BRITISH TRANSPORT POLICE

Agenda Item 6.4

REPORT TO:	**British Transport Police Authority**
DATE:	**30 September 2008**
SUBJECT:	**Home Office Green Paper *'From the Neighbourhood to the National – Policing Our Communities Together''***
SPONSOR:	**Deputy Chief Constable**
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1. PURPOSE OF PAPER

1.1 The purpose of this paper is to outlines the key aspects of the recently published Green Paper and how they relate to BTP.

2. BACKGROUND

2.1 The Green Paper, described by the Government as 'the most important review of policing for generations' was published on 17 July 2008. The deadline for response is 10 October 2008. The Paper is divided into seven chapters:

1. Empowering Citizens
2. Professionalising and freeing up the police
3. Defining roles and leadership in the police service
4. Focusing on development and deployment
5. Strategic role for Government
6. Reinforcing collaboration between forces
7. Improving performance in policing.

2.2 The paper is quite narrow in its scope, and it does not address issues such as serious and organised crime, counter terrorism or other areas which will be covered by the Secretary of State's Policing Priorities. Members should be aware that these areas may be subject to further government proposals and recommendations in the future.

2.3 This paper does not outline the implications for planning and target setting, which are discussed in paper 6.1.

3.2 Policing Pledge

3.2.1 Within the Green Paper the Government sets out its future national standards for accessible and local policing, which are referred to as the Policing Pledge.

3.2.2 There were detailed exchanges between the Association of Chief Police Officers (ACPO) and the Home Office up to the moment the Green Paper was published and it is clear that ACPO have some nervousness regarding the detail of the Pledge. Given this, it is likely that the exact wording will change before it becomes mandatory for Home Office forces. However, the Government is very keen to progress this strand of their policing policy and aim to have the Pledge implemented by the end of the year.

3.2.3 The Strategic Development Department has analysed the Pledge and produced a draft BTP version that mirrors the spirit and the content of the Home Office Pledge wherever possible, but takes into account BTP's unique policing environment. This is attached as Appendix A and sets out, for each part of the draft Government Pledge, the Home Office wording, alternative BTP wording if appropriate and brief comments on each. The purpose of the Appendix is to act as a discussion document, rather than a concrete proposal, given that the document represents very early thinking and that the Home Office may change the content by the time it is published.

3.2.4 Standard 7 within the Pledge indicates a shift in focus towards response policing and targets. It is important that BTP determines how it will balance this with the demands of neighbourhood policing. Given BTP's geographic spread and relatively low numbers of officers, it is unlikely to be able to successfully mix response policing with neighbourhood policing.

3.2.5 If, as is likely, there a political imperative for BTP to introduce a Pledge then several key issues will need to be addressed, including:

- Does the draft BTP Pledge adequately capture BTP's unique policing role?
- Should BTP should adopt a neighbourhood policing ethos for its non-Neighbourhood Policing sites?
- What the likely resource implications would be for Areas, Neighbourhood Policing Teams, the First Contact Centre and FHQ departments
- Whether BTP's Neighbourhood Policing tenure policy be reviewed (standard 4)
- Would the First Contact Centre be the most appropriate place to accept, redirect and monitor emails and other enquiries regarding local policing issues (standards 5, 11)?
- Should BTP commit to a emergency response time (standard 7)?
- Is it realistic to fully engage passengers and their representatives within the tasking process (standard 10)?

3.2.6 This document has been tabled at recent Chief Officers' Group and Force Management Team meetings, and internal discussion and consultation is ongoing. It is also proposed to discuss the draft Pledge at the forthcoming Supervisors' Seminars. In addition, Area Commanders are also discussing the Pledge with their stakeholders in the context of the 2009-10 Policing Plan.

3.3 Crime Mapping

3.3.1 Standard 10 of the Policing Pledge contains a commitment to publish local crime data, and on 28 July 2008 the Home Secretary announced that all forces would publish crime maps by the end of December 2008. The Home Office and ACPO are still in negotiation about exactly what the requirement for the crime maps would be, but the following broad principles look likely to be agreed:

- Data will be made available at Neighbourhood/Ward level so as to ensure relevant linkages with neighbourhood policing whilst avoiding possible identification of individuals
- Maps will be presented in a way that is meaningful to the reader (e.g. defined by street, supermarket etc. and other recognisable features)
- Content will be simple, describing the numbers of offences that have occurred

- Data will be differentiated to show broad categories of different kinds of crime and anti-social behaviour but not be so specific as to infringe privacy or drive speculation (e.g. on matters of rape, sexual abuse, etc.)
- The data will say how many crimes or the rate per population, how these have changed month to month (where available) and it should be possible to see how they compare to other areas. Success rates eg: detection rates should be included where possible
- The information will be presented in maps, charts and text to explain the key messages.

3.3.2 BTP is closely engaged with ACPO and the Home Office in the development of crime maps and how BTP's data can complement that of Home Office forces. The Chief Information Officer is the ACPO lead on Geographic Information Systems and the Assistant Chief Constable (Crime) is leading on a project to manage the operational issues associated with mapping BTP's crime data such as how to deal with crimes committed on trains, and how any new technological capability can enhance BTP's intelligence systems.

3.4 Performance Management – the role of Police Authorities

Accountability arrangements will not be changed for the Metropolitan Police, BTP or other non-Home Office forces. For all other forces, the Government intends to reshape the performance management system and move to a more self-improving system in keeping with the its broader approach to public service reform.

3.4.1 The public will be able to directly elect representatives onto police authorities. The Government will also work with partners to raise the capacity and influence of police authorities to hold forces meaningfully to account. Research done for the Association of Police Authorities (APA) and Home Office guidance in 2006 indicates that few authorities meet all the hallmarks of effective practice for authorities in performance management.

3.4.2 The measures to improve police authorities' capacity and accountability will include:

- introducing clear guidance on the capacity police authorities need to do their job

- improving training and skills development for members of police authorities
- removing barriers to exchange of data from police forces to authorities
- giving a lead and mandatory role for the police authority (in co-operation with HMIC) in the Chief Constable's Performance and Development Review (PDR) process
- providing police authorities with a route to request inspection from Her Majesty's Inspectorate of Constabulary (HMIC) for their force
- introducing independent inspection of police authorities from April 2009, using provisions in the Criminal Justice and Immigration Act 2008.

3.4.3 Regulations will also be introduced to address persistent underperformance by a police authority. This could include powers to remove a chief executive, or nominate extra members to the police authority, for a specified period, to help it improve.

3.5 Workforce Modernisation

In 2010, HMIC will carry out a major inspection of all police authorities' and forces' progress on the workforce programme outlined in this chapter. Specifically, this will address progress on:

- enabling officers and staff to improve customer service individually and through contributing to the improvement of their team
- enabling frontline officers and staff to improve service delivery to the public, including using lessons from Operation QUEST
- the adoption and implementation of equality standards
- the deployment of officers and staff in comparison to the demand for policing services
- the achievement of a workforce mix that maximises delivery for the public
- the development of the role of the Sergeant.

3.5.1 The work of each chief officer team will be a particular focus of the inspection and the results will be a key piece of evidence relevant to assessing chief officer performance. Improvement in these areas will be underpinned by support from the NPIA, including through the People Strategy for the Police Service.

3.6 Efficiency and Productivity

The Green Paper draws attention to the 'Efficiency and Productivity Strategy 2008-11', which sets out the Home Office vision for how further efficiency gains will be made within the police service.

3.6.1 With more emphasis on local accountability, police authorities and forces will no longer be held to account centrally for individual efficiency and productivity targets. Instead, police authorities will be expected to agree ambitious local targets and hold their forces to account. The HMIC and Audit Commission will jointly carry out inspections of police authorities' and forces' capability to secure better value for money. Each year there will be publication of the cashable savings made, certified by the Audit Commission.

3.6.2 The Government has appointed a bureaucracy champion, Jan Berry, to ensure the delivery of the recommendations in Sir Ronnie Flanagan's *Review of Policing*. Her work, which will aim to standardise and streamline processes and forms will also contribute to increased productivity.

4. RECOMMENDATIONS

Policing Pledge

4.1 That Members discuss the draft BTP Pledge attached at Appendix A.

4.2 That BTP continue to engage internally and externally with the aim of producing a BTP Pledge that mirrors the spirit and content of the Home Office Pledge, but is relevant to BTP's policing environment.

4.3 That a second draft of the Pledge is presented to the 9 December 2008 BTPA meeting.

Crime Mapping

4.4 That Members note the Government's intention to introduce crime mapping for all police forces by the end of December 2008.

4.5 That BTP continue to work with partners in other police forces and the railway industry with a view to meeting the Government's deadline and ensuring that BTP data is presented in way which adds value to Home Office data and is easily understood by the public.

Performance Management

4.6 That Members note the change in accountability arrangements for Home Office Police Authorities outlined in section 3.4.