



Report to:	Police and Crime Panel
Date:	12 November 2021
Subject:	Update on Recruitment against 2021/22 Precept Increase and the Mayoral pledge on police workforce numbers
Report of:	Tracy Brabin, Mayor of West Yorkshire
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1. PURPOSE OF THE REPORT

1.1 This report provides the Police and Crime Panel with an update on progress on the 2021/22 Police and Crime Commissioner (PCC) precept commitments to:

- Continue to prioritise increased investment into neighbourhood policing within West Yorkshire Police, building back the non-partner funded police community support officer (PCSO) numbers to an establishment of 566 (**Precept Commitment 1**).
- All new recruitment seeks to increase the number of people from black and minority ethnic (BME) and other under-represented groups to ensure that the Force is representative of the communities in West Yorkshire (**Precept Commitment 2**).

1.2 The report also provides an update on West Yorkshire Police's progress towards achieving the expectations of the national Police Uplift Programme (PUP).

1.3 Furthermore, the report outlines details on the Mayoral pledge on 750 additional officers and staff within West Yorkshire Police over the three-year electoral term (2021-24).

2. BACKGROUND INFORMATION

2.1 The precept proposals for the financial year 2021/22 were presented to the Police and Crime Panel by the PCC on the 5th February 2021. Following discussion with

the PCC, a majority of Panel members voted to support the proposal to increase the precept by 7.64% which equated to £15 on the council tax for a Band D property for 2021/22 on the basis that the PCC would:

- i. Continue to prioritise increased investment into neighbourhood policing building back the non-partner funded PCSO numbers to establishment of 566.
- ii. That all new recruitment seeks to increase the number of people from BAME and other under-represented groups to ensure that the force is representative of the communities in West Yorkshire.
- iii. That the PCC provides ongoing assurance about the resilience of the reserves position going forward and that where possible additional savings are considered towards building up future reserves.
- iv. That there is a commitment to early discussion with the Panel about any public budget consultation to ensure that the outcomes are clear and robust.

2.2 The paper will give an update to the panel on precept commitment 1 (section 3 of the report) and precept commitment 2 (section 4 of the report). An update on commitment 3 and 4 will be presented at the next meeting of the Police and Crime Panel on the 17th December 2021.

2.3 In May 2021, as part of devolution, West Yorkshire elected a Metro Mayor taking over the responsibilities of the PCC. Tracy Brabin was elected as the Mayor of West Yorkshire. As part of the Mayor's manifesto, 10 Mayoral pledges were made for the Mayor to deliver her over three-year elected term. Her 10 Mayoral pledges are set out below:

1.	Appoint an Inclusivity Champion to Work to Ensure that the Region's Recovery Benefits Us All
2.	Support local businesses and be a champion for our regional economy
3.	Tackle the climate emergency and protect our environment
4.	Lead a Creative New Deal to Ensure Our Creative Industries Are Part of the Broader Recovery Strategy
5.	Create 1,000 well paid, skilled green jobs for young people
6.	Prioritise skills and training to ensure everyone in West Yorkshire has the skills they need to secure work
7.	Bring Buses Back Under Public Control, Introduce Simple Fares, Contactless Ticketing and Greener Buses

8.	Put keeping women and girls at the heart of the Mayor's policing plan
9.	Recruit 750 More Police Officers and Staff to Fight Crime
10.	Build 5,000 sustainable homes including council houses and affordable homes

Section 5 of the report will give panel members an update on the recruitment of 750 more police officers and staff to fight crime.

3. PRECEPT COMMITMENT 1 – INCREASED INVESTMENT INTO NEIGHBOURHOOD POLICING BUILDING BACK NON-PARTNER FUNDED PCSO NUMBERS TO ESTABLISHMENT OF 566

3.1 PCSO Recruitment

3.1.1 A suspension of the recruitment of PCSOs was lifted in July 2021. As a consequence, the force has recruited three cohorts of PCSOs thus far this year, with an additional three cohorts planned up to the end of 2021/22 to meet the 566 budget position. The following details the actual and planned PCSO recruitment profile for 2021/22:

PCSO					
Month	Strength			PCSO Intake	All Leavers
	Budget (MTFF)	PCSO Strength	Variance		
April '21	566	541	-24		3
May '21	566	531	-35		10
June '21	566	529	-37		2
July '21	566	535	-30	19	12
August '21	566	546	-19	16	5
September '21	566	542	-23		7
October '21	566	549	-17	16	6
November '21	566	558	-7	16	7
December '21	566	551	-15		8
January '22	566	563	-3	18	5
February '22	566	574	8	18	8
March '22	566	568	2		6
2021 - 2022	566	568	1.9	103	79

4. PRECEPT COMMITMENT 2 – INCREASE BLACK AND MINORITY ETHNIC AND OTHER UNDER-REPRESENTED GROUPS WITHIN THE POLICE SERVICE

4.1 Configuration of posts

4.1.1 The approved police budget for 2021/22 provided for an additional 196 officers on top of the 311 already funded in 2020/21 to achieve the recruitment of the PUP target for 2021/22 of 507 police officers. The recruitment profile currently highlights a projected 72 additional officers against the police officer budget for 2021/22.

4.2 National Police Uplift Programme (PUP)

4.2.1 Members of the Police and Crime Panel will be aware that the force has been recruiting additional police officers in response to the allocation afforded through the national PUP. The allocation for West Yorkshire Police (WYP) has been adjusted from 852 officers to 835 officers to reflect the top-slicing for counter terrorism officers. There is no change to the duration of the PUP, concluding at the end of March 2023.

4.2.2 Assuming the adjusted total to be recruited by WYP, the targets for the three years of the PUP are currently:

- 256 officers by the end of March 2021 – (30%)
- A further 251 officers by the end of March 2022 – (30%)
- A further 328 officers by the end of March 2023 – (40%) (Unknown but likely target)

4.2.3 The formal project to deliver the PUP into West Yorkshire Police continues, under the direction of a dedicated superintendent. Furthermore, the strategic, over-arching Force Apprenticeship & Uplift Board continues to provide steer and scrutiny across the whole uplift programme.

4.3 Police Officer Recruitment

4.3.1 During 2021, the force has thus far delivered four cohorts of trainees. The following provides detail relating to the recruitment of police officers during 2021:

- The force has appointed 262 police officers so far during 2021/22. Of those appointed, 190 are on the Degree Holder Entry Programme (DHEP) entry route with 72 on the PCDA entry route.
- Of the 262 appointed:
 - o 141 are male (53.8%) and 116 female (44.3%) and 5 individuals preferring not to disclose (PNTD) (1.9%).

- In terms of ethnicity, 181 of those appointed are white (69.1%) with 49 from an ethnic minority background (18.7%), and 32 PNTD (12.2%).

4.3.2 Thus far, WYP has met all national expectations regarding the PUP, including all objectives relating to the sourcing of the additional officers. The table in appendix 1 provides detail relating to:

- The police officer strength position.
- The planned recruitment profile.
- The predicted attrition position.

4.4 Positive Action

4.4.1 Each month the national PUP provides every police force in England and Wales with a dashboard detailing the force's performance against the Home Office expectations on the volume of recruitment and workforce representation, specifically in relation to gender and ethnicity. The dashboard articulates each force's performance in comparison to the England and Wales position, using several indicators to detail whether the specific force is meeting Home Office expectations or otherwise. The following table provides a summary of the WYP position as of September 2021:

Home Office Dashboard - Workforce Representation			
September 2021			
GENDER INDICATORS			
	All forces	WYP	Status Level
Current Female Representation	34.8%	36.7%	1
	All forces	WYP	Status Level
Twelve month rolling female joiner rate	44.7%	41.1%	3
	WYP 3 year joiner rate	WYP 12 month rolling joiner rate	Status Level
Twelve month joiner rate compared with three year joiner rate	40.3%	41.1%	1
	Male attrition rate	female attrition rate	Status Level
Attrition rate of females (difference in male and female attrition)	5.4%	4.5%	1
ETHNICITY INDICATORS			
	force area population	WYP	Status Level
Current Black, Asian, Mixed or Other Representation	18.2%	6.9%	4
	force area population	WYP	Status Level
Twelve month rolling joiner rate compared with force population	18.2%	15.0%	2
	WYP 3 year joiner rate	WYP 12 month rolling joiner rate	Status Level
Twelve month rolling joiner rate compared with three year joiner rate	7.5%	15.0%	1
	White attrition rate	all other ethnic groups attrition rate	Status Level
Attrition rate of officers who identify as Black, Asian, Mixed or Other	5.0%	6.3%	2

- 4.4.2 The above table details the “status level” each force is provided in relation to that force’s performance against a set of indicators. For each of the indicators the force is assigned a status level score on a range of 1 – 4, with 1 being the highest performing position and 4 being the lowest performing position. For example, WYP is deemed to be in the lowest performing category for the “current black, Asian, mixed and other representation” indicator, with a status level 4 assigned, whereas the indicator focusing on “twelve month rolling joiner rate compared with the three-year joiner rate” demonstrates the recent progress the force has made with regards to the recruitment of police officers from an ethnic minority background, with a status level 1 position being assigned by the Home Office.
- 4.4.3 During 2021 the force has opened recruitment campaigns to target ethnic minority and female candidates. This approach relies on a constant flow of ethnic minority and female applicants who are attracted through the force’s positive action initiatives. Periodically, the force opens a recruitment window to all applicants, not solely ethnic minority and female applicants, to ensure compliance with the legislative framework governing positive action interventions.
- 4.4.4 The “constant window” approach of targeting ethnic minority and female candidates relies on positive action campaigning to gather ‘expressions of interest’ (EOIs) in the role of police officer through events held within communities of West Yorkshire with relatively high populations of ethnic minority residents and universities. During 2021, this approach, which mirrors that applied successfully by Greater Manchester Police (GMP), has resulted in the force currently being in receipt of 461 EOIs from ethnic minority and/or female candidates. It is a continuous process to convert those EOIs into applications for the role of police officer.
- 4.4.5 To further increase the volume of ethnic minority and female candidates, work is underway on targeted social media campaigns driven by analytics and the use of influencers via an external marketing company funded by the College of Policing.
- 4.4.6 The table below shows the **current** status of the applications pool for ethnic minority and/or female candidates with those EOIs gathered at positive action targeting events during 2021 converted into applications:

Type of Recruitment Campaign	Campaign Start Date	Total Number of Applicants	Ethnic Minority	LGBT	Disability	Female
PCDA	Mar-21	72	37	3	3	39
			51.39%	4.17%	4.17%	54.17%
DHEP	Mar-21	93	69	10	3	48
			74.19%	10.75%	3.23%	51.61%

*Please note – the figures for Ethnic Minority, LGBT and Disability include both male and female.

4.5 Police Staff Recruitment

4.4.2 With regard to the total police staff recruitment position, a breakdown of the police staff members joining the organisation so far during 2020/21 is as follows:

Police Staff & PCSO New Starters 01 April 2021 to 26 Oct 2021							
Ethnic Origin 2+1	Gender	PCSO	%	Police Staff	%	Grand Total	%
White	Male	28	59%	57.5	34%	85.5	40%
	Female	15	31%	93.2	56%	108.2	50%
White Total		43	90%	150.7	90%	193.7	90%
Ethnic Minority	Male	1	2%	3	2%	4	2%
	Female	4	8%	12	7%	16	7%
Ethnic Minority Total		5	10%	15	9%	20	9%
Prefer not to Say	Male	N/A	N/A	1	0.50%	1	0.50%
	Female	N/A	N/A	1	0.50%	1	0.50%
Prefer not to Say Total		N/A	N/A	2	1%	2	1%
Grand Total		48		167.7		215.7	

*Please note – some appointees have filled new posts created and some have filled vacancies.

4.5 Conclusion

4.5.1 Whilst recruitment is continuing across several areas, work is ongoing to ensure the agreed numbers from the precept 2021/22 will be achieved by the end of March 2022. The updated baseline position for police officers, police staff and PCSOs is as follows:

	April '21	Sept'21
Officers	5531	5684
PCSO	541	542
Staff	3611	3604

4.5.2 Mayoral oversight of this will continue and further assurance from the Chief Constable will be obtained between now and the end of the financial year through the governance structures in place.

5. MAYORAL PLEDGE – RECRUIT 750 MORE POLICE OFFICERS AND STAFF TO FIGHT CRIME

5.1 Manifesto Pledge wording:

*"I will recruit **750 more frontline police officers and staff to fight crime.***

*In my first year as Mayor, I will put **over 250 more Police Officers on the frontline and over 70 police staff to support them, including call handlers and scenes of crimes officers, whilst maintaining our Police Community Support Officers (PCSOs).***

*During my three-year term as Mayor, I will add **at least 500 frontline officers and staff to support our communities against crime and anti-social behaviour**, and I will ensure that the police receive the support they need to do their job.”*

5.2 In order to track progress against the pledge, it is proposed to use the following performance targets derived from the pledge:

- **Performance target 1: 250 more police officers on the frontline by 30/04/2022** using a baseline of numbers as at 30/04/2021 from the following Home Office Annual Data Returns (ADR) frontline categories:
 - Operational frontline
 - Operational Support
 - Investigations
- **Performance target 2: 70 more police staff to support frontline police officers (inc PCSOs) by 30/04/2022** using a baseline of numbers as at 30/04/2021 from the following Home Office ADR frontline categories:
 - Operational frontline
 - Operational Support
 - Investigations
- **Performance target 3: 750 more frontline police officers and staff to support frontline police officers** to fight crime over the three-year mayoral term (30/04/2021 – 30/04/2024). This is inclusive of the 250 police officers and 70 police staff within the first year (2021-22).

5.3 Baseline information

5.3.1 To give an accurate baseline against which we can track pledge delivery, workforce data for officer and staff numbers has been taken at the end of April 2021 (with the electoral term beginning at the start of May 2021 and ending May 2024). Workforce data is provided by either headcount or full time equivalent (FTE). The budget is set by FTE so for the purposes of reporting against the pledge targets, FTE will be used rather than headcount. For the purposes of this report, the figures shown are in FTE and have excluded the National Police Air Service (NPAS) numbers.

5.3.2 For the Annual Data Returns (ADR) the Home Office requires reporting officer and staff numbers by the following categories:

- Operational frontline
- Operational Support
- Investigations

- Business Support

Baseline as at the end of April 2021 - (NB. Student police officers considered business support until 12 months in service)

	Operational Front Line	Operational Support	Investigations	Total classed as Operational	Business Support	Total
Officers	2848	144	1786	4778	753	5531
Staff	229	928	1518	2675	936	3611
PCSOs	539	0	2	541	0	541
Total	3616	1072	3306	7994	1689	9683

5.3.3 Panel members should note that the Mayoral pledges within the election manifesto were set based on information within the public domain as of November 2020. They were based on workforce and budget information published at the time and the following information and data was not available:

- The Home Office Police and Crime funding settlement for police forces within England and Wales for the 2021/22 financial year which announced the grant settlement (announced on the 17/12/2021), including precept capping arrangements.
- The attrition rate as of April 2021, which is the proposed date to take the baseline data to track performance against the Mayoral pledge. COVID-19 had an effect on the number of projected police officer retirees with fewer officers retiring at 30 years' service than expected.

5.3.4 This has had an impact on the budget and workforce numbers (particularly police officer numbers) in 2021/22. It has set an artificially high baseline and had a subsequent negative impact on the budget, as police officers at the end of 30 years in service are more expensive than new police officer recruits, firstly due to potential achieving a higher rank than police constable, and secondly being at the top of pay scales because of the officer length of service. **As of the 31st March 2021, West Yorkshire Police were 175 police officers over profile.**

5.3.5 Whilst the first target of 250 more police officers on the frontline and second target of 70 more police staff (including PCSOs) by 30/04/2022 must be achieved within the current budget envelope (2021/22), there is the potential through budget setting prioritisation to increase budgeted workforce numbers (police officers and/or police staff) in the next two financial years 2022/23 and 2023/24.

5.3.6 All workforce projections are based on the current medium-term financial forecast and are based on financial planning and scenarios as of September

2021. It does not take into account financial planning information now known in the Chancellor's Spending Review of the 27/10/2021, although this additional information only provides a partial picture in terms of the police and crime budget envelope for 2022/23. The Police and Crime funding settlement from the Home Office will be announced in mid- December 2021 and will give the comprehensive information necessary needed to accurately plan budgets for 2022/23 and beyond.

5.4 Performance target 1: 250 more police officers on the frontline by 30/04/2022

5.4.1 As referenced in paragraph 5.3.3, the attrition rate in April 2021 was significantly lower than what was projected in the workforce planning forecast (aligned with the medium-term financial forecast) with the force being 175 police officer posts over budget as of March 2021. This set an artificially high baseline for the beginning of delivery of the pledge. Therefore, the 250 more police officers on the frontline target will be challenging to achieve by 30/04/2022, because there are already more officers operational on the front line than previously expected. Current projections based on the latest workforce figures is that there will be an increase of 164 frontline police officers and this target will be 86 officers short by 30/04/2022, compared with 30/04/2022, but it is expected that this target will be achieved by the end of the summer 2022.

5.4.2 The artificially low attrition rate has afforded the communities of West Yorkshire an additional 185 police officers over establishment. These officers are highly experienced and bring significant skill to the communities of West Yorkshire in fighting crime and keeping people safe. Arguably, bearing in mind the over profiling of the workforce and the additionality of 164 addition frontline officers, this potentially will give the people of West Yorkshire an additional 349 police officers (as of the end of April 2022) in the Mayor's first year of office.

End of year 1 forecast – (NB. Student police officers considered business support until 12 months in service)

	Operational Front Line	Operational Support	Investigations	Total classed as Operational	Business Support	Total
Officers	2962	145	1835	4942	686	5629
Staff	248	972	1518	2738	959	3697
PCSOs	564	0	2	566	0	566
Total	3774	1117	3355	8246	1645	9892
Increase	158	45	49	252	-44	209

5.5 Performance target 2: 70 more police staff to support frontline police officers (inc PCSOs) by 30/04/2022

5.5.1 Current projections are that operational police staff will have increased by 63 FTEs and PCSO posts will have increased by 25 by the 30/04/2022. This exceeds the target of 70 by 18 police staff/PSCO FTEs.

End of year 1 forecast – Student police officers considered business support until 12 months in service)

	Operational Front Line	Operational Support	Investigations	Total classed as Operational	Business Support	Total
Officers	2962	145	1835	4942	686	5629
Staff	248	972	1518	2738	959	3697
PCSOs	564	0	2	566	0	566
Total	3774	1117	3355	8246	1645	9892
Increase	158	45	49	252	-44	209

5.6 Performance target 3: 750 more frontline police officers and staff

5.6.1 Newly recruited police officers are now trained using the Police Education Qualifications Framework (PEQF) model. It takes appropriately 12 months from the initial training until recruits can be deployed on the frontline.

End of year 3 forecast – (NB. Student police officers considered business support until 12 months in service)

	Operational Front Line	Operational Support	Investigations	Total classed as Operational	Business Support	Total
Officers	3227	147	1949	5323	538	5861
Staff	238	1001	1518	2757	959	3716
PCSOs	564	0	2	566	0	566
Total	4029	1148	3469	8646	1497	10143
Increase	413	76	163	652	-192	460

5.6.2 The table above shows an increase of frontline police officers and staff of 652 within the 3-year period. Recruitment is well in excess of this. However, with over 350 forecast leavers per year the net position is **652, 98** additional officers and staff will be needed to meet the pledge.

5.6.3 There are several opportunities and variables over the coming years that could enable this, including reviewing budgets over the next two years, precepting

arrangements, and the development and delivery of the new West Yorkshire Police and Crime Plan 2021-24,

6. EQUALITY, DIVERSITY AND INCLUSION BENEFITS AND IMPLICATIONS

- 6.1. Section 4 of the report clearly outlines what West Yorkshire Police are proactively doing in terms of using the opportunity the PUP has provided in recruiting black and minority ethnic groups and other under-represented groups across the communities of West Yorkshire into the workforce. Through these recruitment initiatives, it will improve representation and make the workforce of West Yorkshire Police more reflective of the community they serve. Policing by consent is the most fundamental building block in the provision of policing services. This can only be achieved by retaining legitimacy within the communities they serve through transparency, engagement and an ethical and fair application of the law by a workforce that reflects the people it serves.

7. FINANCIAL IMPLICATIONS

- 7.1. None at the present time. Further considerations of the Mayoral pledge of an additional 750 police officers and police staff over the electoral term (2021-24) will be given consideration as part of the budget setting process 2022/23 for West Yorkshire Police. Panel members will be updated in due course.

8. LEGAL IMPLICATIONS

- 8.1. The Public Sector Equality Duty (PSED) came into force on 5 April 2011. The PSED duty applies to public bodies and others carrying out public functions. It supports good decision making by ensuring public bodies consider how different people will be affected by their activities, helping them to deliver policies and services which are efficient and effective; accessible to all; and which meet different people's needs. It also requires that public bodies have due regard to the need to:
- eliminate discrimination
 - advance equality of opportunity
 - foster good relations between different people when carrying out their activities

9. EXTERNAL CONSULTATION

9.1. N/A

10. RECOMMENDATIONS

10.1 That the Police and Crime Panel note the report and feedback any comments

BACKGROUND PAPERS AND APPENDICES

Appendix 1 – West Yorkshire Police Officer Recruitment Forecast: 2021 – 2024

CONTACT INFORMATION

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Appendix 1 - Police Officer Recruitment Forecast: 2021 – 2024

Police Officer (Global) Forecast			
	Officer Strength	Total Intake Volume	Total Attrition
April '21	5531		24
May '21	5592	72	19
June '21	5568		24
July '21	5623	72	30
August '21	5642	48	30
September '21	5684	70	32
October '21	5624		36
November '21	5647	46	31
December '21	5663	48	32
January '22	5638		33
February '22	5659	46	26
March '22	5627		31
2021-2022	5627.19	402	348
April '22	5597		30
May '22	5640	74	30
June '22	5675	72	37
July '22	5723	74	36
August '22	5688		35
September '22	5732	72	38
October '22	5769	74	37
November '22	5825	74	29
December '22	5789		36
January '23	5845	74	29
February '23	5891	74	28
March '23	5860		31
2022-2023	5860.28	588	397
April '23	5832		29
May '23	5866	72	38
June '23	5847		29
July '23	5880	72	38
August '23	5846		34
September '23	5882	72	36
October '23	5858		34
November '23	5830		28
December '23	5872	72	30
January '24	5849		33
February '24	5891	72	30
March '24	5860		32
2022-2023	5859.59	360	391

*Global Officer forecast excluding NPAS
Attrition adjusted to account for NPAS exclusion
Intake indicates Student Officers day 1 start*