



West Yorkshire
Police Authority
Annual Report
1998 - 1999

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In writing the Foreword to this, the fourth Annual Report of the West Yorkshire Police Authority, I am reminded that in last year's report I said the Authority and the new Chief Constable Graham Moore were committed to building on the success of past performance. This has been at the forefront of policing efforts throughout the year.

One of the problems facing the Authority has been the difficulty in measuring this year's performance against previous years because of changes in Home Office crime recording procedures, which came into effect on 1 April 1998 and which widened the definition of recorded crime. I give a simple example to illustrate the point. Previously the theft of a chequebook was regarded as one crime. Under the new rules every time a cheque from the book is used it counts as a crime. Total recorded crime in 1998/99 has increased by 12.7 per cent, the majority of this resulting from the changed rules. Just over one per cent, however, cannot be accounted for in this way and so it appears that there may be a very slight upward trend.

Not all recorded crime increases are unwelcome. Some arise from short term success in tackling a particular offence. This results in rising crime figures as more of these offences are uncovered and, in some cases, there is greater encouragement to victims to report them. Closer examination of the figures for crimes of violence, for instance, show that at least a third of the 'net' increase in violent assaults is attributable to the tougher approach being taken against perpetrators of domestic violence.

One of the most significant events of the year has been the Macpherson Inquiry into the death of Stephen Lawrence to which the Authority gave evidence when the Inquiry team came to Bradford. We as an Authority are committed to learning from mistakes of the past. We shall continue to work with the Chief Constable to maintain and build confidence with the county's minority ethnic communities and demonstrate fairness in every aspect of policing.

This has been another year of change for both the Police Authority and the Force. Changes in the Force Command Team resulted from Assistant Chief Constable Greg Wilkinson leaving to become Head of Foundation Training, a part of National Police Training, and the promotion to Chief Constable of Merseyside Police of Assistant Chief Constable Norman Bettison. New members promoted into the team are Phillip Brear from the Lancashire Constabulary and Steve Smith, a Superintendent with West Yorkshire Police.

John Harris, Miranda Hughes and Martin Millgate ceased to be Independent Members of the Authority at the end of March. They were succeeded by Alan Baker, Barbara Temple and Sarah Wilson. Jim Cranswick retired as a Magistrate Member of the Authority at the same time, to be replaced by Alan Mills. All the appointments are for four years ending on 31 March 2003.

The Authority moved from Wakefield Town Hall - its base for the last three years - to new premises at 6/8 Bond Terrace, Wakefield. The three storey Grade II listed building dates from 1840 and for the first time enables the Police Authority's own staff to work together under the same roof. New high-tech computer equipment has been installed to take the Authority's administration systems into the 21st Century. The building includes a Chairman's office, a Conference Room, a meeting room and improved facilities for Authority Members. The new accommodation is a good investment, providing value for money.

Jim Cranswick officially opened the new premises on 22 March in recognition of his dedicated service to successive Police Authorities during the last 26 years - a record of achievement unlikely to be repeated. Jim joined the Police Authority as a Magistrate Member and throughout his service he became well known locally and nationally. He received the BEM in the New Year's Honours List in 1985 for his services to the local community.

The primary function of the Authority continues to be to secure an efficient and effective Police Force. This we achieve by approving an annual Policing Plan and monitoring performance against the Plan. This Report includes an assessment of police performance against the 1998/99 Policing Plan.

Finally, thanks go to the Acting Clerk, John Glover, the Treasurer, Martin Pullan, the Solicitor, Jim Holt and their staff for continuing to ensure the Authority's success. Also to the Chief Constable, officers and support staff of West Yorkshire Police for their efforts to continuously improve the service they give to the public.



Councillor Neil Taggart
Chairman
6/8 Bond Terrace
Wakefield
WF1 2HW

MEMBERSHIP OF WEST YORKSHIRE POLICE AUTHORITY
1998 - 1999

CHAIRMAN: Councillor Neil Taggart

DEPUTY CHAIRMAN: Melvyn Smith

Councillors

Ralph Berry (Bradford - Labour)
 until 29 May 1998

Ruth Billheimer (Bradford - Labour)
 until 11 May 1998

Thomas Brennan (Wakefield - Labour)

Christine Brett (Leeds - Lib Dem)
 with effect from 29 May 1998

Colin Campbell (Leeds - Lib Dem)
 until 11 May 1998

Lorna Cohen (Leeds - Labour)

Colin Fretwell (Kirklees - Conservative)

Andrew Mudd (Bradford - Labour)
 with effect from 29 May 1998

Mohammed Najib (Calderdale - Labour)

Mohan Singh Sokhal (Kirklees - Labour)

Neil Taggart (Leeds - Labour)

Gillian Whitfield (Bradford - Labour)
 with effect from 29 May 1998

Independents

John Harris

John Horn OBE

Dr Miranda Hughes

Martin Millgate

Kuppammal Partha Sarathy

Magistrates

James Cranswick BEM

Colin Grimshaw MBE

Melvyn Smith

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Community consultation remains an important responsibility of the Police Authority. The Authority recognises that informing the public on how the police performed against targets set in the annual Policing Plan is vital to the consultation process, as is the opportunity for the public to influence the content of future plans. During 1998/99 the Police Authority continued to fulfill its duty of community consultation principally through the 29 Police Community Forums.

However, the usual consultation arrangements do not necessarily reach a number of specific groups such as minority ethnic communities, young people, lesbian and gay communities and women's groups. In order to address this, the Authority has taken steps to ensure that views are obtained by adopting other approaches:

- the Authority is involved with a police initiative aimed at young people in high schools in the Pudsey Division. Notice boards have been provided for each school to give information about policing. Police Authority Members have met with student councils to discuss what young people think about policing and the issues important to them.
- support is given to a police initiative which provides an opportunity for consultation with representatives from Yorkshire MESMAC (Gay Men's Sexual Health Agency), Gay Press, Bisexual and Transgender groups, and local health authorities. The initiative, now in its second year, has gone from strength to strength and has provided genuine interaction between police and the groups involved.
- the Authority has consulted Women's Groups separately this year, undertaking seminars to address policing issues of concern. Authority Members also met groups on an individual basis.
- the newly established Bradford and District Minority Ethnic Communities/Police Liaison Committee has been supported by the Authority. This is a multi-cultural group from whom, in addition to their other invaluable work, the Authority has been able to seek views.

The 29 Police Community Forums, which are held throughout the county continue to generate support from local communities. Whilst attendance at some meetings is disappointing, many forums are well supported and the discussions often very lively. The Authority recognises that Forums cannot be the only mechanism for communicating with people, but values the genuine interest in the policing of their local communities that is shown by members of the public who attend Forums.

With the enactment of the Crime and Disorder legislation the Authority is in the process of reviewing its consultation strategy, in association with the five District Community Safety Partnerships. It has established a Consultation Committee consisting of its five representatives on the Partnerships. However, the Authority continues to support the need for county-wide consultation to remain in place.

The fourth 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.

In preparing the Plan, the Authority obtained the views of the public in a number of ways:-

- at Police Community Forums which it operates throughout West Yorkshire;
- at two seminars held for young people in Wakefield;
- by analysing the results of public surveys undertaken by the Force which target people from a range of backgrounds, with different experiences of police contact.

The four priorities in the 1998/99 Plan were as follows:-

**COMBATING THE
DRUGS PROBLEM**

**WORKING IN
PARTNERSHIP**

**TACKLING PRIORITY
CRIME**

**CREATING A MORE
EFFECTIVE WORKING
RELATIONSHIP WITH THE
PUBLIC, PARTICULARLY WITH
YOUNG PEOPLE**

1. Combating the Drugs Problem

Enforcement is one element of the West Yorkshire Police drugs strategy, diversion from drugs is another. It is increasingly difficult to successfully arrest and prosecute drug dealers. Many are handling high volume small deals, in amounts that they can argue are for personal

use, to avoid being found in possession of large quantities of drugs. In an effort to tackle the problems associated with drug users a number of innovative and high profile drugs arrest referral schemes continue to be trialled throughout county.

Objective	Target	Achievement
<p>1.1 To enforce drugs legislation and thereby reduce the incidence of drug related crime.</p> <p>1.2 To extend, develop and evaluate the success of offender-focused schemes designed to reduce drug-related offending.</p>	<p>To increase arrests and disposals for drug dealing above 1,598.</p> <p>By March 1999, to have established a system to monitor schemes designed to reduce drug-related offending and promote those schemes that are considered effective.</p>	<p>The target was met. There were 1,599 arrests, more than a third of them for dealing in heroin. The vast majority of drug dealers, 89%, are charged and prosecuted, rising to 93% for those dealing in Class A drugs.</p> <p>The target was met. A uniform system of central monitoring has been developed, so that the impact of different schemes on re-offending can be compared. The intention is to assess their effectiveness and provide a benchmark against which new schemes may be assessed.</p>

2. Tackling Priority Crime

Violent crime and house burglary are consistently rated as high priorities for police attention, not least because they are seen as having the greatest impact on victims. Changes to the Home Office crime recording rules have widened the definition of violent crime to include minor assaults that were previously excluded from the official

count. This has made it difficult to monitor and interpret movements in the violent crime total this year. Consequently attention has been focused on the detection rate. The burglary rate has been falling for three successive years, although there are signs that the prolonged period of decline may be at an end.

Objective	Target	Achievement
2.1 To take action to reduce violent crime and ensure that a greater proportion of violent crimes are detected.	Improve the detection rate for violent crime above 73.7%.	The target was exceeded. There was a 75.2% detection rate, which is 1.5% higher than the target.
2.2 To reduce the number of household burglaries.	Reduce the rate of burglary per 1000 dwellings below 42.6.	The target was met. The burglary rate fell by 2.7% compared with the previous year. There were 41.4 burglaries per 1000 dwellings.
2.3 To increase the number of detections for house burglary.	Increase overall and primary detection rates for burglary dwelling above 1997/98 levels.	The overall detection rate was 25.3% which is 9% below the previous year. This results, in part, from the Force pre-empting the Home Office decision to discount secondary detections and concentrate on primary clear ups. The primary detection rate of 18.6% is 2.3% below that obtained last year, attributable to exceptionally high levels of abstractions of detectives from Divisions to deal with major incidents.

3. Working in Partnership

This priority gives recognition to the collective responsibility for making the county safer that is shared by the police and a number of other public, private and voluntary sector organisations. There has been a focus

this year on implementation of the Crime and Disorder Act which provides for the police, local authorities and other agencies to work together to tackle local crime and disorder issues.

Objective	Target	Achievement
3.1 To work with other agencies to identify and apply community safety measures.	By 31 March 1999, to have entered into partnership with other agencies to ensure that local problems of crime and disorder are identified and addressed.	The target has been met. Crime and disorder reduction strategies have been developed in each of the five Districts of the county and detailed action plans have been drawn up to meet local objectives and targets.
	To contribute to the development and operation of social initiatives aimed at diverting people from crime.	The target has been met. Much effort continues to be focused on improving relations with young people and diverting those who are potentially on the fringe of criminal activities. A database has been created of all the initiatives that are taking place across the Force area.
	To work with Highway Authorities to reduce injury road accidents through the effective use of technology and traffic management techniques.	The target was met. Monitoring of injury accidents at the 12 speed camera sites shows accidents have been reduced at most locations. A liaison group comprising police traffic management officers and representatives from each of the five Districts considers all matters relating to red light and speed violation detection equipment.
	To administer road-side breath tests to drivers at the scene of all injury road traffic accidents, whenever practicable.	There was an overall testing rate of 96.8% compared with 94.6% last year.

3. Working in Partnership continued

Objective	Target	Achievement
<p>3.2 To deal speedily and effectively with young offenders and to work with other agencies to reduce re-offending.</p>	<p>To improve the timeliness and quality of case files relating to young offenders, following the full implementation of Joint Performance Monitoring with the Crown Prosecution Service.</p> <p>By 31 March 1999, to have established local mechanisms to measure activity on, and the success of, work in partnership to provide a quicker and more effective response to youth crime.</p>	<p>On average, 86.6% of the files assessed were submitted within the timeliness guidelines and 91.2% were of sufficient quality to proceed, this is against targets in both cases of 90%.</p> <p>The target was met. Youth Justice Steering Groups have been set up in each of the five Districts in order to better manage youth justice issues and to create Youth Offender Teams, as required under the Crime and Disorder Act.</p>
<p>3.3 To protect the public from crime and reduce the fear of crime.</p>	<p>To increase the percentage of people who consider that the risk of crime is reducing and feel safer in the community.</p>	<p>A baseline of information has been obtained through surveys about people's fear of crime and perception of risk. Opinions about trends in crime were generally at variance with police statistics. Work will be done to identify and address those factors that most affect the fear of crime.</p>

Objective	Target	Achievement
<p>3.4 To apply measures that reduce the incidence of repeat victimisation.</p>	<p>By 31 March 1999, to have mechanisms in place to measure success in tackling repeat victimisation of people subject to domestic violence, racially motivated incidents and domestic burglary.</p>	<p>The target was achieved in all three areas. Domestic Violence Co-ordinators in the Force have set up local arrangements to count and report repeat victimisation rates. Victims of racially motivated incidents are routinely asked about previous attacks. The rate of repeat victimisation is fairly stable with around a third of victims reporting a previous incident. The system for identifying repeat victims of burglary shows that last year, 13.8% were repeat victims, compared with 15.5% the previous year.</p>

Assessment of the Policing Plan

4. Creating a More Effective Working Relationship with the Public, particularly with Young People

This priority focuses in part on improving the quality of the police contact with the public and providing a prompt and professional service. The minimum service

standards that apply in West Yorkshire are published in a document 'Your Service, Our Standards'. It is against these standards that performance can be judged.

Objective	Target	Achievement
4.1 To ensure a high level of satisfaction with police services.	Improve satisfaction levels for victims of house burglary, assault and injury road accidents, as well as for 999 callers and visitors to police stations.	Satisfaction has improved across all areas. Rates for last year are as follows, with figures for the previous year appearing in brackets: Burglary victims 93.5% (91.5%); Assault victims 77% (75.4%); Injury RTAvictims 95.1% (92%); 999 callers 89% (85.2%); Front counter visitors 86.4% (80%).
4.2 To keep service users informed of progress by improving the information supplied about police actions and outcomes.	To increase the percentage of service users indicating satisfaction with the way they are kept informed about the progress of a reported incident.	People updated with progress are consistently more satisfied with overall police performance than those not kept informed. Of the 3,285 people who provided information, 42.3% had been updated compared with 43.2% the previous year. Although marginally lower, the difference is not statistically significant.

Objective	Target	Achievement
<p>4.3 To aim for a percentage of regular police officers, special constables and police support staff from minority ethnic communities that more closely reflects the population of West Yorkshire as a whole.</p>	<p>To increase the number and retention of regular police officers, special constables and support staff from minority ethnic communities above the 1997/98 levels.</p>	<p>Although there has been very little recruitment, there has been a slight improvement in the figures. At the end of the year 2.64% of police officers were from a minority ethnic background, compared with 2.54% the previous year and support staff figures had risen from 1.7% to 1.8%. There has been success in attracting increasing numbers of people from minority ethnic groups into the special constabulary. At the end of the year 8.2% of specials had a minority ethnic background compared with 7.3% the previous year.</p>
<p>4.4 To improve public confidence in police handling of racially motivated incidents and sexually motivated attacks.</p>	<p>Improve satisfaction levels for victims of racially motivated incidents above the levels achieved in 1997/98.</p> <p>By 31 March 1999, to have researched ways of identifying and recording sexually motivated attacks.</p>	<p>The target was met. All victims of racially motivated incidents are surveyed about their satisfaction. Last year 78% indicated they were satisfied overall, compared with 74% the previous year.</p> <p>The target was met. An initiative was piloted to monitor, detect and prevent hate motivated crimes, such as attacks on lesbians and gay men. The scheme, which has now been introduced forcewide, is called PACT - Positive ACTION Against Hate Crime.</p>

4. Creating a More Effective Working Relationship... continued

Objective	Target	Achievement
4.4 continued	By 31 March 1999, to have established a means of measuring satisfaction with police handling of domestic violence incidents.	The target was met. All Divisions now have a Domestic Violence Co-ordinator and victims are asked to complete a brief questionnaire about their satisfaction with police action. Early results show overall satisfaction levels are high, with 25% very satisfied and 67% fairly satisfied.
4.5 To respond promptly to emergency calls from the public.	Answer 85% of 999 calls within 15 seconds.	The target was exceeded, with 89.5% of calls answered within 15 seconds. This was achieved despite a 2.3% increase in the number of 999 calls.
	Arrive at 90% of all incidents graded 'immediate' within 15 minutes of the receipt of the call.	The target was met. The definition of what constitutes an immediate response incident has been broadened, resulting in a 29% increase in such incidents. Despite this increased workload, officers arrive at the scene of almost 95% of these incidents within the target time.
4.6 To deal with non emergency calls efficiently, within the agreed time.	Answer 85% of calls to the Central Call Bureau within 15 seconds.	The target was exceeded with 88.8% of calls answered within the target time, 11.3% higher than the previous year's performance.
	Arrive at 85% of 'non immediate' incidents within the planned time.	The target has been exceeded. An average 93% of planned incidents were attended within the agreed time, representing an increase of 16.5% compared with the previous year.

Audit and Performance

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

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 subject to continuous monitoring. Other matters considered during the year were:

- the Treasurer's internal audit function;
- the District Auditor's Draft Plan for 1998/99;
- an analysis of a Customer Attitude Survey undertaken by the Chief Constable;
- Government proposals for Best Value;
- the Government's comprehensive spending review;
- value for money studies;
- Year 2000 computer compliance issues.

The Committee considered in some detail the Government's comprehensive spending review. The Government announcement indicated that total standard spending on the police would increase by 2.6% in 1999/2000, 2.8% in 2000/2001 and 3.9% in 2001/2002. However, receipt of the full increase in police grant in 2000/2001 and 2001/2002 was, said the Government, dependent on achieving satisfactory improvements in efficiency with a target of 2% savings per year. The Chief Constable will be looking for savings on medical pensions, sickness leave and asset management during coming years.

Concern remains about the very tight financial regime within which all Police Authorities now operate. The Committee continues to ensure that Best Value is obtained in all areas of policing.

Complaints and Discipline

The Authority is statutorily required to monitor complaints made by the public about West Yorkshire Police officers. This it does through its Complaints Committee which was chaired by Pat Sarathy. The Committee has particularly monitored complaints which involved CS incapacitant spray. Use of the spray has been approved by the Home Secretary and is employed by West Yorkshire officers as a suitable means of defence. Following the introduction of the spray the number of injuries and assaults on police officers has decreased.

The Committee also discussed the proposed new police regulations governing unsatisfactory performance, complaints and misconduct procedures. The new regulations will be introduced on 1 April 1999 when new Police Appeals Tribunals, to be administered by the Police Authority, replace the right of appeal of police officers to the Home Secretary.

Lay Visitors Scheme

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

Lay Visitors can go unannounced into any of the 25 police stations in the county 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.

The Authority has approximately 35 local people to undertake the role of Lay Visitor, along with 12 Members of the Authority who served as Lay Visitors during 1998/99. Members of the public who serve as Lay Visitors for a three-year period come from a wide range of backgrounds and reflect the population of the county in terms of age, gender and ethnicity. The term of office of the current group ends in March 2000. A further round of recruitment will take place before then.

After each visit, Lay Visitors make a report to raise any matters of concern, as well as to note good practice of the 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 dealt with by the Lay Visitors' Administrator in the Clerk's Office. In addition to comments about detainees, visitors have expressed concern about the working conditions of police officers in some custody suites and about the high throughput of detainees in police stations with limited facilities.

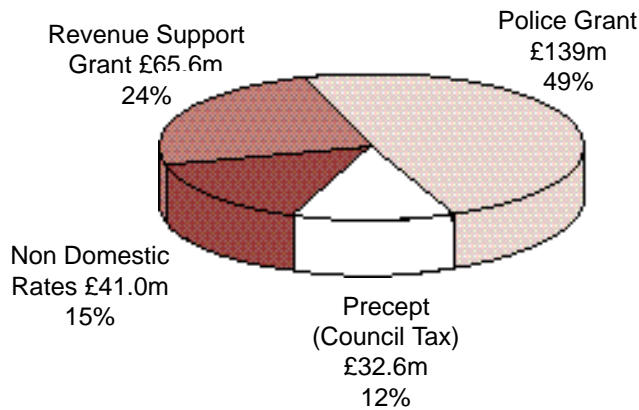
Lay Visits to Police Stations 1998/99

- Total number of visits undertaken **735** (3.3% increase compared with previous year)
- Total number of persons in custody when the visits took place **3,035** (a 7.6% increase compared with previous year)
- Total number of persons seen by Lay Visitors **1,430** (a 16.7% increase compared with previous year)

Revenue Funding

The Authority’s spending is financed from a number of sources. These include government funding through 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 decided to budget at its provisional capping threshold in 1998/99. This resulted in an increase in the overall budget of 3.7%, taking it to £278.2 million. A rise in the proportion of government funding for the year meant that the Council Tax for a B and D property was reduced by 76p per annum to £52.41.

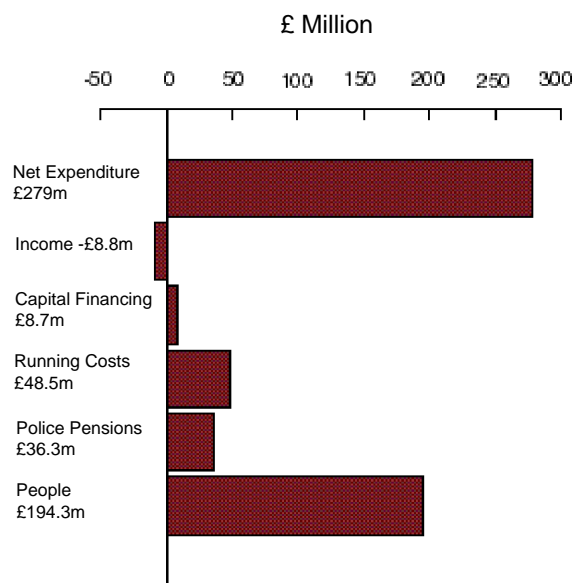


Revenue Expenditure

The Authority's actual expenditure in 1998/99 was £279 million, which represents a marginal underspend against the revised estimate, after taking account of slippage on revenue financing of the capital programme.

People continue to account for the vast majority of the Authority's expenditure, with 70% of the budget spent on serving police officers and civilian support staff, and 13% on pensions for retired police officers.

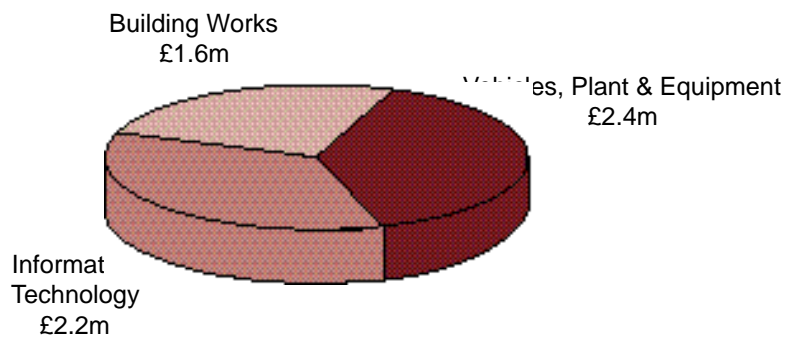
An Analysis of the Actual Expenditure in 1998/99 is as follows:



Capital Expenditure

The capital programme includes the acquisition and construction of new buildings, improvements to existing property and the purchase of information technology, vehicles and equipment. Actual capital spending in 1998/99 was £6.2 million, including the costs of the Police Authority’s new headquarters at Bond Terrace in Wakefield. The programme is financed through a combination of borrowing, government grant, revenue and the proceeds of asset sales.

Expenditure



Financing

