

Safer and Stronger Communities Scrutiny and Policy Development Committee

Thursday 20 October 2016 at 4.00 pm

**To be held at the Town Hall, Pinstone
Street, Sheffield, S1 2HH**

The Press and Public are Welcome to Attend

Membership

Councillors Tony Damms (Chair), Nasima Akther, Sue Auckland, Michelle Cook, Richard Crowther, Lewis Dagnall, Dawn Dale, Keith Davis, Tony Downing, Adam Hanrahan, Mark Jones, Magid Magid, Anne Murphy, Richard Shaw (Deputy Chair) and Zoe Sykes

Substitute Members

In accordance with the Constitution, Substitute Members may be provided for the above Committee Members as and when required.

PUBLIC ACCESS TO THE MEETING

The Safer and Stronger Communities Scrutiny Committee exercises an overview and scrutiny function in respect of the planning, development and monitoring of performance and delivery of services which aim to make Sheffield a safer, stronger and more sustainable city for all of its residents.

A copy of the agenda and reports is available on the Council's website at www.sheffield.gov.uk. You can also see the reports to be discussed at the meeting if you call at the First Point Reception, Town Hall, Pinstone Street entrance. The Reception is open between 9.00 am and 5.00 pm, Monday to Thursday and between 9.00 am and 4.45 pm. on Friday. You may not be allowed to see some reports because they contain confidential information. These items are usually marked * on the agenda.

Members of the public have the right to ask questions or submit petitions to Scrutiny Committee meetings and recording is allowed under the direction of the Chair. Please see the website or contact Democratic Services for further information regarding public questions and petitions and details of the Council's protocol on audio/visual recording and photography at council meetings.

Scrutiny Committee meetings are normally open to the public but sometimes the Committee may have to discuss an item in private. If this happens, you will be asked to leave. Any private items are normally left until last. If you would like to attend the meeting please report to the First Point Reception desk where you will be directed to the meeting room.

If you require any further information about this Scrutiny Committee, please contact Diane Owens, Policy and Improvement Officer, on 0114 2735065 or email diane.owens@sheffield.gov.uk

FACILITIES

There are public toilets available, with wheelchair access, on the ground floor of the Town Hall. Induction loop facilities are available in meeting rooms.

Access for people with mobility difficulties can be obtained through the ramp on the side to the main Town Hall entrance.

**SAFER AND STRONGER COMMUNITIES SCRUTINY AND POLICY
DEVELOPMENT COMMITTEE AGENDA
20 OCTOBER 2016**

Order of Business

- 1. Welcome and Housekeeping Arrangements**
- 2. Apologies for Absence**
- 3. Exclusion of Public and Press**
To identify items where resolutions may be moved to exclude the press and public
- 4. Declarations of Interest**
Members to declare any interests they have in the business to be considered at the meeting
- 5. Minutes of Previous Meeting**
To approve the minutes of the meeting of the Committee held on 22 September 2016
- 6. Public Questions and Petitions**
To receive any questions or petitions from members of the public
- 7. Call-in of Cabinet Member Decision: Asset of Community Value Nomination - The University Arms, Brook Hill**
Report of the Policy and Improvement Officer
- 8. Library Review 2016 - Future Support Arrangements for Volunteer Run Libraries**
Report of the Executive Director, Communities
- 9. Sheffield City Council's Draft Cohesion and Integration Strategy and Action Plan**
Report of the Executive Director, Communities
- 10. Hate Crime Task Group: Update Report**
Report of the Policy and Improvement Officer
- 11. Work Programme 2016/17**
Report of the Policy and Improvement Officer

For Information Only

- 12. Hate Crime and Hate Incidents 2015/16**
Report of the Executive Director, Communities
- 13. The Work of the Police and Crime Panel**

Report of the Executive Director, Communities

14. Written Responses to Public Questions

Report of the Policy and Improvement Officer

15. Date of Next Meeting

The next meeting of the Committee will be held on Thursday 15 December 2016 at 4.00pm in the Town Hall

ADVICE TO MEMBERS ON DECLARING INTERESTS AT MEETINGS

If you are present at a meeting of the Council, of its executive or any committee of the executive, or of any committee, sub-committee, joint committee, or joint sub-committee of the authority, and you have a **Disclosable Pecuniary Interest (DPI)** relating to any business that will be considered at the meeting, you must not:

- participate in any discussion of the business at the meeting, or if you become aware of your Disclosable Pecuniary Interest during the meeting, participate further in any discussion of the business, or
- participate in any vote or further vote taken on the matter at the meeting.

These prohibitions apply to any form of participation, including speaking as a member of the public.

You **must**:

- leave the room (in accordance with the Members' Code of Conduct)
- make a verbal declaration of the existence and nature of any DPI at any meeting at which you are present at which an item of business which affects or relates to the subject matter of that interest is under consideration, at or before the consideration of the item of business or as soon as the interest becomes apparent.
- declare it to the meeting and notify the Council's Monitoring Officer within 28 days, if the DPI is not already registered.

If you have any of the following pecuniary interests, they are your **disclosable pecuniary interests** under the new national rules. You have a pecuniary interest if you, or your spouse or civil partner, have a pecuniary interest.

- Any employment, office, trade, profession or vocation carried on for profit or gain, which you, or your spouse or civil partner undertakes.
- Any payment or provision of any other financial benefit (other than from your council or authority) made or provided within the relevant period* in respect of any expenses incurred by you in carrying out duties as a member, or towards your election expenses. This includes any payment or financial benefit from a trade union within the meaning of the Trade Union and Labour Relations (Consolidation) Act 1992.

*The relevant period is the 12 months ending on the day when you tell the Monitoring Officer about your disclosable pecuniary interests.

- Any contract which is made between you, or your spouse or your civil partner (or a body in which you, or your spouse or your civil partner, has a beneficial interest) and your council or authority –
 - under which goods or services are to be provided or works are to be executed; and
 - which has not been fully discharged.

- Any beneficial interest in land which you, or your spouse or your civil partner, have and which is within the area of your council or authority.
- Any licence (alone or jointly with others) which you, or your spouse or your civil partner, holds to occupy land in the area of your council or authority for a month or longer.
- Any tenancy where (to your knowledge) –
 - the landlord is your council or authority; and
 - the tenant is a body in which you, or your spouse or your civil partner, has a beneficial interest.
- Any beneficial interest which you, or your spouse or your civil partner has in securities of a body where -
 - (a) that body (to your knowledge) has a place of business or land in the area of your council or authority; and
 - (b) either -
 - the total nominal value of the securities exceeds £25,000 or one hundredth of the total issued share capital of that body; or
 - if the share capital of that body is of more than one class, the total nominal value of the shares of any one class in which you, or your spouse or your civil partner, has a beneficial interest exceeds one hundredth of the total issued share capital of that class.

If you attend a meeting at which any item of business is to be considered and you are aware that you have a **personal interest** in the matter which does not amount to a DPI, you must make verbal declaration of the existence and nature of that interest at or before the consideration of the item of business or as soon as the interest becomes apparent. You should leave the room if your continued presence is incompatible with the 7 Principles of Public Life (selflessness; integrity; objectivity; accountability; openness; honesty; and leadership).

You have a personal interest where –

- a decision in relation to that business might reasonably be regarded as affecting the well-being or financial standing (including interests in land and easements over land) of you or a member of your family or a person or an organisation with whom you have a close association to a greater extent than it would affect the majority of the Council Tax payers, ratepayers or inhabitants of the ward or electoral area for which you have been elected or otherwise of the Authority's administrative area, or
- it relates to or is likely to affect any of the interests that are defined as DPIs but are in respect of a member of your family (other than a partner) or a person with whom you have a close association.

Guidance on declarations of interest, incorporating regulations published by the Government in relation to Disclosable Pecuniary Interests, has been circulated to you previously.

You should identify any potential interest you may have relating to business to be considered at the meeting. This will help you and anyone that you ask for advice to fully consider all the circumstances before deciding what action you should take.

In certain circumstances the Council may grant a **dispensation** to permit a Member to take part in the business of the Authority even if the member has a Disclosable Pecuniary Interest relating to that business.

To obtain a dispensation, you must write to the Monitoring Officer at least 48 hours before the meeting in question, explaining why a dispensation is sought and desirable, and specifying the period of time for which it is sought. The Monitoring Officer may consult with the Independent Person or the Council's Audit and Standards Committee in relation to a request for dispensation.

Further advice can be obtained from Gillian Duckworth, Director of Legal and Governance on 0114 2734018 or email gillian.duckworth@sheffield.gov.uk.

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Safer and Stronger Communities Scrutiny and Policy Development Committee

Meeting held 22 September 2016

PRESENT: Councillors Tony Damms (Chair), Nasima Akther, Sue Auckland, Michelle Cook, Richard Crowther, Lewis Dagnall, Dawn Dale, Keith Davis, Tony Downing, Adam Hanrahan, Mark Jones, Magid Magid, Peter Rippon, Richard Shaw (Deputy Chair) and Zoe Sykes

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1. APOLOGIES FOR ABSENCE

1.1 No apologies for absence were received.

2. EXCLUSION OF PUBLIC AND PRESS

2.1 No items were identified where resolutions may be moved to exclude the public and press.

3. DECLARATIONS OF INTEREST

3.1 There were no declarations of interest.

4. MINUTES OF PREVIOUS MEETING

4.1 The minutes of the meeting of the Committee held on 21st July 2016, were approved as a correct record.

5. PUBLIC QUESTIONS AND PETITIONS

5.1 Alan Kewley raised the following questions:-

- (a) How does this Committee scrutinise the work of the Police and Crime Panel, whose meetings are held in Rotherham?
- (b) What action would the Council be taking to re-establish some form of community-based meetings?
- (c) Would this Committee be undertaking a scrutiny exercise into the role and responsibility of the Safer and Sustainable Communities Partnership?

5.2 The Chair, as well as requesting that written responses be provided to Mr Kewley, stated that the Committee would be receiving a detailed report, twice a year, on the work of the Police and Crime Panel. He added that he had attended several Neighbourhood Action Groups (NAG) and other similar meetings, which had not been well attended, and that there was a need to liaise with the public to find out what they would like to see in terms of public engagement.

6. HOUSING AND PLANNING ACT 2016 - UPDATE

- 6.1 The Committee received a report of the Director of Housing and Neighbourhoods Service providing a further update on the changes for social housing, included in the Housing and Planning Act 2016, which was enacted on 12th May 2016. The report focused on the four key changes impacting on social housing, which included 'Pay to Stay' - Higher Rents for Higher Earners, the extension of Right to Buy to Housing Association tenants, the sale of higher value assets and the phasing out of secure tenancies.
- 6.2 Janet Sharpe, Director of Housing and Neighbourhoods Service, introduced the report, and also in attendance for this item were Councillor Jayne Dunn (Cabinet Member for Housing) and Peter Brown and Louise Cassin (Manager and Project Officer, Future of Council Housing and HRA Business Planning Team), respectively.
- 6.3 Ms Sharpe stated that as a result of the regulations not yet having been published, together with the general lack of clarity in terms of the implications for local authorities, and how the Council would implement the changes, it had been very difficult for the Council to review its 30-year HRA Business Plan, and mitigate for the future policy changes. However, despite the lack of guidance, officers had started work to assess how the changes may be introduced, and to quantify the likely impacts where possible. She reported on the four key policy changes, highlighting the potential implications, based on the guidance received from the Department for Communities and Local Government (DCLG) officials, and what was written in the Housing and Planning Act itself. She also added that a considerable amount of her time was presently being deployed working with DCLG officials to try and achieve the best outcome for tenants, and to ensure that the Council had enough affordable housing in the City to meet the growing need for this type of accommodation.
- 6.4 Councillor Jayne Dunn stated that the likely implications of the Act would require some radical policy changes, and the Council was working closely with the DCLG, with the aim of getting the best outcome for the City, particularly for the tenants who will be affected by these changes. She added that the Housing and Neighbourhoods Service was also working closely with tenants to make sure they were being kept up to date with, and being made aware of, the potential changes in connection with the implications of the Act.
- 6.5 Members of the Committee raised questions and the following responses were provided:-
- It was agreed that the proposed changes in respect of 'Pay to Stay' – Higher Rents for Higher Earners, specifically the requirement of local authorities having to charge a market, or near market, rent to tenants whose household income exceeded £31,000 (£40,000 in London), was unfair even though a "taper" system had recently been proposed by the Government. As the policy would be mandatory for Councils, local authorities would be required to pay the resulting additional income to the Treasury for deficit reduction, with those housing associations deciding to implement the policy being able to retain the additional income for development purposes. Concerns had been raised at

the Strategic Housing Forum, which was attended by housing association leaders, for their position on this, but limited information had come forward. It had been agreed that there was a need for local authorities and housing associations to work together to try and ensure that the housing associations did not 'cherry pick' tenants having in excess of this household income. Presently, where housing associations had received grant or subsidy in regard to financial contribution or land at nil consideration, the Council would nominate a percentage of tenants to their properties. It was expected that this was not likely to change. The Cabinet Member for Housing had also challenged the then Minister for Housing (Brandon Lewis, MP), and this had now been passed on to the new Housing Minister, Gavin Barwell, MP, to meet with the Cabinet Member, but to date, the invite, which would provide an opportunity to discuss the proposals in more detail, had not been taken up.

- The proposed changes in terms of phasing out lifetime tenancies could have benefits in some circumstances, such as if tenants do not look after their properties. However, one of the immediate impacts would be that tenants would be worried that they could lose their home, or be asked to move at the end of the "fixed term" period. This could increase turnover, and stop tenants investing in their homes, which could add an additional cost to the HRA Business Plan. Officers were aware that a lot of tenants in the City spent money on their homes, and this helped the Council to sustain tenancies and the long-term stability of many neighbourhoods in the City, and there was a need to support tenants in their homes. The Council was in a difficult position in that, whilst there was still a lack of clarity in terms of the implications of this change, there was a need for the Service to have some plans in place.
- There was an increasing number of private rented properties in the Council's housing stock, with a mixture of good and bad landlords. When people purchased a Council property, they should do so for their own use, and they were obliged to notify the Council if this changed for a period of time. Since Right to Buy was introduced, over 31,000 homes had been purchased from the Council, which meant there was less affordable housing available in the City to meet growing housing need. When former Right to Buy properties were used as private rented accommodation, the majority of owners made sure that these homes were well looked after, but this would always have the potential to create an issue around short-term tenancies and long-term sustainability of neighbourhoods. This also resulted in a reduced number of properties in high demand areas available for the Council to let, as well as having an adverse effect on income in terms of the HRA.
- Each turnover of a tenancy would cost the Council approximately £3,000, and as there were around 4,000 new lets a year, this resulted in a cost of around £12 million, which placed a significant risk on the Business Plan.
- It was acknowledged that the proposals would place a huge pressure on the Council's housing stock. There were concerns in terms of the reduction in the number of housing association developments, making it very difficult for people to find suitable homes at an affordable cost.

- It would not make any sense to implement the 'Pay to Stay' proposals at this time as the arrangements would simply not work. In the light of the expected administration costs, and the likely level of additional income this element of the policy would generate, there would be a very small net income to be returned to the Government. This, however, would depend on how much of the administration cost the Council would be allowed to top-slice from the income. The proposals would require a dedicated and skilled resource to manage the process, and once more information about the policy was received, officers would be talking to tenants and briefing elected Members on how this would be implemented. A number of system changes and changes to housing allocations may be required, and it could take at least six months for the Service to be changed in terms of being able to manage the new arrangements.
- There would be a requirement to ensure that there was an appeal process built into the arrangements regarding the phasing out of lifetime tenancies. When details of the implications were received, a report would be submitted to the Cabinet on the proposed policy changes, which would include details of an appeal structure.
- There was no indication as to how long tenants would have to provide details of their earnings in connection with the 'Pay to Stay' policy.
- The Council was still waiting for information in terms of the effects of the changes on disabled tenants, and there was a lack of clarity as to whether the assessment criteria would still be the same. There would be a need to work closely with such families to ensure that they were not disadvantaged in any way, and it was expected that Housing Plus would assist this process. There was an expectation that the disabled and carers would be able to extend their tenancies, as well as families with school-aged children in cases where they would prefer their children to remain at the same school.
- In terms of obtaining tenants' income details, in connection with 'Pay to Stay', it was considered that it would make sense for the HMRC to undertake this task. Any further delays in the introduction of the proposals would be a benefit as it would enable the Government to work with the HMRC to make sure it had the capacity to undertake this role.
- In terms of the phasing out of lifetime tenancies, it was envisaged that tenants would be able to re-apply for the same tenancy after a period of five years. Although new tenants may be able to sustain their tenancy pending a review after five years, the new policy would need developing to ensure the Council provided as much security of tenure that was possible. If tenants needed to move, it was hoped that the Council would still be able to offer some form of lifetime tenancy.
- Under the present Right to Buy regulations, owners would still be required to inform the Council when selling their property. The Council was looking at its

monitoring of this to make sure it understood how many former Council homes were being used as private rented accommodation.

- In terms of the Council's responsibilities with regard to the phasing out of lifetime tenancies, if, for whatever reason, a tenant was requested to find another property, sufficient notice would have to be provided to enable the tenant to find alternative accommodation. Every effort would be made to look at alternative options with tenants before asking them to leave home as this could be extremely stressful for them, and this would be considered in the new policy.

6.6 RESOLVED: That the Committee:-

- (a) notes the contents of the report now submitted, together with the comments now made and the responses to the questions raised;
- (b) reaffirms its strong objections to the Housing and Planning Act 2016, specifically with regard to the anticipated adverse implications and impacts as detailed in the report;
- (c) thanks the officers in attendance for responding to the questions raised and for the work undertaken by them, and their colleagues, to date, in connection with the implications of the new regulations; and
- (d) offers an open invitation to the officers to attend a future meeting in order to provide a further update if and when any further information becomes available.

7. DRAFT WORK PROGRAMME 2016/17

7.1 The Policy and Improvement Officer submitted a report containing the Committee's Draft Work Programme 2016/17, which set out a number of different topics for consideration by the Committee at its scheduled meetings during 2016/17.

7.2 Diane Owens stated that the Hate Crime Task Group would be meeting for the first time next week and that a brief update on the work of the Task Group would be reported at the Committee's meeting on 20th October 2016. She added that regular update reports on hate crime statistics would be submitted to future meetings of the Committee, from October 2016.

7.3 The Committee noted the contents of the report now submitted, together with the comments now made.

8. DATE OF NEXT MEETING

8.1 RESOLVED: It was noted that the next meeting of the Committee would be held on Thursday, 20th October 2016, at 4.00 pm, in the Town Hall.

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Report to the Safer & Stronger Communities Scrutiny & Policy Development Committee Thursday 20th October 2016

Subject: Call in of Cabinet Member decision: Asset of Community Value Nomination
- The University Arms, Brook Hill

Author of Report: Diane Owens, Policy & Improvement Officer
0114 2735065, diane.owens@sheffield.gov.uk

Type of item: The report author should tick the appropriate box

Reviewing of existing policy	
Informing the development of new policy	
Statutory consultation	
Performance / budget monitoring report	
Cabinet request for scrutiny	
Full Council request for scrutiny	
Community Assembly request for scrutiny	
Call-in of Cabinet decision	X
Briefing paper for the Scrutiny Committee	
Other	

1.0 Background

1.1 On the 27th September 2016 the Cabinet Member for Community Services and Libraries took the following decision:

“To refuse the registration of The University Arms, 197 Brook Hill, Sheffield S3 7HG, as an Asset of Community Value.”

1.2 The original documents relating to this decision are attached.

- Individual Cabinet Member Report
- Detailed Assessment of the Nomination of University Arms
- Individual Cabinet Member Decision Record

1.3 As per Part 4, section 16 of Sheffield City Council’s Constitution, this decision has been called in, preventing implementation of the decision until it has been considered by this Scrutiny Committee.

1.4 The Call-In notice is attached, stating that the reason for the call-in is “*further scrutiny of decision and definition of community*”.

2.0 The Scrutiny Committee is being asked to:

As per the Scrutiny Procedure rules, scrutinise the decision and take one of the following courses of action:

- (a) refer the decision back to the decision making body or individual for reconsideration in the light of recommendations from the Committee;
- (b) request that the decision be deferred until the Scrutiny Committee has considered relevant issues and made recommendations to the Executive;
- (c) take no action in relation to the called-in decision but consider whether issues arising from the call-in need to be fed back to the decision maker or added to the work programme of an existing Scrutiny Committee;
- (d) if, but only if (having taken the advice of the Monitoring Officer and/or the Chief Finance Officer), the Committee determines that the decision is wholly or partly outside the Budget and Policy Framework, refer the matter, with any recommendations, to the Council after following the procedures in the Budget and Policy Framework Procedure Rules

(If a Scrutiny Committee decides on (a), (b) or (d) as its course of action, there is a continuing bar on implementing the decision).

2.2 The Scrutiny Procedure rules state that if a decision is referred back, it is referred back to the individual or body that made the decision. In this case the decision maker is the Cabinet Member for Community Services and Libraries.

Background Papers

- Individual Cabinet Member Report
- Detailed Assessment of the Nomination of University Arms
- Individual Cabinet Member Decision Record
- Call in notice

Category of Report: OPEN



Author/Lead Officer of Report: Dawn Shaw,
Head of Libraries and Community Services

Tel: 0114 2734486

Report of: Laraine Manley, Executive Director of Communities

Report to: Jack Scott, Cabinet Member for Community Services and Libraries

Date of Decision: 14th September 2016

Subject: Asset of Community Value Nomination – University Arms, 197 Brook Hill, Sheffield, S3 7HG

Is this a Key Decision? If Yes, reason Key Decision:-	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>
- Expenditure and/or savings over £500,000	<input type="checkbox"/>	
- Affects 2 or more Wards	<input type="checkbox"/>	

Which Cabinet Member Portfolio does this relate to? Community Services & Libraries

Which Scrutiny and Policy Development Committee does this relate to? Safer & Stronger Communities

Has an Equality Impact Assessment (EIA) been undertaken? Yes No

If YES, what EIA reference number has it been given? *(Insert reference number)*

Does the report contain confidential or exempt information? Yes No

If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below:-

Purpose of Report:

This report is to provide the Cabinet Member with sufficient information to enable him to make a decision as to whether The University Arms, 197 Brook Hill, Sheffield S3 7HG, should be listed as an Asset of Community Value pursuant to Part 5, Chapter 3 of the Localism Act 2011.

Recommendations:

To refuse the registration of The University Arms, 197 Brook Hill, Sheffield S3 7HG, as an Asset of Community Value.

Background Papers:

(Insert details of any background papers used in the compilation of the report.)

Lead Officer to complete:-	
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.
	Finance: <i>(Insert name of officer consulted)</i> Mike Thomas
	Legal: <i>(Insert name of officer consulted)</i> David Sellars
	Equalities: <i>(Insert name of officer consulted)</i> Michelle Hawley
<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>	
2	EMT member who approved submission: Laraine Manley
3	Cabinet Member consulted: Cllr Jack Scott
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Decision Maker by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.
	Lead Officer Name: Dawn Shaw
	Job Title: Head of Libraries and Community Services
Date: 14 th September 2016	

1. SUMMARY

- 1.1 This report is to provide the cabinet member with sufficient information to enable him to make a decision as to whether The University Arms, 197 Brook Hill, Sheffield S3 7HG should be listed as an Asset of Community Value pursuant to Part 5, Chapter 3 of the Localism Act 2011.

2. MAIN BODY OF REPORT

The Localism Act 2011 gave Local Authorities a statutory duty to receive and determine nominations for land and buildings in the local authority area to be classified as an Asset of Community Value.

An application has been received and assessed against the statutory criteria.

In order for an asset to be listed certain statutory criteria must be fulfilled.

The initial part of the assessment assesses whether the group nominating the asset and the asset itself meet the statutory criteria of eligibility. Once this has been established there needs to be consideration of the community value of the land or buildings.

The essence of the legislation is that land is of community value if in the opinion of the local authority an actual current use or recent past use, that is not an ancillary use, furthers the social well-being or social interests of the local community and its realistic to think that there is a time in the next five years when there could be non-ancillary use of the building or other land that would further (whether or not in the same way as before) the social well-being or social interests of the local community.

Appended to this report is Part 1 and Part 2 of the assessment form, based on the Council's interpretation of the statutory criteria for listing, completed by the AOCV officer panel to support the recommendations below.

6. REASONS FOR RECOMMENDATIONS

- 6.1 The reasons provided by the applicant suggest that The University Arms is a commercially viable pub business operating in the city centre. The applicant advises that inclusion in good beer guides guarantees visits from a wider community and it is used by staff, students and residents of the city centre and those in the residential areas to the west of the city centre. The owner describes it as a 'student pub' suggesting that its patronage is only a section of the community. A pub business owned by

the University of Sheffield and described by them as a student pub, is likely to have a limited appeal to certain parts of the community rather than the community as a whole. No evidence has been provided to the contrary.

The legislation and the guidance issued by the Government do not provide a clear definition of what an asset of community value should be. The view taken by the City Council in relation to businesses, such as pubs, that serve the public is that the usage should suggest that the property acts as a hub or focal point for a significant proportion of an identifiable community, in order to justify registration as an asset of community value. That usage should also be more than ancillary to the principle use of the property.

In relation to University Arms, the usage described by the Applicant in terms of general community uses such as advertising local events and quiz nights is dismissed by the owner as ancillary to any commercial pub business. It is clear that the owner sees the principle use of the property is as a commercial public house predominantly used by students.

There are other community uses detailed by the Applicant, but there is nothing to suggest that, in total, they are anything other than ancillary to this principle use. It is also unclear what the local community for the purposes of the application is. If it is taken to be the student community, the number of assumed regular patrons would only represent a small proportion of the students in Sheffield and by its nature is a community that substantially changes every few years, and is therefore likely and able to relocate without substantial impact. The owner details several other licensed premises that it provides, suggesting that the University Arms is one of many opposed to a focal point or hub for a substantial proportion of an intended community.

This applicant has not provided evidence to support its reasons that the property provides a non-ancillary benefit to the local community. The reasons given are not sufficiently detailed or evidenced to outweigh the representations from the owner.

In conclusion, there is a lack of evidence that this property's actual and current use furthers the social wellbeing and interests of the local community sufficiently to satisfy the statutory tests set out in sections 88 a) to d) of the Localism Act 2011

4.0 RECOMMENDATIONS

- 4.1 To refuse the registration of The University Arms, 197 Brook Hill, Sheffield, S3 7HG, as an Asset of Community Value.

Detailed Assessment of the Nomination of University Arms

Assets of Community Value Nomination Assessment	
DATE OF SUBMISSION	16 th May 2016
	DATE DECISION TO BE MADE BY: 18 th July 2016* not met due to objection and further consultation with nominator
NOMINATED ASSET	The University Arms, 197 Brook Hill Sheffield, S3 7HG
NOMINATION SUBMITTED BY:	CAMRA, David Pickersgill

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Step 1

Part A and B criteria for assessing whether an asset is of community value is in accordance with that set out in the Assets of Community Value (England) Regulations 2012. Each section contains a reference to the relevant legislation but please refer to the guidance notes accompanying this document when assessing the nomination. The paragraph numbering (e.g. A1 etc.) links between this assessment form and the guidance notes.

PART A-CRITERIA SPECIFIED IN THE ASSET OF COMMUNITY VALUE REGULATIONS	CHECKLIST
2012	
A1. Is the nominating organisation an eligible body to nominate? (Section 5 of the Regulations)	Pass

A2. Does the nominating body have a local connection to the asset nominated? (Section 4 of the Regulations)	Pass
A3. Does the nomination include the required information about the asset? (Section 6 of the Regulations)	Pass
A4. Is the nominated asset outside of one of the categories that cannot be assets of community value? (Schedule 1 of the Regulations)	Pass
<p>IF 'YES' TO ALL OF PART A, MOVE TO PART B</p> <p>IF 'NO' TO ONE OR MORE OF PART A, FOLLOW PROCESS FOR UNSUCCESSFUL NOMINATIONS</p>	Pass
PART B - ESTABLISHING THE CURRENT OR RECENT NON-ANCILLARY (PRIMARY) USE THAT THE APPLICATION IS BASED ON	CHECKLIST
B1. Does the nomination form establish the current or recent usage of the asset which is the subject of the nomination to be an actual and non-ancillary usage ? (Part 5, Chapter 3, Section 88 (1) and (2) of the Localism Act 2011.)	Pass
<p>IF YES, GO TO STEP 2.</p> <p>IF NO, FOLLOW PROCESS FOR UNSUCCESSFUL NOMINATIONS</p>	

Part C and D criteria for assessing whether an asset is of community value has been developed by Sheffield City Council based on Part 5, Chapter 3, Section 88 of the Localism Act 2011.

Section 88 of the Localism Act states that the asset will be considered to be one of community value if:

- a) its actual current use furthers the social wellbeing and interests of the local community, or a use in the recent past has done so. *(the legislation does not provide for a specific period, but as a general rule use in the past five years is considered to be relevant)*
- b) that use is not an ancillary one; and
- c) for land in current community use it is realistic to think that there will continue to be a use which furthers social wellbeing and interests, or for land that has been in community use in the recent past, it is realistic to think that there will be community use within the next five years (in either case, whether or not that use is exactly the same as the present or past); and
- d) it does not fall within one of the exemptions.

PART C

CRITERIA FOR DETERMINING WHETHER THE USAGE CURRENTLY OR IN THE RECENT PAST FURTHERS SOCIAL WELLBEING AND INTERESTS OF THE LOCAL COMMUNITY		
C1. What is the 'local community' of the asset as defined by the geographical area?	Evidence provided by nominee	<p>Nominee suggests users come principally from the University, both staff and students, but there are also events and uses that appeal to a wider community</p> <p>In response to the owner's objection the nominee provides that there is no definition of local and argues the whole of Sheffield could be considered local to the Property.</p>

	Evidence gained from other relevant sources (owner, Ward member etc.)	The owner states that the nominee has failed to demonstrate who the "local community" is for the Asset, they argue that they 'have failed to demonstrate that a cohesive section of the community is centred around' the Asset.	
C2. What is the current/recent use of the asset? (<i>types of activities</i>)	Evidence provided by nominee	This is a Public house used by both Students and local residents. In response to the objection the nominee states that the inclusion of the Property in CAMRA's good beer guide guarantees visits from a wider community.	
	Evidence gained from other relevant sources (owner, Ward member etc.)	The owner acknowledges that the Property is used by students "as would be expected of a student pub' but states that no evidence has been provided to support its use by the wider community.	
C3. How well is/was the asset used? (<i>evidence of the building/property/land use</i>)	Evidence provided by nominee	The application suggests that the Asset is well used but no detail or direct evidence has been provided. In response to the objection the nominee says such evidence of usage is not required.	
	Evidence gained from other relevant sources (owner, Ward member etc.)	The owner has made the point that no details of usage or letters of support have been provided	
C4. What will the impact be if the usage ceases? If usage has ceased already, what has the impact been?	Evidence provided by nominee	Usage continues as a pub, the nominee states that cessation of the use as a pub 'would have a huge impact on both the large student population and the wider community.'	
	Evidence gained from other	The owner believes this statement is	

	relevant sources (owner, Ward member etc.)	exaggerated. The University has 5 bars/licenced areas in the general vicinity and it will be developing a further pub opening in Autumn 2017.	
C5. Does it/did it meet the social interests of the community as a whole and not the users/customers of a specific service? (examples would include use by local community groups or sporting clubs)	Evidence provided by nominee	A number of Community events occur at the pub including live music events. The beer Garden has been awarded a number of Yorkshire in Bloom certificates. A quiz night is held weekly. Groups also meet from around the city in the venue	
	Evidence gained from other relevant sources (owner, Ward member etc.)	The owner states that 'the activities listed in the Nomination do not go beyond the ordinary ancillary functions of a commercially run pub.'	
C6. How is the building/property/land regarded by the community? (community consultation, evidence of support)	Evidence provided by nominee	It is highly regarded by the student population and the local community according to the Nominee	
	Evidence gained from other relevant sources (owner, Ward member etc.)	The owner states that no evidence of support for the nomination from the local community has been provided	
	RATIONALE		FAIL
IF THE NOMINATION PASSES PART C, GO TO PART D. IF THE NOMINATION FAILS PART C, FOLLOW PROCESS FOR UNSUCCESSFUL NOMINATIONS			

PART D: This section considers whether it is realistic to think that there can continue to be non-ancillary use of the building or other land which will further (whether or not in the same way) the social wellbeing or social interests of the local community).

CRITERIA FOR DETERMINING WHETHER (FOR 'CURRENT' USES) THERE WILL CONTINUE TO BE SOCIAL USE OF THE ASSET OR (FOR 'RECENT' USES) THAT IT IS REALISTIC TO THINK THERE WILL BE COMMUNITY USE AGAIN WITHIN THE NEXT FIVE YEARS.

D1. What is the proposed future use of the asset? (<i>types of activities</i>)	Evidence provided by nominee		
D2. Will it meet the social interests of the community as a whole and not the users/customers of a specific service?	Evidence gained from other relevant sources (owner, Ward member etc.)		
	Evidence provided by nominee		
	Evidence gained from other relevant sources (owner, Ward member etc.)		
	RATIONALE		

IF THE NOMINATION PASSES PART D, FOLLOW PROCESS FOR ELIGIBLE NOMINATIONS

IF THE NOMINATION FAILS PART D, FOLLOW PROCESS FOR UNSUCCESSFUL NOMINATIONS

RECOMMENDATION	To refuse the registration of The University Arms, Brook Hill Sheffield as an Asset of Community Value.
REASON FOR DECISION	It appears from the evidence provided that this property's actual and current use does not further the social wellbeing and interests of the local community sufficiently to satisfy the statutory tests set out in sections 88 a) to d) of the Localism Act 2011

DECISION TAKEN BY	Jack Scott - Cabinet Member for Community Services and Libraries
DATE	

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SHEFFIELD CITY COUNCIL

INDIVIDUAL CABINET MEMBER DECISION RECORD

The following decision was taken on 27 September 2016 by the Cabinet Member for Community Services and Libraries.

Date notified to all members: Wednesday 28 September 2016

The end of the call-in period is 4:00 pm on Tuesday 4 October 2016

Unless called-in, the decision can be implemented from Wednesday 5 October 2016

1. **TITLE**

Asset of Community Value Nomination - The University Arms, 197 Brook Hill

2. **DECISION TAKEN**

To refuse the registration of The University Arms, 197 Brook Hill, Sheffield S3 7HG, as an Asset of Community Value.

3. **Reasons For Decision**

The reasons provided by the applicant suggest that The University Arms is a commercially viable pub business operating in the city centre. The applicant advises that inclusion in good beer guides guarantees visits from a wider community and it is used by staff, students and residents of the city centre and those in the residential areas to the west of the city centre. The owner describes it as a 'student pub' suggesting that its patronage is only a section of the community. A pub business owned by the University of Sheffield and described by them as a student pub, is likely to have a limited appeal to certain parts of the community rather than the community as a whole. No evidence has been provided to the contrary.

The legislation and the guidance issued by the Government do not provide a clear definition of what an asset of community value should be. The view taken by the City Council in relation to businesses, such as pubs, that serve the public is that the usage should suggest that the property acts as a hub or focal point for a significant proportion of an identifiable community, in order to justify registration as an asset of community value. That usage should also be more than ancillary to the principle use of the property.

In relation to University Arms, the usage described by the Applicant in terms of general community uses such as advertising local events and quiz nights is dismissed by the owner as ancillary to any commercial pub business. It is clear that the owner sees the principle use of the property is as a commercial public house predominantly used by students.

There are other community uses detailed by the Applicant, but there is nothing to suggest that, in total, they are anything other than ancillary to this principle use. It is also unclear what the local community for the purposes of the application is. If it is taken to be the student community, the number of assumed regular patrons would only represent a small proportion of the students in Sheffield and by its nature is a community that substantially changes every few years, and is therefore likely and able to relocate without substantial impact. The owner details several other licensed premises that it provides, suggesting that the University Arms is one of many opposed to a focal point or hub for a substantial proportion of an intended community.

This applicant has not provided evidence to support its reasons that the property provides a non-ancillary benefit to the local community. The reasons given are not sufficiently detailed or evidenced to outweigh the representations from the owner.

In conclusion, there is a lack of evidence that this property's actual and current use furthers the social wellbeing and interests of the local community sufficiently to satisfy the statutory tests set out in sections 88 a) to d) of the Localism Act 2011.

4. **Alternatives Considered And Rejected**

To accept the nomination.

5. **Any Interest Declared or Dispensation Granted**

None

6. **Respective Director Responsible for Implementation**

Executive Director, Communities

7. **Relevant Scrutiny Committee If Decision Called In**

Safer and Stronger Communities Scrutiny Committee

SHEFFIELD CITY COUNCIL

CALL-IN PROCESS FOR EXECUTIVE DECISIONS

I ADAM HANKAHAN (Name of Member in Block Capitals)

under the provision of Scrutiny Procedure Rule 16, wish to call-in Item No.

relating to ASSET OF COMMUNITY VALUE NOMINATION

THE
UNIVERSITY
ARMS

of the meeting of CFCM - DECISION SIGNED 27/9/16 (meeting title)

on 27/9/16 (date) for consideration by the

Safer and Stronger Communities Scrutiny Committee.

The relevant Scrutiny Committee will be indicated on the Checklist within the report relating to this matter.

Reason for Call-In

Further scrutiny of decision and definition of community

Signed [Signature] Date 29/9/16

I have obtained the following signatures of the other Members who wish to call-in this item:-

Name (in Block Capitals)	Signature
1. <u>S. E. AUCKLAND</u>	<u>[Signature]</u>
2. <u>P. A. BAKER</u>	<u>[Signature]</u>
3. <u>SHAFFAQ MOHAMMED</u>	<u>[Signature]</u>
4. <u>STEVE AYRIS</u>	<u>[Signature]</u>

(NOTE: Scrutiny Procedure Rule 16 requires five Members, including two from the appropriate Scrutiny Committee to 'call-in' an Executive decision for scrutiny. This can be done up to 4 working days after the decision publication.

The five signatures required for the call-in process must be submitted by the deadline date, but need not all be on one form.

Completed forms to be returned to the
Head of Democratic Services (Room G13/14, Town Hall),
by the deadline referred to above.

The request will be logged and forwarded to Policy and Improvement Team for action.

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Report to Safer & Stronger Communities Scrutiny & Policy Development Committee 20th October 2016

Report of: Laraine Manley

Subject: Library Review 2016 – Future support arrangements for volunteer run libraries

Author of Report: Nick Partridge/ Lynne Richardson

Summary:

The existing support package for volunteer run libraries is due to end on 31st March 2017. This reports looks at what support is needed after this date, to enable the volunteer run libraries to be viable and stable into the future.

In February 2014 Cabinet approved a proposal for the future of Sheffield’s Library services. This led to the creation of 11 Council run hub libraries, and along with the Home library service and Central library this contributes to the Councils Statutory duty to provide a comprehensive and efficient library service (library and museums act 1964). The Council wished to keep as many libraries open as possible beyond the core service, and with support from the communities of Sheffield, 5 Co-delivered libraries and 11 Associate libraries have been established, and are run by volunteers.

This report identifies the need for Associate and Co-delivered libraries to have continued support from SCC, looking at benefit and risk. Three surveys have been conducted to gain information about needs and aspirations from the Public, Library Staff and the Associate and Co-delivered libraries. An EIA also informs the recommendations.

Type of item: The report author should tick the appropriate box

Reviewing of existing policy	
Informing the development of new policy	
Statutory consultation	
Performance / budget monitoring report	
Cabinet request for scrutiny	
Full Council request for scrutiny	
Community Assembly request for scrutiny	
Call-in of Cabinet decision	
Briefing paper for the Scrutiny Committee	X
Other	

The Scrutiny Committee is being asked to:

Consider the proposals and provide views comments and recommendations ahead of the report going to Cabinet on 23rd November 2016.

Background Papers:

There are no background papers other than appendices to the report.

Category of Report: OPEN

Briefing Paper for the Safer and Stronger Communities Scrutiny & Policy Development Committee

Library Review 2016 – Future support arrangements for volunteer run libraries.

1. Introduction/Context

In February 2014 Cabinet approved a proposal for the future of Sheffield's Library services. This led to the creation of 11 Council run hub libraries, and along with the Home library service and Central library this contributes to the Councils Statutory duty to provide a comprehensive and efficient library service (library and museums act 1964).

The Council wished to keep as many libraries open as possible beyond the core service, and with support from the communities of Sheffield, 5 Co-delivered libraries and 11 Associate libraries have been established, and are run by volunteers

To establish the Associate libraries a funding & support package was agreed from Council funds to the value of £262k per year for 3 years ending 31st March 2017. The support and running costs for the 5 Co-delivered libraries have been met from the Library, Archives and Information service core budget for a pilot period of 2 years, later extended to 3 years in line with Associate libraries.

This report identifies the need for Associate and Co-delivered libraries to have continued support from SCC, looking at benefit and risk.

There have been two City wide consultations undertaken in relation to the future of Sheffield's library service in 2012, with 6037 responses and again in 2013/14 with 7435 responses. In the summer of 2016 3 surveys have been conducted to gain information about needs and aspirations from the Public, Library Staff and the Associate and Co-delivered libraries. An EIA also informs the recommendations

Surveys undertaken July-August 2016:

- A public survey with 2136 responses
- A front line library staff survey with completed by 47 staff
- A survey of Associate and Co-delivered libraries 11 of 15 volunteer libraries responding

2. The Proposal and what this includes

2.1 Proposal

The proposal is to continue support for Associate and Co-delivered libraries from 1st April 2017 to 31st March 2020. Future funding and support for years 4 and 5 will be delegated for decision by Cabinet Member and Executive Director.

2.2 The benefits of this proposal

- Creates a period of financial stability and growth to attract and give confidence to volunteers and Trustees.
- Extends the period of support whilst the Associate libraries develop their experience and capacity in managing a leased building.
- Builds the viability of the volunteer run libraries, enabling them to remain open.
- Ensures the relationship between SCC and the volunteer run libraries is clearly defined
- Ensures the standards and controls relating to the operation of the Councils Library Management System by volunteer libraries are maintained.

2.3 The risks of this proposal

- The Council continues to face significant financial challenges due to continued austerity measures.
- If there is a budget reduction in future years for the LAIS, it may not be affordable for the service to continue to pay for all of the Co-delivered libraries from its core budget.
- There would be an increased cost to the Council (whilst a support package is in place for Associate libraries) if Co-delivered libraries choose to become Associate libraries.

2.4 Key Challenges

A key challenge is how to ensure there is an appropriate balance between the independence of the Volunteer run libraries and the controls required to enable them to remain on the Councils Library Management System and the support package provided. If the Council limits or reduces its support, some volunteer run libraries may not be viable, and if too much support is given, they might be regarded as statutory agents that would limit opportunities for them to gain external funding.

2.5 What is included in the proposed funding and support package

- A grant pot of funding (from Council funds). Provision of new books to the maximum value of £35,855 per year and allocation will be apportioned by a formula linked to lending rates. The Co-delivered libraries will continue to receive book stock funded from the Library service core budget.
- £5000 budget for 3 years to develop marketing materials and promotion of Volunteer Libraries in Sheffield.

- Additional operational costs (from Council funds) of the Associate libraries remaining on the Library Management System. As a support package provided and administered by LAIS this would cost £59,345 in year 1, £59,691 in year 2 and £60,040 in year 3, and would include:
 - Administering the purchase and processing of new books by LAIS for Associate libraries and enable donated books to go onto the Library Management System where requested.
 - Van deliveries for reserved books and other materials
 - Training commissioned internally and externally for all volunteer run libraries on data protection and other compliance training, management of voluntary organisations and good governance.
 - Materials for participation in city wide initiatives.
 - I.T. upgrades and associated software charges.

2.6 Continued support from the Libraries, Archives & Information Service

It is recommended that support for Associate and Co-delivered libraries by the Library, Archives and Information Service, delivered by staff and resourced from the LAIS core budget includes:

- Training for volunteers on the Library Management System, including advanced level training for cascade trainers.
- LMS guidance – information notes and updates will be sent out as they are developed.
- Technical assistance relating to the operation of the LMS
- Co-delivered libraries will have a named contact who will be the first point of contact for most queries and will offer guidance in procedural requirements such as building repairs, reporting I.T. faults. They will continue to advise co-delivered groups, on request, regarding stock management.
- Hub/cluster support: Signposting for events, activities and services, help with operational queries in absence of the Volunteer Co-ordinator, share information regarding national and local initiatives, hub libraries may be offered as a free venue for volunteer library groups engaging in training organised by the Library service.
- Use of the Library Management System, with security collection for SCC income, use of RFID's where installed, computers and printers to access the Peoples Network (Internet), PN connection, computer & printer maintenance (of Capita equipment). Use of photocopiers (where installed) under Capita contract whilst covered by current agreement.
- Support for Network meetings – use of meeting rooms at Central library free of charge, attendance by relevant library officers upon request.

2.7 Continued support from the Contracts and Partnership team.

- Act as the first point for any queries with regards to monitoring and payments of grant.
- Carry out support visits to individual Associate Libraries to clarify monitoring expectations
- Process payments of grant upon satisfactory receipt of monitoring information
- Verify the quarterly monitoring forms submitted and any issues / concerns will be identified in the performance report circulated to Community Services.
- Risk band each Associate Libraries and a monitoring visit will be carried out on the basis of the risk rating (red, amber, green).
- Liaise with the volunteer coordinator to ensure that grant conditions are being met and the volunteer libraries are receiving adequate support as expressed on their monitoring forms.
- Report to volunteer coordinator any areas where the volunteer libraries seem to be at risk or struggling.

3 What does this mean for the people of Sheffield?

The following benefits of using a library, and what this means to the people of Sheffield is identified below:

- Helps people find information and gain knowledge 1136 people (50.65%) said Sheffield libraries help a lot, with a further 624 (27.82%) saying it helps sometimes.

How libraries contribute:

- Lending stock of circa 500,000 books
 - Circa 208,000 reference books
 - Around 50,000 audio visual and electronic materials, including CD's, DVD's talking books, eBooks and magazines
 - BIPC (Business and Intellectual Property Centre)
 - 24/7 online services such as driving test theory
 - Find my past (Ancestry tracing system)
 - Free internet use
 - Newspapers
 - Room hire that enables community learning activity to take place
 - A programme of events and activities on a wide range of topics.
 - Signposting to services
 - Archives and local study information
- Helps people to meet people and make friends 597 People (26.62%) said Sheffield libraries help a lot, with a further 515 (22.96%) saying it helps sometimes. Social isolation is an issue for many older people, particularly those who have lost a partner (by 2025 it is estimated that there will be a 23% increase in people aged over 75 living alone).

How libraries contribute:

- Reading groups
- Coffee mornings
- Volunteering

- Library events and activities
 - Social Cafes
 - Offering a welcome and safe place to meet
- Helps people to find out what is happening in the community, 857 people (38.65%) said Sheffield libraries help a lot, with a further 764 people (34.06%) saying this helps sometimes.

How libraries contribute:

- Library Information Assistants available to assist with a wide range of queries.
 - A venue for community activity
 - Local studies information
 - Signposting information, posters and leaflet displays.
- Helps people to understand different people and culture, 436 people (19.44%) said that libraries help a lot, with a further 595 people (26.53%) saying they help sometimes. The BME population in the city increased since the 2001 Census, from around 11% of the total population to 19% in 2011. The neighbourhoods of Burngreave, Fir Vale, Tinsley, Darnall and Sharrow have particularly high concentration of BME residents. The Pakistani community remains Sheffield's largest single non-white ethnic group as new ethnic communities have emerged and existing communities have grown through immigration for employment and for education. In line with national trends, recent economic migration from Europe and an increasing number of refugees have further diversified the Sheffield population, alongside increases in the Indian, Chinese and Yemeni communities. The ethnic profile of the city is likely to continue to change in the future.

How libraries contribute:

- Books and displays on different cultures
 - Events and activities promoting understanding and community cohesion
- Helps people to maintain their health and wellbeing, 595 people (26.53%) said Sheffield libraries help a lot, with a further 584 (26.04%) saying this helps sometimes. People are living longer and the overall health of the population is improving. However, this masks significant variation across the city, with an eight year difference in life expectancy between different communities. There are 103,715 people in Sheffield who have a long term health condition or disability, this equates to 19% of the population (Source: Census 2011). In 2010 Sheffield had the highest proportion of its population aged 65 years or over (15.5%) compared to the other English Core Cities

How libraries contribute:

- Books on prescription
- Provide hearing aid batteries (in limited locations)
- Health related events and activity, such as sporting memories and mindfulness
- Home library service for people who are unable to visit a library.
- A welcome and safe environment.

- Helps children to develop and learn, 797 people (35.53%) said libraries help a lot, with a further 203 people (9.05%) saying they help sometimes. The primary school population of Sheffield is growing, with an increase of more than 3000 pupils over the last 5 years (Source State of Sheffield Report 2016). This reflects the combination of the increasing birth rates in Sheffield and inward migration to the city. Reading for young children helps them view books as a fun activity, not a chore. Numerous studies have shown that students who are exposed to reading from a young age are more likely to do well in all facets of formal education. Sheffield still has a higher number than the national average of 16-18 year olds not in education, employment or training (NEET). An estimated 23% of Sheffield's children live in relative poverty¹, compared to 18% across the UK, as do more than one fifth of households.

How libraries contribute:

- Children's book stock of circa 145,000 books
- Schools library service
- School visits to libraries
- Babytime
- Chatterbooks
- Storytime
- Homework clubs

- Helps people with job hunting, 236 people (10.52%) said Sheffield libraries help a lot, with a further 146 people who said this helps sometimes.

How libraries contribute:

- My work search
- Free internet & Wi-fi

¹ HM Revenue and Customs the Children in Low Income Indicator: defined as having a household income less than 60% of the national average equalised for family size

4. Recommendations

There are 6 recommendations to cabinet.

- (1) Continue support for Associate libraries until 31st March 2020 to increase their viability and stability.
- (2) The support package to include a grant pot, a new book fund, a small marketing fund, and the operational costs of the Associate libraries remaining on the Library Management System.
- (3) Continued support for Associate and Co-delivered libraries until 31st March 2020 where this can be resourced by the Library, Archives and Information Service (LAIS) with existing staff and core budget, this includes support from hub libraries, support with local and national initiatives, I.T support and training relating to the Library Management System.
- (4) Continued support for Co-delivered libraries to 31st March 2020. Co-delivered libraries receive the same offer as hub libraries without the staffing and funded from LAIS core funding. Building running costs are paid directly by LAIS. Co-delivered libraries may be re-charged for running costs that are above the budget due to extended non-library usage.
- (5) Future funding and support for Associate and Co-delivered libraries for years 4 and 5 (2020/21 and 2021/22) will be delegated for decision by Cabinet Member and Executive Director.
- (6) Provision of the Library Management System I.T., maintenance and related software, supplied via the corporate wide contract, free of charge until 2019, when this will be reviewed.



Report to Safer & Stronger Communities Scrutiny & Policy Development Committee 20th October 2016

Report of: Laraine Manley

Subject: Sheffield City Council's Draft Cohesion and Integration Strategy and Action Plan

Author of Report: Angela Greenwood

Type of item: The report author should tick the appropriate box

Reviewing of existing policy	
Informing the development of new policy	
Statutory consultation	
Performance / budget monitoring report	
Cabinet request for scrutiny	
Full Council request for scrutiny	
Community Assembly request for scrutiny	
Call-in of Cabinet decision	
Briefing paper for the Scrutiny Committee	X
Other	

The Scrutiny Committee is being asked to:

Consider the proposals and provide views comments and recommendations ahead of the report going to Cabinet on 23rd November 2016.

Background Papers:

There are no background papers other than appendices to the report.

Category of Report: OPEN

Briefing Paper for the Safer and Stronger Communities Scrutiny & Policy Development Committee

Sheffield City Council's Draft Cohesion and Integration Strategy and Action Plan

Purpose of Report

To explain the Council's new cohesion and integration action plan: what it is, why we need it and what it will do.

Why we need it

Partners in the city, including the Council, have worked collaboratively together during 2015 and 2016 to co-produce a new Community Cohesion strategy for the city. This is known as Sheffield Together: the Sheffield Cohesion Framework and has been a unique and highly regarded piece of work. It has been co-produced jointly with the voluntary, community and faith sectors through the Cohesion Advisory Group (CAG), an independent representative group in the city throughout its development. It is a framework for organisations to build their own cohesion actions from. This framework can be found at the end of this report in Appendix A.

Sheffield City Council (SCC) is now being asked what specific actions they can contribute that retains and strengthens community cohesion and integration in the city. This will be in the form of a council wide action plan for the next 3 years including to ensure our day to day and specialist services all contribute to building cohesion in the city, whilst assessing and minimising any negative un-cohesive actions in our daily activity.

The City has changed a lot since the first Cohesion Strategy for Sheffield back in 2008, produced by the Sheffield First Partnership. The city has changed in terms of its population, the economy and social and political issues.

The reduction in the public sector following budget cuts during this time means a joint partnership approach is necessary to maximise the effect of any actions, with each organisation contributing meaningful and achievable actions relevant to their aims within their current resource constraints, working together out in localities and communities in their daily work.

What it is

A plan of actions the council will do, using the cohesion framework and principles as its guidance and steer. SCC wishes to put their actions into a new Cohesion and Integration Action Plan that includes all our portfolios work, and ensures our day to day and specialist services all contribute to building cohesion in the city.

We will also include changes to our existing or planned new work that will minimise any negative actions in our daily activity. This document will incorporate the existing actions of other departments.

We will also focus not only on our services but our leadership role within the city on social cohesion issues.

Links to the Corporate Plan

The new Community Cohesion Action Plan will help the Council achieve all of its Corporate Plan Priorities in a number of ways out in the communities. Some examples are below.

Thriving Neighbourhoods and Communities

Cohesion building is an end in itself – supporting people and communities to live in harmony with respect for each other, it is an ongoing process and needs to continue as communities change and develop. Some communities will need specific help, either through supporting their community infrastructure in practical ways, through ward pot grants, additional English language classes and engaging more with their community and cultural activities. Other communities lack community infrastructure and may need support to develop their own voice and activities.

Our actions will also be a means of preventing escalation towards scapegoating vulnerable people, hate crime, and antisocial behaviour and actions will be targeted at these areas working with our new joint housing and police ASB/community safety team.

Strong Economy

Sheffield City council has a key role in developing Sheffield's economy and Creative Sheffield will be the main route for cohesive actions with the local business sector. Our business partners have a responsibility to develop opportunities and services in a way that addresses issues of economic and social inequality. In so doing they will be making an important contribution to cohesion in the city, attracting investment, encouraging more visitors and helping to achieve Sheffield's economic potential.

Tackling inequalities

Investing time and action in our most deprived communities will aid cohesion. Cohesion is often not threatened by diversity but by inequality and poverty. We will be working closely with our communities through the Equality Hubs with a number of planned actions to build on our existing cohesion work with the Hubs.

Locality working is our other route we will use. Taking a community development approach and taking time to listen to our communities through our locality working is required, ensuring that emerging local issues are passed onto the relevant agencies quickly and hate crimes and racist views are challenged.

The new Cohesion Strategy links to the work of the Sheffield Fairness Commission and identifies the importance of actions that can tackle issues of inequality and injustice. We presented yesterday and discussed links in both our work

Better Health and Wellbeing

Evidence suggests that issues such as social isolation and an inability to access services can have a negative effect on people's health and wellbeing. Sheffield City

Council now has the responsibility for public health in the city and we will continue to work with our partners

Areas of the City will need to be prioritised where people have the hardest time accessing services and actions developed to link social isolation and cohesion. Our work will also link to the Sheffield Health and Wellbeing Strategy.

An in-touch organisation

We need to continuously respond to the changing needs of our customers to meet the increasing diverse needs of individuals in our city.

This starts by ensuring we know who our customers are, at the moment and in the future.

At the heart of the strategy is a commitment to regard all encounters between people (formal and informal) as an opportunity for building cohesion in the city. This includes online encounters.

Our online encounters between community organisations and our service users (e.g. tenants, the public) need improvement. We are working on a new council website to ensure it is more user-friendly.

Our services need to be redesigned to meet the diverse needs of individuals in Sheffield in 2016. This could be virtually online as well as on the street or in person in the community. Better communication in all forms is essential in any actions developed.

The SCC Cohesion Action plan

The Cohesion Framework is our guidance document to embed cohesion work in our everyday work within the Council. The aim is to get all organisations we work with to embed cohesion work in their everyday activity and services by leading by example. In terms of our Council Portfolios, Actions identified so far include, but are not limited to:

Council wide

- Training for all front line staff on migration trends and Sheffield's population changes
- Dedicated Training for managers on migration and cohesion issues

Communities

- Further developing the new community development approach to working in communities affected by rapid migration

- Supporting our valuable VCF sector working on cohesion and integration issues in the city by providing support to those groups and continued guidance and advice when needed, working in partnership on new ideas and projects.
- Continuing to develop ideas together in partnership through the 2 tier Strategic and Partnership cohesion and migration meetings
- Supporting our VCF sector through the Grant Aid review to ensure cohesion is embedded in their daily work and activities.
- Creation of a new £30,000 fund for groups to apply for to undertake prevention work and create new innovative projects that aid cohesion and integration.
- Using trained Mediators to go out into communities where there are tensions, racism and fear. And to have those difficult conversations in a safe and controlled environment so that people can voice their concerns and worries and for us all to listen and learn what the core issues are. Then with the community learn how as organisations working in those communities we can address those and move things forwards in those localities.
- New joint ASB/Community Safety Team to continue to address current concerns over crime in communities, perceived and recorded crime through the police system
- Work with Government on counter terrorism and counter extremism strategies for the city including PREVENT training for organisations.
- Practical Support for community organisations wanting to enhance cohesion and integration in their communities
- Specific training on migration and cohesion issues for front line housing staff as the new housing plus model rolls out from October 2016.
- Continued support for Councillors as community leaders and supporting our partners and groups in localities through the locality working model.
- Use of libraries for engaging with local communities in the heart of their community and promoting libraries as a free and safe space to do homework and learn about Sheffield life.
- Health: Progressing the recommendations of the Roma health needs assessment
- Progress of the people keeping well approach to locally delivered prevention health care services

- Continued public health campaigns and work in communities

Children, young people and families (CYPF) Huda Ahmed/Pam Smith

- ESOL provision: the importance of all citizens being able to speak English and be proud of it, as well as other languages.
- Delivery of more targeted English language classes including informal and pre entry learning in a family and community setting
- More collaboration between ESOL providers on the ground to ensure the individual gets the most suitable ESOL for them.

Place (Karen Lewis)

- Working with our Friends of Groups on awareness training on cohesion and integration issues
- Continued use and promotion to groups of the use of parks and open spaces for cultural and celebration activity
- Parks being a free open space for everyone to enjoy

Resources (Adele Robinson)

- Continued development of the Equalities Hubs for promoting cohesion and having regular and open discussions on current cohesion-threatening issues since Brexit

English Language Throughout

- Embedded in all actions is the need to encourage integration through English language. English is needed for social mixing, for work, for health and education opportunities

Recommendations:

That the Scrutiny Board consider the contents of this paper and make any comments or observations.

Appendix A: Sheffield Together

Sheffield Together - **The Sheffield Cohesion Strategic Framework for Action**

A renewed Cohesion Strategy for Sheffield

Sheffield has created a **strategic framework** to help guide organizations, groups, communities in the city to sign up to **cohesion commitments** and develop **action plans** for a cohesive city.

It is being developed as a collaboration between partners – the lead partners in the co-production being Sheffield City Council (SCC) and the Sheffield Cohesion Advisory Group.

The Cohesion, Migration and Integration Strategic Group, a partnership group chaired by the chief executive of SCC, has formally agreed the Strategic Framework outlined below and will act as guardians of the strategic framework and its implementation.

The CMI Strategic Group invites partner organisations and groups to consider how they can implement the strategic framework and develop action plans in the context of their own circumstances and opportunities.

Sign up to the cohesion strategic framework

The office of the Vice Chancellor of Sheffield University has made a corporate statement of support for the cohesion strategy and has offered the expertise in the Social Science Faculty to support the strategy through research and development.

The South Yorkshire Police and Crime Commissioner has requested SYP to sign up to the strategic framework and align action plans with the Commissioner's Strategic Priorities. A Chief Inspector has been asked to lead on these developments.

Several VCF organisations have developed Action Plans or have committed to do so.

Children, Young People and Families Directorate initiated their own cohesion strategy which has been aligned with the Strategic Framework. There is good engagement within public health, youth services and some schools.

We need to push for more corporate activity, for example, to promote equality of opportunity and diversity from employers across all sectors - cohesion is not only neighbourhood facing.

29th April 2016

Sheffield Together: the Sheffield Cohesion Strategic Framework for Action

Statement of purpose

"We, the people of Sheffield will *continue to work* towards making our city a place where everyone is made to feel welcome and valued, in a community where everyone is treated with dignity & respect regardless of age, ability, gender, sexual orientation, ethnic origin, language, belief, religion, or financial wealth, and that these values shall apply equally within the family unit, community and places of learning and work, recreation or worship."

What do we mean by cohesion in Sheffield?

Cohesion means **people living and working in harmony with respect for each other**. This requires building good relationships with neighbours and across the city. We recognize that good relations require a commitment to equality and justice. We regard economic opportunity and wellbeing as essential conditions for cohesion.

Why cohesion?

- 🇬🇧 We all benefit – not just particular social groups. Social cohesion creates a safe and resilient city for all.
- 🇬🇧 Its good for economic prosperity of the city, its people and its businesses.

What factors impact on cohesion?

"Cohesion is not threatened by diversity, it is threatened by deprivation"
(Ratcliffe & Newman, 2011)

Inequality (economic, social and educational) undermines cohesion, especially in the context of segregation.

Fear of the unknown and feeling powerless and insignificant undermines cohesion. The tendency is to **blame others** rather than take responsibility for ones situation.

In such situations people are **vulnerable to being exploited**, and recruited to extremism.

Diversity improves community life when there is relative prosperity and little segregation. The wealth gap undermines community life.

Substantial and rapid change creates challenges for services (public and private) to respond. Need for increased school places, more housing, increased NHS resources.

International events can have major impacts on cohesion in Sheffield – their impact sends shock waves around the world, through the media and through people who have family connections in far away places.

Currently **ISIS in Syria and Iraq** via social media is drawing vulnerable and idealistic young people to their cause. This creates immense distress to families and fear in the wider population. Recent attacks in European cities combined with escalation of recruitment by ISIS have increased monitoring of perceived potential recruits. Although safeguards are necessary, increased monitoring can create a climate of suspicion and threaten cohesion.

Media reporting can increase the stigmatising of targeted groups, and it can feel unsafe to offer alternative views for fear of escalating and perpetuating a *media frenzy*. Yet, *alternative narratives* are essential to allow people to form more complex views, beyond simplistic headlines. Positive stories of working together need to be told. What helps is: critical attitudes to the press; diversity awareness –

of history and situations in the context of racism, or of other prejudices that stigmatise; facts that dispel the myths.

Reduced capacity: Cohesion is also potentially undermined within organisations in all sectors when they have to reduce capacity while maintaining or increasing service levels. In some contexts, communications have to be streamlined to the bare essentials, whole hearted people have less capacity to deal with the exception, and clients that they are not welcome, they don't belong.

Threats to resilience - risks and realities. Need to be prepared for disruption - important not to be complacent. What situations could make Sheffield vulnerable to reduced cohesion? What can be done in preparation – to prevent or mediate impact?

Working towards cohesion involves:

- Building relationships where power is shared on a basis of cooperation and collaboration
- Seeing each other as neighbours, recognising similarities and hearing each others' stories
- Do what we can to reduce barriers, particularly related to educational, economic and other inequalities
- Encouraging integration alongside addressing issues of differences in development between communities
- Recognising that community tensions are natural - that all voices need to be heard.
- Supporting skills development that enables people to work through differences and express their needs through open and honest discussions.

The Sheffield Commitment – the 8 point commitment to cohesion in Sheffield

1. We recognise that **cohesion building is an end in itself** – supporting people and communities to live in harmony with respect for each other – and is also a means of preventing escalation towards scapegoating vulnerable people, hate crime, and antisocial behaviour.
2. At the heart of the strategic framework is a commitment to **regard all encounters between people (formal and informal) as an opportunity for building cohesion in the city**. This includes encounters between neighbours and between community organisations, and with volunteers; between staff of service provider organisations and their service users (e.g. tenants, the public); between partner organisations; and within organisations, how staff relate to each other, and how managers relate to staff. At every level, and with every opportunity, cohesion or lack of it is being modelled whether we are aware of it or not.
3. Austerity and increasing financial inequalities are undermining cohesion. Many people are poorer and have become fearful. The tendency is to look for 'who is to blame'. It produces what has been described as 'siege mentality'; and the stranger, the unknown other, the migrant, and other discriminated against groups, are being scapegoated. **We need to acknowledge scapegoating is happening** and challenges prejudice in a way that engages and informs.
4. The strategic framework links to the work of the Sheffield Fairness Commission and identifies the importance of actions that can **tackle issues of inequality and injustice**.

5. The strategic framework is underpinned by the **Sheffield Commitment: to diversity and inclusion, a welcoming place to be, living and working with respect for each other**. The *Sheffield Commitment* is to be aware of the potential consequences of one's actions – as individuals and as services – and to commit wherever possible to act in ways that build positive relationships and promote cohesion.
6. The *Sheffield Commitment* arises from **values historically important in Sheffield and to Sheffielders** – for example those based on the Universal Declaration of Human Rights. A first step will be to confirm these values and the feeling of welcome and commitment that arises from them.
7. The *Sheffield Commitment* is **supported by leaders from all sectors** in Sheffield.

FOR GROUPS, ORGANISATIONS and SERVICES

8. The *Sheffield Commitment* includes a **commitment to co-design and co-production**, between statutory services, and with relevant community organisations in all neighbourhood facing initiatives.

Creative opportunities. Although the *Sheffield Commitment* is focused on how we do things, partners with influence over structural factors – for example creation of economic opportunity, development of services – have a responsibility in their domain to **develop such opportunities and services** in a way that addresses issues of economic and social inequality, knowing that by doing so they are making an important contribution to cohesion in the city.

Development of implementation infrastructure – provisional thinking – will require resources

1. **All sectors in Sheffield will need the capability and capacity to implement the cohesion strategic framework through action plans.**

We need to encourage and support cross sector partnership working, which is being modelled by the co-production of the cohesion strategy.

The multi-partner Cohesion, Migration and Integration Strategic Group is overseeing development of the strategy. It may need to create a subgroup to more directly oversee implementation.

Take to Sheffield Partnership Board to promote commitment, partnership working and leadership across all sectors.

2. **VCF cohesion co-ordination - infrastructure to manage implementation of the cohesion strategy in the vcf sector.**

This would hold the Strategic Framework, and be the champion for cohesion commitments made by vcf groups/organisations, promote *stories of cohesion*, examples of good practice, Action Plans, news items, planned events, reports, awards and so on.

The Cohesion Commitment is an umbrella commitment that can embrace other pledges, charters, commitments in Sheffield (fairness, women's, disability, LGBT etc). We need to support these different initiatives to work together. Then to create

an Action Plan with objectives and outcomes, by viewing the organisations activities through a *cohesion lens*.

It will be important to clarify how this infrastructure relates to the Equalities Hub.

3. Develop a community dialogue and development forum - to build capacity and capability in the city. Many organisations are contributing to community dialogue and development in the city and this forum will link up those initiatives, building on best practice.

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Report to Safer and Stronger Communities Scrutiny & Policy Development Committee Thursday 20th October 2016

Report of: Policy and Improvement Officer

Subject: Safer & Stronger Communities Hate Crime Task Group – Update Report

Author of Report: Diane Owens, Policy and Improvement Officer
diane.owens@sheffield.gov.uk
 0114 273 5065

Summary: To provide the scrutiny committee with a brief update following the first meeting of the Committee’s Hate Crime task Group.

Type of item: The report author should tick the appropriate box

Reviewing of existing policy	
Informing the development of new policy	
Statutory consultation	
Performance / budget monitoring report	
Cabinet request for scrutiny	
Full Council request for scrutiny	
Community Assembly request for scrutiny	
Call-in of Cabinet decision	
Briefing paper for the Scrutiny Committee	X
Other	

The Scrutiny Committee is being asked to:

- Note the contents of the report
- Contact the Policy & Improvement Officer if you have any further questions / require any additional information

Background Papers: n/a

Category of Report: OPEN

Safer & Stronger Communities hate Crime Task Group – Update Report Thursday 20th October 2016

1.1 Membership of the Hate Crime Task Group is as follows

- Cllr Tony Damms, Chair
- Cllr Michelle Cook
- Cllr Mark Jones
- Cllr Nasmina Akther
- Cllr Magid Magid
- Cllr Keith Davis
- Cllr Sue Auckland
- Cllr Richard Shaw

1.2 Officer support will be provided by:

- Diane Owens, Policy & Improvement Officer
- Julia Cayless, Safer Communities Team Leader
- Maxine Stavrianakos, Head of Neighbourhood Intervention & Tenant Support

1.3 The Task Group held its first meeting on 28th September 2016. The main focus of the meeting was to receive an introductory briefing on hate crime, to have time for questions and discussion and to agree the focus of the Task Groups review and next steps. The Task Group were also made aware of the Hate Crime Working Group that has been established by the Equality Hub Network.

1.4 Some of the areas of discussion at the first meeting included: under reporting, different people needing different mechanisms to report, data and how it's used, building trust in processes, outcomes and communication, low use of third party reporting centres.

1.5 The group agreed that the focus of their review would be reporting; the current working title is: *To understand the different ways hate crime can be reported in Sheffield and identify any areas where improvements could be made:*

1.6 The Task Group plan to have 3-4 evidence gathering sessions during October-November. One session will include engaging with the Equality Hub Network's Hate Crime Working Group and the group also plan to make contact with Third Party Reporting Centres.

1.7 The first evidence gathering session will be in mid-October and will include representatives from the Police and Stop Hate UK. A number of Task Group members will also be attending Sheffield's Hate Crime Scrutiny Panel as observers.

1.8 The Task Group also agreed that they would like to request that a brief update on hate crime come to each of the remaining meetings of the Safer & Stronger Communities Scrutiny Committee. The first report will come to the meeting on 20th October.

1.9 The plan is for the Task Group to present their final draft report to the full scrutiny committee for approval at its meeting on 16th February 2017.

2.0 Recommendations

2.1 The Scrutiny Committee is being asked to:

- Note the contents of the report
 - Contact the Policy & Improvement Officer if they have any further questions / require any additional information
-

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**Report to Safer & Stronger Communities
Scrutiny & Policy Development Committee
Thursday 20th October 2016**

Report of: Policy & Improvement Officer

Subject: Work Programme 2016/17

Author of Report: Diane Owens, Policy and Improvement Officer
diane.owens@sheffield.gov.uk
0114 273 5065

The latest draft of the work programme is attached at Appendix 1.

The work programme aims to focus on a small number of issues in depth. It remains a live document throughout the year and is brought to each committee meeting.

The Scrutiny Committee is being asked to:

- Note the contents of the work programme and provide any comment / feedback
-

**Safer & Stronger Communities Scrutiny & Policy Development Committee
Work Programme 2016-17**

Chair: Cllr Tony Damms

Vice Chair: Cllr Richard Shaw

[Meeting Papers on SCC Website](#)

Meeting day/ time: Thursday 4-7pm

Please note: the work programme is a live document and so is subject to change.

Topic	Reasons for selecting topic	Lead Officer/s	Agenda Item/ Briefing paper
Thursday 15th December 4-7pm			
Neighbourhood / Locality Working - Draft Report Page 54	Following previous discussions including the raising of a public question around Local Area Partnerships (LAP's) in December 2015. The committee agreed to request an update on the broader piece of work which is looking at neighbourhood / locality working once complete.	Cllr Jack Scott, Cabinet Member for Community Services and Libraries Dawn Shaw, Head of Libraries and Community Services Other Cabinet Members / officers tbd	Agenda Item
Welfare Reform	To receive an update on welfare reform, with a specific focus on the two key areas of Universal Credit (UC) and Personal Independence Payments (PIP's).	James Henderson, Director Policy, Performance & Communications Maxine Stavrianakos, Head of Neighbourhood Intervention & Tenant Support Other officers tbc.	Agenda Item

<p>Briefing Paper Challenge for Change - Report on "Council Housing Services preparation for the implementation of Universal Credit "</p>	<p>The customer scrutiny panel known as Challenge for Change (C4C) was set up in 2011 to perform an independent review of services delivered by the Council Housing Service.</p> <p>This report covers the group's piece of work which looked at "Council Housing Services preparation for the implementation of universal credit". The Panel have produced a concise report and recommendations.</p>	<p>Tina Gilbert, Assistant Manager, Communities</p> <p>Other officers tbc.</p>	<p>Briefing Paper</p>
<p>Briefing Paper Hate Crime</p>	<p>To receive a brief update on hate crime statistics.</p>	<p>Julia Cayless, Safer Communities Team Leader to identify lead</p>	<p>Briefing Paper</p>
<p>Thursday 16th February 4-7pm</p>			
<p>D 5 5 Safer and Sustainable Communities Partnership</p>	<p>The committee will request an update on the work of the Safer and Sustainable Communities Partnership this may focus on a specific topic / issue.</p>	<p>Maxine Stavrianakos, Head of Neighbourhood Intervention & Tenant Support</p> <p>Other attendees tbc.</p>	<p>Agenda Item</p>
<p>Hate Crime Task Group - Draft Report</p>	<p>To consider the draft report of the committees Hate Crime Task Group.</p>	<p>Diane Owens, Policy & Improvement Officer</p>	<p>Agenda Item</p>
<p>Hate Crime - citywide work</p>	<p>An update from the Equality Hub Network on work taking place across the city, including the work of the Hate Crime Working Group and work funded through Home Office funding.</p>	<p>Shahida Siddique, Faithstar?</p> <p>Other attendees to be confirmed.</p>	<p>Agenda Item</p>
<p>Briefing Paper Hate Crime</p>	<p>To receive a brief update on hate crime statistics.</p>	<p>Julia Cayless, Safer Communities Team Leader to identify lead</p>	<p>Briefing Paper</p>

Thursday 6th April 4-7pm			
Housing + Model and Implementation	To receive an update on the Housing + model and plans for implementation, for scrutiny to provide comment / suggestions.	Janet Sharpe, Director of Housing and Neighbourhoods Service Maxine Stavrianakos, Head of Neighbourhood Intervention & Tenant Support	Agenda Item
Page 56 Challenge for Change (C4C): Vacant Property Management (update on progress)	The customer scrutiny panel known as Challenge for Change (C4C) was set up in 2011 to perform an independent review of services delivered by the Council Housing Service. This report covers their project on Vacant property management. The overall purpose of the project was to examine the Vacants service to look at ways of improving the time it takes to turnaround vacant properties for the Council to save it money and improve the service from a customer's point of view. This report would provide an update on progress in implementing the report's recommendations.	Tina Gilbert, Assistant Manager, Communities Other Officers tbd.	Agenda Item
Briefing Paper Police & Crime Panel Update	To receive an update on the work of the Police & Crime Panel.	Julia Cayless, Safer Communities Team Leader to identify lead	Briefing Paper
Briefing Paper Hate Crime	To receive a brief update on hate crime statistics.	Julia Cayless, Safer Communities Team Leader to identify lead	Briefing Paper

TASK GROUP			
Hate Crime Task Group	<p>The Committee has set up a task group to look at hate crime. The focus of the review will be <i>"To understand the different ways hate crime can be reported in Sheffield and identify any areas where improvements could be made"</i>.</p> <p>The Task Group will run from September 2016 and will submit its draft report to the Scrutiny Committee in February 2017.</p>	<p>Maxine Stavrianakos, Head of Neighbourhood Intervention & Tenant Support</p> <p>Julia Cayless, Safer Communities Team Leader</p>	Task Group
Other possible topics			
<p>Gateway Protection Programme</p> <p>Page 57</p>	To receive an update on work on the Gateway Protection Programme in Sheffield.	<p>Nusrat Rehman, Manager, Targeted Interventions</p> <p>Huda Ahmed, CYPF Community Cohesion Lead</p> <p>Other officers tbd.</p>	tbd
<p>Briefing Paper Homelessness & rough sleeping (briefing paper)</p>	At its January 2016 meeting Full Council requested that a report on the issue of support for rough sleepers in the city be submitted to the relevant Scrutiny and Policy Development Committee for consideration. This Committee received an update on homelessness & rough sleeping in April 2016, officers and Councillor Jayne Dunn (Cabinet Member for Housing were in attendance to present the report and respond to questions. The Committee agreed to add this topic to its 2016-17 Work Programme as a possible briefing paper.	Suzanne Allen (Head of Citywide Neighbourhood Services), Zoe Young (Housing Options and Advice Service Manager)	Briefing Paper

Selecting Scrutiny topics

This tool is designed to assist the Scrutiny Committees focus on the topics most appropriate for their scrutiny.

- **P**ublic Interest
The concerns of local people should influence the issues chosen for scrutiny;
- **A**bility to Change / Impact
Priority should be given to issues that the Committee can realistically have an impact on, and that will influence decision makers;
- **P**erformance
Priority should be given to the areas in which the Council, and other organisations (public or private) are not performing well;
- **E**xtent
Priority should be given to issues that are relevant to all or large parts of the city (geographical or communities of interest);
- **R**eplication / other approaches
Work programmes must take account of what else is happening (or has happened) in the areas being considered to avoid duplication or wasted effort. Alternatively, could another body, agency, or approach (e.g. briefing paper) more appropriately deal with the topic

Other influencing factors

- **Cross-party** - There is the potential to reach cross-party agreement on a report and recommendations.
- **Resources**. Members with the Policy & Improvement Officer can complete the work needed in a reasonable time to achieve the required outcome



Report to Safer and Stronger Communities Scrutiny & Policy Development Committee Thursday 20th October 2016

Report of: Executive Director, Communities

Subject: Hate Crime and Hate Incidents 2015/16

Author of Report: Adele Walker, Partnership Analyst,
Julia Cayless, Partnership and Performance Manager,

Anti-social Behaviour and Community Safety Team

Summary:

1. Hate crime is gaining increasing precedence in national and local crime prevention priorities.
2. Increasing awareness and responses to hate crime has resulted in an increase in reporting both nationally and locally.
3. Over the last two years, there has been an upward trend in the volume of hate crime and hate incidents reported to South Yorkshire Police, with much of the last year seeing above average volumes and the largest year-on-year increase in reported Hate Crime (22% when compared to 2014/15).

Type of item: The report author should tick the appropriate box

Reviewing of existing policy	
Informing the development of new policy	
Statutory consultation	
Performance / budget monitoring report	
Cabinet request for scrutiny	
Full Council request for scrutiny	
Community Assembly request for scrutiny	
Call-in of Cabinet decision	
Briefing paper for the Scrutiny Committee	x
Other	

The Scrutiny Committee is being asked to:

The Committee is asked to consider the proposals.

Background Papers:

none

Category of Report: OPEN

Report of the Executive Director, Communities

Hate Crime and Hate Incidents

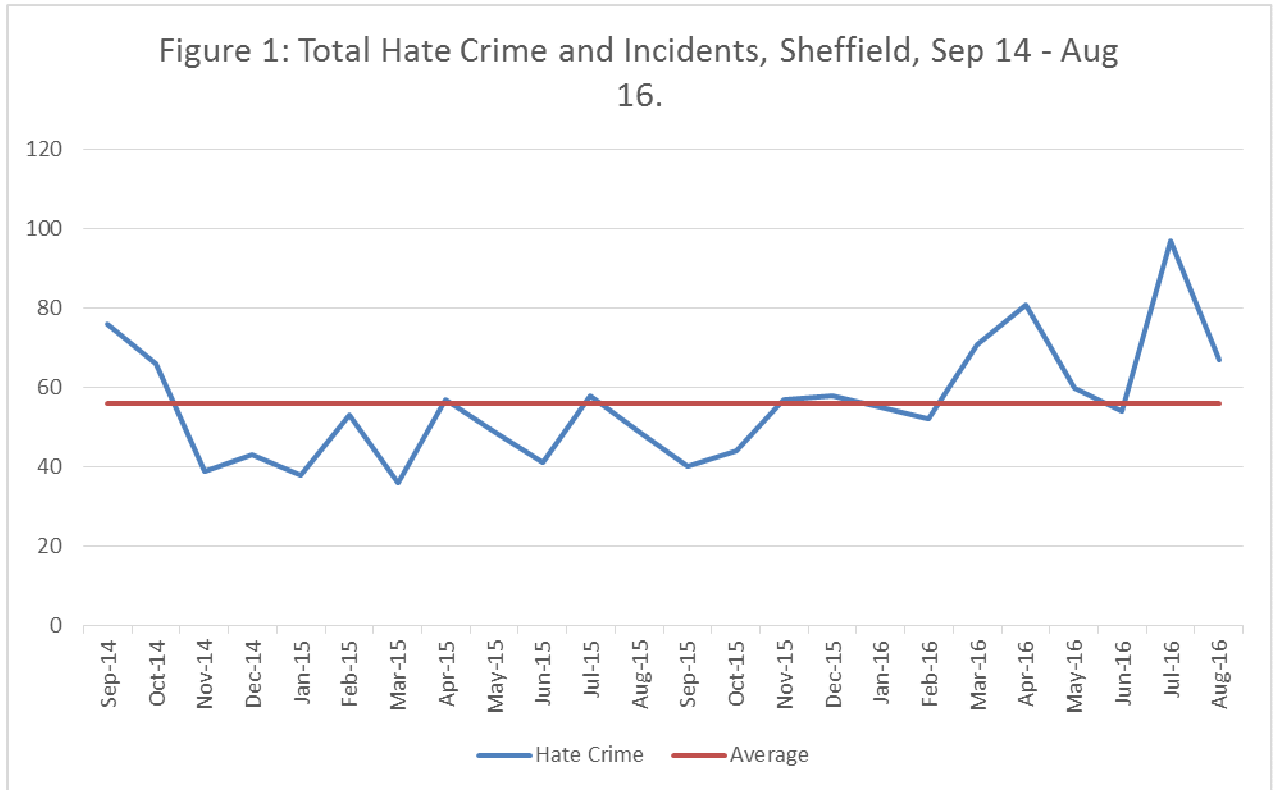
1. Introduction/Context

- 1.1 This report has been requested by the Committee to provide an update on hate crime and hate incidents in Sheffield.
- 1.2 Hate Crime is taken to mean any crime where the perpetrator's prejudice against an identifiable group of people is a contributory factor in determining who is victimized. This is a broad and inclusive definition; a victim of Hate Crime does not have to be a member of a minority group, or someone who is considered to be a 'vulnerable' person. Anyone can be a victim of a Hate Crime.
- 1.3 Hate Crimes can include a range of threatening behaviour, assault, robbery, damage to property, harassment or inciting others to commit hate crimes. Hate Incidents refer to any incident, which may or may not be a crime, which the victim or any other person perceives to be motivated by hostility or prejudice towards any aspect of a person's identity.
- 1.4 This report includes details of Hate Crime and Incidents recorded by South Yorkshire Police between 1st Sept 2014 – 31st Aug 2016. As there is no single category of Hate Crime, offences are determined either by the offence itself, e.g. Racially or Religiously Aggravated Criminal Damage, or by an Aggravating Factor being recorded on the crime or incident. Hate Crime Aggravating Factors include:
 - Disability
 - Racial
 - Religion
 - Transgender / Transphobic
 - Sexual Orientation

2. Main body of report, matters for consideration, etc

- 2.1 Hate crime is gaining increasing precedence in national and local crime prevention priorities. Increasing awareness and responses to hate crime has resulted in an increase in reporting both nationally and locally.
- 2.2 Over the last two years, there has been an upward trend in the volume of hate crime and hate incidents reported to South Yorkshire Police, with much of the last year seeing above average volumes and the largest

year-on-year increase in reported hate crime (22% when comparing 2015/16 to 2014/15). During the last 2 years (1st Sept 2014 – 31st Aug 2016), 785 hate crimes and 556 hate incidents. Figure 1 illustrates the trend of recorded hate crime and hate incidents over the past 2 years and the orange line indicates the monthly average.



2.3 Racially aggravated hate crime is the most common type of reported hate crime and hate incidents in Sheffield (81% of all hate crime and incidents are racially aggravated). This reflects the national trend and it is accepted that whilst underreporting exists for all hate crime and incidents, significant underreporting is most prevalent within certain groups, particularly disability and transgender hate crimes.

3. What does this mean for the people of Sheffield?

3.1 Hate Crime features in South Yorkshire Police’s (SYP) Force Strategic Assessment 2016 as a medium risk thematic area, based on the probability and impact of an event. In light of concerns around the under-reporting of Hate Crime, there has been ongoing work to increase confidence, provide more accessible reporting through online and third party reporting centres and improve crime-recording standards. Consequently, there has been an increase in hate crime reported to the force, which is a strong indicator that the actions and engagement

undertaken by SYP and nationally, has increased awareness and confidence to report crimes and incidents.

4. Recommendation

- 4.1 The Committee is asked to consider the report.



Report to Safer and Stronger Scrutiny & Policy Development Committee

Report of: Executive Director, Communities

Subject: The work of the Police and Crime Panel

Author of Report: Julia Cayless, Partnership and Performance Manager,
Anti-social Behaviour and Community Safety Team,
Sheffield City Council. Julia.cayless@sheffield.gov.uk

Summary: This report will provide information on the work of the Police and Crime Panel in 2016 to date.

Type of item: The report author should tick the appropriate box

Reviewing of existing policy	
Informing the development of new policy	
Statutory consultation	
Performance / budget monitoring report	
Cabinet request for scrutiny	
Full Council request for scrutiny	
Community Assembly request for scrutiny	
Call-in of Cabinet decision	
Briefing paper for the Scrutiny Committee	x
Other	

The Scrutiny Committee is being asked to:

Note the report.

Background Papers:

Appendix A – Membership of PCP

Appendix B - Police and Crime Plan 2016

Appendix C - Drew Review

Appendix D - Proposal under s38, Police Reform and Social Responsibility Act 2011

Appendix E – PCP recommendation re appointment of new Chief Constable

Category of Report: OPEN (please specify)

Report of the Executive Director, Communities

The Work of the Police and Crime Panel

1. Introduction/Context

- 1.1 The Police and Crime Panel has an important role in scrutinising the Police and Crime Commissioner (PCC). It scrutinises the PCC's activities, including reviewing the police and crime plan, annual report and the power to veto the amount of the policing precept in council tax and seek views from Her Majesty's Inspectorate of Constabulary (HMIC) regarding dismissals of the Chief Constable.
- 1.2 The Police and Crime Panel is made up of councillors from each South Yorkshire district (Barnsley, Doncaster, Rotherham and Sheffield), plus two co-opted independent members. There are twelve members of the panel and these are listed at appendix A.
- 1.3 This report will provide information on the work of the Police and Crime Panel in 2016 to date. The work programme for 2016/17 is currently being redrafted by the Panel, as much of the original programme of work has been moved to accommodate additional issues during recent months, as described in section 2 of the report.

2. Main body of report, matters for consideration, etc

- 2.1 In January 2016, the Police and Crime Panel considered the Police and Crime Commissioner's proposed council tax precept for 2016/17. The panel considered an annual increase in council tax of £5 for a Band D property, which was equivalent to an increase of 10p per week (or a 3.3% increase). The proposal was in response to the Government's Spending Review which gave additional flexibility to PCCs in local funding decisions and would offset the actual reductions in the Police Grant and Formula Grant and a reduction in resources amounting to £0.4m. This would require South Yorkshire Police to make savings of around £6m in 2016/17. The majority of savings would be found through reductions in employee numbers but this would be through the Chief Constable's review of the existing operational policing model and further collaborations with Humberside Police. The proposal to increase council tax by £5 for a Band D property was supported by the PCP.
- 2.2 *Putting Safety First* South Yorkshire Police and Crime Plan 2013-17 was refreshed in March 2016 and can be found in full at appendix B. The plan describes the priorities for the Police for the year ahead, as a result of consultation with community groups, local authorities and the voluntary sector. The aim of the plan was that 'South Yorkshire will be and feel a safe place to live, learn and work.'
- 2.3 The existing priorities as described in the previous version of the plan (2015) would remain:
 - Protecting Vulnerable People

- Effective action tackling child sexual exploitation, rape and serious sexual offences
- Effective response to threats to the most vulnerable people
- Appropriate response by police and justice services to those suffering mental health issues
- Tackling Crime and ASB
 - Effective action tackling crime, anti-social behaviour and re-offending
 - Targeted response to those who cause most harm in the community and intervention with others before they enter the criminal justice system
 - Prioritise the crime and behaviour that cause the most harm within the community
 - Finding the best outcomes for victims of crime and anti-social behaviour.
- Enabling Fair Treatment
 - Planned engagement that seeks public feedback to inform the delivery of policing and crime services
 - Prioritise the delivery of services to those most in need of the them, ensuring a visible presence in those areas where this will have the most impact
 - Services that inspire trust in the general public
 - Recognise staff confidence and morale and adherence to codes of ethics and professional practice as central to delivering an efficient and effective police service.

Across these priorities run two cross-cutting themes of *Victim Focus* and *Efficient and Effective Policing*.

- 2.4 The Police and Crime Commissioner approved a net revenue budget of £241.9m for 2016/17, of which £230m was allocated to the Force. The remaining budget was made up of a provision for any potential costs arising from the Hillsborough Inquest and investigations of allegations of child sexual exploitation, for partnership and commissioning activity and financing asset acquisitions.
- 2.5 The Police and Crime Plan also describes a review of the existing operational policing model. During 2015, the force moved to the LPT structure, to provide greater resilience and operational responsiveness. Key operational departments and support services, administrative and financial functions had been brought together through a strategic partnership with Humberside. In 2016, an evidence based review of structures would be conducted, including looking at the management of CSE and child abuse, preparing for potential elected mayoral models and reduce administrative and support costs.
- 2.6 The public's access to advice, information and services will be transformed and improved to ensure the most effective response and that the police 'get it right first time'. This includes improving technology and enabling opportunities for collaboration with partners.

- 2.7 The Police and Crime Panel received an update on the PCC's Engagement Strategy in March 2016. The panel noted that consultation had taken place over the summer and autumn 2015, focussing on the priorities for the Police and Crime Plan 2016/17. As part of the ongoing consultation, residents' views had been sought, via an online survey, on the proposed increase in Council Tax precept as detailed at 2.1 above. The results of this survey were that 63% of respondents were in favour and this was clarified as being 67 out of 117 responses. The engagement strategy also described proposals to re-brand PACT (Partners and Communities Together) meetings as Community Engagement Meetings.
- 2.8 Professor John Drew's review of South Yorkshire Police's response to child sexual exploitation across the county was commissioned in September 2015 and was reported to the Police and Crime Panel in June 2016, along with the Police and Crime Commissioner's response. The review was in response to questions arising from the Jay report (2014) and the Casey report (2015) and was to answer the following questions:
- Has the police response to safeguarding children and young people from child sexual exploitation been adequate in the past?
 - Has South Yorkshire Police understood and acted on the findings of and recommendations in previous reports and inspections, the media and during parliamentary questioning?
 - Is the police response to safeguarding children and young people from child sexual exploitation adequate now?
- 2.9 In response to the first question, the Drew review found that the force's response to safeguarding children and young people had been inadequate in the past, although some efforts had been made in Sheffield, through the Sheffield Sexual Exploitation Service.
- 2.10 In response to the second question about whether the force had acted on various findings and recommendations, Professor Drew was satisfied that considerable progress had been made and continued to be monitored by the force.
- 2.11 The third question; whether the police response to safeguarding children and young people from child sexual exploitation was now adequate, Professor Drew believed that it was now adequate.
- 2.12 There were eleven recommendations from the Drew review (attached at Appendix C).
- 2.13 The Police and Crime Commissioner's response to the review report was to acknowledge that the force had learnt from mistakes made in the past, and that action had been taken to address these mistakes. The Commissioner asked the Chief Constable to provide regular updates on progress against the recommendations at his Governance and Assurance Board which met 6-weekly.
- 2.14 The Police and Crime Panel received a report on the PCC's initial response to the Hillsborough Inquests verdict in June 2016. New inquests were opened by HM Coroner Lord Justice Goldring on 31 March 2014. The inquest lasted for 296 days and on 26th April 2016 the jury returned verdicts of unlawful killing in respect of all 96 victims. The

jury made a specific finding that the behaviour of football supporters at the FA Cup semi-final match at Hillsborough Stadium on 15th April 1989, did not cause or contribute to the dangerous situation. South Yorkshire Police, who were in charge of policing the match, were found to have caused or contributed to the deaths.

- 2.15 The Police and Crime Commissioner and the Chief Constable each released a statement to the media after the verdicts, on 26th April 2016. The Chief Constable issued a second statement on 27th April 2016 which concerned the approach that South Yorkshire Police had adopted during the Inquests. The statement resulted in further media attention and criticism of the force.
- 2.16 The Police and Crime Commissioner made a decision to exercise his power under section 38 of the Police Reform and Social Responsibility Act 2011, to propose to call on the Chief Constable to resign or retire. The Chief Constable was suspended pending the completion of the process. The Panel therefore received information on the statutory process that must be followed by the PCC to call for the retirement or resignation of the Chief Constable. This involved seeking and considering the views of HM Chief Inspector of Constabulary, the Chief Constable himself, and the Police and Crime Panel. Further information can be found at appendix D.
- 2.17 The Police and Crime Panel were notified of the PCC's decision at a private scrutiny hearing on 16th September 2016. The panel considered written submissions from the PCC, Chief Constable Crompton and HM Chief Inspector, Sir Thomas Winsor. The Police and Crime Panel gave unanimous support to the proposals by the Police and Crime Commissioner and recommended that he should call on the Chief Constable to resign with immediate effect, in the interests of South Yorkshire Police and the people of South Yorkshire.
- 2.18 In June and July 2016, the Police and Crime Panel received full details of the recruitment process for the appointment of a new Chief Constable, and in particular, the panel's own role in the process. Part 1 of Schedule 8 of the Police Reform and Social Responsibility Act 2011 sets out the process by which the PCP must consider a proposed appointment at a confirmation hearing and make a recommendation regarding the appointment, subject to two-thirds of the panel membership being in agreement.
- 2.19 A confirmation hearing was held by the Police and Crime Panel on 8th July. The panel received a report from the Office of the Police and Crime Commissioner, which asked the panel to recommend to the Police and Crime Commissioner that Stephen Watson should be appointed as Chief Constable of South Yorkshire Police.
- 2.20 Members of the panel questioned Mr Watson, who held the position of Deputy Chief Constable of the Durham Police Force. Questions were asked of Mr Watson in relation to his proposed appointment on the following areas:
 - Change management
 - Child Sexual Exploitation and Safeguarding
 - Ethics
 - Key Challenges in South Yorkshire

- Local Authority Partnership Working
- Neighbourhood Policing
- Relationship with the Police and Crime Panel
- Priorities
- Values

The panel agreed that Mr Watson had answered each question very well and that he was an outstanding candidate (see appendix E).

3 What does this mean for the people of Sheffield?

- 3.1 The work of the Police and Crime Panel is important to the people of Sheffield as it provides scrutiny of the activities of the Police and Crime Commissioner. As can be seen in section 2 of this report, the PCC has a difficult role to fulfil in ensuring that the people of Sheffield, and South Yorkshire, receive an effective and fair police service. Learning from the investigations into child sexual exploitation in the county and the Hillsborough Inquests in particular, will continue to result in improvements in standards in operational policing and the administration and leadership of South Yorkshire Police. In addition, the panel has oversight of aspects of the PCC's budget, including how much of council tax is used to fund policing in the county.

4. Recommendation

- 4.1 The Committee is asked to note the contents of the report.

Appendix A

Membership of the South Yorkshire Police and Crime Panel

- Councillor Glyn Jones
- Councillor Brian Cutts (Rotherham Metropolitan Borough Council)
- Councillor Jackie Drayton (Sheffield City Council)
- Councillor Robert Frost (Barnsley Metropolitan Borough Council)
- Councillor David Griffin (Barnsley Metropolitan Borough Council)
- Chair - Councillor Talib Hussain (Sheffield City Council)
- Councillor Chris McGuinness (Doncaster Metropolitan Borough Council)
- Councillor Joe Otten (Sheffield City Council)
- Councillor Mick Rooney (Sheffield City Council)
- Vice-Chair - Councillor Stuart Sansome (Rotherham Metropolitan Borough Council)
- Alan Carter (Independent Co-optee)
- Steve Chufungleung (Independent Co-optee)
- James McLaughlin (Secretary)

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Putting Safety First

Foreword from the PCC

Yesterday came suddenly.
Paul McCartney, Yesterday

As Police and Crime Commissioner, I have the ability to refresh the Police and Crime Plan at any point during my term of office. Following the publication of the [Peer Review](#) into South Yorkshire Police I am currently in the process of reviewing this Plan in order to set a clear direction through to the end of my term in office.

This Peer Review was commissioned jointly between the Chief Constable and myself as a way of helping the new Chief Constable of South Yorkshire understand more clearly and quickly some of the key challenges and opportunities that will face him as he takes up his post. As a result of this work, the Peer Review team has built a coherent overall picture of strategic strengths and weaknesses in SYP expressed in a lucid and hard-hitting narrative.

The Peer Review is one of three key strands of improvement activity taking place, the others being – Public Engagement and Rebuilding Trust and Confidence; and Financial Stability and a new look at legacy issues. It is now our intention to consider very carefully what the Peer Review team has found and what it recommends.

Having said that, the world does not stand still. Crime is changing. Demands on the force are increasing. And as other public services face yet further reductions in their funding, some of that will have implications for policing.

Take crime. Until last year we could confidently say that, overall, crime in the UK was falling. Now we need to be a little more cautious since nationally crime rose between October 2014 and September 2015, though only by half the national rate in South Yorkshire. We need to study the figures to understand why some crimes are down – like burglary – and some are up – like sexual crimes. We also need to get ahead in the areas of growing concern – such as internet crime, modern slavery, hate crime, domestic abuse, terrorism, use of firearms, and so on.

On child sexual exploitation (CSE), South Yorkshire Police (SYP) began in a very bad place following the Alexis Jay and Louise Casey reports on what was happening in Rotherham. However, the force has learnt a lot of important lessons. Staffing for CSE was increased and they now work alongside colleagues in the local authorities and other agencies. I set up a Victims, Survivors and Families Panel to advise me and help improve the Force's training and approach. In December, Her Majesty's Inspectorate of Constabulary said the Force had a 'very good understanding' of CSE and that prospects for the future were now 'good'. SYP has also been helping other forces understand how to deal with CSE in their areas. I also commissioned Professor John Drew to look across all districts – Doncaster, Sheffield, Barnsley as well as Rotherham – to ensure that we had a full understanding of what had happened with regard to CSE in the county as a whole.

Crime is one thing, demand on the Force is another. The services of the police are called upon all the time for many non-crime matters, such as road traffic incidents and concerns regarding public safety. In fact around 80% of demand is non-crime related. This demand can only increase as other parts of the public sector are cut back. The particular concern is over the growing numbers of vulnerable people. They may be the elderly with conditions

such as dementia, who are found wandering and confused; they may be children who go missing; they may be people with mental health issues who have to be taken to a place of safety. If there are no social workers available, or care and NHS staff are stretched, the police are increasingly being sent for. But with a smaller police workforce, if officers are deployed to do this work, there are fewer of them to deal with crime. This is an area of concern that has to be managed with care, involving our partners and others in developing effective solutions.

I also have anxieties around road traffic collisions. While numbers may be down, there is an increase in the number that result in multiple fatalities. We need to understand why.

We must also improve the ways in which people can contact the police. The 101 service needs new technology – and that is being designed now. But some people prefer to contact through other routes – such as email and social media - and that has to be made possible as well.

Finally, there is finance. In announcing the police grants for 2016/17, the government did two things. First, they said that the same amount of cash would be available for police services in the coming year as in this – but only if the council tax precept were increased by the maximum permitted. In the case of South Yorkshire, that was an annual increase of £5 (or 10p per week) for a Band D council taxpayer. I decided that this is what I had to do, since it was clear that if I didn't, the government would not consider favourably any future requests for help with those extra costs that other police force areas do not have to face but we do – costs arising from the Hillsborough Inquests and the National Crime Agency's investigation into CSE, for example. But second, it was also clear that the period of austerity will continue. Finances will not keep pace with growing costs. We will, therefore, have to go on searching for ways of doing things at less cost. This is where our partnership with Humberside Police, other forces and other agencies – such as the local authorities and the Fire Service - can help.

If you look back over the past few years, you realise how dramatically public services shrank after the financial crash of 2008. As Paul McCartney once sang, yesterday came suddenly; and the consequences have still a long way to run.

Dr Alan Billings
Police and Crime Commissioner

March 2016

The Aim

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

The Strategic Priorities

Protecting Vulnerable People

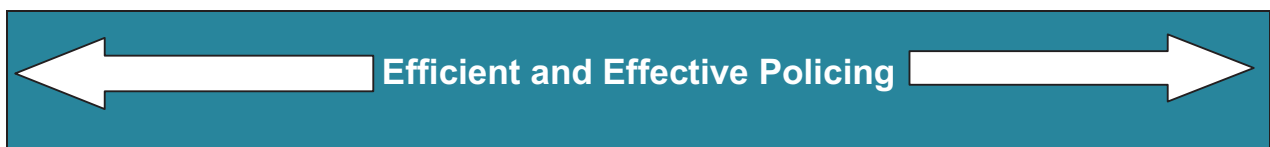
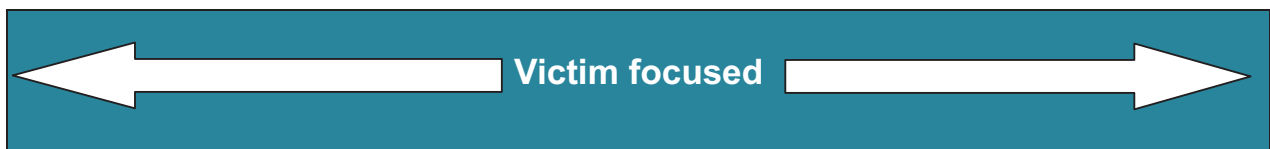
- Effective action tackling child sexual exploitation, rape and serious sexual offences.
- Effective response to threats to the most vulnerable people.
- Appropriate response by police and justice services to those suffering mental health issues.

Tackling Crime and Anti-Social Behaviour

- Effective action tackling crime, anti-social behaviour and re-offending.
- Targeted response to those who 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 within the community.
- Finding the best outcomes for victims of crime and anti-social behaviour.

Enabling Fair Treatment

- Planned engagement that seeks public feedback to inform the delivery of policing and crime services
- Deploying resources to areas of highest demand based on threat, harm and risk
- Finding ways to understand and address appropriately feelings of safety
- Services that inspire trust in the general public
- Recognise staff confidence and morale and adherence to codes of ethics and professional practice as central to delivering an efficient and effective police service



Protecting Vulnerable People

Protecting the public is one of the most important aspects of policing. The police have a duty to safeguard those who are less able to protect themselves, not least because vulnerable people are potentially more at risk of becoming victims of crime.

Nationally, the police service is expanding its understanding of vulnerability and South Yorkshire Police must keep abreast of this evolving picture. The Force will be expected to work in partnership with other agencies to protect people before crimes are committed. This will in turn reduce the demand for a police response. Prevention is always better than cure.

Where are we now?

So who are the vulnerable? There are circumstances in which anyone may become vulnerable. But the police and other agencies must be particularly sensitive to the vulnerability that may result from a person's age, disability, health, gender, sexual orientation, ethnicity or religion.

We are familiar with child abuse, both within families and the type of grooming and exploitation that was laid bare in the reports on Rotherham by Professor Alexis Jay (August 2104) and Louise Casey (February 2015).¹ Both of these reports criticised South Yorkshire Police over the way they dealt with victims.

In the past year significant progress has been made. I supported the Force in putting additional staff into the Public Protection Unit and improving training. I also set up an Independent Advisory Panel of Victims, Survivors and their Families to work with the police and help them design and improve services. More recently, 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, not just in Rotherham. I wanted to ensure that everything that can be reasonably known about the past is known, and that matters are now being dealt with very differently. Above all, the police recognise that victims of historic abuse will only have the confidence to come forward if they can be sure that they will be believed, in the same way that someone who reports any other crime is believed.

CSE referrals and investigations continue to be a high priority for police and partners. A number of large-scale non-recent investigations remain active and the National Crime Agency is undertaking a full scale investigation.

We are also a society that is living longer. While this may be good, it does mean that there are growing numbers of frail elderly. This is placing an increasing demand on the police when those suffering from dementia, for example, go missing or are found wandering and confused.

In the past year, the police have also experienced an increase in the reporting and recording of crimes committed against people because of their disability, gender-identity, race, religion, belief or sexual orientation. These are known as 'hate crimes'. National

¹ 'Independent Inquiry into Child Sexual Exploitation in Rotherham 1997 – 2013', Professor Alexis Jay OBE. 'Report of Inspection of Rotherham Metropolitan Council, February 2015', Louise Casey CB.

surveys suggest only 40% of hate crimes are being reported to the police, so there is clearly more work to be done in building the trust and confidence of the public to come forward.

In addition, emerging crime trends have highlighted issues of modern slavery, domestic abuse and so-called honour crimes.

Modern slavery is an umbrella term used to refer to the exploitation of vulnerable people through activities such as human trafficking and forced labour. This crime is often hidden from public view, with victims frequently reluctant to approach the police due to the levels of control and fear placed upon them. We also need to ensure that the victims are recognised as victims and not dismissed simply as perpetrators of other crimes such as illegal immigration, prostitution or shoplifting. We need to create the right environment for victims to have the confidence to come forward knowing that the police and criminal justice system will find a better outcome for them.

Domestic abuse tends to escalate in frequency and severity over time. It is also likely that a victim experiences a combination of types of abuse both emotional and physical. Of all domestic abuse reports over the period of August 2014 to July 2015, 36% have been a repeat incident, with 28% of victims reporting two or more instances. In short, the trend in repeat victims is showing an increase. But 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.

The police and other agencies must also be alert to so-called honour crimes. This is an especially sensitive area and requires a great deal of cultural understanding on the part of the police.

The police also have a crucial role working with and supporting people with mental health problems. They are often the first to respond to urgent situations where the mentally unwell are involved. They then have to make quick decisions as they assess the situation and the needs of those involved in order to ensure their safety and that of the general public.

Where do we want to be?

I want the police and partners to recognise those that are most vulnerable in the community and protect them from harm.

The changing nature of vulnerability means police and partners will need to continue to adapt their services accordingly and adopt a co-ordinated and focussed approach. Working in partnership, I want the police to protect vulnerable people by adopting nationally recognised good practice.

Among growing areas of vulnerability, hate incidents and crimes, domestic abuse, modern slavery and so-called honour crimes stand out.

As far as hate crimes are concerned, South Yorkshire Police works alongside partners in multi-agency structures in each Local Policing Unit, identifying hate crimes, reviewing investigations, hosting scrutiny panels and providing insights that enable services to victims to be improved. The Force promotes and supports the national online reporting service, 'True Vision' and the national campaign 'We Stand Together', which seeks to unite the community against hate crime. But it is only by victims having the trust and confidence to report such matters to the police that a true picture of the extent of hate crime will be

known.

We also need to understand the full extent of domestic abuse. This remains a challenge, as it is often a hidden crime and affected by under-reporting. Strategies are in place to help encourage reporting, ensure incidents are recorded correctly and then dealt with effectively.

As far as so-called honour crimes are concerned, one reason why I have an Independent Advisory Panel for Minority Communities is to help the force understand the cultural practices and ideas that lead to these crimes.

Finally, there is modern slavery. Recent training programmes have raised awareness among police and partners of modern slavery and should result in the increased identification and investigation of such activity. A dedicated team of detectives specialising in modern slavery will assist in the identification of potential offences and offer guidance and support during investigations.

In order for South Yorkshire Police and partners to protect the vulnerable they must work together towards the achievement of the following outcomes:

- **Effective action tackling child sexual exploitation, rape and serious sexual offences**

Preventing child sexual exploitation and child abuse remains a central priority in protecting the vulnerable.

The rise in rape and serious sexual offences present issues for the police and all partner agencies about how they deal with sexually harmful behaviour. I will take a close interest in the number of referrals, active investigations and case outcomes, as well as the outcomes of inspections carried out by various statutory agencies and those commissioned by me.

I will take particular note of what victims say about the way they were treated.

- **Effective response to threats to the most vulnerable people**

I am asking the police and partners to focus on certain threats that have been assessed as the highest risk in 2016/17:

- Domestic abuse and honour-based crimes
- Community tension including hate incidents and hate crime
- Modern slavery

- **Appropriate response by police and justice services to those suffering mental health issues**

There is an urgent need to recognise the growing number of people with mental health issues that present to criminal justice agencies as vulnerable people. They can be victims, offenders or in need of a place of safety as a result of other services not being available to them. Often they have multiple needs and may also be dependant on drugs or alcohol. In that case, they are more likely to come to the attention of the police and criminal justice system unless their addictions are also treated.

Tackling Crime and Anti-Social Behaviour

Tackling crime and anti-social behaviour (ASB) is core business for the police. This is what the public expect of them. It is also consistent with the Government's objective of cutting crime and with those priorities identified by other local partners operating within the community safety and criminal justice sectors.

Where are we now?

Recorded crime levels in South Yorkshire increased by 3.3% (3,708) between October 2014 and September 2015. Whilst this was not good news it was better than the national picture which saw an increase of 6.5%. But it is something that must be watched. Was this a temporary change in what until then had been a downward trajectory; or did it signify the start of a different trend?

One of the highest decreases in crime levels has been in burglary, where offences have reduced by 14.1% (2,097 fewer cases). This improvement has been brought about by a combination of targeted offender management, media campaigns and a sustained focus on long-term problem areas.

Anti-social behaviour incidents have shown a slight increase of 1% (962). Powers around the right for victims of ASB to request a review of their case, often known as the 'Community Trigger', have been established for the past 18 months. There was an external marketing campaign when legislation was introduced, and so far there have been 44 such requests for a review. We need to be sure that victims are aware of their right to review, and work with local authorities will therefore continue.

Nationally, policing has been criticised for some of its crime recording practices. South Yorkshire Police are working hard to ensure crimes are recorded accurately.

The highest increases in crime have been in sexual offences and violence against the person. However, this may mean a higher level of reporting rather than an increase in crime. There does seem to be a greater willingness on the part of victims – especially women – to report crimes against them.

With the increased reliance on technology it is not surprising that cybercrime has also increased. In South Yorkshire between August 2014 and July 2015 we have seen a 74% (296 more cases) increase in reported crimes and recordable incidents, involving the use of computers, computer networks or other computer-enabled devices, often called 'cyber crime'. More and more criminals are exploiting the speed, convenience and anonymity of the internet to commit a diverse range of criminal activities that know no borders, either physical or virtual, cause serious harm and pose very real threats to victims worldwide. Those working in policing must make sure that training keeps up with the changing nature of crime so that officers and staff have the right skills to deal effectively with complex cyber threats in the future.

Serious and organised crime groups (OCGs) present a threat not only locally but also nationally and, in some instances, internationally. Their actions can affect individuals, the community and businesses across South Yorkshire and beyond, causing loss of life, significant economic and social harm, and substantial public anxiety.

There has been an increase in the numbers of crimes where a firearm was used or possessed. Urban street gangs (USGs) in particular are becoming a growing concern for the police. The majority of their members are aged between 16 and 20 years and they are involved in anti-social behaviour, drug supply, robbery, violence and firearm offences. The police are proactively targeting those responsible, seizing weapons and seeking custodial sentences where appropriate.

Terrorism is also a growing concern. The Joint Terrorism Analysis Centre (JTAC) informs central Government of the likelihood and nature of a terrorist attack on the UK. Their reporting has suggested for some time that an attack on the UK is highly likely, especially given events in Paris in November 2015. South Yorkshire Police, in conjunction with Regional Forces and National Agencies, has increased its preparedness to deal with any emerging threat or incidents as they occur.

Overall the trend for deaths on the road is decreasing year on year, but recently there has been an increase in both fatal road casualties (31) and serious collisions (431) over the period August 2014 to July 2015. Of these a high number have involved young drivers and their passengers. Work is now underway with the Safer Roads Partnership to develop an intervention plan that seeks to make the roads safer. Consideration will be given to the possible involvement of local communities in support of this. Humberside and South Yorkshire forces are also working together through Operation Illuminate to reduce road casualties across the two force areas.

Where do we want to be?

The police must continue to prevent people becoming victims of crime and anti-social behaviour. The ultimate test of effectiveness will always be the absence of crime and disorder. The police need to focus on the crimes that matter in the community, either due to their volume or their seriousness. Similarly they need to concentrate efforts on those that cause the most harm to our community – whether by the nature or frequency of their offending.

There are many ways to prevent further crime: one of the ways is to focus on the offender and break the cycle of offending. One way is to recognise that offenders may suffer from vulnerabilities themselves. Liaison and diversion services identify mental health and other issues that offenders have so that they can be supported through the criminal justice system or diverted into a treatment, social care service or other relevant intervention or support service.

In all of this the police must remain focussed on the needs of the victim, keeping them informed and where possible ensuring the right outcome for them. They also need the public to feel confident to report all offences, especially in areas of crime which are under-reported, so they can build a true picture of offending across the local area and ensure a better use of resources. The police must then ensure that the highest standards of crime recording are upheld.

While we look to see crime figures fall, we also have to recognise that a rise in some under-reported crimes is often positive, particularly where it indicates that victims have more confidence to report offences.

In order for South Yorkshire Police and partners to demonstrate that they are tackling crime and anti-social behaviour they must work together towards these outcomes:

- **Effective action tackling crime, anti-social behaviour and re-offending**

Effective action has to engage all the agencies working throughout the criminal justice system. All should be working to prevent people becoming victims and steering offenders away from re-offending. In terms of emerging threats, the police and partners need to provide an effective response to disrupt organised crime, improve road safety and target those responsible for armed criminality. The current threat of terrorism is also something for which police and counter terrorism services need to have a high degree of preparedness.

- **Targeted response to those who cause most harm in the community and intervention with others before they enter the criminal justice system**

Police and partners must demonstrate that they are taking opportunities to utilise liaison and diversion services to help people with vulnerabilities in the criminal justice system. Response times of key agencies, such as the police, will demonstrate the commitment to a targeted response to intervention.

- **Prioritising the crime and behaviours that cause the most harm within the community**

Services must focus on prioritising the crime and behaviours that cause the most harm. They must recognise that failing to do so affects the legitimacy of their services in the eyes of the public. Serious road traffic collisions can deeply impact a community, as we have seen in recent months. Therefore it is crucial we improve our understanding of the causation factors of road traffic collisions in order to take proactive measures to reduce the number of collisions.

- **Finding the right outcomes for victims of crime and anti-social behaviour**

Through the victim services I commission, we will scrutinise disposals both in and out of court and survey victims of crime to help assess whether services are finding the right outcomes for victims of crime and ASB.

Enabling Fair Treatment

The fair treatment of people in South Yorkshire is essential to maintain the public's trust in the police and partner organisations. Quite simply, the police rely on the public to report crime, give information and provide evidence for prosecutions. None of this is possible without the public's trust. I want to ensure that the public is treated with fairness and respect as a way of building that trust. In turn that will assist the morale of the Force which has been shaken by some of the legacy issues – such as the Hillsborough disaster and the scandal of child sexual exploitation in Rotherham.

Fair treatment involves putting the national 'Code of Ethics' for policing at the heart of everything the police do. It involves effective community engagement: listening to people and not just informing them, and then using that feedback to make better decisions, set our priorities, and deal with the public's concerns.

Fair treatment also involves prioritising the deployment of appropriate resources to the areas of highest demand, based on an assessment of where there is threat, harm and risk.

We then have a long way to go to fully understand what factors affect whether people feel safe in their communities so that such feelings and concerns can be addressed in the most appropriate way. For now, we know that evidence suggests that the visible presence of police can have both a negative and positive impact on feelings of safety. By and large, people want to see police officers and police community support officers (PCSOs) in their neighbourhoods. Police visibility can include attending meetings; taking meal breaks in local supermarkets; or working alongside partners in shared buildings, and not just patrolling. Sometimes people will be reassured if they realise that they live in an area with little crime or anti-social behaviour. The police can provide this information through community bulletins and media releases.

I have therefore asked the Force to improve visibility in communities where they can and where this will have a positive impact on providing public reassurance, but then find ways to better understand what affects feelings of safety over the next year or so, recognising there are likely to be differences across different communities and areas.

Where are we now?

The Force has taken steps to embed across its workforce principles of fairness, integrity, respect, standards and trust (FIRST) - and put them at the heart of everything they do.

Public confidence has been measured locally through surveys for roughly five years. Current results show that 65% of those surveyed believe the police treat people fairly and 82% believe the police treat people with respect. This has remained consistent over the year 2015.

Similarly, over the same period, there has been no significant change in the confidence people have in how good a job the police do. However, there are local variations. In Rotherham, confidence levels have decreased significantly by 5%, almost certainly the result of the Jay and Casey reports. A lot of work is needed here to reverse this. Conversely levels in Barnsley have increased by 3%, and we need to understand why this should be.

As budgets shrink, the Force and partners have to find new and innovative ways to deliver

services that inspire trust in the general public. The timeliness of justice, perceptions of the fairness of the system and how much legitimacy services have in the eyes of the public, are key to the system operating both efficiently and effectively.

Where do we want to be?

Police and partners must demonstrate that they are treating the public fairly by understanding the needs of the community, delivering services to those most in need of them and being accessible. Fairness involves effective community engagement - taking steps to listen to and understand the different communities that make up South Yorkshire. It is also about effective use of resources to ensure that the areas of most need are the areas of principal focus.

I have asked my office to work with the police, partners and the public to help improve community cohesion. As an example, the Independent Ethics Panel - independent of both me and the police – chaired by an experienced solicitor, has conducted a review to help learn lessons and improve engagement between the police and the community in relation to the policing of protests.

The same Ethics Panel also helps me to be sure 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 directly with me by the public. The Panel provides me and the police with independent and effective challenge. It has no decision-making powers, but will make recommendations to me and to the Chief Constable.

My Independent Advisory Panel for Minority Communities helps me understand better the needs of minority communities in South Yorkshire and its work programme supports the delivery of the three strategic priorities. Their focus over the next 12 months will be around providing support and advice to the police, partners and communities on matters such as female genital mutilation, modern slavery, child sexual exploitation and hate crime.

In all of this we must continue to support the officers, staff and volunteers of South Yorkshire Police and help them to build their confidence in meeting the challenges facing policing now and in the future.

To ensure that South Yorkshire Police and partners are treating the public fairly, I have asked them to work together and focus on four outcomes:

- **Planned engagement that seeks public feedback to inform the delivery of policing and crime services**

Services must demonstrate from public feedback that they have effective mechanisms to ensure that the community can engage, that this engagement includes all parts of the community and is taken into account when plans and proposals are being considered.

- **Deploying resources to areas of highest demand based on threat, harm and risk**

The police must demonstrate that they have an effective method for determining where the greatest needs are and prioritising the efficient delivery of policing services to them.

- **Finding ways to understand and address appropriately feelings of safety**

Policing services must improve visibility in communities where they can and where this will have a positive impact on providing public reassurance, but then find ways to better understand what affects feelings of safety, recognising there are likely to be differences across different communities and areas.

- **Services that inspire trust in the general public**

The timeliness of justice, public perceptions of the fairness of the system and how much legitimacy services have in the eyes of the public are key to the system operating both efficiently and effectively.

- **Recognise staff confidence and morale and adherence to codes of ethics and professional practice as central to delivering an efficient and effective police service**

Staff and officers who feel valued, supported and able to take initiatives and make suggestions will have the confidence to deliver efficient and effective services. I expect the police and partners to have people strategies in place that demonstrate organisational commitment to workforces.

Police and partners must ensure that officers and staff act according to their respective codes of ethics and professional practice and that where they do not, this is investigated fully. The training and development of staff must reflect the values and standards of the best in policing practice.

The Financial Position

Having a set of priorities is one thing, being able to fund them is quite another.

In this section I set out the financial context which all public services are operating in, as well as including the various funding streams available to me, and their value.

The National Picture

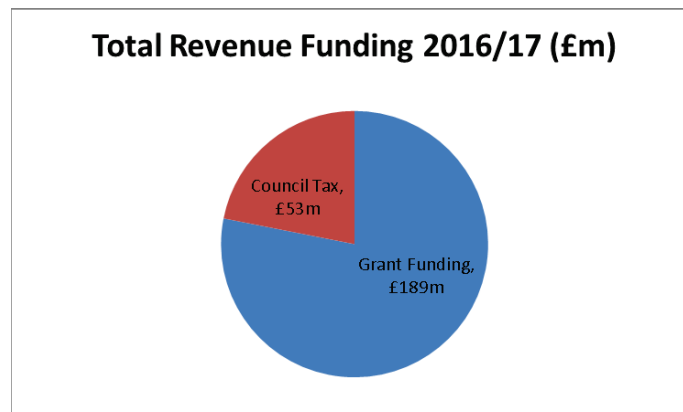
Since 2010 police forces have had to work with falling resources, doing more with less.

The results of the Spending Review 2015 (SR15) that were announced in November 2015 indicated that funding for policing would be unchanged for the 4 years from April 2016. Further information that became available suggested that, although grant funding from Government would reduce, SR15 assumed that increases in the council tax would offset the grant reductions. Since the overall level of funding will not increase, any increased costs due to inflation, pay awards and demand pressures, will have to be met by reduced spending elsewhere in police force budgets.

Unlike the Local Government Finance Settlement, which provides details of funding for the next four years, the Police Funding Settlement, which was announced in December 2015, only gives details of the funding for 2016/17. . The lack of clarity about future levels of funding makes it difficult to undertake medium term financial planning.

South Yorkshire's Position

The amount that South Yorkshire receive in funding from the Government for the purposes of Policing, fell by approximately £1m in 2016/17. I was permitted to increase the Council Tax by £5 per annum (for a Band D property) to offset the reduction in grant. The total amount of funding comes to approximately £242m.



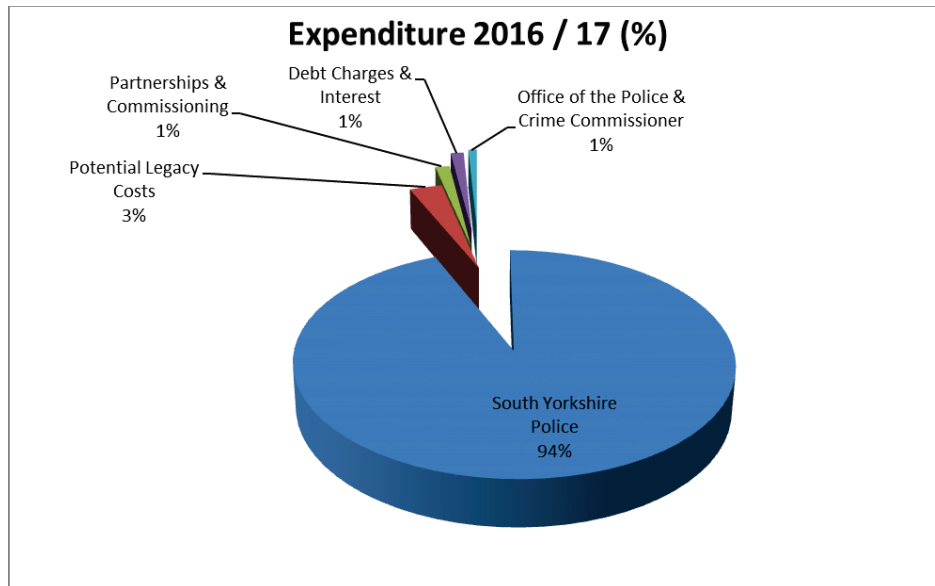
Despite this increase in council tax, South Yorkshire Police will need to make savings of about £6m in 2016/17. With employee costs representing approximately 85% of the revenue budget it is likely that the majority of this will be found from reductions in workforce numbers – hopefully without redundancies. The approach to reducing employee numbers will be determined, in part, by the Chief Constable's response to the recent Peer Review findings (June 2016).

Funding the Priorities

Set out below are details of how the funding is allocated to support delivery of the outcomes identified earlier. I will be requiring all organisations I fund to demonstrate they

are providing value for money services.

Based on the net revenue budget for 2016/17 of £242m, the chart below shows how this is allocated, with the majority (94%) being allocated to the Chief Constable. .



I have assumed that for the next four years the level of funding will be below that required to meet the day-to-day running costs of the Force, and that further reductions in spending will be required each year. Whilst the Force has improved in efficiency over recent years, I believe there is more that can be done, including improvements in technology, greater collaboration and by designing and delivering more efficient processes.

My office enables me to carry out my responsibilities as Commissioner. I have a small team of staff who help me develop the Police and Crime Plan, set the police budget and precept and hold the Force to account.

I have to provide funding to acquire the capital assets, equipment and infrastructure that are needed to deliver policing services in South Yorkshire. The costs of financing these asset acquisitions are met through capital grants, capital receipts and borrowing. An example of such investment is the soon to be ready purpose-built custody facility on Shepcote Lane near Meadowhall which will include a 50 cell custody suite and replace existing suites in Ecclesfield, Moss Way, Sheffield city centre and Rotherham. This will enable the force to save approximately £1.2m per year.

Provision has been made in previous budgets to commission services and award grants to organisations that support delivery of the objectives in my Police and Crime Plan. I am no longer able to provide financial support at the same level as in previous years and I have reduced my Partnerships and Commissioning budget by £1.5m in 2016/17.

The Policing Model

National priorities

Policing is wider than what happens within Local Policing Teams (LPTs) at a neighbourhood level. Along with other police and crime commissioners and their respective chief constables, I am required to consider nationally identified threats when determining strategic policing priorities. These threats have recently been updated and include: child sexual abuse; civil emergencies; counter terrorism; large scale cyber incidents; public order; and serious and organised crime.

Whilst these national requirements may not always manifest themselves in South Yorkshire, the UK policing model is one which expects forces to contribute to the required capacity and capability in order to meet that national threat. The strategic planning process ensures I take this into consideration when determining the policing and crime strategic priorities.

Policing in South Yorkshire

This section is currently being reviewed following the publication of the Peer Review in June 2016. You can find a copy of the Peer Review report by [clicking here](#).

Collaboration and Partnership Working

Since 2010 there has been a strong message from the Home Office, and other central government departments, to collaborate more across the public sector. As funding reduces year on year we need to explore new ways of working together that still meet the policing and crime needs of South Yorkshire. People generally are not concerned about who provides them a service, as long as their need is met in a timely manner. I am therefore asking the police, partner agencies and others I commission to think more innovatively about how they can come together to deliver the outcomes identified in this Plan.

In South Yorkshire we have three main types of collaboration and partnership working:

- 'Blue light' – with other emergency services
- 'Inter-force'
- 'Place based' – local partnerships

'Blue Light' – other emergency services

The government intends to place a statutory duty on the three emergency services to collaborate with one another. Where a local case is made, police and crime commissioners will be able to take on responsibilities of fire and rescue services in the interests of economy, efficiency and effectiveness.

In South Yorkshire we are already exploiting opportunities to share buildings with our Fire and Rescue colleagues and are developing plans for further collaboration, where it makes sense to do so. I have no strong views about any closer relationship with Fire and Rescue, but I will need to talk to colleagues on the Fire and Rescue Authority about the future direction that the government is clearly signalling.

'Inter-force'

Force collaboration already takes place at a Yorkshire and Humberside level. This builds capacity and capability to meet our collective policing demands, particularly across areas

such as serious and organised crime, as well as driving out inefficiencies in areas such as procurement.

But collaboration may also involve other forces. This year will see an improvement in services provided to adult victims of sexual violence across the Yorkshire and Humberside region. This follows a joint commissioning exercise between the Police and Crime Commissioners for Humberside, North, South and West Yorkshire, in partnership with NHS England. A new Sexual Assault Referral Centre is opening in Sheffield and we will review existing arrangements for the provision of child sexual assault examination services.

More recently a strategic partnership between South Yorkshire and Humberside has been created.

‘Place based’ - local partnerships

Last year the Chancellor set out plans to give cities greater power over housing, transport and policing, as part of the Government’s devolution proposals for England. In October 2015, local authority politicians and business leaders secured an in-principle deal to transfer national powers and control over funding from government departments to the Sheffield City Region – as well as securing £900 million additional funds over the next 30 years to deliver major regeneration, infrastructure and business growth schemes. A complication here is that the Sheffield City Region area extends beyond South Yorkshire’s police area, into parts of North Derbyshire and Nottinghamshire.

Unlike Greater Manchester, there are no plans within the Sheffield City Region to take over responsibility for policing. However, it is important I remain sighted on where this is all likely to lead in order to represent policing and community safety interests in the debate.

In these continuing times of austerity it is more important than ever to work with local leaders in community safety and criminal justice to achieve the best, most efficient and effective, policing, crime and support outcomes for people in South Yorkshire. For collaboration to be effective we must be able to share information about our individual and collective demands for service. I have therefore put forward an innovation bid to the Home Office, supported by Sheffield City Council, to test out how digital technology can be used to facilitate the sharing and comparison of data between agencies.

Currently each local authority area in South Yorkshire has its own Community Safety Partnership (CSP) which focuses on the local priorities of that area. While I am not a statutory partner obliged to engage in these forums, the importance I place on my involvement and understanding of local issues means that I am represented by a member of my office. We all acknowledge there are themes which cross local authority boundaries and could be developed and tackled jointly. To that end, I have put in place a CSP Chairs Forum which brings together the four chairs of the community safety partnerships at a strategic county level. We have agreed to a partnership mapping exercise to help us better understand the agencies currently operating across the policing, crime and community safety landscape. This will enable us to identify and work together on common priorities, and where possible, remove duplication.

The development of our custody estate means we will soon be able to house together the services that not only wrap around a police investigation, but look at wider community safety and criminal justice issues. Health and social services staff will be on site making it easier for them to work with those who commit crime to help address the causes of their criminal behaviour and reduce re-offending. By working together we can also continue to

deliver interventions to those in custody who have tested positively for drug use.

The Force already works closely with local authority and criminal justice partners in areas such as domestic abuse, individuals missing from home, anti-social behaviour, drugs, alcohol or mental health issues, the management of offenders and assistance to troubled families. To support this work further I make financial contributions to a variety of different local strategic boards and forums, including children's safeguarding boards, adult safeguarding boards and local strategic partnerships. I also provide funding to increase the number of independent domestic violence advocates across the county to the level recommended by 'SafeLives' domestic abuse charity. These advocates directly support vulnerable victims of domestic abuse.

I have a responsibility to provide support services to victims of crime and have commissioned 'Victim Support' to deliver emotional and practical support services for victims of crime, and to assist with Criminal Injuries Compensation Authority applications, where relevant. Later in the year these emotional and practical victim support services will be re-commissioned with our strategic partners in Humberside.

I have also provided funding this current financial year to support victim-focused restorative justice practices (RJ) across South Yorkshire. We have found through contact with victims that awareness of RJ is increasing. It is my intention to continue to build upon this excellent work ensuring RJ is available to all victims of crime, regardless of when the crime was committed and where the victims are within the criminal justice journey.

A research team, based at the University of Sheffield and the University of Leeds with support from my office, has secured £336,000 of funding from the Police Knowledge Fund to develop greater understanding of restorative justice principles relevant to policing and the needs of victims. The 18 month project will assist the police in identifying means for front-line officers to assess which paths to use to facilitate restorative policing and how best to introduce restorative principles to victims of crime.

I will continue to listen to the views of all those involved in the design and delivery of policing and crime services to inform priorities and assist in commissioning services that contribute to the delivery of the outcomes identified within this Plan.

Monitoring Delivery of the Plan

My three priorities will not impose upon South Yorkshire Police or partners any restrictive measures or performance indicators. I have provided the strategic direction by setting the priorities and expressing policing and crime outcomes. It is now for the police and partners to determine what methods they will use to deliver these. My office will work with the force and partners to monitor and assure me of progress against the delivery of the Plan.

One of my statutory responsibilities as Police and Crime Commissioner is to hold the Chief Constable to account, ensuring that the force is efficient and effective and, by doing so, securing value for money for local people. An important principle is that operational independence is maintained by the Chief Constable, who is solely responsible for the delivery of policing services.

Another responsibility I have is to ensure that local leaders work together in the public interest in order to maximise their collective impact to provide an efficient and effective criminal justice system for South Yorkshire

In short, I will be checking and challenging the force and partners on their contributions to achieving the priorities in this Plan. I will not rely wholly on written reports and presentations to the Governance and Assurance Board. I will also be:

- talking to people within the community about their experiences
- taking soundings from advisory panels
- meeting with community groups, including local councillors and MPs, to help me understand better how policing and crime services can be improved

In turn, South Yorkshire's Police and Crime Panel will scrutinise my actions and decisions. It will ensure that information is available for the public to hold me to account. The Panel will focus its attention on important strategic actions and decisions made by me, including whether I have:

- achieved the aims set out in this Plan and my Annual Report
- considered the priorities of community safety partners
- consulted appropriately with the public and victims
- made appropriate senior appointments.

Afterword

I am currently reviewing my Police and Crime Plan so that it takes into account the Peer Review findings in order to set a clear direction through to the end of my term in office. The Peer Review is one of three key strands of improvement activity taking place, the others being – Public Engagement and Rebuilding Trust and Confidence; and Financial Stability and a new look at legacy issues. In addition the review highlights the culture of management needs to change to become better at listening and engaging with the workforce.

There is one overarching goal: that South Yorkshire is a safe place in which to live, learn and work.

Many of us regard South Yorkshire as our permanent home, the place where we will always live, but others come here to study or work for a time. They too need to feel safe.

But to get to that point the three priorities need to be pursued:

- protecting vulnerable people
- tackling crime and anti-social behaviour
- enabling fair treatment

If we can deliver on these three priorities, I believe that South Yorkshire Police will go a long way to restoring trust and confidence and South Yorkshire will both feel and be a safe place in which to live, learn and work.

How you can get involved

Special Constabulary

There are few, if any, voluntary organisations that offer the variety of experience you will find in the Special Constabulary. As a Special Constable, you work in partnership with regular officers to reduce crime and disorder and the fear of crime in our community.

Special Constables are a vital part of the police service, helping to prevent crime and interacting with the diverse community we serve. Being a Special Constable is a great way to give something back to your local community and develop new skills.

Special Constables carry out many different duties, including high visibility patrols to reassure the community, helping to deal with anti-social behaviour and participating in crime reduction initiatives targeted at local problems. No two shifts are ever the same as a Special Constable. You will have to be prepared for any eventuality and demonstrate flexibility.

There are currently 443 Special Constables in South Yorkshire Police, and we are seeking to increase this number. We particularly welcome recruits from the BME community who at present are 6% of the total.

If you are interested in becoming a Special Constable, please contact 0114 291 7000 to arrange attendance at a presentation evening.

Police Support Volunteers (PSVs)

PSVs provide an additional resource to undertake roles that are not provided by support staff or police officers. With increasing demand on police services, the roles enhance the work already carried out by South Yorkshire Police.

We currently have 159 Police Support Volunteers, covering a range of duties including puppy walking and assisting the Force to disseminate crime prevention messages.

South Yorkshire Police run a Cadet Scheme, and all our Cadets are classed as Volunteers. There are currently 78 Police Cadets across Sheffield, Barnsley, Doncaster and Rotherham.

If you are interested in becoming a Police Support Volunteer, please see the South Yorkshire Police website: <http://www.southyorkshire.police.uk/content/volunteer-vacancies> or contact the Police Support Volunteer Project Officer on 01709 832455. Alternatively, email SYPVolunteers@southyorks.pnn.police.uk

Working with your community

Listening to you and your local community, and hearing your concerns, priorities and needs, is vital for South Yorkshire Police to deliver effective local policing services. To ensure we are meeting the needs of the public with the resources available the existing Partners and Communities Together (PACT) meetings are being re-launched as Community Engagement Meetings (CEM). CEMs will be held on a quarterly basis and chaired by councillors, police officers or community representatives, and will be attended by police and partner representatives to provide you with the ability to influence and shape services in your area, identify and communicate your priorities with partners, help create community spirit and take ownership for your local area.

CEMs will be supported through engagement with Local Police Teams in areas of high footfall including supermarkets, libraries, shopping centres and community events. This will maximise local engagement opportunities. Details of all CEMs and other public engagement opportunities will be reported regularly to me.

Communication and Engagement Strategy

As a directly elected official I am accountable to you - the public - for the delivery of efficient and effective policing services in South Yorkshire. I have a duty to keep you and stakeholders informed about progress and performance, the services I commission and how I hold South Yorkshire Police to account. It is also vital that I consider your views when I formulate my plans and priorities. Of course, your views are not always the same and can sometimes be conflicting! Then I have to use my best judgement.

My Engagement and Communications Strategy details further how I will engage and communicate with both the community and wider stakeholders and what methods they can use to get involved and access information. This is available on the website.

The decisions I take are published on this website and where appropriate will be shared via different channels, including the press and social media.

A key focus for me has been establishing effective methods of communicating, consulting and engaging with you, which I will continue to do. This is essential not only to understand your views, concerns and priorities with regard to policing matters locally, but also to encourage you to help the force and other agencies to take ownership of issues and help in solving problems, where appropriate.

In order to do this I will continue to get out and about in the community and attend established local meetings, forums and events to hear from all sections of the community. I have established a Victims, Survivors and Families Panel so 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.

If your organisation or group would like to get involved and talk through priorities and feed into the planning process please email: consultation@southyorkshire-pcc.gov.uk or telephone 0114 2964150.

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 called Independent Custody Visitors. They are volunteers recruited from a variety of backgrounds and sections of the South Yorkshire community, who must be over 18 years of age.

Because of the need to remain totally independent, serving policing officers, police staff, special constables, lay justices, and staff within my office, are exempt from becoming an Independent Custody Visitor.

Independent Custody Visitors play a very important role on my behalf and I am extremely grateful for their continuing involvement and contributions.

If you are interested in applying to be a custody visitor please email: consultation@southyorkshire-pcc.gov.uk or telephone 0114 296 4150.

Independent Advisory Groups/Panels

I have a legal duty to seek the views of local people about their policing priorities. Throughout the year, I offer people a variety of different ways to become involved, and have their say. This includes postal and on-line surveys, meetings and focus groups.

I also run a number of independent advisory groups/panels. These groups are made up of people recruited from the community, who have no connection with the police service.

Advisory groups/panels provide the valuable role of 'critical friend' to the force and myself. They give independent advice on the development and review of policy, procedure and practices. Their role is not one of formal scrutiny, but ensures the policies, procedures and practices of the force meet the strategic aims of the Equality, Diversity and Human Rights (EDHR) strategy, and provide a safeguard against the police service disadvantaging any section of the community through a lack of understanding, ignorance or mistaken beliefs.

If you are interested in finding out more about my independent advisory groups/panels please contact my office. These details can be found on the final page of this Plan.

Contact Me

I would like to hear from you so that I understand the issues that matter to you most. There are a number of ways you can contact me:

Office Address

South Yorkshire Police and Crime Commissioner
Carbrook House
Carbrook Hall Road
Sheffield
S9 2EH (S9 2EG for SatNav)
Tel: 0114 296 4150
Website: www.southyorkshire-pcc.gov.uk

Email

info@southyorkshire-pcc.gov.uk

Media

Email: media@southyorkshire-pcc.gov.uk please note this address is for media enquiries ONLY.

Social Media

Follow on Facebook and Twitter (@SYPCC)

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APPENDIX C

SUMMARY AND RECOMMENDATIONS FROM DREW REVIEW: AN INDEPENDENT REVIEW OF SOUTH YORKSHIRE POLICE'S HANDLING OF CHILD SEXUAL EXPLOITATION 1997-2016

The full document can be found here: <http://www.drewreview.uk/dr-drews-blog/>

Chapter 1

Summary and recommendations

Addressed to the Police and Crime Commissioner for South Yorkshire,

Dr. Alan Billings

I have divided the work of my Review into three sections.

[1] Has the police response to safeguarding children and young people from child sexual exploitation been adequate in the past?

[2] Has South Yorkshire Police (SYP) understood and acted on the findings of and recommendations in previous reports and inspections, in the media and during parliamentary questioning?

[3] Is the police response to safeguarding children and young people from child sexual exploitation adequate now?

[1] Has the police response to safeguarding children and young people from child sexual exploitation been adequate in the past?

My overall judgement is that the police response to safeguarding children and young people from child sexual exploitation in the past was inadequate, especially in Rotherham where I simply repeat the criticisms already made by Professor Jay and Louise Casey. Some, but only some, of this failure can be linked to the lack of awareness, nationwide, of child sexual exploitation in the early 2000s. Opportunities to explore the prevalence of sexual exploitation in more detail regularly presented themselves and were regularly missed. SYP did dedicate some resources from the earliest of days to combatting child sexual exploitation, most notably in Sheffield, where significant work was undertaken by a number of officers, both from SYP and their partners, particularly in the Sheffield Sexual Exploitation Service.

Rotherham

The history of this issue in Rotherham is set out very clearly in the reports of Professor Alexis Jay O.B.E.¹ and Louise Casey C.B.² and you were clear from the outset that you wanted me to focus on that part of my review that was looking into the past on the other parts of South Yorkshire. In addition, as I explain in Chapter 2, the parallel processes of the Independent Police Complaints Commission's investigation, the work of the National Crime Agency, and the continuing South Yorkshire Police investigations have all meant that there was a strict limit to the amount of work I could do in Rotherham. Nevertheless a significant number of people spoke to me about Rotherham, and their testimony supported entirely Jay and Casey's interpretation of the evidence: that is that there were serious failings of policing in Rotherham in the early 2000s.

There is evidence of improvement from about 2007 onwards, the date Professor Jay chose to use, but there were still significant failures after 2007 that left children without the protection to which they were entitled. Intelligence was available from a range of sources that should have been acted upon with great vigour.

The rest of South Yorkshire

In Sheffield the police were more actively engaged with the issue of sexual exploitation, starting with a joint operation, *Operation Insight*, in 2000. This greater engagement was because of the work done by the Sheffield Sexual Exploitation Service, a branch of Sheffield City Council's Social Services Department at that time, to get officers engaged in their work. In this regard I would like to pay tribute to a council employee, Ann Lucas³, who played a major role from 1997 onwards in patiently explaining to SYP officers the threat of exploitation and securing their engagement with the issue. I am left in no doubt that Ms. Lucas's personal drive and resilience, combined with that of the Sheffield Sexual Exploitation Service and a number of individual police officers who worked closely with the Service, made a significant impact even in these early days of combatting child sexual exploitation.

However, against today's standards, SYP's work was seriously under-resourced. The officers concerned described to me feeling that they were working in an "*under resourced vacuum*". Several attempts were made to explain the problem and the need for more resources to senior police officers, and these attempts appear to have fallen on deaf ears. Indeed the most senior officers from this time whom I have interviewed state that they were not aware of either the issue or the need for additional resources. A generous interpretation of this situation would be to say that the senior command lacked professional curiosity and were focused instead on other

¹ Jay, A. (2014) Independent Inquiry into Child Sexual Exploitation in Rotherham Rotherham: Rotherham Metropolitan Borough Council

² Casey, L. (2015) Report on Inspection of Rotherham Metropolitan Borough Council London: Department for Communities and Local Government 5

³ Ann Lucas had been appointed as a Child Protection Co-ordinator for Sheffield City Council Social Services Department in 1996. She led the Sheffield Sexual Exploitation Service from 2001 to 2012.

areas of police performance, partially because they were being directed so to do by government and Home Office direction⁴.

I received less evidence about Barnsley and Doncaster. My general conclusion is that in Barnsley both the Police and its partners were moving towards an understanding of the problems of child sexual exploitation during this time, while in Doncaster the policing response was slightly better developed, not least because of the trust that had been developed with the charity StreetReach during the 1990s.

[2] Has South Yorkshire Police understood and acted on the findings of and recommendations in previous reports and inspections, in the media and during parliamentary questioning?

I am satisfied that SYP has understood and acted both on the general direction of previous criticism and also on most of the specific recommendations of previous scrutinies of its performance. This is reflected in the considerable progress that has been made. This is monitored by the force in an Action Plan, regularly updated, which sets out what needs to be done and charts progress.

The most immediate problem presented in preparing the Action Plan has been the very large number of investigations into SYP's handling of child sexual exploitation and the fact that this has generated at least 220 separate recommendations. Against this background it is perhaps not surprising that the Action Plan is not as clear as it could be. The overarching strategy that sits above it could also be further improved.

I am satisfied, however, that SYP has responded well to the major challenge of raising the profile of child sexual exploitation. I also analysed the progress made in the areas of:

- Tasking and analysis
- Multi-agency safeguarding
- Training
- Resourcing (staff welfare)
- Raising awareness about child sexual exploitation
- Investigation
- Online child sexual exploitation
- Further development

Although good progress has been made in all of these areas more work needs to be done to ensure the force priority - to combat child sexual exploitation - is demonstrated by all officers and staff.

[3] Is the police response to safeguarding children and young people from child sexual exploitation adequate now?

⁴ I rehearse these arguments in more detail in Chapter 4.

I believe that the police response to safeguarding children and young people from child sexual exploitation is now adequate. Indeed, some recent work undertaken by SYP appears to me to be of high quality. I describe these in the body of Chapter 7. There are also some areas that need further attention to improve the overall police response. I describe these and return to them when I make recommendations to you in Chapter 10.

Generally I found a police force led by individuals who were determined to learn from the past; who had allocated significant additional resources to the tasks of catching up from a previously poor position; who were well thought of by their partners not only at a strategic level, but also amongst the staff at the grass roots; and who were beginning to see some of this change of direction reflected in a higher level of successful prosecutions of offenders, the previously low level of which had so concerned the Home Affairs Select Committee two years ago.

I found strengths, but also weaknesses, in their work with victims of child sexual exploitation, and in their engagement with victims, survivors and their families. I also share the frustrations of everyone I met at the slow pace of investigations into disciplinary and other matters. I cannot emphasise too strongly the harmful impact that this is having on victims and survivors, on police officers and staff, and on public confidence in policing. These are not being handled by SYP so this is not a criticism of the force.

Lastly, I concluded there is a need for further improvements to be made in the areas of intelligence gathering, management oversight of casework, and learning from their workforce, especially those officers and staff who have recently joined SYP from outside.

Assurance about the past

You asked me whether you could draw assurance from this review that the scale of failure revealed in Rotherham did not take place in the rest of South Yorkshire.

This is a difficult question to answer but I shall try.

I did not receive any direct accounts from victims and survivors or from other people that would lead me to believe that the scale of failure in Rotherham was repeated elsewhere. I think you can draw some assurance from this, but perhaps only limited assurance. Although we sought to publicise my review, and our website allowed people relatively easy access to me, there are bound to be people who did not hear about the review. Furthermore many victims and survivors, including some that I met, did not really want to talk about the past for reasons I understand. There was a limit to how far I was prepared to push people. Lastly, there is scepticism about such reviews: positive examples like the Jay and Casey reports may not have shifted this significantly. One victim, explaining her decision not to meet me, wrote, *'I just give up on Police totally... just seems like it happens everywhere but nothing gets done.'*

Having written this, I should also record that survivors living far away from South Yorkshire, including as far away as the United States, made contact with me. So the review did have a 'reach' and there is some assurance to be drawn from the fact that their direct accounts, while mainly critical of SYP, nevertheless did not reveal the sort of systematic failure and denial found in Rotherham.

Beyond the accounts of victims and survivors I met a large number of people who were able to describe the history in Barnsley, Doncaster and Sheffield. In these discussions I was not given evidence of failures as extreme as those in Rotherham. I believe that most of the people I met would have told me if they knew different because the underlying tone of these interviews was critical of SYP. In most instances I asked very specific questions on this, as you would expect.

Proportionately my review could not cover as many people as the numbers who met Alexis Jay or Louise Casey's teams⁵ in Rotherham alone, but the costs of trying to replicate the scale of their reviews of just one town across the whole of South Yorkshire would have been very high indeed.

My conclusion on this point of assurance is therefore: that you can draw some reassurance from this review that the rest of South Yorkshire did not encounter the extremes of failure and denial that it is now accepted took place in Rotherham, especially in the ten years from 1997. What you will find in the rest of this report, however, is not a happy story either. Some very good work was done by individuals and groups to try to keep children safe from sexual exploitation. While this became more comprehensive, and was adequate from about 2013, many mistakes were made along the way and SYP, in particular missed a number of opportunities before then taking stock and increasing the very low priority that it was giving to this issue for much of the period up to 2011.

Recommendations

I make 11 recommendations to you arising from my investigations. These are listed with brief explanations in Chapter 10, and are also referred to in the main text of the report, but they are:

SYP's Child Sexual Exploitation Action Plan

[1] I recommend that you ask the Chief Constable to undertake a comprehensive stock take, of all reports and investigations to date, using gap-analysis methodology to review the findings. This would then form the basis for a new, thematic Action Plan, clear milestones and measurable, timed objectives, linking to the wider force

⁵ The Jay Inquiry interviewed over a 100 people either individually or in groups, while the Casey Inspection carried out over 200 meetings.

Child Sexual Exploitation plan, as well as the plans of each Local Safeguarding Children Board (LSCB)⁶.

and

[2] I recommend that you ask the Chief Constable to reconsider the resource allocation for the task of compiling and reviewing the Action Plan, and associated work.

Engagement with victims, survivors and their families

[3] I recommend that you review the existing arrangements for formal meetings between SYP and representatives of victims and survivors, including their families.

and

[4] I recommend that you research the operation of this scheme in Greater Manchester and consider, with the four LSCBs, whether this would also improve engagement with victims, survivors and their families.

Learning Lessons Reviews

[5] I recommend that you request the relevant LSCBs to commission 'Learning Lessons Reviews' after the conclusion of each major investigation, starting by making such a request to Rotherham LSCB now even though the conclusion of the recent trial in Sheffield Crown Court does not conclude *Operation Clover*. I also recommend that you press each LSCB to ensure that the views of victims, survivors and their families are central to each such review.

Intelligence gathering

[6] I recommend that you ask the Chief Constable to review these arrangements as a priority so that he can assure you that intelligence is handled promptly and appropriately. Such a review would seem to lend itself to being conducted by a neighbouring force or by the College of Policing.

Making full use of the knowledge and experience of recruits from other forces

[7] I recommend that you ask the Chief Constable to convene a standing 'New Voices' group, with revolving membership, both to capture first impressions and also to work as directed on specific short term projects. The Chief Constable should be asked to consider allocating the responsibility of meeting with this group to a member of the senior leadership team, thereby signifying the importance of such a group.

⁶ Local Safeguarding Children Boards were established in every local authority area in 2004 as a result of the enactment of the Children Act 2004. They bring together all the key agencies involved in safeguarding children and have a range of roles and functions, including scrutinising local arrangements for keeping children safe. The arrangements succeeded the previous Area Child Protection Committees.

Information and Communications Technology (ICT)

[8] I recommend that you monitor progress with this as a standing item at your Governance and Assurance Board⁷.

Investigation and supervision

[9] I recommend that you ask the Chief Constable to consider implementing a standard operating procedure for the investigation of child sexual exploitation and the management of intelligence related to it. A checklist for investigators and their supervisors could be developed to ensure a consistent approach is maintained across South Yorkshire.

Governance

[10] I recommend that you ask the Chief Constable to produce a clearly documented command structure for you, supported by reference to the LSCBs and any other stakeholder arrangements (including those for victim, survivor and family engagement, see previous recommendation) focusing on the strategic rather than operational response to child sexual exploitation.

The response to intelligence reports produced by Dr. Heal between 2003 and 2006

[11] I recommend that you keep under review the examination of the response to these reports so that you can be reassured that any further lessons from this are learnt.

John Drew

18th March 2016

⁷ The Governance and Assurance Board is the six-weekly meeting between Police and Crime Commissioner and key members of the Senior Leadership Group of SYP where he holds the Chief Constable to account for performance and delivery against the Police and Crime Plan.

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SUMMARY

**OF THE SOUTH YORKSHIRE POLICE AND CRIME
COMMISSIONER'S PROPOSAL TO CALL UPON
CHIEF CONSTABLE CROMPTON TO RESIGN OR
RETIRE UNDER SECTION 38, POLICE REFORM AND
SOCIAL RESPONSIBILITY ACT 2011**

**(THE SUBMISSION MADE BY THE POLICE AND
CRIME COMMISSIONER TO THE POLICE AND
CRIME PANEL'S SCRUTINY MEETING ON 16
SEPTEMBER 2016)**

Proposal under section 38, Police Reform and Social Responsibility Act 2011
in respect of Chief Constable David Crompton

Police and Crime Commissioner's Submission to the Police and Crime Panel
for the Scrutiny Meeting – 16th September 2016

1. I want to do two things as briefly as I can.
2. I want to explain why I suspended the Chief Constable on 27 April 2016, the day after the Hillsborough inquests concluded; and then I want to say why I have chosen to continue with that suspension until now, when I am asking for your recommendations.
3. But first I need to set matters in context.
4. The Hillsborough disaster happened 27 years ago. 96 people died, men, women and children.
5. The original inquest verdicts of accidental death were never accepted by the families who began a long and difficult campaign to have them overturned, all the while facing what Bishop James Jones called the '*patronising disposition of unaccountable power*'.
6. The turning point for the families was the establishment of the Hillsborough Independent Panel in 2010, which oversaw the disclosure of all the documents relating to Hillsborough. Their report was published in September 2012. It was very critical of South Yorkshire Police. Crucially it concluded that the behaviour of the football supporters did not contribute to the death of the 96.
7. On the day of publication, the Chief Constable, David Crompton, issued a full and unequivocal apology on behalf of the force. For the families, this was a very significant moment. It signified to them that the Chief Constable had accepted that fan behaviour was not to blame for the death of their loved ones, which, they believed, South Yorkshire Police had always thought.
8. The original inquest verdicts were then quashed and in March 2014 new inquests were opened in Warrington. They continued until April of this year – over 2 years.
9. I became Police and Crime Commissioner in November 2014, some six months into the inquests, and also in the wake of another huge issue for South Yorkshire Police, the scandal of child sexual exploitation in Rotherham.
10. The Hillsborough Inquests, along with CSE, were standing items on my fortnightly meetings with the Chief Constable. At those meetings the Chief Constable assured me that the purpose of his legal team at the inquests was to assist the Coroner in understanding the facts; that no questions were being asked that upset the bereaved families; and that the families made a distinction

between his legal team and those representing other officers, who had behaved more aggressively.

11. I had no reason to disbelieve any of this.... until March of this year, when I was told by the Chief Constable that lawyers for the families had made submissions to the Coroner about the conduct of his legal team – something that could not be made public at the time. Although the Coroner rejected the submissions, the fact that the families had made them, worried me. I therefore asked to meet the Chief Constable's lead barrister, Fiona Barton QC.
12. This meeting took place on 15th April. Ms. Barton told me that she *had* asked questions about the behaviour of supporters, but only five in two years and the only reason for putting them was to elucidate other facts. Ms. Barton also said that she was not viewed by the families in the same light as the legal teams representing other officers. She did, however, confirm that no written instructions had been given to her.
13. At the same meeting, the Chief Constable reiterated that his instructions to his legal team had been that they should do nothing that would go behind the findings of the Hillsborough Independent Panel or undermine the unequivocal apology he had then made. He didn't appear to see that this was contradicted by the submissions the families' lawyers had made to the Coroner. They were upset by the questioning and saw it as undermining the apologies previously made. Yet the Chief Constable seemed determined to justify the particular questions relating to fan behaviour.
14. This worried me because if the jury found that fan behaviour played no part in the deaths, any attempt to justify the questions publicly would invite immediate condemnation. The Chief Constable did not appear to grasp the gravity of the situation he was putting himself and the force in. It had the potential to seriously damage public trust and confidence in both him and the force.
15. In the days leading up to the verdicts I invited all the South Yorkshire MPs to a briefing on the inquests and had telephone conversations with those who couldn't come. They all said the situation was perilous for the force. Some said that links would be made between the behaviour of the force in Rotherham over CSE and at Orgreave in the miners' strike. All this was happening during the PCC and local council elections, and some elected members I met while canvassing said there would be public cynicism if no one was seen to take responsibility.
16. On the evening before the verdicts were announced I had a call from Jack Dromey MP, the Shadow minister for policing, who said that the view in Westminster in all parties was that the conduct of the Chief Constable's legal team had caused distress to the families, had prolonged the inquests and added to the costs.
17. By now I was very anxious indeed about how events would unfold and the consequences for South Yorkshire Police.
18. Let me come now to the day of the verdicts, April 26th.

19. Early that morning I went to see the Chief Constable. By this time I had reached the view that the situation for the force was as grave as it was at the time of the Jay Report, when public confidence was very badly shaken. I don't think the Chief Constable appreciated just what a storm was going to be unleashed. I asked him to think about one possible option, given that he was retiring anyway in November. This was to apologise on behalf of the force, take full responsibility and resign to make way for a new Chief and a new start. This way, I believed, the Chief Constable could show leadership and leave with some dignity. If he stayed in post, I was not persuaded that even a full apology would be enough to stop an unrelenting storm of criticism that would damage public trust and confidence.
20. The Chief Constable said he would not consider this as he had nothing to resign for.
21. The jury returned verdicts of unlawful killing and also found that the behaviour of football supporters did not cause or contribute in any way to the deaths of the 96.
22. Following the verdicts the Chief Constable went before the media and read out an apology, though took no questions. The media, however, remained encamped outside police headquarters.
23. The criticism of the force and the Chief Constable began immediately.
24. The families called for the Chief Constable to go. My office began to get emails to this effect. People I met that evening while canvassing said they were shocked at the behaviour of South Yorkshire Police at the inquests. Other critics called for accountability. The most dangerous aspect of the criticism was that too many were eliding the past conduct of the force and the present.
25. Andy Burnham MP issued a statement in which he said *'The current leadership of South Yorkshire Police needs to explain why it went back on its 2012 apology at this inquest, prolonging the agony for the families'*.
26. Late that afternoon the Chief Constable indicated that he wanted to make a second statement the following day answering Andy Burnham's question. I saw a copy of the statement in which the Chief Constable sought to justify his legal team's questions. I thought that any statement would be seen by the public as an attempt to justify behaviour that they had already concluded was wrong. My Chief Executive made it clear to the Deputy Chief Constable that in my view this second statement – especially the references to the opening of Gate C – would be very badly received by the public as well as the bereaved families. It would be unwise for the Chief Constable to put out any statement of this kind. This was communicated to the Chief Constable but he was adamant that he would make a statement.
27. The following day, April 27th, the Home Secretary and the Shadow Home Secretary were due to make statements in the House. The Chief Constable came to see me with a shortened version of the statement with references to the

gates taken out. I told him I could not advise him. I believe I had already made my views plain to the Chief Constable that there should be no second statement but he seemed determined to make one. To comment on the wording of a further statement would therefore undermine my message: that it should not be made. I also felt that, by now, the Chief Constable was seeking to draw me in to decision-making that was clearly his.

28. The Chief Constable issued the second statement just before the Home Secretary was due to speak in the House. It drew immediate and continuous criticism in the House and the media all day.

29. I don't know at what point the then Home Secretary was made aware of the statement. I am quite sure she was commenting on it directly when she said in answer to one question,

'I think everybody will be disappointed and indeed concerned by some of the remarks that have been made by South Yorkshire Police today. There was a very clear verdict yesterday in relation to the decisions that were taken by police officers and the action of police officers on 15th April 1989 and I would urge South Yorkshire Police force to recognise the verdicts of the jury. Yes, they must get on with day to day policing within their force area. But I think they do need to look at what happened, at what the verdicts have shown, recognise the truth and be willing to accept that.'

This caused me considerable alarm because it suggested that the then Home Secretary was losing faith in the force.

30. The reaction in Parliament was uniformly hostile. Jack Dromey MP immediately telephoned me to say that the Chief Constable's statement was 'a disaster'. My staff were telling me that criticism was starting to come in on social media and telephone calls were starting to come in. One of these calls I took. It was from [REDACTED] who told me he had lost a loved one at Hillsborough. He spoke about the pain caused to him personally by the conduct of the Chief Constable's barristers whom he felt had tried to discredit fans and blame others throughout the inquests.

31. Overall, by this time there had been serious criticism of the force and the Chief Constable and I was firmly of the view that this would not stop but rather intensify. Trust and confidence in South Yorkshire Police would be damaged with every hour that passed. At 2pm I went to see the Chief Constable and put it to him again that he should consider taking full responsibility and offer to resign for the good of the force so that a new beginning could be made under new leadership. I said I would acknowledge that and thank him. Otherwise I feared I would have to suspend him. He asked to be able to sleep on this and give an answer the following day but I said that events were moving too quickly. I asked for a reply by 3pm. Just before 3pm he came to my office with the Deputy Chief Constable and said that he was not prepared to resign. I therefore suspended him. He left the building shortly afterwards.

32. Later that evening I was with party members for some of the time. One said to me that the trouble with South Yorkshire Police was that no-one 'at the top' ever

took responsibility for anything. Their reaction to any issue was always to hide themselves away and hope that everything would blow over.

33. These then are the reasons why I suspended the Chief Constable.

34. First, I was quite sure that the criticism of the Chief Constable and the force would have continued and intensified if he had remained in post. This had started to impact on public trust and confidence and that would have continued without decisive action.

35. Second, the second statement made clear that the Chief Constable simply could not or would not see that the conduct of his legal team had caused distress to the families and that trying to justify the questioning simply added to that. This was insensitive and it damaged both the force and the Chief Constable himself. As long as he remained in post there was the constant danger that he would be drawn into making further such damaging and insensitive 'clarifications'.

36. Third, the second statement showed that the force had not learnt the lessons of past failures, but was still more concerned with its own reputation than harm done to victims. At a time when we are trying to persuade, for example, the victims of non-recent child sexual exploitation, to come forward, this sent out an extremely unhelpful message. This was the burden of many criticisms in the House, including the Home Secretary, and the media.

37. In the days that followed many people said they supported my action. Louise Haigh, MP for Sheffield Heeley, said it was 'absolutely right' because the actions of the present leadership had damaged trust and confidence. At a hustings meeting on BBC Radio Sheffield, all the PCC candidates agreed with the action taken. I am quite sure that if any of them felt the public mood was different from this, at least one of them would have distanced themselves from the decision. And, of course, I was emphatically re-elected a few days later in the PCC elections – an unequivocal democratic endorsement.

38. The then Home Secretary also welcomed – as she put it - my '*determination to take action*' in a speech she gave to all police and crime commissioners at an Association conference on 24 May.

39. Let me end with a couple of observations on the views of the Chief Inspector, since the Chief Constable in his submission essentially relies on these.

40. I read his comments on my proposal with great care as I am bound to do.

41. The main reason why I could not accept what he said was because I think he made little attempt to understand the context in which these issues were playing out here in South Yorkshire. Hillsborough is not the only time the force has failed victims or faced severe criticism. There was CSE and there was Orgreave. If there is to be an inquiry into Orgreave it is essential that the relationship between the campaign group and the force is better than that between the force and the Hillsborough families. But at the moment the Orgreave Truth and Justice Campaign group is so distrustful of the Force that they won't even meet with them directly. What happened at the Hillsborough inquests and after the

verdicts were announced, has seriously set back the possibility of a better relationship and this affects many ex-mining communities across the county.

42. I also want to address the Chief Inspector's views about the Chief Constable's second statement to the media. First, the Chief Inspector's interpretation of what the second statement said is incorrect. Most people understood the statement for what it was – an attempt to justify the force's legal team asking questions during the Inquests that turned attention again to the matter of the behaviour of Liverpool supporters.
43. Second, the Chief Inspector believes that it was reasonable to issue the second statement. I do not agree. There was no need for the Chief Constable to respond to the rhetorical demand of Andy Burnham MP for an explanation of the questions put by the legal team at the inquests. People in public office are asked questions all the time and sometimes it is not always wise to answer. Alternatively, if the Chief Constable felt he had to say something, he could have said he was sorry for any inappropriate questioning. But I do not think he did believe it was inappropriate. The Chief Constable had a choice whether or not to issue the second statement; but he made the wrong decision; which adversely affected the force. The fact that there may not have been "*one clearly correct course of action*", as the Chief Inspector puts it, does not render the error that was made any more acceptable. One critical part of the role of a Chief Constable is the exercise of good and prudent judgement.
44. Third, after the Chief Inspector wrote to me, I received the findings of the Peer Review of the force. The Panel will recall that this was very critical and pointed out failings in the Senior Command Team that had never been picked up by HM Inspectors. Yet the Chief Inspector suggested in his letter to me of the 15th June that, when assessing the position of the force, I should rely on his earlier reports. This did not give me much confidence. The Peer Review findings were a shock precisely because HMIC reports had not alerted us to the seriousness of the force's weaknesses at a strategic level. The Peer Review, therefore, played no part in my decision to suspend the Chief Constable but it does affect my view of the accuracy and timeliness of HMIC reports.
45. Finally, I found the Chief Inspector too dismissive of local opinion, including that of elected representatives. And I also rely on my day-to-day engagement with the people of South Yorkshire.
46. In **summary** then, I found the Chief Constable's determination to put out the second statement on the day after the inquests indicated only too clearly that South Yorkshire Police was still putting its own reputation first before considering victims and was still being too defensive in the face of criticism. Such a stance makes it difficult for an organisation to learn lessons, change its culture and move forward.
47. As I thought on April 27th and as the Peer Review has since made clear, South Yorkshire Police needs a new start under new leadership. That is why I maintain my proposal to call on the Chief Constable to retire or resign.

Appendix E

**South Yorkshire Police and Crime Panel
c/o Rotherham Town Hall,
Moorgate Street,
Rotherham
S60 2TH**



Dr. Alan Billings
South Yorkshire Police and Crime Commissioner
Office of the Police and Crime Commissioner
Carbrook House
Carbrook Hall Road
Sheffield
S9 2EH

Our Ref: PCP/CH/PCC	Direct Line: 01709 822477	Extension: 22477	Please Contact: James McLaughlin
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Dear Dr. Billings

Confirmation Hearing – Proposed Appointment of Stephen Watson

In accordance with Schedule 8 to the Police Reform and Social Responsibility Act 2011, I write to inform you of the South Yorkshire Police and Crime Panel's recommendation with regard to your proposed appointment of Mr Stephen Watson, currently Deputy Chief Constable of the Durham Police Force.

The confirmation hearing was held on Friday 8 July 2016 at Rotherham Town Hall. The following Panel Members were present:-

Councillors: Jackie Drayton, Robert Frost, Talib Hussain (Chair), Glyn Jones, Joe Otten, Mick Rooney and Stuart Sansome.

Independent Members: Alan Carter and Steve Chu.

You provided a brief overview of the recruitment process that had been undertaken in accordance with the requirements of the Act, and the Home Office and College of Policing guidance on Chief Officer appointments. As you noted, there were three applicants and Deputy Chief Constable Watson was the outstanding candidate.

Members of the Panel questioned Mr Watson in relation to his proposed appointment on the following areas:

- Change Management
- Child Sexual Exploitation and Safeguarding
- Ethics
- Key Challenges in South Yorkshire
- Local Authority Partnership Working
- Neighbourhood policing
- Relationship with the Police and Crime Panel
- Priorities
- Values

Having considered his responses to their questions and other information supplied by the PCC in accordance with the requirements of Schedule 8 to the Act, the Panel agreed unanimously that you should be recommended to proceed with Mr Watson's appointment. Panel members agreed that Mr Watson was an outstanding candidate and answered every question very well.

On behalf of the Panel, I would like to thank both you and Mr Watson for attending the confirmation hearing and wish Mr Watson well in carrying out his new role.

Your sincerely,

Talib Hussain

Councillor Talib Hussain
Chair of the South Yorkshire Police and Crime Panel

c.c. Stephen Watson & Erika Redfearn



Report to Safer and Stronger Communities Scrutiny & Policy Development Committee 20th October 2016

Report of: Policy and Improvement Officer

Subject: Written responses to public questions

Author of Report: Diane Owens, Policy and Improvement Officer
diane.owens@sheffield.gov.uk
 0114 273 5065

Summary:

This report provides the Committee with copies of written responses to public questions asked at the Committee's meeting on 22nd September 2016.

The written responses are included as part of the Committee's meeting papers as the way of placing the responses on the public record.

Type of item: The report author should tick the appropriate box

Reviewing of existing policy	
Informing the development of new policy	
Statutory consultation	
Performance / budget monitoring report	
Cabinet request for scrutiny	
Full Council request for scrutiny	
Community Assembly request for scrutiny	
Call-in of Cabinet decision	
Briefing paper for the Scrutiny Committee	
Other	X

The Scrutiny Committee is being asked to:

Note the report

Background Papers: None

Category of Report: OPEN

Safer & Stronger Communities Scrutiny & Policy Development Committee
Thursday 22nd September 2016 - Public Questions

Response to the public questions raised by Mr Alan Kewley from Sheffield for Democracy at the meeting held on Thursday 22nd September 2016.

Question 1

How does the Safer & Stronger Communities Scrutiny Committee scrutinise the work of the Police & Crime Panel, whose meetings are held in Rotherham?

The Police & Crime Panel

Police Crime Panels (PCP's) were established with the statutory function to scrutinise and hold to account the Police Crime Commissioners, who replaced the now abolished police authorities. A PCP has the power to scrutinise the activities of the Commissioner, this includes the ability to review the Police & Crime Plan and Annual Report. The PCP can also veto certain decisions, request PCC papers and call the PCC and Chief Constable to public hearings. The PCP also rules over any complaints made against the PCC. In south Yorkshire there is a Memorandum of Understanding between the Panel and the Police and Crime Commissioner.

The South Yorkshire PCP includes elected members from each district of South Yorkshire (Barnsley, Doncaster, Rotherham and Sheffield) plus two co-opted independent members, making twelve panel members in total. Sheffield Council has four places on the PCP and one of the Sheffield representatives, Cllr Talib Hussain has been appointed Chair of the Panel for the 2016-17 municipal year.

In terms of the running of the PCP, local authorities need to choose a lead authority to hold central funding and provide scrutiny support, for South Yorkshire the appointed host authority is Rotherham Metropolitan Borough Council.

Impact of the Police Reform and Social Responsibility Act 2011

The Police Reform and Social Responsibility Act 2011 did not change the legal remit of local authority Crime and Disorder Scrutiny Committees; but it confirmed that they do not have the power to directly scrutinise the Police and Crime Commissioner because the appointed individual would not be a 'responsible authority' on the Community Safety Partnership. Under previous arrangements the Scrutiny Committees could scrutinise the South Yorkshire Police Authority. The South Yorkshire PCP will therefore carry out part of the role previously exercised by Local Crime and Disorder Scrutiny Committees.

Joint Working Protocol

There is a Joint Working Protocol between the South Yorkshire PCP and the four South Yorkshire Crime and Disorder Scrutiny Committees (Sheffield, Barnsley, Doncaster and Rotherham). In Sheffield the Safer and Stronger Communities Scrutiny Committee fulfils the role of the statutory Crime and Disorder Scrutiny Committee.

The Joint Working Protocol outlines the relationship between the South Yorkshire PCP and the four South Yorkshire Local Crime and Disorder Scrutiny Committees to enable sharing of information and work programmes. Should any serious concerns arise during the year the Protocol includes provisions for the PCP to invite one or more Crime and Disorder Scrutiny Committees Chairs to attend PCP meetings to provide input regarding an issue. The Crime and Disorder Scrutiny Committee Chairs can also request that items be put on the PCP agenda.

Safer & Stronger Communities Scrutiny Committee Work Programme

The Safer & Stronger Communities Scrutiny Committee plan to request updates on the work of the South Yorkshire Police and Crime Panel during the 2016-17 municipal year. These updates have been added to the Committee's Work Programme for its next meeting on 20th October 2016 and also 6th April 2017. The Committee may also choose to invite one or more of the Sheffield PCP representatives to attend a future meeting.

Response provided by: Diane Owens, Policy & Improvement Officer

Question 2

What action will SCC be taking in conjunction with the Police to re-establish some form of community based meetings?

From 3rd October 2016 Sheffield City Council and South Yorkshire Police have formed the Partnership Community Safety Team and closer working relations will be formed between Sheffield City Council and South Yorkshire Police at a strategic as well as operational level.

South Yorkshire Police are currently considering their community engagement structures and Sheffield City Council will follow their lead and support/work with them to find the best solution, bearing in mind the significant reduction in resources.

Response provided by: Maxine Stavrianakos, Head of Neighbourhood Intervention & Tenant Support

Question 3

Will the Safer & Stronger Communities Scrutiny Committee be undertaking a scrutiny exercise into the role and responsibility of the Safer and Sustainable Communities Partnership?

The Safer & Stronger Communities Scrutiny Committee has allocated its February meeting to look at the work of the Safer and Sustainable Communities Partnership; this meeting will take place on Thursday 16th February 2017, 4-7pm and will be open to the public. The exact focus of this scrutiny session has not yet been finalised.

Response provided by: Diane Owens, Policy & Improvement Officer

Responses sent by email on Friday 7th October

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