



Promoting improvements
in policing to make
everyone safer

PEEL: Police effectiveness 2016

An inspection of South Yorkshire Police



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Contents

| | |
|--|-----------|
| Introduction | 4 |
| Force in numbers | 5 |
| Overview – How effective is the force at keeping people safe and reducing crime? | 7 |
| How effective is the force at preventing crime, tackling anti-social behaviour and keeping people safe? | 9 |
| How much crime and anti-social behaviour is there in South Yorkshire? | 9 |
| How effectively does the force understand the threat or risk of harm within the communities it serves? | 12 |
| How effectively do force actions and activities prevent crime and anti-social behaviour? | 15 |
| Summary of findings | 18 |
| How effective is the force at investigating crime and reducing re-offending? . | 20 |
| How well does the force bring offenders to justice? | 20 |
| How effective is the force's initial investigative response? | 22 |
| How effective is the force's subsequent investigation? | 24 |
| How effectively does the force reduce re-offending? | 29 |
| Summary of findings | 32 |
| How effective is the force at protecting those who are vulnerable from harm, and supporting victims? | 33 |
| How effectively does the force identify those who are vulnerable and assess their level of risk and need? | 34 |
| How effectively does the force initially respond to vulnerable victims? | 37 |
| How effectively does the force investigate offences involving vulnerable victims and work with external partners to keep victims safe? | 41 |
| Summary of findings | 46 |
| How effective is the force at tackling serious and organised crime? | 48 |

| | |
|---|-----------|
| How effectively does the force understand the threat and risk posed by serious and organised crime? | 48 |
| How effectively does the force respond to serious and organised crime? | 51 |
| How effectively does the force prevent serious and organised crime? | 54 |
| Summary of findings | 56 |
| How effective are the force's specialist capabilities?..... | 58 |
| How effective are the force's arrangements to ensure that it can fulfil its national policing responsibilities? | 58 |
| How well prepared is the force to respond to a firearms attack? | 59 |
| Summary of findings | 60 |
| Next steps | 61 |
| Annex A – About the data..... | 62 |

Introduction

As part of our annual inspections of police effectiveness, efficiency and legitimacy (PEEL), Her Majesty's Inspectorate of Constabulary (HMIC) assesses the effectiveness of police forces across England and Wales.

What is police effectiveness and why is it important?

An effective police force is one which keeps people safe and reduces crime. These are the most important responsibilities for a police force, and the principal measures by which the public judge the performance of their force and policing as a whole.

To reach a judgment on the extent of each force's effectiveness, our inspection answered the following overall question:

- How effective is the force at keeping people safe and reducing crime?

To answer this question HMIC explores five 'core' questions, which reflect those areas of policing that we consider to be of particular interest and concern to the public:¹

1. How effective is the force at preventing crime, tackling anti-social behaviour and keeping people safe?
2. How effective is the force at investigating crime and reducing re-offending?
3. How effective is the force at protecting those who are vulnerable from harm, and supporting victims?
4. How effective is the force at tackling serious and organised crime?
5. How effective are the force's specialist capabilities?

HMIC's effectiveness inspection assessed all of these areas during 2016. More information on how we inspect and grade forces as part of this wide-ranging inspection is available on the HMIC website (www.justiceinspectorates.gov.uk/hmic/peel-assessments/how-we-inspect/). This report sets out our findings for South Yorkshire Police.

Reports on the force's efficiency, legitimacy and leadership inspections are available on the HMIC website (www.justiceinspectorates.gov.uk/hmic/peel-assessments/peel-2016/south-yorkshire/).

¹ HMIC assessed forces against these questions between September and December 2016, except for Kent Police – our pilot force – which we inspected in June 2016.

Force in numbers



Calls for assistance

Calls for assistance per 1,000 population 12 months to 30 June 2016

South Yorkshire
Police

310

England and Wales

240



Crime (excluding fraud)

Crimes recorded per 1,000 population 12 months to 30 June 2016

South Yorkshire
Police

75

England and Wales

68

Change in recorded crime 12 months to 30 June 2015 against 12 months to 30 June 2016

South Yorkshire
Police

+8.4%

England and Wales

+7.8%

Change in recorded crime for the 5 years to the 12 months to 30 June 2016

South Yorkshire
Police

+1.9%

England and Wales

-3.4%



Crime outcomes*

Charged/summonsed

South Yorkshire
Police

11.6%

England and Wales

12.1%

Evidential difficulties: suspect identified but victim does not support action

South Yorkshire
Police

6.0%

England and Wales

10.6%

Investigation completed but no suspect identified

South Yorkshire
Police

53.6%

England and Wales

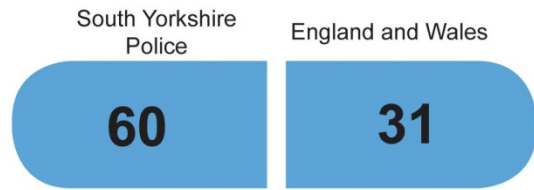
47.4%

*Figures are shown as proportions of outcomes assigned to offences recorded in the 12 months to 30 June 2016.

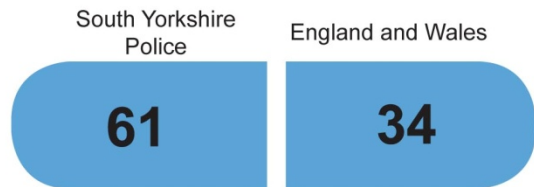


Anti-social behaviour

Anti-social behaviour incidents per 1,000 population 12 months to 31 March 2016

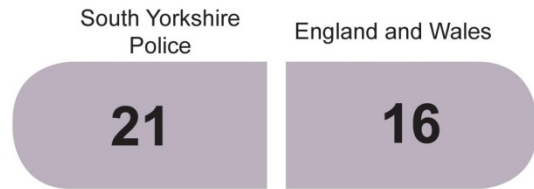


Anti-social behaviour incidents per 1,000 population 12 months to 31 March 2015



Domestic abuse

Domestic abuse calls for assistance per 1,000 population 12 months to 30 June 2016



Domestic abuse as a percentage of all recorded crime (excluding fraud) 12 months to 30 June 2016

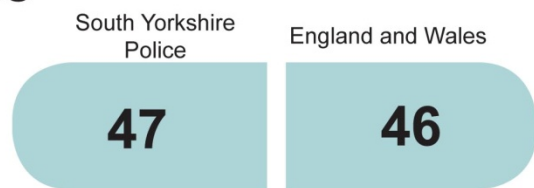


Domestic abuse as a percentage of all recorded crime (excluding fraud) 12 months to 31 March 2015



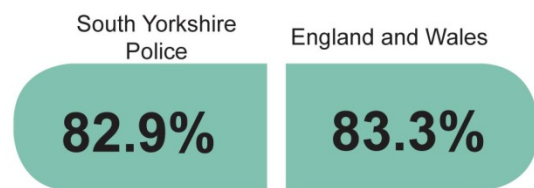
Organised crime groups

Organised crime groups per million population as at 1 July 2016



Victim satisfaction rate

Victim satisfaction with the overall service provided by the police 12 months to 30 June 2016



For further information about the data in this graphic please see annex A

Overview – How effective is the force at keeping people safe and reducing crime?

Overall judgment²



Requires improvement

South Yorkshire Police requires improvement in respect of its effectiveness at keeping people safe and reducing crime. Our overall judgment this year is the same as last year, when we judged the force to require improvement in respect of effectiveness. Considerable improvements are needed in the way the force supports and safeguards vulnerable people. Investigation standards and offender management are poor. The force also needs to improve the way it prevents crime, tackles anti-social behaviour and keeps people safe. However, the force is good at tackling serious and organised crime, and has the necessary arrangements to fulfil national policing requirements.

Overall summary

How effective is the force at preventing crime, tackling anti-social behaviour and keeping people safe?



Requires improvement

How effective is the force at investigating crime and reducing re-offending?



Requires improvement

How effective is the force at protecting those who are vulnerable from harm, and supporting victims?



Requires improvement

How effective is the force at tackling serious and organised crime?



Good

How effective are the force's specialist capabilities?

Ungraded

² HMIC judgments are outstanding, good, requires improvement and inadequate.

South Yorkshire Police has an understanding of the communities it serves and the threats they face. However, the changes the force has made to the way it provides neighbourhood policing have weakened its ability to be effective in tackling those threats.

The force allocates its investigations in general to the right people, who have the training and accreditation for those offences. However, the recording of managerial supervision on investigation files is inconsistent, as is the quality of investigation plans to support and direct the officers involved in investigating offences. The force has significant backlogs for the examination of digital media recovered as part of an investigation.

South Yorkshire Police has effective processes in place to manage the threat and harm from those offenders who pose a risk to the community. The force has processes in place to manage repeat offenders, but approaches across its policing areas are inconsistent.

The force has improved its knowledge and understanding of vulnerability and has improved the way it responds to incidents involving vulnerable victims. However, it routinely fails to complete quality risk-assessments for victims of domestic abuse, which means that the force might not safeguard vulnerable victims effectively.

The force has a comprehensive understanding of the risks posed by serious and organised crime in South Yorkshire. It has positive working relationships with local authorities and with regional resources to gather and share information to support its activities and keep the community safe.

The force has good measures in place to deter people from becoming involved in organised crime. It takes action to move people who are at risk away from serious and organised crime.

South Yorkshire Police has good plans to mobilise in response to the threats set out in the *Strategic Policing Requirement*. It is well prepared to respond to an attack requiring an armed response.

How effective is the force at preventing crime, tackling anti-social behaviour and keeping people safe?

The police's ability to prevent crime and anti-social behaviour and to keep people safe is a principal measure of its effectiveness. Crime prevention is more effective than investigating crime, stops people being victims in the first place and makes society a safer place. The police cannot prevent crime on their own; other policing organisations and organisations such as health, housing and children's services have a vital role to play. Police effectiveness in this matter therefore depends on their ability to work closely with other policing organisations and other interested parties to understand local problems and to use a wide range of evidence-based interventions to resolve them.

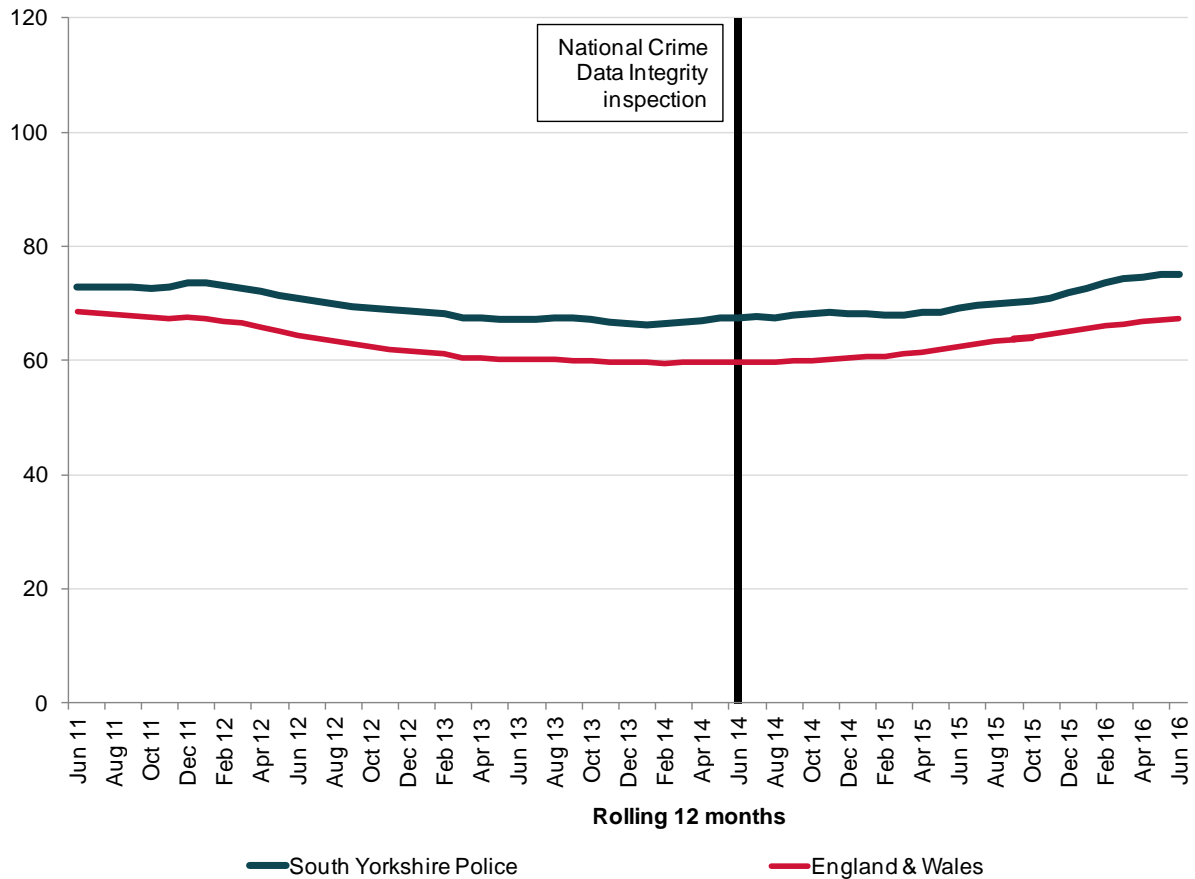
How much crime and anti-social behaviour is there in South Yorkshire?

Although police-recorded crime is by no means a complete measure of the totality of demand for calls on its service that a force faces, it does provide a partial indication of performance across all forces. Crime rates are reported as the number of crimes per 1,000 population in each force area to enable comparison between areas. Total recorded crime is made up of victim-based crime (crimes involving a direct victim such as an individual, a group, or an organisation) and other crimes against society (e.g. possession of drugs). In the 12 months to 30 June 2016, the majority of forces (39 out of 43 forces) showed an annual increase in total police-recorded crime (excluding fraud). This increase in police-recorded crime may have been affected by the renewed focus on the quality and compliance of crime recording since HMIC's 2014 inspection of crime data in all forces across England and Wales.

In 2010 the Home Secretary set a clear priority for the police service to cut crime. Figure 1 shows how police-recorded crime has fluctuated over the longer term. When compared with the 12 months to 30 June 2011, police-recorded crime (excluding fraud) for the 12 months to 30 June 2016 has increased by 1.9 percent in South Yorkshire compared with a decrease of 3.4 percent across all forces in England and Wales.

Over this same period, victim-based crime increased by 3.5 percent in South Yorkshire, compared with a decrease of 0.5 percent for England and Wales as a whole.

Figure 1: Police-recorded crime rates (per 1,000 population) in South Yorkshire, for the five year period to 30 June 2016



Source: Home Office data

For further information about these data, please see annex A

More recently, when compared with the previous 12 month period, police-recorded crime (excluding fraud) in South Yorkshire increased by 8.4 percent for the year ending 30 June 2016. This is compared with an increase of 7.8 percent across all forces in England and Wales over the same period.

The rate of police-recorded crimes and incidents of anti-social behaviour per head of population indicates how safe it is for the public in that police area. Figures 2 and 3 show crime rates (per 1,000 population) and the change in the rate (per 1,000 population) of anti-social behaviour in South Yorkshire compared with England and Wales.

HMIC used a broad selection of crime types to indicate crime levels in the police force area during the inspection. We are not judging the effectiveness of the force on police-recorded crime rates only. The figure below shows police-recorded crime rates in the force area for a small selection of crime types.

Figure 2: Police-recorded crime rates (per 1,000 population) in South Yorkshire, for the 12 months to 30 June 2016

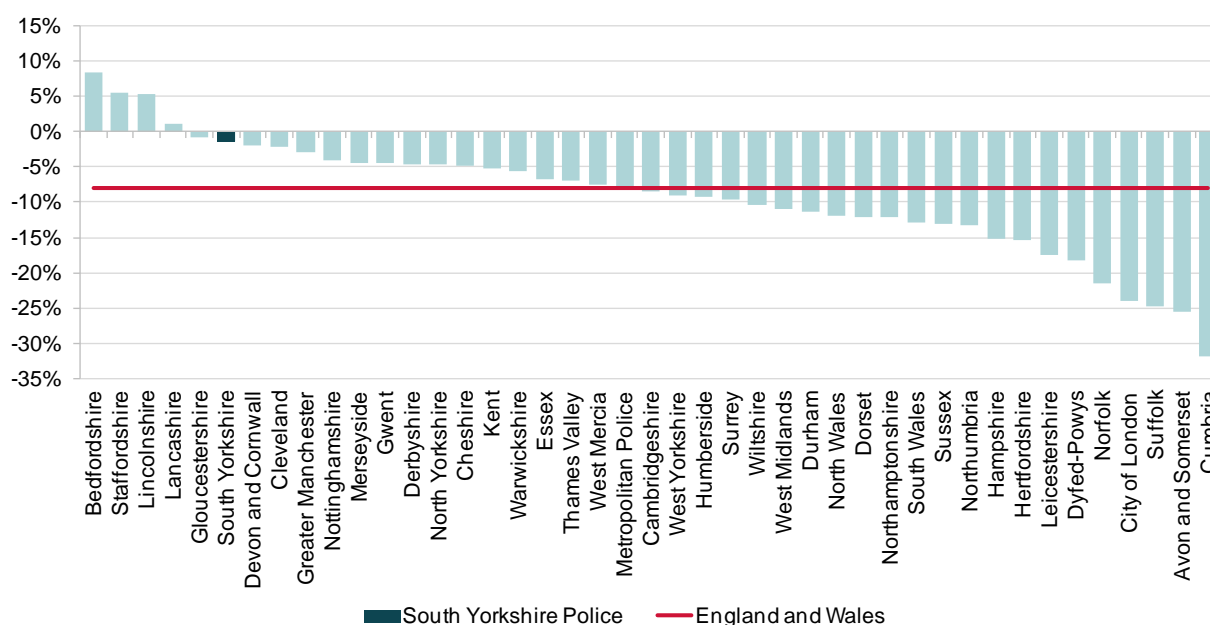
| Rates per 1,000 population | South Yorkshire Police | England and Wales |
|----------------------------------|------------------------|-------------------|
| Recorded crime (excluding fraud) | 75.0 | 68.2 |
| Victim-based crime | 68.5 | 60.4 |
| Sexual offences | 2.3 | 1.9 |
| Assault with injury | 7.6 | 7.0 |
| Burglary in a dwelling* | 10.7 | 8.1 |

* The rate of burglary in a dwelling is the rate for 1,000 households, rather than population

Source: Home Office data

For further information about these data, please see annex A

Figure 3: Percentage change in the rate of anti-social behaviour incidents (per 1,000 population), by force, comparing the 12 months to 31 March 2016 with the 12 months to 31 March 2015



Source: Home Office data

For further information about these data, please see annex A

In the 12 months to 31 March 2016, South Yorkshire Police recorded 60 incidents of anti-social behaviour per 1,000 population. This is 1 percent fewer incidents per 1,000 population than the force recorded during the previous 12 months. In England

and Wales as a whole, there were 8 percent fewer incidents per 1,000 population in the 12 months to 31 March 2016, than were recorded during the previous 12 months.

How effectively does the force understand the threat or risk of harm within the communities it serves?

It is vital that forces have a detailed understanding of the communities they serve in order to protect them from harm. This understanding should include those communities which may – for a variety of reasons – need the police to work differently to understand their requirements, for example migrant communities, elderly people or groups which might be mistrustful towards the police. A good understanding of what matters to these communities helps the police to gain their confidence and create safer neighbourhoods for citizens.

In order to tackle crime and anti-social behaviour, police forces need to understand the threat and risk faced by communities. Forces must also operate a model of local policing in which police officers and police community support officers (PCSOs) have sufficient time for community engagement, visible targeted foot patrols and working with other policing organisations and other interested parties to promote resolutions that protect communities and prevent crime. Successfully undertaking these three activities leads to crime reduction and increased public confidence.

Does South Yorkshire Police understand the risk posed to its communities?

South Yorkshire Police has an understanding of the communities it serves and the threats they face. However, the changes the force has made to the way it provides neighbourhood policing have weakened its ability to be effective. Although the force has a range of tactics to seek the views of the community, these are inconsistent across the force area.

In South Yorkshire Police, the majority of neighbourhood police officers in the four policing districts are merged with the response teams in what is known as a local policing team (LPT). In 2015, South Yorkshire Police completed its transition from a structure of basic command units and departments to a district-based LPT structure with central support. The changes were completed gradually, with Rotherham being the last phase in October 2015. At the time of HMIC's 2016 effectiveness inspection, all four districts had been working within the new structure of LPTs for over 12 months. Each district has retained a priority crime team to investigate local serious theft, robbery and burglary. The force's reactive CID responsibilities are undertaken by detectives from two hubs. As part of the financial savings made since 2010, the force has reduced its numbers of PCSOs from 328 in 2010 to 219 in March 2016. The majority of neighbourhood police officers are now merged with the response teams, and the dedicated neighbourhood policing provision for each policing district has been left with an inspector who leads it, a sergeant and a team of police and community support officers (PCSOs) supported by local council staff.

The force had envisaged that neighbourhood policing would be supported by police officers within the LPT. However, the reality is that those officers are engaged in responding to calls for service and the overall demand placed on South Yorkshire Police. The force does not have a policy to make sure that officers are not taken away from neighbourhood work to other duties ('abstracted'), which means that local neighbourhood PCSOs can be regularly abstracted to other duties for periods of time, which further reduces resources for local neighbourhood policing and community engagement. The force intelligence team produces analytical reports which identify high-crime and demand areas, called 'visibility areas'. These areas are communicated to LPTs and neighbourhood PCSOs via the force briefing system. PCSOs patrol those areas to talk with the public, to undertake high-visibility policing and to prevent crime. However, during our inspection, we found that PCSOs had been redeployed to cover other duties. The force is not actively ensuring that PCSOs have time to work closely with communities to carry out problem-solving work. There are no clear policies to protect the integrity of the neighbourhood police staffing levels or any central analysis of staff redeployments. PCSOs feel isolated at times and are sometimes inappropriately deployed to incidents.

Because of the need to answer demand from response policing the current LPT structure in South Yorkshire Police is becoming disconnected from neighbourhood policing. This is limiting the force's ability to provide neighbourhood policing effectively to the communities of South Yorkshire.

South Yorkshire Police is effective at using intelligence and analytical data reports to inform its assessment of threat, harm and risk. The force undertakes a strategic intelligence assessment in order to set its priorities for the coming year. It uses the Management of Risk in Law Enforcement (MoRiLE)³ process to identify its priorities at a strategic and tactical level, identifying risks and prioritising threats. The assessments are based on a broad foundation of information which includes some data from partner organisations. Using this method, the strategic priorities for the force are: organised crime, drug markets, counter terrorism, community tension, modern-day slavery, vulnerable adults, vulnerable children and armed criminality. The force has also developed further intelligence and analytical data reports to assess risk in areas of vulnerability such as a domestic abuse profile and a child sexual exploitation profile.

Using its own analytical capabilities and with partnership data, the force has recently undertaken some work to identify geographical locations with high risk and high demand; these are known as 'super output areas'. This helps to identify those areas where the force would have the most impact from deploying additional resources to support neighbourhood policing and by enhancing its collaborative working with

³ MoRiLE: the 'management of risk in law enforcement' process developed by the National Police Chiefs' Council. This tool assesses the types of crimes, which most threaten communities and highlights where the force does not currently have the capacity or capability to tackle them effectively.

partner organisations to understand and tackle local problems. The force hopes this will improve the levels of neighbourhood engagement and activity, as well as improving its understanding of communities, especially those groups which it finds it more difficult to communicate with, and to help support problem-solving for community concerns. We will be interested to know the results of this work.

Although partner organisations involved in community safety and problem-solving were consulted and had an integrated involvement in the force's strategic assessment, they told us that they believe there was inconsistency in the data collection for the assessment and that the current operational structure does not support problem-solving.

How does South Yorkshire Police engage with the public?

South Yorkshire Police has inconsistent processes to engage with local communities and to understand their policing priorities. At a corporate level, the force has access to the police and crime commissioner's (PCC) public consultation information, and the force makes active use of the 'Your Voice Counts' survey across the communities. At a local level, the force relies on its LPTs to engage with their local communities. This means that LPTs in each area use processes which vary significantly although some of this variance is to cater for the specific needs and demographics of local communities.

However, some methods of communication depend on the preferred methods and technological skills of staff. For example, two of the four local policing districts have a policing commander's social media blog, which means they can engage with the community, but the other two do not. During our inspection, we found that some PCSOs are active in using social media to engage with the community, seek their views and update people about any police activity which has taken place. However, in other areas PCSOs are not confident in the use of social media and therefore do not use it to the best effect for their community. The LPTs use methods that have evolved rather than through a planned, co-ordinated approach across the force's four districts.

Overall, there is a gap in consultation with the public. This is because the force has not identified the best ways of organising consultation with the public in order to gain a broad and accurate picture of people's feelings and priorities. Neighbourhood staff engage with the local community in a variety of ways within the LPTs. Districts have a series of both community and partner meetings, with different membership and levels of community engagement. Opportunities include drop-in times for the community at cafés and shopping centres, meetings with partner organisations, PCSOs attending schools to talk to children and parents, and meetings with local businesses such as the town centre security group meeting in Barnsley which meets to discuss crime, anti-social behaviour and emerging problems. Some districts have stopped the traditional community meetings as the attendance from the public was

generally low. These have not been replaced with any additional community consultation methods to increase the levels of engagement with the community.

South Yorkshire Police accepts that the changes it has made to its neighbourhood policing structure have set back the confidence of both the public and partner organisations. It is taking steps to address this. The force is redesigning its neighbourhood policing structure. The ongoing process involves consultation with partner organisations and the public. HMIC will be keen to follow the results of this redesign.

HMIC commissioned Ipsos MORI to conduct a survey of attitudes towards policing between July and August 2016. The survey indicated that there has been a slight increase in public satisfaction with South Yorkshire Police. Some 402 people were interviewed and 49 percent were very or fairly satisfied with local policing in their area. This is a 1 percent increase on 2015.⁴

How effectively do force actions and activities prevent crime and anti-social behaviour?

Effective forces use a range of options to prevent crime, tackle anti-social behaviour and keep people safe. They use structured approaches to solving local problems which aim to rid communities of criminal and anti-social behaviour. They also use a range of legal powers and specific tactics which vary depending on the situation. HMIC expects forces to review their activity as well as other sources of evidence in order to improve their ability to protect people over the long term.

Does the force have a problem-solving approach?

South Yorkshire Police's problem-solving approach is inconsistent. The force relies on the national decision model (NDM)⁵ and it has trained some staff to use the OSARA⁶ problem-solving model to undertake some problem-solving projects and it works with partner organisations to deal with identified local concerns. Its approach to recording its problem-solving plans varies.

The force statement for problem solving makes it clear that the NDM should be used as the basis to inform all of its operational activities. Supervisors are expected to use

⁴ For further details, see annex A.

⁵ National decision model (NDM) is specific to policing. It provides a consistent framework in which decisions can be examined and challenged, both at the time and afterwards. It is composed of six main elements: the police code of ethics being central to the decision; gather information; assess threat and risk; consider powers and force policy; identify options; and, take action and review what happened.

⁶ OSARA – problem solving model based on Outcomes, Scanning, Analysis, Response and Assessment.

the NDM to work through problems and to provide a documented, audited record of how the decision-making resolved the problem presented.

The force relies on its PCSOs for problem-solving activity. It has invested in problem-solving training for its PCSOs to give them the skills and information to undertake this role. PCSOs use the OSARA model, which is based on outcomes, scanning, analysis, response and assessment, to support their problem-solving. However, the force has reduced the numbers of problem-solvers at PCSO level over the last few years. South Yorkshire Police's number of PCSOs decreased by 34 percent between March 2013 and March 2016. This is a greater decrease than the 22 percent in England and Wales over the same period. South Yorkshire Police has all of its PCSOs in neighbourhood policing. This is in line with the 94 percent for England and Wales as a whole.

At a corporate level, the force has developed seasonal data to support problem-solving and police activity based on seasonal crime trends. The analytical teams work closely with the corporate communications department on internal and external campaigns to raise awareness with officers, staff and the public about, for example, domestic abuse and burglary. However, neighbourhood policing managers are frustrated that they do not have a dedicated police officer response to problem-solving policing. At times, warranted police officers are needed to use police powers as part of the problem-solving approach.

During our inspection, we examined some force problem-solving plans. For example, a parade of shops in Barnsley had a problem caused by youths playing football. A PCSO worked with the local council to get the football posts that had been painted on the nearby wall painted over, cameras were installed, large plant pots were moved into the open space, a bye-law sign was erected and the PCSO spoke to the parents of the children, who co-operated as a result. The project was also included in briefings so that officers and PCSOs would provide high-visibility policing in the area. The PCSOs then visited the shops regularly to ascertain the success of the project, speak to shopkeepers, customers and the youths, who were still welcome at the shops, but not allowed to play football. This is a positive example of the force working with the community to address a local problem.

The force has an inconsistent approach to recording its problem-solving plans. During our inspection, some districts showed us the briefing system where they file problem-solving plans and record police activity against them. Other districts showed us a repeat vulnerable victim file (RVV), which is also stored on the briefing tool. However, it was not clear how staff shared this information and knew how to access the RVV files.

Does the force use effective approaches and tactics to tackle crime and anti-social behaviour?

South Yorkshire Police uses an effective range of tactics and interventions to prevent crime and anti-social behaviour. The force actively uses anti-social behaviour powers such as community protection notices and criminal behaviour orders at a higher rate than England and Wales as a whole. The force works closely in collaboration with the four local authorities and other partner organisations in multi-agency anti-social behaviour teams, who share the same buildings to make it easier for them to work together. This assists with information-sharing and with joint activity to tackle problems.

An example of the anti-social behaviour work is the Barnsley anti-social behaviour team. Using a database called the anti-social behaviour matrix, which contains information not only about anti-social behaviour perpetrators but also victims, the team analyses the data and identifies repeat victims, offenders and series of offences. All victims placed on the matrix have a risk-assessment carried out on them and they are graded for the levels of vulnerability, support and safeguarding. Subsequent support and safeguarding is then recorded on the same matrix by the PCSOs, who record all interactions with the victim. Perpetrator interventions are also recorded, including measures such as acceptable behaviour contracts, youth offender service referrals and injunctions. The tracking of the tactics used and the outcomes, such as reductions in anti-social behaviour and the numbers of repeat victims, allows assessment and analysis of the tactics for future use. This matrix and assessment is unique to Barnsley and has not been identified by the force to use across the other policing districts.

Each district has continuing problem-solving projects to reduce crime and anti-social behaviour. For example, in Barnsley there is a public space protection order officer, a supervisor, who works with three police constables. Together, the team patrols the town centre to enforce and issue public space protection notices. They maintain high-visibility patrolling in the area and engage with the community and businesses to identify problems, for example, street drinkers, drug users and general anti-social behaviour concerns. Another example is in Doncaster, where the LPT is working with partner agencies with a multi-agency plan for the town centre, using police and partner resources to tackle homelessness, the night-time economy (such as restaurants and bars) and poverty.

The force also has an active programme of education with all Year 6 children across the force area. The Crucial Crew programme covers home safety, such as smoke alarms, what to do about bullying, anti-social behaviour, and drug and alcohol awareness. In 2015, approximately 14,000 South Yorkshire schoolchildren attended the programme to improve their life skills.

As part of its multi-agency strategic planning, one local authority (Barnsley), working with the LPT, has commissioned a new multi-agency safer community team. This joint team will work with force community teams in four areas of Barnsley. It will concentrate on dealing with long-term problems, especially those which relate to troubled families. This is due to start in January 2017 and will be working fully across the Barnsley area by April 2017.

Does the force use evidence of best practice and its own learning to improve the service to the public?

South Yorkshire Police does little evaluation of its activity to enable it to learn from experience and improve its services. The force does not have a central repository to support the force and colleagues so that they can search for ‘what works’. This potentially results in good practice sometimes being carried out in isolation and opportunities being lost for continued improvement across the force.

The force does not have a forum or facility to make officers and staff aware of good practice or what works in relation to problem solving. The force does not have a meeting structure to review such activity where good practice can be discussed and presented. Each policing district carries out problem-solving and crime reduction in isolation from the other districts. This means that the force is unable to record good practice and circulate it effectively. Opportunities for continuous improvement are being lost and the force is not retaining examples of effective practice which can be used by others who are trying to tackle similar problems.

However, the force does review some areas of its work, at both a force and local operational level. For example, it has requested peer support from the College of Policing to review its public protection provisions and, in particular, the areas around safeguarding. The force also reviews local critical incidents and problem-solving, and is looking at the development of a structured debrief document for critical incidents. Debriefs have included partners from other agencies, and have assessed the lessons learned from the police and partner response to the incidents.

Summary of findings



Requires improvement

South Yorkshire Police requires improvement in the way it prevents crime, tackles anti-social behaviour and keeps people safe.

The force has an understanding of the communities it serves and the threats they face. However, the changes the force has made to the way it provides neighbourhood policing have weakened its ability to be effective in tackling those threats. The neighbourhood policing function of problem-solving in the local

community is completed in the main by Police and community support officers, without the support of warranted police officers. While the force has a range of tactics to seek the views of the community, these are inconsistent across the force area.

The force does undertake some problem-solving projects and works with partner organisations to deal with local concerns. The force does not effectively review the way in which it reduces crime and anti-social behaviour to identify what works and to share good practice across the force.

Areas for improvement

- The force should work with local people and partner organisations to improve its understanding of local communities, including those which find it harder to communicate with the police, such as migrant communities or elderly people.
- The force should ensure that local policing teams routinely engage with local communities and undertake structured problem-solving work alongside partner organisations in order to prevent crime and anti-social behaviour.
- The force should evaluate and share effective practice routinely, both internally and with partner organisations, continually to improve its approach to the prevention of crime and anti-social behaviour.

How effective is the force at investigating crime and reducing re-offending?

When a crime occurs, the public must have confidence that the police will investigate it effectively, take seriously their concerns as victims, and bring offenders to justice. To be effective, investigations should be well planned and supervised, based on approved practice, and carried out by appropriately-trained staff. In co-operation with other organisations, forces must also manage the risk posed by those who are identified as being the most prolific or dangerous offenders, to minimise the chances of continued harm to individuals and communities.

How well does the force bring offenders to justice?

Since April 2014, police forces in England and Wales have been required to record how investigations are concluded in a new way, known as 'outcomes'. Replacing what was known as 'detections', the outcomes framework gives a fuller picture of the work the police do to investigate and resolve crime and over time all crimes will be assigned an outcome. The broader outcomes framework (currently containing 21 different types of outcomes) is designed to support police officers in using their professional judgment to ensure a just and timely resolution. The resolution should reflect the harm caused to the victim, the seriousness of the offending behaviour, the impact on the community and deter future offending.

Outcomes are likely to differ from force to force for various reasons. Forces face a different mix of crime types in their policing areas, so the outcomes they assign will also vary depending on the nature of the crime. Certain offences are more likely to be concluded without offenders being prosecuted; typically these include types of crime such as cannabis misuse. If this type of crime is particularly prevalent in the force then it is likely that the level of 'cannabis/khat⁷ warning' outcomes would be greater. Other offences such as those involving domestic abuse or serious sexual offences, are unlikely to result in a high usage of the 'cautions' outcome.

The frequency of outcomes may also reflect the force's policing priorities. For example, some forces work hard with partners to ensure that first time and low-level offenders are channelled away from the criminal justice system. In these areas locally-based community resolutions are likely to be more prevalent than elsewhere.

It is also important to understand that not all of the crimes recorded in the year will have been assigned an outcome as some will still be under investigation. For some crime types such as sexual offences, the delay between a crime being recorded and

⁷ A plant native to Africa and the Arabian Peninsula, the leaves of which are frequently chewed as a stimulant. The possession and supply of khat became a criminal offence in England and Wales in 2014.

an outcome being assigned may be particularly pronounced, as these may involve complex and lengthy investigations.

Figure 4: Proportion of outcomes assigned to offences recorded in South Yorkshire Police, in 12 months to 30 June 2016, by outcome type^{8,9}

| Outcome number | Outcome type / group | South Yorkshire Police | England and Wales |
|----------------|--|------------------------|-------------------|
| 1 | Charged/Summoned | 11.6 | 12.1 |
| 4 | Taken into consideration | 0.3 | 0.2 |
| | Out-of-court (formal) | 2.3 | 3.2 |
| 2 | Cautions - youths | 0.5 | 0.4 |
| 3 | Cautions - adults | 1.2 | 2.3 |
| 6 | Penalty Notices for Disorder | 0.6 | 0.6 |
| | Out-of-court (informal) | 3.3 | 3.6 |
| 7 | Cannabis/Khat warning | 0.4 | 0.9 |
| 8 | Community Resolution | 2.9 | 2.8 |
| * | Prosecution prevented or not in the public interest | 0.3 | 1.8 |
| | Evidential difficulties (victim supports police action) | | |
| 15 | Suspect identified | 8.4 | 8.3 |
| | Evidential difficulties (victim does not support police action) | 6.3 | 13.8 |
| 16 | Suspect identified | 6.0 | 10.6 |
| 14 | Suspect not identified | 0.4 | 3.2 |
| 18 | Investigation complete – no suspect identified | 53.6 | 47.4 |
| 20 | Action undertaken by another body / agency | 0.8 | 0.6 |
| 21 | Further investigation to support formal action not in the public interest | 0.1 | 0.1 |
| | Total offences assigned an outcome | 87.1 | 91.3 |
| | Not yet assigned an outcome | 12.9 | 8.7 |
| | Total | 100.00 | 100.00 |

*Includes the following outcome types: Offender died, Not in public interest (CPS), Prosecution prevented – suspect under age, Prosecution prevented – suspect too ill, Prosecution prevented – victim/key witness dead/too ill, Prosecution time limit expired

Source: Home Office crime outcomes data

For further information about these data, please see annex A

⁸ Dorset Police is excluded from the table. Therefore figures for England and Wales will differ from those published by the Home Office. For further details see annex A.

⁹ 'Taken into consideration' is when an offender admits committing other offences in the course of sentencing proceedings and requests those other offences to be taken into consideration.

In the 12 months to 30 June 2016, South Yorkshire Police's use of 'prosecution prevented or not in the public interest' was among the lowest in England and Wales. However, any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area, and how it deals with offenders for different crimes.

The outcome proportions for crime recorded in South Yorkshire are similar to those for England and Wales as a whole. The proportion of crimes where a person has been charged with an offence in South Yorkshire is in line with the England and Wales rate. The force finalises a lower proportion of cases with evidential difficulties where the victim does not support police action. This is below the rate for England and Wales as a whole and is a positive indicator. That suggests that victims of crime in South Yorkshire have confidence in the police to carry out the investigation and prosecute those who are responsible. The force has a slightly higher proportion than the England and Wales rate for cases where a suspect is not identified from the investigation, which may be attributable to the crime-allocation policy or identifying potential evidential opportunities before filing the report. The force may wish to review how it identifies evidential opportunities and allocates crimes for investigation.

How effective is the force's initial investigative response?

The initial investigative response is critical for an effective investigation. From the moment victims and witnesses make contact with the police the investigative process should start, so that accurate information and evidence can be gathered. It is important that forces record evidence as soon as possible after a crime. The longer it takes for evidence-recording to begin, the more likely it is that evidence will be destroyed, damaged or lost. Recording this evidence is usually the responsibility of the first officer who attends the scene. After the officer has completed this initial investigation the case may be handed over to a different police officer or team in the force. This process must ensure that the right people with the right skills investigate the right crimes.

Control room response

South Yorkshire Police assesses incidents thoroughly in its control room at the first point of contact. Staff use the national decision model (NDM) to support the risk-assessment and to inform decisions about the most appropriate police response. This is a change from 2015 when the force was using the THRIVE¹⁰ risk-assessment method. The control room process is now in line with all other decision-making for the force. Control room staff have access to force ICT systems, such as the intelligence and crime management system, to support their decision-making.

¹⁰ THRIVE is a structured assessment based on the levels of threat, harm, risk and vulnerability faced by the victim, rather than simply by the type of incident or crime being reported in order to help staff determine the appropriate level of response to a call.

During our inspection, we visited the control room on several occasions and reviewed several incidents and the police response to them. The force is handling calls from the public effectively, and risk-assessments are conducted consistently within the control room. The initial recording of the levels of risk, and the decisions and rationale for grading the initial call is brief and proportionate. When calls have been subject to further review and at times re-grading, a more detailed recording of rationale is made for any changes to the levels of police response. This was particularly evident with those logs which had been downgraded for a police response. While force performance sometimes shows that the force did not attend calls within the force's own designated time frame, calls were being attended appropriately and delays and downgrading did not appear to take place solely to meet demand. We did find slight confusion with a few staff as to whether some incidents could be changed to an appointment if appropriate. The force is aware of this and is working with staff to ensure they understand the policy.

HMIC reviewed 60 police case files across crime types for: robbery, common assault (flagged as domestic abuse), grievous bodily harm (GBH), stalking, harassment, rape and domestic burglary. Files were randomly selected from crimes recorded between 1 January 2016 and 31 March 2016 and were assessed against several criteria. Due to the small sample size of cases selected, we have not used results from the file review as the sole basis for assessing individual force performance but alongside other evidence gathered.

In our review of calls handled by the force, we found that call-handlers have an inconsistent approach to providing advice on the preservation of evidence and crime prevention. We listened to a number of telephone calls and found that the call-handler gave suitable advice in only a third of cases.

The force has a crime management bureau which supports the management of the force's calls for service demand. If a call to report a crime is assessed as not requiring a police response, the call log is passed to the crime bureau. They will re-contact the victim to assess any investigative lines of enquiry before deciding on whether to allocate the crime for further investigation, or to file the crime if there are no further enquiries to make. In the 12 months to 30 June 2016, 51 percent of the calls for assistance in South Yorkshire were dealt with on the phone or in the police station; this is above the England and Wales rate of 27 percent.

How well do response officers investigate?

In South Yorkshire, police officers generally respond well to reports of crime and gather evidence effectively. The force allocates the vast majority of investigations to the most appropriate and skilled staff.

Officers attend scenes promptly and, in the main, record evidence at incidents and crime scenes. Officers take initial action to gather evidence at the scene, such as CCTV and early identification of witnesses, and use specialist crime-scene

investigators to examine the scene and recover forensic evidence. We found a small number of missed opportunities within the files we reviewed. There were more missed opportunities in both house-to-house enquiries and the examination of telephones for evidence of offences than in other areas, such as the identification of main witnesses and the examination of the scene for forensic evidence. The force could consider how to improve evidence-gathering with the use of IT systems such as body-worn video cameras to record evidence directly from scenes. This would be particularly useful in cases where victims do not wish to support a prosecution, because it would enable reporting officers to obtain images of scenes and the injuries sustained by victims.

Of the files reviewed where attendance was required, the force failed to attend a small number of those cases. Of the attended cases, the force generally met its own attendance target time. In a few of these cases, the attendance time was outside the force's attendance targets, and the attendance time was seen to have an adverse effect on the victim.

The review of investigations demonstrated that the force allocates the majority of investigations to appropriately skilled officers and staff. HMIC also found that, generally, workloads were manageable for staff, with one particular area of exception which will be mentioned later in the vulnerability section of this report.

An electronic case file should be created when an investigation is transferred from one officer to another, and the suspect is in custody. We found that the handover case files were of inconsistent quality. Completed handover files should be quality-assured by a sergeant, prior to reallocation. However officers find the electronic system both difficult to use and time-consuming. Instead, they complete a paper case file because they find it much more effective. The quality of the supervision of files is inconsistent and at times sergeants do not have sufficient capacity to complete the tasks effectively before the files are handed over to the new team. The quality-assurance review is often carried out by the receiving supervisor rather than the supervisor of the officer submitting the file. Feedback is given to officers if their case file is of poor quality and lacks evidence. For example if statements have not been taken, or injuries have not been photographed.

How effective is the force's subsequent investigation?

Every day police forces across England and Wales investigate a wide range of crimes. These range from non-complex crimes such as some burglary and assault cases through to complex and sensitive investigations such as rape and murder. HMIC referred to national standards and best practice in examining how well forces allocate and investigate the full range of crimes, including how officers and staff can gather evidence to support investigations. These include the more traditional forensics, such as taking fingerprints, as well as more recently developed techniques

like gathering digital evidence from mobile telephones or computers to find evidence of online abuse.

Quality of the investigation

The investigations for more serious offences which are undertaken by South Yorkshire Police are mostly effective. However, more routine investigations which are less complex and do not involve special considerations for victims are of inconsistent quality. This means that, at times, the outcomes for victims of crime can also be inconsistent.

South Yorkshire Police provides a CID investigative response 24 hours per day. The force CID is centralised and works from two geographical hubs across the force area. The CID working day is from 8am and fully staffed through to 10pm seven days a week. Outside the core hours, the force has a night duty contingency comprising a detective inspector, detective sergeants to supervise, and a number of detective constables, including a specialist officer from the public protection unit (PPU), who deals with vulnerability crimes. The force has officers on duty, and this provides resilience, with suitably trained and skilled specialist investigators to manage serious crime across the force area. Additional specialist services are available for crimes in action, such as kidnap offences, via a call-out rota. During our inspection, we heard some concerns regarding the centralisation of the CID function. Some managers feel that the responsibility for some high-risk investigations lacked local management, which could present a significant potential threat to the public. The force is going to review the centralised CID function.

In most areas of investigation, the force has the right resources with the right skills and training to undertake the investigations. Of the files reviewed by HMIC as part of this inspection, most were effective investigations. However, our review and fieldwork found that the investigation files did not consistently include an investigation plan which was tailored to the investigation to provide guidance and support for the investigator. Generally, the crime files had generic investigation plans copied onto the file.

Similarly, the level of recorded supervision and direction from supervisors on investigations was variable. HMIC found supervision of investigations to be non-existent to minimal in some cases. Of the 60 cases reviewed, only around three-quarters had effective or limited but appropriate supervision. Regular supervision and direction is given to staff during face-to-face meetings and workload reviews but this is not then transferred in writing to the investigation files.

The force has good and positive specialist support for investigations which is provided by both intelligence and forensic services departments. The force intelligence unit supports investigations with analysis of data reports and the provision of open-source intelligence research. Forensic services are managed by the regional collaboration, which is led by West Yorkshire Police. The force has

service-level agreements with the regional forensic service provider, with five of the agreements being met and the remainder being within 5 percent of the agreement targets. These include attendance at the scene, submission of exhibits recovered and identification of individuals from forensic recoveries. The number of forensic recoveries in South Yorkshire for the 12 months to 30 June 2016 is 15,865, of which 167, or 1 percent, are still awaiting examination, This demonstrates the force's ability to support investigations with effective forensic services.

Support to investigations

South Yorkshire Police does not have effective digital evidence recovery to support its investigations. The force has considered options, such as collaboration with other regional forces, on how to manage digital evidence more effectively, but has yet to find a solution for its high tech crime unit (HTCU) capability. The unit is significantly under strength, with the loss of five members of staff who have not been replaced. The unit has developed significant backlogs of work and is now outsourcing, funded by the savings the unit has made with the staffing vacancies. On occasions, the backlogs of work in force go up to five months. The delays and backlogs of digital devices awaiting examination have the potential to compromise the timeliness and quality of investigations.

The force is trying to prioritise the backlog within the HTCU to reduce the risk. The unit is focusing on the highest risk when triaging workloads. The force priorities are vulnerability cases from the public protection unit (PPU) and child sexual exploitation, and incoming work is risk-assessed against threat, harm and risk. A matrix is used to provide timescales for assessment and examination with 'immediate high risk' being examined the same day, through to 'low risk' which takes ten weeks for examination.

The force is aware of this significant backlog and the associated risk. It is seeking other options, including the use of regional resources and collaboration, to address these problems.

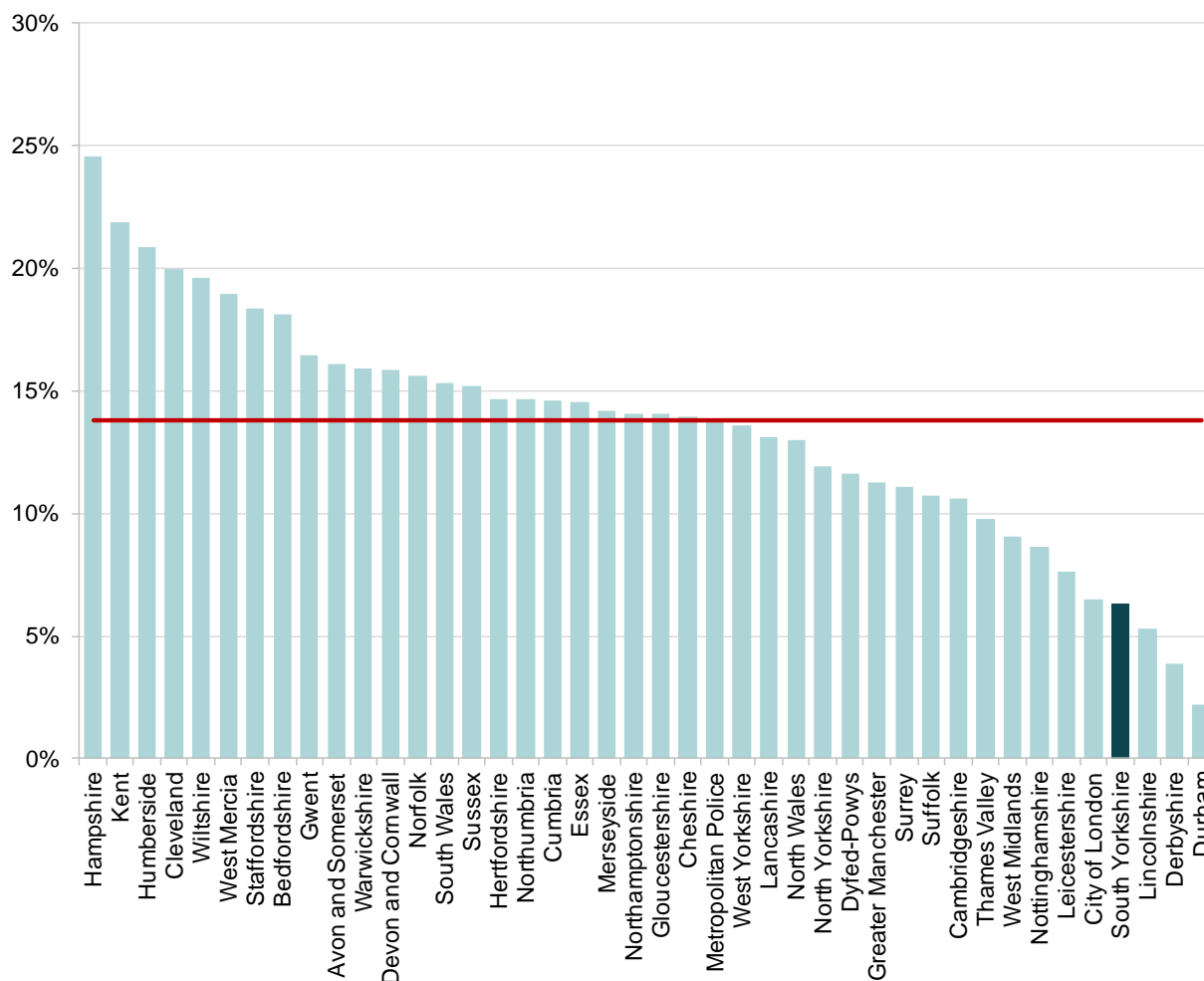
South Yorkshire Police previously had the facility within each district to examine mobile telephones. It had trained a significant number of officers and supplied the appropriate IT equipment to undertake such examinations. However, this facility is no longer available because officers have moved on and the equipment has now become outdated. This has made an impact on the overall number of digital exhibits which the HTCU has to examine and will have contributed to the overall backlog. Again, the force is aware of this. A business case has been submitted for the equipment and for the training in the examination of mobile phones to be renewed within the districts.

Supporting victims

The new outcomes framework introduced in 2014 includes some outcomes where there were evidential difficulties,¹¹ which had not previously been recorded. This was to gain an insight into the scale of crimes that the police could not progress further through the criminal justice process due to limited evidence. Furthermore, these outcomes can be thought of as an indicator for how effective the police are at working with victims and supporting them through investigative and judicial processes, as they record when victims are unwilling or unable to support continued investigations or when they have withdrawn their support for police action.

¹¹ Evidential difficulties also includes where a suspect has been identified and the victim supports police action, but evidential difficulties prevent further action being taken.

Figure 5: Percentage of 'Evidential difficulties; victim does not support action' outcomes assigned to offences recorded in the 12 months to 30 June 2016, by force^{12,13}



Source: Home Office crime outcomes data

For further information about these data, please see annex A

For all offences recorded in the 12 months to 30 June 2016, South Yorkshire Police recorded 6.3 percent as 'Evidential difficulties; victim does not support police action'. This compares with 13.8 percent for England and Wales over the same period. However, it should be noted that not all of the offences committed in the 12 months to 30 June 2016 were assigned an outcome and consequently, these figures are subject to change over time.

South Yorkshire Police provides the vast majority of victims with a satisfactory service. The force has an automated process which notifies officers and reminds them when an update should be given to victims. This provides support to

¹² Percentages of evidential difficulties can be affected by the level of certain types of crime within a force, such as domestic abuse related offences.

¹³ Dorset Police is excluded from the graph. Therefore, figures for England and Wales will differ from those published by the Home Office. For further details see annex A.

investigating officers to make regular contact and to give an appropriate update to victims of crime. This is a useful system to support investigators in providing updates in compliance with the *Code of Practice for Victims of Crime*,¹⁴ recording this within the force crime-management system.

The review of police case files found that the force provided good victim care in most cases. In around a third of cases the victim withdrew support for the investigation. In the majority of cases the support was withdrawn after reporting the crime and before an arrest had been made. The force moved the investigation forward for a fifth of the domestic-related investigations where support had been withdrawn. The force correctly identified vulnerability in most cases and the cases were identified as having the vulnerability well-managed. In slightly more than half the files we assessed in which the victim had safeguarding needs, the force considered safeguarding and where appropriate acted to mitigate risks to the victim. This would indicate that some vulnerable victims had not been supported and that appropriate safeguarding measures had not been put in place. The investigating officers appropriately updated the victims in most of the identified cases which should have had victim updates recorded.

How effectively does the force reduce re-offending?

We assessed how well the force works with other policing authorities and other interested parties to identify vulnerable offenders and prevent them from re-offending, and how well it identifies and manages repeat, dangerous or sexual offenders.

How well does the force pursue suspects and offenders?

South Yorkshire Police actively manages offenders who pose a risk to the public. The force is aware of the high numbers of suspects who are wanted and pose a risk to the public. As at 19 July 2016, the force had 2,353 outstanding suspects who had not been circulated on the police national computer (PNC), and this is higher than the England and Wales rate per 1,000 population. However, HMIC found that the force had 1,293 suspects circulated on the PNC, which is below the England and Wales rate per 1,000 population. The force recognised that they were not circulating suspects on the police national computer quickly enough and might be missing opportunities to arrest those suspects, and that their process needed to change.

The force has recently introduced a suspect management process, with appropriate governance and scrutiny to reduce the numbers of suspects and make sure that

¹⁴ All police forces have a statutory duty to comply with the *Code of Practice for Victims of Crime*, which sets out the service victims of crime can expect from all parts of the criminal justice system. The code states that all victims of crime should be able to make a personal statement, which they can use to explain how the crime has affected them. Victims should also be kept updated about the progress of their case.

those who pose the greatest risk are prioritised for arrest. High-priority offenders, such as domestic abuse suspects who pose considerable risk to vulnerable victims, are managed through the district and force daily management meetings process. This aims to manage the risk and concentrate resources to arrest the offender as soon as possible. The public should be reassured that while the number of wanted offenders in South Yorkshire is high, the force has processes in place to manage the risk to the public and to reduce those numbers.

The force arrested a total of 2,693 foreign national offenders during the 12 months to June 2016. This is 10 percent of the total number of arrests within the force area, and is lower than the 17 percent figure in England and Wales, although this could be a reflection of the demographics of the force area. The force has an automated process in place to reassure itself that all foreign national offenders who are arrested are subject to an ACRO¹⁵ check.

The force has undertaken operations in relation to foreign national offenders and has recorded 101 removals from the UK, 15 active arrest operations and 80 people who are being pursued by the debt and collaboration teams. The force has put in place a human trafficking team to co-ordinate the force response.

How well does the force protect the public from the most harmful offenders?

South Yorkshire Police has a multi-agency integrated offender management (IOM)¹⁶ process with appropriate scoring and activity to manage offenders. As of 1 July 2016, the force had a total of 527 offenders within the IOM cohort. This was a reduction of 100 offenders on the same date last year. Of this cohort, the force had 37 violent crime offenders and 40 domestic abuse offenders. The force is now making a further review of the way it manages those offenders who are at risk of re-offending. We found a level of inconsistency within district IOM teams, both in terms of resources and practice. In the main, the IOM selects a group of offenders who have previously committed serious acquisitive crime, such as offences of burglary and robbery. Some IOM teams have started to move toward accepting offenders who are a risk to the community, such as domestic abuse offenders, violent offenders, child sexual exploitation offenders and those who are involved in serious and organised crime. The force has reduced the volume of the traditional serious theft, robbery and burglary group to make this change possible. Generally, the IOM teams share buildings with partner organisations who also work with offenders, such as the Community Rehabilitation Company and National Probation Service. This means that professionals involved in managing offenders and reducing re-offending

¹⁵ ACRO Criminal Records Office manages criminal record information and is able to receive/share information with foreign countries in relation to foreign offenders arrested within the United Kingdom.

¹⁶ Integrated offender management brings a multi-agency response to the crime and re-offending threats faced by local communities. The most persistent and problematic offenders are identified and managed jointly by partner agencies working together.

can share information locally and work together to manage offenders through appointments and co-ordinated work. However, different IT systems are used to record IOM work and separate processes to keep LPTs updated with details of those people who are currently part of the IOM group. The IOM teams do not have success criteria to review their performance and their activity to address re-offending. While HMIC accepts that the IOM processes are under review, the processes to manage repeat and persistent offenders should be consistent across all the policing districts.

The force identifies and effectively monitors those people who pose the greatest risk to the community. The force is adequately prepared to manage the risk posed by dangerous and sexual offenders, with management plans in place. As of 1 July 2016, the force had a total of 1,754 registered sex offenders, which is an increase of 580 offenders from the same time last year. The force has used additional orders (known formally as ancillary orders) ancillary orders to manage offenders and prevent them offending against the public. The force issued 153 sexual harm prevention orders (SHPOs) in the 12 months to 30 June 2016.

The force has used the active risk-management system (ARMS)¹⁷ the nationally recognised risk-assessment tool to re-asses its entire group of dangerous and sexual offenders. The force has daily screening to identify further intelligence or breaches of ancillary orders. The unit has a proactive approach during visits, with support from the HTCUC, to scan for digital devices which may lead to intelligence development and proactive work. The force is also developing the potential use of monitoring software on an individual's digital devices in order to reduce further the risk of potential offending. The force is one of nine forces testing the use of a polygraph in relation to sex offenders. The trial is coming to a conclusion and a full review is to take place.

The force has an effective multi-agency public protection arrangement (MAPPA)¹⁸ process. As at 1 July 2016, the force had 35 individuals, who are part of the MAPPA process, at level 2 and no subjects at level 3, which is an increase from 12 months previously when the force had 12 level 2 subjects and one at level 3. The force has resourced the MAPPA team with 24 police officers and 12 police staff to deal with the levels of subjects. This equates to 0.97 MAPPA subjects per member of staff compared with the England and Wales rate of 2.13.

¹⁷ ARMS: active risk management system for sex offenders. This allows officers to prioritise the work that needs to be done to manage the offender effectively in the community, taking into account what is currently happening in the offender's life.

¹⁸ Multi-agency public protection arrangements (MAPPA) are in place to ensure the successful management of violent and sexual offenders. Agencies involved include as responsible bodies the police, probation trusts and prison service. Other agencies may become involved, for example the Youth Justice Board will be responsible for the care of young offenders.

Summary of findings



Requires improvement

South Yorkshire Police requires improvement in how it investigates crime and reduces re-offending.

The force allocates its investigations in the main to the right people with the training and accreditation for the investigation of those offences. It has trained and accredited investigators available at all times to manage criminal investigations. HMIC found that the force conducted effective investigations in most of cases reviewed. However, the recording of supervision on investigation files was inconsistent, as was the quality of investigation plans to support and direct officers involved in investigating offences. The force has significant backlogs for the examination of digital media recovered as part of an investigation. Although the force has a process to prioritise this workload based on the risk to victims and the public, the delays in the examination of digital devices might compromise the timeliness and quality of investigations.

South Yorkshire Police has effective processes in place to manage the threat and harm from those offenders who pose a risk to the community. The force has processes in place to manage repeat offenders, but approaches across the policing areas are inconsistent.

Areas for improvement

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

How effective is the force at protecting those who are vulnerable from harm, and supporting victims?

Protecting the public, particularly those who are most vulnerable, is one of the most important duties placed on police forces. People can be vulnerable for many reasons and the extent of their vulnerability can change during the time they are in contact with the police. Last year HMIC had concerns about how well many forces were protecting those who were vulnerable. In this section of the report we set out how the force's performance has changed since last year.

Has the force improved since HMIC's 2015 vulnerability inspection?

South Yorkshire Police has maintained and improved performance in some areas since HMIC's 2015 effectiveness (vulnerability) inspection. The force has maintained its understanding and response to missing and absent children, and improved the way in which it risk-assesses and grades calls for service from those who are vulnerable, especially domestic abuse victims. However, HMIC is concerned about the quality of risk-assessments, and the way that the force conducts risk assessments of vulnerability at the scene and then completes referrals to partner agencies.

In 2015, HMIC was concerned about how the force responded to victims of domestic abuse. We made recommendations for the force to take immediate steps to understand the nature and scale of domestic abuse, improve call-handling consistency, carry out risk assessments at the earliest opportunity and ensure that it consistently records investigating and safeguarding activity, including supervision. In response, the force has undertaken a strategic assessment of domestic abuse and has an action plan to improve its response. HMIC found a more consistent response to incidents of domestic abuse through call-handling and despatch of officers to attend scenes. Through our file review, we found that the force generally provided good victim care and identified vulnerability in most cases, but safeguarding of victims was inconsistent and some opportunities were missed.

During 2016's inspection, we found the quality of the risk-assessment at the scene of domestic abuse incidents was consistently of a poor quality, with some questions on the risk-assessment form left unanswered and additional information not recorded. This means that the referral and secondary assessment did not have the benefit of all the information and observations from the attending officers. This is of concern to HMIC, as the force is not recording accurate information to make an informed risk assessment and safeguarding decisions for vulnerable victims of domestic abuse in all cases. We are also concerned at the high levels of workload within the vulnerable adult teams. The recording of investigation plans and the supervision of investigations remains poor.

How effectively does the force identify those who are vulnerable and assess their level of risk and need?

In order to protect those who are vulnerable effectively forces need to understand comprehensively the scale of vulnerability in the communities they police. This requires forces to work with a range of communities, including those whose voices may not often be heard. It is important that forces understand fully what it means to be vulnerable, what might make someone vulnerable and that officers and staff who come into contact with the public can recognise this vulnerability. This means that forces can identify vulnerable people early on and can provide them with an appropriate service.

Understanding the risk

Forces define a vulnerable victim in different ways. This is because there is not a standard requirement on forces to record whether a victim is vulnerable on crime recording systems. Some forces use the definition from the government's *Code of Practice for Victims of Crime*,¹⁹ others use the definition referred to in ACPO guidance²⁰ and the remainder use their own definition.

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South Yorkshire Police uses the government's *Code of Practice for Victims of Crime* definition of a vulnerable victim, which is:

¹⁹ *Code of Practice for Victims of Crime*, Ministry of Justice, 2013. Available from: www.gov.uk/government/uploads/system/uploads/attachment_data/file/254459/code-of-practicevictims-of-crime.pdf

²⁰ The Association of Chief Police Officers (ACPO) is now the National Police Chiefs' Council (NPCC). ACPO Guidance on Safeguarding and Investigating the Abuse of Vulnerable Adults, NPIA, 2012. Available from: www.app.college.police.uk/app-content/major-investigation-and-public-protection/vulnerable-adults/

²¹ *Code of Practice for Victims of Crime*, Ministry of Justice, 2013. Available from www.gov.uk/government/uploads/system/uploads/attachment_data/file/254459/code-of-practicevictims-of-crime.pdf

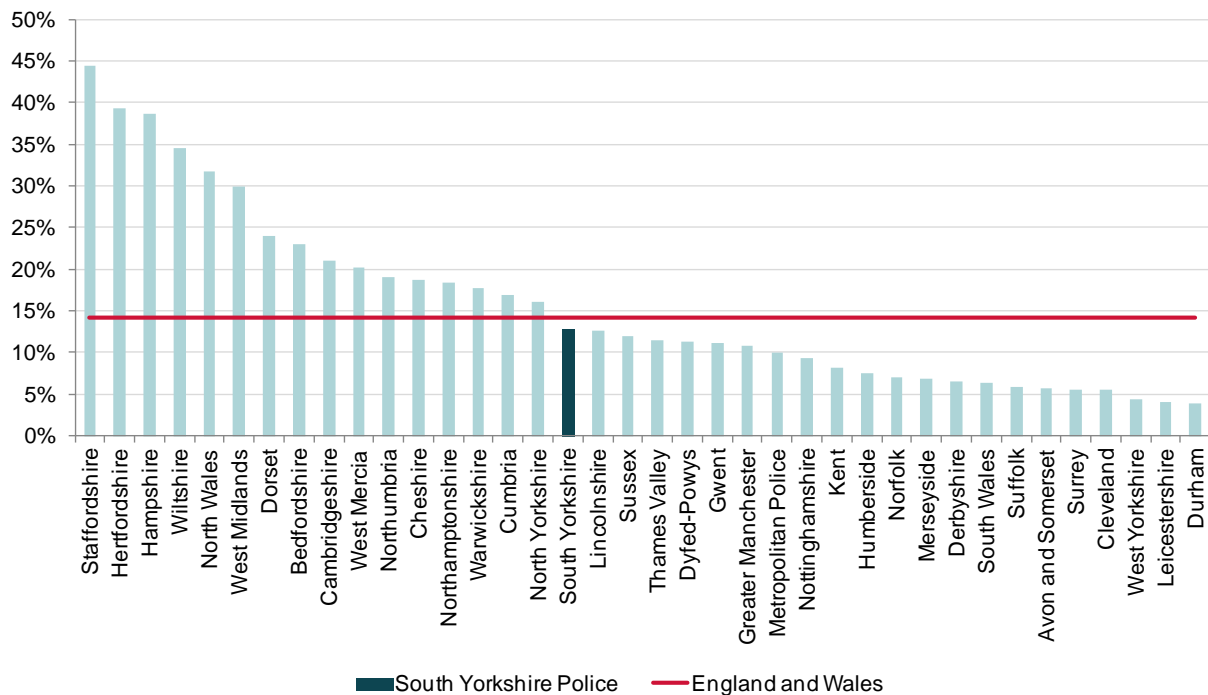
²² 4 The Association of Chief Police Officers (ACPO) is now the National Police Chiefs' Council (NPCC). ACPO Guidance on Safeguarding and Investigating the Abuse of Vulnerable Adults, NPIA, 2012. Available from: www.app.college.police.uk/app-content/major-investigation-and-public-protection/vulnerable-adults/

“You are eligible for enhanced entitlements under this Code as a vulnerable victim if:

- (a) You are under 18 years of age at the time of the offence, or
- (b) The quality of your evidence is likely to be affected because:
 - 1) You suffer from mental disorder within the meaning of the Mental Health Act 1983:
 - 2) You otherwise have a significant impairment of intelligence and social functioning; or
 - 3) You have a physical disability or are suffering from a physical disorder”

Data returned by forces to HMIC show that in the 12 months to 30 June 2016, the proportion of crime recorded which involves a vulnerable victim varies considerably between forces, from 3.9 percent to 44.4 percent. For the 12 months to 30 June 2016, 12.9 percent of all recorded crime in South Yorkshire was identified as having a vulnerable victim, which is broadly in line with the England and Wales figure of 14.3 percent.

Figure 6: Percentage of police-recorded crime with a vulnerable victim identified, by force, for the 12 months to 30 June 2016²³



Source: HMIC data return, Home Office data
For further information about these data, please see annex A

²³ City of London, Devon and Cornwall, Essex, Gloucestershire and Lancashire forces were unable to provide data for recorded crimes with a vulnerable victim identified. Therefore, these forces’ data are not included in the graph or in the calculation of the England and Wales rate.

South Yorkshire Police is developing its understanding of the nature and scale of vulnerability within the community. The force has produced analytical data to give it a better understanding of vulnerability within the communities of South Yorkshire, and in particular an understanding of crime types such as child sexual exploitation. To monitor and update vulnerability, the force supports the analytical child sexual exploitation data product with a monthly child sexual exploitation overview document which provides intelligence and updates about child sexual exploitation and missing children who are at risk of sexual exploitation. This work has improved the force's understanding of vulnerability.

The force recently completed a strategic profile of domestic abuse that gives it a good understanding of the nature and scale of domestic abuse. The document provides statistical information and analysis, giving the force a breakdown on all aspects of domestic abuse. This includes types of incident/crime, the profile of victims, the profiles of offenders, a geographic breakdown of incidents by policing district, and emerging problems such as links to social media. The profile has eleven main findings and makes ten recommendations to address domestic abuse. The force has developed an action plan and is in the process of allocating and implementing these recommendations.

The force has improved its understanding and response to mental health vulnerability within the community. It is working with partner agencies to address those concerns about mental health vulnerability which are identified within the force's demand profile. In Sheffield a street triage mental health response patrol car is jointly resourced by a police officer and a mental health practitioner. The service is available during peak demand times up to midnight, to respond to incidents in which mental health has been assessed as a factor. In other areas of the county, (and out of hours in Sheffield), the force has some capability for telephone advice from practitioners. They are working to mainstream this capability and provide an 'on site' service where it is required. The force has an agreement with the ambulance service that it will not take people affected by mental health problems to assessment centres, but that an ambulance will attend within a 30-minute target time. Since April 2016 the force has had an agreement with its partners across the county that young people with mental health needs will not be brought into police custody, as a place of safety. The force expects that (other than in exceptional circumstances) the same agreement will be in place for adults by April 2017.

South Yorkshire Police uses the definition of a vulnerable person taken from the national guidance to inform its work in this area.²⁴ Officers and staff are generally aware that vulnerability is the force priority and can articulate the definition of vulnerability. Officers have received training in vulnerability and other training for

²⁴ The Association of Chief Police Officers (ACPO) is now the National Police Chiefs' Council (NPCC). *ACPO Guidance on Safeguarding and Investigating the Abuse of Vulnerable Adults*, NPIA, 2012. Available from: <http://library.college.police.uk/docs/acpo/vulnerable-adults-2012.pdf>

particular areas of vulnerability such as domestic abuse and coercive control. All new police recruits have an attachment to the public protection unit (PPU), which includes the safeguarding adults team. As part of the force's current training campaign, officers are actively encouraged to have short-term attachments to the unit.

During our inspection, we reviewed the force's response to call-handling and risk-assessment for incidents with a vulnerable victim. We were pleased to find that this area has improved since HMIC's 2015 effectiveness inspection. Call-handlers use the national decision model (NDM) to assess risk and harm and to assess the response required for the incident. Call-handlers and despatch officers (whose role is to send officers to incidents) have access to the force intelligence and crime-management system to assist with research and risk-assessment. The force IT system has a menu of questions for call-handlers to review and identify vulnerable callers. We found brief but appropriate rationale recorded about the decision making for the initial grade of a call. A more detailed rationale is recorded for a review of an ongoing log and, in particular, when a call has been re-graded. Most of the time, the force attends within an appropriate time frame, and the use of appointments is appropriate to the level of risk and call.

The concerns that HMIC found during the 2015 effectiveness inspection in relation to the investigation of crime still exist. Staff within the safeguarding adult teams, who deal with high-risk domestic abuse cases, have large workloads, and this affects the quality and timeliness of investigations. In some areas of domestic abuse investigation, investigation plans and supervision are still lacking. Recording of investigation plans and supervision is generally poor, with a reliance on paper records rather than the force crime-management system to record investigation work, victim care and supervision comments during reviews.

South Yorkshire Police was one of a number of forces which were unable to provide data on the percentage of calls made by a vulnerable victim in the 12 months to 30 June 2016. In the 12 months to 30 June 2016, South Yorkshire recorded 21 calls for domestic-abuse related incidents per 1,000 population. This is above the 16 calls per 1,000 population for England and Wales as a whole.

How effectively does the force initially respond to vulnerable victims?

The initial work of officers responding to a vulnerable person is vital, because failure to carry out the correct actions may make future work with the victim or further investigation very difficult. This could be the first time victims have contacted the police after suffering years of victimisation or they may have had repeated contact with the police; either way, the response of officers is crucial. The initial response to a vulnerable victim must inspire confidence that the victim's concerns are being taken seriously as well as provide practical actions and support to keep the victim safe. The officer should also assess the risk to the victim at that moment and others

in the same household, and collect sufficient information to support the longer-term response of the force and other partner organisations.

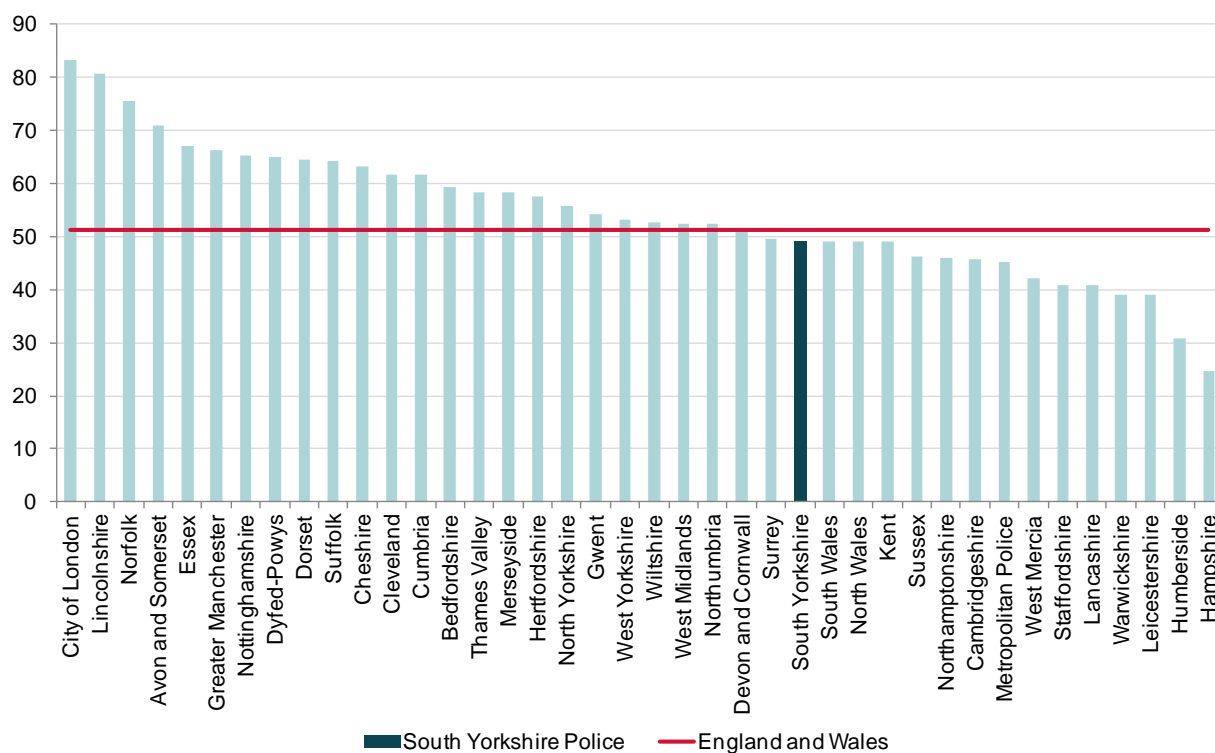
Do officers assess risk correctly and keep victims safe?

The Home Office has shared domestic abuse related offences data, recorded in the 12 months to 30 June 2016, with HMIC. These are more recent figures than those previously published by the Office for National Statistics. These data shows that in the 12 months to 30 June 2016, police-recorded domestic abuse in South Yorkshire increased by 14 percent compared with the 12 months to 31 March 2015. This compares with an increase of 23 percent across England and Wales. In the same period, police-recorded domestic abuse accounted for 9 percent of all police-recorded crime in South Yorkshire, compared with 11 percent of all police-recorded crime across England and Wales.

The rate of arrest for domestic abuse offences can provide an indication of a force's approach to handling domestic abuse offenders. Although for the purpose of this calculation arrests are not directly tracked to offences, a high arrest rate may suggest that a force prioritises arrests for domestic abuse offenders over other potential form of action (for further details, see annex A). HMIC has evaluated the arrest rate alongside other measures during our inspection process to understand how each force deals with domestic abuse overall.

In South Yorkshire Police, for every 100 domestic abuse related offences recorded in the 12 months to 30 June 2016, there were 49 arrests made in the same period.

Figure 7: Domestic abuse arrest rate (per 100 domestic abuse crimes), by force, for the 12 months to 30 June 2016²⁵



Source: HMIC data return, Home Office data

For further information about these data, please see annex A

In South Yorkshire, we found that officers attending incidents fail to assess vulnerability effectively during the initial response for domestic abuse. Attending officers are failing to conduct a quality risk-assessment at reported domestic abuse incidents. Although the force does assess vulnerability adequately within the control room on first contact, it sometimes fails to conduct immediate safeguarding at initial response. The force provides inconsistent handovers and referrals to external organisations and agencies.

However, assessment and response to missing children and child sexual exploitation are understood by staff, who generally safeguard victims and assess the level of risk appropriately. The force has some established processes to ensure that officers respond to vulnerable victims in an appropriate way and take action to safeguard individuals. As an example, the force has produced trigger plans for those children who go missing and are at risk of sexual exploitation. When a child at risk of sexual exploitation goes missing, the trigger plan is activated. The plan has pre-identified information and intelligence to help officers to find the child as quickly as possible. This includes a photograph, a description of the missing child, and known places the child visits or frequents.

²⁵ Derbyshire, Durham and Gloucestershire forces were not able to provide domestic abuse arrest data. Therefore, these forces' data are not included in the graph or in the calculation of the England and Wales rate.

The force has a good understanding of vulnerability in relation to domestic abuse and child sexual exploitation. The actions taken and managerial supervision are effective in relation to missing and absent children. We found some cases of missing children which had been potentially over-graded, but this is consistent with being cautious and avoiding any risks in relation to the force's response to missing and absent children.

During our 2016 inspection, we found that the issues identified in 2015 in relation to the completion of the domestic abuse, stalking and harassment (DASH) risk-assessments still exist. We found poor completion and generally a lack of effective supervision to improve quality. This remains a cause of concern. DASH forms are regularly being submitted without all or any of the questions being answered, and without the attending officer's observations or views or any additional commentary being recorded. It is likely that the new force IT systems, due to be implemented in 2017, will assist in improving the supervision, but currently many further assessments by the domestic abuse referral unit are being completed without the benefit of information and observations from the attending officer. This means that the force is unable to undertake a suitably informed assessment of risk effectively and then make appropriate safeguarding decisions for vulnerable victims of domestic abuse.

We were surprised to find a lack of information about the DASH risk assessment completion rate, no assessment of the quality and no governance process in place to hold officers and supervisors to account when DASH risk assessments had not been completed or the quality was poor. A recent audit completed by the force's domestic abuse risk-assessment team (DARA) indicated that there was a 60 percent compliance with DASH submission. HMIC found that South Yorkshire Police completed 32,546 domestic abuse risk assessments in the 12 months to 30 June 2016. This represents 3.7 risk assessments for every domestic abuse flagged crime-recorded. Over the same time period, the force recorded 18.6 incidents with a domestic abuse flag/marker per 1,000 population. This is above the 12.8 incidents per 1,000 population for England and Wales as a whole.

The force continues to take positive action in relation to domestic abuse offences. In the 12 months to 30 June 2016, South Yorkshire's domestic abuse arrest rate was 49.1 percent. This is in line with the 51.4 percent arrest rate for England and Wales as a whole. This positive action is also carried into positive outcomes: in the 12 months to 30 June 2016 South Yorkshire's domestic abuse charge rate was 28.1 percent, which is above the 23.3 percent charge rate for England and Wales as a whole.

This demonstrates that the officers attending scenes of domestic abuse are considering and using positive action. Sometimes a detention request for a domestic abuse prisoner may be refused by custody staff because the prisoner has not been offered voluntary attendance and the custody staff believe the criteria for arresting a

suspect have not been met. The force may wish to review its detention refusal rates for domestic abuse to reassure itself that any refusal to detain a prisoner is appropriate. The force could also consider how to enhance evidence-gathering with the use of body-worn video cameras to record evidence directly from crime scenes. This would be particularly useful in cases where victims do not wish to support a prosecution, by enabling reporting officers to obtain images of crime scenes, and injuries sustained by victims.

South Yorkshire Police has well-established multi-agency safeguarding hubs (MASHs) in each of the four policing districts. The units have multi-agency staff who have signed up to information-sharing protocols to allow the force and partner organisations to share information in order to safeguard the community. However, the force has a process in which DASH risk-assessment forms are submitted to DARA, and they re-assess the risk and take action to safeguard the victims. They then refer incidents on to the MASH for partner assessment. Officers are also instructed to submit the adult and child referral notices straight to the MASH. This duplicates the submission process. As a result, partner agencies can get the same information twice, on two different forms. Each referral comes to them via different paths, but essentially contains information about the same event and the same people. The force should review its process to minimise the bureaucracy of submission and make sure partner organisations get the right information in a timely way so that victims can be better supported.

Children involved in domestic abuse cases (either present or normally residing at the address) are being identified appropriately. Attending officers at domestic incidents should submit a child referral form directly to social services and also update the crime-management system with details of the children. This automatically updates the DASH risk assessment with the details of the children at the address. We found that there is a robust process within DARA in which all children identified by the officer and, occasionally through the secondary assessment research, are referred to children's services having been triaged. However, we also found considerable inconsistency in relation to officers submitting child referral forms. The force should reassure itself that referrals of children at risk of harm are being made in non-domestic abuse cases.

How effectively does the force investigate offences involving vulnerable victims and work with external partners to keep victims safe?

Those who are vulnerable often have complex and multiple needs that a police response alone cannot always meet. They may need support with housing, access to mental health services or support from social services. Nonetheless, the police still have an important responsibility to keep victims safe and investigate crimes. These crimes can be serious and complex (such as rape or violent offences). Their victims

may appear to be reluctant to support the work of the police, often because they are being controlled by the perpetrator (such as victims of domestic abuse or child sexual exploitation).

Generally, South Yorkshire Police has trained and skilled officers to investigate the highest risk and more complex cases where victims are vulnerable. This includes specialist staff to investigate child protection offences, vulnerable adult offences, and serious sexual offences. The force has an allocation policy which means that the most serious and complex offences are allocated to the specialist investigators. A triage process is in place to support those decisions. Offences involving medium or standard risk to vulnerable victims are investigated by detectives within the hubs or by response officers within the local policing districts.

In South Yorkshire, in the 12 months to 30 June 2016, the percentage of recorded crime identified as domestic abuse is 8.6 percent, while for England and Wales it is 11.1 percent of all recorded crime. As at 1 July 2016, South Yorkshire Police had 1,117 active domestic abuse cases. Of these, 23 percent were assessed as high risk. This is a 4 percentage point decrease in the proportion of high-risk domestic abuse cases compared to 1 April 2015.

During our inspection, we found that some officers and staff within the safeguarding adult team – responsible for the investigation and safeguarding of rape, sexual offences and high-risk domestic abuse victims – have high workloads which adversely affect the quality and timeliness of investigations they manage. Workloads were found to be as high as 27 cases for one person, with 22 being rape investigations. Although it is recognised that a small number of these investigations may be awaiting finalisation work, active investigative caseloads of 15 to 20 serious offences were consistently found within these teams. The inspection also found that the threshold for cases being dealt with by the safeguarding adult team is high, resulting in many vulnerable adult cases being dealt with outside that specialist unit by either the force crime unit or response officers.

The standard of investigations and supervision within child abuse and child sexual exploitation teams is generally better than we found for other crime types. Although we recognise the challenges faced in relation to staffing within specialist teams, the proportion of staff who have not received specialist child abuse investigator training is still significant.

HMIC found that the force does not make the best use of ancillary orders to protect vulnerable victims from harm. In the 12 months to 30 June 2016, South Yorkshire

Police applied for 72 domestic violence protection orders (DVPOs)²⁶ which is below the rate for England and Wales as a whole. The court authorised 55 of the 72 applications. The precursor to the DVPO application is a domestic violence prevention notice (DVPN),²⁷ which can be authorised by a police superintendent. South Yorkshire Police does not record when DVPNs are applied for, it only records when they are granted. The force authorised 72 DVPNs in the 12 months to 30 June 2016.

In addition to the additional orders (formally known as ancillary orders), the force has used the Right to Ask and Right to Know legislation (provided for in the domestic violence disclosure scheme) to provide information to partners of abusive perpetrators.²⁸ In the 12 months to 30 June 2016, South Yorkshire used the 'Right to Ask' 45 times, which is below the rate per 100,000 population for England and Wales as a whole. South Yorkshire also used the 'Right to Know' 31 times, which is also below the rate for England and Wales as a whole. The force makes lower use of ancillary orders and preventative legislation than other forces. It should review how it uses such legislation to make sure it is using the opportunities to safeguard victims of crime.

We visited two locations at which multi-agency safeguarding hubs (MASHs) were functioning. However, Sheffield was found to have only a police local referral unit, with police and children's services investigation teams in adjacent rooms. We understand that the local authority is currently reviewing its structures and this is likely to result in the establishment of a MASH triage process. At Rotherham, although they are in the same building, the three main partner organisations work in separate offices and we saw no evidence of joint and active triaging. Instead,

²⁶ DVPOs are designed to provide protection to victims by enabling the police and magistrates courts to put in place protection in the immediate aftermath of a domestic abuse incident. Where there is insufficient evidence to charge a perpetrator and provide protection to a victim via bail conditions, a DVPO can prevent the perpetrator from returning to a residence and from having contact with the victim for up to 28 days, allowing the victim time to consider their options and get the support they need.

²⁷ A DVPN is the initial notice issued by the police to provide emergency protection to an individual believed to be the victim of domestic violence. This notice, which must be authorised by a police superintendent, contains prohibitions that effectively bar the suspected perpetrator from returning to the victim's home or otherwise contacting the victim. A DVPN may be issued to a person aged 18 years and over if the police superintendent has reasonable grounds for believing that: the individual has been violent towards, or has threatened violence towards an associated person, and the DVPN is necessary to protect that person from violence or a threat of violence by the intended recipient of the DVPN.

²⁸ The domestic violence disclosure scheme (DVDS), also known as Clare's Law, increases protection for domestic abuse victims and enables the police to better identify domestic abuse perpetrators. For more information, see: www.app.college.police.uk/app-content/major-investigation-and-public-protection/domestic-abuse/leadership-strategic-oversight-and-management/#domestic-violence-disclosure-scheme-clares-law

referrals are made for information-sharing and a very formal process is followed, with the production of reports almost to the standard expected of a case conference. This is not an efficient use of resources. HMIC recognises that good practice on the operation of MASH is still awaited from the Home Office and other relevant departments. This is a recommendation from HMIC's 2015 domestic abuse inspection.²⁹

Victims of domestic abuse

In April 2015, the Home Office began collecting information from the police on whether recorded offences were related to domestic abuse. Crimes are identified by the police as domestic abuse related if the offence meets the government definition of domestic violence and abuse.³⁰

The rate of outcomes recorded in the 12 months to 30 June 2016 for domestic abuse offences is shown in figure 8. Domestic abuse crimes used in this calculation are not necessarily those to which the outcomes have been assigned and are only linked by the fact that they both occur in the 12 months to 30 June 2016. Therefore, direct comparisons should not be made between general outcomes in figure 4, where each crime is linked to its associated outcome (for further details see annex A).

²⁹ *Increasingly everyone's business: A progress report on the police response to domestic abuse*, HMIC, 2015. Available from: www.justiceinspectorates.gov.uk/hmic/publications/increasingly-everyones-business-a-progress-report-on-the-police-response-to-domestic-abuse/

³⁰ Any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are or have been intimate partners or family members regardless of gender or sexuality.

Figure 8: Rate of outcomes recorded in 12 months to 30 June 2016 for domestic-related offences in South Yorkshire Police³¹

| Outcome type / group | South Yorkshire Police | England and Wales |
|---|------------------------|-------------------|
| Charged / Summoned | 28.1 | 23.2 |
| Caution – adults | 2.7 | 5.6 |
| Caution – youths | 0.2 | 0.3 |
| Community resolution | 2.3 | 1.4 |
| Evidential difficulties prevent further action; victim supports police action | 34.8 | 24.1 |
| Evidential difficulties prevent further action; victim does not support police action | 24.1 | 35.4 |

Source: HMIC data return, Home Office data

For further information about these data, please see annex A

In the 12 months to 30 June 2016, South Yorkshire Police's use of outcomes for domestic abuse flagged offences was in line with those in England and Wales as a whole. However, any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area, and how it deals with offenders for different crimes.

In HMIC's 2015 effectiveness (vulnerability) report, we identified a cause of concern in relation to South Yorkshire's response to domestic abuse, and made a recommendation with four important elements. This year's inspection has found an improvement in some areas and a lack of improvement in others.

South Yorkshire Police is inconsistent in the way that it responds to victims of domestic abuse. HMIC has some concerns over the service that the force provides to victims, particularly vulnerable adults. The force has specialist investigators in place to deal with the highest-risk and more complex cases. However, we found that they had high levels of workload and some have yet to complete specialist training. The threshold the force has for allocation of specialist detectives to work on high-risk investigations is very high. For an incident to be allocated to the public protection unit (PPU) team, it needs to be a high-risk domestic abuse case which has been referred to be part of the MARAC³² process within 28 days of the new offence. This means that some high-risk cases, which do not meet that threshold, are being investigated

³¹ Dorset Police and Nottinghamshire Police were unable to submit domestic abuse outcomes data. Therefore, these forces' data are not included in the graph or in the calculation of the England and Wales rate.

³² Multi-agency risk assessment conference(s) are local meetings where information about high-risk domestic abuse victims (those at risk of murder or serious harm) is shared between local agencies.

by officers who have not had the level of specialist training and accreditation for such offences.

Officers are generally taking positive action when attending crime scenes and the arrest rate for domestic abuse is in line with the England and Wales rate. As can be seen from the table below, the force has a higher charge rate for domestic abuse than for England and Wales as a whole.

The force has developed a domestic abuse action plan and is in the process of allocating and implementing those recommendations. For example, one of the findings was about the perceptions which officers and staff have about domestic abuse, and the force has launched an internal media campaign aimed at changing officers' attitudes and the force culture around domestic abuse. This, in turn, was influenced by the results of the victim survey. A bespoke domestic abuse web page has been added to the force intranet site. It gives detailed support to officers with regard to practice and policy, support services for victims and what support is available to police officers and staff who wish to report domestic abuse themselves.

The force charge/summons rate is in line with the rate for England and Wales, although the force has identified a high attrition rate and is working with the Crown Prosecution Service and partners to understand and then address this problem.

Summary of findings



Requires improvement

South Yorkshire Police has maintained and improved performance in some areas since HMIC's 2015 effectiveness (vulnerability) inspection. However, areas remain which cause HMIC concern and the force still requires improvement.

The force has improved its knowledge and understanding of vulnerability and improved the way it responds to incidents involving vulnerable victims. However, it routinely fails to complete quality risk-assessments for victims of domestic abuse, which means that the force might not be safeguarding vulnerable victims effectively. The vulnerable adult unit has high levels of workload of very high-risk domestic abuse and serious sexual offences. This means that the timeliness and quality of service to victims of crime could be compromised.

The force continues to take positive action at the scene of domestic abuse, maintaining its levels of arrest and charge outcomes. However, it could support more victims through the use of ancillary orders, such as domestic violence protection orders and the domestic violence disclosure scheme to protect and safeguard victims.

The force has started to work with its partner organisations to share information and work together to keep people safe. However, HMIC found that some areas of the force are not working efficiently and this needs to improve.

Cause of concern

South Yorkshire Police is failing to safeguard vulnerable victims fully, but particularly victims of domestic abuse at initial response and during the subsequent investigation. The force routinely fails to provide adequate domestic abuse safeguarding referrals, and poor quality information is being recorded from crime scenes. The threshold the force has for the allocation of specialist detectives to work on high-risk investigations is very high and the level of workload is also high within that team, which means the timeliness of investigations and safeguarding may be compromised.

Recommendations

To address this cause of concern, HMIC recommends that the force takes immediate steps to ensure that:

- Response officers become more proficient in completing DASH risk assessments at initial response and that there is sufficient supervision to ensure that opportunities to safeguard vulnerable victims are not missed.
- The force improves its investigation of cases involving vulnerable victims, particularly domestic abuse cases, by ensuring that officers and staff with the appropriate professional skills and experience investigate cases, and complex cases in particular, and have the capacity to provide the continuing safeguarding required, and that these investigations are supervised effectively and are recorded appropriately on force systems.

Areas for improvement

- The force should review its process for submitting child protection and vulnerable adult referrals to the MASH to minimise the bureaucracy of multiple submissions and ensure that partner organisations receive the right information in a timely way so that victims can be better supported.
- The force should reassure itself that referrals of children at risk of harm are being made in non-domestic abuse cases.
- The force should review its use of Domestic Violence Protection Orders, Domestic Violence Protection Notices and Clare's Law to ensure that it is making the best use of these powers to safeguard victims of domestic abuse.

How effective is the force at tackling serious and organised crime?

Serious and organised crime poses a threat to the public across the whole of the UK and beyond. Individuals, communities and businesses feel its damaging effects. Police forces have a critical role in tackling serious and organised crime alongside regional organised crime units (ROCU), the National Crime Agency (NCA) and other partner organisations. Police forces that are effective in this area of policing tackle serious and organised crime not just by prosecuting offenders, but by disrupting and preventing organised criminality at a local level.

How effectively does the force understand the threat and risk posed by serious and organised crime?

In order to tackle serious and organised crime effectively forces must first have a good understanding of the threats it poses to their communities. Forces should be using a range of intelligence (not just from the police but also from other partner organisations) to understand threats and risks, from traditional organised crime such as drug dealing and money laundering to the more recently-understood threats such as cyber-crime and child sexual exploitation.

As at 1 July 2016, South Yorkshire Police was actively disrupting, investigating or monitoring 47 organised crime groups (OCGs) per one million of the population. This compares to 46 OCGs per one million of the population across England and Wales.

South Yorkshire Police has a sound understanding of serious and organised crime. It uses a range of intelligence sources to help with that understanding, and is thorough in the way that it maps and assesses the risk level of the OCGs in its area.

The force assesses the threats facing its communities using the MoRiLE analytical methodology (a nationally recognised risk-assessment process). From this assessment, South Yorkshire Police has established that its priorities are organised crime, drug markets, counter-terrorism, community tension, modern-day slavery, vulnerable adults, vulnerable children and armed criminality.

The force has produced a serious and organised crime local profile for each of its policing areas. The profiles use both police and partner agency data, although the partner data are limited. The force is aware of the limited data from partner agencies and has placed four analysts within each of the local authority partnerships to improve data access and sharing. The profile takes account of the National Crime Agency (NCA) strategic assessment and intends to develop further the shared understanding and shared work the force undertakes with its partner organisations in relation to OCG activity. The force has an organised crime partnership board and local boards within the four local authority areas. The boards are chaired by the

geographically situated lead responsible officers (LROs). The membership includes staff from the office of the Police and crime commissioner (OPCC), South Yorkshire Police, the regional prison governor, representation from the four local authorities, GAIN,³³ ROCU and Border Force.

The force intelligence unit has put in place an effective and efficient process to identify the threat, harm, risk and vulnerabilities caused by OCGs and serious and organised crime. The force OCG mapping process is well-established and the use of MoRiLE supplements the process. The force re-scores its OCGs regularly. It monitors the threat posed by OCGs at a lower level by monitoring intelligence and making assessments to re-score the OCG as and when required. We were given an example in relation to a criminal group who change the identity of stolen cars to sell them for profit. The local intelligence officer identified an increase in intelligence submissions about the OCG following a dispute with a rival gang. The OCG was then re-scored and an action plan to deal with it was put into operation by the LRO.

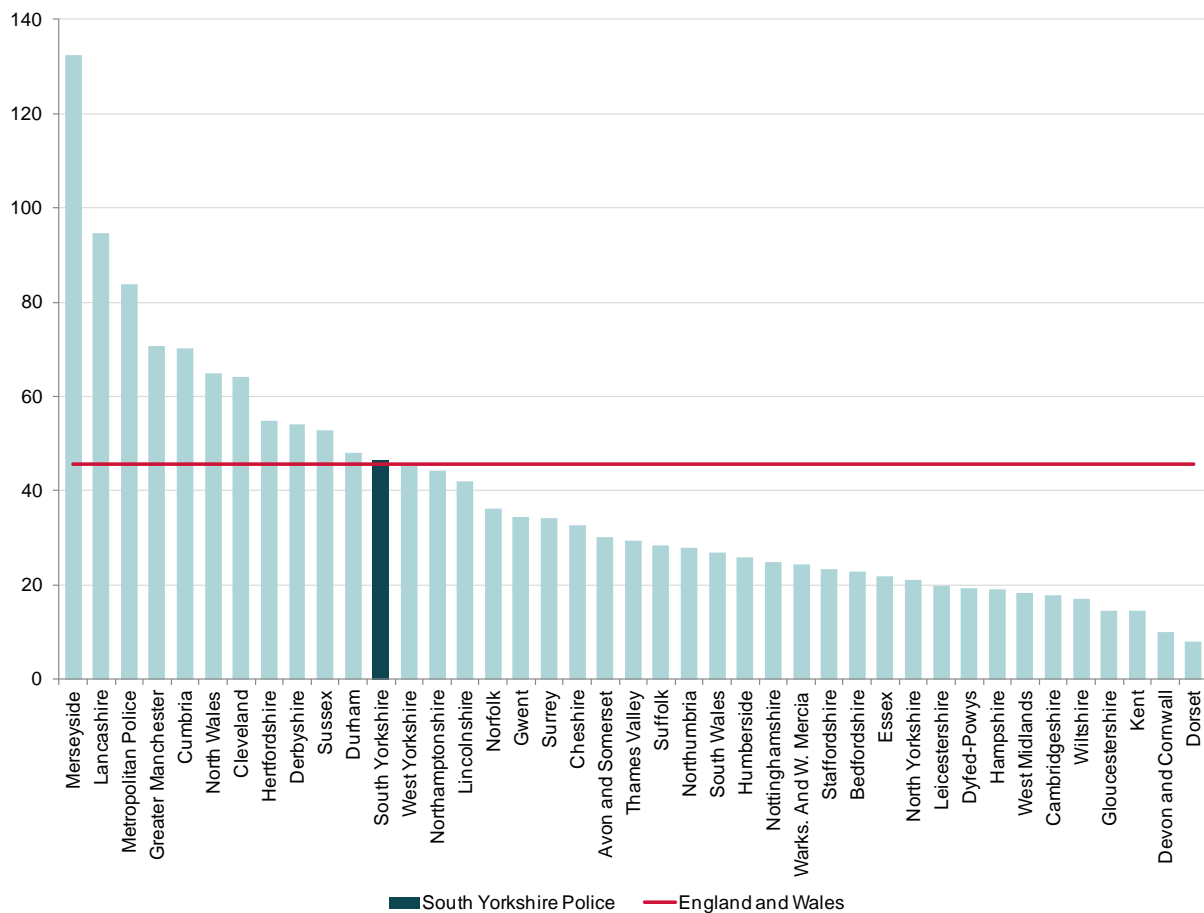
The force has retained OCG mapping locally, using national guidance. The force re-scores its OCGs regularly, but this is not in strict compliance with national guidelines. The intelligence and mapping is reviewed by the regional organised crime unit (ROCU) to improve consistency with the other forces in the region.

Although the force has developed its understanding of the newer threats about organised child sexual exploitation, modern-day slavery and foreign national offenders, it has not yet developed its level of response to the threat of cyber-crime. The force is aware of this risk and the need to recruit specialist staff with the required skills and accreditation to tackle this area of risk. It has looked at regional collaboration as part of the potential response to this risk. The force may have the opportunity to obtain support from the ROCU and become part of the 'ROCU Odyssey Regional Cyber-Crime Unit' to tackle cyber-crime.

In the 12 months to 31 March 2016, South Yorkshire spent £1.65 per head of the population on its serious and organised crime unit. This is below the £3.09 spend per head of population on serious and organised crime units for England and Wales as a whole.

³³ The Government Agency Intelligence Network (GAIN) is a large network of partners, including all police forces in England and Wales, which shares information about organised criminals.

Figure 9: Organised crime groups per one million population, by force, as at 1 July 2016³⁴



Source: HMIC data return

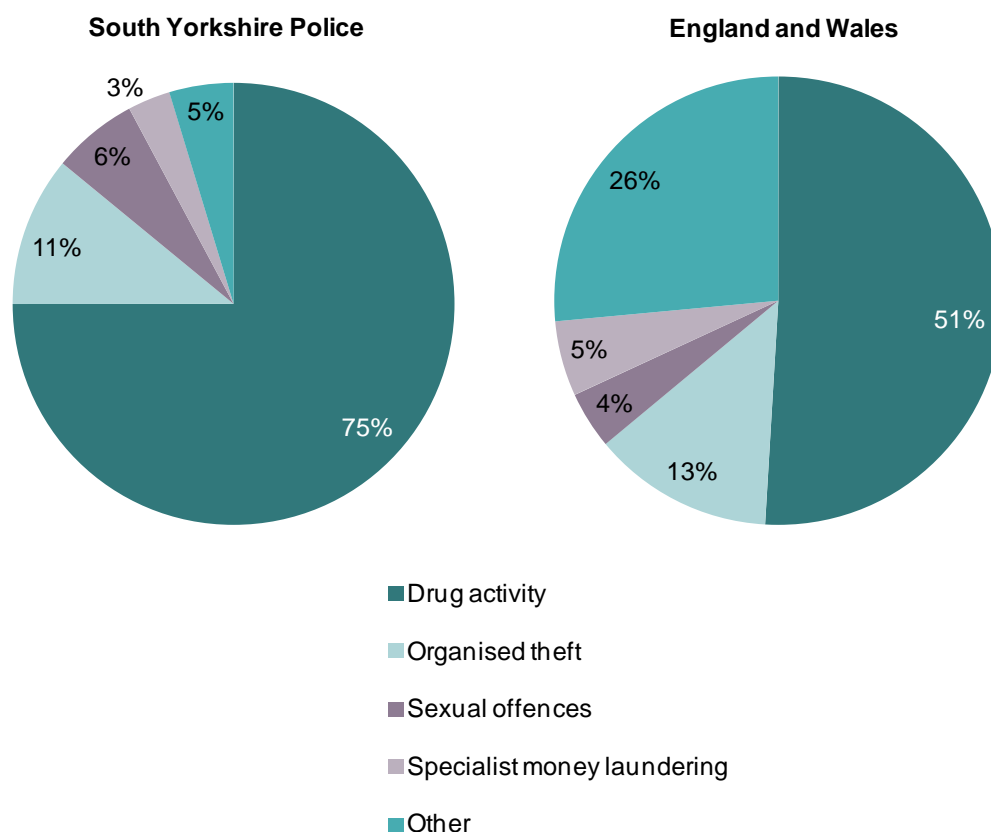
For further information about these data, please see annex A

Forces categorise OCGs by the predominant form of criminal activity in which the group is involved. Although OCGs are likely to be involved in multiple forms of criminality (for example groups supplying drugs may also be supplying firearms and be involved in money laundering), this indicates their most common characteristic. 'Drug activity' was the most common predominant crime type of the OCGs managed by South Yorkshire Police as at 1 July 2016. This was also the most common OCG crime type recorded by all forces in England and Wales.

Although South Yorkshire Police has a high proportion of OCGs engaged predominantly in drug activity, a number of those groups are also involved with other types of criminality such as firearms offences. The force has a number of OCGs which are linked to newer serious and organised crime threats. For example, the force has 6 percent of its OCG activity linked to sexual activity such as child sexual exploitation, and 2 percent linked to organised immigration crime.

³⁴ City of London Police data have been removed from the chart and the England and Wales rate as its OCG data are not comparable with other forces due to size and its wider national remit.

Figure 10: Active organised crime groups by predominant crime type in South Yorkshire, as at 1 July 2016



Source: HMIC data return

Note: Figures may not sum to 100 percent due to rounding. For further information about these data, please see annex A.

How effectively does the force respond to serious and organised crime?

An effective force will pursue and prosecute offenders and disrupt organised criminality at a local level. The force will use specialist capabilities, both in the force and at regional level, and non-specialist capabilities such as its neighbourhood teams. While it can be complex for a force to assess the success of its actions against serious and organised crime, it is important that the force understands the extent to which it disrupts this crime and reduces harm.

South Yorkshire Police provides a good response to serious and organised crime. It prioritises work aimed at tackling organised crime, regularly investigating and disrupting those who are involved in serious organised crime. The force is making an effective impact on organised crime, in conjunction with its partner organisations.

The force prioritises activity effectively. At its monthly force tactical task assignment and co-ordination group meeting, current intelligence around OCGs is presented and actions and priorities are decided as a result. The meeting is supported by a tactical

assessment document which reviews the priorities of OCGs and updates the actions in relation to intelligence collection and intelligence analytical work. Disruption tactics and operational activity are also reviewed. Details of the agreed activity and the person that the tasks have been allocated to are recorded in a task assignment document, for future review.

The force has appointed a lead responsible officer (LRO) for each of the identified OCGs. The LRO develops a plan following the 4Ps³⁵ of pursue, prevent, protect and prepare to tackle the OCGs. The LROs are located within each of the policing districts and are separate from the role of senior investigating officer. Although the LRO has overall charge of the plan, the local neighbourhood policing inspector will normally carry out the plan, unless specialist resources or tactics are to be used. The prevention plans are jointly the responsibility of the local authority. The LRO is able to use these plans to understand identity, capability and intent. We were told of a recent example of a joint project where the force was executing a series of search warrants on a particular OCG. Children's services staff attended with the police officers in order to safeguard any risk against children.

The force also manages urban street gangs, which it monitors through the OCG intelligence processes and intelligence is shared with local authorities. South Yorkshire Police supports and helps other forces to tackle OCGs which have an impact on the South Yorkshire area. For example, the force is working with Durham Constabulary in relation to two feuding OCGs, which have caused extreme violence in both the force areas. The forces work together and have devised an intervention programme which resulted in a number of firearms recoveries, and an Automatic Number Plate Recognition (ANPR) operation to prevent the movement of the two groups between the two force areas, and this has had a positive effect.

To provide a means of agreeing priorities, plans and decisions, and accountability for the management and disruption of OCG activity, the LROs attend the monthly OCG management meeting. This is chaired by the detective superintendent from the specialist crime directorate. At the meeting, LROs are able to identify high levels of threat and bid for additional and specialist skills. If the LRO's bids are unsuccessful, the meeting is able to refer high threat OCGs to either the ROCU or the National Crime Agency (NCA). The force decides on the allocation and prioritisation of resources based on threat, harm, risk and the vulnerability of the community around the OCG. If either regional or national resources are not available, the force special operations unit can be approached for support. For example, undercover online

³⁵ 4Ps provides a national framework for tackling serious and organised crime that has been developed for national counter-terrorist work and has four thematic pillars, often referred to as the 4Ps: Pursue - prosecuting and disrupting people engaged in serious and organised crime; Prevent – preventing people from engaging in serious and organised crime; Protect – increasing protection against serious and organised crime; Prepare – reducing the impact of this criminality where it takes place.

officers can be used to investigate child sexual exploitation problems, and the force's serious and organised crime team can be used for surveillance.

The pursue element of the OCG plan remains the mainstay of the work by force resources, with the remaining 3Ps also implemented with partner agencies. For example, we examined a plan for the targeting of a sex offender in which a risk-assessment following the 4P approach was used as part of the operational order. For the 'protect' aspect, a uniformed intervention team was used to safeguard the victim and detain the suspect. For the 'prepare' aspect, officers and PCSOs were deployed to speak to neighbours about the release of the offender. History markers were placed on the address on the force's information system, a referral was made to social services about child concerns, and overt police patrols were used to protect the offender's spouse.

South Yorkshire Police regularly disrupts and investigates serious and organised crime in collaboration with a range of partner organisations. The force uses the Government Agency Referral Network referral process for OCGs. South Yorkshire Police made 15.6 referrals for every 100 OCGs (active between 1 January 2016 and 30 June 2016) to GAIN in the 12 months to 30 June 2016. This is below the rate of 26.4 for England and Wales as a whole. To tackle this low rate of referrals, the force and other organisations created called MAGNET. The MAGNET group is an intelligence-sharing meeting with local partner agencies to speed up the information-sharing process. The use of innovative partnerships is allowing the force access to greater strands of intelligence to support force activity against organised crime.

South Yorkshire Police maintains its operational capability to tackle OCGs and serious and organised crime. The force has maintained its levels of specialist officers and staff to carry out a range of covert tactics to investigate OCGs. It carries a surveillance and technical support capability for this purpose. The force has effective relationships with the regional forces, ensuring that duplication of assets is avoided. The force relationship with the ROCU is strong, and the force is content with the level of support it receives.

During our inspection, we noted that the force actively uses local policing, response and neighbourhood resources to gather intelligence and support activity against OCGs. In each district we visited, we found that officers' and PCSOs' knowledge and understanding of local OCGs and their members was good. Intelligence gaps are identified and patrols are directed to develop that intelligence. The force's intelligence unit has developed an intelligence requirement document which identifies intelligence gaps and describes how the force is assigning tasks to its officers and staff to fill those gaps. Officers and PCSOs have an understanding of OCG activity within their areas. They know what is expected of them to collect intelligence in order to improve the force's understanding. Tasks are set out in briefings to the staff, which is part of a weekly intelligence requirement set by the intelligence units.

The force has access to a very active prison liaison team which actively disrupts OCG members within the prison system. The force has 16 serious crime prevention orders (SCPOs) on prisoners and has shared profiles with the prisons to ensure that the conditions are still imposed within the prison system. The force has a process for requests to be made for regional support and contribution from the regional ROCU. All requests for support must be made through a tactical tasking and coordinating meeting. During our inspection, the force was able to provide examples of when it had requested and used specialist ROCU resources and equipment for covert and major crime operations which it carried out.

The force actively monitors how it disrupts OCGs on the OCGM plans using the national guidelines. The disruption operations are scrutinised at local and force OCGM meetings. The force is now in a position to be able to account for all disruptions since April 2016. We were told about an example where intelligence suggested a person involved in organised crime was storing stolen diesel fuel at the rear of his council house. The force, through a GAIN referral and working with the local authority and the Environment Agency, took action which resulted in the seizure of the diesel fuel and the offender receiving a last warning, with the next step being eviction from his home.

The force can measure the effect of its work on OCGs but it is less effective at measuring the effect on its communities. The force has plans in place to improve this, which include continuing efforts by LROs to measure the effect of interventions in their 4P plans. The force is supporting the College of Policing by taking responsibility for writing the new local OCG disruption manual, which is due to be published soon.

How effectively does the force prevent serious and organised crime?

A force that effectively tackles serious and organised crime needs to be able to stop people being drawn in to this crime. Many of these people may be vulnerable and already involved in gang and youth violence. It should also be using a range of approaches and powers to prevent those known criminals continuing to cause harm. HMIC expects a force's approach to prevention to be a significant element of its overall strategy to tackle the harm that serious and organised crime causes communities.

South Yorkshire Police continues to develop its ability to prevent serious and organised crime. The force has good provisions in place to deter people from organised crime and regularly communicates with the public to keep them updated on how it is tackling serious and organised crime.

With its partner organisations, the force has begun some early intervention work. This aims to identify and support those families which are likely to be regular users of

public services, and where intervention and support to solve long-term family difficulties and problems may be effective. This programme to support troubled families is known locally as the 'High-cost Families' programme. Information is routinely shared with partner agencies in relation to long-term problems and the teams have processes in place for the prioritisation of collaborative work.

The force's four policing districts carry out intervention work to try to prevent vulnerable young people from being drawn into serious and organised crime and gangs. Active campaigns to spotlight the problems are in place and the force has reintroduced its 'Guns and Knives Cost Lives' campaign. It previously carried out a successful gun and knife amnesty, which resulted in 120 knives, 65 firearms and 200 rounds of ammunition being taken off the streets of South Yorkshire in July 2015. An operation was due to start in Sheffield during October 2016, including a major social networking campaign, the leafleting of 50,000 homes and a very active multi-agency operation to disrupt OCGs and gangs in the area. The operation had an impact analysis programme to assess the success of the work, and we were pleased to see the level of detailed planning which the force had done. This illustrates the changes the force has made over the last 12 months in response to serious and organised crime and those who engage in it.

South Yorkshire Police runs a media campaign, 'Shine a Spotlight', on serious and organised crime and gangs. The campaign highlights the effects of serious and organised crime on four people – a business owner, an elderly lady living in an area affected by gang crime, the mother of an OCG member, and a gang member. It tries to highlight the effect on the whole community and to activate the community to support the force's fight against organised crime. It does this by giving information and intelligence to target the perpetrators but also to identify and deter people who are likely to be recruited into gangs and organised crime.

The force has developed processes to highlight people who are at risk of becoming involved with gang members or those who are involved in organised crime, to try to keep people away from the influence of OCGs. 'Notices of concern' are letters given to parents, and youths who are believed to be at risk of entering a gang. This can be because they are associating with known gang members, because they regularly go to a place where gang members meet, or because their lifestyle means they are putting themselves at risk of gang involvement. Sheffield anti-social behaviour team has currently served 13 notices. They are served to both adults and youths, with an offer of specialist support services in Sheffield from the Fearless project. In one case, a teenage girl had become the girlfriend of a gang member and was at specific risk because of firearms and drugs supply. Her parents were served with information about the risk of this association and they immediately banned the gang member from their home and discouraged the relationship. Two weeks later, the gang member was arrested and charged with a firearms offence.

South Yorkshire Police actively manages serious and organised criminals to prevent them from re-offending. The force has applied for and been granted ancillary orders to prevent re-offending. Serious crime prevention orders (SCPOs) are used and a range of tactics and restrictions are included on the orders, such as preventing the use of multiple phones, notification of vehicle details and conditions of non-association with other OCG members. Of the current 16 SCPOs against individuals, 14 of the orders relate to individuals within the prison system. The force provides prisons with intelligence assessments for all members of OCGs who are in prison, irrespective of the reason for them being in prison. This ensures continued disruption of crime within the prison system and enhanced intelligence-sharing between the force and prison intelligence units. A good example relates to an investigation in which an OCG principal offender was orchestrating drug offences using a mobile phone in prison. Analytical and telecoms work proved his use of the device and his part in the offence. The prison intelligence team facilitated his arrest and a search to recover the device.

South Yorkshire applied for 3.1 SCPOs per 100 active OCGs, which is below the England and Wales rate (15.6 per 100 active OCGs). The force recognises that this figure is low and that more could be done to improve the use of such orders to tackle serious and organised crime. The force is considering introducing SCPO individuals to the IOM group of repeat offenders. This is to ensure that there is a plan to monitor individuals, their compliance with the order, and the enforcement of orders. It is yet to be tested, but is a positive move towards the lifetime management of offenders. The LRO role could also be reviewed to ensure lifetime management and structured handovers are in place so that there is an effective response to people coming out of custody.

The force is good at keeping the public informed about serious and organised crime. It works with Crimestoppers and uses social media and external press and media outlets. In this way, it updates the public on what the force has been doing to tackle serious and organised crime and reports news of proactive operations and how the results make a difference to the community. For example, the force carried out a force-wide media campaign, including local media releases and leaflet delivery within local communities, to inform the public about spotting the signs of organised crime. This resulted in an increase in information from the public. The force also has a force-wide education project called 'Crucial Crew', which is an education programme for all Year 6 pupils and teaches them how to remain safe, for example, on the internet and social media, and about good citizenship.

Summary of findings



Good

South Yorkshire Police is good at tackling serious and organised crime. This is consistent with the findings in HMIC's 2015 effectiveness report. The force has a comprehensive understanding of the risks posed by serious and organised crime in South Yorkshire. It has positive working relationships with local authorities and with regional serious and organised crime resources to gather and share information to support its activities and keep the community safe.

The force has good processes in place to gather intelligence and map organised crime groups. It also has robust management and governance processes to prioritise and tackle organised crime effectively. The force has trained lead responsible officers assigned to each organised crime group, who develop plans to tackle and disrupt their activities.

The force has good measures in place to deter people from becoming involved in organised crime. It identifies people who are at risk and acts, with professional support, to move them away from a serious and organised crime lifestyle. The force has effective ways to communicate with the community. This communication raises awareness, gathers information about organised crime, and updates the community on the work and disruption activity South Yorkshire Police has taken against organised crime groups.

Areas for improvement

- The force should further develop its serious and organised crime local profile in conjunction with partner organisations to enhance its understanding of the threat posed by serious and organised crime, and seek to develop police and partner organisation joint activity aimed at reducing this threat.

How effective are the force's specialist capabilities?

Some complex threats require both a specialist capability and forces to work together to respond to them. This question assesses both the overall preparedness of forces to work together on a number of strategic threats and whether forces have a good understanding of the threat presented by firearms incidents and how equipped they are to meet this threat.

How effective are the force's arrangements to ensure that it can fulfil its national policing responsibilities?

The *Strategic Policing Requirement* (SPR)³⁶ specifies six national threats. These are complex threats and forces need to be able to work together if they are to respond to them effectively. These include serious and organised crime, terrorism, serious cyber-crime incidents and child sexual abuse. It is beyond the scope of this inspection to assess in detail whether forces are capable of responding to these national threats. Instead, HMIC has checked whether forces have made the necessary arrangements to test their own preparedness for dealing with these threats should they materialise.

South Yorkshire Police has the required arrangements in place to fulfil its national policing responsibilities. The force completed a strategic assessment of the six national threats outlined in The *Strategic Policing Requirement* (SPR) in July 2016. This is a four-force collaboration between Humberside, South Yorkshire, West Yorkshire and North Yorkshire police forces.

The force reviewed its capability and capacity to respond to the six threats. Its reviews and actions are generated through the SPR action plan group, chaired by an assistant chief constable lead. For example, it recently conducted a strategic assessment of the threat of major public disorder. The regional armed policing strategic risk assessment (APSTRA) identified and assessed the force capability to provide an adequately resourced and proportionate response to public order threats. The assessment looked at known foreseeable threats and risks to the north-east region which would require a proportionate public order response. It reviewed the risks in terms of likelihood and impact to allow the force to review operational

³⁶ The SPR is issued annually by the Home Secretary, setting out the latest national threats and the appropriate national policing capabilities required to counter those threats. National threats require a co-ordinated or aggregated response from a number of police forces. Forces often need to work collaboratively, and with other partners, national agencies or national arrangements, to ensure such threats are tackled effectively. *Strategic Policing Requirement*, Home Office, March 2015. Available at:

www.gov.uk/government/uploads/system/uploads/attachment_data/file/417116/The_Strategic_Policing_Requirement.pdf

requirements and resource planning and set a framework on how the force would monitor and assess such threats.

We found that the force has conducted joint exercises and operations to test its response to SPR threats. The exercises are carried out with regional police forces and partner organisations. For example, the force took part in an exercise and debrief into a local resilience forum (LRF) exercise held to validate the LRF response at strategic level to severe weather which had been forecast in the region. The force contributed to the debrief, which identified the positive and developmental areas of the test, recording lessons learned and recommendations which were to be considered and included in planning for joint emergency services' responses to major incidents.

The force suffered a cyber episode/attack in April 2016 and responded appropriately. The force IT unit had appointed an IT security officer earlier in the year. This was an effective move, as the threat was identified early, with immediate isolation of the attack to reduce the impact on the force. The force made the relevant 'fast-time' notifications to national policing to alert other forces about the potential of other attacks on force systems. The source was located and isolated, and a 'lessons learned report' was produced and circulated by the force IT unit.

How well prepared is the force to respond to a firearms attack?

Following the terrorist attacks in Paris on 13 November 2015, the government allocated £143 million to the 43 England and Wales police forces to increase their armed capability. This funding has enabled some forces to increase the number of armed police officers able to respond to a terrorist attack. These attacks include those committed by heavily armed terrorists across multiple sites in quick succession, as in Paris. These attacks are known as marauding terrorist firearms attacks. The funding is for those forces considered to be at greatest risk of a terrorist attack. This also has the effect of increasing the ability of the police service to respond to other forms of terrorist attacks (and another incident requiring an armed policing response). Forces have begun to recruit and train new armed officers. This process is due to be completed by March 2018.

South Yorkshire Police is a member of the Yorkshire and Humber Armed Policing Collaboration. In this, the four regional forces work to a single training structure under a single assistant chief constable lead. The collaboration has joint policies and standard operating procedures in place to ensure that threats are responded to in a consistent way.

The collaboration has recently completed the armed policing strategic threat and risk assessment (APSTRA), which is based on the principles of the national Strategic Threat and Risk Assessment Guide. The APSTRA contains details of how the four

forces assess the threats which require an armed response. The assessment takes into account local, regional and national problems. The region has agreed to respond with all available firearms assets to any terrorist incident similar to the marauding terrorist firearms attacks which happened in Paris, and this is in line with national guidelines.

As a result of the assessment, Humberside and South Yorkshire police forces have a plan to increase the number of armed officers as part of the national armed policing uplift programme. South Yorkshire Police will benefit from this uplift and the force has started the recruitment and training necessary to complete the uplift by March 2017. The uplift requires additional armed officers and trainers, along with the money for equipment and training. The force started the recruitment and training process in April 2016 and a dedicated firearms training team is in place to service South Yorkshire along with both Humberside and West Yorkshire forces. The force anticipates that it will complete the uplift by the end of the 2017/18 financial year.

The force has contingency plans for a marauding terrorist firearms attack and it is providing the appropriate information and training to all its firearms commanders and armed officers. The public can have confidence that the force understands the threat posed by a firearms attack and that this understanding is based on recent and relevant information.

Summary of findings

Ungraded

South Yorkshire Police has good plans to mobilise in response to the threats set out in the *Strategic Policing Requirement (SPR)*. The force undertook a strategic assessment in July 2016, as part of the four-force collaboration between Humberside, South Yorkshire, West Yorkshire and North Yorkshire police forces. The force regularly tests these plans and works with other forces and local partner organisations. The tests are reviewed and the SPR action plan group considers the lessons learned so that improvements can be made.

The force is well prepared to respond to an attack requiring an armed response. It is a member of the Yorkshire and Humber Armed Policing Collaboration, in which the four regional forces work to joint policies and standard operating procedures. The force has recently reviewed its assessment of threat, risk and harm in line with national guidance, including the potential threats posed by a marauding terrorist firearms attack. As a result, the force plans to increase the number of armed officers as part of the national uplift. The recruitment of additional firearms officers is continuing and the force anticipates that it will be fully resourced by the end of March 2017.

Next steps

HMIC assesses progress on causes of concern and areas for improvement identified within its reports in a number of ways. We receive updates through our regular conversations with forces, re-assess as part of our annual PEEL programme, and, in the most serious cases, revisit forces.

HMIC highlights recurring themes emerging from our PEEL inspections of police forces within our national reports on police effectiveness, efficiency and legitimacy. These reports identify those issues that are reflected across England and Wales and may contain additional recommendations directed at national policing organisations, including the Home Office, where we believe improvements can be made at a national level.

Findings and judgments from this year's PEEL effectiveness inspection will be used to direct the design of the next cycle of PEEL effectiveness assessments. The specific areas for assessment are yet to be confirmed, based on further consultation, but we will continue to assess how forces keep people safe and reduce crime to ensure our findings are comparable year on year.

Annex A – About the data

The information presented in this report comes from a range of sources, including published data by the Home Office and Office for National Statistics, inspection fieldwork and data collected directly from all 43 geographic police forces in England and Wales.

Where HMIC has collected data directly from police forces, we have taken reasonable steps to agree the design of the data collection with forces and with other relevant interested parties such as the Home Office. We have given forces several opportunities to check and validate the data they have provided us to ensure the accuracy of our evidence. For instance:

- We checked the data that forces submitted and queried with forces where figures were notably different from other forces or were internally inconsistent.
- We asked all forces to check the final data used in the report and correct any errors identified.

The source of the data is presented with each figure in the report, and is set out in more detail in this annex. The source of Force in numbers data is also set out below.

Methodology

Data in the report

The British Transport Police was outside the scope of inspection. Therefore any aggregated totals for England and Wales exclude British Transport Police data and numbers will differ from those published by the Home Office.

Where other forces have been unable to supply data, this is mentioned under the relevant sections below.

Population

For all uses of population as a denominator in our calculations, unless otherwise noted, we use Office for National Statistics (ONS) mid-2015 population estimates. These were the most recent data available at the time of the inspection.

For the specific case of City of London Police, we include both resident and transient population within our calculations. This is to account for the unique nature and demographics of this force's responsibility.

Survey of police staff

HMIC conducted a short survey of police staff across forces in England and Wales, to understand their views on workloads, redeployment and the suitability of tasks assigned to them. The survey was a non-statistical, voluntary sample which means that results may not be representative of the population. The number of responses varied between 8 and 2,471 across forces. Therefore, we treated results with caution and used them for exploring further during fieldwork rather than to assess individual force performance.

Ipsos MORI survey of public attitudes towards policing

HMIC commissioned Ipsos MORI to conduct a survey of attitudes towards policing between July and August 2016. Respondents were drawn from an online panel and results were weighted by age, gender and work status to match the population profile of the force area. The sampling method used is not a statistical random sample and the sample size was small, varying between 331 to 429 in each force area. Therefore, any results provided are only an indication of satisfaction rather than an absolute.

The findings of this survey will be shared on our website by summer 2017:

www.justiceinspectorates.gov.uk/hmic/data/peel-assessments/

Review of crime files

HMIC reviewed 60 police case files across crime types for: robbery, common assault (flagged as domestic abuse), grievous bodily harm (GBH), stalking, harassment, rape and domestic burglary. The file review was designed to provide a broad overview of the identification of vulnerability, the effectiveness of investigations and to understand how victims are treated through police processes. Files were randomly selected from crimes recorded between 1 January 2016 and 31 March 2016 and were assessed against several criteria. Due to the small sample size of cases selected, we have not used results from the file review as the sole basis for assessing individual force performance but alongside other evidence gathered.

Force in numbers

A dash in this graphic indicates that a force was not able to supply HMIC with data.

Calls for assistance (including those for domestic abuse)

These data were collected directly from all 43 forces. In 2016, the questions contained a different breakdown of instances where the police were called to an incident compared to the 2015 data collection, so direct comparisons to the equivalent 2015 data are not advised.

Recorded crime and crime outcomes

These data are obtained from Home Office police-recorded crime and outcomes data tables for the 12 months to 30 June 2016 and are taken from the October 2016 Home Office data release, which is available from:

www.gov.uk/government/statistics/police-recorded-crime-open-data-tables

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

Figures about police-recorded crime should be treated with care, as recent increases are likely to have been affected by the renewed focus on the quality and compliance of crime recording since HMIC's national inspection of crime data in 2014.

For crime outcomes, Dorset Police has been excluded from the England and Wales figure. Dorset Police experienced difficulties with the recording of crime outcomes for the 12 months to 30 June 2016. This was due to the force introducing the Niche records management system in Spring 2015. Problems with the implementation of Niche meant that crime outcomes were not reliably recorded. The failure to file investigations properly meant that a higher than normal proportion of offences were allocated to 'Not yet assigned an outcome'. During 2016, the force conducted additional work to solve the problem. In doing so, some crime outcomes from the 12 months to 30 June 2016 were updated after that date and are reflected in a later period. This makes Dorset Police's crime outcome data inconsistent with that provided by other forces. HMIC has decided not to use Dorset Police's outcome data in the interests of consistency of data use and to maintain fairness to all forces.

Other notable points to consider when interpreting outcome data are listed below and also apply to figure 4.

- For a full commentary and explanation of outcome types please see Crime Outcomes in England and Wales: year ending March 2016, Home Office, July 2016. Available from:
www.gov.uk/government/uploads/system/uploads/attachment_data/file/539447/crime-outcomes-hosb0616.pdf
- Crime outcome proportions show the percentage of crimes recorded in the 12 months to 30 June 2016 that have been assigned each outcome. This means that each crime is tracked or linked to its outcome.
- These data are subject to change, as more crimes are assigned outcomes over time. These data are taken from the October 2016 Home Office data release.

- Providing outcomes data under the new framework is voluntary if not provided directly through the Home Office Data Hub. However, as proportions are used, calculations can be based on fewer than four quarters of data. For the 12 months to 30 June 2016, Derbyshire Constabulary and Suffolk Constabulary were unable to provide the last quarter of data. Therefore, their figures are based on the first three quarters of the year.
- Leicestershire, Staffordshire and West Yorkshire forces are participating in the Ministry of Justice's out of court disposals pilot. This means these forces no longer issue simple cautions or cannabis/khat warnings and they restrict their use of penalty notices for disorder as disposal options for adult offenders, as part of the pilot. Therefore, their outcomes data should be viewed with this in mind.
- It is important to note that the outcomes that are displayed in figure 8 are based on the number of outcomes recorded in the 12 months to 30 June 2016, irrespective of when the crime was recorded. Therefore, the crimes and outcomes recorded in the reporting year are not tracked, so direct comparisons should not be made between general outcomes and domestic abuse related outcomes in this report. For more details about the methodology for domestic abuse outcomes please see explanatory notes below, under figure 8.

Anti-social behaviour

These data are obtained from Office for National Statistics data tables, available from:

www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/policeforceareadatatables

All police forces record incidents of anti-social behaviour reported to them in accordance with the provisions of the National Standard for Incident Recording (NSIR). Incidents are recorded under NSIR in accordance with the same 'victim focused' approach that applies for recorded crime, although these figures are not subject to the same level of quality assurance as the main recorded crime collection. Incident counts should be interpreted as incidents recorded by the police, rather than reflecting the true level of victimisation. Other agencies also deal with anti-social behaviour incidents (for example, local authorities and social landlords); incidents reported to these agencies will not generally be included in police figures.

When viewing this data the user should be aware of the following:

- Warwickshire Police had a problem with its incident recording. For a small percentage of all incidents reported during 2014-15 and 2015-16 it was not possible for the force to identify whether these were anti-social behaviour or other types of incident. These incidents have been distributed pro rata for

Warwickshire, so that one percent of anti-social behaviour in 2014-15 and two percent of anti-social behaviour in 2015-16 are estimated.

- From May 2014, South Yorkshire Police experienced difficulties in reporting those incidents of anti-social behaviour that resulted from how it processed calls for assistance, specifically for scheduled appointments. In November 2016, South Yorkshire Police resolved this problem and resubmitted anti-social behaviour data to Office for National Statistics. HMIC has used corrected data for South Yorkshire Police which are available in the November 2016 release of anti-social behaviour incidents data in the link above.
- Bedfordshire Police resubmitted anti-social behaviour data to Office for National Statistics for the 12 months to 30 June 2016. This was because data had been double counted for the second quarter of the financial year. HMIC has used corrected data for Bedfordshire Police which are available in the November 2016 release of anti-social behaviour incidents data in the link above.

Domestic abuse

Data for domestic abuse flagged offences were provided by the Home Office for the 12 months to 30 June 2016. These are more recent figures than those previously published by Office for National Statistics.

Data relating to domestic abuse arrests, charges and outcomes were collected through the HMIC data collection.

Further information about the domestic abuse statistics and recent releases are available from:

www.ons.gov.uk/releases/domesticabuseinenglandandwalesyearendingmarch2016

Organised crime groups (OCGs)

These data were collected directly from all 43 forces. City of London Police is excluded from the England and Wales rate as its OCG data are not comparable with other forces due to size and its wider national remit.

The number of OCGs in the Warwickshire Police and West Mercia Police force areas is a combined total of OCGs for the two force areas. The OCGs per one million population rate is based upon their areas' combined population figures.

OCGs which are no longer active – for example because they have been dismantled by the police – can be archived. This means that they are no longer subject to disruption, investigation or monitoring. From 1 September 2014 to 31 December 2015, forces were given a directive by the National Police Chiefs' Council to suspend archiving, pending a review of OCG recording policy. This directive was removed on

1 January 2016, but resulted in many forces archiving more OCGs than they otherwise would have in the 12 months to June 2016. Therefore, direct comparisons should not be made with OCG figures from previous years.

Victim satisfaction

Forces were required by the Home Office to conduct satisfaction surveys with specific victim groups. Force victim satisfaction surveys are structured around principal questions exploring satisfaction responses across four stages of interactions:

- initial contact;
- actions;
- follow-up;
- treatment plus the whole experience.

The data used in this report use the results to the question relating to the victim's whole experience, which specifically asks, "Taking the whole experience into account, are you satisfied, dissatisfied, or neither with the service provided by the police in this case?"

The England and Wales average is calculated based on the average of the rates of satisfaction in all 43 forces.

Figures throughout the report

Figure 1: Police-recorded crime rates (per 1,000 population) for the five year period to 30 June 2016

Please see 'Recorded Crime and Crime Outcomes' above.

Figure 2: Police-recorded crime rates (per 1,000 population) for the 12 months to 30 June 2016

Please see 'Recorded Crime and Crime Outcomes' above.

Figure 3: Percentage change in the rate of anti-social behaviour incidents (per 1,000 population), by force, comparing the 12 months to 31 March 2016 with the 12 months to 31 March 2015

Please see 'Anti-social behaviour' above.

Figure 4: Proportion of outcomes assigned to offences recorded, in 12 months to 30 June 2016, by outcome type

Please see 'Recorded Crime and Crime Outcomes' above.

The outcome number has been provided to improve usability across multiple publications and is in line with Home Office categorisation.

For these data, we state whether the force's value is 'one of the highest', 'one of the lowest' or 'broadly in line with' all forces in England and Wales. This is calculated by ranking the usage of outcomes and then highlighting the top and bottom 25 percent of forces. All other forces will be broadly in line with England and Wales. However, any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area, and how the force deals with offenders for different crimes.

This methodology is not comparable with figure 8, so direct comparisons should not be made between the two tables.

Figure 5: Percentage of 'Evidential difficulties; victim does not support action' outcomes assigned to offences recorded in the 12 months to 30 June 2016, by force

Please see 'Recorded Crime and Crime Outcomes' above.

In addition, it is important to understand that the percentages of evidential difficulties can be affected by the level of certain types of crime within a force, such as domestic abuse related offences. The category of evidential difficulties also includes where a suspect has been identified and the victim supports police action, but evidential difficulties prevent further action being taken.

Figure 6: Percentage of police recorded crime with a vulnerable victim identified, by force, for the 12 months to 30 June 2016

Please see 'Recorded Crime and Crime Outcomes' above.

The number of offences identified with a vulnerable victim in a force is dependent on the force's definition of vulnerability.

City of London, Devon and Cornwall, Essex, Gloucestershire and Lancashire forces were unable to provide data for the number of recorded crimes with a vulnerable victim identified. Therefore, these forces' data are not included in the graph or in the calculation of the England and Wales rate.

When viewing this data the user should be aware of the following:

- Suffolk Constabulary was only able to provide eight months of vulnerability data to the 30 June 2016 due to transferring to a different crime management system. Its previous system did not record vulnerability. Therefore, these are the most reliable data it can provide.

Figure 7: Domestic abuse arrest rate (per 100 domestic abuse crimes), by force, for the 12 months to 30 June 2016

Please see 'Domestic abuse' above.

Derbyshire, Durham and Gloucestershire forces were unable to provide domestic abuse arrest data. Therefore, these forces' data are not included in the graph or in the calculation of the Eng;and and Wales rate.

The arrest rate is calculated using a common time period for arrests and offences. It is important to note that each arrest is not necessarily directly linked to its specific domestic abuse offence recorded in the 12 months to 30 June 2016 in this calculation. It is also possible to have more than one arrest per offence although this is rare. In addition, the reader should note the increase in police-recorded crime which has affected the majority of forces over the last year (39 out of 43). This may have the effect of arrest rates actually being higher than the figures suggest. Despite this, the calculation still indicates whether the force prioritises arrests for domestic abuse offenders over other potential forms of action. HMIC has evaluated the arrest rate alongside other measures (such as use of voluntary attendance or body-worn video cameras) during our inspection process to understand how each force deals with domestic abuse overall.

When viewing this data the user should be aware of the following:

- Cambridgeshire Constabulary identified a recording issue and that it could only obtain accurate data from a manual audit of its custody records. This means its data may indicate a lower arrest rate. However, at the time of publication this was the most reliable figure the force could provide for the 12 months to 30 June 2016. The force plans to conduct regular manual audits while the recording issue is resolved. HMIC will conduct a further review to test this evidence when more data are available.
- Lancashire Constabulary experienced difficulties in identifying all domestic abuse flagged arrests. This affected 23 days in the 12 months to 30 June 2016. The force investigated this and confirmed that the impact on data provided to HMIC would be marginal and that these are the most reliable figures it can provide.

Figure 8: Rate of outcomes recorded in 12 months to 30 June 2016 for domestic-related offences

Please see 'Domestic Abuse' above.

Dorset Police is excluded from our data for the reasons described under 'Recorded Crime and Crime Outcomes' above.

Nottinghamshire Police has been excluded from domestic abuse outcomes data. The force experienced difficulties with the conversion of some crime data when it

moved to a new crime recording system. This means that the force did not record reliably some crime outcomes for domestic abuse related offences. The force subsequently solved the problem and provided updated outcomes figures. However, this makes Nottinghamshire Police's outcomes data for domestic abuse related offences inconsistent with that provided by other forces. HMIC has decided not to use Nottinghamshire Police's outcomes data for domestic abuse related offences in the interests of consistency of data use and to maintain fairness to all forces.

In April 2015, the Home Office began collecting information from the police on whether recorded offences were related to domestic abuse. Crimes are identified by the police as domestic abuse related if the offence meets the government definition of domestic violence and abuse:

“Any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are or have been intimate partners or family members regardless of gender or sexuality.”

In figure 8, the rate is calculated by the number of each outcome recorded for domestic abuse flagged offences in the 12 months to 30 June 2016, divided by the total number of domestic abuse offences recorded in the 12 months to 30 June 2016. The domestic abuse-related crimes used in this calculation are not necessarily those to which the outcomes have been assigned. Therefore, direct comparisons should not be made between general outcomes in figure 4, where each crime is linked to its associated outcome, and domestic abuse outcomes in figure 8.

For these data, we state whether the force's value is 'one of the highest', 'one of the lowest' or 'broadly in line with' all forces in England and Wales. This is calculated by ranking the usage of outcomes and then highlighting the top and bottom 25 percent of forces. All other forces will be broadly in line with England and Wales. However, any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area, and how the force deals with offenders for different crimes.

Figure 9: Organised crime groups per one million population, by force, as at 1 July 2016

Please see 'Organised Crime Groups' above.

Figure 10: Active organised crime groups by predominant crime type, as at 1 July 2016

Humberside Police was unable to provide the full data for predominant crime types in the time available. Therefore, this force's data are not included in the graph or in the calculation of the England and Wales proportion.

Numbers may not sum to 100 percent due to rounding.