solving. Further efficiencies identified from its change reviews, and an increase in precept, will enable the force to increase and better align its workforce to meet predicted demand. The initial investment in problem solving has delivered real benefits.

## Future workforce

The force understands its future workforce needs. Its workforce and training plans take account of the skills and capability gaps it has, and the need to tackle inequalities across all ranks, grades and [protected characteristics](#). The force is working hard to become a more diverse organisation; it has a positive action group which focuses on driving this change. The force's 'mind the gap' event attracted 100 members of the workforce and addressed barriers to progression. It has set up a wide range of groups that support the force's existing workforce. The force recognises that it needs to understand the full range of knowledge and skills possessed by its workforce.

The force has 12 [Police Now](#) recruits in place, who have successfully completed their first year. The force makes good use of external recruitment for all police ranks and police staff grades.

## Finance plans

In our 2016 efficiency inspection, we were concerned about the absence of a coherent set of plans that linked financial plans to the workforce plan and workforce requirements. We reported that these plans should be consistent with the force's revised operating model. Although we found that the force had made progress with this in our 2017 efficiency inspection, the force's workforce planning was still not sufficiently developed.

We have continued to monitor this cause of concern and there are now effective plans in place. These include a workforce strategy, workforce plan, and financial plans, all of which support the force's plan-on-a-page. They are informed by the strategic assessment, [force management statement](#), and operating model. The force has an appropriate governance structure, which oversees the planning process.

The force develops its medium term financial strategy and workforce plans in conjunction with the PCC. The strategy forecasts the force's income and expenditure over the period 2019/20 to 2023/24. The force has made reasonable budget assumptions. It has forecast pay awards at two percent annually and allowed for inflation. The strategy takes account of a proposed increase in council tax equivalent to a £24 per annum increase on a Band D property. It also takes account of the recent change in pensions funding.

The budget includes growth of £19.5 million. This relates mainly to the additional funding required for an unavoidable increase in pension contributions, ICT software licences, and some restructuring and staff re-grading. The remainder includes funding for 55 additional officers. Savings to fund these cost increases are being achieved mainly from a [zero-base review of the pay budget](#) and some proposed changes in overtime and staff terms and conditions.

South Yorkshire Police has very substantial legacy costs associated with several historic enquiries and more recent court cases. The force is in discussion with central government to determine if further support is available to meet these commitments. At present, there is a tension between funding legacy costs and funding service transformation such as with the force's estate, systems and technology.

## Leadership and workforce development

South Yorkshire Police develops its workforce and leaders well. The force has adopted the NPCC [Policing Vision 2025](#) approach to developing its people. This focuses on retaining and developing existing staff while establishing new routes into the service to transform and diversify the workforce.

The force has clear leadership expectations and a plan that bridges the gap between the current and desired state of leadership and workforce development. It has communicated its leadership principles linked to its plan-on-a-page and has redefined its expectations of leaders through its 'pledge to all supervisors and managers' (both police and police staff). The force has communicated with the workforce the expectations of leadership in South Yorkshire Police, irrespective of whether people are in a supervisory position.

The force has leadership and professional development programmes in place. Its development portal is accessible to the workforce through its internal website. This contains tools and resources for officers and staff to access. It enables staff to manage their professional development review (PDR), [continuing professional development](#) (CPD) and understand available development opportunities.

The force has redesigned its internal leadership development programme. People are nominated automatically on promotion but can also apply directly themselves. The force has refreshed some of its masterclasses since we last inspected it.

The force also looks outside the organisation to find other solutions to its skills gap. It promotes the leadership programmes run by the [College of Policing](#). It offers coaching and mentoring to the workforce and has trained internal coaches. It recruits externally for the skills that it needs but also emphasises retaining and developing its own staff and skills. The force has an established formal succession plan for senior leaders and an approach to talent management and staff development.

South Yorkshire Police has determined the career pathways that allow its officers and staff to specialise. It has based these on critical organisational need, focusing on detective and investigation pathways and use of the [apprenticeship levy](#) for professional development. These include specialist investigation officers who joined through the university postgraduate certificate. The force is planning to have direct investigation pathways for police officers and police staff such as a fast track for detectives.

South Yorkshire Police continually challenges itself to develop diverse leadership teams. Through its positive action group, it monitors the diversity of its leaders. As well as recording protected characteristics, the force knows its workforce's personality and psychological types. The force's reporting and evaluation process for bulk promotions, and trend analysis, has identified that there are still some issues around the retention and progression of black, Asian and minority ethnic (BAME) officers. Following the force's review of its promotion processes it has put in place measures, through its development boards, to support all members of the workforce with leadership skills and promotion.

## **Ambition to improve**

South Yorkshire Police has the ambition to improve the services it provides to the public. It has a comprehensive change programme, aligned to its future financial and workforce plans, and an ICT and estates strategy.

The force's change programme is directly linked to its plans and supports the way that it is redesigning its services and ensuring continuous improvement. For example, the investment in neighbourhood policing is already demonstrating a reduction in demand through problem solving in local communities.

The force's ICT strategy seeks to build on existing platforms, as well as using this ICT more efficiently. One example is the new command and control system, which provides the opportunity for better use of automated processes such as online reporting, SMS updates, and a call back function. If successful, this will help the force to manage call-handling demand into its contact centre.

The force has a technology replacement programme planned for its current mobile and desktop technology and a shift to more agile working. It recognises that the original smartphones and laptops provided to officers are now obsolete. Its 2022 strategy includes a full review of the devices used by frontline officers, allowing officers and staff to work more flexibly across different sites within the force, and while on patrol. The force's digital programme includes:

- the automation of processes;
- replacement of desktop computers with lower cost and no maintenance terminals; and
- the introduction universal access printers, removing the need for office desk machines and providing better security for confidential documents.

The force intends to continue working with other organisations where the opportunity arises, and it benefits from doing so. It will base any decisions on future collaborations on value for money or better service provision. It will continue to maximise purchasing power through the regional arrangements it has in place.

# Legitimacy



# Force in context

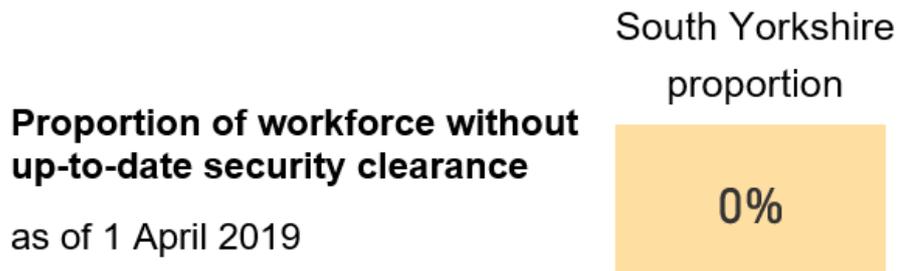
## Comparison of South Yorkshire workforce ethnicity with local population

as of 31 March 2019

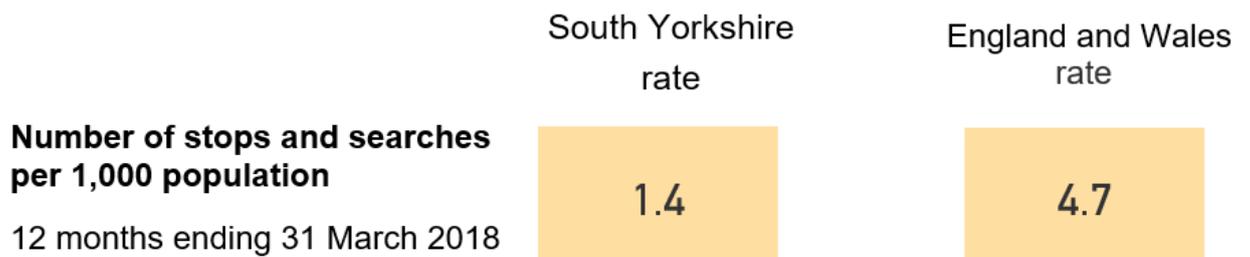
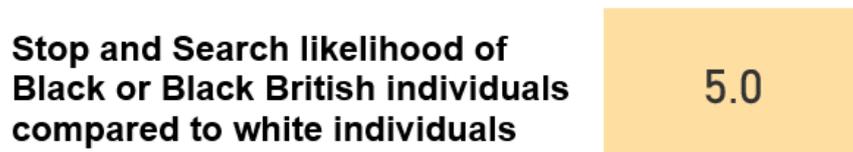
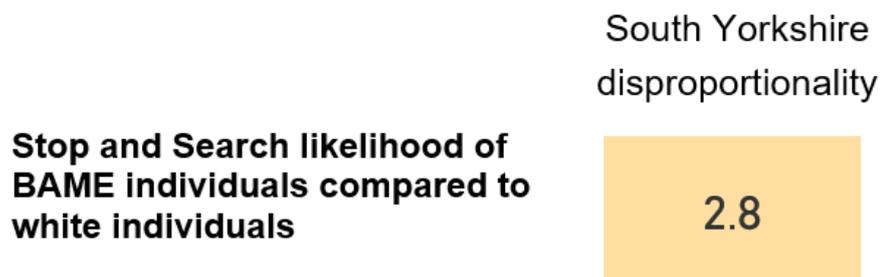
	South Yorkshire proportion	Local population proportion
<b>Black, Asian and minority ethnic</b> as % of those with stated ethnicity	3.3%	9.4%
<b>White</b> as % of those with stated ethnicity	96.7%	90.6%
<b>Not Stated</b> as % of total	1.3%	

	South Yorkshire proportion	England and Wales proportion
<b>Proportion of female officers in post</b> as of 31st March 2019	32%	30%



**Stop and search by ethnicity**  
12 months ending 31 March 2018



# How legitimately does the force treat the public and its workforce?



## Good

### Summary

South Yorkshire Police treats the public and its workforce legitimately.

The force is outstanding at developing and maintaining an ethical culture. The chief constable and force leaders act as role models. The workforce knows and believes in the moral and ethical high standards expected of them. The force has a no-blame culture and it uses an [organisational justice](#) model to guide its decision making. It follows national vetting guidance and routinely monitors vetting decisions to identify and address any issues.

The force is outstanding at tackling corruption. It has conducted a full assessment of its corruption threats and has a clear strategy to tackle them. It takes early action to support people who may be at risk of corruption, and monitors information systems to identify corrupt behaviour.

The force is good at treating its workforce fairly. It works to understand the issues of fairness affecting its people and has a range of ways for staff to voice their concerns, and for leaders to seek and act on feedback. Where the force identifies unfairness, it works to reduce this. It has a positive action strategy to encourage more diversity in its workforce.

Wellbeing is a priority for the force. Leaders understand and promote this. We found a good range of self-help tools available for officers and [staff](#). The force takes timely action to support its people, but its [occupational health support](#) needs to be more accessible.

The force manages the performance and development of its staff well. It has a good understanding of performance across its workforce and monitors for fair treatment. It has a good process for identifying talent. Its promotion processes are accessible, clear and open.

In 2017, we judged South Yorkshire Police as good at treating the public fairly.

## Treating the public fairly



### Good

This question was not subject to detailed inspection in 2018/19, and our judgment from the 2017 legitimacy inspection has been carried over. However, we reviewed a representative sample of 100 stop and search records to assess the reasonableness of the recorded grounds. We found that 83 percent of those records contained reasonable grounds. We have based our assessment on the grounds recorded by the searching officer and not the grounds that existed at the time of the search.

In our [2017 legitimacy report](#), we recommended that all forces should:

- monitor and analyse comprehensive stop and search data to understand reasons for disparities;
- take action on those; and
- publish the analysis and the action by July 2018.

We found that the force has complied with some of this recommendation. But it doesn't identify the extent to which [find rates](#) differ between people from different ethnicities and across different types of searches (including separate identification of find rates for drug possession and supply-type offences). It also isn't clear that the force monitors enough data to identify the prevalence of possession-only drug searches or the extent to which these align with local or force-level priorities.

We reviewed the force's website. While it displayed information from [www.police.uk](http://www.police.uk) showing the force's disproportionality rate, we found no mention of analysis it had carried out to understand and explain reasons for disparities or any subsequent action taken.

## Ethical and lawful workforce behaviour



### Outstanding

South Yorkshire Police is outstanding at developing and maintaining an ethical culture. The chief constable and force leaders act as role models. Staff have signed up to a contract – the pledge – that commits them to high standards of ethical behaviour. The workforce knows and believes in the moral and ethical high standards expected of them. The force reinforces standards through a range of communication. These high standards help build the trust and confidence of the public. There are processes for the workforce to refer difficult ethical issues. Two independent panels support the force with its ethical decision making.

The force has a no-blame culture and uses an organisational justice model to guide its decision making, which the workforce views as fair. This is positive practice.

The force does an [integrity health check](#) as part of its annual review process for officers and staff. It follows national vetting guidance and routinely monitors vetting decisions to identify and address any difference in its treatment of people.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

### **Maintaining an ethical culture**

South Yorkshire Police is outstanding in the way in which it has developed and maintains an ethical culture. The expected behaviours come from the chief constable and force leaders who set the tone and act as role models. The force's [plan-on-a-page](#) states, "We will ensure we deliver in line with the code of ethics with particular emphasis on our values of integrity, openness, fairness, respect, honesty, courage and teamwork."

The chief constable promotes the [code of ethics](#) through a contract with staff called 'the pledge'. All supervisors and managers have attended sessions with the chief constable where he has spoken about the importance of their role as ethical leaders within the organisation. He describes his expectations of them and the challenges they may face and must overcome in their roles. At the end of these sessions, the chief constable asks each member of the workforce to commit to and sign up to the force expectations. We consider this positive practice.

The chief constable requires five objectives of the workforce. The first objective (the code of ethics) is to "insist on the high standards of professionalism that the people of South Yorkshire expect and deserve". The workforce supports these standards and understands what the chief constable expects of them. The force further promotes the code of ethics through a range of media including its intranet 'ethics portal', its policies and procedures, and training courses where staff discuss ethical dilemmas. Student officers receive training in ethics, values, the national decision model, and equality and diversity.

The force has established processes into which the workforce can refer difficult ethical issues. It acts on any learning and feeds this back to the workforce. Its internal [ethics committee](#) has good representation from all areas of the force. It meets quarterly to discuss ethical questions submitted by the workforce either through representatives on the committee or through the ethics portal on the force's intranet site. Feedback from the recent staff survey was positive regarding the workforce 'having an ethical voice'. Officers and staff feel that they can speak up about ethical issues and feel supported.

The force receives good independent support with its ethical decision making. The office of the [PCC](#) arranges two independent panels that scrutinise and advise on ethics: the ethics panel and a protest panel. This ethics panel meets five times a year and its purpose is to help the PCC and chief constable build the trust and confidence of the public and partners in South Yorkshire. The panel also advises on ethical decisions and encourages a culture of lessons learnt. The protests panel advises the force on how to deal with protestors and communities in an ethical way.

The force's leaders act as role models and encourage a no-blame culture. It has an organisational justice model, which assists in its decision making when a member of the workforce has done something wrong. The model uses a sliding scale to determine the extent of wrongdoing by the individual and whether it was an intentional act with unintended consequences or behaviour that the individual should have known would not be tolerated by the force. The force uses this model to help with the initial and final assessments of any wrongdoing. It ensures that action taken is proportionate and appropriate.

The organisational justice model seeks to promote a culture of learning and development as opposed to blame and punishment. The force encourages the reporting of genuine errors and mistakes to identify learning opportunities. It emphasises that standards and integrity are important in serving the public, and supports staff who make honest mistakes, with a focus on individual and organisational learning. We consider this positive practice.

South Yorkshire Police complies with the national vetting [code of practice](#) and [authorised professional practice](#). It processes vetting renewals promptly, meaning it doesn't need to restrict the roles of people who are waiting for their vetting to be renewed. The force routinely monitors vetting decisions to identify any disparities and consider mitigating actions. It reports these to its equality, trust and confidence board and gives an annual report to the independent ethics panel.

The force's vetting manager analyses applications where individuals with a [protected characteristic](#) have had their clearance refused. The force's equality lead reviews these decisions. Where a decision to refuse clearance indicates possible [unconscious bias](#) against any protected characteristic, the vetting manager reviews and reverses the decision, unless there is substantive reason not to. The vetting manager contacts any applicant who has failed vetting, to ensure that they have understood how to complete the forms correctly. The force also analyses information to determine if there are any differences in its treatment of officers and staff who are subject to complaint and misconduct allegations.

The force complies with its obligation to create [flagstone records](#) and notify the [College of Policing](#) if someone should be on the barred list.

The force communicates the clear standards of professional behaviour it expects of its police officers and staff. The chief constable speaks to them directly about his expectations of them as leaders. Standards are also communicated via briefings by the head of professional standards, via the publication of misconduct cases and lessons learnt, and via intranet updates. Supervisors and line managers reinforce these standards through a formal integrity health check, which is part of the annual performance review for all staff. It discusses professional boundaries, business interests and secondary employment, and notifiable associations (including self-reporting). Both the employee and their line manager must sign the health check. This ensures that the force makes these relevant checks with staff every 12 months and that staff read and understand them. We consider this positive practice.

## Tackling corruption

South Yorkshire Police is outstanding in the way in which it tackles corruption. It has a comprehensive assessment of its counter corruption threats, and a clear strategy that identifies its priorities. It takes early action to support members of its workforce who may be at risk of corruption. The force proactively monitors its information systems to identify corrupt behaviour and works with external organisations to help them to identify and report inappropriate and corrupt behaviour.

The force manages the risk of corruption well, by analysing a range of information that provides early indication of corrupt behaviour. It also identifies members of the workforce who may be vulnerable to corruption. The force has regular meetings to discuss people, intelligence and other information. This information includes a range of data such as complaints, sickness, social media, poor performance, business interests and inappropriate associations. It also receives information from its confidential reporting line. This line works well; staff know about it and trust it.

The force's [counter corruption unit](#) is well resourced. It has dedicated intelligence and investigative resources and equipment, makes good use of the surveillance capacity within the region, and has good analytical support. It has the skills required to act promptly and investigate reports of corruption.

The force works well to prevent officers and staff abusing their position. In 2016, we made a national recommendation for forces to implement a plan to achieve the capability and capacity required to seek intelligence on potential [abuse of position for sexual purposes](#). The force has acted on this recommendation. The chief constable and head of professional standards launched the 'protectors not predators' campaign via a video linked communication to all staff. The campaign raised staff awareness of abuse of position for sexual purposes and we consider it positive practice. When we asked the workforce about their understanding of the issue, it was clear they had understood the message. Supervisors have received guidance on the warning signs to look for.

The force engages well with external organisations to seek intelligence to ensure officers and staff are not abusing their position for sexual purposes. It runs conferences with its partner agencies to raise awareness of this type of abuse. This is particularly for those organisations that work with victims. Its last conference included 80 delegates from different organisations as well as individuals who work with the force. The force encourages its partner agencies to find out the victim's experience of the police and how they were treated. As a result, partners know what to look for and how to report any unacceptable behaviour. The force also has confidential reporting lines in place where the workforce, partners and victims can contact the police discreetly to report this type of behaviour. We consider this positive practice.

## Treating the workforce fairly



### Good

There are many ways for staff to voice concerns about fairness at work and for leaders to seek and act on feedback. Where the force identifies unfairness, it seeks to reduce this. It has a positive action strategy to encourage more diversity in its workforce and its latest recruitment has increased the number of BAME and female officers. It has improved its grievance procedure but still needs to have a better understanding of the concerns raised by the workforce about fairness that sit outside the formal process.

Wellbeing is a clear priority for the force, and leaders understand and promote this. Leaders play a positive role in raising the awareness of wellbeing needs and provision. We found a good range of self-help tools available for staff. The force takes timely action to support people, but its occupational health provision needs to be more accessible.

The force manages the performance and development of its staff well. It supports supervisors to conduct fair and effective assessments through masterclasses on managing and assessing performance. The force has a good understanding of performance across its workforce and it has a full, open and well-publicised process for identifying talent. Its promotion processes are accessible, clear and open. The force provides good support to its workforce to overcome any potential barriers to accessing promotion.

### Areas for improvement

- The force should ensure it has effective governance arrangements in place to analyse a range of workforce data and information to identify the greatest threats to wellbeing and take effective action to address them.
- The force should ensure that it analyses and understands disparities and patterns in its grievance and local resolution arrangements.
- The force should improve its provision for physical and mental health referrals through its occupational health provision.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

## Improving fairness at work

South Yorkshire Police works well to understand the issues its people have about fairness at work. It has a range of ways for staff to voice their concerns, and for leaders to seek feedback including staff surveys, the ethics committee and the chief constable's road shows.

The workforce has a good awareness of the channels open to them. The force's staff associations are complimentary about the force's willingness to listen to them and the people they represent.

The force has a range of staff networks who represent the workforce and provide feedback to the force. This range of representation has increased since our last legitimacy inspection and now includes the following groups: black and minority ethnic, Muslim, Christian, disability, women, and 4D (dyslexia, dyspraxia, dysgraphia and dyscalculia). The individual groups come together as part of 'the hub', which gives them a stronger voice in the force and allows them to influence change positively.

The force acts on feedback and uses the 'My SYP' portal on its intranet site to communicate to staff. This includes publishing minutes of meetings and updates. The workforce clearly values the chief constable's visibility and presence at roadshows and at the colleagues panel. The force has recently completed a full evaluation of its constable-to-sergeant promotion process, using feedback about the fairness of the process as well as exit interview feedback to inform future processes.

Where it identifies differences in the treatment of people, the force works to reduce this. For example, it has a positive action strategy to encourage people of all backgrounds to work for the force. In its latest recruitment of officers, it increased its percentage of BAME candidates. The force has also increased its recruitment of female officers. Women now represent 32.6 percent of the force and are represented well at all ranks. Through its 'mind the gap' event, the force has encouraged female officers to apply for roles where they were poorly represented.

The force is improving its approach to more formal concerns about fairness raised by the workforce through its grievance procedure. In 2018, the force commissioned independent auditors to review this process. They made several recommendations, which the force has since implemented. The force has now published a revised procedure which has been well publicised.

The force has effective processes in place to scrutinise workforce information and data to identify differences in recruitment, retention and progression of the workforce. It oversees this data through its diversity, confidence and equality board chaired by the chief constable, and this is further scrutinised by the PCC's trust and confidence board. The board also examines information about disparities in misconduct procedures. However, the force does not have a good enough understanding of its grievance data following the recent implementation of its new process.

## Supporting workforce wellbeing

In our 2017 legitimacy inspection, we said the force needed to improve the way it prioritises and communicates matters of wellbeing to the workforce. We are pleased to find that wellbeing is a clear priority for the force, and leaders understand and promote this well. It features as a priority in the force's plan-on-a-page, and the force recognises that valuing its people underpins its ability to achieve its policing priorities. Since our last legitimacy inspection, the force has introduced a wellbeing strategy, reviewed its provision and understanding of wellbeing and changed its approach. It has a new governance structure in place, with a wellbeing executive meeting having oversight, a wellbeing board containing practitioners, and wellbeing groups in its districts and departments.

The force takes account of good practice, guidance and accreditation. It has assessed itself against the [blue light framework](#), which the University of Lancaster has evaluated. This, along with other force information, has identified priority areas for action including personal resilience and early intervention for stress.

The force has also used the roadmap to excellence [A common goal for police wellbeing](#) from the [NPCC](#), Home Office and College of Policing to inform its approach.

Leaders play a positive role in raising the awareness of wellbeing needs. In the six months prior to our inspection, the force held two wellbeing conferences for staff, led by a [chief officer](#); these were well received. The force's operational wellbeing lead gives an input at street skills training days and conferences to keep staff informed about what's available and what's new. A dedicated page on the force intranet promotes wellbeing, with useful links, upcoming events, contacts and a blog – the force describes this as a 'one stop shop' for wellbeing. The force has 170 wellbeing champions. It has recently refreshed their role and responsibilities and given them further training to achieve more consistency across the force.

We found a good range of self-help tools available to support the wellbeing of its people. These include a health and wellbeing toolkit, telephone counselling, and a wellbeing zone on the force intranet.

The force has provided staff with 'back up buddy', which is an application officers and staff can download to their personal or work phone. This provides 24/7 advice on how to tackle the mental health challenges of policing. It has been developed with police officers, for those working in a policing environment. The force has also started to refurbish its wellbeing rooms under the guidance of a specialist consultant, and further rooms are to be completed.

The force takes prompt action to support its people. However, it should improve the timeliness of its occupational health provision. The force's sickness levels for both police officers and staff are slightly below the England and Wales force average. Preventative measures are in place through occupational health providing mandatory assessments for those officers working in traumatic or difficult policing areas, and referrals for those who have experienced trauma. However, we found that the occupational health unit can't cope with the demand it is experiencing. Its referral-to-appointment time is lengthy. This means that between January 2018 and

December 2018 officers and staff had to wait an average of 38 days for a mental health referral and 44 days for an appointment for physical injury.

The force is working with its officers to provide them with the knowledge and skills they need to be able to help themselves. It is trialling and adapting its wellbeing sessions using external experts. These sessions are relevant to the specific challenges the workforce faces. For example, it is working with an external company to provide training on personal resilience for those working in traumatic and high-stress environments. This aims to provide staff with a toolkit to help improve their resilience and be better able to manage stress.

### **Managing performance and development of officers and staff**

South Yorkshire Police manages the performance and development of its staff well. Its people strategy has a five-step approach to define, identify, target, develop and realise talent. It identifies talent, through its performance development processes.

The force uses the national electronic PDR system to assess the performance of its staff, and does this in line with the national [competency and values framework](#). We found the force had an 85.3 percent PDR completion rate. Officers and staff must complete PDRs annually, on the anniversary of joining the force. The focus of the force's performance development is about the individual's competence in their role as well as their potential to progress. While the workforce considers the PDR process to be fair, some feel that it is mainly for people who are seeking promotion.

The force has developed and supported supervisors to conduct fair and effective assessments through masterclasses on managing and assessing performance. Officers and staff feel that the process is fair, but some told us that supervisors don't always address poor performance. The force has people on improvement plans but needs to make better use of unsatisfactory performance procedures where appropriate. The force is aware of this. It has been running workshops to improve supervisors' confidence in moving staff from supported management action into formal action.

The force has a good understanding of performance across its workforce. A career services team quality assures PDRs through dip sampling. This identifies themes for general improvement, feedback on completion, and where the force needs to take formal action to address underperformance. At district and departmental level, quarterly performance reviews examine the overall results from PDRs. The staff engagement panel also complete 'health checks' of PDRs to check for quality and fairness. The panel challenges senior managers to ensure they are using the full range of grades appropriately. The chief constable demonstrates a keen interest in the PDR review process to ensure consistency across the organisation.

South Yorkshire Police has a comprehensive and well-publicised process for talent management. The force identifies talented individuals as part of its PDR process. The focus of this is on maintaining their current competency level as well as identifying potential. The force has found that this approach encourages constructive conversations enabling people to further develop in their role. A 'My CPD' record on the intranet allows staff to record what they have achieved. Line managers and

mentors can access this, if appropriate. This information can be used to guide the PDR process, development opportunities, and succession planning.

The force's promotion processes are accessible, clear and open. It provides candidates with useful information regarding the process, including feedback to improve their performance. The force requires district and departmental heads to endorse any applications for promotion. Those who have been through the process consider it fair and accessible. The force has completed a full review of its constable-to-sergeant process. This was done due to a decreasing number of constables seeking upwards progression compared with the level of known vacancies. Following this review, the force has developed a promotion support programme.

The force also has 11 dyslexia assessors in place who mentor staff day-to-day and during promotion processes. In addition, each district has a development board that all staff can attend. The force's staff networks are positive about these approaches.

All promotion processes involve a panel of three assessors, to ensure fairness and independence. The force invites the police federation to observe and provide feedback. External partners take part in the promotion processes for chief superintendents and police staff equivalents. All the officers we spoke to during the inspection felt that the promotion process is fair and open.

# Annex A – About the data

Data in this report is from a range of sources, including:

- Home Office;
- Office for National Statistics (ONS);
- our inspection fieldwork; and
- data we collected directly from all 43 police forces in England and Wales.

When we collected data directly from police forces, we took reasonable steps to agree the design of the data collection with forces and with other interested parties such as the Home Office. We gave forces several opportunities to quality assure and validate the data they gave us, to make sure it was accurate. For instance:

- We shared the submitted data with forces, so they could review their own and other forces' data. This allowed them to analyse where data was notably different from other forces or internally inconsistent.
- We asked all forces to check the final data used in the report and correct any errors.

We set out the source of this report's data below.

## Methodology

### Data in the report

British Transport Police was outside the scope of inspection. Any aggregated totals for England and Wales exclude British Transport Police data, so will differ from those published by the Home Office.

When other forces were unable to supply data, we mention this under the relevant sections below.

### Most similar groups

We compare each force's crime rate with the average rate for forces in its most similar group (MSG). MSGs are groups of similar police forces, based on analysis of demographic, social and economic factors which relate to crime. We could not identify any forces similar to City of London Police. Every other force has its own group of up to seven other forces which it is most similar to.

An MSG's crime rate is the sum of the recorded crimes in all the group's forces divided by its total population. All of the most similar forces (including the force being compared) are included in calculating the MSG average.

[More information about MSGs can be found on our website.](#)

## **Population**

For all uses of population as a denominator in our calculations, unless otherwise noted, we use ONS mid-2018 population estimates.

## **Survey of police workforce**

We surveyed the police workforce across England and Wales, to understand their views on workloads, redeployment and how suitable their assigned tasks were. This survey was a non-statistical, voluntary sample so the results may not be representative of the workforce population. The number of responses per force varied between 0 and 920. So we treated results with caution and didn't use them to assess individual force performance. Instead, we identified themes that we could explore further during fieldwork.

## **BMG survey of public attitudes towards policing (2018)**

We commissioned BMG to survey public attitudes towards policing in 2018. Ipsos MORI conducted a similar version of the survey in 2015–2017.

The survey consisted of about 400 respondents for each of the 43 forces. Most surveys were completed online, by members of online research panels. However, a minority of the surveys (around 750) were conducted face-to-face. These face-to-face surveys were specifically targeted to groups that are traditionally under-represented on online panels. This aimed to make sure the survey respondents were as representative as possible of the total adult population of England and Wales. A small number of respondents were also surveyed online via postal invites to the survey.

Results were weighted by age, gender, ethnicity and indices of multiple deprivation to match population profiles. The sampling method used is not a statistical random sample and the sample size was small, which may be more problematic for larger force areas compared to small ones. So any results provided are only an indication of satisfaction rather than an absolute.

[The findings of this survey, and previous surveys, are available on our website.](#)

## **Review of crime files**

We reviewed police case files for these crime types:

- theft from person;
- rape (including attempts);
- stalking;
- harassment;
- common assault;
- grievous bodily harm (wounding); and
- actual bodily harm.

Our file review was designed to provide a broad overview of how well the police:

- identify vulnerability;
- conduct investigations; and
- treat victims.

We randomly selected files from crimes recorded between 1 May and 31 July 2018 and assessed them against several criteria. We reviewed 60 case files in each force, except for the Metropolitan Police Service where we reviewed 90.

For our file review, we only selected a small sample size of cases per force. So we didn't use results from as the only basis for assessing individual force performance, but alongside other evidence.

## Force in context

### 999 calls

We collected this data directly from all 43 police forces in England and Wales.

### Recorded crime and crime outcomes

We took this data from the July 2019 release of the Home Office [police recorded crime and outcomes data tables](#).

Total police-recorded crime includes all crime (except fraud) recorded by all forces in England and Wales (except BTP). Home Office publications on the overall volumes and rates of recorded crime and outcomes include British Transport Police, which is outside the scope of this HMICFRS inspection. Therefore, England and Wales rates in this report will differ from those published by the Home Office.

Police-recorded crime data should be treated with care. Recent increases may be due to forces' renewed focus on accurate crime recording since our 2014 national crime data inspection.

Other notable points to consider when interpreting outcomes data are listed below.

- Crime outcome proportions show the percentage of crimes recorded in the 12 months ending 30 September 2018 that have been assigned each outcome. This means that each crime is tracked or linked to its outcome. So this data is subject to change, as more crimes are assigned outcomes over time.
- Under the new framework, 37 police forces in England and Wales provide outcomes data through the HODH every month. All other forces provide this data via a monthly manual return.
- Leicestershire, Staffordshire and West Yorkshire forces participated in the Ministry of Justice's out of court disposals pilot. As part of the pilot, they stopped issuing simple cautions or cannabis/khat warnings and restricted their use of penalty notices for disorder for adult offenders. These three forces continued to follow these procedures since the pilot ended in November 2015. Later, other forces also limited their use of some out of court disposals. So the outcomes data should be viewed with this in mind.

For a full commentary and explanation of outcome types please see the Home Office statistics, [Crime outcomes in England and Wales: year ending March 2019](#).

### **Domestic abuse outcomes**

In England and Wales, 29 police forces provide domestic abuse outcomes data through the Home Office data hub (HODH) every month. We collected this data directly from the remaining 14 forces.

Domestic abuse outcome proportions show the percentage of crimes recorded in the 12 months ending 31 March 2018 that have been assigned each outcome. This means that each crime is tracked or linked to its outcome. So this data is subject to change, as more crimes are assigned outcomes over time.

### **Workforce figures (including ethnicity and gender)**

This data was obtained from the Home Office annual data return 502. The data is available from the Home Office's published [police workforce England and Wales statistics](#) or the [police workforce open data tables](#). The Home Office may have updated these figures since we obtained them for this report.

The data gives the full-time equivalent workforce figures as at 31 March. The figures include section 38-designated investigation, detention or escort officers, but not section 39-designated detention or escort staff. They include officers on career breaks and other types of long-term absence but exclude those seconded to other forces.

### **Spend per head of population**

We took this data from the [HMICFRS value for money profiles](#).

These profiles are based on data collected by the Chartered Institute of Public Finance and Accountancy, through the Police Objective Analysis. The spend over time figures are adjusted for inflation. The population figures are ONS mid-year estimates, with the 2018/19 value calculated by assessing the trend for the last five years. [More details on this data can be found on our website](#).

### **Stop and search**

We took this data from the Home Office publication, [Police powers and procedures, England and Wales, year ending 31 March 2018](#). Stop and search totals exclude vehicle only searches and searches where the subject's ethnicity was not stated.

### **Vetting data (workforce without up-to-date security clearance)**

We collected this data directly from all 43 police forces in England and Wales.

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