



West Yorkshire
Police Authority
Annual Report
1997 - 1998

Contents

| | Page No. |
|---------------------------------------|----------|
| Chairman's Foreword | 1 |
| Police Authority Members | 2 |
| Community Consultation | 3 |
| Policing Plan 1997/98 | 4 |
| Assessment of the Policing Plan | 5 |
| Other Information about the Authority | 13 |
| Finances | 15 |

I am privileged to write the foreword to this, the third Annual Report of West Yorkshire Police Authority, having been appointed its Chairman in June 1997. My predecessor Councillor Tom Brennan decided not to seek further appointment after completing seven years as Chairman of the Authority and the former Authority.

This has been a year of change for both West Yorkshire Police Authority and the Force. Keith Hellowell retired as Chief Constable on 5 January 1998, after 36 years of police service, and took up a new appointment as the Government's first UK Anti-Drugs Co-ordinator. He had been Chief Constable of West Yorkshire since February 1993.

The Authority appointed as his successor, Graham Moore, who took up his appointment on 9 March 1998, joining us from Cambridgeshire Constabulary where he was Deputy Chief Constable. He impressed us with his experience and obvious ability and we are pleased to have been able to secure his services for West Yorkshire.

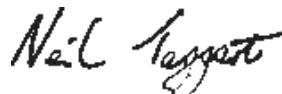
An earlier change to the Command Team occurred when Paul Garvin was appointed Assistant Chief Constable, joining West Yorkshire Police on 24 May 1997 from Cleveland Constabulary. He replaced Bill Hughes who had been promoted to Deputy Chief Constable of Hertfordshire Constabulary.

Under the successful stewardship of Tom Brennan and Keith Hellowell significant advances were made in the policing of the county. Graham Moore and the Authority are committed to building on that success. We start from a position of excellence: the Force has met or exceeded most of the targets we set in the annual Policing Plan and has achieved a 6.7 per cent reduction in the total recorded crime.

The Authority's overarching priority is to direct police resources and services towards improving community safety. People want to feel safe both in their homes and on their streets. That is why the Authority specifically set aside £1.7m for Community Safety Partnership Initiatives aimed at reducing crime in the county. Some of that money was spent during 1997/98, the remainder will be spent during 1998/99.

The primary function of the Authority is to secure an efficient and effective police force. This is achieved by approving an annual Policing Plan and monitoring performance against the Plan. This report includes an assessment of performance against the 1997/98 Policing Plan.

Our thanks go to the Clerk, Roger Mather, the Treasurer, Martin Pullan, the Solicitor, Jim Holt and their staff for continuing to ensure the Authority's success. Also, to the Chief Constable and officers and support staff of West Yorkshire Police for their efforts to meet the demanding targets which we continue to set in our Policing Plans.



Neil Taggart
Chairman
Town Hall
Wakefield
WF1 2HQ

MEMBERSHIP OF WEST YORKSHIRE POLICE AUTHORITY
1997 - 1998

CHAIRMAN: Councillor Neil Taggart

DEPUTY CHAIRMAN: Melvyn Smith

Councillors

Ralph Berry (Bradford - Labour)

Ruth Billheimer (Bradford - Labour)

Thomas Brennan (Wakefield - Labour)

Colin Campbell (Leeds - Lib Dem)

Lorna Cohen (Leeds - Labour)

Colin Fretwell (Kirklees - Conservative)

Christine McCafferty (Calderdale - Labour
1 April to 16 May 1997)

Mohammed Najib (Calderdale - Labour
from 16 May 1997)

Mohan Singh Sokhal (Kirklees - Labour)

Neil Taggart (Leeds - Labour)

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Independents

John Harris

John Horn OBE

Dr Miranda Hughes

Martin Millgate

Kuppammal Partha Sarathy

Magistrates

James Cranswick BEM

Colin Grimshaw MBE

Melvyn Smith

An important responsibility of the Police Authority is to consult people about local policing issues and keep them informed about how the police performed against the targets set in annual policing plans. During 1997/8, its third year in office, the Police Authority continued to fulfill its duty of community consultation principally through the 29 Police Community Forums. However, the Authority recognised that a number of groups, among them young people and members of the lesbian and gay communities, were not being reached by the present consultation arrangements.

The Chairman of the Authority's Community Consultation Working Party, John Horn, wrote to the Heads of all secondary schools in the county enclosing the 1997/8 Policing Plan, a previous Annual Report of the Authority, together with a leaflet about the Authority's consultation procedures, with a view to consulting young people in schools. Some responded positively and the Authority arranged a small number of seminars in schools and colleges in the Wakefield and Kirklees districts. Due to their success and the interest of young people in how their communities are policed, the Authority plans to hold additional seminars for them in the future.

These seminars have also been supplemented by the work of individual Police Authority Members who contacted and spoke to individual young people, feeding back their views for consideration for the Authority's Policing Plan.

The Authority is supporting a policing initiative which involves consultation with representatives from Yorkshire Mesmac, Gay Press, Bisexual Groups, Local Authorities and Health Authorities. The initiative, which is working well, is aimed at improving relationships between the police and lesbian, gay, bisexual and transgender groups and encouraging people from these groups to report attacks on them to the police.

Importantly the Authority has begun to consider its future role in community safety and consultation after the enactment of the Crime and Disorder Bill. It was agreed with the Chief Constable that the whole issue of community safety should be discussed on a county-wide basis before any arrangements were put into place.

More clarity was yet required about the role of Police Authorities in the proposals in the Crime and Disorder Bill, but there was an opportunity to consider afresh its whole procedures rather than just "bolting on" to existing structures.

The Authority believes consultation is an ongoing process and that there is no particular starting or end point. Debate informs policy even if concrete action is not necessary on every issue raised. Consultation is important if only to increase people's awareness of the Policing Plan, the Police Authority itself and community safety issues.

The third Policing Plan published by the Authority was developed through consultation between Members of the Authority, members of the Force and local people. It represented a shared understanding and agreement between the Authority and the Chief Constable of the priorities, objectives and targets for policing the county.

Before preparing the Plan, the Authority consulted the public in a number of ways:-

- at Police Community Forums which it operates throughout West Yorkshire;
- at seminars held in each of the districts that make up the county: Bradford, Calderdale, Kirklees, Leeds and Wakefield;
- by undertaking a public attitude survey jointly with the Force.

The priorities were as follows:-

**COMBATING THE
DRUGS PROBLEM**

**INCREASING
COMMUNITY SAFETY**

**TACKLING PRIORITY
CRIME**

**CREATING A MORE
EFFECTIVE WORKING
RELATIONSHIP WITH THE
PUBLIC**

1. Combating the Drugs Problem

The extent of the link between drugs and crime is difficult to measure, but it is accepted that a substantial proportion of crime is committed in order to fund a drugs habit. As

a consequence, dealing effectively with the drugs problem has continued to be a priority. The number of arrests for drug offences has increased by almost 12 per cent.

| Objective | Target | Achievement |
|---|--|--|
| <p>1.1 To enforce drugs legislation and thereby reduce the incidence of drug related crime.</p> | <p>To improve the number of arrests and disposals per 1,000 population for drug dealing under the Misuse of Drugs Act 1971.</p> <p>To improve the number of arrests per 1,000 population for all drugs offences.</p> | <p>There were 1,598 arrests, 143 below the target set the previous year. Arrests in 1996/97 were boosted by a centrally co-ordinated operation against street dealers, which it was not possible to repeat in 1997/98.</p> <p>The target was exceeded. A total of 6,972 arrests were made, an increase of almost 12 per cent above the target. Arrests for drug offences averaged over 580 a month during the year and now stand at record levels.</p> |

1. Combating the Drugs Problem continued

| Objective | Target | Achievement |
|---|--|---|
| <p>1.2 To work with other agencies to pursue an effective drugs strategy.</p> | <p>By 31 March 1998, to have reviewed the effectiveness of inter-agency partnerships following an audit of the extent and nature of schemes involving the police.</p> <p>To make specialist police officers available to support the work of the Drug Action Teams and enhance drugs awareness training.</p> | <p>This target has been met. A new co-ordination body, the Drugs Strategy Steering Group, has been established to monitor drugs strategy, identify and disseminate good practice, ensure a consistent approach to drugs related issues and advise on the operation of the strategy. This group will regularly consider the effectiveness of inter-agency partnerships across the districts.</p> <p>The target has been met. Drug Squad officers have been working with Drug Action Teams to supply information and statistics on trends and offending patterns. Additionally a new Drugs Awareness Course has been introduced for officers attached to proactive drug units and systems have been put in place to improve information, assistance and advice on drugs issues.</p> |

2. Tackling Priority Crime

There is general agreement that violent crime and house burglary should be given the highest priority, because they have the greatest impact on victims. In both cases,

the Force has been successful in driving down the level of crime and increasing the number of detections.

| Objective | Target | Achievement |
|--|--|--|
| 2.1 To reduce the number of violent crimes committed in West Yorkshire. | To reduce the level of violent crime below 13,107. | The target was exceeded. There were 12,752 crimes of violence, 355 or 3 per cent below the previous year. |
| 2.2 To maintain and if possible increase the number of detections for violent crime. | To improve the number of detections for violent crime above 181 per 100 officers. | This target has been met, with 182 crimes of violence cleared up for every 100 officers. The detection rate for violent crime was 73.7%, an increase of 1.7 per cent on the previous year. |
| 2.3 To reduce the number of house burglaries. | <p>To reduce the rate of burglary per 1,000 dwellings below 51.6.</p> <p>To improve detections for burglary dwelling above 239 per 100 officers.</p> | <p>The target was exceeded, down to 42.5 burglaries per 1,000 dwellings. Month on month reductions have been recorded for over two years, bringing the annual burglary total down from a peak of almost 56,000 a year at the start of 1996 to nearer 36,923 by March 1998.</p> <p>Performance was above the target at 245. The overall detection rate for the year was 34.2 per cent, compared with 28.2 per cent for 1996/97.</p> |

3. Increasing Community Safety

Successful crime prevention measures and a significant visible police presence can both contribute towards an increased feeling of safety within and outside the home.

| Objective | Target | Achievement |
|--|---|--|
| <p>3.1 To work with other agencies to identify and apply community safety measures.</p> | <p>By March 1998, to have entered into discussion with District Councils, business and other agencies with a view to developing local community safety strategies.</p> <p>To work with District Councils to increase the use of automatic speed and red light detection cameras in order to reduce the incidence of injury road accidents at monitored sites.</p> | <p>Area Community Safety Co-ordinators in each of the five districts are assisting in the development and delivery of local community safety strategies.</p> <p>The target has been met. There are now seven red light detection camera sites in the county and a further nine speed detection camera sites in Leeds.</p> |
| <p>3.2 To support a variety of policing methods which aim to improve the quality of life in the community.</p> | <p>By 31 March 1998, all Divisions to have devised and implemented local policing strategies which directly address local problems, e.g. car crime.</p> <p>Where practicable, road-side breath testing of drivers to be administered at the scene of all injury road accidents.</p> | <p>There were 5,000 fewer vehicle crimes recorded compared with 1996/97, a 6 per cent fall. Other initiatives tackled local problems of crime and disorder, commercial crime, and provided support to vulnerable groups such as the elderly and students.</p> <p>Performance continues to improve; breath tests were administered at almost 95 per cent of accident scenes, an increase of almost 7 per cent on the previous year.</p> |

| Objective | Target | Achievement |
|--|--|---|
| <p>3.3 To provide high visibility policing so as to reassure the public.</p> | <p>To improve the percentage of public satisfaction with the perceived level of foot and mobile patrols above the 1996/97 level.</p> | <p>There has been a small but positive shift in the level of satisfaction, up to 41.1 per cent from just below 40 per cent.</p> |
| <p>3.4 To introduce and evaluate further measures that identify and respond to the needs of repeat victims of crime.</p> | <p>By 31 March 1998, to have developed and implemented a repeat victimisation strategy within which Divisions can continue to introduce appropriate local schemes.</p> | <p>Each Division has developed and introduced a local strategy in line with the Force Repeat Victimisation Strategy, which has twin goals of identifying the potential for repeat victimisation and then intervening to prevent it. Performance is being monitored and evaluated.</p> |
| <p>3.5 To assist in the development of social initiatives aimed at diverting people from crime.</p> | <p>By 31 March 1998, to audit schemes currently in operation and promote successful initiatives throughout the Force.</p> | <p>Divisions have supported a number of innovative schemes to engage young people and divert them from criminal or anti-social activity. Some, such as Reach Out, Lifestyle and Global Rock Challenge, have been highly successful cross-divisional projects which have now been promoted forcewide. Others provide opportunities to take part in sporting activities, motor schemes, musical events or environmental projects.</p> |

Assessment of the Policing Plan

4. Creating a More Effective Working Relationship with the Public

This priority focuses on improving the quality and effectiveness of communications between the police and the public.

| Objective | Target | Achievement |
|--|---|---|
| 4.1 To improve relations with the public, and particularly young people. | <p>By 31 March 1998, to have taken steps to extend opportunities to receive and respond to criticism.</p> <p>To ensure that, by 31 March 1998, every Division has in place procedures whereby police officers regularly engage with a cross-section of young people in constructive discussion.</p> | <p>Divisions are exploring various ways of encouraging feedback from the public, including local surveys, a system to record and monitor satisfaction and dissatisfaction, a schools suggestion scheme, and the use of local radio broadcasts.</p> <p>New Youth Forums have been set up, 'Drop In' centres have been opened in some schools, and focus and residential groups have been arranged to ascertain young people's perception of crime and its effects.</p> |
| 4.2 To ensure the percentage of regular police officers, special constables and support staff from minority ethnic communities more closely reflects the population of West Yorkshire. | To increase the number and retention of regular police officers, special constables and support staff from minority ethnic communities above the 1996/97 levels. | The target has been met. Of 264 probationer constables joining the Force this year, 15 are from minority ethnic backgrounds. This represents 5.7 per cent of recruitment, which is just in line with minority ethnic representation within the economically active population and brings their representation within the regular strength to 2.5 per cent. In the Special Constabulary, 7 per cent of officers are from minority ethnic backgrounds. |

| Objective | Target | Achievement |
|---|--|---|
| <p>4.3 To maintain a high rate of reporting of racial incidents.</p> | <p>To maintain the number of racial incident reports received at or above 623.</p> | <p>The target was exceeded with a total of 644 racial incidents being reported.</p> |
| <p>4.4 To ensure a high level of satisfaction with police services.</p> | <p>To improve satisfaction levels for victims of house burglary, assault, injury road accidents and racial incidents, as well as for 999 callers and visitors to police stations.</p> <p>By 31 March 1998, to have developed a set of performance standards.</p> | <p>Satisfaction rates are as follows, the figure in brackets is for last year: Burglary 91.5 per cent (87 per cent); Assault 75.4 per cent (76.9 per cent); Injury Accidents 92 per cent (90 per cent); Racial Incidents 75 per cent (75 per cent); 999 Callers 85.2 per cent (77.6 per cent); Front Counter 80 per cent (76.5 per cent).</p> <p>A document, Your Service Our Standards, has been printed and is due for publication and implementation.</p> |
| <p>4.5 To respond promptly to emergency calls from the public.</p> | <p>To answer 85 per cent of all 999 calls within 15 seconds.</p> <p>To arrive at 90 per cent of all incidents graded 'immediate' within 15 minutes.</p> | <p>Performance continues to improve and exceeds the target at 89.2 per cent. This is despite a 3 per cent increase in the number of 999 calls received.</p> <p>Although more calls are now being graded as 'immediate', performance is above the target at 94.1 per cent.</p> |

4. Creating a More Effective Working Relationship with the Public continued

| Objective | Target | Achievement |
|--|---|---|
| <p>4.6 To deal with non emergency calls promptly and efficiently.</p> | <p>To answer 85 per cent of calls to the Central Call Bureau within 15 seconds.</p> <p>To arrive at 85 per cent of 'non-immediate' incidents within the planned time.</p> | <p>77.5 per cent were answered within the target time. Towards the end of the year, performance was generally above the target, but the improvement came too late to enable the Force to meet the target for the year as a whole.</p> <p>Difficulties in measurement mean that the figure of 76.5 per cent of incidents attended within the planned time is unreliable. From December onwards, when these difficulties were overcome, the figures show officers attending over 90 per cent of incidents within the agreed time.</p> |
| <p>4.7 To keep service users informed of progress by improving the information supplied about police actions and outcomes.</p> | <p>To increase the percentage of service users indicating satisfaction with the way they are kept informed about the progress of a reported incident.</p> | <p>Surveys show that the extent to which particular groups are kept informed is varied, from 64 per cent of those involved in road accidents, through 61 per cent of violent crime victims, to 37 per cent of burglary victims. These percentages exceed those of the previous year.</p> |

Audit and Performance

The Audit and Performance Committee, comprising all 17 Members of the Authority was chaired by the Deputy Chairman, Melvyn Smith JP.

The Committee's responsibilities include: ensuring value for money; overseeing internal audit through the Treasurer; receiving reports from the District Auditor about financial affairs; and monitoring performance reports from the Chief Constable against the targets set in the Policing Plan.

The Force and Authority budgets were monitored continuously throughout the year.

Other matters considered were:

- the District Auditor's Draft Plan for 1996/97 and for 1997/98;
- the Treasurer's internal audit function;
- Citizen's Charter indicators of police performance;
- Audit Commission - Annual Report on Police Audits 1995/96;
- Audit on police patrols;
- HMIC revised method for the comparison of Force performance;
- Year 2000 computer compliance issues.

The Committee also considered monitoring information about the Authority's Community Safety Fund, which was established specifically to direct money towards improving community safety. The Authority recognise that people want to feel safe both in their homes and on their streets and consequently launched the Fund to support partnership initiatives aimed at reducing crime in the county. Initial monitoring of the 35 schemes which had commenced in the Autumn of 1997 showed some slippage had occurred. However, Members considered this to be inevitable and believed future monitoring reports would give a better evaluation of the work which was being undertaken by each scheme.

Most of the schemes would extend over the two financial years 1997/98 and 1998/99. The actual spend within 1997/98 was £1,020,438 together with the amount of £677,628 which will fall into 1998/99.

Members of the Committee noted that changes were to be introduced by the Home Office on 1 April 1998 to the way in which crime is counted. These changes will cause the recorded crime total to rise significantly, as new offences are included and existing offences are counted differently. This will make it more difficult to monitor crime levels in the coming year and identify whether the underlying crime trend is still downwards.

Complaints and Discipline

The Authority is statutorily required to monitor complaints made by the public about West Yorkshire Police officers. This is carried out through the Complaints Committee which was chaired by Councillor Ruth Billheimer.

To enable the Authority to fully carry out its duty, the Committee was given unrestricted access by the Chief Constable to the Complaints Register and at meetings considered comprehensive management information.

The Committee received a presentation by Mr Peter Moorhouse, the Chairman of the Police Complaints Authority, and Miss Whyte, a member of the Authority, about the role, work and responsibilities of the Complaints Authority. The presentation was concluded with a question and answer session involving all members of the Committee.

Lay Visitors Scheme

The Lay Visitors Scheme monitors the conditions of people being held in police custody and ensures they are being properly treated. It is completely independent of the police service. This independent monitoring is well accepted in West Yorkshire and is seen as an expression of an open and accountable police service. The Scheme exists to increase public confidence in policing and is an important part of the relationship between the police and the community.

Other Information about the Authority

Lay visitors can go unannounced into the 25 police stations with custody facilities to talk privately with detainees about their treatment and conditions. They are concerned with the welfare of individuals and cannot give advice or take up complaints made against police officers. There is a separate procedure for this. The Lay Visitor checks the rights of the detainee are being upheld under the provisions of the Police and Criminal Evidence Act (PACE) 1984 and that the general condition of the Custody Suite is satisfactory.

On 1 April 1997 the Police Authority appointed 35 local people to undertake the role of Lay Visitor for a three year period ending on 31 March 2000. These Lay Visitors were in addition to the 12 Members of the Police Authority who served as Lay Visitors during 1997/98. For the first time the Police Authority invited people by public advert and interview to become Lay Visitors. The Authority was extremely pleased with the outcome as, more than ever before, those appointed were a reflection of the county's population in terms of age, gender and ethnicity.

The Lay Visitors attended a one day training seminar, which incorporated a brand new method of training.

The Authority holds regular seminars which bring together Police Authority Member Lay Visitors and Lay Visitors appointed from the community, to exchange experiences and seek advice.

After each visit, Lay Visitors make a report to raise any matters of concern, as well as to note good practice of custody staff. Copies go to the Divisional Superintendent and to the Clerk to the Police Authority. Where possible, issues are dealt with immediately by custody staff, but if further action is required, this is taken up by the Lay Visitor's Administrator in the Clerk's Office. In addition to comments about detainees, visitors have expressed concern about the working conditions of police officers in custody suites and about the high throughput of detainees in police stations with limited facilities.

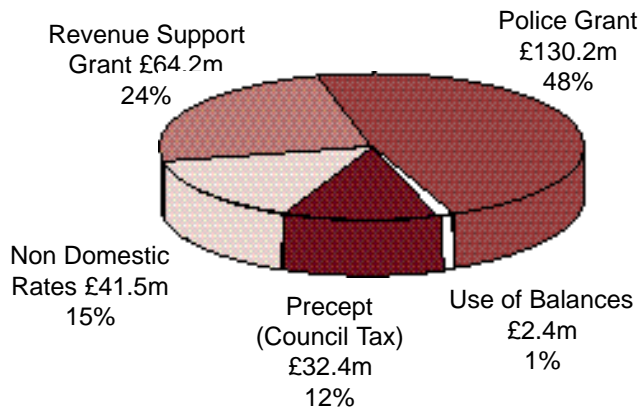
Lay Visits to Police Stations 1997/98

- Total number of visits undertaken **711**
(52% increase compared with previous year)
- Total number of persons in custody when the visits took place **2,820**
- Total number of persons seen by Lay Visitors **1,225**
(43%)
- Welfare issues raised and resolved immediately **159**
- Welfare issues requiring a response from the Clerk **48**

Revenue Funding

The Authority’s spending is financed from a number of sources. These include police grant, revenue support grant and non-domestic rates, with the balance raised from the council tax by precepting on the five district councils of West Yorkshire.

The Authority planned to spend £270.7 million in 1997/98, including a minimum of £1.5 million for Community Safety Partnerships. This required a withdrawal from balances of £2.4 million and a council tax increase of £7.89 per annum for a Band D property, taking it to £53.17.

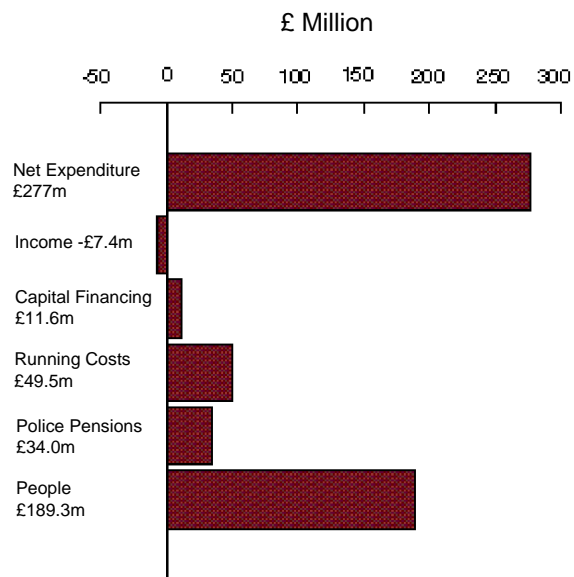


Revenue Expenditure

The Authority's actual expenditure in 1997/98 was £277 million, as a result of the carry forward of £3.6 million of revenue funding for capital expenditure from 1996/97, and other in year budget variances.

People continue to account for the vast majority of the Authority's expenditure, with 68% of the budget spent on serving police officers and civilian support staff, and 12% on pensions for retired police officers.

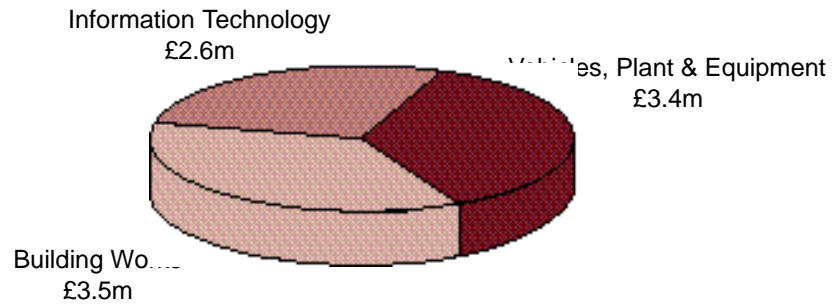
An Analysis of the Actual Expenditure in 1997/98 is as follows:



Capital Expenditure

The capital programme includes new building, improvements to existing property and the acquisition of information technology, vehicles and equipment. Actual capital spending in 1997/98 was £9.5 million, financed by borrowing, government grant, revenue and proceeds of asset sales.

Expenditure



Financing

