

**Report to:** Human Resources and Remuneration  
Committee

**Agenda item:** 7

**Date:** Meeting on 24 November 2009

**Subject:** Setting employment targets in the  
Annual Policing Plan

**Sponsor:** Chief Executive

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**For:** Information & decision

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## 1. Purpose of paper

- 1.1 The purpose of this paper is to inform members of the guidance issued by the Association of Police Authorities on 2 April 2009, *Local employment targets for under-represented groups*. A full copy of the guidance accompanies this paper. This paper is to be considered alongside the HR Director's proposal at item 7.
- 1.2 The paper is a précis of significant points raised in the APA paper and relevant application to the work of this committee. Recommendations are section 6.

## 2. Background

- 2.1 In 1999, in the wake of the Macpherson Report, the Police Service was set a target – per force and overall – to reach targets for the proportion of black and minority ethnic (BME) officers. The national average to be sought was 7% in 2009. On the latest figures available<sup>1</sup> (31 March 2009), the out-turn figure is 4.4%. These nationally set targets did not formally apply to the British Transport Police. Nonetheless, the Force and (since its inception) the Police Authority have sought to improve recruitment, retention and progression for BME officers. As of 31 March 2009, BTP achieved 6.7%. No targets were set nationally around gender, but in September 2002, with women making up 17% of all police officers, *the Gender Agenda* was launched. As

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<sup>1</sup> Home Office Statistical Bulletin 13/09 *Police Service Strength England and Wales 31 March 2009* – Ravi Mulchandani and Jenny Sigurdsson.  
<http://www.homeoffice.gov.uk/rds/pdfs09/hosb1309.pdf>

of 31 March 2009, this had risen to 25.1% (BTP 14.27% in the same bulletin).

- 2.2 The Green Paper<sup>2</sup> of July 2008 advised (4.22) *Shifting from national target-setting, these targets would be agreed locally by police authorities and forces in consultation with communities*. This approach was confirmed in the Police Minister's assessment<sup>3</sup> in November 2008. The APA guidance was issued in the light of the shift in approach. It is interim guidance with the expectation that further guidance will be issued focussing on practical examples of what works. This has not yet emerged.

### 3. Issues encountered

- 3.1 The guidance is predicated on the policing of a distinct territorial entity with residential communities as opposed to a transport network and the travelling public. This should be taken as the context from which the guidance recommendations emerge. Broadly speaking, the recommendations fall into two categories. Firstly, the guidance is concerned about an appropriate methodology in sourcing and compiling data and deriving targets. Secondly, there are a number of tactical or even strategic considerations, especially in widening the remit of targets beyond race and gender.
- 3.2 The principal recommendations are, in brief,
- Establishing reliable and up-to-date data on the demographics of the local population; including data from key local partners. The 2001 census not recommended;
  - Conduct a community mapping exercise;
  - Have an analysis of current workforce, including an understanding of current position on recruitment, retention and progression. Data sets on gender and race as a minimum requirement. Consider whether sickness absence or restricted duties for certain groups is indicative of a problem;
  - Engage with workforce representatives and diversity staff support groups on setting targets;

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<sup>2</sup> Policing Green Paper *From the neighbourhood to the national: policing our communities together* 17 July 2008. <http://police.homeoffice.gov.uk/publications/police-reform/green-paper-chapters/>

<sup>3</sup> Policing Minister's Assessment of Minority Ethnic Recruitment, Retention and Recruitment in the Police Service 20 November 2008 <http://police.homeoffice.gov.uk/publications/equality-diversity/minority-ethnic-recruitment>

- Involve Independent Advisory Groups both in mapping and in setting targets;
  - Use existing consultation processes to consult local communities on target setting;
  - Consider longer-term targets than those set for one year;
  - Consider extending the setting of targets to include police staff and PCSOs;
  - Consider the setting of targets for representation on specialist units; Welsh police authorities are encouraged to consider the Welsh language dimension;
  - The Authority to communicate both to an internal and external audience its commitment and drive in this area;
- 3.3 General points to bear in mind are: this is guidance and not mandatory but it will influence the activities of police authorities; what is relevant to BTP's context; what is reasonable, the importance of timescales and sequencing activity; budgetary constraints; restructuring of the Authority in 2010.
- 3.4 More specific points include sources of data. There is limited value in sourcing data on residential data. This does not dismiss arguments in favour of greater diversity, but it does raise the question of who is it that the BTP's workforce is representative of? In terms of the travelling public, this varies on time of day as well as location. Women and BME passengers, for example, are held to travel more at off-peak times for work and family commitments<sup>4</sup>. If the Authority is to understand its community better, then it may be worth trying to source data on passengers from TOCs, if they have data on gender, race and age profiles. Similarly, on the breakdown of workforce mix.
- 3.5 The Authority itself does not engage directly with staff associations on target setting, but it does meet with the Police Federation, Superintendents Association, TSSA and the staff networks (Women's Support Forum, Support Association for Minority Ethnic Staff, Association of Muslim Police, Lesbian/Gay/Transgender support association (LINK), the Disability Equality Support Association and the Christian Police Association). Christine Knights and Wendy Towers meet with all these groups in January. Should the Committee wish to discuss targets with them, this should be possible.
- 3.6 The guidance also recommends involving IAGs in mapping and target setting. The London Independent Advisory Network

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<sup>4</sup> *Fear of Crime* – paper to SRCS October 2008

fulfils a tactical role. The National Independent Advisory Group is set up to fulfil a strategic one, although some members of the Authority have considered before now that target setting is solely for the Authority. NIAG is undergoing a process of revision to its terms of reference, albeit this is at a late stage. It is feasible to have some sort of engagement on next year's targets with NIAG, but the Committee may wish to raise this with the Policing Plan Group in advance of the latter's next meeting on 14 January.

- 3.7 Longer term targets did not appear in either the 2005/8 or the 2008/11 strategic plans. Targets have been set in annual policing plans only. The Committee may want to consider this point either for 2010/11 or during the course of 2010 as to do so will require the Force to re-consider its advice.
- 3.8 On targets for PCSOs and other police staff, targets hitherto have been restricted to police officers. It is a matter for the Committee if it wishes to advise the Authority to widen this or to widen the remit of target-setting beyond race and gender.
- 3.9 The size of the Force and the nature of its business may mean that some specialist units will be very small. If the Committee wants to look at this area, it may want to commission work on this first. BTP operates in Wales and already has initiatives in place in the Welsh sector for staff acquiring a facility in the Welsh language.
- 3.10 In terms of communication, the Authority struggles as always with communicating with passengers, but in the implementation of the Authority's agreed communications strategy (24 September) there should be opportunity to make clear its commitment to diversity.

## 4. Conclusions

- 4.1 As raised with the Committee by Teresa Hickman, there is interim guidance from the Association of Police Authorities, this guidance arises from the experience of policing and being policed in police areas by Home Office forces and it stresses the importance of good sources of robust data appropriately analysed. It is not mandatory on the BTPA but it is the guidance of the national representative association for police authorities.
- 4.2 There are clearly data sets before the Committee that meet the requirements of this guidance and of past target setting that meets the hope of increased diversity. The main areas of consideration for the Committee is terms of widening the scope of its target setting are: targets for staff, not just officer, for groups beyond gender and race, targets over a longer time scale, to understand better the breakdown of the travelling

public and industry staff and whether or not to involve staff associations and NIAG in target setting.

## **5. Diversity issues**

5.1 No further issues.

## **6. Recommendations**

6.1 To note this paper;

6.2 To decide – in terms of the proposals from the BTP – whether it wishes discuss proposals for targets with (a) staff groups and or (b) NIAG (after consulting with Policing Plan Group);

6.3 To decide – in terms of proposals from the BTP – whether it wishes to consider targets for staff as well as officers;

6.4 That any longer-term targets be considered during 2010, for example, for the next three year strategic plan;

6.5 To recommend, in the context of the strategic review of the police authority, that the capacity of the Authority to look at issues such as make-up of travelling public or industry workforce be considered; Similarly on communication.

Peter Haddock

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17 November 2009