



Inspecting policing
in the public interest

Crime inspection 2014

South Yorkshire Police

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How effective is the force at cutting crime?

Overall summary

South Yorkshire Police's effectiveness in its efforts to cut crime varies. Over the last four years recorded crime and victim-based crime have both reduced. However, over the last 12 months, recorded crime has remained broadly the same. Victim satisfaction is broadly in line with the England and Wales rate.

Throughout the inspection we found that there had been a number of recent force structural changes with an associated increased focus on improving the quality of victim contact; however officers are not routinely providing updates to victims of crime and standards of crime investigation are not consistent. Partnership working, early intervention, and the management of offenders are strengths for the force, although at district policing levels there is a lack of understanding of the effectiveness of these measures in preventing and reducing crime and as a consequence work in these areas is not prioritised.

The force has a clear focus on the management and reduction of anti-social behaviour with both statutory and other partners. The force understands the need to manage those at risk from being subject to anti-social behaviour. However, in relation to identifying at the first point of contact those who are most vulnerable, the force needs to ensure it is more consistent in this area.

This year, HMIC undertook an inspection into the crime data integrity of all 43 police forces, to determine the extent to which police-recorded crime information can be trusted at a national level. HMIC has serious concerns about South Yorkshire Police's approach to crime recording, which is not as accurate as it should be. Individual force reports are available at <http://www.justiceinspectors.gov.uk/hmic/>.

How effective is the force at reducing crime and preventing offending?

Good

South Yorkshire Police has maintained a focus on improving the quality of victim contact and managing and deploying to incidents based upon threat, harm and risk.

The force has recently been effective in dealing with organised crime groups particularly one involved in child sexual exploitation and has a robust integrated offender management process in place. However there is a disconnect at a district level with a lack of understanding of the effectiveness of these measures in preventing and reducing crime and as a consequence work in these areas is not prioritised.

Officers within district neighbourhood teams have a limited knowledge around the application of problem solving models and plans examined are not up-to-date or adequately supervised.

How effective is the force at investigating offending?

Requires improvement

The identification and management of vulnerability and safeguarding both for adults and children are strong, although reliant on additional database checks by control room staff.

Officers are not routinely providing updates to victims of crime within the timeframes agreed or by appropriate means.

With the exception of those investigations undertaken by specialist staff which are of a good standard, crime investigation and supervision of crime is not of a consistent acceptable standard, with evidence of crimes being finalised without investigative opportunities being fully explored.

How effective is the force at tackling anti-social behaviour?

Good

Anti-social behaviour is a clear strategic and tactical priority for the force, reinforced with clear policies and procedures to identify risk and vulnerability for anti-social behaviour victims.

The force has adopted a proactive approach to prepare the force, statutory and non- statutory partners for the introduction of new anti-social behaviour legislation. The force is in dialogue with the College of Policing and has volunteered to develop its work into national Authorised Police Practice (APP) for anti-social behaviour.

The force has strong partnership working at an operational and tactical level implementing a range of tactics to address anti-social behaviour including the use of restorative justice to divert and reduce re-offending.

How effective is the force at reducing crime and preventing offending?

Good

South Yorkshire Police has a range of effective partnership working arrangements in place.

How effective is the force at investigating offending?

Requires improvement

The management of prolific offenders through the integrated offender management programme was found to be strong and well-regarded by partners. The force has produced positive results in relation to re-offending rates in this area.

How effective is the force at tackling anti-social behaviour?

Good

Partners highlighted some inconsistencies relating to the identification of vulnerable victims linked to anti-social behaviour and the process which automatically refers information to partners such as Victim Support Services (VSS) from the force's command and control system.

Introduction

This inspection looks at how effective police forces are at cutting crime. The public expects the police to reduce, prevent and investigate crime, bring suspects to justice and, in conjunction with other services and agencies, care for victims. To assess each force's effectiveness, we looked at three specific areas:

- How effective is the force at reducing crime and preventing offending?
- How effective is the force at investigating offending?
- How effective is the force at tackling anti-social behaviour?

Methodology

During our inspection we analysed data and documents from forces, and conducted in-force inspections. We interviewed senior officers responsible for crime, neighbourhood policing and victim care in each force. We held focus groups with frontline police officers, investigators and police staff, and observed their activities first hand. We also reviewed 20 crime investigations in each force and interviewed heads of partner organisations such as local authorities. We focussed on anti-social behaviour and the offences of: burglary dwelling; serious sexual offences; and violence with injury on this inspection. We chose to focus on these offences because they cover the areas of acquisitive and violent crime and the protection of vulnerable people. This has allowed us to make an assessment of how well the force treated the victim throughout the investigation – examining in particular how well officers gathered evidence and how well they were supervised.

Victims are at the heart of this inspection. Victims are entitled to a service from the police; this includes regular information about their case, an opportunity to provide an impact statement where relevant and to be consulted on potential criminal justice outcomes. When the police provide this service to victims, it increases victim satisfaction and builds trust and confidence in the police.

As part of this inspection, we considered how well forces deal with domestic abuse, alongside other offence types. HMIC published a report in March 2014 on how well forces tackled domestic abuse and provided support to victims. As a result of that inspection all forces were asked to provide an action plan setting out how they were improving services to victims of domestic abuse and we have reviewed the action plans developed by forces. The action plans have not informed the judgments made in these reports.

The crime inspection provides HMIC with the first opportunity to test whether the force's approach to improving how it tackles domestic abuse is beginning to have an effect and this forms part of our overall assessment of the force.

How effective is the force at reducing crime and preventing offending?

HMIC looked at how the leadership of the force deploys its resources to reduce the volume of crimes being committed, maximise the quality of victim contact, and ensure that the force focuses on community priorities while mitigating national threats.

We looked at how the force prevents crime, how it uses police tactics such as stop and search powers to prevent and detect crime and reduce offending. We also looked at how the police work with other agencies such as social services to reduce crime.

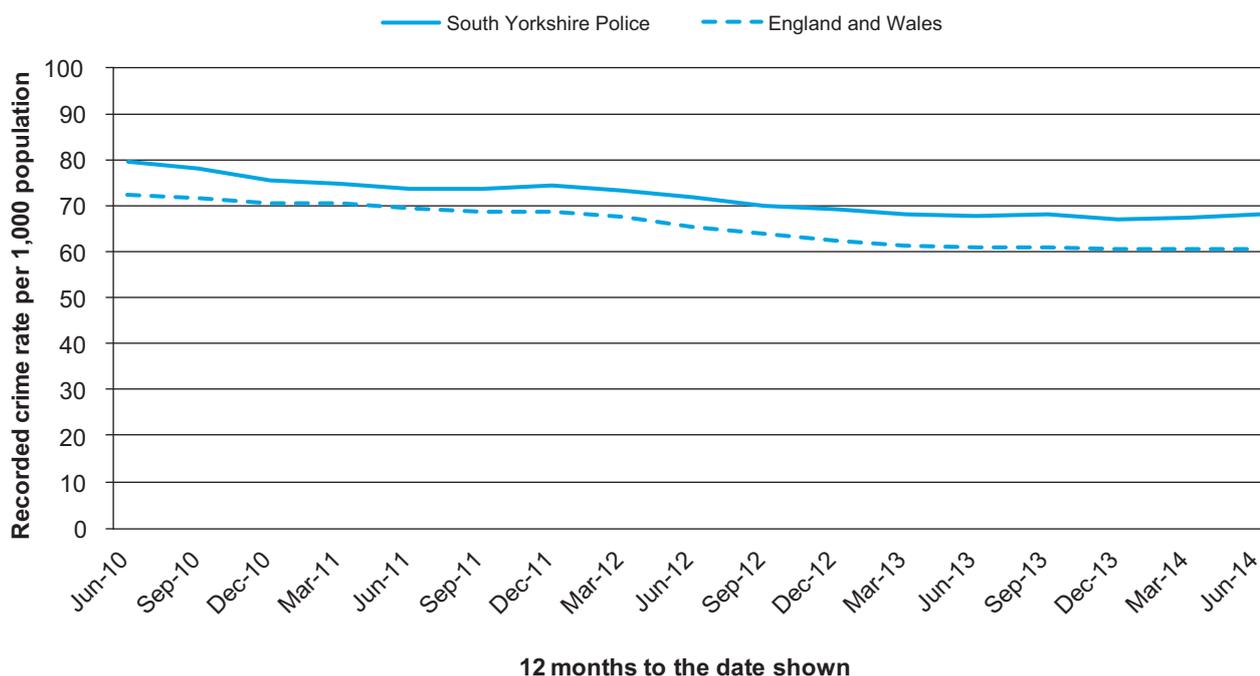
Crime

In 2010 the Home Secretary set a clear priority for the police service to cut crime. When compared with the 12 months to June 2010, recorded crime (excluding fraud) in the 12 months to June 2014 reduced by 14 percent in South Yorkshire compared with a reduction of 16 percent across all forces in England and Wales.

Over this period, victim-based crime (i.e., crimes where there is a direct victim such as an individual, a group, or an organisation) decreased by 13 percent in South Yorkshire, compared with a reduction of 16 percent across England and Wales.

Looking at the 12 months prior to the end of June 2014, recorded crime (excluding fraud) in South Yorkshire remained broadly the same, compared with a 1 percent reduction across England and Wales.

Figure: Recorded crime rate (per 1,000 population) between June 2010 and June 2014.



By looking at how many recorded crimes and incidents of anti-social behaviour occur per 1,000 population, we get an indication of how safe it is for the public in that police area. The table below shows crime and anti-social behaviour rates in South Yorkshire (per 1,000 population) compared with the rest of England and Wales.

12 months to June 2014	South Yorkshire Police rate (per 1,000 population)	England and Wales total rate (per 1,000 population)
Crime excluding fraud	68.3	60.7
Victim-based crime	62.6	53.9
Sexual offences	1.2	1.2
Violence with injury	6.4	5.9
Burglary in a dwelling*	13.1	8.9
Anti-social behaviour incidents*	56.8	36.8

*Note that anti-social behaviour data is for the 12 months to March 2014 and the rate for burglary in a dwelling is the rate per 1,000 households, not population.

We have chosen these types of crime to give an indication of offending levels in the force area. We are not judging the effectiveness of the force on recorded crime rates only. For information on the frequency of other kinds of crimes in your area, go to www.justiceinspectors.gov.uk/hmic/crime-and-policing-comparator

It must also be noted that Sheffield residents can also report council related issues that affect their quality of life through the 101 non-emergency number. These include incidents such as vandalism and graffiti, noise nuisance, abandoned vehicles, dumping and fly tipping and broken street lighting. This is different to other areas of the force where the local authority separately manage and account for their own incidents.

South Yorkshire's detection rate (for crimes excluding fraud) for the 12 months to the end of March 2014 was 24 percent. This was lower than the 26 percent for England and Wales.

The new crime outcomes framework was introduced in April 2014. It replaces a previous framework for recording how the police finalise investigations through what was known as 'sanction detections' (e.g. charges and/or summons). The new crime outcomes framework is designed to support police officers to use their professional judgment to ensure a just and timely outcome which reflects the harm to the victim, the seriousness of the offending behaviour, the impact on the community, and which deters future offending. Data on the full range of outcomes achieved as a result of investigations (not just detections but also, for example, community resolutions such as mediation known as restorative justice) will be available from July 2015 and used in future HMIC inspections.

Meeting the needs of the community

South Yorkshire Police has aligned its operational activity towards the priorities set out in the police and crime commissioner's police and crime plan and an internal document known as the force control strategy. The force uses a range of analytical and intelligence gathering processes to identify and prioritise community needs. The force also uses a range of community engagement forums to identify emerging threats and risks posed to the community. Methods of contact with the public include social media, web forums, email and targeted community text messages to provide information and seek feedback from the community.

Meetings to discuss performance and how to allocate resources to identified areas of threat, harm and risk take place monthly. The force uses these meetings to identify the current strategic crime threats and those which are appearing on the horizon. There is a particular focus on deciding how to use resources to tackle serious and acquisitive crime such as burglary, violent crime and serious sexual offences.

The force has a district and force daily management meeting (DMM) to discuss priorities and allocate resources. The force has recently changed the way the DMM is run to improve the way the force identifies threat, harm, risk and vulnerability of communities and victims. HMIC attended two district DMMs and one force DMM and found that the meetings were adequately chaired and attended by the right mix of officers and staff. Those leading the meeting gave a clear emphasis on threat, risk, vulnerability and harm. HMIC also observed a proactive and appropriate allocation of resources to meet the identified demands and risks. The DMMs are supported by an electronic briefing tool called 'i-brief' which helps to ensure that important issues are highlighted to officers and they understand what they are being asked to do.

HMIC looked at the way the force uses problem solving techniques and the evidence base of 'what works' to prevent and reduce crime. Problem profiles are regularly produced for districts to help them target potential crime hotspot areas and potential victims in relation to burglary and violent crime. One example is Operation Optimal, a crime prevention approach to reduce dwelling burglary which is well-embedded across the force. Analysts regularly look at information about where dwelling burglaries take place in each part of the force area. This is then used to predict where burglaries might next occur and analysis is then used to direct officers to those areas of the force which are most likely to be the subject of burglaries, so that officers can prevent them occurring. The work seeks to predict to short time frames, that is, to one hour periods, in particular local areas where police resources are best placed to prevent crime.

HMIC found that neighbourhood teams have a limited knowledge of the application of problem solving methods such as scanning, analysis, response and assessment (SARA) and the value they bring regarding sustainable crime reduction. Plans examined were not up-to-date and had little evidence of supervisory review.

In addition the force was found to have an ineffective IT platform in terms of hosting any repository of good practice and therefore a limited ability to document and share good practice throughout the force. There is little direct analysis and evaluation of the response to problems tackled and the current approach appears more focused upon the recording of events and actions rather than analysis and evaluation of outcomes.

Quality of victim contact

Throughout the inspection HMIC found that there had been a number of recent force structural changes designed to help the workforce focus on improving the quality of victim contact. Partner agencies from Victim Support, Rape Crisis and the Sexual Assault and Referral Centre (SARC) commented that initial contact with the majority of victims of crime was good, and victim vulnerability was identified in the majority of cases at an early stage, particularly where contact was made by specialist investigation teams.

In respect of the victims of serious sexual offences HMIC spoke to officers and staff involved with the SARC. This was reported to have established effective communication pathways with sexual health services, crisis workers, counselling services and third sector partners such as Rape Crisis centres. HMIC found referrals to partner services are made in a timely and appropriate manner taking into account the wishes of the victims.

Within the Criminal Justice Unit is a centralised Witness Care Bureau which manages the care, updating and provision of support for victims and witnesses required to attend court in criminal proceedings. HMIC was told witness attendance rates are consistently above 85 percent and incidence of witness summonses were low indicating appropriate support is provided to victims and witnesses in this area.

An important measure of the impact of changes to service delivery for the public is how satisfied victims are with the overall service they receive when they seek police assistance. In the 12 months to the end of June 2014, South Yorkshire had a victim satisfaction rate of 85.2 percent (± 1.4 percent) which is broadly in line with the satisfaction rate in England and Wales of 85.0 percent (± 0.2 percent). Its current rate is broadly in line with the 85.3 percent (± 1.4 percent) recorded for South Yorkshire in the previous year.

Use of police tactics

In response to dwelling burglaries, the force has trialled 'cocooning' initiatives, involving intensive police and partner activity around targeted burglary locations. These locations are defined by data analysis tools known as Operation Forager. HMIC was provided with positive feedback by Neighbourhood Watch (NHW) co-ordinators who were directly engaged with the police operation citing a good exchange of information and bringing a positive awareness to officers of how effective NHW can be in supporting local targeted initiatives.

The force has patrol plans in place to focus policing activity on crime and incident 'hotspots' for violent crime and anti-social behaviour associated with the 'night time economy'. There is strong support for this approach by voluntary and business partners. Effective disruptive tactics, such as gang injunctions, are used but proportionately limited to areas of most need, for example, Sheffield.

Voluntary partners identified the Street Pastors scheme as an example of a positive partnership with pastors proactive in identifying and assisting with the welfare needs of those found to be intoxicated. The pastors also work with door staff to assist in defusing situations likely to lead to disorder. Pastors felt their role was positively acknowledged but felt that there would be benefit in adopting a better and more inclusive approach to night time economy briefings.

The force has made a significant investment in crime prevention training, with 1,340 police officers having been trained. According to the force, 140 police community support officers (PCSO) will have undertaken the College of Policing's three day accredited crime prevention training allowing them to conduct household crime prevention surveys by November 2014. Ten additional PCSOs have been trained and deployed to support business crime reduction.

The force works with prisons and the probation service to identify those offenders who are willing to participate in restorative justice. Further initiatives include the use of the Alcohol Diversionary Scheme, which is used primarily in Doncaster as an out-of-court disposal. This is aimed at offender rehabilitation.

The force has a restorative justice framework in place to monitor the use of restorative interventions. This is produced on a quarterly basis and details the number of out-of-court disposals, adult and youth re-offending rates, restorative justice initiations and mediations. The Restorative Justice Council has contracted Sheffield Hallam University to undertake evaluation of restorative justice in order to review the number of referrals and outcomes made in South Yorkshire Police compared to other forces nationally and identify lessons from the experience of victims in order to improve services to the public.

South Yorkshire Police has identified 34 organised crime groups (OCGs) which are being mapped and managed at a force level, with examples of success in relation to the most serious cases. For example Operation Alphabet which successfully dealt with an OCG involved with child sexual exploitation.

While local policing districts have responsibility for dealing with a number of OCGs, force analysts expressed concern that OCG management is not seen as a local priority. This was specifically expressed in relation to locations where individuals connected to OCGs reside but do not undertake criminal activity and so action to disrupt the OCGs is not given priority. OCG management is not seen as a priority by some district neighbourhood teams which cited it as diverting them from addressing anti-social behaviour and other local priorities.

Neighbourhood staff spoken to in relation to integrated offender management (IOM) did not fully support IOM as a model to reduce and prevent offending.

Partnership working and information sharing

The force works effectively with partners by participating in numerous multi-agency meetings, particularly multi-agency public protection arrangements (MAPPAs) and domestic abuse related multi-agency risk assessment conferences (MARAC) to discuss, assess and address risks. MAPPA arrangements are robust with each of the four policing districts holding monthly meetings to determine risk and agree action to address that risk. Where additional specialist support is required cases are referred for consideration at force level.

Partners consider the MARAC arrangements for domestic abuse cases assessed as high risk to be particularly effective with productive dialogue and interventions which also identified those perpetrators who may be victims themselves.

Early review of cases enables force domestic abuse officers to place an immediate tag on the systems used in the force's control room, that details the risk posed to the victim/children, to ensure an immediate police response to any incidents. Further safety measures are put in place with partners, subject to the needs of the individual.

Victim Support Services (VSS) reported positively on a recent female genital mutilation and sexual offences conference held in the South Yorkshire Police area with other agencies to raise awareness in relation to these issues. VSS reported they felt there has been an increase in hate crime towards ethnic communities arising out of recent local and national CSE media reports, but felt the reporting process was much better, albeit there is a need to constantly encourage victims to come forward through primary and third party referrals.

Neighbourhood watch co-ordinators reported they had been able to provide positive evidence to support victims of hidden crime by the appropriate use of 20 cameras which

have highlighted incidents of minor crime and anti-social behaviour which would otherwise prove hard to identify.

Domestic abuse

In March 2014 HMIC published the results of its inspection of 43 forces on the effectiveness of the police approach to domestic violence, with a focus on outcomes for victims and whether risks to victims are adequately managed. This included clear recommendations for each force about improvements it should make. As a result of this inspection all forces were required to produce and publish an action plan setting out the steps they were taking to improve the services to victims of domestic abuse. This plan should demonstrate that HMIC recommendations are being addressed and also explain how:

- the leadership will ensure the changes necessary and hold the right people to account;
- the police response when a victim first contacts them (by a 999 call or by visiting a police station) and when they first attend the scene of the incident is improved;
- the force will ensure there is a high quality investigation of all domestic abuse crime;
- victims will be properly supported and offenders properly managed; and
- the training and learning provided to officers ensures they can give the best available response to the victim.

HMIC has made an initial consideration of the action plan submitted by South Yorkshire Police. We found the action plan is detailed and outlines activity which is in line with the agreed national priorities for forces outlined above. The plan includes additional documents to evidence activity. There is no direct reference to the specific HMIC recommendations for the force, but there is evidence within the action plan that demonstrates the force's adoption of the HMIC recommendations.

The crime inspection provided us with our first opportunity to test whether changes in the force's approach to domestic abuse were beginning to have a positive effect.

HMIC found evidence that South Yorkshire Police has a dedicated domestic abuse offender manager, who conducts regular checks on high risk offenders to ensure they are complying with conditions imposed on them. The offenders to be managed are identified by the force domestic abuse team working closely with independent domestic violence advocates (IDVA). The domestic abuse team, together with IDVAs provide support for victims of domestic abuse seven days a week.

The definition of repeat victims of domestic abuse varies across the force between the police and partners and this highlighted an inconsistent approach. Partners within public protection expressed frustration that the force has no collective partnership forum to discuss

issues, on behalf of victims, which potentially could result in service improvement and address administrative weaknesses in referral processes.

Recommendations

- Within six months, South Yorkshire Police should take steps to communicate the role and tasks that staff, especially within neighbourhood teams, are expected to perform in relation to the dismantling and disruption of organised crime groups and tackling prolific offenders as part of the integrated offender management scheme.
- Within three months, South Yorkshire Police should develop and commence the implementation of an action plan to improve the quality of problem solving which will ensure that:
 - (a) officers and police staff are aware of the problem solving approaches and have the professional skills and expertise to fulfil their duties;
 - (b) supervisors know what is expected of them in driving up standards and there appropriate recording, monitoring and oversight of plans;
 - (c) the force systematically capture learning and good practice in crime prevention and local problem solving; and
 - (d) share learning and good practice across the force.
- Within 3 months, South Yorkshire Police should establish a means of engaging both statutory and voluntary organisations, especially those with a public protection remit, to obtain feedback to improve the quality of service provided to victims.

Summary

Good

- South Yorkshire Police has maintained a focus on improving the quality of victim contact and managing and deploying to incidents based upon threat, harm and risk.
- The force has recently been effective in dealing with organised crime groups particularly one that involved child sexual exploitation and has a robust integrated offender management process in place. However there is a disconnect at a district level with a lack of understanding of the effectiveness of these measures in preventing and reducing crime and as a consequence work in these areas is not prioritised.
- Officers within district neighbourhood teams have a limited knowledge around the application of problem solving models and plans examined are not up-to-date or adequately supervised.
- South Yorkshire Police has a range of effective partnership working arrangements in place.

How effective is the force at investigating offending?

HMIC looked at the range of police tactics and powers used by the force to investigate offending, including how investigations are conducted, whether persistent offenders are diverted from crime and how people vulnerable to repeat crime are supported. We looked at how the force learns from experience in order to improve professionalism in operational practice and leadership.

Vulnerability, risk and victims

South Yorkshire Police identifies those who are vulnerable and those victims who may repeat victims at the first point of contact. Staff in the force control room have received training in assessing repeat victimisation or vulnerability and are asked to pose a series of questions to assist in assessing this. Force computer systems show if it is a repeat caller from the telephone number or an address check only. Staff then must check various systems to identify repeat victims or vulnerability. At present there is no integrated computer system that provides information on any previous call made by the caller using name, telephone number or location as the basis for identifying if they are a repeat caller or have been identified previously as vulnerable.

Incidents involving repeat victims or vulnerable persons are graded as a priority and allocated to response officers to deal with. Appointments may be used for those incidents not involving repeat or vulnerable persons based upon the circumstances. If the incident merits some additional attendance or enquiries, reassurance visits are allocated to the local neighbourhood officers to follow up directly.

Partner agencies including Victim Support Services (VSS), Rape Crisis, independent sexual violence advisors (ISVAs) and IDVAs repeatedly identified during the inspection that while officers draw up contracts with victims to agree the format and frequency of contact in line with the Code of Practice for Victims of Crime, officers are not routinely providing updates to victims within the timeframes agreed or by appropriate means. Examples were given of vulnerable victims being inappropriately updated on cases by text and voicemail rather than direct conversation. This view is supported by police and crime commissioner's victim surveys which indicate there is inconsistency in the quality of victim feedback.

HMIC reviewed 20 crime investigations and found there was evidence of good adherence to the Code of Practice for Victims of Crime, for example victims were updated within required timeframes. There were some examples where entries did not show that timeframes agreed with victims had been met or the detail of what exactly the victim had been updated upon. The safeguarding of victims was good with a range of tactics being used: For example HMIC found that domestic violence officers (DVOs) are used to good effect; positive action is taken against offenders with the application of appropriate bail conditions; referrals are being made to risk assessment conferences and other agencies, and there is evidence that

restraining orders are being used. However no evidence was found of the use of domestic violence protection orders.

Investigation

South Yorkshire Police has recently implemented a new centralised crime management unit (CMU) and crime recording bureau (CRB) within the force control room with the intention of standardising the investigation practices adopted by the force. Control room staff review incidents to prioritise response officer deployments and consider the use of appointments including a 'diary car' for those incidents that do not require an immediate response or desk-based investigations within the CMU, where deemed appropriate.

The 20 crime investigations reviewed by HMIC, confirmed evidence obtained from unannounced visits that in the majority of cases the right resource and skill sets are allocated to investigate different complexities of crime types. In respect of investigation standards the inspection found there to be a variable level of quality between investigations managed by the CMU, officers on district teams and those investigated by dedicated investigation teams.

Examples were found of crime investigations being finalised and filed within the CMU when there were further lines of enquiry or forensic opportunities that had not been fully explored or recorded. CMU were found to be 'self-filing' some investigations due to supervisors being too busy. HMIC were told that the CMU was understaffed by 14 posts, with the actual figure being 5.64 full-time equivalent posts. This reported situation, coupled with CMU staff reporting they had had little investigation training is having an impact upon the ability of supervisors to validate if staff are making the right decisions. It also means there is little supervision to ensure that investigation logs accurately reflect if important questions have been asked and the reliability and consistency of investigative decision-making. We are concerned that this will mean victims of crime do not get the service they deserve. This evidence was supported by the review of crime files that we conducted prior to the inspection. There was limited evidence that investigation strategies were formulated and checked for completion by supervisors and limited evidence of intrusive or proactive supervision.

Overall HMIC found the standard of investigations within the CMU and within response teams was mixed and not to a consistent standard. The intervention and direction by supervisors across the crime categories examined was also inconsistent and there was little evidence of clear investigation plans. In relation to the investigation process, the crime file review identified a lack of a consistent approach with it being apparent that different local policies exist to investigate local crime.

Within investigations conducted by specialist investigators such as child protection and vulnerable adults, the level of investigation was seen to be more thorough in terms of recorded updates; however there were still examples where some cases had no investigation plans or proactive supervision. A number of detectives indicated they used other means to record information rather than the crime management system.

In respect of witness care for rape and serious sexual assault, the force has recently established a specialist rape investigation team which deals with both victims and offenders for all adult rapes and works directly with ISVAs and IDVAs who spoke positively on behalf of victims that the unit had dealt with.

Tackling repeat and prolific offenders

South Yorkshire Police assesses individuals to decide whether they should be managed under the integrated offender management programme.¹ When doing so, they take into account various risk factors of, for example, risk of re-offending, risk of harm, frequency of offending and type of offending. At the time of inspection, the force has 226 prolific offenders however it has a further 290 (a total of 516) individuals that it chooses to monitor, based on risk.

The integrated offender management (IOM) scheme, in place to manage those offenders likely to cause most harm to the communities, is well managed. There are regular meetings with key partners and a structured approach is used to identify and assess risk. The decision to include an offender on the IOM programme is made by representatives from South Yorkshire Police IOM Unit, Probation and the local Drugs and Alcohol Team. As of 31 July 2014, the force has 857 offenders under integrated offender management.

The force is piloting polygraph testing as a voluntary assessment tool with probation in respect of managing high risk offenders.

Learning from experience

At a strategic level, learning is recorded by the force's learning and development board and at an operational level the force's investment in dedicated trainers for specific crime types and thematic leads for crime types, allows the early identification of good practice and identifying any investigation training gaps.

¹ There is no standard national definition of who should be considered for integrated offender management arrangements. South Yorkshire Police decides who needs to be managed under these arrangements using its own scoring system.

Officers confirmed that the force holds a number of operational workshops during the year to update officers on issues which include human trafficking, child sexual exploitation and cyber-crime which were seen as useful. Detectives stated there had been a recent Professionalising Investigation Programme (PIP) masterclass which was considered useful to those able to attend. The force actively uses NCALT packages to provide computer-based training, however the majority of staff spoken with indicated this is often over-used and not well-regarded as a primary means of learning.

HMIC was told that the force has a fully adopted PIP accreditation for investigators and has a sufficiency of PIP Level 1 and 2 trained staff to meet its current needs. The force adheres to national guidance for training senior investigating officers. During unannounced visits it was found that district and specialist investigation staff were appropriately accredited for their role and that the force is proactive in ensuring PIP accreditation can be achieved and maintained by those investigators.

Recommendations

- Within three months, South Yorkshire Police should develop and implement an action plan to improve the quality of victim service and contact which will ensure that:
 - (a) investigating officers and police staff are aware of the standards required within the Code of Practice for Victims of Crime and have the professional skills and knowledge to fulfil their duties;
 - (b) supervisors know what is expected of them in driving up standards;
 - (c) there is appropriate monitoring and oversight of quality and timeliness of victim service and contact; and
 - (d) feedback from victims is used to improve the service provided.
- Within three months, South Yorkshire Police should develop and commence the implementation of an action plan to improve the quality of investigations which will ensure that:
 - (a) investigating officers and police staff are aware of the standard required and have the professional skills and expertise to fulfil their duties;
 - (b) supervisors know what is expected of them in driving up standards; and
 - (c) there is appropriate monitoring and oversight of investigative quality.
- South Yorkshire Police should immediately review the operation of the Crime Management Unit and by February 2015 should have developed and commenced the implementation of a service improvement plan.

Summary

Requires improvement

- The identification and management of vulnerability and safeguarding both for adults and children are strong, although reliant on additional database checks by control room staff.
- Officers are not routinely providing updates to victims of crime within the timeframes agreed or by appropriate means.
- With the exception of those investigations undertaken by specialist staff which are of a good standard, crime investigation and supervision of crime is not of a consistent acceptable standard, with evidence of crimes being finalised without investigative opportunities being fully explored.
- The management of prolific offenders through the integrated offender management programme was found to be strong and well-regarded by partners. The force has produced positive results in relation to re-offending rates in this area.

How effective is the force at tackling anti-social behaviour?

HMIC looked at how the force prevents and tackles anti-social behaviour; in particular the way victims are treated. We looked at the quality and consistency of victim contact across the force and whether victims of anti-social behaviour were dealt with in a comparable way to victims of other crimes.

Community contact and victim care

During the inspection HMIC was provided with clear evidence of the force's commitment to identify and address anti-social behaviour as a clear strategic and tactical priority. We saw good examples provided of partnership working and the positive use of mediation services. This commitment is further reinforced with clear identification of risk and vulnerability for anti-social behaviour victims and their subsequent management through partnership arrangements. There are embedded processes regarding follow-up visits. The approach is threat and risk-based and follow-up is individually assessed against need as well as against those identified as repeat, vulnerable or as part of continuing community tensions.

HMIC found that control room staff make efforts to identify repeat and vulnerable anti-social behaviour victims. However, feedback provided by partners suggests that on occasions the force is not always identifying vulnerability at the first point of contact.

The force has a communication strategy to engage with communities in relation to anti-social behaviour and uses a range of tactics including social media. The force operates a 'your voice counts' survey allowing local communities to have a say on what is important.

Neighbourhood Watch co-ordinators indicated that they have an effective means of providing and receiving information by email but felt the Partnerships and Communities Together (PACT) meetings which allow the public to directly engage with their local neighbourhood teams were inconsistent in their approach across the four districts and would benefit from better standardisation. The local authorities provide a partner agencies manager who engages with hard-to-reach groups and specialist staff within Victim Support and partnership teams who address specific anti-social behaviour issues. They are based within most of the force's safer neighbourhood police teams.

HMIC was told of the significant arrangements the force was undertaking to deliver joint training in relation to the new anti-social behaviour legislation during September 2014 with the four district local authorities, partners and local neighbourhood officers. The approach is seeking to develop joint trigger plans with legal services; this will provide a force-wide approach in the development of initiatives and tactics for third party reporting in line with the new anti-social behaviour legislation. The force is in dialogue with the College of Policing and has volunteered to develop its work into national Authorised Police Practice (APP) for anti-social behaviour.

Partnership working

HMIC found clear evidence that the force and its partners use a number of methods to communicate with communities to understand what matters to local people. Identified officers and staff within communities ensure that their neighbourhoods are kept up-to-date with local matters particularly around anti-social behaviour and related criminal activity. A range of tactics are used by the force and partners to tackle anti-social behaviour. In the last 12 months, 6 dispersal orders, 2,491 anti-social behaviour warning notices and 10 anti-social behaviour orders (ASBOs) have been used. South Yorkshire Police with its principal partners is keen to learn from this experience and develop new initiatives in line with the introduction of the imminent changes to anti-social behaviour legislation and procedures.

During the course of unannounced visits, local neighbourhood teams provided a range of examples of good local partnership initiatives, for example, working with identified troubled families, youth diversion activities and examples where the force has used restorative justice to enhance offender rehabilitation and support victims of anti-social behaviour.

Partners gave considerable praise for the 'Lifewise Centre' which is a film set where the force, together with South Yorkshire Fire and Rescue and other partners, provides interactive scenarios to educate year six students in road safety, fire safety, internet safety and life skills. Where possible, PCSOs assist with the scheme and almost all of South Yorkshire's primary schools are signed up, resulting in approximately 14,000 visitors per year, and making this a significant contribution to interaction between the public and neighbourhood policing personnel. Regular 'street skills' training to frontline uniformed officers has not been rolled out to PCSOs, detectives and specialist units and many of these staff, when spoken to during unannounced visits, said they would benefit from the same input.

Improving services to the public

In the 12 months to March 2014, South Yorkshire Police recorded 77,177 incidents of anti-social behaviour. This is a reduction of 4 percent against the previous 12 months.

The force uses street level restorative justice for anti-social behaviour and low level crime for first time offenders and referrals to community justice panels and neighbourhood resolution panels (currently in Sheffield and Barnsley). There is a restorative justice scrutiny panel consisting of South Yorkshire Police, magistrates, Victim Support and youth offending teams who meet every quarter to monitor this work and ensure lessons are learned and outcomes are appropriate.

Recommendation

- Within three months, South Yorkshire Police should consult Victim Support and other partners and review the process of assessing vulnerability at first point of contact. By March 2015 the force should have implemented any action found to be required to ensure greater consistency.

Summary



Good

- Anti-social behaviour is a clear strategic and tactical priority for the force, reinforced with clear policies and procedures to identify risk and vulnerability for anti-social behaviour victims.
- The force has adopted a proactive approach to prepare the force, statutory and non-statutory partners for the introduction of new anti-social behaviour legislation. The force is in dialogue with the College of Policing and has volunteered to develop its work into national Authorised Police Practice (APP) for anti-social behaviour.
- The force has strong partnership working at an operational and tactical level implementing a range of tactics to address anti-social behaviour including the use of restorative justice to divert and reduce re-offending.
- Partners highlighted some inconsistencies relating to the identification of vulnerable victims linked to anti-social behaviour and the process which automatically refers information to partners such as Victim Support Services (VSS) from the force's command and control system.

What each judgment means

HMIC uses four categories for making judgments, two are positive and two are negative. The categories are:

- outstanding;
- good;
- requires improvement; and
- inadequate.

Judgment is made against how well the force cuts crime. In applying the categories HMIC considers whether:

- the way the force is cutting crime and reducing offending is good, or exceeds this standard sufficiently to be judged as outstanding;
- the force requires improvement in the way it cuts crime, and/or there are some weaknesses; or
- the force's effectiveness at cutting crime is inadequate because it is significantly lower than is expected.