



# **ANNUAL REPORT**

## **2015/16**

DRAFT

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## Foreword

This is the second Annual Report I have produced since becoming Police and Crime Commissioner in November 2014. It summarises some of the work I have carried out during the year 1 April 2015 to 31 March 2016, including the progress made in delivering the priorities set out in the Police and Crime Plan.

In some respects, this was not an easy year. A lot of time had to be devoted to some of the so-called 'legacy' issues of child sexual exploitation (CSE) and the Hillsborough Inquests.

The former involved ensuring that the force had appropriate staffing levels and training for those working in the Public Protection Unit. In addition, the costs had to be managed, especially as the National Crime Agency began its work looking into the non-recent CSE cases highlighted in the Jay and Casey Reports. The Victims, Survivors and their Families Panel that I set up was able to help the force understand the needs of victims of these crimes better. I thank the panel and the officers who volunteered to help for their commitment. In addition I commissioned a Review of what the force had done in all parts of South Yorkshire to assure myself that nothing like Rotherham had happened elsewhere. Professor John Drew was able to give me that assurance while pointing to further measures that would need to be taken. I thank him and all the other individuals and agencies that co-operated in producing that review.

The Hillsborough Inquests continued at Warrington until after the financial year. The cost of supporting some of the legal teams (as I was obliged to do) was very taxing given the constraints on budgets. I thank my Chief Executive and Chief Finance Officer and their staff for the huge amounts of work that went into challenging lawyers' fees, getting costs down and pursuing Special Grants from the Home Office. This is the sort of essential activity that goes on but is largely unseen by the general public. But even when the inquests have come to an end, there will be further consequences that will occupy us for some time to come.

Just after the end of the year summarised in this report I, along with the Interim Chief Constable at that time, commissioned a Peer Review of the force. Twenty two police officers and staff from across the country came in, talked to staff, and produced a very frank and hard-hitting report. It was not an easy read, but it does provide the in-coming Chief Constable with a clear understanding of what needs attention.

It has not all been difficult! During the year I have met many members of South Yorkshire Police, both officers and staff, not least at awards ceremonies, whose hard work and dedication has been exemplary. The force has felt nervous about saying too much publicly about the good work it does because of the criticism it has received. This is a pity and my fervent hope is that with a new Chief Constable, building a new leadership group, we will be able to move on and feel confident enough to put before the public of South Yorkshire some of those examples of good policing.

I have also met partners in the local authorities, Fire and Rescue, the NHS, the criminal justice world and the community and voluntary sector. We have all agreed that the future for all of us lies in forging better working partnerships. In the coming year this is one area where we must make swifter progress.

I am currently renewing the Police and Crime Plan, based on what I have heard from the public through my many engagements this past year. Yorkshire people are not reticent in saying what they think, and I thank them for that. In particular they have highlighted the need for work to be done on getting local policing right. I shall work with the new Chief Constable and other partners to ensure that services are delivered as efficiently and effectively as possible.

**Dr Alan Billings**  
**Police and Crime Commissioner**

## Police and Crime Plan 2013 /17 (Renewed March 2015)

The Police and Crime Plan 2013-17 sets out my aim and strategic priorities for policing and crime services in South Yorkshire. It was renewed in 2015. It shapes my commissioning activity with the Force, and other community safety and criminal justice partners, so as to deliver efficient and effective services.

### The Aim

South Yorkshire will be and feel a safe place to live, learn and work

### The Strategic Priorities

#### Protecting Vulnerable People

- Effective action tackling child sexual exploitation.
- Reduction in the vulnerability of individuals within the community.
- Effective response to new and evolving threats to the most vulnerable people.
- Nationally recognised good practice in protecting vulnerable people from harm.

#### Tackling Crime and Anti-Social Behaviour

- Effective action tackling crime and anti-social behaviour.
- Targeted response to those that cause most harm in the community and intervention with others before they enter the criminal justice system.
- Prioritising the crime and behaviours that cause the most harm in the community.
- The right outcomes for victims of crime and anti-social behaviour.

#### Enabling Fair Treatment

- Integrity in all actions, reflecting the national policing 'Code of Ethics'.
- Engagement that actively seeks to implement public feedback in delivering police services.
- Services to those most in need of them, ensuring a visible presence in the areas where this will have the most impact.
- Services that inspire trust in the general public.



**Victim Focus**



## The Strategic Priorities

### Key Achievements and Challenges

This section provides an overview of the key achievements and challenges we encountered in delivering the Police and Crime Plan priorities.

#### *Protecting Vulnerable People*

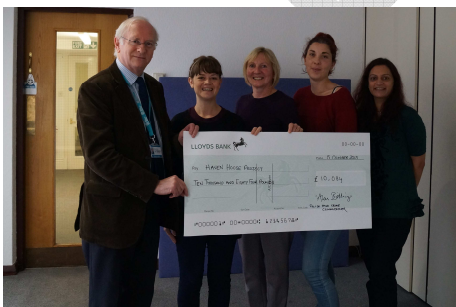
Protecting the public is one of the most important aspects of policing. People who find themselves vulnerable, whether as a result of their age, disability, health, gender, sexual orientation, ethnicity or religion, are potentially more at risk of becoming a victim of crime.

As a result of the issues around child sexual exploitation in Rotherham, I provided funding to the Force to put additional staff into the Public Protection Unit and improve training. I also set up an Independent Advisory Panel of Victims, Survivors and their Families to work with the police to help them design and improve services. In addition I appointed Professor John Drew to lead an Independent Review looking at how the Force had handled reports of child sexual exploitation across the county. It is significant to note that those individuals responsible for grooming, raping and abusing teenage girls in Rotherham are being, and will continue to be brought to justice for these heinous crimes.

In the past year the Force has experienced an increase in the reporting of hate crime, but national surveys suggest there continues to be an under reporting of these crimes to the police. More work needs to be done in building the trust and confidence of victims to come forward. Last year there were over 23,000 domestic incident calls to the Force with around a quarter of victims reporting two or more incidents. This trend in repeat victims is increasing and I will ensure that this is included as a consideration when determining future priorities and outcomes for the Police and Crime Plan.

As with child sexual exploitation and hate crime it is important that victims are believed, something the Force did not always get right in the past. I will continue to work with the Chief Constable to ensure the needs of the victims are paramount when designing changes in service delivery, systems and processes.

Protecting the vulnerable is not something the police can do on their own though. It



requires a holistic approach from all the agencies involved. To further encourage this approach I have provided financial support through my commissioning and grant giving activity. This includes projects such as Safe@Last (support for people at risk of running away), the 'Together Pathways Project' (support for people with mental health issues), the Doncaster Sex Worker Strategy and support the Haven House project which

provides a safe space for after-school sessions for homeless children and young people living in refuges in Sheffield.

Other commissioning activity that has helped to deliver key services to victims of crime, including the setting up of a sexual assault referral centre. The South Yorkshire Sexual Adult Referral Centre was officially opened on Friday, 9 September by Sarah Champion MP and Dr Alan Billings, South Yorkshire Police and Crime Commissioner.



The Sexual Assault Referral Centre (SARC) is for adult victims of sexual assault from the whole of South Yorkshire. It is managed by Mountain Healthcare and is part of a new Yorkshire and the Humber regional SARC service, where each region has its own centre.

The building is based in Sheffield and provides a range of services including facilities for forensic medical examination and crisis support. The building also houses facilities where vulnerable witness video interviews can take place.

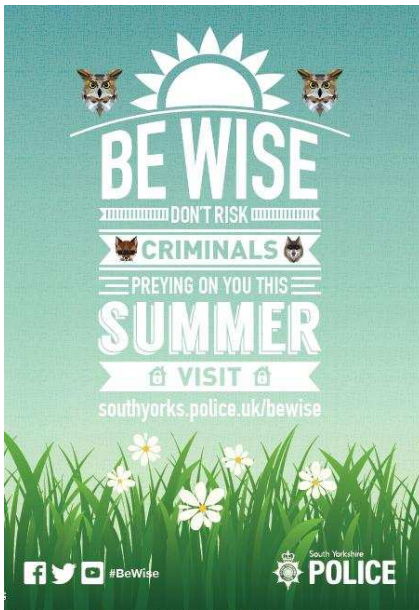


When meeting local community groups, local policing teams, MPs, councillors, medical professionals, teachers and many members of the public I hear time and time again about the growing use of legal highs. Young people in particular are most affected and often do not understand the possible consequences for their immediate health and well-being as well as their future prospects. In October last year I launched a social media campaign to raise awareness of the dangers of taking legal highs which was supported by local football clubs and other sports related organisations. Since that campaign began, the manufacture and sale of legal highs has been made illegal. But the dangers still persist.

### ***Tackling Crime and Anti-social Behaviour***

Overall crime levels in South Yorkshire increased by 9% (+8,645) between April 2015 and March 2016. Whilst this was not good news, it was in line with increases seen in other Force areas.

The greatest increases in crime recording were in relation to sexual offences and direct physical harm. This could be because more people are coming forward to the police to report these crimes, but we need to be sure. Further work is underway to help the Force better understand the reasons for these increases. This will provide a more accurate picture of the demand for policing services so that the right resources can be allocated.

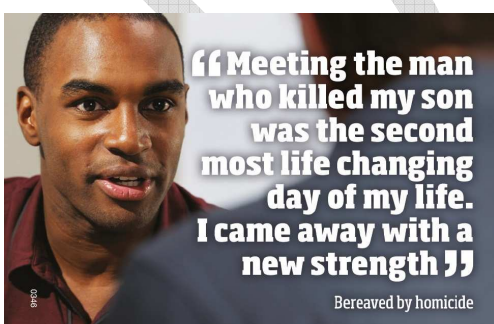


One of the biggest decreases in crime levels has been in burglary. This improvement has been brought about by a combination of targeted offender management, media campaigns such as the Be Wise summer safety campaign and a sustained focus on long-term problem solving.

Although serious and organised crime (SOC) is often thought of in a regional, national or international context, its impact is most felt by local communities. It harms individuals, families and local businesses alike. South Yorkshire has a number of Organised Crime Groups and Urban Street Gangs with many linked to drugs and firearms activity. The Force and partner agencies are working together to identify and then disrupt these groups activities.

Anti-social behaviour (ASB) continues to be an issue for communities in South Yorkshire with over a quarter of the public surveyed indicating that ASB is a problem in their area. I have provided funding to the Barnsley Community Safety Partnership so that an enhanced out of hours service around ASB could be supported. Similar funding in Sheffield was used to maintain ten additional PCSO posts who work across the city focussing on early intervention to prevent crime and ASB. Powers around the right for victims of ASB to request a review of their case, often known as the 'Community Trigger' have also been established. I recognise there is further work needed to ensure victims are made aware of their right of review, and will continue to encourage the Force to work with local authorities in this regard.

Through my commissioning activity I have also provided funding to support Drugs Intervention Programmes (DIP) that help individuals within the criminal justice system access the right treatment.



Supporting victims of crime to recover and move on is a key part of my role and making restorative justice (RJ) available is one of the best ways to do it. RJ involves bringing the victim and offender together in a safe and managed environment - where both are willing. This gives the victim an opportunity to hear the offender admit the crime, tell the offender how they feel, how the crime has affected them and to receive an apology.

Not all victims or offenders want to do this, but some do. It gives back to victims a measure of control and allows offenders to show remorse and sometimes make reparations. The provision of this service is being supported by a Ministry of Justice grant and is a partnership initiative led by the South Yorkshire Criminal Justice Board.

In June 2015, I launched the RJ Hub and dedicated website where victims are provided with the opportunity to make an informed choice as to whether RJ is something they wish to consider. Victims are encouraged to self-refer themselves in to the service. The launch of the Restorative Justice Hub and the dedicated website means that more victims will have the opportunity to make an informed choice if restorative justice is something they wish to consider and demonstrates the commitment and vision the partners have to ensuring victims are placed at the heart of the justice process

Restorative Justice gives victims the chance to tell offenders the real impact of their crime, get answers to their questions and get an apology.



For more information call our helpline on **0800 561 1000**, text **SYRJ** to **82055** for a call back or visit [www.restorativesouthyorkshire.co.uk](http://www.restorativesouthyorkshire.co.uk)

### *Enabling Fair Treatment*

The fair treatment of residents and communities in South Yorkshire is essential when designing and delivering policing and crime services. The national 'Code of Ethics' for policing puts fair treatment at the heart of everything the police do; it involves effective community engagement, listening to feedback and using it when making decisions, setting our priorities, and dealing with the public's concerns.

Fairness involves effective and representative community engagement, taking steps to listen to and understand our community, the levels of trust within it and actively try to increase that trust. It is also about the effective use of resources ensuring that the areas of most need are the areas the police are focussed on.

It has been, and continues to be, a challenging time for South Yorkshire Police with numerous issues, some of which are historic, impacting on how people view the Force both locally and nationally. Whilst it is difficult to mitigate fully the impact of such issues it is important that the Force improves its engagement with, and understanding of, local communities. This will help to rebuild the reputation of South Yorkshire Police and restore the public's trust, confidence and satisfaction with the service as a whole. I will help the Force to do this. One place where we need to establish a better relationship is with the Orgreave Truth and Justice Campaign.



The public have long considered the visibility of their police Force to be of paramount importance. Investment through my office in new technology, including Toughbooks and new smartphones, has enabled officers to spend more time working within communities, rather than returning to the police station to update records.

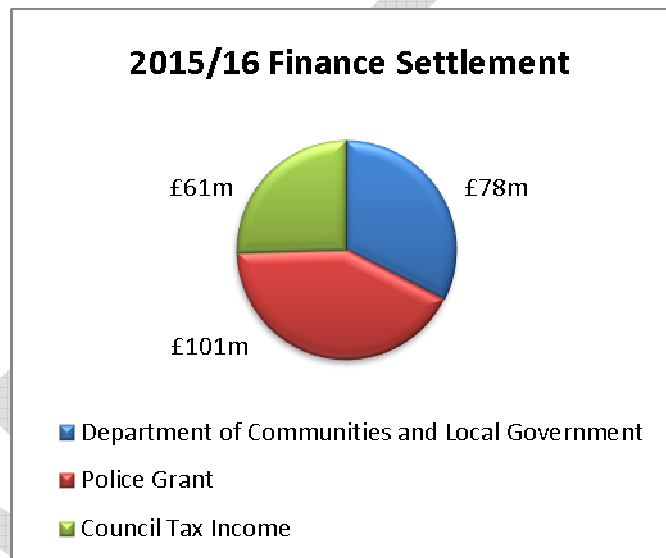


## Financial position and Budget Challenges 2015/16

The funding available to me in 2015/16 was £240m. This reflected a reduction of 4.83% compared to the previous year.

I made an increase of 1.95% to the police element of council tax - equivalent to additional £2.83 per annum for a Band D property. This increase was supported by the public, through my consultation with them, and agreed by the Police and Crime Panel. An additional £1.86m income was generated through this increase which equates to the approximate cost of 40 police officers on the street.

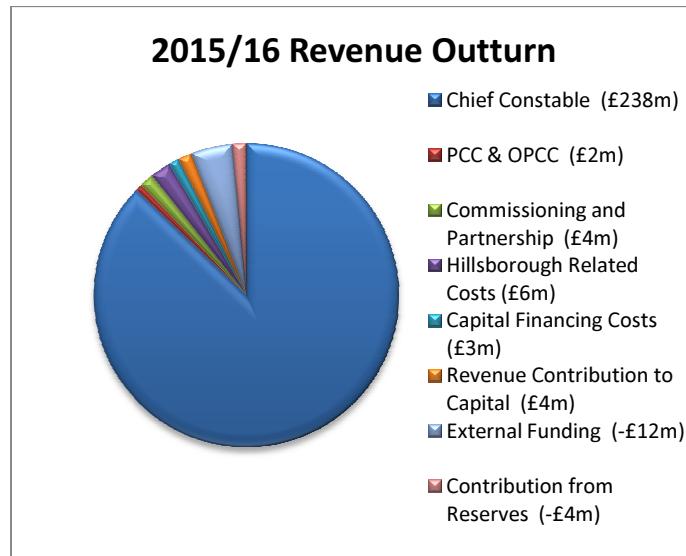
The sources of funding are set out in the chart below:



The majority of this £240m was allocated to the Chief Constable to meet the day to day running expenses of South Yorkshire Police. This funding met the costs of the salaries of police officers and support staff, the use and maintenance of vehicles and buildings, and the information technology that is used by the police.

During this year I was also faced with meeting costs associated with the Hillsborough Inquests. These amounted to approximately £6m. I was able to keep expenditure within available funds due to the provision of some financial assistance from Government for a proportion of the Hillsborough related costs.

Details of the amount spent in the year (the “2015/16 revenue outturn”) are set out below.



Predicting the future involves an element of uncertainty. The expected formula funding review could result in distributional changes to the level of government grants in future years. The availability of the council tax increase ‘flexibility’ (3.3% increase permitted in 2016/17) in future years is also uncertain, as is the future legacy costs relating to the Hillsborough disaster, Child Sexual Exploitation, the events at Orgreave and policing protests.

## Governance and Accountability

Ultimately I am answerable to the public of South Yorkshire.

My [website](#) provides a raft of information regarding the various aspects of my role. I capture through my blogs some of what I see, hear and understand from others about policing in South Yorkshire.

But wherever I go, and whatever the audience, everyone says they want to ‘feel safe’. This is why the Police and Crime Plan sets out the aim – South Yorkshire will be and feel a safe place to live, learn and work. From this aim all other priorities then follow.

The Chief Constable and I have adopted a [Joint Corporate Governance Framework](#) which sets out the culture, values, systems and processes by which we operate. This Framework also enables me to monitor the delivery of my Police and Crime Plan priorities and assess whether effective services are being delivered that provide value for money. Examples of how I challenge and scrutinise South Yorkshire Police (SYP) and partner performance are set out at Appendix 1 to this Report.

I have recently updated my governance meeting structure to further improve how I set strategic direction and then hold the Force

and partners to account for the delivery of my Police and Crime Plan priorities and associated outcomes. Details of this meeting structure can be found at <http://www.southyorkshire-pcc.gov.uk/Transparency/Meetings.aspx>

All of the decisions I make are published on my website, as are minutes of key meetings and all other statutorily required information. This further demonstrates my commitment to being open and transparent with all the communities I represent.

*The Police and Crime Panel* play an important role in scrutinising my actions and decisions. I provide regular reports to the Panel and have actively included them in my key decisions around the budget, council tax precept and future priorities. The Panel includes councillors from each district of South Yorkshire (Barnsley, Doncaster, Rotherham and Sheffield) plus two co-opted independent members. Further information about the work of the Panel can be found at [www.southyorkspcp.org.uk](http://www.southyorkspcp.org.uk)

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## Looking ahead – 2016/17

The last few months have been a difficult time for South Yorkshire Police. In the aftermath of the Hillsborough Inquests I suspended the substantive Chief Constable to consider a proposal to call for him to retire or resign. Shortly after that the Interim Chief Constable and I jointly commissioned a Peer Review, to build a rounded picture of how the Force was functioning overall. This Review identified a number of strategic strengths and weaknesses and offered a series of recommendations about what should now be done to make meaningful progress over the coming years.

The Peer Review is not the only improvement activity taking place, there are two other strands:

- Public Engagement and Rebuilding Trust and Confidence; and
- Financial Stability with a new look at the legacy issues.

There will continue to be significant financial challenges ahead. It is anticipated that the financial settlement for 2017/18 will mean further cuts to the policing budget. This, coupled with the Government's intention to review and implement a revised funding formula from 2018, makes longer term financial planning extremely difficult.

Cuts in general to public sector budgets will drive increased partnership / collaborative working. Policing and other community safety resources will need to be prioritised. At the same time crime is also changing, both in its nature and complexity. The Force will need to adapt and change how it delivers services to help people feel and be safe.

With ever declining resources it is imperative that those available are maximised. I will be reviewing my commissioning and grant giving activity to be sure the organisations I fund are positively contributing to delivering the Police and Crime Plan priorities.

There are potential changes to my role when the Policing and Crime Bill is enacted. A radical reform of the police complaints and disciplinary process could bring with it greater responsibilities for me, as could plans for greater collaboration across the blue light services and proposals to develop a more holistic approach to criminal justice. Local authority devolution deals with government will also impact on my role, but it is too soon to say at this stage what this might mean in South Yorkshire.

So..... there are many challenges ahead, but in turn these create many opportunities. I intend to seize those opportunities and work together with the Force and partners to ensure that South Yorkshire feels and is a safe place to live, learn and work.

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## *Appendix 1: Holding to Account*

Set out below are some of the ways in which I challenge and scrutinise the performance of the Force and others commissioned to deliver the Police and Crime Plan strategic priorities.

- Receiving reports which show emerging trends and threats, what the police and partners are doing well, areas of concern and, importantly, what the police and partners are doing to address those concerns. These reports are presented in my Public Accountability Board meetings (previously known as the Governance and Assurance Board)
- Leadership Group – an informal weekly meeting between the Chief Constable, my Chief Executive and Deputy Chief Constable chaired by myself. This meeting is informal, allowing a 'safe' space to discuss openly strategic issues, risks and opportunities in the present and future. This Group provides strategic direction.
- Once each month this Group extends its membership to include all members of my Senior Management Group and Force Senior Leadership Group so as to provide an opportunity for informal discussion between the two offices.
- Having informal conversations with frontline officers of all ranks to find out what is really happening.
- Receiving reports from volunteer Independent Custody Visitors who visit people detained in custody suites throughout South Yorkshire.
- Attending meetings of, and receiving reports from, my Advisory Panels to hear views and concerns direct from members of our communities across a range of subjects.
- Meeting with the Police Federation, Superintendents Association, Unison and Unite to discuss trade union and staff association issues.

## *Appendix 2: Helping me undertake my role*

I have a small team of dedicated staff that work alongside me to ensure my Plan is delivered and all of my statutory duties are met. This includes issues such as Freedom of Information requests, police appeal tribunals and access to information.

### **The Joint Independent Audit Committee ('JIAC')**

The JIAC audits the work of my office and SYP. The Committee meets regularly to consider how we identify and manage strategic risks, review internal and external auditors reports and monitor annual governance actions. It also assists me in discharging statutory responsibilities in holding the Force to account.

### **The Independent Ethics Panel**

I have an Independent Ethics Panel which ensures that the police are acting with integrity and high professional standards by scrutinising how they handle complaints, as well as following up some of the ethical concerns raised by the public. The Panel provides me and the police with independent and effective challenge.

### **Victims, Survivors and Families Panel**

I have established a Victims, Survivors and their Families Panel so that the Force and I can hear directly from victims of crime about their experiences and where services are meeting needs, where they need improving or should be done in a different way.

### **Independent Policing Protests Advisory Panel**

Following a report into the engagement of SYP with communities following a protest in Rotherham on 5 September 2015, I established an Independent Policing Protests Advisory Panel to work with SYP in the planning and learning stages of managing protests and marches.

The Panel will convene to provide advice to SYP when a group indicates it will be protesting on any issue within South Yorkshire. Members will support the Force by offering comment on proposals for handling the event and work with them in advance of any protest, as well as being in attendance to observe on the day and helping to learn lessons from the event and make recommendations for managing future protests.

### **Independent Custody Visitors**

I run an Independent Custody Visiting Scheme, where members of the public visit police stations unannounced, to check that people held in custody are being treated properly. The people who carry out these visits are volunteers recruited from a variety of backgrounds and sections of the South Yorkshire community. They must be over 18 years of age.