

West Yorkshire Police & Crime Panel

Supporting and Scrutinising the
Police and Crime Commissioner
for West Yorkshire

Annual Report 2015/16



WEST YORKSHIRE
POLICE AND CRIME PANEL

contents

contents

1.	Foreword by the Chair of the Police and Crime Panel
2.	The Police and Crime Commissioner for West Yorkshire
3.	Background to the Police and Crime Panel
4.	Key Activity and Achievements in 2015/16
5.	Moving Forward
6.	Panel Membership 2015/16



Foreword



I am proud to introduce the third annual report of the West Yorkshire Police and Crime Panel (the Panel). Since the Panel's inception in November 2012 I feel that we have made substantial progress in challenging and supporting the Police and Crime Commissioner (PCC) for West Yorkshire.

As such, the people of West Yorkshire can be reassured that, acting on their behalf, the Panel is committed to exercising its statutory duties of scrutinising the actions and decisions of the PCC in the delivery of his Police and Crime Plan and supporting him by adding value to his work wherever possible.

The Panel has rigorously scrutinised the PCC's decisions over the past year and provided him with the opportunity to explain how this will improve life for the people living and working in West Yorkshire. Whilst there is still much work to do to achieve those ambitions, we believe we are making good progress and where it is warranted, the Panel are keen to commend the PCC's good work.

We intend for the Panel's work to remain rigorous and relevant. For up-to-date information, please visit the Panel's website and if you have any suggestions about what we could do better, please let the Panel know. Our contact details can be found at the end of this report.

Kind regards

A handwritten signature in black ink, appearing to read 'Alison Lowe'.

Councillor Alison Lowe

Chair, West Yorkshire Police and Crime Panel

2.



**West Yorkshire Police and Crime Commissioner
Mark Burns-Williamson, said:**

I am pleased this year, the final year of my first term of office as West Yorkshire's Police and Crime Commissioner, there has continued to be a positive working relationship between myself, Police and Crime Panel members and our two offices. The Panel continues to meet regularly to both scrutinise and support the work of me and my office.

This year the Panel have made sure the 2015/16 budget has been delivered, in particular making sure that I have met the precept commitments made, have played an important role in scrutinising crime data integrity, have regularly raised the public concern around 101 calls and have looked hard at long term use of bail to name a few.

Following the Panel's endorsement of my recommended budget for 2016/17 I have been able to protect the numbers of Police and Community Support Officers (PCSOs) across West Yorkshire and recruit around 300 new police officers, making sure that neighbourhood policing remains at the heart of policing in our communities.

Supporting victims and providing them with the services they need is a key focus of mine and so I particularly welcome the Panel undertaking a scrutiny review into Victim's Services Commissioning and look forward to receiving the recommendations once the review is completed so that we can improve the services we provide.

Following my re-election in May 2016, I look forward to working with the Panel members throughout the next term of office so that together we can keep our communities safe and feel safe.

The introduction of Police and Crime Commissioners (PCCs) and Police and Crime Panels were a key feature of the Police Reform and Social Responsibility Act 2011. The West Yorkshire Police and Crime Panel is made up of twelve locally elected councillors and two independent members from across West Yorkshire. The Panel meets in public at least eight times a year, publishes agendas and minutes, and fulfils certain key statutory responsibilities.

The Panel scrutinises the PCC by acting as a 'critical friend'. Its role is to scrutinise, challenge and support the PCC, maintaining 'checks and balances' on the performance of the PCC in respect of the strategic actions and decisions made. The Panel is not responsible for holding the Chief Constable or the Police Force to account and is not a replacement for the Police Authority.

Statutory Powers and Responsibilities of the Panel

The Panel's powers include:

- Making recommendations on the PCC's draft Police and Crime Plan. The Plan is a document setting out the PCC's priorities for a three-year period and how those priorities will be delivered.
- Making recommendations about the PCC's proposed policing budget and precept. The precept is the amount of money that the PCC proposes to levy on council taxpayers in West Yorkshire. The budget sets out how both the money raised from the precept will be spent, and also how other funds over which the PCC has control will be spent. The Panel has the power, if appropriate, to veto the proposed precept level. The Panel can also require that the precept should be higher or lower than proposed.
- Reviewing the PCC's Annual Report, outlining his activities in the previous year and his performance against the targets set in the Police and Crime Plan.
- Holding Confirmation Hearings for the proposed appointment of senior staff working for the Commissioner, such as the Chief Executive, Chief Financial Officer/Treasurer and Deputy PCC. The Panel cannot refuse appointments but can make recommendations to the PCC.
- Holding Confirmation Hearings in relation to the proposed appointment of a Chief Constable by the PCC. The Panel has the power, if appropriate, to veto the proposed appointment.
- Monitoring and working to resolve, but not investigate, non-criminal complaints against the PCC.
- Requiring the PCC and his senior staff to attend Panel meetings to answer questions and provide information, so that the Panel can scrutinise the decisions of the PCC and subsequently respond with a report and/or recommendations, if necessary.

4.

Lead Member roles

Each year the Panel appoints Members to focus on specific areas. This helps to improve the overall effectiveness of scrutiny and increase the Panel's capacity to cover these important areas. All elected Members are also required to maintain links to their local Community Safety Partnership and Crime and Disorder Overview and Scrutiny Committee.

Lead Member Roles		
Performance	Complaints	Strategic Policing Requirement
Police and Crime Plan	Finance / Service Transformation	Commissioning
Consultation / Engagement	Regional Collaboration	Panel Member Development

Oversight of Commissioning Activity

Since October 2014, the PCC has been responsible for commissioning some of the services for victims.

During the year, the PCC provided update reports to the Panel on how this money has been spent and the outcomes achieved. There has been a focus of working with a wider range of partners and supporting the most vulnerable, intimidated, and persistently targeted and hate crime victims.

Mrs Jo Sykes, one of the Panel's independent Members, sits on the PCC's Commissioning Group, which is chaired by the PCC's Treasurer. The Commissioning Group is responsible for developing the PCC's Commissioning Strategy, monitoring delivery plans and managing risk. Jo Sykes, lead Panel Member for Commissioning said,

"As part of the Panel's work I attend the PCC's Commissioning Group to better understand the processes which the PCC has in place to ensure a considered approach to commissioning as well as being advised of the processes being developed to ensure continued improvement and secure value for money from all areas of commissioning for which the PCC is responsible."

Scrutiny Review of PCC Commissioned Services for Victims and Witnesses

The Panel was keen to develop its proactive scrutiny work in order to support and challenge the PCC. After discussion with the PCC, it was agreed that the Panel would undertake a scrutiny review into how well the PCC is working with partners to improve the experience of victims and witnesses across the criminal justice system, and the outcomes that are being achieved in supporting victims at a county-wide level whilst also addressing local needs. This had previously been an area of limited scrutiny by the Panel and, as the total amount spent by the PCC on commissioning victims services in 2015/16 was almost £4 million, the Panel felt that this was an area which would benefit from a proactive scrutiny review. The agreed terms of reference for the review were summarised as:-

- Assess accessibility to services regardless of location
- Identify and understand how services are focussed towards the needs of victims, if appropriate making recommendations for improvement
- Review monitoring and evaluation processes
- Review quality assurance mechanisms of restorative justice services and if appropriate make recommendations for development/improvement
- Identify what avenues for wider collaborative working have been explored
- Identify and share any areas of good practice provided to victims and witnesses in West Yorkshire

The two independent members of the Panel, supported by the Panel Officers, began the fieldwork in March 2016. This involved talking to key stakeholders and service providers about their experiences of PCC commissioning and the impact it has had. The final report is due for submission to the full Panel in September 2016.

Working with Partners - Assessing the impact of the PCC at a local level

It is important that the West Yorkshire Police and Crime Panel and the local Community Safety Partnerships (CSPs) and local Crime and Disorder Overview and Scrutiny Committees within the districts have a close and co-operative working relationship. This enables a better understanding of the link between the strategic direction set by the PCC and its impact on crime and community safety in individual wards and neighbourhoods.

As well as the Panel receiving regular update reports over the year, it has also met with the CSP and Scrutiny Committee Chairs to consider the PCC's impact at a local level. Panel has been informed by CSPs how the PCC is supporting their local priorities and how they are working at a local level to ensure that they can contribute to delivering the PCC's priorities within the Police and Crime Plan.

During 2015/16, the Chair of the Panel, Councillor Alison Lowe, attended each of the five CSP meetings in West Yorkshire to explain the role of the Panel and to provide information on the Panel's work programme.

Councillor Lowe said *"As a Panel we are very keen to triangulate all the information that we receive from the PCC and to understand the local impact on the ground. The Panel works with local CSPs and Scrutiny functions to share information on local priorities. Meeting with each of the local CSPs has been a good way of keeping these relationships strong to ensure the Panel is well informed about the impact of the PCC's activity within local areas."*

Key Activity and Achievements in 2015/16

Improving Crime Data Integrity Scrutiny

Following concerns highlighted in a report by Her Majesty's Inspectorate of Constabulary (HMIC) into crime data recording within West Yorkshire, the Police and Crime Panel challenged the PCC on how he is ensuring that the Force implements the HMIC recommendations to improve crime recording.

The Panel is keen to ensure that crime recording practices in West Yorkshire continue to improve. It is important that crime statistics can be trusted by the police, partners and the public and that the strategic direction of the Force and operational delivery is based on accurate performance data. The Panel has met with the Temporary Chief Constable and PCC and received regular comprehensive updates on the progress made against the HMIC's recommendations along with detailed information on how changes to policies have led to greater compliance with the National Crime Recording Standards (NCRS).

As a result of greater compliance with NCRS, recorded crime has increased significantly (+28%) during the 12 months to 31 March 2016 when compared to the previous year. Although not all of the increases have been attributable to the impact of crime data integrity as calls for service remain fairly stable. West Yorkshire Police estimates that the 'real' increase in crime compared to last year is around 5%.

Regular Performance Monitoring

Over the year, the Panel has scrutinised the PCC for ensuring that objectives within the Police and Crime Plan are met. The Panel has heard how the PCC holds the Temporary Chief Constable to account and how the PCC provides direction and challenge, whilst responsibility for operational matters remains with the Temporary Chief Constable.

Crime data integrity has had a marked impact on recording practises within the Force and there has been a significant increase in recorded crime over the year to 31 March 2016. The Panel was keen to ensure that the PCC had the structures in place to hold the Temporary Chief Constable to account for any 'real' increases in recorded crime. The Panel receives regular feedback from the bi-monthly Community Outcomes Meetings. The meetings were adapted in April 2015 to ensure a clear focus on important policing and community safety issues which are of public interest. The aim is to offer greater transparency to communities about how the PCC holds the Chief Constable to account on these important issues. The Panel also regularly meets with officers at the OPCC to discuss performance issues in depth. Roger Grasby, the Panel's lead Member for Performance, commented,

"The effects of better crime recording practises have skewed performance figures in 2015. As the increase in recorded crime has now begun to level off the Panel can look to 2015 as a baseline year, giving us a greater ability to challenge and support the PCC in his role of holding the Force to account – ensuring that any 'real' increases in crime are acted upon".



Gaining Insight in Her Majesty's Inspectorate of Constabulary Inspections

Panel members meet regularly with Her Majesty's Inspector for Constabulary (HMIC) for the Northern Region. The private meetings are an opportunity for the Panel to gain further information and understanding of HMIC reviews and to inform lines of enquiry that Panel takes with the PCC.

Reviews that have been reported this year include, Crime Data Integrity, the National Child Protection Re-Inspection, the annual PEEL reviews (Police Effectiveness, Efficiency and Legitimacy).

The Panel welcomed West Yorkshire's overall outcome from the PEEL inspection which was judged as "Good" in all three inspections, whilst noting any areas for improvement.

HMIC carried out a child protection inspection in West Yorkshire Police in August 2014 which was reported in January 2015. A number of recommendations for improvement were made by HMIC at that time which the Force were required to respond to within three months. In February 2015 West Yorkshire Police provided HMIC with an action plan setting out how it intended to respond to the recommendations in the report. A further review was undertaken by HMIC inspectors in August 2015 to assess progress with the implementation of the recommendations.

The Panel has met with the PCC and Temporary Chief Constable to discuss the implementation of these recommendations and this will continue to be a key area for Panel scrutiny.

Ensuring Value for Money from the Transformation Fund

The Panel receives regular updates on the allocation of the £20m Transformation Fund which has been established from a transfer from the significant reserves that had accumulated from previous years' underspend. Funding has been allocated across ten project areas which are regarded as being key in transforming the organisation and having a significant impact on both the strategic priorities within the Police and Crime Plan and on critical operational and organisational issues.

The Panel has challenged the PCC regarding the progress of the projects and sought reassurances that the benefits and longer term efficiency savings are clearly understood before funding is fully committed. The Panel has received assurances from the PCC that projects will be adequately reviewed and expected outcomes and potential savings are monitored and measured at each stage of the project plan.





Working with the Joint Independent Audit Committee

During the year, the Panel met with the Chair of the Joint Independent Audit Committee (JIAC) which has a role in providing appropriate assurance to the PCC and the Temporary Chief Constable on the adequacy of their governance, internal control and risk management. Such discussions are helpful for the Panel in seeking reassurance that any key risks for the PCC are being identified and addressed and to share any areas of concern that the Panel might have and that the JIAC might wish to consider as part of its future activity.

Panel, in turn, are provided with further independent information about the robustness of the PCC and Temporary Chief Constable's processes. This helps to shape the future lines of enquiry that that Panel might wish to raise with the PCC as well as provide additional reassurance that issues raised by the Panel are being addressed.

Dealing with Complaints about the PCC

All police and crime panels have a statutory responsibility for dealing with non-criminal complaints against the PCC and his/her Deputy (where applicable).

During 2015/16 the Panel recorded four complaints against the PCC.

In all cases, the Panel formed a Complaints Sub Panel to consider each complaint with support from Wakefield Council's Legal Department and the Panel Officers. The meetings of the Complaints Sub Panel were held in private. Where an element of a complaint was upheld, a local resolution was proposed to the PCC in line with the statutory powers of the Panel.

Councillor Alan Wassell, the Panel's lead Member on complaints stated *"We are committed to ensuring that the Panel fulfils its statutory duty when dealing with non-criminal complaints against the PCC or Deputy PCC from members of the public. We will ensure that all complaints against the PCC are dealt with in a robust and fair manner, in line with the powers afforded to all police and crime panels"*.

One complainant exercised their right to appeal to the Local Government Ombudsman (LGO) about the Panel's handling of their complaint. After a full review of the Panel's process, the LGO concluded that there was 'no fault' in the way in which the Panel dealt with the complaint.

Reviewing and Approving the PCC's Precept Proposal

The PCC is responsible for setting the local policing precept – the amount people pay locally through their council tax for policing. A key part of the Panel's role is to review the PCC's proposed policing precept for the following year. The Panel has the power to veto the proposed precept level.

As West Yorkshire has the third lowest level of council tax in the country, the Government allowed West Yorkshire's PCC to propose a larger increase in the policing precept. The PCC's public consultation found that more than three-quarters of respondents were happy to pay more.

The Panel received independent financial advice from Bradford Council's Director of Finance on the proposed policing precept. After posing a series of challenging questions to the PCC about his budget proposals, the Panel agreed to approve the 3.6% increase in the policing precept for 2016/17. This equates to an annual increase of £5 per year for Band D council tax payers.

The Panel emphasised that their support for the increased precept was based on the PCC's commitment to recruit 300 new police officers and protect PCSO posts.

Chair of the Police and Crime Panel, Cllr Alison Lowe said *"I am delighted that the Panel has supported the PCC to help rebuild police officer numbers in West Yorkshire Police."*

"The Panel has a clear plan to hold the Police and Crime Commissioner to account for the spending agreed today and we will be reporting to residents of West Yorkshire through our website to give assurances about value for money."

Reviewing the long-term use of police bail

In May 2013, analysis by the BBC found that West Yorkshire Police had the highest proportion nationally of people held on long-term police bail. The Panel discussed with the PCC what action he has taken to ensure that the Force's use of police bail is properly applied. Since then, the Panel has received ongoing regular updates from the PCC and the Temporary Chief Constable. Panel has been reassured that West Yorkshire Police has been monitoring its use of bail, in particular the number of people on bail, the number of times an individual has been bailed in relation to one investigation, the number of overdue bails and the number of bails in excess of 180 days, to better aid understanding of these issues.

At its meeting in November 2015, the Panel noted a significant reduction in the number of people on bail in excess of 180 days, with a particularly significant improvement in the past six months.

The introduction of new legislation on the use of pre-charge bail as part of the Policing and Crime Act later in 2016 will ensure that this remains a key focus for the Panel.

Key Activity and Achievements in 2015/16

The Strategic Policing Requirement

The Strategic Policing Requirement (SPR) sets out the threats which require a national policing capability to ensure they are tackled effectively. The threats include terrorism, civil emergencies, organised crime, threats to public order, and large-scale cyber incidents. All forces and PCCs must have regard to the SPR when setting their local policing plans.

The Panel has discussed with the Temporary Chief Constable and the PCC the implications of the SPR for West Yorkshire and the balance of responding to national threats and the priorities for policing in West Yorkshire. Panel considered the risk/balance aspects and how often these were reviewed and what informs this review. Assurances have been given that whilst there are specific obligations of the SPR on all forces, the main focus lies with protecting the public of West Yorkshire.

In March 2015, the Strategic Policing Requirement was amended to include child sexual abuse due to the large increases in the number of alleged cases. Whilst child sexual abuse is not a threat to national security, it is a threat of national importance and its potential magnitude and impact necessitate a cohesive, consistent, national effort to ensure police and partners can safeguard children from harm.



Ensuring a balanced Strategic Workforce

The Panel has been keen to ensure that the PCC, alongside the Temporary Chief Constable, develops a strategic workforce plan which ensures the right workforce mix to support the delivery of the objectives within the Police and Crime Plan.

The Panel has been reassured, through regular reporting, that the appropriate numbers of police officers, police staff and PCSOs are recruited, promoted and developed to meet the future needs of the Force. In addition the Force is actively increasing the number Special Constables and Volunteers who will complement and provide additionality to the paid workforce.

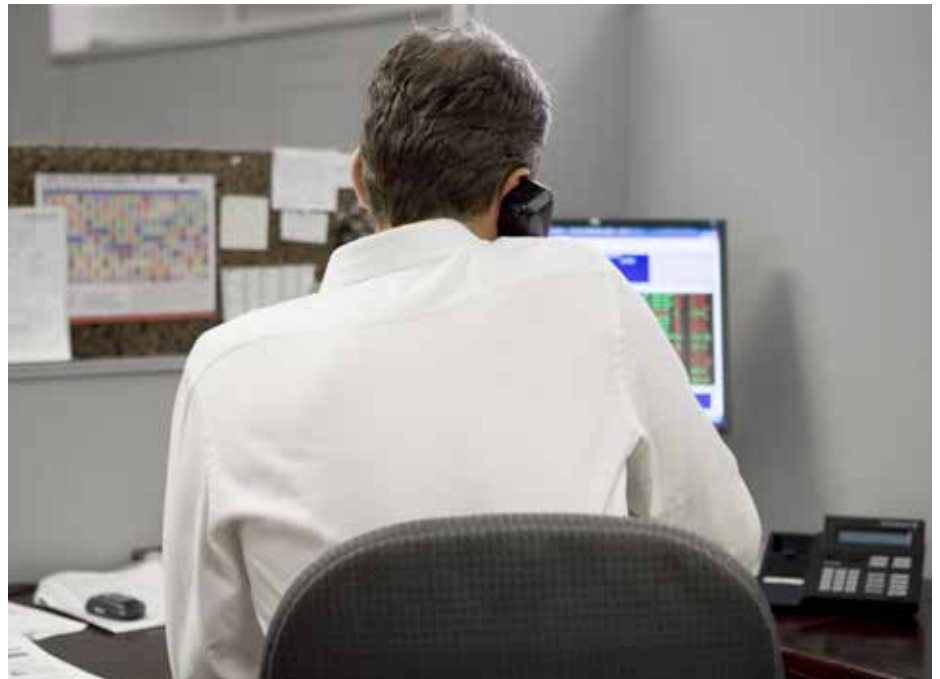
The Panel has also sought assurances that any new recruitment of Police Officers mirrors the diversity of West Yorkshire to ensure that the Force becomes reflective of its population.

Panel Member Development

By way of continuous development, Panel members receive various briefings to bolster their knowledge and understanding of issues relating to Policing and Crime matters. A number of Panel members have attended and contributed to relevant Police and Crime Panel conferences and provided feedback to their colleagues on best practice for effective working.

Other areas considered by the Panel during 2015/16 include:

- Reviewed the PCC's Annual Report 2014/15
- Worked with the PCC and his office to improve communication with the Panel and developed a mechanism to monitor the progress of actions agreed by the PCC
- Received regular updates from the PCC on Community Outcomes meetings
- Provided Panel response to various national consultations
- Improved public accessibility by holding Panel meetings in Dewsbury and Halifax and live-streaming Panel meetings on the internet



5.

West Yorkshire Police and Crime Panel will continue its commitment in scrutinising the decision of the PCC in order to secure an efficient and effective police force for the people of West Yorkshire. We are pleased to be a recognised nationally as a beacon Panel and will continue to seek opportunities to share best practise with other Panels.

Over the next twelve months the Panel will focus on the following key areas:

- Review the PCC's Annual report
- Undertake a programme of proactive scrutiny reviews
- Work with the OPCC to develop the Police and Crime Plan 2016-21
- Recruit two independent co-opted Members to the Panel
- Continue to scrutinise the process to ensure benefits realisation from the £20m Transformation Fund
- Have regard to the Policing and Crime Act and the legislative changes to; police complaints system, emergency services collaboration and pre-charge bail
- Continue to monitor progress on improving crime data integrity
- Ensure that the PCC and the Chief Constable recruit retain and progress a workforce which reflects the communities it serves
- Hold the PCC to account for the delivery of his precept commitments
- Support the PCC to maximise opportunities for joint working
- Liaise with HMIC to improve the Panel's understanding of West Yorkshire Police's performance
- Review the Strategic Policing Requirement and the impact on West Yorkshire Police
- Improve public engagement
- Provide ongoing Panel Member development

6.

The West Yorkshire Police and Crime Panel 31 March 2016



Cllr Alison Lowe
(Chair)



Cllr Alan Wassell
(Vice Chair)



Cllr Masood Ahmed



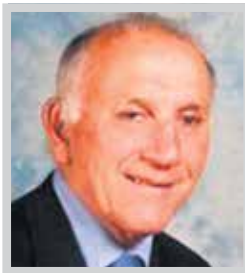
Cllr Kevin Barker



Cllr Amanda Carter



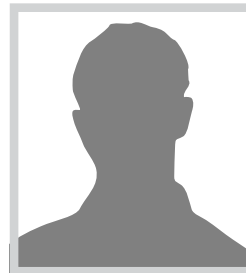
Cllr Geraldine
Carter



Mr Roger Grasby



Cllr Mohammed
Iqbal



Cllr Hassan Khan



Cllr Ann Martin



Cllr Steve Pullen



Cllr Phil Scott



Jo Sykes



Cllr Michael Walls

**West Yorkshire Police
and Crime Panel**
1st Floor Policy and
Partnerships
Town Hall, Wood Street
Wakefield WF1 2HQ
@ pcpcr
wakefield.gov.uk

 [www.westyorkshire-
pcp.gov.uk](http://www.westyorkshire-pcp.gov.uk)

 @wypcp

Previous Police and Crime Panel Members who left during 2015/16

Cllr Khadim Hussain, Cllr Shakeela Lal, Cllr Jacquie Speight and Cllr Marcus Thompson.

Thanks are due to all Panel members for their contributions to the work of the Panel during 2015/16. We would particularly like to thank outgoing Panel members who have now left the Panel at the end of the municipal year following several years of service:

Cllr Masood Ahmed, Cllr Mohammed Iqbal, Cllr Michael Walls and Cllr Phil Scott.

