

Force Management Statement 4 (FMS 4)

Executive Summary



**WEST YORKSHIRE
POLICE**

Foreword

With a population of over 2.3 million, West Yorkshire is economically, socially and culturally diverse. This has a number of positive benefits, but also presents some complex policing challenges. More than one in five people live in neighbourhoods within the 10% most deprived nationally and these are also areas where crime and anti-social behaviour is highest.

As the fourth largest force in the country, West Yorkshire faces higher than average demand, both in terms of calls for service and in recorded crime levels. We work in partnership with the five Local Authorities. Beyond the county of West Yorkshire we also collaborate across the Yorkshire and Humber Region and wider North Eastern Region leading on a number of national and regional policing responsibilities.

Our Neighbourhood Policing model lies at the heart of our service delivery. It is underpinned by local response, crime investigation and safeguarding functions. Neighbourhood policing is supported centrally by specialist operational and crime capabilities, as well as headquarters functions. All combine together to meet the three Policing Purposes in my Policing Strategy to 'Reduce Crime, Protect Vulnerable People and Reassure the Public'. In turn my Strategy delivers against the Mayor's Police and Crime Plan.

Since the last Force Management Statement, there have been continued reductions in volume crime. The Force has been inspected by Her Majesty's Inspectorate of Constabulary, Fire and Rescue Service (HMICFRS) which found West Yorkshire to be 'one of the best performing forces', receiving four 'Outstanding', four 'Good' and two 'Adequate' gradings. This reflects the significant contribution all officers and staff make to providing the best service we can to the communities we serve. The uplift of 852 police officers through the Police Uplift Programme over the three year period, will take numbers to just above 2010 levels and will enable much needed investment in key priority areas such as Safeguarding.

There remain significant challenges however. Between 2010 and 2020 the Force has seen an overall real term reduction in Government funding of around £140 million and our Medium-Term Financial Forecast predicts further financial savings will be required over the next three years. This is within the context of increasingly complex demand and significant issues impacting on policing and criminal justice nationally. Most notably during 2021, violence against women and girls and race inequality and inclusion have focussed the service on these two significant challenges that can undermine public trust and confidence. As a Force we have for a long time focussed on those crimes such as domestic abuse and sexual offences, which disproportionately impact on women and are further strengthening our approach. Our plan of action around race equality and inclusion is to both improve workforce representation and the experience black and ethnic minority communities have around policing.

Our workforce comprises 5,672 police officers, 568 PCSOs and 3,680 police staff that provide policing services around the clock. Of these 9,920 officers and staff, 895 are delivering regional and national policing services, such as Counter Terrorism policing, National Police Air Service, Regional Organised Crime Unit and Regional Scientific Support Service. Increasingly complex demand against a backdrop of financial pressures creates significant strains on our officers and staff. We are continuously developing our wellbeing provision and our positive action recruitment campaign is helping ensure that we attract, develop and retain the best talent and have a workforce, which continues to be more reflective of the communities we serve. I am committed to ensuring we have a talented and representative workforce, providing quality policing services to the communities of West Yorkshire and that everything we do is built on our core values of fairness, integrity and respect.

John Robins QPM DL

Chief Constable
April 2022



OFFICIAL

Introduction

This is the fourth Force Management Statement (FMS) completed by West Yorkshire Police. As with FMS3, this FMS has also combined the Strategic Assessment as both documents provide a short to medium term assessment of the threat, harm, risk and demand pressures facing the Force, our capacity and capability to address them and the actions we will take to both reduce demand and mitigate threat.

Predicting demand has been difficult for FMS4 because of the fluctuation of crime and demand during the COVID year. The Force has used March 2020 as the baseline for comparisons, although data up to August 2021 has been used for the projections to take into account more permanent changes of COVID. This FMS shows that whilst crime is increasing in some areas over the next four years, the projections are mainly below the March 2020 levels, maintaining the reductions that were seen in crime pre-pandemic.

This Executive Summary provides:

- A summary of the key findings for each of the 12 sections of the FMS
- A risk assessment for each demand area within each section
- A summary of the actions to address demand and mitigate risk.

Overall Statement of findings from FMS4

This FMS evidences that the Force is in a strong position. Over the last 12 months most categories of volume crime have reduced and the four year projections shows a stable trend. The Force is seen as highly performing by HMICFRS with the latest inspection resulting in four 'Outstanding' grades to add to the 'Outstanding' the Force has already achieved for Crime Recording. Public Confidence and Calls for Service are stable, and analysis of activity and resources shows that our workforce are aligned to addressing priority and risk areas for the Force. However, there are still a number of significant challenges facing the Force which are consistent with FMS3 including:

- The increasing complexity of crime and demand, meaning that whilst volume crime may be stabilising or reducing in some areas, workload and complexity is increasing.
- The changing nature of crime, with online crime and demand and criminal use of technology being cross cutting threats and posing challenges for digital investigative capacity and capability.
- The continued threat around serious and organised crime, particularly drugs and its links to exploitation of vulnerable people and most serious violence.
- Demand around safeguarding increasing, in particular domestic abuse, child abuse and mental health as well as the challenges of hidden and under reported crimes particularly linked to Violence Against Women and Girls.
- Significant demands associated with criminal justice reform and the impact this has on investigations, disclosure and victim confidence/satisfaction.
- Investigative capacity and capability, in particular the detective gap and the challenge this brings in terms of investigations regarding vulnerability as well as the impact on victim satisfaction, which has shown reductions in most categories this year.
- Maintaining public confidence within the context of national challenges to legitimacy including violence against women and girls and race and inclusion as well as being able to address the issues that matter most to communities.
- Long term civil emergency threats including terrorism, cyber-attacks, flu/pandemic and severe weather which require active management by partners.
- Financial challenges meaning that whilst the Force is recruiting 852 additional officers through the PUP, there is still the requirement to make significant financial savings.
- Having the capabilities and skills required to meet future demands within the context of a competitive labour market, ensuring the wellbeing of officers and staff and recruiting/retaining a workforce that is more representative of the communities of West Yorkshire.

Risk Assessment of Demand Pressures

Section	Overall Assessment
Finance	
Wellbeing	
Requests for Service	All Contacts
	999 Calls
	101 Calls
	Online
Incident Response	Emergency attendance
	Priority attendance
	RESWDP
Prevention/ Deterrence	ASB
	Criminal Damage
Investigation	Domestic Burglary
	Theft of Vehicle
	Theft from Vehicle
	Investigative demand
	Digital/on-line investigations
	Criminal Justice demand
	Forensic demand
Protecting Vulnerable People	Domestic Abuse
	Child Safeguarding
	Adults at Risk
	CSEA
	Serious Sexual Offences
	Rape
	Hate Crime
	HBA
	Forced Marriage
	FGM
	Missing Persons
	Mental Ill Health
	Stalking and Harassment
Managing Offenders	Cohort 1: IOM
	Cohort 2: DA
	Cohort 3: RSO
Serious and Organised Crime	Cyber crime
	Fraud
	Drugs
	Firearms
	MSHT
	Serious Violence
	Knife Crime
	Personal Robbery
Major Events	Business Robbery
	Terrorism
	Cyber Incident
	Public Order
	Civil Emergencies
	Armed Policing
Knowledge Management and ICT	Road Policing (KSIs)
	Intelligence
	Performance
	IT
Forcewide Functions	Information Management
	HR
	L&OD
	PSD
	Environmental Impacts
Collaboration	Collaboration

Section 1 Finance



This section is about finance and focuses on:

- The Force's current financial position
- The projected changes in income and expenditure as identified in our Medium-Term Financial Forecast
- The financial gaps to fund the changes proposed in the FMS and how we propose to fill them
- The financial assessment of current and future demand

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- Making the best use of our resources is a key element of our Policing Strategy 2020-25, which states that the Force will deliver the required financial savings through a Change Strategy that is informed by an ongoing assessment of threat, harm, risk and demand.
- Whilst the financial situation has improved since FMS3 and longer term funding is more certain through the Government's three year Comprehensive Spending Review (CSR), this is still assessed as a red risk, given shortfalls of £10.8m for 2023/24 and £11.6m for 2024/25.
- The financial position remains complex as whilst the Police Uplift Programme (PUP) will lead to a significant investment in policing (852 police officers for West Yorkshire Police over the three years) and maximum precept levels will enable investment in key risk areas identified in this FMS, substantial financial savings are also required. Constraints around the PUP mean that this may result in police officer numbers increasing and possibly police staff numbers shrinking.
- The Force has embarked on a significant programme of financial savings and has balanced the budget for 2022/23, whilst also making investments in key priority areas such as criminal justice, witness care, diversity, equality and inclusion and investigative support.
- As outlined in FMS3, the financial position of key partners is equally challenging with central Government funding of local authorities reducing by around 38% since 2010. Whilst investment in some areas of demand have been negatively impacted, other areas such as child and adult social care have increased.
- In its latest inspection HMICFRS graded the Force as 'Outstanding' for Strategic Planning, Organisational Management and Value for Money and the latest report of the External Auditor, which gives an opinion on value for money concluded that there were effective arrangements in place for securing economy, efficiency and effectiveness in the use of resources.
- The cost associated with some of the Step 3 interventions in this FMS necessary to reduce demand or improve capacity/capability have been considered in budget planning and add to the pressure in other areas in order to make the savings required.

Risk Assessment

Overall Assessment	
Finance	



This section is about the Force's approach to the wellbeing of our staff and focuses on:

- An overall assessment of wellbeing
- How this is expected to change
- Assessment of the units dedicated to wellbeing
- Assessment of officers and staff who exceed the Working Time Regulations
- How the Force is using the Blue Light Wellbeing Framework

Executive Summary

- The importance of wellbeing is reflected in the People Strategy and the Force has an underpinning Wellbeing Strategy that is aligned to the Blue Light Wellbeing Framework.
- Aside from COVID, sickness has remained stable since 2016 with absence levels for all employees reported between 3.5 to 4.5%. Sickness absence for police officers was higher in previous years (4.7% in 2017) and therefore the latest absence rate of 3.9% as at October 2021 represents improvement. Police staff absence has been gradually increasing and now also stands at 3.9% as at August 2021.
- It is likely that sickness levels are now returning to pre-pandemic levels, however they may start to increase again. There are concerns about the combination of COVID with other winter viruses which are predicted to be twice the level of a normal year and could coincide with a COVID peak. This is a significant issue for the Force in terms of officer/staff sickness, resilience and business continuity.
- The findings of this FMS are broadly the same as previous FMS'. Mental ill-health (stress, anxiety and depression) still accounts for the largest proportion of sickness and remains a high amber risk on the Strategic Risk Register. The Review of Psychological Screening and Support is now in implementation having identified an increasing number of roles (25 covering almost 3,000 people) where staff are potentially exposed to trauma through their role. These findings are supported by the National Wellbeing Survey which identified specialist crime investigation, public protection, safeguarding, roads policing, contact management and custody as roles with the lowest levels against a range of wellbeing measures.
- Infectious diseases has now overtaken Musculo-Skeletal as the second highest sickness category due to the impact of COVID, and 'Influenza Pandemic and Other Infectious Diseases' also remains a high amber risk on the Strategic Risk Register. Since the start of the pandemic (March 2020) 35% of the workforce (3,676 employees) have taken COVID related sickness absence either due to sickness as a result of confirmed or unconfirmed COVID or relating to illness as a result of the vaccine programme.
- Demand/focus around wellbeing is predicted to grow:
 - As a result of the Police Uplift Programme (PUP), the workforce will continue to grow and it is predicted that wellbeing demand particularly associated with mental ill health will also grow. The NPCC Strategic Workforce Assessment notes that the pressures of more complex demand, nature of roles and exposure to trauma have increased the need for increased wellbeing as a lever to support and retain a skilled workforce and attract people into key roles. This is particularly relevant given our increasingly young and inexperienced workforce.
 - The review of roles in scope for psychological assessment and support may increase demand. The Force has a recall/invitation process with voluntary acceptance but should this become mandatory then demand for services could increase.
 - Trauma Risk Management (TRiM) has been recognised as good practice and evidence suggests that demand for this service will increase. A review has been conducted to understand whether the current model can manage potential increased demand.
 - Whilst dealing with COVID has become business as usual, this is likely to present ongoing demand for the Wellbeing Team.
 - Given the continuing financial challenges and requirement to maintain PUP officer numbers, it is unlikely that police staff numbers will increase. Any further reviews to meet savings could significantly impact on the wellbeing of police staff, both in terms of stress due to uncertainty, and higher workloads if numbers reduce.
 - It is anticipated that there will be changing wellbeing challenges moving forward with possible health implications around cyber addiction and anxieties around social factors



including the environment. The potential of a four generational workforce requires a need to be able to respond to the multi-faceted health requirements of the workforce.

- There is a need to ensure that all of our people feel safe in their working environment and able to bring their whole self to work. Managers of the future will require high levels of emotional intelligence in dealing with broader diversity and wellbeing challenges.
- The Police Crime Sentencing and Courts Bill will enshrine in law the Police Covenant, which will create a statutory duty to do more to support the police, putting the initial focus on physical protection, health and wellbeing and support for families. This should improve the wellbeing of officers and staff in the longer term.
- The national Wellbeing Survey identifies that physical and emotional energy levels are similar to the previous staff survey, however hindrance stress has increased and is described as being moderately high and challenge stress remains high for police staff and very high for police officers. The three priorities for focus over the next 12 months are emotional energy, hindrance stress (workplace barriers) and respect/courtesy.
- HMICFRS assess that the Force has a comprehensive and achievable workforce strategy, recognises the wellbeing risks of its workforce and is supporting the workforce to be resilient. The Force has implemented the recommendations from HMICFRS Inspections that relate to welfare support (Safeguarding and Roads Policing).
- In terms of capacity, the position has improved in relation to the Force Medical Advisor, although there remain some gaps in the Occupational Health Team and concern that TRiM may not be able to manage increased demand.
- The Force has a good range of preventative and supportive measures in place to improve wellbeing and has undertaken a self-assessment against the Blue-Light Wellbeing Framework to identify and address any gaps.

Risk Assessment

Overall Assessment	
Wellbeing	



This section is about Requests for Service and focuses on:

- All calls for service
- 999 calls
- 101 calls
- Online demand

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- Responding to the public and effectively managing demand are key elements of our Policing Strategy, in particular the policing purpose, 'Reassuring the Public'.
- Overall calls for service have now stabilised with the Force receiving 1.49 million contacts in the past 12 months, meaning calls for service now reflect levels of demand five years ago. A stable trend is predicted over the next four years.
- There has been a shift in how the public contact the police. Since 2016/17 the proportion of 999 calls has increased from 27% to 30% and online contacts have increased from 5% to 15%. However, there has been a reduction in 101 calls from 64% of all contacts in 2016/17 to 52% of contacts in 2021.
- The Force has a significantly higher rate of 999 calls per 1000 population than the national average but continues to maintain excellent performance in answering and responding to 999 calls. The Force now receives around 1,235 999 calls each day compared to 1,310 in 2019/20. Whilst a slow but increasing trend is predicted for 999 over the next four years, predicted demand will still be below the March 2020 baseline.
- There has been a reduction in 101 calls over the last few years although these still present significant demand for the Force and account for 52% of all contacts. A stable trend is predicted for 101 calls over the next four years, although these are still below the March 2020 baseline.
- Over the last four years there has been a significant (202%) increase in online contacts from 71,000 in 2016/17 to 215,000 in the latest 12 months to August 2021, with COVID giving this increase particular impetus. A stable/increasing trend is predicted for online contacts over the next four years, although this is significantly higher than the March 2020 baseline. The increase is positive for the Force and is central to the Demand Contact Model in managing demand in a more controlled way.
- Overall for this area of demand:
 - Overall calls for service have stabilised and a stable trend is predicted over the next four years. 999 is predicted to slightly increase, although levels will remain below those of March 2020. 101 is predicted to reduce although still accounts for over 50% of demand and online contacts are predicted to increase slightly.
 - HMICFRS have assessed the Force as Good for 'Responding to the Public' identifying strong performance around answering of calls within the context of high levels of demand.
 - Performance remains particularly strong in relation to 999, however more recently there has been a deterioration in 101 performance, both in relation to answer times and abandonment rate compared to FMS3, exacerbated by the increase in demand around 999 calls.
 - There has been a slight reduction in victim satisfaction generally and whilst satisfaction with ease of contact remains high at 91.9% this is a marginal reduction on the last 12 months. Satisfaction of 999 callers is particularly high (95.2%), although satisfaction of 101 and online callers has reduced over the last 12 months.
 - Police Objective Analysis data shows that the allocation of employees to the 'Dealing with the Public function' is below average. There are proportionately more police officers and proportionately less police staff in the Contact function than Most Similar Forces. However the HMICFRS Inspection found that the Force understands its demand and is well resourced in the Contact function.
 - An issue for Contact is being competitive in the labour market as other organisations offer better pay and conditions, meaning there is a risk of increasing numbers of staff leaving. Recruitment and training into the Contact function takes considerable time and so high levels of movement impact both on capacity and capability.



- Capability remains an issue as 35% of Initial Contact Staff have less than 18 months service, which also impacts on capacity as more experienced call handlers can deal with more calls. However, the merger of Force Crime Management Unit (FCMU) and Incident Management Unit (IMU) is creating omni-competence and flex to deal with demand.
- In terms of wellbeing, Initial Contact handlers are roles that have been identified as being potentially exposed to trauma. Whilst sickness has remained stable, this function remains higher than the Force average. In terms of the Wellbeing Survey, levels of emotional energy and fatigue for staff working in the Contact function are in line with the Force average, however challenge stressors are higher than Force average (described as very high).
- Whilst calls for service present significant demand for the Force, this is not an area considered to be high risk.

Risk Assessment

Demand Area	Overall Assessment
All Contacts	
999 Calls	
101	
Online	

Actions to address demand

Actions	How this will reduce demand/mitigate threat, harm and risk
<p>Critical Communications Infrastructure will introduce:</p> <ul style="list-style-type: none"> • Customer Records Management • Integrated Command and Control • Telephony replacement • Audio recording equipment 	<p>This project will lead to:</p> <ul style="list-style-type: none"> • More efficient and effective call handling • Single system search • Reduction in duplicate records • More stable platforms • More effective access to audio recordings
<p>Application of communication tools which allow the sharing of location and live video from mobile devices without an app.</p>	<ul style="list-style-type: none"> • Improved efficiency • Provides better evidential information.
<p>Implement new Demand Contact Model:</p> <ul style="list-style-type: none"> • Reduce Demand • Control Demand • Service Demand 	<ul style="list-style-type: none"> • Signposting and self-service will reduce demand • Better use of online is more cost effective and will enable demand to be managed in a more controlled way • By reducing and controlling demand, staff will be freed up to more effectively service demand with increased training and tools to be more effective
<p>Channel shift from traditional telephony contact to online or self-serve options</p>	<ul style="list-style-type: none"> • Managing demand more efficiently • Improved handling times • Immediate consistent responses to generic questions through self-service • Reduce non-police demand
<p>Review of the staffing model and workforce management system</p>	<ul style="list-style-type: none"> • To ensure that the Force has the most effective model to reduce, control and manage demand
<p>Utilise 'Ask the Police' within new contact options and social media publicity to improve service to the public</p>	<ul style="list-style-type: none"> • Increase opportunity for online reporting and routing of calls reducing pressure on telephony system and enabling management of multiple contacts • Automation of responses reducing demand on Contact Staff

Section 3

Responding to the Public - Incident Response


This section is about Incident Response and focuses on:

- Incident response
- Emergency attendance
- Priority attendance
- Incidents resolved without deployment

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- As an emergency service it is critical that we respond quickly to calls for service and in particular emergency calls. This is key to our Policing Purpose 'Reassuring the Public'. It is also critical that we deal more efficiently and effectively with those calls that do not require attendance and resolve them where appropriate without deployment.
- Overall incident attendance is on a stable trend. Whilst the pandemic led to an increase in attendance rates particularly during the initial lockdown, incident attendance rates have stabilised. However, compared to the March 2020 baseline, there is projected to be a 5.9% increase in overall attendance leading to 402,959 incidents attended per year by March 2026.
- The Force has the third highest demand nationally and has higher rates of incidents per 1000 population compared to Most Similar Forces and nationally. Attendance rates are generally higher for virtually all incident types but are particularly high for Safety/Welfare, Domestic and Misper incidents.
- Whilst overall attendance at crime related incidents is consistent with other forces, attendance rates at burglary, robbery and sexual offences are well above the average.
- For high priority incident types such as domestic and sexual offences, the Force commits significant time and resources to dealing with these incidents in comparison to other forces.
- Unit Costs of Policing data shows that officers' and staff time is primarily focussed on the range of offences and incidents that the Force currently identifies as priorities and where the greatest threats and risk lie. Significant time is invested by officers and staff in dealing with serious violent crime and sexual assaults. Importantly, officers and staff are also investing considerable time on incidents and crimes that the public highlight as being issues in their local area such as drugs and anti-social behaviour.
- Attendance at emergency incidents has reduced by 6.4% over the last 12 months although this is largely attributable to reduced demand early in 2021 when strict COVID restrictions were in place. A stable trend is predicted over the next four years although this is still 8.7% lower than the baseline of March 2020.
- Priority attendance increased significantly during the pandemic in particular in response to the high numbers of Coronavirus incidents and breaches of COVID legislation. A stable trend is predicted over the next four years, although this is still 3.7% lower than the March 2020 baseline.
- HMICFRS recognise that the Force has one of the highest telephone resolution rates nationally. The "call to log conversion rate" at 30-35% means that between 1200-1450 calls each day are resolved without an incident log created, therefore reducing demand on Districts. Incident Management Unit (IMU) and Force Crime Management Unit (FCMU) are also enabling incidents to be resolved without deployment where this is ethical and appropriate and on the basis of THRIVE and the National Decision Model.
- In summary, for this area of demand:
 - Incident attendance is stable and predictions for emergency and priority incident attendance are also stable.
 - HMICFRS Big Data shows that the Force has higher levels of demand and also attends a higher proportion of incidents than other forces.
 - Unit Costs of Policing data shows that the Force is spending more time on priority/risk areas as well as those issues that are of concern to the community.
 - HMICFRS have assessed that the Force is Good for Responding to the Public.
 - Attendance performance is positive and has improved slightly since FMS3. However satisfaction with speed of arrival for priority callers as well as their overall satisfaction has reduced over the last 12 months, although emergency callers satisfaction has remained stable.



- Police Objective Analysis data shows that proportion of officers allocated to the Response function is higher than both the MSG and national average.
- Workforce Planning data shows that Incident Response Management has 31.9% more staff than they are budgeted for, however this surplus is as a result of the decision taken to maintain capacity and compensate for the longer timescales of student officers being deployed to Districts as a result of PEQF.
- PEQF is impacting on District patrol numbers, given the 'fallow' year. This situation will improve over the next 12 months, however Districts will have a significant proportion of their officers who are inexperienced, which presents ongoing challenges.
- Our assessment of capability is good; officers have the skills needed to undertake their roles.
- The Wellbeing Survey 2021 finds that on average staff working within Patrol have the highest levels of challenge stressors, reflecting the high level of demand placed on them.
- The Force is in a strong position in relation to this area of demand given the measures that have already been put in place over the last few years to deal with unprecedented demand. As such this is not considered to be a risk area for the Force. A current threat however is the 'fallow year' for PEQF which has reduced the number of officers available for patrol. This coupled with a policy to protect Neighbourhood Policing Teams (NPT) from abstraction and capacity gaps in threat areas such as Safeguarding could further impact on patrol numbers in the short term.

Risk Assessment

	Overall Assessment
Emergency attendance	
Priority attendance	
Resolved without deployment	

Actions to address demand

Actions	How this will reduce demand/mitigate threat, harm and risk
Undertake a post implementation review (PIR) of FCMU/IMU business case to ensure this is maximising flex and resilience around demand management	<ul style="list-style-type: none"> • More capability, flex and resilience regarding demand management • PIR will reveal actual potential savings
Using the 'Response Calculator' establish whether resourcing levels are sufficient to meet emergency and priority demand	<ul style="list-style-type: none"> • This will identify what resourcing levels are required to meet demand and will help inform PUP swim-lanes
Embed telephone witness statements	<ul style="list-style-type: none"> • 67,000 statements have now been obtained using this new technology saving the force approximately £1.2m (officer time, travel time and fuel costs) • Provides the victim with an easier and more convenient way to engage with the police.
District Investigation Teams to reduce investigative demand for Response	<ul style="list-style-type: none"> • Frees up Response Officer time for their primary function of incident response
Embed communication tools incorporating live video and sharing of location	<ul style="list-style-type: none"> • Improves efficiency and evidential information, allowing officers to review the scene of an incident by mobile phone
Continue to embed demand management policies including Force Crime Allocation policy, EBIT, Hospital Absconders and Missing Persons	<ul style="list-style-type: none"> • Ensures that the Force prioritises the deployment of its resources on the basis of threat/harm/risk and service to victims • Ensure that officers are not deployed inappropriately

Section 4 Prevention and Deterrence



This section is about prevention and deterrence and focuses on:

- Distribution of crime in West Yorkshire
- Neighbourhood Policing demand
- Public confidence
- Demand associated with alcohol and the night-time economy

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- There is a strong focus on prevention, early action and partnership problem solving in our Policing Strategy and this is a fundamental principle of our Neighbourhood Policing Model, which lies at the heart of our service delivery.
- One of the cross-cutting themes in the Mayor's Police and Crime Plan is Early Intervention and Prevention and there is also a strong focus on anti-social behaviour in the Priority 'Safer Places and Thriving Communities'. The Government's focus on anti-social behaviour has also increased through the 'Beating Crime Plan'.
- As a large metropolitan county, West Yorkshire has higher levels of crime, although crime is not evenly distributed. 25% of recorded crime takes place in 10% of our ward areas, and these wards are also characterised by multiple disadvantage.
- In terms of the socio-economic challenges faced, West Yorkshire has some of the most deprived neighbourhoods nationally. Annual growth and economic productivity is lower than the UK average, most Districts have lower rates of people who are economically active, life expectancy is lower, alcohol dependency is higher, there are higher rates of children in care and on child protection plans and the youth population (more at risk of crime) is growing at the fastest rate, with Leeds and Bradford having higher proportions of younger people than the national average.
- The new devolved model of Mayoral governance provides an opportunity to address more cohesively the "deeply entrenched issues facing West Yorkshire in order for it to prosper and grow", which may have a longer term impact on crime, community safety and social cohesion. In particular the Mayoral Pledges around Support for Local Businesses, Skills and Jobs, Jobs for Young People and Housing/Homelessness aims to address some of the socio-economic drivers of offending and demand. The Devolution Deal coupled with the Government's 'Levelling up' agenda place a focus on improving the socio-economic prospects of disadvantaged areas. Indeed the Levelling Up agenda is also seen as fundamental to the Government's Beating Crime Plan.
- Whilst ASB presents significant demand for the Force, incidents have reduced over the last 12 months and a stable trend is predicted for the next four years (albeit predictions are 3% above the baseline of March 2020). Over 60% of all ASB incidents are attended, with HMICFRS Big Data showing that compared to other forces, West Yorkshire has the second highest rate of attendance. Analysis shows that the worst affected areas for ASB are in inner-city or high deprivation areas and that suspects are predominantly young people. Population projections and socio-economic challenges suggest ASB will remain a demand pressure for the Force and our partners. There is likely to be increased focus on this area with an HMICFRS thematic inspection on ASB in 2022, which is likely to include a focus on the recording of ASB.
- Criminal damage has been on a reducing trend and whilst a stable trend is predicted for the next four years, this is an 8.9% reduction by March 2026 compared to the March 2020 baseline.
- An increasing trend is predicted for those offences associated with the night-time economy. Analysis shows that 13% of all violence with injury offences are flagged as being drink related, however it is acknowledged that use of the alcohol flag is problematic and does not reflect the influence alcohol has on crime, in particular violent crime. Yorkshire Ambulance data shows a correlation between alcohol, violence and the night-time economy. For those aged between 21 and 30 more than 30% of ambulance attendances related to violence had an alcohol flag and 40% of ambulance attendance and 26% of hospital admissions linked to alcohol were between 2am and 3am.
- Public confidence is stable and is the second highest in the MSG, however there are a number of key threats to legitimacy including violence against women and girls, race inclusion/disproportionality and the increasing potential for protest, which could impact on confidence and trust in policing. Legitimacy is also based on policing tackling the issues that matter most to communities and being relevant to them. The top four community concerns in West



Yorkshire relate to police visibility and ASB (which are key elements to our Neighbourhood Policing approach) road safety (which is central to Vision Zero – the Casualty Prevention Partnership Strategy) and drugs which is one of the top areas for threat, harm and risk.

- Overall for this area of demand:
 - Demand associated with neighbourhood policing is high and the Force has a high rate of attendance at ASB incidents compared to peer forces.
 - ASB, criminal damage and public confidence are predicted to be stable and offences associated with the night-time economy are predicted to increase.
 - Overall satisfaction for both ASB and criminal damage has reduced over the last 12 months.
 - HMICFRS assess the Force as 'Outstanding' for both 'Engaging with and Treating the Public with Fairness and Respect' and 'Preventing Crime and Anti-Social Behaviour'. The 'Cause for Concern' around understanding disparities in stop and search has been removed following a comprehensive analysis of this issue.
 - Police Objective Analysis data indicates that the number of officers dedicated to the Local Policing Function is marginally lower than Most Similar Forces but higher than the national average. The number of police staff allocated to Local Policing is higher than Most Similar Forces and the national average and this reflects the continued investment in PCSOs.
 - Neighbourhood Policing Team (NPT) numbers are currently below those budgeted for mainly as a result of the 'fallow' year of Police Education Qualification Framework (PEQF).
 - The Force has good capability in neighbourhood policing and is professionalising this function through a bespoke neighbourhood policing training course which will allow officers to be accredited, which will further strengthen capability.
 - In terms of wellbeing, sickness is low and there are no roles identified for psychological screening and support. Analysis of the Wellbeing Survey found that on average staff working within NPTs and Partnerships scored more positively than staff working in other district functions for the majority of measures.
- Key risks in this area relate to national issues regarding police legitimacy which may impact on public trust and confidence, the large volume of ASB demand and ensuring the correct recording of ASB personal logs (which could lead to an increase in recorded crime) and the financial challenges facing the Force and partners, which could threaten the neighbourhood policing model long term. In addition, challenges associated with the 'fallow year' of PEQF mean NPT numbers are below those budgeted for and could worsen due to other capacity gaps in the organisation, in particular Safeguarding.

Risk Assessment

Demand Area	Overall Assessment
ASB	
Criminal Damage	

Actions to address demand

Actions	How this will reduce demand/mitigate threat, harm and risk
Implementation of the Reassuring the Public Strategic Plan	<ul style="list-style-type: none"> • Focus on key threats/risk around this element of the Policing Strategy (public confidence, satisfaction, neighbourhood policing, early action, ASB, maintaining crime performance and hate crime)
Implementation of the Inequalities tactical plan	<ul style="list-style-type: none"> • Plan to address race inequality and inclusion
Training and Accreditation of all Neighbourhood Officers	<ul style="list-style-type: none"> • Further professionalising the neighbourhood policing function
Retention of PCSOs at 566	<ul style="list-style-type: none"> • Protection of the number of PCSOs for neighbourhood policing/prevention/early action



Ensure that NPT officers continue to be protected from being deployed to non-NPT related activities	<ul style="list-style-type: none"> Continued investment in dedicated problem solving and early action to tackle demand upstream
Re-civilianisation and growth of Neighbourhood Support Officers	<ul style="list-style-type: none"> Free up Police Officer roles in NPTs Dedicated capacity around neighbourhood co-ordinated activities and ASVAT process
Continued scrutiny of ASB Personal logs to ensure accurate crime recording	<ul style="list-style-type: none"> Ensure an accurate understanding of ASB and crime Maintain ethical and victim-focussed approach to crime recording
Roll out of Pol Ed across all schools from autumn 2021	<ul style="list-style-type: none"> Upstream focus on prevention and early action to reduce demand Delivered by education and not policing reducing demand on the Force
Early Action Hubs to deliver a public health approach to preventing crime, harm and demand	<ul style="list-style-type: none"> Identifying and addressing risk factors for offending Taking a trauma informed approach to reducing harm and taking early action Diverting young people away from crime
Utilise robotics and automation to provide automated updates around crime prevention	<ul style="list-style-type: none"> Increased efficiency and productivity



This section is about Investigations and the demand arising from crime. It focuses on:

- Investigative demand including total crime and acquisitive crime
- Digital/online crime investigation
- Crimes requiring secondary investigation
- Criminal justice demand
- Forensic demand

Executive Summary

- Reducing crime and having an investigative mindset are key elements of our Policing Strategy 2020-2025 and Safer Places and Thriving Communities (which includes a focus on neighbourhood crime) as well as Supporting Victims and Witnesses are priorities in the Police and Crime Plan.
- As the fourth largest Metropolitan Police Force in the country, West Yorkshire continues to record high levels of crime. However, over the last two years crime has consistently fallen across most crime categories, within the context of our 'Outstanding' grading for Crime Recording.
- COVID has given significant impetus to the reducing crime trend, but as restrictions eased, crime inevitably increased. However, the increases in West Yorkshire have been lower than the national average and this FMS predicts a 3.5% reduction in total crime by March 2026, compared to the March 2020 baseline (i.e. pre-pandemic).
- Whilst the reductions in recorded crime are positive, this FMS also acknowledges that there are a number of areas of demand which are either hidden or are significantly under reported, particularly around safeguarding and serious and organised crime. It is anticipated that given the strong focus nationally and locally on Violence Against Women and Girls (VAWG), crimes that disproportionately affect women may increase due to an increase in confidence to report.
- COVID accelerated the reduction of certain crimes and it is likely that some adaptations as a result of COVID (e.g. increased working from home) are likely to become more permanent and therefore continue to impact positively. However, the National Strategic Assessment (NSA) 2021, outlines that more serious criminals were resilient to COVID and adapted and accelerated their offending using technology to commit crime. These changes are also likely to continue post pandemic and lead to increased demand. The longer term socio-economic impact of COVID may also impact negatively on crime and demand. West Yorkshire already has some significant socio-economic challenges, which are risk factors for crime, harm and offending and these are likely to worsen as a result of COVID and economic recession.
- The overall trend in residential burglary has been reducing, although this still represents large volume and the Force attends a higher proportion of incidents (78%) compared to peer forces. This is supported by the Unit Costs of Policing which shows burglary residential as the 11th highest activity undertaken by officers and staff. Over the next four years a stable trend is predicted for burglary, although this is significantly lower than the baseline of March 2020 (40.1% reduction).
- Whilst vehicle offences have been on a reducing trend, theft of catalytic converters has increased significantly, strongly associated with their high valuable precious metal content and the relative ease and high reward of the offending. Over the next four years, theft from motor vehicle is predicted to increase, although will remain below March 2020 levels. In terms of theft of vehicles, keyless theft has been identified as an ongoing national threat, although numbers are low in West Yorkshire. Theft of vehicle offences are however predicted to increase and return to 2020 levels.
- Various national reports note a shift away from traditional crimes committed in the public sphere against the public or property, to crimes committed in the virtual sphere which are more lucrative, with less risk. It is predicted that demand for digital and online crime investigation will continue to increase in both volume and complexity, placing increased demand on digital investigative capabilities and creating significantly more complex arrangements around disclosure.
- With crime on a reducing trend and an effective Crime Allocation Policy in place, a stable trend for both the volume and rate of crimes 'screened in' for secondary investigation is predicted. However there is a potential risk to the Force regarding the 'screening in process' when looking at pre-cursor events to VAWG offences, which may be missed with the current process.
- Custody throughput has remained stable, despite the impact of COVID on crime and is predicted to increase with changes to Bail Legislation next year which will make custody more usable and available for longer.



- Significant reform at a national level has increased criminal justice demand. In particular, changes to the Attorney General Guidelines on disclosure has created additional demand for investigators and Prosecution Team Officers and has escalated to a red risk on the Strategic Risk Register. The changes have increased the time required to prepare case files for charging decisions thereby increasing the victim's journey from offence to trial. COVID has had a particular impact on criminal justice particularly in relation to charging protocols, backlogs of trials and witness care volume, all creating pressures around criminal justice demand.
- Forensic demand has reduced by 25% as a consequence of COVID but the top 10 demand generators remain consistent with previous FMS'.
- In summary for this area of demand:
 - Whilst total crime is reducing, demand remains high as the Force has one of the highest crime rates in the country although this is within the context of being graded as 'Outstanding' for Crime Recording. The lockdown period led to further reductions in crime, but the pre-pandemic long-term reductions are predicted to continue.
 - Whilst overall crime is predicted to reduce, criminal justice, digital forensics, custody and online investigative demand are predicted to increase.
 - Performance is either improving or is stable and Force outcome rates are generally in line with other Metropolitan Forces. The number of charge/summons achieved by the Force is higher than Most Similar Forces.
 - Whilst Victim Satisfaction remains higher than two years ago, there has been a small reduction (1.2 percentage points) compared to last year. However victim satisfaction for vulnerable victims has improved. New requirements around Victim Needs Assessments and Digital Processing Notices, will create more demand for the Force but ultimately should improve victim satisfaction. The new Victims Law is also likely to lead to new responsibilities on all agencies in the Criminal Justice System to provide support to victims through and following the Criminal Justice process. Improving victim's experiences requires the full range of criminal justice partners working more effectively together and for victims. As the Deputy Mayor for Policing chairs the Local Criminal Justice Board, this provides a real opportunity for all partners in the Criminal Justice System to work more effectively together.
 - HMICFRS has graded the Force as 'Adequate' for both Providing a Service for Victims of Crime and Investigating Crime. The Force has made significant improvements around investigative capacity and capability and as a result the 'Cause for Concern' around the quality of initial inquiries, supervision and standards of investigation has been removed.
 - The biggest capacity issue remains the detective gap which at 133 has improved since FMS3 but is not now predicted to be closed until November 2023. A significant challenge given the detective gap and the urgent need to increase the detective capacity in Safeguarding, is to get the career pathway for detectives right and ensure that all detectives have a broad range of skills across the full range of detective functions.
 - Capacity has improved around Digital Forensics Unit (DFU) through significant uplift in officers and staff and investment in infrastructure, meaning backlogs have reduced from nine to three months.
 - Police Objective Analysis (POA) data identifies that the Force allocates a smaller proportion of employees to the Local Investigations/Prisoner Processing function than our Most Similar Forces and the national average.
 - There are a number of capacity issues in relation to Criminal Justice which have been put forward for growth in the budget 2022/23. This includes investment in Witness Care and Prosecution Teams to meet increasing demand and risk as well as investment in Investigative Support Officers to meet the demand of the Prosecution Support Team in Protective Services Crime.
 - A number of roles have been identified for psychological screening and support (custody and Regional Scientific Support roles). Analysis of the Wellbeing Survey 2021 found that staff working within CID scored less positively than staff working in many other district functions for the majority of measures.
- Overall, significant improvements have been made around investigations over the last two years, leading to the Cause for Concern being removed and the Force improving to a grading of 'Adequate' by HMICFRS. Whilst significant investment is being made in Digital Forensics, we predict that over the next four years, increasingly more investigations will have a digital footprint,



leading to significant pressures on capabilities including DFU, Forensic Services, Police Online Investigation Teams (POLIT), Abusive Images Assessment Hub (AIAH) and Communication Data Investigation Unit (CDIU). Criminal Justice still presents a significant risk locally and nationally as well as the detective gap and ensuring an effective career pathway for detectives.

Risk Assessment

	Overall Assessment
Domestic Burglary	
Theft of Vehicle	
Theft from Vehicle	
Investigative Demand	
Digital/on-line investigations	
Criminal Justice demand	
Forensic demand	

Actions to address demand

Actions	How this will reduce demand/mitigate threat, harm and risk
Implement the DFU Business Case over six years	<ul style="list-style-type: none"> Improve capacity to manage demand (113 FTE uplift) Reduce backlogs Narrowing the length of investigations Increase outcomes and speedier justice Safeguarding victims
Criminal Justice: <ul style="list-style-type: none"> 10% Uplift in Prosecution Team Staff Uplift in Witness Care Team (3 FTE temporary and 9 permanent) Criminal Justice Co-ordinators to be made permanent Outsourcing of Medical Statements 	<ul style="list-style-type: none"> Manage increasing demand associated with AG Guidelines Reducing Witness Care backlog and meeting requirements of Victims Code as well as reducing victim attrition Manage increased demand around training, performance and governance of prosecution teams SLA with reduce timescales from up to six months to 10 days and frees up 3,000 hours of prosecution time.
Investment in a 'Victim Focus' Team focussing on risk areas identified in FMS4	<ul style="list-style-type: none"> Improve service delivery in highest risk areas Increasing satisfaction for vulnerable victims with a residual benefit for all victims of all crime types
Investigations <ul style="list-style-type: none"> Reduce detective gap through Detective Resilience Programme Detective Pathways Continue to focus on standards of investigation District Investigation Team Implementation 	<ul style="list-style-type: none"> Addressing capacity issues and improving resilience around investigations Improving capability in all detective functions and improving the attractiveness of this specialism Improved investigative standards and capabilities Dedicated investigative capability and free up capacity of Response Officers
Digital Asset Management	<ul style="list-style-type: none"> New digital evidence/asset management solution will replace up to five other solutions currently deployed and underpinning body worn video, in-car video, CCTV and other digital evidence collation solutions The solution will also have to provide appropriate and secure data and asset access to critical third parties such as the CPS and Ministry of Justice (MOJ)
Telephone Witness Statements	Savings in excess of £1.278m <ul style="list-style-type: none"> Savings in officer time Improvements in quality of statements Potential for more charging decisions due to statements easily being obtained Improved confidence and satisfaction as officers not missing appointments



This section is about how the Force identifies and protects vulnerable people and focuses on:

- Violence Against Women and Girls
- Domestic Abuse
- Child Safeguarding
- Adult Safeguarding
- Child Abuse
- Sexual Offences
- Hate Crime
- Honour Based Violence
- Forced Marriage
- Female Genital Mutilation
- Human Trafficking and Forced Labour
- Missing Persons
- Mental Ill-health
- Harassment, Stalking and Bullying

Executive Summary

- Protecting Vulnerable People is one of the three purposes of the Policing Strategy and is central to the Police and Crime Plan Priority 'Keeping People Safe and Building Resilience'. Safety of Women and Girls was one of 10 Mayoral Pledges and is a cross cutting issue in the Police and Crime Plan. The Force has a Strategy to tackle Violence against Women and Girls and has identified areas which need more focus, embedding these into existing Strategic and Tactical Plans.
- All previous FMS' have identified significant pressures in relation to safeguarding demand and this remains the case for FMS4. However, since FMS3, the Safeguarding Review has concluded and is now in implementation phase. This will improve capacity and capability and has led to the removal of the 'Cause for Concern' from HMICFRS.
- Domestic abuse remains one of the most significant demand pressures/risks for the Force and a stable/increasing trend is predicted. Incidents per 1,000 population are significantly higher in West Yorkshire compared to the national average and HMICFRS big data shows that compared to peer forces, attendance rates are particularly high (95%). Analysis of the Unit Costs of Policing shows that officers/staff spend 15% of their time dealing with domestic abuse. Workload is continuing to increase with 79% of all domestic incidents resulting in a subsequent crime being recorded (compared to 63% in 2017), reflecting a continuation of the Forces ethical and victim focussed approach to crime recording. The Domestic Abuse Act is likely to lead to more demand, by widening the definition of domestic abuse and introducing new powers.
- Child Neglect cases have seen a significant increase over the last 12 months with a particularly steep increase correlating with schools re-opening as the COVID Tier 4 restrictions started to ease. Children were more at risk of neglect during the lockdown periods and the opening of schools resumed face to face contact with trusted adults. This along with the introduction of Public Protection Notices (PPN) and increased professional curiosity are key reasons for the increase and predicted increase over the next four years. There is also scrutiny on this area of demand with rolling programmes of inspection around vulnerability and child protection. West Yorkshire has high rates of both looked after children and children on Child Protection Plans and one Local Authority Children's Services have been graded as inadequate (and placed into Trust) and one Requires Improvement.
- Demand around adult safeguarding has increased and is predicted to further increase. The introduction of PPN, will bring about consistency and coupled with dedicated adult safeguarding arrangements as a result of the Safeguarding Review, is likely to bring more focus and identify previously hidden demand. New processes and structures will also address the 'Cause for Concern' from HMICFRS around the earlier identification and sharing of information around adults at risk.
- Child sexual exploitation and abuse (CSEA) has been increasing year on year and a stable trend is predicted. Non-recent CSE accounts for more than half of CSE and remains a significant demand pressure/risk.
- In terms of online CSEA, distributing indecent images of children account for the highest proportion of offences and is predicted to continue to increase. The increasingly young age at which young



people are accessing technology and social media, makes them more vulnerable to exploitation and widens the pool of potential victims for offenders, who are also increasingly using technology to offend. The NSA outlines that COVID increased the scale of online CSEA offending which is likely to continue post pandemic. Nationally, it is identified that offenders are increasingly using a blend of online and face to face offending with the same victims.

- Whilst rape is predicted to be stable, serious sexual offences are predicted to increase over the next four years. The Force has the second highest rate of rape and serious sexual offences in its Most Similar Force but also has the second highest charge rate per 1,000 population. HMICFRS big data shows that the Force has significantly higher rates of attendance for sexual offences (79%) compared to peer forces and analysis of Unit Costs of Policing show that rape and sexual offences are the second and third highest activity of officers and staff accounting for 19,000 hours of activity per week. In line with the national trend the Force has seen an increase in 'spiking' offences with 116 recorded in 2019 increasing to 266 so far in 2021.
- An increasing trend for hate crime is predicted. The Force has seen a 9% increase in hate crime with all strands showing an increase, which in part is influenced by crime data integrity. Race hate crime continues to account for the largest proportion of hate crime (69%), followed by sexual orientation (14%). There has been an increase in offences relating to public order and stalking and harassment and an increasing proportion of offences are committed on-line (25%). Whilst there has been an increase in all strands of hate crime, those that are more serious and involve violence with injury have reduced. International and local events such as the death of George Floyd, increasing threat of the extreme right wing and economic/social pressures can have an impact on community cohesion and hate crime, as may the migration of Afghanistan refugees.
- So-called honour based abuse, forced marriage and female genital mutilation (FGM) are areas of hidden demand and it accepted that police data does not reflect the likely scale of the problem. With increased focus on these nationally and locally through the Violence Against Women and Girls Strategy, it is expected that these may increase with increased confidence to report. Planned legislative changes such as increasing the age of marriage to 18 and outlawing 'virginity testing' may lead to increased demand for the Force.
- The trend for missing persons is predicted to stabilise following significant reductions over the last few years, however this still present large volume for the Force. HMICFRS Big Data shows that the Force has higher rates of attendance for missing persons and analysis of Unit Cost of Policing shows that around 5,000 hours per week are spent dealing with incidents. Risk levels continue to increase with 87.4% graded as high risk compared to 72.% in 2017 and these are more time-consuming and costly. The profile remains similar to FMS3; 41.8% of children who go missing are looked after children and 17.4% are at risk of CSEA (25.8% for those who are looked after children). For adults there remains a strong correlation with mental health (60% have mental health recorded on the occurrence).
- A stable trend for mental health is predicted, although we acknowledge that following the one day 'snapshot of demand' highlighted in FMS3 there is significant under recording. HMICFRS Big Data shows that the Force has particularly high rates of attendance for concerns for safety compared to peer forces and this is supported by the Unit Costs of Policing which shows this as the sixth highest activity. Those with mental health issues are more at risk of being a victim of crime, with adult males with mental health issues three times as likely to be a victim of crime and adult women with mental health issues 10 times more likely to be a victim of violent crime. Mental health is also a contributor to offending and reoffending. The long term social and economic impact of COVID is predicted to increase demand around mental health, which cuts across different policing functions and requires a more joined up/integrated approach with partners for demand and harm reduction.
- Stalking and harassment offences are predicted to increase given that these are particularly impacted by crime recording. Over 90% of stalking offences are domestic abuse related showing the strong correlation between these offences. Given the prominence of stalking in the Police and Crime Plan and Violence Against Women and Girls Strategy, it is likely that reporting may increase.
- In summary for this area of demand:
 - Demand is high in most safeguarding areas and most are predicted to be stable or increase.
 - Victim satisfaction is mixed; domestic abuse victims have one of the highest of all satisfaction levels, however, hate crime satisfaction continues on a deteriorating trend.
 - HMICFRS has graded the Force as 'Good for Protecting Vulnerable People' and the 'Cause for Concern' around the capacity and capability of the Force to effectively deal with



investigations involving vulnerability has been addressed following the Safeguarding Review. There are a number of ongoing recommendations from recent HMICFRS thematics.

- The Force is in a strong position regarding the implementation of the National Vulnerability Action Plan (NVAP) with areas of innovation in the Force recognised.
- Capacity will improve around Safeguarding with the planned uplift of 65 constables and 15 Sergeants across the five District Safeguarding Units. However the Force still faces a 'detective gap' meaning that whilst filling these posts is a priority, there remain logistical challenges.
- Police Objective Analysis (POA) data shows that the allocation of police officers to safeguarding roles is much higher than other Most Similar Forces and reflects the Force's strategic decision making to invest resources into safeguarding on the basis of threat, harm and risk.
- An ambitious training plan is improving capability around safeguarding, with protected learning time allocated for the completion of the accreditation SCAIDP portfolio.
- Whilst there are higher absence rates than other District functions, sickness has remained stable. District Safeguarding Teams and Human Trafficking Teams have been identified as roles potentially exposed to trauma.
- The Wellbeing Survey 2021, found that on average staff working within Safeguarding scored less positively than staff working in many other district functions with significantly lower levels of emotional energy, higher levels of fatigue, higher levels of disturbed sleep, higher levels of symptoms of anxiety and depression, lower levels of psychological detachment and lower levels of physical wellbeing. They have very high levels of challenge stressors combined with lowest levels of perceived organisational support and although they have a very high sense of being valued by co-workers they score lower than average for sense of being valued by the Force.
- This area of demand is still considered as high risk for the Force, as it is assessed that most areas of demand will continue to increase and these present significant threats.

Risk Assessment

	Overall Assessment
Domestic Abuse	Red
Child Safeguarding	Yellow
Adults at Risk	Yellow
CSEA	Red
Serious Sexual Offences	Yellow
Rape	Red
Hate Crime	Yellow
HBA	Yellow
Forced Marriage	Yellow
FGM	Green
Missing Persons	Green
Mental ill health	Yellow
Stalking and Harassment	Green

Actions to address demand

Action	How this will reduce demand/mitigate threat, harm and risk
Implement the Force Strategic Plan for Protecting Vulnerable People and Tactical Plans for Domestic Abuse, Rape and Child Abuse	<ul style="list-style-type: none"> ● Implementing key work programmes around protecting vulnerable people ● Tactical Plans focus on the 4Ps (Prevent, Prepare, Protect and Pursue) in these risk areas
Implement the recommendations from the Safeguarding Review: <ul style="list-style-type: none"> ● Introduce a consistent structure across all district Safeguarding units ● Officer uplift to meet demand and reduce workloads 	<p>The actions address the:</p> <ul style="list-style-type: none"> ● Capacity of the five District Safeguarding Units to address safeguarding demand and manage workloads according the demand and risk (officer uplift, consistent structure, allocation policy, THRIVE scoring matrix and promotion of the Safeguarding role)



<ul style="list-style-type: none"> • Introduce a consistent allocations policy for all district Safeguarding Units • Introduce a consistent THRIVE scoring matrix for allocations and prioritisation of crime management • Ensure all officers in Child Investigation teams are SCAIDP accredited • Increase the number of officers trained in the SSAIDP • Increase the number of ABE (Achieving Best Evidence) officers in Adult and Domestic Abuse teams • Develop induction materials for all staff joining each team within Safeguarding • All Safeguarding sergeants to complete reformatted Safeguarding Supervisors course • Design and implement a Communications Plan to all staff on wellbeing and welfare support available • Promote the role and opportunities within Safeguarding teams internally • Introduce Agile working kits for staff working within investigation teams • Introduce workload monitoring and analysis through the Protecting Vulnerable People Board 	<ul style="list-style-type: none"> • Capability of the Force ensuring officers have appropriate skills and experience to investigate complex cases (Training Plans and supervisory uplift) • Welfare and support of officers and staff within Safeguarding (Implementing the recommendations from the Independent Wellbeing Review)
Review Multi Agency Safeguarding Hubs (MASH): <ul style="list-style-type: none"> • Undertake a Multi-Agency MASH Review focusing on demand, resourcing and working practices with partners. 	<ul style="list-style-type: none"> • Consistency across the Force/partners in relation to MASH and address issues raised by HMICFRS
IDVA and ISVAs (Independent Domestic Abuse and Sexual Violence Advisors): <ul style="list-style-type: none"> • Develop consistency of provision and access by police to IDVA and ISVA services in each District 	<ul style="list-style-type: none"> • Ensure engagement with victims in priority crime areas, enhancing safeguarding/support of victims and better engagement with Criminal Justice process, irrespective of the outcome
Domestic Abuse: <ul style="list-style-type: none"> • With partners, seek to develop and broaden access and availability of perpetrator programmes, by extending the scope of CARA and being able to signpost to programmes for non-caution outcomes • Adoption of communication tools incorporating sharing of location and live video for Domestic Abuse • Increase evidence-led prosecutions around domestic abuse • Continue the ongoing development work around the Domestic Abuse Assessment Tool (as it progresses into the next stage of development) with the Demand Reduction Team 	<ul style="list-style-type: none"> • Reduce repeat offending and maximise opportunities for perpetrators to develop healthy relationships. • Increasing efficiency using video to call the victim and take an immediate account • Improve outcome rates and protect victims • Better identify risk, more effectively target resources and provide a better response to victims.
CSEA <ul style="list-style-type: none"> • Standardise governance of non-recent complex CSEA cases to ensure there are adequate resources to meet demand • Review of Child Vulnerability Exploitation Teams to assess the scope, activity and demand faced 	<ul style="list-style-type: none"> • Ensure consistent investigative approach and dedicated capability/clear terms of reference for non-recent complex CSEA teams • Inform resourcing requirements of CVETs to ensure sufficient capacity, capability and consistency across the Force



Missing Persons <ul style="list-style-type: none"> Continue implementation of Niche Missing 2 Module Explore opportunities around Missing From Home Specialist Investigators Continue to embed the restructured meetings with district and partners to ensure clear strategic and tactical aims are met Embed changes in Force Policy 	<ul style="list-style-type: none"> Improve functionality, focus tasking and investigations to increase opportunities to problem solve and reduce demand/increase efficiencies Improve capability and efficiencies, and allow implementation of NMM2 to move to enhanced development Improve efficiency, effectiveness and consistency in responding to strategic direction/policy Changes will ensure that WYP lead on national changes and better manage risk and demand
Mental Health: <ul style="list-style-type: none"> Embed an ongoing mental health demand review structure to map strategic and tactical responsibilities around mental health within the force and partners Develop current resourcing/structures around mental health Seek to develop a broader 24/7 mental health/Police hub or mobile crisis response Implement the Suicide Prevention Co-ordinator role in West Yorkshire Police with Health Authority funding Support/develop suicide prevention work with Local Authorities 	<ul style="list-style-type: none"> Fully understanding demand, its sources and where it impacts upon policing will assist in addressing this with the appropriate district, department or unit Improving the join up and service to vulnerable people in need will reduce demand and officer time Maximise the opportunities to understand and where possible intervene with people having suicidal intentions, either at self-harm or attempt suicide point, managing risk and keeping people as safe as is possible for the wider partnership.
Stalking and Harassment Develop a Forcewide tactical response to Stalking and consider structures and resourcing required to deliver an developed/enhanced service including: <ul style="list-style-type: none"> Training around Stalking especially for Domestic Abuse and Adult Safeguarding Teams Embedding a clear and publicised pathway for Stalking Protection Order (SPO) consideration Developing engagement with support services (Paladin and National Stalking Helpline) Continue awareness training for front line officers 	<ul style="list-style-type: none"> Improving awareness and understanding of stalking through training Better engagement with victims in terms of offer, support and signposting Legal/CJS remedies to safeguard and encourage reporting and victim confidence
Review Civil Orders demand: <ul style="list-style-type: none"> In light of the anticipated changes to standard of proof within the Police, Crime, Sentencing and Courts Bill, review Civil Order demand and resourcing levels 	<ul style="list-style-type: none"> Provides opportunities for the Force to maximise opportunities to safeguard the public and reduce demand associated with potential future criminal investigations.

Section 7 Managing offenders



This section is about the demand that arises from managing people who have been convicted of offences and/or who present a risk to others. It focuses on:

- Integrated Offender Management (IOM)
- Domestic Abuse
- Register Sex Offenders (RSOs)

Executive Summary

- Managing Offenders is a key element of our Policing Strategy, including Protecting Vulnerable People (in terms of the management of RSOs and Domestic Abuse Offenders) and Reducing Crime (in terms of IOM). It is also a key element of the Police and Crime Plan in terms of the focus on 'Responding to Multiple and Complex Needs' recognising the need to tackle in partnership, those risk factors which may lead to repeat offending and re-victimisation.
- Since FMS3 the Force has implemented a new structure for offender management, which has three cohorts; Cohort 1 (Integrated Offender Management) where the focus is on neighbourhood offenders in particular serious acquisitive crime, Cohort 2 (Domestic Abuse Offenders) and Cohort 3 (Registered Sex Offenders).
- In terms of Cohort 1, there has been a slight increase from FMS3 on the numbers of offenders requiring management. IOM covers around 60% of offenders and whilst demand is not predicted to significantly increase, it is expected that there will be some 'balancing out' as under previous arrangements there was less focus on IOM due to the need to manage risk associated with RSOs. There is now an increasing focus nationally and locally around management of neighbourhood offenders and tackling the risk factors for offending is a key part of the Mayor's Police and Crime Plan. The County faces significant socio-economic challenges and unless key risk factors around accommodation, unemployment, substance misuse and mental health are tackled then demand around crime and consequently IOM will remain high.
- As the Force transitions to the new offender management model, the numbers of offenders under Cohort 2 (Domestic Abuse) are expected to increase significantly as additional capacity (10 PCs) has been invested to manage repeat offenders. Domestic abuse is one of the most significant demand pressures/risks facing the Force and there is a strong focus both nationally and locally on perpetrator programmes and management of offenders. The repeat suspect rate for domestic abuse is around 50% and new MAPPA guidance likely to be adopted, as well as the focus of the national and local VAWG strategies on perpetrators, will increase the focus and requirements around domestic abuse and stalking offenders.
- In terms of Cohort 3, there has been a slight increase in the number of Registered Sex Offenders (RSOs), although in line with FMS3 the RSO cohort remains fluid. A stable trend is predicted for the next four years, however projected increases in this FMS around sexual offences, CSEA and indecent images of children (IIOC) may lead to more offenders to manage. In particular online offending is predicted to increase and evolve presenting capacity, capability and resourcing challenges particularly for Police Online Investigation Teams (POLIT), Abusive Images Assessment Hub (AIAH) and Digital Forensics Unit (DFU).
- Overall for this area of demand
 - IOM and RSO demand is predicted to be stable, whilst demand associated with managing domestic abuse offenders is predicted to increase.
 - HMICFRS has graded the Force as 'Good' for 'Managing Suspects and Offenders'. The recommendations from the Joint Thematic Inspection of Integrated Offender Management have been addressed through the implementation of the new structure for Offender Management.
 - Police Objective Analysis (POA) data shows that the Force allocates a greater proportion of its employees to the Public Protection function in comparison to most other forces nationally.
 - The review of IOM has led to increased capacity in this area with an uplift of 10 PCs providing more capacity to manage repeat domestic abuse offenders and an additional 10 PCs to create a 'catch and control' Team. Recent investment in additional Public Protection Review Officers means that the Force meets the 50/20 guideline for RSO management (i.e. 50 offenders per officer with no more than 20 being high or very high risk). Supervisory ratios are being considered through the Safeguarding Review.



- The new structure under the three cohorts addresses concerns that serious acquisitive crime offenders had less focus under previous IOM arrangements.
- There are emerging capacity issues however with POLIT and AIAH giving the predicted increase in online offending and with Civil Caseworkers should the Force maximise opportunities presented through changes in legislation regarding standards of proof for sexual offences.
- Capability is good and the Force is responding to new threats including equipping public protection staff with cyber skills and using innovative tactics in monitoring and managing RSOs.
- The assessment of Wellbeing shows that PPU and POLIT Teams are in roles potentially exposed to trauma.
- The Force is in a strong position for managing offenders and the new Offender Management operating model will ensure a more consistent/corporate approach to managing the three cohorts, each with dedicated capacity. However, online offending (in particular online CSEA) is predicted to increase and evolve, which presents threats in particular around RSO and the demand for POLIT and AIAH and new MAPPA guidance presents a significant resourcing challenge in terms of screening, management and associated administration

Risk Assessment

	Overall Assessment
Cohort 1: IOM	
Cohort 2: DA	
Cohort 3 RSO	

Actions to address demand

Action	How this will reduce demand/mitigate threat, harm and risk
Cohort 1: IOM – Long term aspiration for a ‘one stop shop for offenders’ <ul style="list-style-type: none"> Enhancing working relations/co-location with partners to create District Hubs Developing outcomes for offenders 	<ul style="list-style-type: none"> Improve consistency and corporacy across the Force for IOM Manage the complex needs of offenders Develop a framework to assess performance and understanding demand
Cohort 2: Domestic Abuse <ul style="list-style-type: none"> Ensure corporacy/standards across the Force Embed CARA and measure effectiveness Explore options for additional perpetrator programmes beyond standard risk and proactive assessment and address trigger points of offender behaviour Buddi GPS tags for higher risk domestic offenders 	<ul style="list-style-type: none"> Reducing future risk and demand around domestic abuse through early action Reduction in reoffending/changing of behaviour Effective management of higher risk domestic abuse offenders Improved protection for victims.
Cohort 3: RSO <ul style="list-style-type: none"> Mainstreaming of remote monitoring and digital capability Uplift of investigators into AIAH 	<ul style="list-style-type: none"> Use of technology to identify online offending Ensuring effective supervisory oversight for effective management of RSOs Better managing demand around abusive images

Section 8

Managing Serious and Organised Crime

**This section is about serious and organised crime and focuses on:**

- Prosperity Serious and Organised Crime (cyber-crime, organised acquisitive crime, fraud, economic crime and money laundering)
- Commodity Serious and Organised Crime (drugs and firearms)
- Vulnerability Serious and Organised Crime (Child Sexual Exploitation and Abuse, Criminal Exploitation of Children and Vulnerable Adults and Modern Slavery/Human Trafficking)
- Serious Violence, Gangs and Knife Crime

Executive Summary

- Tackling serious and organised crime is a key element of our Policing Strategy and is a national threat in the Strategic Policing Requirement (SPR).
- Our understanding of the serious and organised crime threat has increased over the last year with the implementation of Serious and Organised Crime Systems Tasking (SOC ST), enabling us to understand the SOC threat beyond Organised Crime Groups (OCGs) to also include 'priority individual nominals', problematic geographic locations and vulnerabilities. SOC local profiles, identify threat, vulnerability and risk from SOC in local areas, drawing on the Crime Severity Index.
- The highest scoring wards for crime severity are also those areas with challenging socio-economic conditions and also higher young populations, emphasising the importance of a partnership approach around tackling SOC.
- The COVID-19 pandemic led to changes in the SOC landscape which may become more permanent. The NSA states that COVID has significantly increased the criminal use of technology in SOC offending and that these adaptations are almost certain to be in use after the pandemic, impacting and widening the scale of economic, fraud and cyber-crime, but also other elements of SOC including online CSA. The global impact of COVID could create the conditions for an increase in SOC with vulnerable individuals more at risk of being targeted by OCGs.
- Projections for cyber-crime reflect demand as a result of disseminations from Action Fraud rather than victim reports and these show a reducing trend. However, we assess that the actual threat of cyber-crime is increasing with offenders having access to the skills and expertise to facilitate a wide range of crimes. Increased dependence on remote working and online services in response to the COVID pandemic provided significant opportunities for cyber-crime and these are highly likely to continue post pandemic with the Crime Survey for England and Wales (CSEW) indicating that there were 1.7m computer misuse incidents in 2021. However, cyber-crime remains significantly under reported meaning that the scale of the threat is not fully understood.
- Similarly the projections for fraud also reflect the number of crimes referred from Action Fraud and are therefore reflective of investigative demand rather than actual risk or victimisation. Whilst these are showing a downward trend, the numbers of victims compared to March 2020 is showing a 7% increase. According to the CSEW, fraud remains the most common crime type accounting for over a third of crime with an estimated 4.6 million offences, with only 14% reported to Action Fraud. Cyber-enabled fraud is a prevalent and increasing threat (accounting for 85% of fraud) as more of the population moves on-line, thereby widening the pool of potential victims. COVID created particular opportunities for fraud and there remains ongoing risks associated with the pandemic. It is predicted that fraud and in particular online fraud will increase and evolve over the next four years.
- Organised Acquisitive Crime (OAC) accounts for 5% of mapped SOC threats. In line with the national trends there has been an increase in catalytic converter theft, primarily linked to the increasing value of the metal content within hybrid cars. It is likely that catalytic converter theft will remain a key threat, particularly given the predicted increase in hybrid and electric vehicles. This could see a shift from residential burglary to catalytic converter theft given reduced opportunities for burglary (with home working) and the relative ease/less risky offending of catalytic converter theft.
- Money laundering is a key enabler of serious and organised crime. 3% of mapped SOC threats relate to illicit finance and the dark web is becoming increasingly popular as a platform to commit crime, in particular illicit finance use, with crypto currency being the payment method of choice. In line with national trends money mule/fraud activity remains a threat and has worsened during the pandemic.



- Drugs remain the primary serious and organised crime threat with the majority of mapped threats (90%) relating to drugs criminality and county lines. Cannabis remains the most prevalent drug with offences for trafficking increasing significantly on the previous year and cocaine the second most prevalent drug. Cannabis farms remain prevalent and the threat regarding Western Balkan nationals is significant and increasing with risk of serious violence. Drugs remains a highly profitable activity and are central to a significant amount of organised crime. Demand and focus around drugs will increase with the Government's new Policy Paper: 'From Harm to Hope: A 10 year drugs plan to cut crime and save lives' which has three key aims; breaking drug supply chains, getting people into treatment and deterring recreational drugs use.
- 14% of mapped SOC threats relate to county lines, which is the second highest after drugs. County lines drug dealing remains the same as in FMS3 and is primarily linked to Class A drugs of heroin, cocaine and crack cocaine. It is predicted that the threat around county lines and organised exploitation of vulnerable people will remain a significant issue, particularly given the links to drugs, gangs and violent crime. The drugs policy paper has a strong focus on disrupting county lines which may reveal more demand for the Force and more organised exploitation of vulnerable people.
- An effective whole system approach to threat management has led to a long term reducing trend for firearms discharges with gun crime relatively low compared to our Most Similar Forces. A stable trend is projected, however given the links with gangs, drugs and violence, offences can be unpredictable.
- Child Sexual Exploitation and Abuse (CSEA) has been on an increasing trend and the threats around indecent images of children are also increasing. NSA 2021 reports with confidence that there are between 550,000-850,000 UK-based individuals posing a sexual risk to children and that COVID significantly increased online CSA, a trend that is likely to continue. This is likely to create capacity issues for both the Abusive Image Assessment Hub (AIAH) and Police Online Investigation Teams (POLIT). In West Yorkshire there is a high volume of peer on peer offending. The age of victims may reduce as children are accessing technology and social media at a younger age and are therefore potentially exposed to sexual imagery, livestreaming and online offenders at a younger age, making them increasingly vulnerable to sexual exploitation.
- Modern Slavery and Human Trafficking (MSHT) reduced during 2020 due to COVID-19, with travel restrictions and the closure of businesses disrupting the MSHT marketplace. However, these disruptions were temporary and post pandemic, offences started to increase again. Criminal exploitation remains the most common exploitation type and consists principally of forced labour for the purposes of cannabis cultivation and forced gang related activity (typically county lines). MSHT is predicted to increase with demographics continuing to shift away from EU migrants to potentially more UK nationals.
- Whilst robbery and knife crime have continued to reduce, there has been a slight increase in most serious violence over the last 12 months and there is a strong correlation between knife crime and robbery. Whilst a gradual increase in robbery and knife crime is projected over the next four years, the predictions for March 2026, are still below the baseline of March 2020. However, Most Serious Violence is predicted to increase above the March 2020 baseline. Analysis of the Unit Costs of Policing show that significantly more time is spent allocated to violence with injury crime than any other crime.
- Overall for this area of demand:
 - Demand is predicted to increase in most organised crime threats.
 - Performance in those areas measured is either improving or is stable.
 - Victim satisfaction for violent crime is one of the lowest across the different types of crime and incidents surveyed.
 - HMICFRS assess the Force as 'Outstanding' for disrupting serious and organised crime with innovative practice identified around SOC Systems Tasking and SOC local profiles. HMICFRS assess that the Force manages the firearms threat well.
 - The Force meets the SPR, and an uplift in detective numbers for the ROCU over the next three years will improve capacity and capability in the ROCU. However, this may worsen the detective gap for the Force, with the most experienced detectives likely to move to the ROCU.



- Police Objective Analysis (POA) data shows that the proportion of officers and police staff allocated to the Specialist Investigations functions is below Most Similar Forces.
- Capacity and capability has improved around digital forensics, however there remains risks around Communications Data Investigations Unit, Major Collision Enquiry Team and Investigative Support Officers, particularly within Serious and Organised Crime and Economic Crime Unit. Workforce Planning Data shows that currently there are 16% posts vacant in Major Investigations Unit and 13% vacant in the Cyber Crime Unit.
- The NPCC's Strategic Workforce Assessment highlights five key capabilities needed to deal with future demand (digital forensics, detectives, cyber-crime, intelligence and data specialists/scientists) which are all critical for this area of demand.
- There are a number of roles in Protective Services Crime that have been identified for psychological screening and support (Major Collisions Enquiry Team, Digital Forensics Unit, Coroner's Officers and MSHT Team). The Wellbeing Survey 2021 identifies that levels of emotional energy for staff working at Protective Services Crime are above the force average. Levels of fatigue, physical wellbeing and challenge stressors are on par with force averages whilst hindrance stressors are below force average.
- The scale of serious and organised crime (particularly fraud and cyber) is not fully understood. Therefore, should demand reflect victimisation levels, then the Force would struggle to meet such demand. The investment in digital forensics is critical, however the complexity of investigative demand in an increasingly technical age presents challenges to the Force. Online crime is a cross cutting issue for the Force and is a recognised growing threat.

Risk Assessment

	Overall Assessment
Cyber crime	
Fraud	
Drugs	
Child Criminal Exploitation	
Firearms	
Modern Slavery Human Trafficking	
Serious Violence	
Knife Crime	
Personal Robbery	
Commercial Robbery	

Actions to address demand

Action	How this will reduce demand/mitigate threat, harm and risk
Implement the Force Tactical 4P Plan for Drugs	Plan will include the key actions around Prevent, Prepare, Protect and Pursue to tackle drugs and its links with County Lines and meet expectations in the Government's Drug Strategy
Implement the Force Tactical Plans for serious violence and homicide prevention	Plans will include the key actions around Prevent, Prepare, Protect and Pursue to tackle Most Serious Violence, Knife Crime, Gun Crime, Gangs and Homicide Prevention.
Implement the Force Tactical Plan for Organised Exploitation of Vulnerable People	Plan will include the key actions around Prevent, Prepare, Protect and Pursue to tackle Modern Slavery Human Trafficking which includes Child Criminal Exploitation.
Continue to Implement the Digital Forensics Unit Business Case (see section 5) with an additional 4 more spokes	See Section 5
Growth in Investigative Support Officers for Serious and Organised Crime (3), Modern Slavery Human Trafficking (1),	Address capacity gaps around Investigative/Prosecution support around key risks and growing demand areas following the Protective Services Crime Demand Review



Economic Crime Unit (1) and Major Collisions Enquiry Team (1)	
Embed Fraud Policy consistently across the Force	Anticipated that this will reduce demand around fraud (30-40%)
Through Operation Chalenor disseminate best practice around fraud	Improve Force response to tackling fraud

Section 9 Major Events



This section is about the Strategic Policing Requirement (SPR) and other major events and focuses on:

- The SPR threats of:
 - Terrorism
 - Serious and Organised Crime
 - National Cyber Security Incident
 - Public Order
 - Civil Emergencies
 - Child Sexual Abuse
- Armed Policing
- Roads Policing
- COVID 19

Executive Summary

- The ability of the Force to respond to major threats and incidents is critical and forms part of the Strategic Policing Requirement (SPR), which both the Chief Constable and Mayor must have due regard to. The Force can evidence that it meets the requirements of the SPR and is prepared for potential new threats that may be added, following the review of the SPR.
- The threat from terrorism is currently at SUBSTANTIAL (however this increased to SEVERE during 2021). Whilst the greatest threat continues to be from Daesh and Al Qaida (and those directed, encouraged or inspired by them), an increasing proportion of investigations relate to Extreme Right Wing Terrorism (ERWT). This remains a growth area and new groups with similar ideology and tactics continue to emerge. Online radicalisation and the increasing use of technology by extremists remain areas of concern and as such the volume of digital material recovered in CT investigations is unprecedented and continues to rise. The increase in Self-initiated Terrorist incidents reflects the changing methodology of terrorist groups from highly-sophisticated large scale plots involving multiple people, to low-sophisticated attacks by individuals. Self-initiated terrorists can progress to action very quickly and are by their very nature difficult to identify, making the manifestation of this threat difficult to predict and prepare for.
- A large scale cyber incident is a Tier 1 risk on the National Security Risk Assessment. Cyber incidents are an increasing threat nationally. Ransomware remains the common type of malware seen in the region and the threat has shifted from random attacks to more specific targets such as business, healthcare and the public sector. As such the National Strategic Assessment (NSA) outlines that ransomware has evolved from a serious criminal threat to a national security issue. Increasing reliance on digital technology solutions in the business, commercial as well as public sector, coupled with threats from hostile states and actors, increases the possibility and scale of cyber-attacks impacting at a national level.
- In terms of public order, high priority thematic areas for West Yorkshire are Football, Cultural Nationalism protest and Anti-Government protest, which along with Environmentalism are all predicted to increase. It is possible that a number of economic, social and political drivers will create the conditions for public order and protest over the next four years which can also impact on police legitimacy in dealing with such incidents.
- COVID was the most significant civil contingency threat in 2020 and remains a key issue. A COVID 19 Response Plan is in place with additional plans that can be utilised as required. The Force has responded to the HMICFRS Report 'Policing the Pandemic' with all areas either completed or ongoing. A General Pandemic Plan has been developed which can be activated should a similar national incident be experienced.
- The West Yorkshire Local Resilience Forum continues to identify the pandemic, cyber security and severe weather as critical threats and these are likely to remain long standing issues. In addition Blue Light Agencies have a strong focus on a terrorist incident and ESN remains a significant issue for the Force.
- The level of firearms discharges is low in West Yorkshire compared to other forces and is on a stable trend. However demand for armed policing remains high given the focus and investment on keeping firearms discharges low and the need for armed support regarding terrorism and serious and organised crime, which are key threats for the Force. Overall the Armed Policing Strategic Threat



and Risk Assessment (APSTRA) concludes that the current and proposed response to the threat posed by criminal use of firearms is reasonable, proportionate and effective.

- Killed and Seriously Injured (KSIs) road traffic collisions have been on a reducing trend, however a stable trend is now predicted along with an increasing/stable trend for fatal collisions (taking numbers back to those in 2019). Changes to the way in which road traffic collisions are now recorded is likely to impact of KSI statistics as other areas which have implemented the changes have seen up to a 30% increase in KSI statistics. The Force has implemented the recommendations from the HMICFRS thematic on roads policing and through the Casualty Prevention Partnership is working with local authorities and other stakeholders to deliver the Strategy 'Vision Zero'.
- Overall for this area of demand:
 - Demand around SPR threats is predicted to increase, but the Force has good capacity and capability to manage them.
 - HMICFRS do not grade the SPR or Armed Policing however the recent PEEL Inspection includes positive findings for both areas, indicating that the Force is in a strong position.
 - HMICFRS recommendations around road policing have been implemented and a revised debrief process is currently being developed which will meet the recommendations regarding the Policing of Protest.
 - Police Objective Analysis (POA) data indicates that the allocation of employees (primarily police officers) to the Operational Support function is just below the average of our Most Similar Forces, however allocation of officers and staff to the road policing function is higher than Most Similar Forces.
 - From a wellbeing perspective, Roads Policing, Firearms and Cadre are roles identified for psychological screening and support. The Wellbeing Survey finds that levels of emotional energy and fatigue for staff working at Operational Support are in line with the Force average along with hindrance and challenge stressors, although levels of physical wellbeing are higher and symptoms of anxiety and depression lower.
- Overall, the Force is in a strong position in relation to these areas of demand. The threats around a major cyber incident are increasing and whilst investment is being made in ROCUs to strengthen capacity and capability and there is an effective joint networked response in place, this remains an area of significant threat given the potential consequences of an incident or attack and is a priority across all LRF partners.

Risk Assessment

Demand Area	Overall Assessment
Terrorism	
Cyber Incident	
Public Order	
Civil Emergencies	
Armed Policing	
Road Policing (KSIs)	



Actions to address demand

Action	How this will reduce demand/mitigate threat, harm and risk
<p>Road Policing</p> <ul style="list-style-type: none"> • Explore opportunities to improve Road Policing analytic capacity and capability to identify threats and risks on the road network • Increased detective and Investigative Support into MCET • Active participation and guidance to Vision Zero Board, Safer Roads Executive and District Partnership Road Safety Groups 	<ul style="list-style-type: none"> • Meets HMICFRS requirements around road policing analytical capability • Addresses capacity gaps in this area • Ensure collaborative effort on delivering Vision Zero and reducing KSIs is realising its potential
Work with the ROCU to build resilience in the 'protect' space for the Force and LRF partners around cyber-attacks as well as developing and testing effective business continuity plans regarding a cyber-attack	Mitigating risks around cyber-attacks for the Force and LRF partners.
Address the capacity gap around complex larger scale search requirements through better prioritisation of specialist search capabilities based on threat, harm and risk.	Mitigates capacity gap
Active testing and accountability around Local Resilience Forum and Business Continuity Plans including random low level testing regime for contingency threats.	Ensure Business Continuity Plans are easily found understood and actionable



This section is about how intelligence, information and ICT assets make the Force more efficient and effective now and in the future and focuses on:

- Intelligence
- Performance
- Digital Technology
- Information Management

Executive Summary

- Performance, intelligence and good quality, lawfully held data are central to the Force's strategic planning arrangements to ensure that the Force makes decisions based on a comprehensive understanding of threat, harm, risk and demand and also is proactive in terms of preparing for change.
- Digital capability is a key enabler of the Force's Policing Strategy, in order that we develop, acquire and deploy digital tools that make us more efficient and effective for the communities we serve, the partners we work with and the people we employ. Maximising the value of Force data as a strategic asset is a priority as this is essential for optimal decision making at strategic, tactical and operational level and is essential to harnessing the benefits of new and emerging technologies and techniques such as Artificial Intelligence, Analytics, Machine Learning and Robotic Processing.
- Intelligence submissions have returned to pre-COVID levels and are on a reducing trend, however the proportion of useable intelligence has increased from 73% to 78%. Intelligence submissions in key priority areas such as CSEA however remain low.
- The Force is in a strong position regarding performance with reductions over the last two years in most categories of volume crime and a stable position for calls for service and public confidence. This is within the context of already high levels of calls for service and demand and an 'Outstanding' grade from HMICFRS for Crime Recording. Sustaining this performance, alongside the positive HMICFRS PEEL gradings for 2021 is inevitably a challenge. Demand around performance is predicted to increase in response to performance measures at a national (e.g. national crime and policing measures and criminal justice scorecards) as well as a local level (Police and Crime Plan and Force governance and accountability arrangements).
- The Digital Policing environment is complex and rapidly evolving. With numerous decision-making bodies, multiple programmes and projects being deployed by third parties and a rapidly changing technology market, it is difficult to ensure alignment and interdependencies between initiatives. It is expected that demand around digital policing will increase at a national, regional and local level over the next four years. As well as over 70 on-going local initiatives, the Force is also monitoring and participating, where effective to do so, in several major national programmes, which are also a core part of the overall Digital Strategy.
- The focus on data in policing is growing on the national agenda and internal demand has increased significantly as the Force better understands the value of data for decision making as well as being an essential pre-requisite to harness the benefits of new tools and technologies and ensure return on investment in this area. Public demand around data has stabilised, although is higher than pre-COVID/GDPR levels. Given the recent trends, it is anticipated that external/public demand will remain stable and internal demand will increase. Backlogs in Data Protection Impact Assessments (DPIA), security incidents and Information Sharing Agreements (ISA) remain an issue and are likely to continue given the strong focus on data protection and information/cyber security. Request complexity continues to increase due to the volume of data being generated and held.
- In summary for this area of demand:
 - Demand around these functions is predicted to increase, given the increasingly important emphasis on data and analytics to both inform decision making and change.
 - HMICFRS has graded the Force as 'Outstanding' for Strategic Planning, Organisational Management and Value for Money' with innovative business planning processes identified.
 - Police Objective Analysis (POA) data shows that compared nationally, the Force allocates fewer resources to both the IT and Performance Review functions.
 - The ability to attract and retain specialist staff in all these functions remains a risk on Departmental Risk Registers, particularly given the competitive labour market for these skills (which is also recognised as a strategic risk). Nationally, the NPCC Workforce



Strategic Assessment identifies Intelligence/Research Analysts and Data Specialists/Analysts as critical specialist roles for the future.

- The Force is in a strong position in relation to this area of demand, reflected in the 'Outstanding' Grade by HMICFRS. However demand is predicted to continue to increase in these areas and become more complex as digital technologies are developing at pace and are central to innovation, change and efficiencies. A key risk for the Force in meeting demand is having the skills in a competitive labour market.

Risk Assessment

Overall Assessment	
Intelligence	
Performance	
Digital Technology	
Information Management	



This section is about Forcewide functions and focuses on:

- People Directorate - Human Resources (which includes Strategic Workforce Planning, Resourcing, Occupational Health and Wellbeing, People Services, Diversity Equality and Inclusion and Employee Relations) and Learning and Organisational Development
- Professional Standards Department (PSD)
- Planning to Reduce Environmental Impacts

Executive Summary

- Attracting, developing and retaining a professional, talented and diverse workforce which meets the demands and challenges we face is a key strand of the Force's Policing Strategy. At the centre of the Strategy is the Force's values of 'Fairness, Integrity and Respect' and the Code of Ethics, which set the standards and principles of behaviour in policing.
- The latest HMICFRS inspection has graded the Force as 'Good' for Building, Supporting and Protecting the Workforce, noting that the Force has an ethical and inclusive culture at all levels, understands its recruitment needs, is taking action so that its' workforce better reflects its communities and is making good progress against the Police Education Qualifications Framework (PEQF) and Police Uplift Programme (PUP).
- The Force is on track to meeting its PUP allocation (852), which by year three will put officer numbers slightly above 2010 levels. However, the combination of PUP and financial savings is likely to lead to a changing workforce mix with officer numbers increasing and police staff numbers reducing. In addition, the ROCU share of the uplift will reduce the overall share for the Force and will put further strain on the detective gap (which currently stands at 133).
- Whilst the Force is making good progress against PEQF, this remains a significant challenge, particularly around District patrol numbers, given the 'fallow' year. This situation will improve over the next 12 months, however Districts will have a significant proportion of their officers who are inexperienced, which poses ongoing challenges.
- The Force is allocating a significant proportion of its workforce to frontline functions, Safeguarding, Protective Services Crime and Operational Support. Meeting the planned uplift around safeguarding is a key priority as is addressing the detective gap which currently stands at 133.
- Over the last few years the Force has invested in growing demand areas such as safeguarding, digital forensics and criminal justice. However the future complex policing challenges including a shift to the virtual sphere, increasing threats and opportunities around digital technology and the need to disrupt criminal business models have identified capacity/capability gaps the Force needs to address.
- The NPCC Strategic Assessment of the Workforce has identified five service critical specialist workforce skills; detectives, digital forensics, cyber-crime, intelligence/research analysts and data specialists/analysts, which contribute to delivering against current and future policing demands and the Government' national crime and policing measures. All are of significance in terms of the capabilities needed for the future in West Yorkshire and this needs to influence recruitment, the budget setting process and training. However attracting and retaining such skills given financial pressures and in a highly competitive labour market will be a significant challenge and is identified as a red strategic risk.
- Workforce representation remains a key challenge, however the Force has improved its position from being the second least representative force (at 5.9%) to the fifth least (6.5%). Progress around female representation is positive, as the Force has higher female officer representation than the average for other forces. However, ethnic minority representation is more challenging and although progress is being made around latest joiners and attrition rate, the Force has been graded as having one of the lowest representation rates compared to the population. This position may worsen with new census data available in 2022 which is likely to show a higher ethnic minority population.
- Learning and Organisational development demand is particularly impacted by PUP and PEQF, however other demand pressures relate to training around officer safety, CBRN, cultural awareness, safeguarding, surveillance, accreditation and detective training.
- PUP, PEQF and workforce representation will remain challenges over the next four years, however more long term changes such as algorithmic/automated decision making and technological



transformation will impact on the workforce, requiring new skill sets in a competitive job market and may also create uncertainty and concern in the workforce. A more flexible workforce model is likely to be required in the future to reflect a more fluid workforce which has different needs and expectations.

- A strong focus on police culture is also likely to remain high on the agenda given the focus on race inequality and violence against women and girls, which may continue to impact on police legitimacy and trust and make it harder for the Force to recruit the very people it is targeting through Positive Action.
- The top four priority corruption threats are sexual misconduct/abuse of position for sexual purposes, controlled drug use and supply, disclosure of information and theft/fraud. Inappropriate associations accounts for large volume but the threat is proportionately low and well managed. These five categories account for around 75% of corruption threats and remain consistent with previous years.
- The top three complaints allegations are general service delivery and police action following contact, individual behaviours/incivility and use of force. These three categories are consistently the top three categories over a number of years and make up almost two-thirds of all complaints. Complaints have increased over the last 12 months and are predicted to continue to within the context of police trust and legitimacy being continually in focus.
- Future demand pressures for PSD relate to continued corruption threats as a result of agile working (theft/fraud as well as security issues) and increased use of social media. Demand on the Vetting Unit is an increasing risk given volume as well as the identification of some officers and staff in designated posts without the required level of vetting. In addition demand may further increase following any recommendations from the Review of Vetting in the Metropolitan Police and HMICFRS inspection.
- Leading the battle to tackle the climate emergency is a Mayoral Pledge and the Force is recruiting a Sustainability Manager to develop the short, medium and long term approach to reducing environmental impacts, however this remains a significant challenge especially with financial pressures limiting funds for investment, that are competing with a wide range of operational needs.

Risk Assessment

Overall Assessment	
HR	
L&OD	
PSD	
Environmental Impacts	

Actions to address demand

Action	How this will reduce demand/mitigate threat, harm and risk
Implement the People Strategic Plan to ensure the Force attracts, develop and retains the skills/capabilities required to meet current and future demand and addresses the future workforce challenges	<ul style="list-style-type: none"> • Attracts the skills needed for the future in particular those identified through the NPCC Workforce Strategic Assessment • More representative of the communities we serve • Competitive in the labour market • Develop and retain staff, improving their wellbeing
Develop and implement a strategic workforce plan to address capacity and capability gaps around safeguarding	<ul style="list-style-type: none"> • Addresses the uplift requirements and vacancies in Safeguarding • Addresses the detective gap
Reconfigure PEQF swim-lanes to meet current and future demand requirements developing a swim-lane for safeguarding	<ul style="list-style-type: none"> • Ensure a better fit between demand and resource allocation to support enhanced capacity/capability in priority demand areas • Increased capacity around safeguarding and investigations



Achieve PUP requirements for the Force and ROCU	<ul style="list-style-type: none"> • Longer term improved capacity in dealing with demand • Improved capacity and capability for ROCU
Develop Operational Workforce Plans to identify capacity and capability gaps	<ul style="list-style-type: none"> • Inform local decision making relating to the ongoing development of the workforce model
Investment in the Diversity Equality and Inclusion (DEI) Team to increase workforce representation	<ul style="list-style-type: none"> • Increase the number of officers and staff from under-represented groups with a particular focus on improving the representation of officers from an ethnic minority and female background
Deliver the Cultural Awareness Training Programme	<ul style="list-style-type: none"> • Ensure officers and staff have and understanding of black history and culture and are fair, respectful, and equitable in their actions towards Black people
Implement the Talent Management Strategy for the Force	<ul style="list-style-type: none"> • Identification and development of talent forcewide, across all ranks and grades • Ensure the Force develops and retains talent in the workforce.
Investment in: <ul style="list-style-type: none"> • Driver Training • Employee Relations and Medical Appeals 	Improved capacity in these areas
Corruption threats: <ul style="list-style-type: none"> • Implement 4P plans to address the four priority corruption threats 	Mitigating corruption threats around: <ul style="list-style-type: none"> • Sexual Misconduct/Abuse of Position for Sexual Purpose • Controlled drug use and supply • Disclosure of information • Theft and Fraud.
Vetting: <ul style="list-style-type: none"> • Ensure correct level of vetting for designated posts • Implement new IT systems to improve efficiency of vetting • Increase capacity in vetting 	<ul style="list-style-type: none"> • Ensure staff have the right level of vetting prior to internal moves in the force • Ensure vetting demand is dealt with more efficiently and effectively
Complaints: <ul style="list-style-type: none"> • Address the key factors driving complaints from the public • Ensure capacity/systems are fit for purpose in managing complaints 	<ul style="list-style-type: none"> • Improve public trust and confidence • Ensure complaints are dealt with quickly and efficiently

Section 12

Collaboration



This section is about collaboration and focuses on:

- Collaboration being progressed through the North East (as the key areas of collaboration have been included in relevant Sections of this FMS)
- Tri-Service Collaboration with Fire and Rescue and the Ambulance Service

Executive Summary

- Our Policing Strategy 2020-25 focuses on partnerships and collaboration with other agencies, forces and emergency services in order to tackle problems in a more integrated way, improve capacity and capability and achieve efficiencies through economies of scale.
- The Force has a long-established partnership approach in dealing with key threats and risks, in particular through Community Safety Partnerships, Multi Agency Safeguarding Arrangements, the Violence Reduction Unit and our approach to Neighbourhood Policing. This is in line with the strong preventative and public health approach to policing which is central to the Mayor's Police and Crime Plan.
- West Yorkshire is the lead force for the National Police Air Service (NPAS), Counter Terrorism Policing North East (CTPNE), Regional Organised Crime Unit (ROCU) and Regional Scientific Support Services (RSSS).
- The Force also collaborates in the Yorkshire and Humber region around procurement, CBRN, disaster victim identification and underwater search.
- Forces in the North East have structures in place to provide strategic, tactical and operational oversight around new and ongoing North East Regional collaborations.
- Structures are in place to provide strategic and operational oversight around new and ongoing tri-service collaborations.
- The forthcoming White Paper proposals around the potential transfer of fire and rescue governance to Mayors/PCC may give collaboration particularly with the Fire Service more impetus.

Risk Assessment

Overall Assessment	
Collaboration	