



## HMIC Inspection Report

### South Yorkshire Police

October 2007



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## Introduction to HMIC Inspections

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

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

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

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

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

### Programmed frameworks

This report contains assessments of the first three key areas of policing to be inspected under HMIC's new programme of work:

1. Neighbourhood Policing;
2. performance management; and
3. protecting vulnerable people.

Neighbourhood Policing has been inspected not only because it is a key government priority but also, and more importantly, because it addresses a fundamental need for a style of policing that is rooted in and responds to local concerns. The police service must, of course, offer protection from high-level threats such as terrorism and organised criminality, but it

also has a key role in tackling the unacceptable behaviour of the minority of people who threaten the quality of life of law-abiding citizens.

Performance management is an activity largely hidden from public view, although members of the public are directly affected by poor performance on the part of their local force. This inspection has focused on the need for forces to maximise the opportunities for performance improvement. It also posed questions as to whether forces have an accurate picture of how they are doing and the capability to respond to changing priorities. This area was selected for inspection because it is a key factor in delivering good performance across the board.

Protecting vulnerable people covers four related areas – child abuse, domestic violence, public protection and missing persons – that address the critically important role of the police in protecting the public from potentially serious harm. In the 2006 baseline assessment this was the worst performing area and raised the most serious concerns for HMIC and others. As a result, this area was prioritised for scrutiny in 2007.

### **Risk-based frameworks**

In addition to its programmed inspection work, HMIC continues to monitor performance across a range of policing activity, notably those areas listed in the table below.

<b>HMIC risk-based frameworks</b>
Fairness and equality in service delivery
Volume crime reduction
Volume crime investigation
Improving forensic performance
Criminal justice processes
Reducing anti-social behaviour
Contact management
Training, development and organisational learning

While these activities will not be subject to routine inspection, evidence of a significant decline in performance would prompt consideration of inspection. For 150 years, HMIC has maintained an ongoing relationship with every force. This allows it to identify and support forces when specific issues of concern arise. On a more formal basis, HMIC participates in the Home Office Police Performance Steering Group and Joint Performance Review Group, which have a role in monitoring and supporting police performance in crime reduction, crime investigation and public confidence.

HMIC conducts inspections of basic command units (BCUs), also on a risk-assessed basis, using the Going Local 3 methodology. Combining these various strands of inspection evidence allows HMIC to form a comprehensive picture of both individual force performance and the wider national picture.

## The grading process

Grades awarded by HMIC are a reflection of the performance delivered by the force over the assessment period April 2006 to July 2007. One of four grades can be awarded, according to performance assessed against the SGC (for the full list of SGC, see <http://inspectors.homeoffice.gov.uk/hmic/methodologies/baseline-introduction/ba-methodology-06/?version=1>).

### *Excellent*

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

- The force should be recognised, or be able to act, as a 'beacon' to others, and be accepted within the service as a source of leading-edge practice. Evidence that other forces have successfully imported practices would demonstrate this.
- HMIC is committed to supporting innovation and we would expect 'Excellent' forces to have introduced and evaluated new ways of delivering or improving performance.

### *Good*

Good is defined in the Collins English Dictionary as 'of a high quality or level' and denotes performance above the minimum standard. To reach this level, forces have to meet in full the criteria set out in Fair and most of the criteria set out in Good.

### *Fair*

Fair is the delivery of an acceptable level of service, which meets national threshold standards where these exist. To achieve a 'Fair' grade, forces must meet all of the significant criteria set out in the Fair SGC. HMIC would expect that, across most activities, the largest number of grades will be awarded at this level.

### *Poor*

A Poor grade represents an unacceptably low level of service. To attract this very critical grade, a force will have fallen well short of a significant number of criteria set out in the SGC for Fair. In some cases, failure to achieve a single critical criterion may alone warrant a Poor grade. Such dominant criteria will always be flagged in the SGC but may also reflect a degree of professional judgement on the level of risk being carried by the force.

## Developing practice

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

### **Future HMIC inspection activity**

Although HMIC will continue to maintain a watching brief on all performance areas, its future inspection activity will be determined by a risk assessment process. Protective services will be at the core of inspection programmes, tailored to capacity, capability and the likelihood of exposure to threats from organised criminality, terrorism and so on. Until its full implementation in April 2008, Neighbourhood Policing will also demand attention. Conversely, those areas (such as volume crime) where performance is captured by statutory performance indicators (SPIs), iQuanta and other objective evidence will receive scrutiny only where performance is deteriorating, as described above.

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

<b>Planned Inspection areas</b>
Serious and organised crime
Major crime
Neighbourhood Policing
Strategic resource management
Customer service and accessibility
Critical incident management
Professional standards
Public order
Civil contingencies
Information management
Strategic roads policing
Leadership

## Force Overview and Context

### Geographical description of force area

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

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

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

### Demographic profile of force area

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

In terms of council tax, the average bill per dwelling is lower than all but two of the metropolitan police authorities, which is attributable to the number of dwellings being classed in the lower council tax bands based on their value. No other PA in England has a lower ratio of tax base to chargeable dwellings.

### Structural description of force including staff changes at chief officer level

South Yorkshire Police (SYP) is the thirteenth largest of the 44 forces in England, Wales and Northern Ireland. SYP has an annual net revenue expenditure budget for 2007/08 of £241 million, which includes annual staff costs of £233 million.

The force consists of 3,328 police officers of all ranks, supported by 2,750 police staff. This includes 193 minority ethnic officers (5.80%) and 108 minority ethnic police staff (3.93%). Figures also include 849 female officers (25.51%) and 1,803 female police staff (65.56%).

The ACPO team comprises the Chief Constable, the deputy chief constable (DCC), three assistant chief constables (ACCs) – specialist operations (SO), territorial operations (TO) and corporate relations (CR) – and the director of finance and administration (DFA). Although the Chief Constable and DFA have been in post for some time, there have been recent changes at DCC and ACC level. These include the recent promotion to temporary DCC of an existing ACC, two recently appointed ACCs and promotion of a chief superintendent to temporary ACC. This follows the promotion of the former DCC to Chief Constable North Yorkshire and the retirement of two former ACCs.

The force has taken the opportunity to pilot, for operational and organisational business benefits, the amalgamation of the existing Sheffield 1 and Sheffield 2 districts under one chief superintendent.

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Changes have also taken place within the South Yorkshire Police Authority (PA), with the appointment of a new chair and vice-chair, in addition to the appointment of five new independent members.

### **Strategic priorities**

The South Yorkshire strategic policing priorities for 2007/08 are:

- tackling crime at all levels;
- promoting community safety;
- improving confidence and satisfaction; and
- maximising resources.

### **Force developments since 2006**

#### ***Financial and business planning***

The PA's medium-term financial strategy has a detailed schedule of savings determined to deliver a £6-million reduction in the base expenditure requirement by the financial year 2009/10. This will be phased in by the achievement of £2-million worth of savings in 2007/08, £4 million in 2008/09 and £6 million in 2009/10.

#### ***Neighbourhood Policing***

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

The force has a strong commitment to Neighbourhood Policing which is reflected in the adoption of a safer neighbourhood area (SNA) structure. This currently consists of 23 SNAs, 55 safer neighbourhood teams (SNTs) and 5 safer neighbourhood units (SNUs) contained within 5 districts: Barnsley, Doncaster, Rotherham and Sheffield 1 and 2. This structure is supported by 16 support departments. There are structures and processes in place to support partnership working at an operational level through to local strategic partnership (LSP) level. Joint action groups (JAGS) sit at SNA level and neighbourhood action groups (NAGs) underpin this activity at SNT level.

#### ***Protective services***

The force has invested additional funding in the area of protective services which has enabled:

- enhancement in the capacity to deal with counter-terrorist operations and to support the work of the Counter Terrorist Unit; and
- the creation of a fully equipped and trained level 2 acquisitive crime team with surveillance capability.

In addition the force has now invested in an operational arm for the major incident team which has greatly reduced the abstraction level in districts.

Protective services, specifically the firearms support group within operational support services (OSS), have recently embarked upon further developments to their tactical team, with the provision of advanced firearms tactics to deal with increased threats associated with gun crime and criminality. Such advanced tactics, which include mobile armed surveillance teams, dynamic entry and dynamic intervention, have been developed in collaboration with regional police partners. Recent exercises have tested such partnerships,

and learning has enhanced interoperability, which has strengthened the regions capacity and capability to deal with protracted operations.

## Findings

### National summary of judgements

	Excellent	Good	Fair	Poor
<b>Neighbourhood Policing</b>				
Neighbourhood Policing	6	14	21	2
<b>Performance management</b>				
Performance management	6	29	8	0
<b>Protecting vulnerable people</b>				
Child abuse	3	17	21	2
Domestic violence	1	13	27	2
Public protection	2	16	23	2
Missing persons	1	21	21	0

### Force summary of judgements

<b>Neighbourhood Policing</b>	<b>Grade</b>
Neighbourhood Policing	<b>Good</b>
<b>Performance management</b>	<b>Grade</b>
Performance management	<b>Good</b>
<b>Protecting vulnerable people</b>	<b>Grade</b>
Child abuse	<b>Fair</b>
Domestic violence	<b>Fair</b>
Public protection	<b>Good</b>
Missing persons	<b>Good</b>

## Neighbourhood Policing

GRADE	GOOD
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### National grade distribution

Excellent	Good	Fair	Poor
6	14	21	2

### National contextual factors

The national Neighbourhood Policing programme was launched by ACPO in April 2005 to support the Government's vision of a policing service which is both accessible and responsive to the needs of local people. It was anticipated that, by April 2007, every area across England and Wales would have a Neighbourhood Policing presence appropriate to local needs, with all Neighbourhood Policing teams in place by April 2008. For local communities this means:

- increased numbers of police community support officers (PCSOs) patrolling their streets, addressing anti-social behaviour (ASB) and building relationships with local people;
- access both to information about policing in their local area and to a point of contact in their Neighbourhood Policing team; and
- having the opportunity to tell the police about the issues that are causing them concern and helping to shape the response to those issues (Home Office, May 2006).

By focusing on the key areas of resources, familiarity/accessibility, problem identification and joint problem solving, this inspection has identified the extent to which Neighbourhood Policing is being implemented. It has also examined forces' capability and commitment to sustain implementation beyond April 2008.

### Contextual factors

The Chief Constable's vision for the force is to deliver the best possible service to the public through personal responsibility, exercising effective leadership and by inspiring confidence through the quality of policing. The 'Leaders in Action' programme provides the means by which core values are promoted including citizen-focused policing, reflecting the needs and expectations of individuals and local communities in decision making and quality of service from each arm of delivery. The development of Neighbourhood Policing and partnership relationships takes place within the context of the 'Leaders in Action' programme and the force citizen agenda which aims to provide a focus for service delivery by all functions in order to improve public confidence, to increase the satisfaction of service users and to increase public involvement in policing.

The current Neighbourhood Policing programme has been strengthened during the course of the past 12 months. The vision has been restated and the force has built a working framework reinforcing the infrastructure to develop Neighbourhood Policing. The force is moving from the implementation phase and putting the programme in the hands of the leaders of the organisation to bring about the necessary changes and to work through the

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cultural issues. The force is confident that it has the structures and processes in place to deliver the Neighbourhood Policing programme by March 2008.

Delivery of Neighbourhood Policing is carried out within all 5 districts incorporating 23 SNAs and 55 SNTs. In addition to the PCSOs there are 368 police officers deployed within this framework working in partnership with 421 employees from other agencies collectively delivering services at the neighbourhood level. In April 2007, SYP met its Home Office target of 328 PCSOs.

As part of the inspection process a telephone survey of 100 randomly selected residents was carried out, consisting of six questions about their experiences and views of how Neighbourhood Policing is being delivered in South Yorkshire. The responses gave an indication in respect of the service given by the force; the six indicators were below the national average range, with one of them significantly below the range.

## **Strengths**

The Neighbourhood Policing building blocks are in place and the aim now for SYP is, by April 2008, to have Neighbourhood Policing as a normalised performance managed activity across the whole of South Yorkshire. The vision is to ensure that Neighbourhood Policing delivers the right people to the right places and in the right numbers to create neighbourhoods that are safe and feel safe. Current work is strengthening the links between problem solving and mainstream intelligence processes and during 2008 additional work will be done to develop the wider policing family and the partnership development programme.

The Neighbourhood Policing programme board has brought a wider perspective and accountability to the management of the programme with direct chief officer involvement. Leaders across the organisation are now more engaged. The challenge is to take Neighbourhood Policing into routine service delivery and into a framework where performance reviews are not just about programme delivery but also about neighbourhood performance delivery.

Perceptions about the status of the SNT members in Doncaster district are positive. These can be attributed to the success they have had in problem solving, and there is a waiting list for members of staff wishing to transfer to the SNTs. The role is valued by the organisation, and is seen as a stepping stone to promotion. A PCSO supervisor recently represented SYP at a Downing Street event.

It is significant to note that in the areas of training and performance management, SYP has attracted national recognition for its innovation, creativity and quality. The force has been acknowledged by the national neighbourhood policing programme team for this work.

The force Meridian crime investigation model is designed to enable officers in the SNTs to focus on community engagement and problem-solving activities, as many reports that would previously have been allocated to them are now dealt with by the crime management unit (CMU). The Meridian model provides a structure and processes to increase the efficiency and effectiveness of the investigation of all crime, improve quality of service to the public and enhance the development of police officers and police staff in the investigation of crime. The model aims to place the people with the right skills in the right roles. It provides a CMU which is responsible for management of the processes and supervision of all crime. It is also the interface with the public once a crime has been reported. Some 70% of all crimes are now screened out/filed at source. Crime is allocated more intelligently as well as trends and problems being recognised earlier by the CMU. The Meridian system has led to an improvement in the work profiles of SNTs which are now more consistent with their role.

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Many reports that would previously have been allocated to them are now dealt with by the CMU.

The relationship between the contact management centre at Atlas Court and the SNU is governed by service level agreements (SLAs) and protocols. Each district has an SNU which provides a tier of communication and contact management designed specifically to support SNAs and SNTs. SNT members of staff are deployed to incidents by the SNU, supported by clearly understood criteria.

The NAGs currently identify between three and six issues which require problem solving and action and, as an interim solution, an operation has been created on the current operational intelligence system (OIS) for each NAG. Following each meeting, an officer submits an intelligence form containing the current issues from that NAG and recent developments including actions and results. Issues requiring escalation become the subject of a problem profile which is cross-referenced into mainstream intelligence systems including district level tasking and co-ordination.

SYP is a pilot site for the development of the single non-emergency number (SNEN) project. The introduction of the SNEN 101 number provides a specific public contact system for reporting ASB and neighbourhood nuisance in Sheffield. It covers incidents of vandalism and graffiti; noisy neighbourhoods and loud parties; threatening and abusive behaviour; abandoned vehicles, dumping and fly-tipping; drunk and rowdy groups; drug related ASB; and broken street lighting. This is a government-funded pathfinder project which involves police and local authority collaboration and staff co-location. To date it only applies to Sheffield. The project will be the subject of an independent evaluation prior to decisions about its continuing development.

Information and communications technology (ICT) development has produced a number of corporate and locally developed tools, in some cases in partnership with the local authority, including a 'hot handover' debriefing facility.

The community safety department (CSD), in which Neighbourhood Policing programme management sits, has moved away from being an operational entity to being a facilitator of developments across the force, with a more flexible balance between the needs for corporacy and local delivery. The force recognises a continuing need to retain strategic leadership centrally, to co-ordinate local area agreements (LAAs), manage the impact of comprehensive area assessments (CAA) and the assessment of police and community safety (APACS) and provide divisional commanders with a cohesive direction to move forward. However, the community engagement agenda is moving towards local delivery and the corporate involvement is becoming more aligned with business change and getting the right business plan in place for the next three years.

Factors behind the successful introduction of neighbourhood management in Doncaster include resources from different agencies working together from the same premises. The core components of important processes are shared, particularly intelligence and tasking, and this ensures a business-like approach and the development of sustainable structures. There is evidence of an infrastructure to support multi-agency neighbourhood management. This includes a local partnership problem-solving database; an environment where officers primarily from the police and local authority are working in an integrated way and are co-located, and the development of a neighbourhood management estates strategy.

Within Rotherham district, a set of neighbourhood service standards has been established and published to communities in partnership with Rotherham Metropolitan Borough Council, South Yorkshire Fire and Rescue Service, SYP and Rotherham 2010 Ltd housing agency. The standards incorporate neighbourhood safety, neighbourhood quality, home quality and care, consumer protection and customer care. These standards include information about

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neighbourhood teams, how they work and how they fit in with delivery and maintenance of standards across the range of agencies working in neighbourhoods.

There is very strong interaction between the police and council at Rotherham with strong challenge and accountability mechanisms. There are developing inter-relationships between different levels of LSP, CDRPs and funding streams ensuring available funds are targeted at agreed, key priorities. There are also regular themed groups at which partners challenge each other on issues such as criminal damage. Within this framework, robust challenges are made to the problem definitions, solutions and sustainability of inputs and this has been given credit by the organisations interviewed for improving awareness and the effectiveness of joint delivery. There also exists an extensive network of key individuals in the Rotherham area who are in regular contact with neighbourhood officers and act as a conduit for communication to and from the wider communities.

The PA and the force CSD have provided an engagement template which lays down the minimum standards required within the engagement plans for each of the SNAs, which have recently been dip-sampled for quality by the PA community affairs committee.

Engagement plans exist across the force area and are aligned to cultural audits (neighbourhood profiles) which guide engagement activity and include details of key individual networks (KINs). All engagement plans have a calendar of activity and local neighbourhood priorities which are regularly updated and inform objectives and activity programmes for neighbourhood officers together with the appropriate development of KINs.

Area assemblies organised by the local authority in Rotherham provide a method of engaging directly with communities and ensuring that there is a consideration and feedback mechanism for any issues raised at the meetings together with a consequent accountability link for the police and local authority. This allows an opportunity for members of communities to 'sign off' solutions to problems which have been addressed.

The area assemblies provide a meaningful extension to the force-wide accountability framework within safer neighbourhoods and JAGs, which support multi-agency neighbourhood management. Elected members were positive about the relationship they and the local authority had with neighbourhood teams and the development of multi-agency neighbourhood management in the area.

The Doncaster division has structures consistent with the rest of the force for engaging with communities and establishing neighbourhood priorities. The NAGs are multi-agency partnership business meetings which allow neighbourhood management to take place. Issues can be escalated to the JAGs at the area level and ultimately to the themed groups and to the CDRP itself. Members of the community are not directly represented at these meetings and the issues are brought to the table by officers from the various agencies who work at the neighbourhood level. These officers rely on a network of direct contacts with communities in the form of formal meetings and less formal contact such as through KINs to establish those priorities. However, there is no clear and consistent structure of meetings where members of communities are present, where communities are established and where partner agencies can feed back the results of actions and be held to account for the effectiveness of resolutions.

The ranges of contacts with the community, by which priorities become understood, include KINs, routine patrols, publicised monthly surgeries and parish council meetings. The approach is to develop engagement through a range of different opportunities, gaining access from a variety of sources. The different agencies are spreading their engagement and consultation activities wider and then bringing the issues together. Feedback mechanisms are improving, including the way in which officers present information at meetings where members of the public are involved. Where appropriate, the safer

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neighbourhood officers work with specialists such as the gypsy and traveller community officer. Joined-up working in this area is evident with the local authorities.

Local level community engagement activity is supported and put into context by the force-wide 'Your Voice Counts' (YVC) survey. The joint SYP and PA YVC survey programme provides a means of monitoring the performance of the force on quality of service and community confidence issues.

Gypsy, traveller and hate crime issues are developing well, with significant increases in incidents being reported. There are examples of surgeries being held on traveller sites. Information sharing has improved and all partners are clearly sighted on the issues within Doncaster Borough.

Significant work is being done by the SNTs within the Doncaster district to engage more effectively with a large and growing Polish community. A group of local police representatives have visited Poland, accompanied by a Polish newspaper proprietor based in Doncaster. It is estimated that there are 6,000 Polish migrants within the district area, a community that the force has historically struggled to engage with. The purpose of the visit was to improve engagement with the Polish community locally, providing inroads to the recruitment of Polish PCSOs and special constables and to increase the confidence of the Polish community locally.

There is an Operation Delphinus working group in the Doncaster district with representatives from the SNTs. Many of the actions are about engagement with hard-to-reach communities, and SNTs are tasked with these.

There is a strong awareness of community issues apparent within the district senior management teams (SMTs). This is evidenced by an incident that occurred in Doncaster where 30 Kurdish residents and 30 Polish residents were fighting within the town centre and 19 arrests were made. A command structure was established specifically to deal with community tensions; the team included police and partner resources. The commander recognised the need to engage more with minority communities.

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

Each SNA in Doncaster is led by an inspector and is broken down as follows: urban, four sergeants and four SNTs; east, three sergeants and three SNTs; west, three sergeants and three SNTs; north, two sergeants and two SNTs; south, two sergeants and two SNTs. This structure also incorporates neighbourhood team leaders from the local authority. There is definitely a team atmosphere which has emerged over the past two years and with this has come a broader perspective on how to develop and resource the solutions to problems in operational partnerships. Attitudes and culture are shifting towards a shared understanding of collaborative service delivery, focused on community priorities.

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

The SNUs provide a second tier of communication at divisional level, managing demand for neighbourhood services and resolving calls by telephone when appropriate. The units incorporate members of staff specifically employed to resolve and attend calls (including

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those made by appointment), communications staff to take calls and monitor the active incident queues, and the missing persons officer who co-ordinates activity and provides a single point of contact (SPOC). Contact lines are monitored on behalf of each of the SNTs ensuring a consistent level of service to information left on voice messaging facilities. The PA has provided funding for a growth in resources within the SNTs to increase capacity for 'ring backs' and quality of service checks.

Recent developments aimed at compliance with national call-handling standards and the national quality of service commitment (QoS) requires calls handlers in SYP to advise callers of the approximate timescale for response. The service message reflects the grade of the incident. Responsibility for monitoring response times rests with the force contact centre supervisors and supervisors in the district SNTs (where a local appointment is appropriate). There is evidence that call centre supervisors re-contact the caller if it appears that the promised timescale is unlikely to be met. Any failure to respond to immediate and priority incidents within call-grading timescales is subject to scrutiny by force contact centre managers at their daily tasking meeting. Delayed responses (i.e. within 24 hours) are subject to review by a supervisor every four hours.

Divisions are allocated resources in accordance with the force resource allocation formula based on geographic profiling and strategic assessment and this has also been applied to the allocation of PCSOs. Local decisions are then made about detailed deployment between functions and specific neighbourhood areas, based on an assessment of need.

The force has met the target for PCSO recruitment and, to ensure that level is sustainable, SYP has 24 PCSO candidates awaiting a position and 37 candidates being processed.

The force is driving forward partnership development and recognises a need to look at how the central functions deliver in a way which is aligned to the workings of the whole force. Important among these functions are business change and corporate communications, as agents for developing the corporate culture. There is a consistent view among district commanders about the way things need to go. However, programme management is seen as something which needs to evolve in order to accommodate the shift in emphasis, by taking the issues beyond the programme and looking at all aspects of the organisation with the need for continuous development and improvement. The force has identified the need to look at the issue of strategic influence and the best corporate framework to take this forward.

Business managers are now in place in the districts, with the right skills to identify risk and challenge decisions, thus providing local agents for the business change management process. The aim is to have business managers in place with consistent levels of negotiating and influencing skills, the knowledge and confidence to build effective relationships with high-level decision makers and with people who advise executives in local authorities and other agencies. This will enhance the building of effective partnerships.

The Rotherham district is the pathfinder area for Neighbourhood Policing in South Yorkshire and a group in development is beginning to examine co-ordinated use of the varied funds available to partners such as district, neighbourhood renewal funding and the LSP etc. This is coupled to a joint partnership strategic intelligence assessment (JSIA) and allows a full and frank exchange over the issues and priorities for action within the JSIA. Out of this has already come joint training. The Rotherham district control strategy incorporated a major part of the JSIA for the first six months of 2006/07.

Neighbourhood wardens often patrol with police constables and PCSOs and this is viewed very positively, maximising the tactical options and knowledge available to problem-solve/resolve issues. While many local authority neighbourhood wardens have changed shift patterns to enable these joint patrols to be undertaken more frequently, partners did

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comment on the apparent inflexibility of police constable and PCSO shift patterns which can produce a blockage to effective working. Wardens attend the daily tasking meetings.

The force special branch has nominated liaison officers for each district to foster intelligence and awareness around counter-terrorism. Submissions are encouraged by personal visits to districts. Any intelligence is fed to Special Branch by way of district intelligence units.

The force intelligence bureau (FIB) has become much more focused, with daily tasking meetings directing the appropriate sourcing and development of intelligence whether local, regional or national.

The Rotherham district control strategy for 2007/08 includes as one of its four priorities 'Safer and Stronger Communities' with specific issues identified as community tension, counter-terrorism, Neighbourhood Policing of vulnerable communities and the night-time economy. Strategic leadership for the development of these issues is clearly defined and, in addition, there is a published intelligence requirement describing the information sought on the specific issues.

A joint NAG and SNT event took place at Rotherham in July 2006 at which it was concluded that the priorities being identified were too numerous and historical and not focused on hotspots. It was decided that a joint strategic assessment was required, informed by the Centrex best practice guide, which should be subject of structured consultation and joint intelligence analysis. The process was supported by a workshop early in 2007 at which quick wins were identified across each of the NAG areas to provide reassurance and develop confidence. Three geographic hotspots were also identified with priorities for medium- to long-term problem solving, around which the NAG areas are now supported by intelligence assessments and area profiles.

Operation IMPACT is a means by which the force brings together both specialist and territorial resources to deal with National Intelligence Model (NIM)-assessed problems which cause significant harm to communities. The IMPACT brand has been extended to 'Mini IMPACT' multi-agency clean-up days in hotspot areas. The IMPACT programme has proven useful in raising public perceptions of policing, particularly in areas where confidence in policing was previously at a low level. It has also mobilised partners into raising their performance.

Partners working in communities at Rotherham are very positive about relationships, information sharing and effective problem solving. They also observed that not enough is being done to promote successes to the public, although it was agreed that this is not just an issue for the police. There is evidence of effective outcomes recognised by residents with reassurance links well established. The strength of the partnership arrangements is founded on meaningful relationships which are based on a shared understanding of the issues. The strong relationships operate within a framework of already established police, local authority, partner and community links through the area assemblies, NAGs, JAGs, CDRP and LSP. This framework is clearly understood and encompasses community involvement, problem identification, partnership tasking and co-ordination, and an opportunity to escalate the issues to levels at which the appropriate level of prioritisation and resource allocation can take place.

The district commander has undertaken a review of vulnerable communities in Rotherham using the Jill Dando Institute analysis model. The vulnerable localities work identified Chesterhill Avenue as a priority, which is now benefiting from strategic and tactical interventions. Separate analysis through the NAG has resulted in problem solving in Brinsworth that has reduced crime and ASB incidents in one area by up to 40%.

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Force performance management now encompasses an assessment at neighbourhood as well as district and force level reporting.

The joint SYP and PA YVC survey programme provides a means of monitoring the performance of the force on quality of service and community confidence issues. It provides the means by which the organisation can gather meaningful information to a corporate standard which supports the development of local engagement plans and provides a basis for performance management. Introduced in October 2006, YVC provides data about strengths and areas for improvement specific to particular SNT areas. Abbreviated feedback is given to all survey contributors by way of a newsletter (which is also circulated to local community facilities, egg libraries); written reports are provided to the community affairs committee of the PA and relevant SNT inspectors; and results feature in the headline measures of the force performance management framework. It is intended that the results from these surveys will inform the setting of the PA's local priorities. Two SNAs are surveyed each month, and the average response rate is 34%. The rolling programme ensures that the entire force area is surveyed on an annual basis.

Business processes are in place at Doncaster for each level of activity to ensure effective delivery. At district/borough level, neighbourhood inspectors and managers meet regularly to challenge each other on crime and incident patterns. The outcomes from these sessions are used at director/chief inspector level to identify need for extra resources or changes in working practices.

The force is making meaningful progress on partnership development with many examples of integrated and co-located working and joint tasking and co-ordination. At Doncaster the NIM was described by representatives of partner agencies as a business model and not a police-led business model.

During the course of this assessment, reality checks and meetings at local level revealed evidence of problem-solving activity co-ordinated through the application of NIM processes in partnership. Examples included the joint flexible deployment of resources and sharing of information in Doncaster to deal effectively with problems associated with the night-time economy and tenancy arrangements. It was further identified that that in each SNT area, these processes were enhanced by partners having a monthly challenge session, where each agency is challenged by others on their performance and delivery against problems.

Over the last 12 months, leadership structures have been clarified and reinforced. The ACC (Territorial Operations) is the chair of the strategic implementation board for Neighbourhood Policing. The governance framework for the development of the Neighbourhood Policing programme is driven by chief officers and the police authority, through strategic and operational implementation boards supported by Neighbourhood Policing sustainability and finance policy plans.

Corporate communication in support of the Neighbourhood Policing programme has included internal and external marketing and marketing activity at district level since its inception and a corporate media launch in May 2007. An internal website was launched in June 2007 designed around the needs of Neighbourhood Policing and this will be followed by a similar externally available website in August 2007.

*Serving You* is the force flagship publication and 560,000 copies are circulated to every household in the force area. It includes a message from the Chief Constable and the PA. Two pages of each issue are devoted to Neighbourhood Policing and an explanation of the YVC survey. Divisional police and partnership initiatives are highlighted. *Serving You* is supported by local newsletters produced in partnership.

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YVC is a structured survey carried out by the force in a rolling programme involving two areas each month and covering the whole force over a 12-month period. This forms part of a suite of feedback mechanisms which are taken together with information from NAG and JAG meetings to inform area inspectors about public priorities, confidence levels and quality of service issues.

The 'Your Neighbourhood our Commitment' campaign is aligned to the quality of service standards programme, and through this the force has raised awareness of Neighbourhood Policing in communities, advertising access to information via the force website and points of contact including SNTs. Neighbourhood officers' contact details are included within parish council magazines.

The marketing of Neighbourhood Policing involves a staged approach, raising awareness, developing knowledge, providing useful access to information and reinforcing key messages. There is evidence from the YVC survey that the profile of Neighbourhood Policing among communities is being raised.

The head of media and marketing sits on the Neighbourhood Policing programme board. There are communications officers working in each district linked to the work of the central media and marketing department.

In 2006 the force had a structure in place to support the development of Neighbourhood Policing, but a review identified that changes were required to drive the agenda more corporately. The programme management structures were changed and a new manager was put in place. Within weeks the key issues were recognised and the framework invigorated to take the force forward in terms of cultural development. The organisation has worked through some early difficulties and there has now emerged a clear and distinct attitude to Neighbourhood Policing business.

The present focus is around embedding Neighbourhood Policing in the normal business of the force, integrating the work within the citizen focus agenda, and further developing problem solving within the NIM framework.

In 2008 the focus will be developing the wider policing family and then beyond that into 2009 in progressing the partnership development programme.

The force has adopted a laminate, tiered, model of Neighbourhood Policing with neighbourhood teams dedicated as an additional resource across the BCUs. Within this framework, resources are specifically designated to priority neighbourhoods. Community beat managers and PCSOs are allocated to specific neighbourhoods and also support activity and operations across the wider neighbourhood area. Spontaneous checks with local residents and businesses revealed that neighbourhood officers were known locally by name and there was evidence that access to local policing services was reliable and consistent.

The primary consideration for the district commander at Doncaster when allocating resources was the need to get response levels right to ensure that those levels allocated to neighbourhoods were sustainable. He was also looking to engage with communities in the confidence that policing services were able to respond effectively to their more immediate needs. At Doncaster, 16% of the budget is currently allocated to Neighbourhood Policing. Within the district SNTs there are 5 inspectors, 15 sergeants and 53 constables, although there are currently 4 police constable vacancies (2 of which have been identified as needing to be filled urgently).

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The force has developed a human resources (HR) strategy which values the importance of Neighbourhood Policing and the contribution this makes to overall policing, with clearly defined roles and supporting processes to maintain continuity levels, which enable structures to develop with partners.

There are clearly defined roles for Neighbourhood Policing and response officers although there is a significant amount of overlap. Response officers are aligned to SNA areas so there is a common focus on community issues. The Chief Constable's 'Leaders in Action' development programme includes role clarity for neighbourhood officers, supervisors and managers.

PCSOs in South Yorkshire perceive that they are successfully making a difference in communities due to their consistent visibility, reliability of contact, being directly accountable to the public and their performance in delivering on promises. The emphasis is on promising what can be delivered and managing community expectations accordingly. PCSOs carry out estate walks with other agencies and have contact with priority schools. There are links with the fire and rescue service and patrols are also carried out on bicycles which help when covering rural areas. The bikes are a good icebreaker with young people.

The force has introduced an abstraction policy which is supported by a performance-managed process with a series of indicators. The working definition of abstraction is based on duties which take neighbourhood officers away from their primary role. The force abstraction policy performance is monitored to a tolerance level which is 90% for PCSOs and 80% for neighbourhood police officers in any 28-day period. Abstractions are calculated on the basis of the neighbourhood resources declared by the districts on the force duty management system.

The abstraction policy is measured in the Neighbourhood Policing performance framework. This will be traffic lighted to indicate those SNAs which are under and over the 20% maximum abstraction. There is no establishment level for Neighbourhood Policing as such. The corporate health-check process has a focus on outcomes, and delivering against plans, strategies and targets. If there are problems then there is a process which involves drilling down into the issues which could include personnel, and then people are held to account for their decisions.

The PA identified Neighbourhood Policing as a priority and has consistently invested in it over the past three years, aided by funding for PCSOs. The process began at Barnsley and was developed in a way consistent with local authority processes to aid partnership working and therefore co-terminus boundaries were an important factor from the outset.

The council in Doncaster has restructured its resources to have area-based rather than functionally based resources which reflect the SNAs, and this has enabled the police and local authority to work together effectively, including sharing significant amounts of accommodation and other facilities.

The force partnership governance policy was agreed in 2007 and this has laid down the foundations for the partnership development and performance forum (PDPF) and the operational partnership development and forum (OPDF). Neighbourhood partnership development is currently serviced by the Neighbourhood Policing implementation board and is providing oversight on issues such as performance monitoring, protocols, training, information sharing and priority setting.

Joint strategic assessments are developing and are recognised as the next key piece of work. Presently, the force is developing relationships with partners and intelligence networks, and producing common requirements. A working party has been set up to look at this and workshops will take place with partners at Sheffield at the end of June 2007.

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Consistent feedback from partners was positive about information sharing, with their staff able to access police systems and vice versa. Information is extracted from all systems in advance of the JAG meetings. Officers also feel that they are working more closely with local authorities, particularly concerning information.

At Doncaster, fire and rescue service data is considered alongside other partnership data on a weekly basis around which there is a developing understanding of problems and issues.

Processes are being developed in SYP to promote a corporate approach to ensuring that arrangements for partnership information sharing and disclosure are properly recorded. Strategic and operational partnership groups have recently been created to facilitate the identification and drafting of local information-sharing agreements. These are considered to be the right structures at the right level. The force data compliance unit is conducting a quality assurance and registration exercise of information-sharing protocols.

The neighbourhood profiles in SYP are called 'cultural audits' and are maintained by neighbourhood area inspectors. They are accessible internally to SYP staff and co-located partners on an electronic database. The information includes details of key community contacts. This is used by the neighbourhood inspectors to support effective community engagement. The information also provides a valuable resource when planning operations and for response inspectors when dealing with incidents. The responsibility vested in Neighbourhood Policing staff for periodically reviewing the currency of information is reflected in performance development review (PDR) objectives.

Neighbourhood Policing training features as a key issue on the programme board which is chaired by the chief officer lead and attended by the strategic lead, the programme manager and the force training manager.

SYP is one of only very few forces in the UK which has PCSO supervisors. They report directly to the neighbourhood sergeants and provide a focal point for the management of PCSOs. They are acknowledged to have had a positive impact in that they ensure that the PCSOs are properly represented and look to broaden the scale of their operations. This situation allows for career progression.

All PCSOs have attended a four-week training course and currently utilise 17 of the 22 proposed standardised powers. Consultation and assessment of the remaining powers is ongoing within the organisation.

The district commanders develop the role and use of SNTs. An example was given whereby PCSOs are being used to carry out house-to-house and reassurance visits following dwelling burglaries. PCSOs involved in this have been specially trained. PCSOs in South Yorkshire visit the force contact centre during their training. This promotes a constructive mutual understanding of roles and requirements.

Members of the Special Constabulary are asked to give a minimum 16 hour commitment per month to their designated SNT and any hours they work over and above this can be done in other areas of policing, egg response policing, with some flexibility around this. There was some early cultural resistance from some longer-serving members but this now appears to have been resolved and generally members of the Special Constabulary see the SNT as a positive posting.

Members of the Special Constabulary state that they feel valued by the SNTs and that they are being used productively. The force has 295 special constables (SCs) aligned to neighbourhood teams who contributed 41,466 hours to the provision of policing service in 2006.

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There has been no training activity to support the development of Neighbourhood Policing since problem oriented policing training was delivered in 2003/04 to local policing teams. Training was not mandatory at that time and the take-up and therefore the impact was variable. A training needs analysis (TNA) was conducted early in 2007 and since that time a specialist trainer has been appointed and a programme developed.

Volume crime performance will always be important to SYP and will be a continuing focus. At times neighbourhood teams are allocated work in this area linked to problems. Divisions are allocated differential targets based on the extent of the problem in their area and on their ability to deliver.

The Meridian structures support problem solving by providing a clear framework of responsibilities for investigation. If there is a crime problem in an area the SNT pick up patrol and intelligence responsibilities, resulting in the development of target and arrest profiles. Investigators can then be deployed with SNTs to deal with particular problems.

There is a need to support the divisional priorities and the response function by carrying out ASB patrols; however, neighbourhood inspectors feel that they have the flexibility to deploy resources to balance these effectively with local issues.

The force is developing a Neighbourhood Policing performance framework to complement both existing and anticipated APACS measures. The framework takes account of crime reduction, public confidence, feelings of safety and perceptions of ASB. The headline measures will be crime and detection performance and total incidents at SNT level, and YVC data at SNA level. This approach has been acknowledged as good practice by the national Neighbourhood Policing programme team. Data will be available via the force intranet to SNT level and aggregated to SNA, district and force level.

The Neighbourhood Policing performance management guidance has been circulated to some forces for consultation and SYP is benchmarking its developing arrangements against the proposed guidance. The force took the view that it should develop its own performance management structures without waiting for the guidance to be published, demonstrating a proactive approach and putting the organisation in a position where it can take an informed view and contribute to the national debate.

The SNTs link into the management of level 1 and 2 sex offenders through tasking and co-ordination processes, intelligence sharing and awareness raising to ensure that members of staff working in neighbourhoods are informed of offenders residing within the community. The SNTs own intrusive supervision, checking conditions of prolific and other priority offenders.

Documents published to support tasking and co-ordination processes in the Rotherham district include a breakdown of recent trends and levels of occurrence for key crimes and incidents of domestic abuse. There is further detail in the form of an update on the risk management plan for each identified priority high-risk domestic abuse situation, including details of review dates.

Within the Rotherham district the language used by the command team and actively communicated is concerned with understanding risk and minimising harm. This is reinforced by:

- command team input on 'Street Skills' front-line training and at briefings;
- the district commander's commentary on 'Commander's Blog' intranet site;
- cascading the business plan and control strategy priorities emphasising victim focus;
- public protection unit (PPU) input on training days and visits to briefings;
- the development of attachments;

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- sexual exploitation training, supported by the district command team, which focuses on attitudes, using a victim's real-life experiences; and
- the next round of training days, which will incorporate a visit to a local mental health hospital.

Operation Marble involves tracking community intelligence through NIM products and weekly community tension assessment by the FIB to the national community tension team. At district level tasking and co-ordination, a community tension assessment is produced, giving hotspot areas and highlighting vulnerable locations. There is an Operation Marble folder on the force intranet.

### **Work in progress**

The force independent advisory group (IAG) was reconstituted 12 months ago, and since that time Neighbourhood Policing as an issue has not been specifically addressed by the group. However, there have been indirect references to it during discussions about other issues. The perception among the group was that while overall, Neighbourhood Policing has taken a higher profile in the organisation, the impact on communities and service delivery was patchy. The IAG has experienced commitment towards Neighbourhood Policing and other cultural issues at senior leadership level and believes the force now needs to extend that commitment to all levels of the organisation, converting firm commitment to meaningful action in terms of improved service delivery and being evaluated in terms of impact. The IAG sees the police as champions for community cohesion and intends to support the organisation in developing that profile. The IAG would like to see its work regarded less as desirable and more as an essential element of the working of the organisation.

Arrangements are advanced in Sheffield to produce a joint strategic assessment, and in the Doncaster district a process is being developed to transform the strategic assessment from an entirely police-produced document into a joint strategic intelligence assessment with contributions from key partners. It is intended that the new document will drive the Safer Doncaster Partnership community safety strategy, facilitate multi-agency action within neighbourhoods, and promote more effective partnership accountability.

A pilot scheme is in operation at the Rotherham district which gives the divisional intelligence unit (DIU) the capability to link together a full range of priorities from the district through to the neighbourhood level. This is a pilot within a structured programme aimed at eventual roll-out across the force. The current district control strategy in Rotherham is informed by a joint strategic intelligence assessment. Key partner agencies contributed information and were involved in stakeholder meetings to determine priorities. The four priorities are: acquisitive crime; controlling criminality; safer and stronger communities (including Neighbourhood Policing); and vulnerable people.

A joint assessment was produced by the police and local authority analysts at Barnsley at the end of 2006; the government office for Yorkshire and the Humber was involved in the process and this document is being updated for 2007.

The force believes that the joint assessment process would be enhanced by the availability of a set of credible standards which would help to focus the development of relationships. This is work in progress at the Home Office.

The force has identified that intelligence is still strongly focused on crime and performance and needs to move to a broader approach. However, a shift is taking place around Neighbourhood Policing with a widening discussion at headquarters (HQ) and the DIUs about risk and harm. The intention is to broaden the focus of the control strategy to identify wider areas of risk and harm and focus on achieving better outcomes consistent with the citizen focus and the Neighbourhood Policing agenda.

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The FIB is leading on the development of tools and processes which support Neighbourhood Policing and which are integrated with core intelligence systems and are management of police information (MoPI)-compliant. Part of the force partnership development agenda is to promote the development of integrated intelligence, problem-solving and case management systems. The new version of the corporate operational intelligence system (OIS2) is being developed and is due to be available in October 2007. The new system will enable NAG minutes and other documents to be attached to the system forming the basis for a problem-solving database integrated with the corporate intelligence system. There will be an audit trail of activity around actions which fall out of NAG priorities, and the system links into a geographical information system (GIS) which allows the visualisation of the information on maps. There is a high level of functionality for analysts and, in addition, the system is on the intranet and will allow neighbourhood officers to access an appropriate level of information and carry out basic analysis. The force is also in the process of developing a case management database, linked to a corporate task management system which will have the capacity to accommodate partner activities. The new version of the OIS has a role-based security set up which can accommodate users from partner agencies.

The DIU links the safer NAG priorities with those of the division as a whole. However, intelligence processes are used for neighbourhood-level decision making only when the issues are recognised as acute and chronic, with lower-level issues not being featured and dealt with purely at SNT level. There are plans to introduce community and core function desks in conjunction with the new intelligence system, which will better link with the SNTs.

Current media and marketing activity to support Neighbourhood Policing is on developing websites. The intra-net site has already been made available to improve communication, partly as a means of testing the external website due to be available to the public in September 2007. Next on the agenda is to develop the force branding for Neighbourhood Policing, and to develop a suite of communication products and templates which are corporate, but capable of being adapted locally to a degree. The corporate consistency which provides the branding opportunity remains work in progress. The need to ensure that effective internal and external communications are present to assist the implementation of each element of the Neighbourhood Policing programme was an area for improvement in the 2005/06 baseline assessment of SYP.

The names and contact details of members of staff in the SNTs are being made available to contact centre staff via the force intranet. This is work in progress. To date, information is limited to details of the SNT supervisors. As each SNT webpage develops, members of staff at the contact centre will become more aware of local Neighbourhood Policing initiatives and this will better equip them to provide a quality service to callers.

The abstraction policy is at an early stage of development. The standards embodied in it and the quality assurance processes to support it are a starting point for review in the near future, and the force believes it will be properly tested with the return of the football season around the force commitment to policing home fixtures with local clubs.

A pilot volunteer project was launched at the Doncaster district on 4 June 2007 and ten places have been allocated for volunteers in the SNU and CMU to assist with quality of service checks. The force is considering an expansion of its accreditation scheme.

There is a six-month programme for training community beat managers and PCSOs, on a modular basis, using the National Policing Improvement Agency (NPIA) work books. There are sessions designed for inspectors and supervisors and a series of master classes, workplace development and further master classes supported by input from the CSD. These developments are to be incorporated into the delivery of the core leadership development

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programme for all managers and supervisors. In addition, a Neighbourhood Policing overview will be given to response officers, members of staff working in communications and investigators as a part of the 'street skills' programme, as well as Neighbourhood Policing being delivered as an element in core training programmes.

The PA is involved in establishing performance management for Neighbourhood Policing, bringing a 'value for money' dimension to the developing process. The cost of Neighbourhood Policing activity will feature in business planning, but there is some difficulty in assessing costs against the qualitative outcomes associated with work in communities and taking into account that many of these are achieved in partnership. A major consideration for the force is how to measure local well-being and how to separate all of the factors which are influential in achieving this. The force values both sides of the process and is taking a balanced view about allocating resources to those areas which can be measured and those which need a more qualitative assessment. A view from the force is that a clearer view of how APACS will develop would assist this process.

### **Areas for improvement**

Partners expressed concern about continuity of members of staff working in neighbourhoods, particularly when they are selected for promotion. They felt there was little evidence of members of staff being promoted within and that their knowledge was often lost to the neighbourhood teams. The lack of a handover process with subsequent staff also drew negative comment, with partners feeling that new members of staff often start from scratch.

Community intelligence sits between the FIB and the CSD. In the main it is part of the role of the safer neighbourhood inspectors to balance performance and community intelligence issues. However, the force is aware that process development here is an area for improvement. Positive work is currently being undertaken with regard to partnership and community intelligence developments, and progress is being made in this area; however, the bottom-up flow of issues into the intelligence processes are not yet consistently influential to make a real impact on decision making in other functional areas of policing.

The confident understanding of what Neighbourhood Policing is about is not consistently present. The force openly acknowledges that there has been an issue among local officers over community engagement, and there has been a misunderstanding which the force is working through and progress has been made. The force needs to continue to improve internal communication to achieve a consistent understanding of what the Neighbourhood Policing programme is about and what it means to each individual in terms of delivery. Relationships between the response, neighbourhood and contact management functions provide evidence of this situation.

The NAG meetings are held on a monthly basis in each area. These meetings are not always open to the public however calls made to the council and the police are analysed and discussed within this forum. Neighbourhood officers also feed information from their KIN contacts. How these issues are prioritised does not appear to have any direct public influence; consistent feedback to the public is also an issue. People who have contributed are sent a newsletter type report and feedback is also given by local councillors to those who attend their surgeries and meetings and through articles in the local media. However, current engagement processes provide no consistent opportunity for members of communities to become directly involved in decision making on local priorities and problem resolution or to be involved in the evaluation of results.

PCSOs are deployed on occasion to provide constant supervision for vulnerable or high-risk detainees at the Doncaster custody centre. The force policy decision makes it clear that

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PCSOs can only be used for constant supervision when the custody suite is unable to provide supervision by a detention officer, and that the use of response police officers would adversely affect the service being provided to the public. Demand for custody services within the force area is highest at Doncaster; however, the officers concerned are not adequately trained for this role and in any event it is a function which is inconsistent with their core role.

#### RECOMMENDATION 1

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

## Performance Management

GRADE	GOOD
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### National grade distribution

Excellent	Good	Fair	Poor
6	29	8	0

### National contextual factors

There is no single accepted model of performance management across the police service, but any such model or framework must be fit for purpose. Ideally, forces should demonstrate that individuals at every level of the organisation understand their contribution to converting resources into agreed delivery, and know how they will be held to account. On a daily basis, first-line supervisors monitor, support and quality assure the performance of their teams. At the other end of the spectrum, chief officer-led performance meetings are a vehicle for accountability and improvement. Robust leadership, a commitment to improvement and reliable, real-time information systems are all critical factors in effective performance management.

There is no mechanistic link between overall force performance and the grade awarded in this framework. The grade is based on the quality of the force's processes that enable it to identify and react to changes in performance.

### Contextual factors

Business planning in SYP is developing alongside risk management and continuity management. District business plans have been in place for two years and incorporate HR, finance and operational delivery plans. These are now better aligned to the force and departmental business planning processes. HQ departments now feed from the district business plans in developing estates, ICT, personnel and training plans. This helps to deal with issues where technical developments need to be compatible with local business requirements. The whole process is overseen by the business change directorate and consequently departments now get involved in planning processes at an earlier stage, being more influential and involved in decisions around priorities in a more informed way. There is a growing cultural acceptance of business planning and ensuring that the national agenda in areas such as ICT is looked at within the context of and where it fits in with local needs.

### Strengths

The force has produced activity-based costing (ABC) information, in accordance with the Home Office-determined ABC model, for the last five financial years.

Performance management of Neighbourhood Policing is now on the agenda and the PA is looking for an evaluation framework which incorporates the cost of performance and in which ABC will have a part to play. The PA is also looking for ways in which it can effectively inform the public about what has been achieved from the investment in Neighbourhood Policing. The contribution to performance made by partners makes this a complex situation.

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There has been a significant investment in the processes which produce the force control strategy to ensure its relevance, that there is buy-in, and that it is linked to delivery which is moving away from pure volume crime issues. The force is determined that the presence of protecting vulnerable people (PVP) on the control strategy is meaningful and that it will make a difference.

The force control strategy is now more influential in the force tasking environment. There have been improvements in the way people work together, linking the issues, roles, functions and leadership. Force tasking has improved the allocation of resources is a lot better and relevant to the control strategy.

The force is using the IMPACT programme to allocate level 2 resources to support districts. The current emphasis is on using the programme to help districts to achieve the 6% reduction in British Crime Survey (BCS) comparator crime which will enable each district to meet the national target. All of the SYP districts are included in the Government's list of 44 districts which need to improve performance in order that the Government can meet its crime reduction target.

A representative from the business change directorate now attends intelligence briefings on force priorities, along with other key stakeholders. The aim is to strengthen the link between service and support departments to the main operational focus identified from intelligence.

The South Yorkshire strategic policing plan for 2005–08 sets out the vision for achievement and prioritisation of resources over three years. The Chief Constable and PA share an overall vision: "To help make South Yorkshire a safer and more just society".

The Chief Constable's vision is of an organisation which delivers the best possible service to the public by taking personal responsibility, exercising effective leadership and inspiring confidence through quality policing. The vision is clearly articulated within the force organisational development programme 'Leaders in Action', which is communicated at every level of the organisation.

The force works within a framework of a three-year rolling financial plan. When the agenda was based around the amalgamation of forces the emphasis was on using reserves, and now the force alternates between using and contributing to reserves based on where it is in the management of various programmes, with the aim of moving towards a balanced budget within 18 months.

HQ departments are being held to account for delivery against force plans and the control strategy, thereby building sustainable improvement.

The personnel department is developing links with the business change directorate and is working through the new three-year planning framework. The HR management ICT system has been devolved across the estate in order that local business managers can access it. The force has introduced the concept of the HR plan, and development is monitored against the plan on a quarterly basis, managing the move from a centrally managed to a devolved organisation. Districts now have HR plans.

The force is actively involved in regional collaboration initiatives and is leading on joint work to reduce BCS comparator crime, supported by funding from the government office for Yorkshire and the Humber.

The annual local policing plan is a joint document produced by SYP and the police authority and supplements the three-year strategic policing plan. The plan sets out the force service delivery plan for the year ahead in terms of both national and local policing priorities, the resources available to achieve them and also how the force's performance will be measured

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and judged. The plan complements the national community safety plan 2006–09, force operational strategies, district and department business plans and the strategic plans of partners. It is the product of wide consultation making the links with processes and programmes designed to deliver elements of the plan, with clear lines of accountability and a performance framework which includes targets.

Programme management has improved, and the organisation now moves forward in a more controlled way on the basis of risk assessment and clear priorities. Business intelligence is developing and becoming better aligned with operational intelligence.

Planning is now much better and incorporates training requirements which were previously at the tail end of the process, often just an afterthought. The learning and development board now links into strategic priorities and this has helped people to plan for training. There is a clear client/contractor split. Performance development looks after the training requirement and the training manager is commissioned to deliver the training against that requirement.

To ensure good governance, SYP has established a business change board (BCB) which includes members of both the force and PA. This board, charged with overseeing the delivery of key objectives and priorities, meets regularly throughout the year and is supported by a monitoring and reporting mechanism.

A joint force and PA service improvement board commissions a 21-day review process to look at issues in appropriate depth. Examples of this process include work carried out on response policing and demand management, and more recently corporate communications. This process is an evolution from best value review (BVR) methodology to a much more focused and streamlined system which produces action planning and accountability more quickly.

There is a mechanism for formally reporting on performance management to the PA, involving comparison with past performance, looking to identify the exceptions and to develop a sense of how SYP is responding. Additionally, the PA asks about specific issues, and PDR is an example of that. This is a method of reporting which is accessible to members who can then inform themselves about what is happening and hold the Chief Constable to account across a broad spectrum of issues. Quality of service and citizen focus issues form key agenda items on the force corporate health-check agenda, and progress is reported quarterly through these mechanisms.

South Yorkshire PA hosted a partnership consultation event on 13 October 2006 to discuss the priorities of key stakeholders in order to inform the local policing plan. The event was attended by representatives from Barnsley Metropolitan Borough Council, Doncaster Metropolitan Council, Rotherham District Council, Sheffield City Council, the government office for Yorkshire and the Humber Sheffield First Partnership, South Yorkshire Fire and Rescue, Sheffield Local Education Authority and SYP. HM Courts Service also provided written feedback. Criminal damage and ASB were key priorities for a large proportion of the stakeholders who attended the event. Furthermore, it was recognised by the force and the PA through regular scrutiny that criminal damage performance was poor relative to peers. The force assigned a superintendent to look at ways in which performance in this area could be improved. The PA also became involved in this work to focus on partnership working in reducing criminal damage. It was agreed that the local domain would include targets for both reducing criminal damage and recorded crime, and increasing criminal damage sanction detections.

User satisfaction surveys are carried out by telephoning victims of burglary, vehicle crime, violent crime, racist incidents and road traffic collisions attended by police officers. A pilot

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survey for victims of ASB is also being conducted during 2006/07. The results of these surveys are reported on a quarterly basis to the Home Office and to the PA's community affairs committee. The survey aims to capture the users' experiences throughout the whole process, obtain information to improve service delivery and standardise the way feedback is gathered and reported.

IAGs advise the force and the PA on matters of policy, practice, procedure and service in relation to particular communities. Currently there are three permanent IAGs that meet once a quarter: black and minority ethnic (BME) communities IAG; lesbian, gay, bisexual and transgender communities IAG; and youth IAG.

The SYP performance management framework ensures that the district and departmental priorities are monitored. This defines expectations and provides governance and accountability for all districts and departments. This framework is at the heart of the corporate health-check process where district and departmental management teams are held to account.

An analysis section of the business change directorate provides performance information to a corporate standard and consistent with the force performance framework which supports the force and PA review processes.

The performance management framework is in the form of a document available and communicated to members of staff. This sets out the overall aim of the framework, which is to help improve performance by clarifying roles, expectations, and establishing minimum standards to be adhered to. The framework identifies the standard performance indicators that should be collected as a minimum by districts, and gives guidance in relation to indicators for departments. It is not intended to preclude districts or departments from using other indicators that are relevant to their own priorities.

The joint force and PA YVC survey programme provides a means of monitoring the performance of the force on quality of service and community confidence issues. The PA undertakes independent analysis of the results. The survey provides the means by which the organisation can gather meaningful information to a corporate standard. YVC is a new initiative that replaces the force level 'Police Talk' questionnaire and the neighbourhood surveys previously undertaken by the force and PA. This new survey targets two SNAs each month and allows SNA inspectors the opportunity to pose additional questions relating to issues specific to their area. The survey aims to inform the policing plan, evaluate the impact of Neighbourhood Policing and provide feedback to the SNAs. The force produces the YVC newsletter to provide feedback to those surveyed.

PA-led focus groups are being held in several SNAs to gather further qualitative feedback on local policing.

The police officers previously deployed within the business change directorate which amounted to one-third of the overall strength of the department have been reallocated to other areas in line with the Chief Constable's priorities. The business change directorate is now providing a better service consistent with the needs of the force and has returned £650,000 p.a. back to front-line policing.

There are clearly identified business portfolios led by chief officers supported by performance management and review process. The quarterly health-check process which takes place in districts and departments provides an additional level of corporate oversight and enables the force to link together the issues within key business development themes such as volume crime performance and the citizen focus agenda.

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The PA's focus on performance encompasses community engagement through formal processes and also through the territorial reviews and corporate health checks in which the PA is involved.

A network of champions has been established within the force. For example, criminal damage, for which a strategy has been developed, has a force champion who has developed an action plan with lines of accountability. A SPOC has been identified within each district and a similar approach is being adopted for violent crime.

There are quarterly health-check visits by the DCC, and the Chief Constable attends one of these each year where strategic and partnership issues are reviewed. There are monthly visits to the district by the ACC to see the SMT which have a varying agenda. This is not just concerned with figures but has now grown to consider policy and procedure issues. Every month, the district commander has a portfolio review meeting with each member of the SMT for an in-depth review of the issues. The corporate health-check process has now been extended into departments.

There is now a structure of meetings with district HR managers about policy implementation and performance, working towards corporate standards and a mechanism that ensures that ownership of delivery on corporate targets has been devolved e.g. recruiting female members of staff and staff from the BME communities. Each decision must now be business-like and for the benefit of the business, taking on board all of the statutory issues.

There is now a work force planning team which incorporates student officer training. The team meets on a weekly basis to deal with tactical issues and a more performance-focused meeting takes place monthly. On a quarterly basis there is also a broad strategic review looking at the team's contribution to corporate targets.

In the briefings attended by the inspection team it was evident that good work was consistently recognised and arrangements made for acknowledgement, on a personal basis, to those responsible, by a member of the district command team.

The current chief officer team and district commanders have established a positive change in the leadership culture of the organisation and this is having a beneficial impact on the force and business development.

Organisational development has aimed to effectively align the ACCs to the issues, empowering them and putting them into a position where they can properly hold people to account for delivering what the organisation needs from them. There was an identified lack of understanding within the organisation, culturally, about the importance of policy, standards, monitoring, performance and the relationship between these issues, which was seen to be impacting on what was being done and what could be achieved. There is now a structure of programme boards linked to important developments and additionally a BCB which is used to escalate issues, deal with blockages and allocate resources.

SYP conducts a survey of members of staff across the organisation every two years which provides structured feedback on significant issues including diversity, leadership, communication and perceptions about public confidence in the organisation. The information is shared with the PA and is used to inform organisational development.

New structures in business change include investment in the critical areas, particularly the early identification of issues through effective scanning, which provides the force with the ability to intervene early and manage the risks more effectively. The emphasis is on achieving an early acquisition of issues, reviewing them to achieve a clear understanding of the implications, articulating the impact and asking the force for prioritisation against existing programmes. The chief officer team is very receptive to this process.

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The business assurance function within the business change directorate effectively manages the seeking out of new business and identification of issues which will affect the organisation. The policy unit captures the information, feeds it into the BCB and then develops the issues through the business review unit.

The business change directorate has moved to more of a stakeholder-type role for the force, building business relationships and enabling the districts in an increasingly devolved environment. This represents a conscious shift in emphasis. The priority areas for the business change directorate are risk management, business continuity and carrying out a zero base budgeting exercise around the use of resources. In addition, development is taking place with programme management, a review of processes and the introduction of a delivery unit to support the performance reviews and health checks in dealing with gaps and blockages.

In addition to formal performance review processes, informal relationships are developing between the business change unit and the districts with a continuous dialogue about performance.

The PA enjoys a very open relationship with SYP which includes good access to data and reports. The new chair of the PA has been involved in the territorial performance review and corporate health-check processes and has a good level of understanding.

Work is being done to make sure that the PA is properly sighted on developments and that it has a part to play. The force is helping build knowledge and understanding to enable effective scrutiny. PA representation is being built into business change processes. The force is managing an evolution from the BVR process, trying to build more efficient and effective scrutiny processes to ensure that PA involvement is increasingly valuable and usefully challenging.

Management roles and responsibilities at district level are clear and framed within the business change process. At Rotherham, overall leadership is with the district commander and the management of change is with the district superintendent who has four chief inspectors overseeing daily business concerning crime, operations, Neighbourhood Policing and partnerships, for which the superintendent will act as a resource. The superintendent's role is then to drive the performance and standards through the SNA inspectors.

The force monitors most similar force (MSF) and most similar district data on iQuanta and uses these as the basis for publishing performance reports on the force intranet and informing performance management processes. The results from the YVC surveys also feature.

In the PPSG performance summary, SYP was one of seven forces highlighted as poor performers in the area of customer satisfaction and accessibility. The force responded with force and district level action plans and a process of performance management. Investment has been made in an additional six members of police staff in each of the SNUs and one of their roles will be to carry out ring-backs and quality of service reviews.

There have been considerable improvements in public satisfaction performance. Continuous survey processes provide effective monitoring. Quality of service and the victim focus has been reinforced using training, holding people to account through the performance review process, constant communication and process improvements in the SNUs and CMUs particularly in relation to their role in providing feedback to victims. New forms of communication are being used to inform victims including email and short message service (SMS).

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On SPI 3b, SYP has the smallest gap in satisfaction between white and minority ethnic victims of crime of all 43 forces. For those victims who were assessing the whole experience of contact with the force, the percentages were 77.1% for white and 76% for minority ethnic respondents.

There has been significant strategic development to build structures to protect vulnerable people over the last 12 months. The baseline 2006 areas for improvement have been largely addressed and opportunities are being taken and challenges faced. There is evidence of improvement but recognition by the force that more work needs to be done.

The FIB, in line with the Chief Constable's 'Leaders in Action' programme, has produced a leadership strategy which is about raising the game for the intelligence function. It is not just about being a part of the process but rather about being leaders in taking matters forward and shifting values towards harm reduction.

The Neighbourhood Policing performance management guidance has been circulated to some forces for consultation and SYP is benchmarking its existing arrangements against the proposed guidance. The force took the view that it should develop its own performance management structures without waiting for the guidance to be published, demonstrating a proactive approach and putting the organisation in a position where it can take an informed view and contribute to the national debate.

The force is projecting requirements for the future and working out what impact these will have. This involves predicting demand, working out financial expectations and building in the emerging issues such as workforce modernisation including contingencies, looking for opportunities to bring forward plans and developing processes for implementation and to improve efficiency.

Customer focus is one of the core values specifically stated in the Chief Constable's 'Leaders in Action' programme.

Members of staff employed in contact management have received customer satisfaction training and further development is planned aimed at improving demand management. Entitled 'Positive Offerings', it looks at providing earlier resolutions to people's problems.

The Audit Commission's police data quality review of SYP 2006/07 found a strong corporate commitment to data quality specifically in respect of National Crime Recording Standards (NCRS) and National Standards for Incident Recording (NSIR) at both force and PA level. Systems and processes support this commitment which is now becoming embedded across the force. The effectiveness of management arrangements has been demonstrated in the results of data testing. For crime recording, the force achieved an overall rating of Excellent which maintains its performance from last year. The quality of user satisfaction surveys was assessed as Good. Overall, based on all elements of the audit, management arrangements for ensuring data quality are good and the Audit Commission concluded that there are proper systems and arrangements in place for accurate reporting of published SPIs.

### **Work in progress**

The Chief Constable is taking a high profile in the performance review processes, looking for initiatives where people think and act for themselves. Constables now need the confidence that sergeants and inspectors will take the same view as the Chief Constable who wants a culture where people consistently act as ambassadors and not critics. What is needed is a continuous push to ensure that the message is consistent and reinforced.

The business structures are now in place and need to be strengthened and supported taking account of partnership issues, the joint assessment process and LAAs. Joint

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planning, target setting and joint performance management can fit into these structures and these considerations will allow the business plan to be resourced from a wider perspective.

The force recognises that the challenge now is to fill the vacuum in the 'middle ground' created by the shift of the business change unit into its new stakeholder role, and the districts and departments are beginning to take up the issues. There remains a gap where some of the issues have been left and are not properly defined. The skill level of the local business managers is a key factor, particularly in developing internal and external relationships. The force intends to develop an environment where joint business planning can take place with local authorities and where district plans become partnership plans. Within this context, the HQ plan is about managing the reduction in the force budget by shifting the requirement for districts to acquire funds through joint business planning in partnership.

The business change directorate is encouraging the force to be more outward facing, benchmarking its business processes against the standards used by external organisations.

The force has recognised that intelligence development is still strongly focused on crime and performance and needs to move towards a broader perspective. However, a shift in focus is beginning to take place around Neighbourhood Policing with a widening discussion at HQ and district intelligence units around risk and harm. The intention is to broaden the focus of the control strategy to identify wider areas of risk and harm and to focus on achieving better outcomes within the citizen focus agenda. With the assistance of the force business change directorate a performance framework has been developed for intelligence. Consequently, there is now a more focused approach within the FIB and regular digests of activity and outputs are produced. The next major task is to dovetail FIB business planning into the wider business planning aspects of the force. This is at an early stage of development.

Evidence of integrated strategies is found in the development of the new version of the force intelligence system (OIS2) which will be available in October 2007. This is being seen as the main tool for managing problem solving across all areas of policing and the force is ensuring that this activity is properly integrated with intelligence processes. This development will link to the introduction of the GIS system which is already taking place, enabling operational members of staff to carry out basic intelligence development.

The force intends to move planning activity away from the annual cycle and towards a quarterly review process involving business managers and chief officers. Presently, business plans are looked at in isolation as part of the corporate health-check process. However, the force has identified that they need to be looked at within the context of the whole planning process and this will be the aim of the quarterly review process, with improved communication between people and plans, cross-referring and making the links.

The PA acknowledges feedback from partners that criminal damage is a big problem and the PA has been involved in setting targets in volume crime reduction. However, the contentious issue which is being addressed is the appropriateness of the shift from quantifiable indicators around crime and incidents towards a risk and harm reduction based approach.

The PA is involved in providing a 'value for money' element to the performance management of Neighbourhood Policing. The cost of Neighbourhood Policing activity will feature in business planning; however, there is some difficulty in assessing costs against the qualitative outcomes associated with work in communities and in taking into account that many of these are achieved in partnership.

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Work is ongoing in capturing all local processes around data and performance and then streamlining them into a force-wide framework to ensure that everyone is using the same systems to make reasonable performance comparisons and to focus attention on the relevant issues. A framework of minimum standards is being developed following consultation with divisional commanders.

The developing audit and inspection processes is about drawing on existing expertise and organisational intelligence and using this to the best effect. There is emerging work to pull this together to feature in the health-check, review and reality checking processes. This uses existing systems and relationships and will sometimes involve a specific piece of work around particular themes.

The force is developing the idea of a delivery unit to support the health-check and performance review visits. The delivery unit should use an analytical trajectory type of approach to identify factors affecting delivery including those which appear to be outside the control of the organisation. It involves early identification of problems and an early effective intervention. Processes can then be taken apart by the business change unit and re-engineered to provide a better fit and to better align resources to needs.

The force is developing a programme of proactive internal inspections based on the HMIC 'Going Local 3' assessment process, applied to districts and departments. The team is also working on developing the micro-analysis of the force as a part of the protective services collaboration between the four Yorkshire forces.

There is an awareness within the force that in an increasingly devolved environment there is a perception that systems and processes provide a stranglehold on development; however, it is more the case that there is a need for a different understanding and the skills to manage particularly when dealing with budgeting. The aim for the force is to develop more understanding in order that people can feel less constrained. In terms of business change this is a high-risk strategy and there needs to be effective guidance and training behind it. There has been a differential take-up of training opportunities, thereby increasing the risks.

The force anticipates that the results of the latest comprehensive spending review will be available in November 2007, with an expected increase in revenue of 2% which is below inflation at a time when the force is looking for growth. Achievement of the force plan is dependent on the performance of commanders delivering against their efficiency plans which require gains of a minimum of 3%, and this provides the stimulus for workforce modernisation.

There is evidence of a shift in performance management in the SYP contact management centre to incorporate qualitative as well as quantitative indicators. Systems are well embedded for monitoring response times and checks have recently been introduced for monitoring NCRS/NSIR compliance. The introduction of the 101 telephone number for ASB and neighbourhood nuisance has highlighted the need to place greater emphasis on measuring and monitoring service quality. This is currently being promoted through a structured dip-sampling programme of 101 incidents, improved training for call handlers and dispatchers, and development of a quality framework.

### **Areas for improvement**

The force has identified outcome analysis from the NIM and subsequent business development linked to that analysis, as an area for improvement. However, it needs to be clear about how the relationship between intelligence and strategic planning can be developed and processes integrated, and the significance of individual roles within that change process.

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The training department is now represented on the different business management boards with a growing emphasis on training and the acquisition of skills. However, the force needs to clearly identify the overall need for training and assess the risk resulting from variations in training levels and its delivery from a variety of sources. The learning and development board prioritises delivery as increasingly more training is required than there is funding available. It has been identified that the force is unaware of the true cost of the uncoordinated training activity taking place, with significant amounts being organised in an unstructured way by the managers of individual programmes.

The force needs to communicate a clear position in relation to achieving greater productivity, the development of shared services and workforce modernisation within an increasingly decentralised management environment.

Investment is being made in internal communication and marketing skills to ensure that each member of the organisation understands the implications of key programmes. However, each programme is communicating in its own way and at different levels, and this variation represents a risk to the organisation. The organisation needs to understand the need for, and benefits of, effective corporate communication which not only covers the individual issues but also provides the links to other force developments. The performance management framework is a part of this, holding people to account for delivery on the basis of a consistent understanding.

While the MoPI in SYP has a formal project structure, dedicated project manager and nominated chief officer lead, there needs to be a clear vision of how information management will look in the future, in terms of the structures and resources required to achieve compliance with national standards.

## Protecting Vulnerable People – Overview

### National contextual factors

The assessment framework for Protecting Vulnerable People was first developed in 2006 as part of HMIC's baseline assessment programme. It replaced two existing frameworks – Reducing/Investigating Hate Crime and Crimes against Vulnerable Victims – which focussed on hate crimes (predominantly racially motivated), domestic violence and child protection. Following consultation with practitioners and ACPO leads, a single framework was introduced with four components – domestic violence, the investigation and prevention of child abuse, the management of sex and dangerous offenders, and vulnerable missing persons. Although the four areas are discrete, they are also linked and share a common theme – they deal with vulnerable victims where there is a high risk that an incident can quickly become critical, and where a poor police response is both life-threatening and poses severe reputational risks for the force.

This year's inspection has been carried out using similar assessment standards as those in 2006. These highlight the importance of leadership and accountability; policy implementation; information management; staffing, workload and supervision; performance monitoring and management; training; the management of risk; and partnership working.

The work carried out by forces to protect the public, particularly those most vulnerable to risk of serious harm, is complex and challenging. No single agency, including the police, has the capacity to deliver the required response on its own. Success is therefore, dependent on effective multi-agency working and there are a number of established partnerships, involving a wide range of services and professionals, aimed at ensuring that an integrated approach is adopted to protecting those most vulnerable to risk of serious harm.

### Contextual factors overview

All aspects of PVP in SYP are under the leadership of one chief officer lead and managed strategically within the serious crime section. Operational management and delivery of child abuse and domestic abuse investigation, dangerous offender management and missing persons has been devolved to PPUs in the divisions. The ACC lead chairs a public protection strategic board and the multi-agency public protection (MAPP) strategic management board (SMB). The profile of services to protect vulnerable people has been raised within the force.

The force implemented the recommendations from the national guidance through the development of the PPU pilot in Rotherham district which joined up the high-risk areas of public protection and developed a corporate approach to the protection of vulnerable people, balancing the benefits of devolvement and a corporate approach. The outcome of the Rotherham pilot were the corporate PPU structure with local district management, a clarification of roles and responsibilities, the decentralisation of child abuse investigation units (CAIUs) to districts, and the introduction of a central referrals unit. The new structures were implemented from 1 April 2007 and aim to provide better support to partner agencies.

Inspection activity for this area focused in the main at HQ and the Rotherham district.

## Strengths

The ACC (SO) is the chief officer lead responsible for child abuse investigations, domestic abuse, missing persons and public protection, and chairs the public protection strategic board. This bimonthly meeting maintains central oversight over the district-based PPU. National Centre for Policing Excellence (NCPE) doctrine developments are managed through this forum and continue to provide a basis for learning and promulgation of good practice. There is a place for the PA on the board. Operational command of all aspects of PVP has passed to district commanders. The lead chief officer communicates any issues to the ACC (TO).

Accountability for and performance management of services to protect vulnerable people are incorporated in the DCC's quarterly corporate health checks, the ACC's monthly district performance reviews and through district commanders, crime managers, the public protection strategic board and the audit and review process.

An infrastructure has been put in place to support the development of PVP services, with an emphasis on PA support and clear leadership structures up to and including chief officers. Key considerations for development were compliance with NCPE standards, partnership awareness and continuity of service provision during a period of change.

Areas for improvement from the HMIC baseline inspection of 2006 informed the development process.

The force has developing an over-arching public protection policy, developing and consolidating existing policy.

An HQ-based PPU provides capacity for strategic development and support for district PPUs. A public protection SMB has been created, strengthening governance arrangements.

The PPU framework provides each district with a coherent unit which has its own management and supervision, incorporating capacity for child abuse and domestic abuse investigation, sex offender monitoring and missing persons, hate crime and adult vulnerability co-ordinators.

The force has adopted a business process approach to the development of PVP within an intelligence framework and with an emphasis on internal and external relationships. The strategic assessment now takes place on an annual basis, is reviewed quarterly and aligned more effectively with district assessment processes. This enables better connectivity and also a period of consultation with districts and stakeholders.

The SYP control strategy for 2007/08 includes PVP as one of five priorities with specific areas for development: structures, domestic abuse, managing public protection, vulnerable people, missing persons and hate crime. Structures are to be developed to ensure that SYP has robust public protection frameworks both locally and corporately in the following disciplines: domestic abuse, management of sex and violent offenders, missing persons, child abuse investigation and hate crime. These areas were specifically included following a review of the force strategic intelligence assessment in December 2006. This was followed by a further review of the assessment in March 2007 where performance was reviewed and the emphasis on PVP was reinforced in conjunction with the district-based PPUs being rolled out across the force.

The force crime strategy for 2007/08 includes a PVP section, with focus on embedding changes within the PPU structure and on quality assuring the process surrounding PVP.

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Business development to support vulnerable people has been associated with a shift in emphasis towards developing the partnership intelligence infrastructure incorporating data sharing, ICT and the links to neighbourhood management. There have been workshops with partners and stakeholders to build an investment aimed at developing sustainable structures and processes. The force is developing processes in conjunction with an agenda aimed at building trust and confidence among partners, strengthening the arrangements and widening the effectiveness of the intelligence network.

Specialist resources managed at the centre are being brought into the frame by these means and tasked in a way which is more aligned to the requirements of PVP. The developing process incorporates decision making by chief officers about the deployment of specialist resources. As a consequence there are now closer links between decision making at all levels and the force control strategy priorities and this has been significant in developing the protection of vulnerable people, drawing in better links and relationships to force tasking.

Budgets have been devolved to district commanders who determine resource levels for the PPU within a framework of defined corporate standards.

The central referral unit in the HQ PPU is now established and provides a single point of focus for all partner information. This ensures consistency and provides the opportunity for the flow of intelligence into force systems to be properly managed.

The force has a framework of objectives and associated performance measures to provide leadership and co-ordination in the protection of vulnerable people. The measures apply to the work of HQ and district-based units incorporating the management of multi-agency public protection arrangements (MAPPA), Violent and Sex Offenders' Register (ViSOR), repeat victimisation, missing persons, child protection referrals, management of registered sex offenders and domestic abuse.

The force has introduced minimum standards for the management, recording and investigation of missing persons, child abuse investigation, domestic abuse, public protection and for the initial police response to a report of rape.

## **Work in progress**

Work in progress includes the development of an audit and inspection function within the central PPU carrying out health checks on compliance with corporate standards and adherence to specified roles and responsibilities. This work will inform the public protection strategic board. In the current financial year it will be undertaking five themed inspections: domestic abuse, missing persons, rape, hate crime and child abuse investigation. The audit and review process will be agreed with district commanders. Work has commenced on the development of corporate minimum standards, and some of these are now in place. Performance indicators are being further developed to inform chief officers during their district performance visits. A review of training will incorporate partners.

The importance of the FIB role has been recognised in developing PVP processes and then driving the business in this area, producing products to aid prioritisation. Current work involves checking the intelligence gaps at NIM level 1 to ensure that intelligence is linking the issues and is fit for purpose. Domestic abuse and missing persons are currently at an acceptable standard; however, some work needs to be done in the area of child abuse investigation. Additional work is being done to strengthen the links between the areas of vulnerability and the understanding of the links between levels 1 and 2.

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Work is being done to develop the force intranet mapping system (IMS) to allow the visualisation and routine analysis of data relating to vulnerability.

The FIB is examining the individual areas concerning vulnerable persons. There is work in progress on missing persons and serious sex offences involving victims under the age of 17 years. Previously work has been completed on domestic abuse, although this is to be refreshed. There are variable levels of commissioning ability in the districts and some of their work is focused on performance analysis. The force has experimented by introducing a senior analyst to the DIU at Sheffield to work alongside the DIU manager. This has brought an enhanced technical element to decision making in the commissioning process.

The PA intends to improve the governance issues around this area. Following the recent changes in PA membership, there are new processes being developed so that there is clear oversight on this issue. Overall the PA is positive and welcoming of the new arrangements and concerned that it plays a role in delivering improvement.

Inspection activity at district level found that the commander and superintendent displayed an understanding of all aspects of PPU work and applied intrusive but supportive supervision methods. The district SMT had increased the establishment of the PPUs above the corporate standard in order to effectively meet local demand. There is in place a process of constant reinforcement of key messages to members of staff about understanding risk and minimising harm, and internal communication is a continuing focus for the district. There is evidence that members of staff at district level are aware of the increased importance given to PVP by the district commander, but other priorities are perceived to rank more highly in the prevailing culture. The profile has recently been increased by including PVP as a priority in the district control strategy and it routinely features in tasking and accountability processes. However, among members of staff there remains a widely held perception that reducing volume crime and increasing sanction detections are the most important aspects of performance.

## **Areas for improvement**

Partners informed the inspection process that multi-agency collaboration required to minimise public risk and maximise support to victims and vulnerable people has been disrupted by the restructuring of the PPU within SYP. New contacts and networks are being developed and, while contacts with strategic leaders are reported to be consistently good, it is evident that work is still in progress to embed the new structures and processes and also to develop relationships. However, an area for improvement is the relationship between districts and HQ departments and in particular a clear understanding of responsibility for managing aspects of the PPU project. Concerns expressed to the inspection team by operational members of staff included lack of administrative support, out-of-date role profiles, lack of equipment, time lag before the force central referral unit came into place which created a backlog of work and tension with partners, internal and external communication problems, tensions created by the transfer of members of staff with existing workloads, vacancies, the relationship with intelligence processes, the management of out-of-hours cover and a clear, broad understanding of roles and responsibilities.

The issue of training requirements of the PPUs has recently been raised at the learning and development board. This is an issue which requires a professional TNA and further development. The TNA needs cover the broad spectrum of the requirement to support PPUs, and makes the links with areas such as investigator training.

**RECOMMENDATION 2**

Training needs analysis and a development plan should be completed covering the broad requirement of the public protection units, making the links with related areas including investigator training.

**RECOMMENDATION 3**

The force should review the project management arrangements for the development of public protection units, with specific attention paid to the delivery by departments of key components and enablers.

## Protecting Vulnerable People – Child Abuse

GRADE	FAIR
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### National grade distribution

Excellent	Good	Fair	Poor
3	17	21	2

### National contextual factors

The Children Act 2004 places a duty on the police to ‘safeguard and promote the welfare of children’; safeguarding children, therefore, is a fundamental part of the duties of all police officers. All police forces, however, also have specialist units which, although they vary in structure, size and remit, normally take primary responsibility for investigating child abuse cases. Officers in these units work closely with other agencies, particularly Social Services, to ensure that co-ordinated action is taken to protect specific children who are suffering, or who are at risk of suffering, significant harm. The Children Act 2004 also requires each local authority to establish a Local Safeguarding Children Board (LSCB). This is the key statutory mechanism for agreeing how the relevant organisations in each local area will co-operate to safeguard and promote the welfare of children in that locality, and for ensuring the effectiveness of what they do.

Membership of LSCBs includes representatives of the relevant local authority and its Board partners, notably the police, probation, youth offending teams, strategic health authorities and primary care trusts, NHS Trusts and NHS Foundation Trusts, the Connexions service, Children and Family Courts Advisory and Support Service, Secure Training Centres and prisons.

### Contextual factors

Following the evaluation of the pilot PPU structure at Rotherham in 2006, a decision was made to create PPUs in each district. Some of the principal aims of the pilot were to join up the high-risk areas of public protection, including child protection, and to strengthen the role, involvement and accountability of the districts in delivering effective, corporate responses to vulnerability, strengthening the relationships locally with partners and improving the management of harm and risk in communities. The implementation of the new district-based changes took place in April 2007 and the gradual implementation and evaluation of the changes is being overseen and monitored through the HQ PPU, reporting to the ACC (SO), who in turn feeds into the operational and corporate performance reviews carried out by the ACC (TO) and the DCC respectively.

Whilst some early difficulties have been identified in the transfer of child protection responsibilities to district level, the governance and accountability structures are developing. However, at the time of the inspection there remained a need for improved clarity and effective management around the changes.

## Strengths

The force has specialist child abuse investigators and supervisors specifically dedicated to this area of work based in district PPUs. These posts are not multi-functional and are dedicated to the investigation of child abuse. The PPU is managed at district level within a framework of standards including minimum resource levels set by the HQ PPU, agreed by district commanders and monitored by the force strategic public protection board. Resource levels have been determined through analysis of referrals occurring within each district boundary.

The district-based PPUs incorporate resources dedicated to the management and investigation of child abuse investigation, sex offender management, domestic abuse, missing persons, vulnerable adults and hate crime. These arrangements effectively shorten the line of communication between the various elements of PVP and increase understanding of the issues and the flow of information. There is also a greater sense of connection among PPU members of staff with mainstream policing.

There is a chief superintendent representative on each of the local safeguarding children boards (LSCBs) supported by the detective chief inspector from the force PPU to ensure a corporate approach.

Development is taking place across all aspects of PVP. A key driver is to ensure that the force is compliant with the NCPE standards. The devolvement of the child abuse investigation function to districts provides a better infrastructure for building effective relationships with partner agencies.

Information is entered directly onto the case administration and tracking system (CATS). The system allows for the management and progress of investigations to be recorded as all actions and updates are entered directly onto the system as are supervisory comments and instructions. All nominal records and information such as medical examinations are also entered onto the system. Detective sergeants (DSs) dedicated to the child abuse investigation role actively monitor case loads and update the systems with the product of their supervisory activity. The PPU is managed by a detective inspector who oversees the supervisors.

Minutes of case conferences are scanned directly onto CATS for child abuse referrals. Partners provided positive feedback about relationships and the contribution of the police.

Good practice in child abuse investigation includes the availability of the dedicated children's sexual assault referral centre (SARC) at Rotherham and Sheffield children's hospital, the joint South Yorkshire children protection procedures, university student social worker placements and the central referral unit.

The 'Runaways Action Partnership' (RAP) has a joint protocol relating to all children and young people running away or missing from care or home. The document replaces the previous South Yorkshire protocol 'Missing from Care' and has been expanded to include all young people. This is a joint agreement between the SYP, Connexions and the LSCBs of Doncaster, Rotherham, Barnsley and Sheffield.

*Safeguarding Children and Young People Affected by Domestic Abuse* is a Sheffield inter-agency protocol and practice guidance created by a multi-agency task group including SYP, published in June 2007 to provide guidance and a consistent understanding of the issues to any practitioners whose work brings them into contact with children, young people and their families. The aim of this work is to promote multi-agency approach to early, effective intervention and safeguarding of children and young people affected by domestic abuse,

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and to bring a sharper focus on risk assessment and safety planning as a continuous linked process.

The force has adopted the Child Rescue Alert system and guidance was published by the force in May 2007.

Officers complete the Initial Crime Investigators' Development Programme (ICIDP) and achieving best evidence (ABE) training in the interviewing of offenders and also video interviewing of victims. Officers are also required to complete a joint investigation course, which is one week in duration and is held with colleagues from social services. In addition to the above, further multi-agency courses are available for officers to attend which are organised by the LSCBs.

Joint training has taken place with partners concerning sexual exploitation.

Training of student officers in all areas of PVP is co-ordinated and delivered by members of staff at the HQ PPU. There is a dedicated training officer for child abuse investigation.

In accordance with force policy, child abuse investigators deal with child abuse within the family, child abuse outside of the family where the offender has some well-established connection with the child, cases of alleged abuse/sexual offences by juveniles between the ages of 10 and 18 years against children, cases of child abuse where the alleged offender is a professional person or in a position of responsibility, and adults who disclose that as children they were abused within the family or by someone who has connections within the family.

Child homicide investigations are carried out by major investigation teams (MITs) and the criminal investigation department (CID) currently investigates cases of sudden unexpected death in infancy (SUDI). Child abuse investigation officers also deal with cases of internet crime and assist the district in obtaining complainant statements from adult victims of rape.

The referral of child abuse investigators to the occupational health unit is mandatory under force policy.

There is evidence of formal meeting structures within districts by which managers are held to account for the performance of the various elements within their portfolio areas.

On a monthly basis performance information is gathered relating to referrals received from other agencies, criminal justice process outputs and outcomes, medical examinations and training activity.

Domestic abuse and missing persons are on the daily tasking meeting agenda with clear direction given and recorded within the tasking framework. Sex offenders and child abuse investigations are raised in this forum as required and tend to be only when the incidents are at the higher ranges of concern. The PPU detective inspector attends the tasking meeting and presents all these issues.

At the biweekly tasking and co-ordination meeting all areas of PVP are reviewed. This can result in tasks being allocated to the SNTs relating to particular addresses, victims and offenders and for relevant problem-solving activity.

## **Work in progress**

There is an open approach to sharing information, although direct access by partners to relevant police databases (egg domestic abuse, child abuse investigation) is very limited (access to iTrace, a corporate electronic means of recording missing persons, related tasks, actions taken, etc has been offered to partners in the 'Safe at Last' project but not taken up). It remains work in progress.

The project to replace the force operational intelligence system (OIS2) is underway and specialist child abuse investigators have been involved in developing the user specification. A new crime management system (CMS2) is also being developed which will be able to extract information directly from the crime report into the OIS. The force is working to integrate these processes with the force child abuse tracking system.

## **Areas for improvement**

The force needs to examine the arrangements for managing regular health and welfare screening for child abuse investigators. Feedback from members of staff would suggest that attendance is intermittent and not effectively monitored, particularly now that arrangements and lines of responsibility have changed with the restructure.

As part of a comprehensive TNA the force should undertake a skills audit to identify the training requirements of PPU staff. Within a focus group it was clear that there were training issues to be addressed. Not all child abuse investigators were ICIDP trained; some had undertaken the course and failed it, whilst other members of staff had failed the force trainee investigator application process. Most appeared to be ABE trained, although some who had been in the role a considerable time had not been, instead having being trained in the early 1990s to other standards. Members of staff had not been trained in Tier 2 interviews although they regarded it as essential for their role. The development of performance needs assessments have been logged and recorded for PPU issues and some areas such as domestic abuse and missing persons are well advanced. Nevertheless, the force acknowledges that more work needs to be done to provide training in the area of child abuse investigation.

## Protecting Vulnerable People – Domestic Violence

GRADE	FAIR
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### National grade distribution

Excellent	Good	Fair	Poor
1	13	27	2

### National contextual factors

There is no statutory or common law offence as such of ‘domestic violence’; the term is generally used to cover a range of abusive behaviour, not all of which is criminal. The definition of domestic violence adopted by ACPO does, however, take account of the full range of abusive behaviour as well as the different circumstances in which it can occur:

*‘any incident of threatening behaviour, violence or abuse (psychological, physical, sexual, financial or emotional) between adults, aged 18 and over, who are or have been intimate partners or family members, regardless of gender or sexuality’.*

As with the investigation of child abuse, responding to and investigating domestic violence is the responsibility of all police officers. Again, however, forces have dedicated staff within this area of work, although their roles vary. In some forces staff undertake a support/liason role, generally acting as a single point of contact for victims and signposting and liaising with other agencies and support services; in others, staff have responsibility for carrying out investigations.

Irrespective of who carries out the investigation in domestic violence cases, an integral part of every stage is the identification of risk factors, followed by more detailed risk assessment and management. In 2004, HMIC, together with HMCPSI, published a joint thematic inspection report on the investigation and prosecution of domestic violence. At that time, risk identification, assessment and management were in the early stages of development throughout the service. Since then, there has been considerable progress in developing formal risk identification and assessment processes and - in a number of forces - the implementation of multi-agency risk assessment conferences (MARACs). Other improvements include the introduction of specialist domestic violence courts and the strengthening of joint working arrangements.

### Contextual factors

Prior to the move to district-based PPUs, the responsibility for DV performance monitoring lay with HQ community safety and the delivery rested with the local district commander. The absence of consistent and credible data through the introduction of locally based systems created difficulties in providing a force-wide picture of performance around positive arrest and victim-focused policies. There was also evidence of a lack of corporate responses to policies, although there was evidence of effective partnership delivery at a local level.

The inclusion of DV within the PPU structure will add the corporacy to delivery and add the necessary focus to the delivery of the confidence, satisfaction and reassurance agenda, linked to Neighbourhood Policing.

## Strengths

The force has specialist domestic abuse officers and supervisors specifically dedicated to this area of work based at district PPUs. These posts are not multi-functional and are dedicated to the investigation of domestic abuse. The PPU is managed at district level within a framework of standards including minimum resource levels set by the HQ PPU, agreed by district commanders and monitored by the force strategic public protection board. Resource levels are determined by district commanders. The HQ PPU has a remit of inspection and review and reports to the public protection SMB chaired by the ACC (SO).

There have been improvements in the way domestic abuse is dealt with by the force and this situation is further reflected in the investment in domestic abuse investigation resources within the PPUs to the extent that the units can now take ownership of high-risk domestic abuse cases. The force DV co-ordinator sits within the HQ PPU to provide a policy and guidance role, as well as an overview on performance issues.

All contact centre staff in SYP have a clear understanding of their role in dealing with reports of domestic abuse. Domestic abuse specialists provide direct input to training for handlers and dispatchers. Prompt sheets are available to call-centre staff and all incidents are flagged on the force command and control system. Guidance includes specific call-grading requirements to minimise risk to victims and any children.

The force has an ICT system dedicated to the purpose of recording domestic abuse incidents and managing the data available on the intranet.

Address details of domestic abuse incidents are also flagged on the PROCAD incident logging system in order to provide officers attending the same address on any future occasions with useful intelligence.

When officers attend domestic abuse incidents they identify risks guided by the SPECSS plus model of risk indicators taking appropriate action. After being entered onto the CMS2 system the incident is assigned a risk level by the PPU sergeant. All incidents involving children are then forwarded to the local social care department.

Incidents that fall outside the ACPO definition, where there are child protection concerns, are entered on a form and faxed through to social care and the PPU child protection officer for action as appropriate.

The SPECSS+ risk identification model is used to assist safety planning. This process is used to inform an initial risk identification followed by a more rigorous assessment carried out by a PPU sergeant. The assessment is recorded on the force crime recording system and forms the basis of continuing safety management and referral to other agencies.

The risk identification process enables officers attending the scene of domestic abuse to initiate the appropriate intervention within the framework of the force positive arrest policy. The profile of domestic abuse is such that if an officer is at an incident where there is a power of arrest and they intend not to exercise that power than whilst at the incident they have to inform and discuss the situation with a supervisor.

Good practice in the management and investigation of domestic abuse includes the introduction of multi-agency risk assessment conferences (MARACs) in all areas, independent domestic abuse advocates, specialist status for all courts, independent sexual violence advocates, processes relating to domestic abuse homicides, recording risk identification and risk assessment procedures for domestic abuse.

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There is a MARAC in each district. They have been further developed using strategic domestic abuse co-ordination funding to run an advocates scheme alongside them. The administration roles in the force central PPU policy team ensure that there is consistency in the MARAC processes.

Effective arrangements are in place to ensure that victims of domestic abuse are promptly and sympathetically referred to refuge accommodation where appropriate.

*Safeguarding Children and Young People Affected by Domestic Abuse* is a Sheffield protocol and practice guidance created by a multi-agency task group including SYP, published in June 2006 to provide guidance and a consistent understanding of the issues to any practitioners whose work brings them into contact with children, young people and their families. The aim of this work is to promote a multi-agency approach to early, effective intervention and safeguarding of children and young people affected by domestic abuse, and to bring a sharper focus on risk assessment and safety planning as a continuous linked process.

The Rotherham district control strategy for 2007/08 includes as one of its four priority areas 'Vulnerable People' with specific issues of domestic abuse, responding to high-risk issues and victim focus. Strategic leadership for the development of these issues is clearly defined and in addition there is published intelligence requirement in the form of a description of the information sought on the specific issues.

*A Domestic Abuse – Murder Prevention Policy* was published in Rotherham district taking effect in December 2006, detailing mandatory action to be taken by all officers in the management of domestic abuse incidents. The document emphasised the positive arrest policy and outlined details of review mechanisms and contingency procedures to be adopted when an arrest has not taken place. A press release from the Rotherham district in February 2007 reinforced to the public a commitment by the police to dealing effectively with domestic abuse in partnership. The release highlighted the scope and scale of domestic abuse and aimed at developing confidence among victims.

The force adopts a hierarchical approach to the investigation of domestic abuse incidents. High-risk cases are investigated by specialist domestic abuse officers based at the PPU. Specialist officers often oversee and advise other officers who have responsibility for investigations.

Each of the district-based PPUs has a specialist DS domestic abuse supervisor who oversees the investigation and safety management processes.

Relationships between the PPU and the SNTs are beginning to emerge in order that in appropriate cases they can be given tasks within the framework of the safety management process.

Following an HMIC audit of domestic abuse data in January 2007 SYP was graded 'Good' for data compliance management arrangements and 'Excellent' for domestic abuse data testing.

Domestic abuse is discussed at the district daily tasking meetings as a matter of course, with clear direction given and recorded within the tasking and co-ordination framework.

At the biweekly tasking and co-ordination meeting all areas of PVP are brought to the table. This can result in SNTs being allocated tasks relating to particular addresses, victims or offenders or other problem-solving activity.

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Outside the tasking process the Quick Place (e-briefing system) is used to rapidly inform all members of staff of emerging issues, in particular relating to domestic abuse and registered sex offenders.

High-risk domestic abuse offenders are monitored through NIM processes at Rotherham and feature routinely at tactical tasking and co-ordination meetings.

A priority arrest scheme exists at the Rotherham district to address the situation where offenders have left the scene of a domestic abuse incident. The district uses priority arrest folders, where the folder is passed on to assure a continued effort to arrest at the earliest opportunity. Performance is monitored on the basis of priority arrests taking place within 72 hours of the incident.

Unit and individual caseloads are monitored by the detective inspector PPU manager.

The HQ PPU has a remit for the inspection and review of performance around DV.

Performance information relating to the number of domestic abuse incidents, the number of repeat incidents, arrests made and the completion rates of risk assessments is gathered on a monthly basis.

There is evidence of formal meeting structures within districts by which managers are held to account for the performance of the various elements within their portfolio areas.

The force has undertaken a structured review of domestic abuse-related homicide.

A formal performance needs assessment has been logged and recorded by the training department for domestic abuse and plans for the delivery of that training are well advanced. Further advancements will be made with the inclusion of custody officer training courses beginning in September 2007.

Officers are also encouraged to attend multi-agency courses held within their own districts hosted by both LSCBs and the voluntary sector.

SYP played a significant role in the development of MARACs in each court area.

## **Work in progress**

The force carried out a review of domestic abuse in the period between April 2006 and March 2007 as part of the developing public protection inspection programme. The report included recommendations which include the need to develop the capacity for regular audit and quality assurance.

The force is working to develop the links between the MAPPA and MARAC processes.

The further integration of domestic abuse and core information systems forms part of the force operational intelligence systems development agenda.

The project to replace the force operational intelligence system (OIS2) is underway and members of staff from PPUs have been involved in developing the user specification. A new crime management system (CMS2) is also being developed and will extract information direct from the crime report into the operational intelligence system. CMS2 is solely a crime recording facility at this time and the force is evaluating CATS for DV.

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The baseline assessment 2005/06 identified processes for the administration of domestic abuse incidents as an area for development. The crime-recording bureau was unable to accept details of domestic abuse crimes and risk-assessment forms over the telephone from response officers, due to a lack of resources. Funds for additional members of staff to take domestic abuse incident risk identification details by telephone have been approved. The recruitment process is underway for the additional crime recording bureau resources. A pilot will take place in Doncaster and be evaluated before potential force-wide implementation.

There is a two-day specialist domestic abuse officer course provided by the force. The pilot for this course commenced in June 2007 and domestic abuse officers will be required to attend this course. The course is based on Centrex modules 1, 3, 4 and 5.

### **Areas for improvement**

The force needs to ensure that the administration of domestic abuse processes is managed to an acceptable standard. Domestic abuse referrals and risk identification forms were identified to the inspection team as areas where the quality of work is variable. This situation is a frustration for partners which creates additional work and can delay intervention.

Domestic abuse officers have role profiles but they are out of date and do not accurately reflect the current role. This has additional implications for the development of processes to support the role, particularly in the training and welfare support.

## Protecting Vulnerable People – Public Protection

GRADE	GOOD
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### National grade distribution

Excellent	Good	Fair	Poor
2	16	23	2

### National contextual factors

The Criminal Justice and Courts Services Act 2000 led to the formation of the Multi-Agency Public Protection Arrangements, commonly known as MAPPA, requiring the police and probation services to work together as the Responsible Authority in each area of England and Wales to establish and review the arrangements for the assessment and management of sexual and violent offenders. Subsequent legislation brought the Prison Service into the Responsible Authority arrangements and also requires a range of social care agencies to co-operate with the Responsible Authority in the delivery of the assessment and management of risk in this area. These agencies include health, housing, education, social services, youth offending teams, Jobcentre Plus, and electronic monitoring services.

Under MAPPA, there are three categories of offender who are considered to pose a risk of serious harm:

Category 1 – Registered Sex Offenders (RSOs)

Category 2 – violent and other sex offenders

Category 3 – other offenders (with convictions that indicate they are capable of causing, and pose a risk of, serious harm).

To be managed under MAPPA, offenders must have received a conviction or caution. However, there are some people who have not been convicted or cautioned for any offence, and thus fall outside these categories, but whose behaviour nonetheless gives reasonable ground for believing a present likelihood of them committing an offence that will cause serious harm. These people are termed Potentially Dangerous Persons (PDPs).

Following risk assessment, risk management involves the use of strategies by various agencies to reduce the risk, at three levels:

- Level 1 offenders can be managed by one agency;
- Level 2 offenders require the active involvement of more than one agency;
- Level 3 offenders – the ‘critical few’ – are generally deemed to pose a high or very high risk and are managed by a multi-agency public protection panel (MAPPP).

In 2003, the Home Secretary issued MAPPA guidance to consolidate what has already been achieved since the introduction of the MAPPA in 2001 and to address a need for greater consistency in MAPPA practice. The guidance outlines four considerations that are key to the delivery of effective public protection.

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- defensible decisions;
- rigorous risk assessment;
- the delivery of risk management plans which match the identified public protection need; and,
- the evaluation of performance to improve delivery.

### **Contextual factors**

The establishment of the district-based PPU's in April 2007 increased the involvement and awareness of the district commanders in the management of harm and risk within their operational commands. The intention behind the changes was to clarify the accountability and develop the partnership links in the management of persons falling within the MAPPA and potentially dangerous person's categories. The previous system in place, whilst effective, had shared the responsibilities between HQ PPU and the district CID, leading to differing and less effective responses for the lower categories of offender.

The new structures provide clarity and focus, reinforced through a monitoring and performance review system managed through the HQ PPU.

### **Strengths**

The force has dedicated officers for the management of sex offenders and violent offenders, called sex offender management officers (SOMOs). These officers deal with registered sex offenders, violent and other sex offenders, and other offenders (MAPPA category 1, 2 and 3).

These officers are situated within the district PPU's. PPU's incorporate child abuse investigation, sex offender management, domestic abuse, missing persons, and vulnerable adults in addition to hate crime. District-based units have operational accountability and control devolved to district commanders, with strategic and policy responsibility retained centrally by an HQ MAPPA unit.

The force comprises five districts and the management of sex/violent offenders has been devolved to the district commanders. Each district PPU is managed on a day-to-day basis by the PPU detective inspector. SOMOs work with dedicated supervisors within the framework of district PPU's.

The HQ MAPPA unit is jointly managed by senior probation officer and detective sergeant with two further members of staff from the probation service. Both the police and the probation service provide administrative support.

PPU-based SOMOs are designated police officers trained in child exploitation and online protection procedures, in the use of the ViSOR database, and in risk matrix 2000 classification systems. They carry out home visits with registered sex offenders and conduct intelligence gathering.

Prior to the devolvement of the PVP function, work was carried out to ascertain functional requirements in districts. A single standard was subsequently set for corporate compliance. Staffing levels, however, are permitted to vary according to local needs. The corporate requirement is that the function is carried out effectively and this is tested by independent audit and inspection.

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As of 1 April 2007 the force had 16 specialist SOMOs. There were no vacancies, no part time members of staff and posts were not multi-functional, concentrating solely on the management of sex offenders. They are not abstracted on a routine basis.

HQ PVP specialists have up-to-date role profiles that accurately reflect their roles. In some district PPU, domestic abuse officers deal with MAPPA offenders convicted of domestic abuse.

Current workloads are 1 SOMO to 50 offenders across the force; however, this may vary in different districts. Staffing levels are determined by the number of registered sex offenders living within each boundary. All home visits are undertaken by the SOMOs.

Sex offenders recorded at level 1 are managed by a single agency (normally the police). With violent offenders, the lead agency is usually the probation service. A level 1 case will have a relevant management plan written once all information has been shared by the police and probation. The level of risk and the management plan will be prepared by the relevant district SOMO and will be agreed by their supervisor and the detective inspector in charge of the district PPU.

In relation to level 2 offenders, this is a multi-agency panel decision which is chaired by the MAPPA manager and the DS, with support provided by the central MAPPA unit (also multi-agency). Any management plan formulated is agreed by all agencies involved.

In relation to level 3, these cases are managed by the central MAPPA unit, chaired by the MAPPA manager (a senior probation officer). The management plan is formulated and agreed by all agencies present. The responsibility for managing the offender in the community rests with the district crime manager.

Meetings are arranged at set intervals for levels 2 and 3. These are administered by the central MAPPA unit both in terms of arranging and recording.

In relation to level 3 meetings, these are also attended by the detective chief inspector from the HQ PPU or his deputy.

MAPPA serious further offences reviews are overseen by a quality assurance subgroup of the MAPPA SMB. All serious further offences are reviewed jointly with other agencies producing a report with recommendations for any necessary further action.

When new information is received in relation to an offender, a review of risk is carried out including a review of risk management 2000 (RM2000). This would determine whether the level of risk posed had changed. Depending upon the level of increased risk result, a referral would then be made to the HQ MAPPA unit in order to call a level 2 meeting to discuss the nominal and the level of risk. This meeting would be multi-agency in its attendance. The offender would then either remain at their present management level, or be increased or decreased to an alternative level of management, depending on the assessed level of risk.

If a case is jointly managed by the police and probation service the assessment of risk of harm is determined by RM2000 and the Offender Risk Assessment System (OASys). The level of risk management is determined primarily by OASys. If the offender is solely managed by the police, the RM2000 model will be used to determine the risk level.

Police and probation services are working round the difficulties on a case-by-case basis to get MAPPA cases screened before release. Where possible, negotiation takes place for prisoner transfer to HMP Doncaster so that a full screening can take place locally.

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The ACC (SO) is the current chair of the MAPPA SMB. The previous chair was from the probation service. It is hoped that the prison service will take the chair at some stage in the future to recognise that they are equal partners.

Level 3 MAPPA meetings are jointly chaired by the MAPPA manager, who is a senior officer from the probation service, and the detective sergeant from the same MAPPA unit. The force has consciously decided that this is appropriate as it has confidence in the individuals. The force has without fail supported the decisions made at these meetings, as well as the deployment and allocation of resources.

The PPU detective inspector attends level 3 MAPPA meetings as the district representative. He feels empowered to deploy resources and commit to lines of action. The chair is a probation officer who is strong and experienced in this area of work. The detective inspector from the HQ PPU also attends each meeting.

The district crime manager receives notifications of all level 3 MAPPA meetings, but the PPU detective inspector usually attends. The crime manager will attend in particularly problematic cases and receives the notifications so they can keep abreast of what is developing.

The MAPPA support structures incorporate members of staff from the police and probation services co-located at police HQ. The structure has a MAPPA manager who is a senior probation officer, a DS and constable, ViSOR central point of contact, and also from the probation service a MAPPA officer, administrators and a ViSOR administrator. Resources are reviewed regularly resulting in consistent growth.

The HQ MAPPA unit co-ordinates ViSOR, the level 2 MAPPA meetings and facilitates the level 3 meetings. Support is provided to the district-based PPUs and serious further offence reviews are conducted.

Additional subgroups of the MAPPA SMB oversee communications and training as well as quality assurance. Lay visitors attend MAPPA case conferences and sit on the SMB.

Potentially dangerous persons are the responsibility of crime managers within districts. However, the MAPPA procedures are mirrored in relation to the formulation of a risk management plan involving other agencies. The collation of information and administrative arrangements are met within the HQ MAPPA unit. NIM processes and district resources are allocated through the district tasking and co-ordination meetings and via the multi-agency risk assessment meetings. Potentially dangerous persons may be recorded on ViSOR depending on risk level and resources required to manage the offender.

The force regularly supports management of level 3 offenders with central resources such as surveillance. In appropriate cases he makes informal contact and supports this with formal tasking requests. The surveillance team has provided evidence to support SOPO applications and has lead to the identification and recovery of a vulnerable missing person in another case.

There are force standards and procedures in place to guide operational activity.

ViSOR is well used and there was positive support for its functionality. Comment was passed that other forces are not using proper inputting procedures as records have to be cleaned up by SYP when nominal records are passed over and some records arrive incomplete. This is an area for examination nationally.

SOMOs plus administrative staff located in the PPUs have direct access to ViSOR. Members of staff at HQ MAPPA input new offenders onto ViSOR and SOMOs are

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responsible for updating existing information. Any ViSOR user can update a nominal activity log.

Quality control is applied to the ViSOR system through a process of random sampling and review.

The MAPPA unit receives information from prison at the start of the sentence. Notifications are also received via court liaison with regard to registered sex offenders. The probation service is then responsible for identifying category 2 offenders. The MAPPA unit deals with all level 2 and level 3 cases via notification from the responsible authority. Both police and probation service have databases that capture all MAPPA offenders irrespective of risk management levels. The roll-out of ViSOR to the probation service will strengthen these arrangements.

Data management specialists from SYP and key partners in local authorities, health and probation meet regularly under the banner of the South Yorkshire information governance group to promote effective governance arrangements for sharing and disclosing information. This is facilitating the development of information-sharing assessments to comply with Bichard standards.

Day-to-day liaison between the police and probation is described as excellent. Information sharing is promoted through the provision of direct access to police and probation information systems for the probation service MAPPA team members based within police premises.

A ViSOR marker is placed on the OIS to indicate that a record is held on that system. Further information can be accessed by non-specialist members of staff by contacting a SOMO or the district PPU.

The links to the force OIS are achieved by cut and paste to transfer appropriate and relevant information. This makes elements of the record available to other members of staff in the organisation.

DV and missing persons are discussed at the daily tasking meeting as a matter of course with clear direction given and recorded within the tasking framework. Sex offenders and child abuse investigations are raised in this forum as required and tend to be only when the incidents are at the higher ranges of concern. Similarly with biweekly tasking and co-ordination the intelligence processes bring the issues together and make the links. In addition the resources deployed to manage the different elements of PVP work within the same unit with shortened lines of communication and the issues being managed under a single framework.

The SNTs link into the management of level 1 and 2 sex offenders through tasking and co-ordination processes, intelligence sharing and awareness raising to ensure that members of staff working in neighbourhoods are informed of offenders residing within the community.

The MAPPA unit has access to all SNTs which are available to deliver local and supporting information or develop intelligence as required.

The inclusion of PVP in the force control strategy has increased its profile in district tasking and co-ordination meetings. Domestic abuse incidents, priority (domestic abuse) arrests and missing persons are discussed at daily meetings. High-risk domestic abuse cases, MAPPA priorities and ViSOR nominal records of note are discussed at fortnightly meetings.

Reports are sent to district commanders providing a strategic overview in relation to sex offenders to help them to manage the risk in their areas.

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There is central dip sampling of MAPPA work, with audits on the number of risk management plans reviewed on time, ratios of registered sex offenders to SOMOs, and reviews of high-risk individuals. A PPU performance framework includes monitoring of the numbers of registered sex offenders, the number of those present in the community, the number of risk management plans in place, the number of SOMOs, numbers of sexual offences prevention orders obtained, and the number of serious further offences.

Processes exist by which managers are held to account locally in addition to corporate health-check and review processes.

There is a multi-agency 'with consent' steering group with oversight on organisational standards and the implementation of recommendations from the joint HMIC and Her Majesty's Crown Prosecution Service Inspectorate (HMCPsi) thematic report on the investigation and prosecution of rape offences, published in 2002.

The force Operation Reflex unit was set up in 2003 as a Home Office-funded project and was fully operational by late 2004 with an intelligence unit and a tactical team. The force works together with West Yorkshire Police and Humberside Police and partner agencies including the Immigration Service and the United Kingdom Passport Service which have members of staff co-located within the unit. The operation and the unit have been established to deal with human trafficking of women and children for sexual exploitation as the prime concern, in addition to the volume facilitation into the country of foreign nationals. Work includes dealing with document fraud on a large organised crime scale and public office corruption connected with the issues of immigration crime.

Training provided to sex offender managers includes the ViSOR course, understanding child sex offenders and interviewing child sex offenders' courses (run by the Child Exploitation and Online Protection Centre (CEOP)), RM2000 course, and the managing dangerous offenders course (CEOP).

Training has been provided to all front-line staff via district training days. In addition to a multi-agency training event on 8 December 2006 to cover the work of MAPPA and ViSOR, an event was held on 20 September 2006 at which 80 district officers participated. Trainee constables are provided with input via the HQ PPU staff in relation to ViSOR and sex offender management. This is carried out at both 12 and 18 month service. A further awareness drive took place in May 2007 where posters were distributed to districts.

Currently the operations, professional standards and personnel departments all have vetting processes and resources.

Operation Oliver is a formal response developed by the force and other key partners within MAPPA to media issues surrounding 'Approved Premises'. Initially after press articles the force introduced a gold group who managed the situation. This was formalised as time moved on so that there are now multi-agency contingency plans for incidents at approved premises, including evacuation.

## **Work in progress**

Work is in progress to establish relationships to link MAPPA and MARAC processes. The force has identified the need to join together outputs to ensure that no nominal links are missed. This will fall within the remit of MAPPA's SMB.

Processes are being developed in SYP to promote a corporate approach to ensuring that arrangements for partnership information sharing and disclosure are properly recorded.

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Strategic and operational partnership groups have recently been created to facilitate the identification and drafting of local information-sharing agreements. These are considered to be the right structures at the right level.

Mandatory health referrals are currently limited to child abuse investigators who are referred every six months. Action has been instigated to extend health screening to other PVP specialists. This is work in progress.

Although ViSOR is considered cumbersome, HQ PPU members of staff ensure that the system meets their needs. Audits are regularly carried out by the central point of contact in order to ensure data is accurately recorded, and resilience is provided through the identification of trained deputies. There is work in progress to improve its utility by integrating elements of intelligence from it electronically with other systems. Currently information can only be transferred through 'cut and paste' copying. This is work in progress and a matter for consideration at a national level.

The next area for audit activity will focus on the levels of representation and involvement within MAPPAs meetings. The ACC wants to have public protection introduced to CDRPs as core business and has briefed local authority chief executives on MAPPAs. This was done to highlight representation being at the wrong level.

Work is in progress to continue to develop relationships with the prison element of the National Offender Management Service (NOMS) for the purpose of improving information sharing and risk assessments. Certain establishments work well individually because of personal contacts, but it is not consistent nationally as well as regionally.

### **Areas for improvement**

In conjunction with an audit and review of representation at MAPPAs meetings, the force should be confident that it also has the right level of internal representation both from HQ and districts.

There is an opportunity to improve the efficiency and effectiveness of vetting services in SYP by combining responsibility for vetting into one department. Currently the operations, professional standards and personnel departments all have vetting processes and resources. Centralisation would make it easier to ensure corporate adherence to national standards and might also create greater resilience.

## Protecting Vulnerable People – Missing Persons

GRADE	GOOD
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### National grade distribution

Excellent	Good	Fair	Poor
1	21	21	0

### National contextual factors

Each year, thousands of people are reported to police as missing. Many have done so voluntarily and are safe from harm, whether or not they return home. But a number are vulnerable, because of age or health concerns, and the police service has developed well-honed systems to respond swiftly and effectively to such cases. For obvious reasons, missing children arouse particular concern, and many forces deploy 'Child Rescue Alert' to engage the media in publicising such cases. Key good practice in this framework are early recognition of critical incident potential, effective supervision of enquiries, the use of NIM problem profiles and other intelligence techniques to analyse repeat locations (eg, children's homes), and the use of an IT-based investigation tracking system such as COMPACT.

### Contextual factors

The force has appointed a missing persons co-ordinator who sits within the HQ PPU to provide policy and guidance and to oversee compliance and performance.

Missing person oversight and monitoring forms part of the function of the district PPUs. The missing persons' co-ordinator works alongside the SNU's to co-ordinate activity and provide a SPOC.

As the roles develop, the co-ordinators will be responsible for the development of intelligence around key individuals, as well as the identification of individuals and premises linked to harbouring and sexual exploitation.

### Strengths

A dedicated missing persons' officer is established in each district. Written policy, instruction and minimum standards documents explicitly define areas of responsibility and expectations.

All contact centre staff in SYP have a clear understanding of their role in dealing with reports of missing persons. A programme of training was implemented following the introduction of a revised protocol in March 2007. Guidance is available to call centre staff on the force intranet, and laminated copies of key requirements have been issued to all handlers and dispatchers. These include call-grading requirements linked to levels of risk.

The iTrace system is a corporate electronic means of recording missing persons, related tasks, actions taken, etc. Within each district there is a dedicated co-ordinator to oversee

cases and monitor and review investigations. The iTrace system can be accessed throughout the force via the intranet.

Record management and case reviews are managed through the computerised iTrace system in conjunction with the force OIS. Every case is reviewed centrally and it is force policy for the OIS log for each missing person to remain open until the return-to-home interview has been completed.

There is a set of documents which outlines policy, instructions and minimum standards for SYP relating to the management, recording and investigations of missing persons. The production of these documents was informed by the [ACPO/NCPE Guidance on the Management of Missing Persons 2005](#). These documents are available on the force intranet.

Force instructions lay down the actions required at different levels of the organisation depending on the risk assessment and subsequent reviews. These procedures are reinforced by the operation of the iTrace missing persons system and support from divisional SPOCs.

The RAP has a joint protocol relating to all children and young people running away or missing from care or home. The document replaces the previous South Yorkshire protocol 'Missing from Care' and has been expanded to include all young people. This is a joint agreement between the SYP, Connexions and the LSCBs of Doncaster, Rotherham, Barnsley and Sheffield. RAP has a multi-agency steering group and procedures supporting it.

Areas of good practice around the investigation and management of missing persons includes partnership arrangements concerning the 'Safe at Last' two-bed refuge for child missing persons at Rotherham.

The central missing persons' co-ordinator monitors the responses to incidents in the districts and compliance with policy. Missing persons SPOC posts are now being filled and the intelligence links between missing persons and other areas are being developed.

The RAP meetings, chaired by the head of South Yorkshire Connexions, are good practice allowing a 360-degree view of each referred incident to ensure all partners are playing their part. There are good links to each of the LSCBs.

Problem profiles are being developed based on the identification of trends, root causes, patterns and key themes around missing persons' investigations.

Missing persons are discussed at district daily tasking meetings as a matter of course with clear direction given and recorded within the tasking framework.

The force has a published set of minimum standards which forms the basis for holding key individuals to account for achieving those standards for the management, recording and investigation of missing persons.

Formal performance needs assessments have been logged and recorded for various relevant PPU issues including missing persons. The training and development relevant to each are at different stages of progress; however, missing persons training is well advanced.

The following indicators are disaggregated to district level within the PPU performance framework: total number of missing persons, of those, the number less than 16 years of age, the number of repeat incidents within the same period, the number of individuals who

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have been repeatedly missing within the same period and the number of dedicated officers.

### **Work in progress**

Early in 2008 the iTrace missing persons system will be integrated with OIS2 which itself will be introduced in October 2007.

Sheffield Care Trust and SYP have agreed joint operational procedures and guidelines for responding to the needs of people with mental health problems. The guidelines look to provide direction and advice on key areas that require effective collaboration between the respective organisations including those with duty and responsibility for the management, investigation and welfare of missing patients. The intention is to develop this as a template which can be applied across the South Yorkshire area.

### **Areas for improvement**

The role of the district missing persons' SPOC lacks resilience and the force needs to ensure that adequate arrangements are in place to maintain standards in the absence of the SPOC.

## Recommendations

### Neighbourhood Policing

#### Recommendation 1

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

### Protecting vulnerable people

#### Recommendation 2

Training needs analysis and a development plan should be completed covering the broad requirement of the public protection units, making the links with related areas including investigator training.

#### Recommendation 3

The force should review the project management arrangements for the development of public protection units, with specific attention paid to the delivery by departments of key components and enablers.

## Appendix: Glossary of Terms and Abbreviations

### A

ABC	Activity-Based Costing
ABE	Achieving Best Evidence
ACC	Assistant Chief Constable
ACC (CR)	Assistant Chief Constable (Corporate Relations)
ACC (SO)	Assistant Chief Constable (Specialist Operations)
ACC (TO)	Assistant Chief Constable (Territorial Operations)
ACPO	Association of Chief Police Officers
APACS	Assessment of Policing and Community Safety
ASB	Anti-Social Behaviour

### B

BCB	Business Change Board
BCS	British Crime Survey
BCU	Basic Command Unit
BME	Black and Minority Ethnic
BVR	Best Value Review

### C

CAA	Comprehensive Area Assessments
CAIU	Child Abuse Investigation Unit
CATS	Case Administration and Tracking System
CDRP	Crime and Disorder Reduction Partnership
Centrex	The national police training organisation
CEOP	Child Exploitation and Online Protection Centre
CID	Criminal Investigation Department
CMS2	Crime Management System 2

CMU	Crime Management Unit
CSD	Community Safety Department
CTU	Counter Terrorism Unit
<b>D</b>	
DCC	Deputy Chief Constable
DFA	Director of Finance and Administration
DIU	Divisional Intelligence Unit
DS	Detective Sergeant
DV	Domestic Violence
<b>F</b>	
FIB	Force Intelligence Bureau
<b>G</b>	
GIS	Geographical Information System
<b>H</b>	
HMCPSP	Her Majesty's Crown Prosecution Service Inspectorate
HMIC	Her Majesty's Inspectorate of Constabulary
HQ	Headquarters
HR	Human Resources
<b>I</b>	
IAG	Independent Advisory Group
ICIDP	Initial Crime Investigators' Development Programme
ICT	Information and Communications Technology
IMS	Intranet Mapping System
iQuanta	a web-based tool for policing performance information and analysis, developed by the police standards unit of the Home Office

**J**

JAG	Joint Action Group
JSIA	Joint Strategic Intelligence Assessment

**K**

KIN	Key Individual Network
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**L**

LAA	Local Area Agreement
LSCB	Local Safeguarding Children Board
LSP	Local Strategic Partnership

**M**

MAPPA	Multi-Agency Public Protection Arrangements
MARAC	Multi-Agency Risk Assessment Conference
MIT	Major Investigation Team
MoPI	Management of Police Information
MSF	Most Similar Force(s)

**N**

NAG	Neighbourhood Action Group
NCPE	National Centre for Policing Excellence
NCRS	National Crime Recording Standard
NIM	National Intelligence Model
NOMS	National Offender Management Service
NPIA	National Policing Improvement Agency
NRF	Neighbourhood Renewal Funding
NSIR	National Standards for Incident Recording

**O**

OASys	Offender Risk Assessment System
OIS	Operational Intelligence System
OPDF	Operational Partnership Development Forum
OSS	Operational Support Services

**P**

PCSO	Police Community Support Officer
PDPF	Partnership Development and Performance Forum
PDR	Performance Development Review
PPU	Public Protection Unit
PPSG	Police Performance Steering Group
PVP	Protecting Vulnerable People

**Q**

QoSC	Quality of Service Commitment
QUICKPLACE	e-briefing system

**R**

RAP	Runaways Action Partnership
RM2000	Risk Management 2000

**S**

SARC	Sexual Assault Referral Centre
SGC	Specific Grading Criteria
SLA	Service Level Agreement
SMB	Strategic Management Board
SMS	Short Message Service
SMT	Senior Management Team
SNA	Safer Neighbourhood Area

SNT	Safer Neighbourhood Team
SNU	Safer Neighbourhood Unit
SNEN	Single Non-Emergency Number
SOMO	sex offender management officer
SPECCS+	Risk identification model
SPI	Statutory Performance Indicator
SPOC	Single Point of Contact
SUDI	Sudden Unexpected Death in Infancy
SYP	South Yorkshire Police
<b>T</b>	
TNA	Training Needs Analysis
<b>V</b>	
ViSOR	Violent and Sex Offenders Register
<b>Y</b>	
YVC	'Your Voice Counts' survey