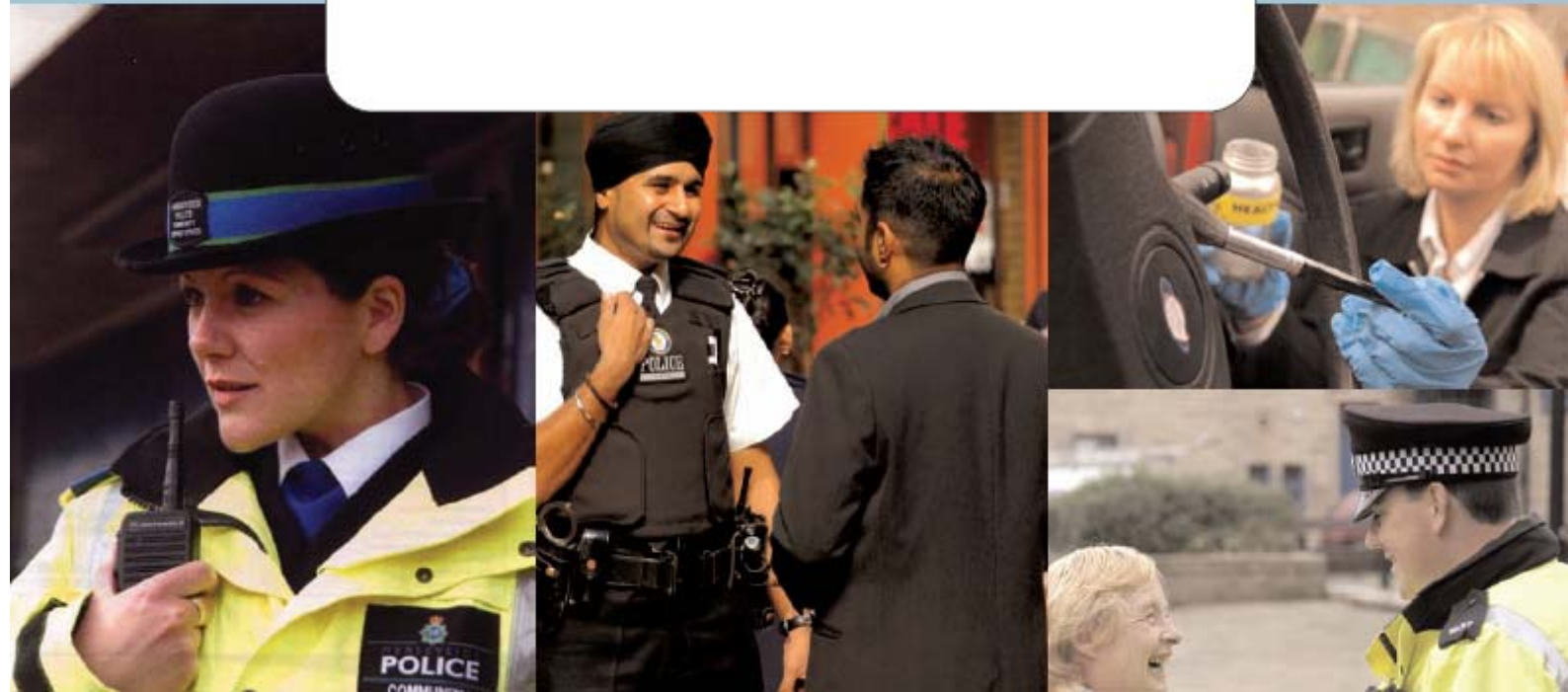


# Her Majesty's Inspectorate of Constabulary



## **Baseline Assessment British Transport Police October 2006**



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### **Appendix 1 Glossary of Terms and Abbreviations**

## Introduction to Baseline Assessment

Since March 2004, Her Majesty's Inspectorate of Constabulary (HMIC) has conducted a periodic, strategic-level performance review of each Home Office police force in England and Wales. For a range of policing activities, forces are assessed as delivering performance that is Excellent, Good, Fair or Poor. The process is known as baseline assessment (BA) and this report covers the assessment for the financial year 2005/06; performance outside this period is not taken into account in determining grades. The assessments focus on the high-level processes of police forces and their results. The assessments are undertaken by regional HM Inspectors, supported by experienced police officers and police staff on secondment. In recognising the unique nature of BTP business, HMIC has tailored the 2005/06 baseline to make it both more applicable to BTP and to provide a meaningful and pragmatic assessment which both recognises the force's achievements and provides a platform from which the force can move forward and which drives activity.

BA is designed primarily as a self-assessment, with the degree of validation/reality-checking undertaken by HMIC dependent on a force's overall performance and the rigour of its internal assessment processes. It is important to recognise that BA is not a traditional inspection; rather, it helps HMIC focus its inspection effort where it is most needed. A formal statutory inspection may still be necessary where there is evidence of systemic underperformance and poor leadership.

In addition to the qualitative assessments contained in this report, force performance is also measured by a series of key quantitative indicators. The most important indicators are statutory performance indicators (SPIs), which are determined each year by the Home Secretary and which Police Authorities/forces must report to the Home Office. Examples of SPIs include crime incidence and detection rates, as well as relevant management information such as sickness absence and ethnic recruitment rates. Many Home Office SPIs do not apply to BTP and in such cases, where the force has determined its own indicators, the overall assessment of any particular framework has been based on achievement or otherwise of performance against these indicators compared to the previous year.

Policing has undergone significant changes in recent years as the country adapts to new forms of terrorism and criminality. As policing is dynamic, so also must be the form of assessment. Dominating much of HMIC's recent thinking is the need for the service to modernise its workforce while providing better 'protective services', as identified in the *Closing the Gap* report published in 2005. On-site activity for the 2005/06 baseline concentrated on these areas, but could not – given ministerial priorities – ignore volume crime and the roll-out of neighbourhood policing. As forces and Police Authorities consider options for change to meet new challenges with constrained resources, a force-by-force balance sheet of strengths and areas for improvement is critical contextual information.

### Priority Frameworks

Seven BA areas were designated as priority frameworks for on-site validation, to reflect the need to improve protective services and deliver key policing objectives. These were:

- managing critical incidents and major crime;
- tackling serious and organised criminality;
- providing specialist operational support;
- strategic roads policing;

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- protecting vulnerable people;
- neighbourhood policing; and
- leadership and direction.

These areas were the key focus of on-site validation by HMIC staff; the first five can be loosely classified as protective services. Other frameworks were assessed primarily by desk-top reviews of the evidence submitted by forces, using the framework key issues and specific grading criteria (SGC) as an indicative guide. The BTP 2005/6 baseline assessed all frameworks utilising the same criteria as Home Office forces but of the seven priority frameworks, strategic roads policing is not applicable to BTP business. Of the remaining six priority frameworks, neighbourhood policing, managing critical incidents and major crime, protecting vulnerable people and providing specialist operational support were not applicable in their respective entireties to BTP and although they were all assessed, they have not been graded. Aside from the priority frameworks, those relating to fairness and equality in service delivery, customer service and accessibility, crime reduction, tackling serious and organised criminality, volume crime investigation, reducing anti-social behaviour and contact management have been subjected to a qualified assessment and grading based on comparisons against performance in 2004/5 because of the limited application of Home Office SPIs to BTP. All remaining frameworks have been assessed and graded in exactly the same way as Home Office forces.

## **The Grading Process**

Forces have been graded for both service delivery and direction of travel. It is important to remember that, for most activities, delivery is measured through the use of most similar force (MSF) groups, whereby forces are compared with peers facing similar policing challenges. For direction of travel, the grade is awarded largely in respect of the force's own previous performance. A vital component of the grading process is SGC, which outlines, for each activity, what represents Excellent, Good, Fair and Poor levels of performance. The criteria were developed in conjunction with expert practitioners and Association of Chief Police Officers (ACPO) business/portfolio leads.

### ***Service delivery grade***

This grade is a reflection of the performance delivery by the force over the assessment period 1 April 2005 to 31 March 2006. One of four grades can be awarded, according to performance assessed against the SGC (see full list of SGCs [at http://inspectrates.homeoffice.gov.uk/hmic/methodologies/baseline-introduction/ba-methodology-06/?version=1](http://inspectrates.homeoffice.gov.uk/hmic/methodologies/baseline-introduction/ba-methodology-06/?version=1)).

#### ***Excellent***

This grade describes the highest level of performance in service delivery – eg top quartile, where relevant – and achieving full compliance with codes of practice or national guidance. It is expected that few forces will achieve this very high standard for a given activity. To achieve Excellent, forces are expected to have attained **all** the criteria set out in Fair and the vast majority of those set out in Good. In addition, two other factors will attract an Excellent grade:

- The force should be recognised, or be able to act, as a 'beacon' to others, and be accepted within the service as a source of leading-edge practice. Examples where other forces have successfully imported practices would be good evidence of this.
- HMIC is committed to supporting innovative forces and we would expect Excellent forces to have introduced and evaluated new ways of improving performance.

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### *Good*

Good is defined in the Collins dictionary as 'of a high quality or level' and denotes performance above the norm – in many cases, performance that is above the MSF average. To reach this standard, forces have to meet in full the criteria set out in Fair and most of the criteria set out in Good.

### *Fair*

Fair is the delivery of an acceptable level of service. To achieve a Fair grading, forces must achieve all of the significant criteria set out in the Fair SGC. HMIC would expect that, across most activities, the largest number of grades would be awarded at this level.

### *Poor*

Poor represents an unacceptable level of service. To attract this very critical grade, a force must have fallen well short of a significant number of criteria set out in the SGC for Fair. In some cases, failure to achieve a single critical criterion may alone warrant a Poor grade. Such dominant criteria will always be flagged in the SGC.

### ***Direction of Travel Grade***

This grade is a reflection of the force's change in performance between the assessment period and the previous year. For BA 2006, this is the change between the financial years 2004/05 and 2005/06. The potential grades for direction of travel are as follows.

#### *Improved*

This reflects a **significant** improvement in the performance of the force.

#### *Stable*

This denotes no significant change in performance.

#### *Declined*

This is where there has been a significant decline in the performance of the force.

### **Good Practice**

In addition to assessing force performance, one of HMIC's key roles is to identify and share good practice within the police service. Much good practice is identified as HMIC conducts its assessments; in addition, each force is given the opportunity to submit examples of its good practice. HMIC has selected three of these examples to publish in this report. The key criteria for each example is that the work has been evaluated by the force and is easily transferable to other forces. (Each force has provided a contact name and telephone number, should further information be required.) HMIC has not conducted any independent evaluation of the examples of good practice provided.

### **Future HMIC Inspection Activity**

Although HMIC must continue to maintain a watching brief on all performance areas, it will become more risk-driven in its future inspection activity. Protective services will be the core of inspection programmes, tailored to capacity, capability and the likelihood of exposure to

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threats from organised criminality, terrorism and so on. Until its full implementation in April 2008, neighbourhood policing will also demand attention. Conversely, those areas where strong performance is signalled by SPI results, such as volume crime reduction and investigation, will receive relatively little scrutiny.

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Baseline Assessment 2006 Frameworks			
1 Citizen Focus (PPAF Domain A)			
<b>1A Fairness and Equality in Service Delivery</b> <ul style="list-style-type: none"> <li>Equality of service delivery</li> <li>Community cohesion</li> <li>Engaging with minority groups</li> <li>Hate-crime reduction and investigation</li> </ul>	<b>1B Neighbourhood Policing and Problem Solving</b> <ul style="list-style-type: none"> <li>Effective mechanisms for obtaining community views</li> <li>Responding to local priorities</li> <li>Effective interventions and problem solving with partners and communities</li> <li>Operational activity to reassure communities</li> <li>Use of media to market success</li> <li>Uniformed patrol and visibility</li> <li>Extended police family</li> <li>Performance in reducing fear of crime</li> </ul>	<b>1C Customer Service and Accessibility</b> <ul style="list-style-type: none"> <li>Quality of service to victims and witnesses</li> <li>Customer care</li> <li>Responding to customer needs</li> <li>Accessibility of policing services</li> </ul>	<b>1D Professional Standards</b> <ul style="list-style-type: none"> <li>Investigation of public complaints</li> <li>Improving professional standards</li> <li>Combating corruption and promoting ethical behaviour</li> <li>Reducing complaints and learning lessons</li> </ul>
2 Reducing Crime (PPAF Domain 1)			
<b>2A Volume Crime Reduction</b> <ul style="list-style-type: none"> <li>Crime strategy</li> <li>Performance in reducing volume crime</li> <li>Levels of crime compared with peers</li> <li>Problem solving</li> <li>National Crime Recording Standard (NCRS) compliance</li> </ul>			



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<b>3 Investigating Crime (PPAF Domain 2)</b>		
<b>3A Managing Critical Incidents and Major Crime</b> <ul style="list-style-type: none"> <li>• Detection rates for murder, rape and other serious crime</li> <li>• Integration with overall crime strategy</li> <li>• Compliance with Association of Chief Police Officers (ACPO) murder manual</li> <li>• Early identification of critical incidents that may escalate into major inquiries</li> </ul>	<b>3B Tackling Serious and Organised Criminality</b> <ul style="list-style-type: none"> <li>• Crime that crosses basic command unit (BCU) and/or force boundaries</li> <li>• Support for regional intelligence and operations</li> <li>• Asset recovery (Proceeds of Crime Act – POCA)</li> <li>• Effective targeted operations</li> <li>• Quality packages with the Serious Organised Crime Agency (SOCA)</li> </ul>	<b>3C Volume Crime Investigation</b> <ul style="list-style-type: none"> <li>• Crime strategy</li> <li>• Crime recording</li> <li>• Investigative skills, eg interviewing</li> <li>• Automatic number plate recognition (ANPR)</li> <li>• Detection performance</li> </ul>
<b>3D Improving Forensic Performance</b> <ul style="list-style-type: none"> <li>• Specialist scientific support</li> <li>• Use of National Automated Fingerprint Identification System (NAFIS), DNA, etc</li> <li>• Integrated management of processes</li> <li>• Performance in forensic identification and detection</li> </ul>	<b>3E Criminal Justice Processes</b> <ul style="list-style-type: none"> <li>• Quality and timeliness of case files</li> <li>• Custody management/prisoner handing</li> <li>• Youth justice</li> <li>• Police National Computer (PNC) compliance</li> </ul>	
<b>4 Promoting Safety (PPAF Domain 3)</b>		
<b>4A Reducing Anti-Social Behaviour (ASB)</b> <ul style="list-style-type: none"> <li>• Non-crime activities of crime and disorder reduction partnerships (CDRPs) and other partnerships</li> <li>• Use of ASB legislation, tools, etc</li> </ul>	<b>4B Protecting Vulnerable People</b> <ul style="list-style-type: none"> <li>• Child abuse</li> <li>• Domestic violence</li> <li>• Multi-agency police protection arrangements (MAPPA)/sex offender management</li> <li>• Missing persons</li> </ul>	
<b>5 Providing Assistance (PPAF Domain 4)</b>		
<b>5A Contact Management</b> <ul style="list-style-type: none"> <li>• All aspects of call handling and call management</li> <li>• Initial incident response</li> <li>• Early identification of critical incidents</li> <li>• Performance in answering and responding to public calls</li> </ul>	<b>5B Providing Specialist Operational Support</b> <ul style="list-style-type: none"> <li>• Management of central operational support</li> <li>• Police use of firearms</li> <li>• Capability for policing major events/incidents</li> </ul>	<b>5C Strategic Roads Policing</b> <ul style="list-style-type: none"> <li>• Effectiveness of arrangements for roads policing</li> <li>• Integration/support for other operational activity</li> <li>• Road safety partnerships</li> </ul>

<b>6 Resource Use (PPAF Domain B)</b>		
<b>6A Human Resource (HR) Management</b> <ul style="list-style-type: none"> <li>• HR strategy and costed plan</li> <li>• Key HR issues not covered in 6B or 6C</li> <li>• Health and safety</li> <li>• Performance in key HR indicators</li> </ul>	<b>6B Training, Development and Organisational Learning</b> <ul style="list-style-type: none"> <li>• Costed training strategy and delivery plan</li> <li>• Key training and development issues</li> </ul>	<b>6C Race and Diversity</b> <ul style="list-style-type: none"> <li>• Action to promote fairness in relation to race, gender, faith, age, sexual orientation and disability</li> <li>• Performance in meeting key targets</li> </ul>
<b>6D Managing Financial and Physical Resources</b> <ul style="list-style-type: none"> <li>• Resource availability</li> <li>• Effective use of resources to support front-line activity</li> <li>• Devolved budgets</li> <li>• Finance, estates, procurement and fleet management functions</li> <li>• Demand management</li> </ul>	<b>6E Information Management</b> <ul style="list-style-type: none"> <li>• Information systems/ information technology (IS/IT) strategy and its implementation</li> <li>• Programme and project management</li> <li>• Customer service</li> <li>• Adequacy of key systems</li> <li>• Business continuity/disaster recovery</li> </ul>	<b>6F National Intelligence Model (NIM)</b> <ul style="list-style-type: none"> <li>• Extent to which structures, processes and products meet NIM standards</li> <li>• Integration of NIM with force planning and performance management</li> <li>• Use of community intelligence</li> <li>• Application of NIM to non-crime areas</li> </ul>
<b>7 Leadership and Direction</b>		
<b>7A Leadership</b> <ul style="list-style-type: none"> <li>• Extent to which the chief officer team is visible and dynamic, sets and upholds a vision, values and standards, promotes a learning culture, and sustains a well-motivated workforce</li> <li>• Effectiveness of succession planning</li> <li>• Promotion of corporacy</li> </ul>	<b>7B Performance Management and Continuous Improvement</b> <ul style="list-style-type: none"> <li>• Effective performance management structures and processes at all levels</li> <li>• Quality and timeliness of performance/management information</li> <li>• Internal inspection/audit/ quality assurance (QA) systems</li> <li>• Effectiveness of joint force/PA best value reviews (BVRs)</li> </ul>	

## **Force Overview and Context**

As a non-Home Office force, British Transport Police (BTP) differs significantly from Home Office forces in terms of funding, accountability and specialisation, although the force strives to observe relevant Home Office policing standards. HMIC regards BTP as a specialist police force for which some nationally accepted performance measures are applicable but with other measures that are relevant only to the force, such as timeliness of investigations for fatal railway incidents. A customised approach to this assessment has therefore been agreed with BTP and the British Transport Police Authority (BTPA) to take these differences into account.

Since the privatisation of the rail network, government policy has been that the user (the railway industry) pays for the services of BTP and that BTPA enters into commercial agreements with the rail industry for the provision of police services. BTP relies on funding by Network Rail, the train and freight operating companies (TOCs and FOCs), Transport for London and London Underground Ltd. This is a challenge for a modern police force that relies on commercial profit margins and the market place for the funding required for medium and long-term planning, and this has been a concern raised by HMIC for a number of years.

## **Geographical Description of Force Area**

BTP is the national police force for the railways and also polices the London Underground, Eurostar, the Channel Tunnel Rail Link, the Docklands Light Railway, the Croydon Tramlink and the Midland Metro. BTP's national structure takes into account national borders, discrete legal systems, TOC and FOC boundaries and other diverse elements of the railway network. It is not constrained by the geographic boundaries of other police forces and covers the total policing environment of the rail network, including assistance for businesses and individuals who operate, live and work in the surrounding areas. This structure is designed to provide a single point of contact and consistency in policing standards across the railways. There are seven territorial basic command units, known as areas, and the force headquarters (FHQ) is in London.

## **Demographic Description of Force Area**

With over 10,000 miles of track and more than 2,500 stations, the population BTP serves is mainly commercial, including 2.5 million passengers daily on the national rail system and another 3 million daily on the London Underground and Docklands Light Railway networks. Some 400,000 tonnes of freight travel through or visit premises within BTP's jurisdiction daily. The growth in public transport and the expansion of the 24-hour city culture means that BTP polices small economic and social hubs throughout mainland Britain, made up of small communities of general retail outlets, offices, restaurants, bars and nightclubs. The force does not police a residential population, but is charged on a daily basis with the safety of some 5 million passengers and in excess of 100,000 railway staff. With 2,689 police officers and 1,186 police staff, BTP faces a significant challenge in policing a diverse and extensive rail network.

## **Structural Description of Force, Including Staff Changes at Chief Officer Level**

The Association of Chief Police Officers (ACPO) team and chief officer group (COG) comprise the Chief Constable, a deputy chief constable (DCC), a temporary assistant chief constable (ACC) (operations), an ACC (crime), an ACC (Scotland and operational support), a director of finance and corporate services and a director of human resources (HR), all of whom provide a sound experience base and continuity across the team.

Each of BTP's seven areas is led by an area commander of at least superintendent rank, supported by sector commanders (chief inspectors) and officers in charge of police stations (inspectors or sergeants).

## **Strategic Priorities**

BTP focuses on five objectives set in the strategic plan for 2005–08:

- to work with partners and the railway community to prevent crime by tackling the causes of crime, as well as dealing with crime incidents;
- to investigate all aspects of crime and to satisfy the needs of victims and witnesses. BTP will undertake investigations that are efficient, effective and timely, in order to increase the number of detections and the number of offenders brought to justice, and aims to increase the overall detection rate to a level that is above the average for Home Office police forces;
- to increase the trust and confidence of the railway community and the travelling public by working in partnership with others to make the railway a safe environment for all;
- to respond to incidents in a way that meets the needs of the railway community and the travelling public and takes into account local priorities;
- to make the most effective use of its people, supported by timely and accurate financial information to aid operational decision making, and sustained by the use of sound information and communication technology (ICT).

Underpinning delivery of BTP's strategic aims is the creation of a more diverse workforce. The force has long-term targets to increase the percentage of staff from black and minority ethnic (BME) backgrounds and to improve gender representation, both in the wider police officer population and in specialist posts, to levels that are at least the national average for Home Office police forces.

## **Policing priorities**

Working in partnership with others to reduce crime and the fear of crime and to provide reassurance is the key theme of BTP's strategic plan. The force has a unique and vital role to play in several areas of modern policing with some key challenges, as outlined below.

### **Countering Terrorism on the Railways**

The July 2005 terrorist bombings are evidence that the railways will always be a prime target for terrorist activities.

### **Managing Fatalities and Major Incidents**

On average, 300 people are killed on the railways each year, and in the past 15 years there have been eight major train crashes in five force areas, limiting the exposure of Home Office police forces to this type of incident and emphasising the value of BTP's expertise in this field.

### **Tackling Route Crime**

Route crime includes trespassing on railway lines, vandalism, train obstructions, and other offences that endanger rail users, disrupt the network and have far-reaching consequences for the railway industry.

## **Major Events and Football Policing**

BTP commits significant resources throughout the country to football policing and the controlled movement of large numbers of people across the rail network to attend special events, such as major sporting occasions, the G8 summit, Live 8 and Gay Pride.

## **Reducing Low-level Disorder**

The low-level disorder caused by ticket touts selling travel cards to feed drug habits, graffiti offenders, trespassers, vandals and other non-recordable offences affects quality of life and operations on the rail network and is seen as an indicator of wider criminality.

## **Impact of Workforce Modernisation and Strategic Force Development**

During 2006 BTP was the subject of a fourth major review in four years. The Department for Transport (DfT) considered the force's future as a separate specialist police force for the railways, and this activity ran in parallel with the structural review by the Home Office.

This review provoked uncertainty throughout the force, both as to the role and shape of the organisation and the roles of individual members of staff within any new structure. It was a testimony to the leadership of the Chief Constable and key members of his staff that people were generally as well informed as they could be about the progress of the review and that morale remained good throughout.

BTP favoured an option of refocusing itself to remain the specialist national police force for the railways, continuing to build on its commercial awareness of the railway environment, working in partnership with the industry and exploring more ways of promoting partnership activity, including the setting up of joint SMART (specific, measurable, achievable, realistic, timely) objectives with the railway industry to engender a commitment to improved communication from both sides. In addition, BTP sought to work towards a simpler, more transparent funding formula and to develop a neighbourhood policing model for the railways as the basis for its policing style. BTP is a police force dedicated to policing in co-operation with stakeholders and using planning processes that take account of their needs, thereby placing less emphasis on national targets which might not be relevant.

The outcome of the DFT review was published in July 2006 and concluded that there remained a strong case for retaining BTP as the national specialist police force for the railways in its existing structural format. It confirmed the effectiveness of BTP in its key role and, in particular, its specialist knowledge of the operation of the railway as an important asset. However the review did identify a need for greater clarity in detailed aspects of BTP's operation in relation to its responsibilities to the rail industry, the rail industry's own duties and the role of local police forces and sought to ensure that the force's resources are focused on areas where the BTP can provide maximum added value to the fight against crime on the railway. It highlighted the need to establish how the role and responsibilities of the BTP relative to those of other forces can be clarified and, where necessary, revised and incorporated into current protocols between BTP and local forces. A more structured partnership approach between the Force and the rail industry focused on agreed needs and priorities was advocated and the DfT ratified existing work to develop neighbourhood policing as a tailored means of meeting the more specialised needs of the BTP community. The input to the BTPA of the rail industry was strengthened with the addition of two additional industry members but more significantly, the funding mechanisms remained unchanged with funding largely by the rail industry with the consideration of additional central funding from Government for specific projects and initiatives undertaken by the BTP which provide benefits beyond the railway environment.

Achieving greater value from existing resources is the key driver behind BTP's approach to workforce modernisation and is reflected in the strategic plan.

BTP's status precludes Home Office funding for pilot studies, but the force has offered to be a demonstration site for evaluation of its student officer programme by the national workforce modernisation programme team.

## **Major Achievements**

### **Response to the 7 July 2005 Bombings**

The terrorist bombings in London were unprecedented in terms of the number of people killed and injured in railway-focused attacks. The co-ordinated response of the three London police forces (BTP, City of London Police and the Metropolitan Police Service (MPS)), other emergency services and partners demonstrated outstanding professionalism and collaborative capability. BTP's expertise and specialised knowledge of the railway environment clearly contributed significantly to the effective handling of that terrible event. While taking into account the needs of the investigation, BTP ensured that all London rail termini were reopened in the afternoon of 7 July, in recognition of the importance of allowing London and its people to carry on with their lives. The railway industry was unanimous in its praise of BTP's response and assistance in getting the rail network running as soon as possible, helping to keep industry losses to a minimum (thought to be in the region of £20 million). The DCC became the credible and visible face of BTP through the media. Three officers were recognised in the Queen's New Year Honours List for their actions and more than 90 Chief Constable's certificates of commendation were awarded to BTP officers and police staff.

### **Operational Targets**

The force has achieved consistency in meeting all its operational policing plan targets, both during 2004/05 and 2005/06, set against a backdrop of major reviews, ongoing uncertainty about the future shape of the organisation, and the policing of at least one major and high-profile incident a year for the last eight years.

### **Complementary Policing**

BTP has taken a lead in exploiting the benefits of complementary policing as a key element of its reassurance, neighbourhood policing and problem-solving role. The opportunities for information and intelligence gathering and exchange are significant.

The Railway Safety Accreditation Scheme has recently been implemented and allows organisations involved in railway safety and security and their employees to be accredited by the Chief Constable with limited powers aimed at providing a better quality of life for the railway community. Individuals and organisations have to satisfy strict criteria, including positive vetting, training, accountability, employee standards and approved complaints procedures.

Companies within the rail industry, including Arriva, GNER (Great North Eastern Railways), South Eastern Trains and Virgin, have sponsored staff to become special constables. TravelSafe officers are recruited and trained by South West Trains to provide reassurance and assistance to their passengers and staff and work closely with BTP officers to target problem areas and increase the uniformed presence on the network.

## **Major Challenges for the Future**

### **Budget**

BTPA has strived to secure a more stable and realistic funding base, with the aim of putting BTP on a similar financial footing to Home Office police forces of a comparable size. An increase in the first year of the 2005–08 strategic plan of 24.9% for the overground budget was needed by BTP, and a further increase to the growth budget of 4.6% has been agreed for the 2006/07 financial year but is not sufficient to achieve the objectives of the three-year strategic plan, which has been extended to 2009. The challenge now for BTP is to ensure sound financial and organisational planning to maximise the benefit of this first-year increase while bridging the gap that has been presented by the 2006/07 settlement.

### **Information Management**

In April 2006, BTP realigned the strategic responsibility for information management (IM) to the DCC. The challenge for BTP is to provide a better interface that enables the force to develop a comprehensive, integrated, quality IM programme that meets strategic and operational needs.

### **Centralised Crime-Recording Centre**

In June 2006, the responsibility for crime recording was transferred from areas (excluding Scotland) to one centre based in Cardiff, which receives reports of crime from all sources and appropriately records offences and related information. The effective establishment of this centre is essential for the force, which will need to ensure a clear focus on progress to maximise the benefits.

### **Call Management**

BTP has set up a project to rationalise and improve its call-handling structure, including options for technology improvement and the formal implementation of National Call-Handling Standards (NCHS). The location of the new structure poses a challenge to BTP in terms of workforce planning and management and how this, along with developed performance processes, will further improve service delivery to customers.

### **Olympic Games 2012 Security**

BTP will be directly engaged in the security of the Olympic Games in 2012 and as a result will incur significant security costs. The security on the railway infrastructure will be a challenge but operational planning has already commenced and linkages are being forged with other forces and organisations aimed at delivering a safe and secure environment. The funding of this additional security has yet to be agreed but will be a significant issue that will require resolution.

Summary of Judgements	Grade	Direction of Travel
<b>Citizen Focus</b>		
Fairness and Equality in Service Delivery	Good	Improved
Neighbourhood Policing and Problem Solving	Not Graded	
Customer Service and Accessibility	Good	Improved
Professional Standards	Fair	
<b>Reducing Crime</b>		
Volume Crime Reduction	Good	Improved
<b>Investigating Crime</b>		
Managing Critical Incidents and Major Crime	Not Graded	
Tackling Serious and Organised Criminality	Fair	Improved
Volume Crime Investigation	Good	Improved
Improving Forensic Performance	Fair	Improved
Criminal Justice Processes	Fair	Improved
<b>Promoting Safety</b>		
Reducing Anti-Social Behaviour	Fair	Stable
Protecting Vulnerable People	Not Graded	
<b>Providing Assistance</b>		
Contact Management	Poor	Improved
Providing Specialist Operational Support	Not Graded	
Strategic Roads Policing	Not Applicable	
<b>Resource Use</b>		
Human Resource Management	Fair	Improved
Training, Development and Organisational Learning	Poor	Improved
Race and Diversity	Fair	Improved
Managing Financial and Physical Resources	Fair	Stable
Information Management	Fair	Improved
National Intelligence Model	Good	Improved
<b>Leadership and Direction</b>		
Leadership	Good	Stable
Performance Management and Continuous	Good	Improved



## 1 Citizen Focus (Domain A)

### 1A Fairness and Equality in Service Delivery

Grade	Direction of Travel
Good	Improved

#### Contextual Factors

BTP operates in a unique environment with a unique community, which includes rail users, employees and staff employed in retail outlets on station premises. This sense of community is well understood by operational staff and BTP works hard to consult and reassure its diverse community groups, using a variety of formal and informal mechanisms such as the citizens' panel, which has been successfully piloted and evaluated on the North Eastern Area and is being rolled out across BTP. An increased citizen focus continues to evolve within the force to maximise the involvement of communities strategically and tactically.

The force has established links with Home Office independent advisory groups (IAGs), and feedback from the 2005 HMIC BTP protective services review commented on the range of formal and informal mechanisms in place that fulfil the functions of an IAG in a rail environment context, indicating a pragmatic approach to an issue that is logistically challenging given BTP's national remit. A pan-London independent advisory network is under development.

In recognition of the importance of providing appropriately structured bespoke training, BTP is re-evaluating diversity training for all staff, which will also ensure better representation of the requirements of the Police Race and Diversity Learning and Development Programme (PRDLDP). BTP continues to monitor the effectiveness of its race equality scheme (RES) in light of the revision in 2005 and has implemented the revised ACPO hate crime policy standards, supported by officer training. Hate crime is a policing priority, appropriately reflected within force and area tasking and co-ordinating and performance management and accountability mechanisms.

Grading of this framework is based on BTP's improvement on last year's baseline assessment, as the statutory performance indicators are not applicable to the force.

#### Strengths

- The DCC is the clear and effective chief officer champion for internal and external diversity issues. He demonstrates personal commitment to diversity as chair of the diversity action group (DAG) and other strategic meetings and through robust accountability mechanisms for senior managers' performance against diversity targets at chief officer performance visits.
- BTP has a fully compliant RES for 2005–08 which has been published on the force intranet in several languages and is supported by the distribution of pocket-sized summaries to all staff. The RES is monitored by the community and race relations unit (CRRU), with clear action plans and formal accountability mechanisms through the strategic DAG on a quarterly basis. It also incorporates performance accountability

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measures. BTP has used the RES model to develop a diversity equality scheme that incorporates the other strands of diversity.

- The force has developed a programme of impact assessments to review all policies and functions, along with appropriate training for policy holders and reviewers. Stop/search and hate crime policies are reviewed by community focus groups, including customers who have previously registered stop/search complaints against the BTP, and the force has invited members of the Muslim Safety Forum to observe operational stop/search activity.
- The force has appointed an analyst in the CRRU to analyse force diversity information, including hate crime data, to ensure a cohesive and co-ordinated response to emerging trends. This will assist BTP in meeting the recommendations of the Commission for Racial Equality statutory codes of practice on racial equality in employment.
- There is evidence of good compliance with the Disability Discrimination Act (DDA): the force completed the Employers' Forum on Disability benchmarking standards in 2005 and the results have been used to support the development of the disability equality scheme; BTP has set up a disability support group that incorporates a 'buddy' system; and a survey of the BTP estate has been completed and a programme of adjustments carried out to secure compliance with the DDA.
- Despite relatively low levels of hate crime, BTP is committed to addressing hate crime issues and establishing trends and patterns, and hate crime is a priority within the BTP policing plan for 2006/07. ACPO hate crime standards are implemented and include a performance management framework that sets differentiated area targets that are the subject of regular ACPO scrutiny. Area hate crime units are resourced appropriately and hate crimes are investigated by a member of staff with detective skills. The force crime-recording system displays minimum investigation requirements.
- The force is a key player in developing both True Vision as an industry standard on reporting and different types of hate crime and is progressing partnership work to improve accessibility to hate crime reporting for victims with disabilities. BTP has also developed an anonymous third-party reporting mechanism for hate crime. The force website specifies points of contact for hate crime issues.
- Hate crime is a core subject for area and force tasking and co-ordinating processes. The force intelligence bureau (FIB) produces a weekly community intelligence document and the force intelligence system (FIS) shows how intelligence is actioned and disseminated.
- There is a wealth of evidence that BTP actively consults with and reassures diverse groups within its community. The citizens' panel community consultation initiative on the North Western Area has met with success and similar structures are being implemented force-wide. In addition, TravelSafe community engagement workshops are delivered by BTP staff in partnership with the rail industry to raise awareness and provide support to the passenger community. The CRRU has produced guidance on working with travellers which has been recognised as best practice by the Gypsy Traveller Council.
- The force CRRU lead is a member of the multi-agency pan-London Communities Together strategy group, which looks at a range of community-based issues including

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hate crime. This forum also provides a national perspective, is used by BTP as an environmental scanning tool, and its business can feed into relevant BTP strategic meetings.

- BTP has both formal and informal mechanisms that fulfil the functions of an IAG in a rail environment context and were recognised in the 2005 HMIC protective services review of the force. In addition, a pan-London independent advisory network is being established to progress structured and permanent relationships with local communities. BTP and BTPA have set up a national strategic IAG, which is owned and funded by BTPA, to examine policies from a national perspective.
- BTP has invested considerable resources in providing diversity training to all staff. Training has been implemented in line with the Home Office PRDLDP. The delivery of diversity training by consultants was found to be inappropriate, so training has been reviewed in order to address immediate concerns and to provide a bespoke approach that suits the role and needs of the recipient.
- Staff associations have regular access to senior members of the force both directly and through attendance at DAG meetings. They are incorporated into the policy review process and are provided with support and resources. A formal business-planning process for this financial year has ensured that staff association objectives are linked to force diversity objectives and that appropriate resources are provided to facilitate their delivery.
- The force has a comprehensive range of policies covering diversity issues, such as fairness at work, flexible working and maternity leave, which are accessible to staff via the force intranet. Guidance is also available from central and area HR functions. A policy 'master class' structure has been implemented to improve awareness and understanding of HR policies for supervisors and managers.
- The force exceeded its 37% detection rate for hate crime offences in 2005/06, achieving a 42% detection rate, which represents an increase of 7% on 2004/05. The levels of violence against the person offences detected in respect of BME victims rose from 16% in 2004/05 to 34.2% in 2005/06, and for white victims rose from 16.8% to 35.4% over the same period.
- Detection levels for racially or religiously aggravated offences increased from 36% in 2004/05 to 40% in 2005/06.

### **Work in Progress**

- The BTP diversity strategy has been developed in draft. It pulls together the abundance of ongoing work throughout the force, recognises the six strands of diversity, and incorporates service delivery, community engagement, diversity training and the creation of a diverse workforce.
- Although the strategic DAG structure is replicated on areas, areas have no single point of contact to provide local focus for community and race relations issues. The appointment of an individual in this role would strengthen area links with the CRRU, provide local knowledge and a local perspective, and improve local resilience.

### **Areas for Improvement**

- The force has developed and published user-friendly community impact and tension guidance and assessment templates for routine operational use, but it acknowledges the need to progress from simply monitoring levels of completion to producing qualitative assessments that have meaning and drive future activity.
- Although there is active use of the media to promote the work of BTP, the force recognises the lack of a mechanism to assess media impact on customers.
- The Women's Strategic Forum is providing guidance and assistance in respect of female recruitment, but the issues surrounding retention and advancement in the service – the most senior female police officer in BTP is a chief inspector – are recognised as being in need of progression.
- Of the 150 premises used by BTP on the overground network, approximately 58 have public access. Of these, 43 (74%) are DDA-compliant. Surveys and work will be undertaken in the remainder by the end of 2006 to secure full DDA compliance.
- In recognition of the implementation of neighbourhood policing and in order to assess levels of satisfaction and test community tension across the force, BTP is developing mechanisms to improve the gathering and development of community intelligence.
- Levels of racially or religiously aggravated offences increased from 963 in 2004/05 to 1,116 in 2005/06.

## ***GOOD PRACTICE***

### **Guidance for working with the travelling community**

BTP's Community and Race Relations Unit (CRRU) has produced guidance on working with the travelling community which has been recognised as a best practice document by the Gypsy Traveller Council. The guidance serves two purposes: firstly, to provide advice to police officers who come into contact with people who are travelling, site resident or settled; and secondly, it raises awareness of the customs of travelling people and issues surrounding travellers which may affect officers operationally.

The guidance provides an overview of the culture of travelling people to facilitate understanding, respect and observance of their customs. It emphasises that policing styles should be adapted to accommodate not only the needs of each group but, as far as is reasonably practicable, individuals within that group and offers advice under a number of headings including a definition of terms and conventions, interactions with female travellers, general considerations in investigations, specific customs surrounding birth, marriage and death, religious beliefs and community involvement.

The guidelines have been put into practice forcewide and have resulted in successful ongoing engagement with the traveling community in Wembley Park where BTP has deployed a designated travellers' officer to facilitate communication with this community and work in partnership with the local council and the Metropolitan Police Service to address and resolve some long standing issues. On London South Area, prior to any traveller related operation, BTP has established a process of Home Office force liaison pre-activities, in order to ascertain the best way of addressing any traveller-related matter.

**Point of contact : Chief Inspector Dave Moss telephone 0207 830 8933**

**1B Neighbourhood Policing and Problem Solving**

Grade	Direction of Travel
Not Graded	

**Contextual Factors**

The neighbourhood policing ethos is well established throughout BTP, with a majority of BTP policing staff already deployed in roles that seek to promote feelings of safety among the public and rail industry staff while deterring anti-social and offending behaviour by providing an overt policing presence.

BTP is not part of the Home Office-funded neighbourhood policing programme, but has incorporated the vision set out in *Building Communities, Beating Crime* in the development of its strategy for neighbourhood policing and community engagement, which is accessible and responsive to the needs of the railway community.

BTP's future problem-solving role, its national remit and the formal implementation of neighbourhood policing afford the force many opportunities to engage with partners, stakeholders and Home Office forces and associated structures across England and Wales. At the same time, the geography of the force presents a significant challenge when looking to implement neighbourhood policing and engage beyond the immediate railway community. However, the force is capable of meeting this challenge and has already carried out much work to progress neighbourhood policing in designated sites. The collection of community intelligence to drive future activity is both a significant challenge and an opportunity, and the force needs to ensure that the mechanisms are in place to do this.

BTP has devised and agreed with partners and stakeholders the blueprint for neighbourhood policing, which is embedded in the pathfinder site on the London Underground Area. Six further BTP neighbourhood policing sites have been agreed in the London North, London South and Wales and Western Areas and are being phased into operation in 2006. The force continues to develop the use of police community support officers (PCSOs) and the special constabulary, including officers sponsored by TOCs, and introduced the first accredited security service operating on the railway network.

This framework will not be graded as BTP sits outside the Home Office-funded initiative. The strengths and areas for improvement should therefore be read in this context.

**Strengths**

- The neighbourhood policing ethos is well established throughout BTP through reassurance policing, which has been in place for three years. In particular, the London Underground and Wales and Western Areas (Cardiff) have systems for ensuring that communities know the name and contact details of neighbourhood officers or teams, through both personal engagement and the use of business cards, and that staff are in place long enough to build relationships of trust and confidence. There is a plan to ensure that this approach is replicated throughout all BTP neighbourhood policing sites.
- A project control plan and corporate governance arrangements exist for neighbourhood policing and will formalise measures that already exist both within the

force and with its partners and will create many other formal links and accountability. Critical paths, activities, responsibilities and milestones have been identified and highlighted. The neighbourhood policing project team meets regularly and corporate governance exists via the force programme board.

- The force has hosted an event to bring together police, stakeholders and partners, with input from the national neighbourhood policing implementation team and BTP functions that will have a direct impact on neighbourhood policing, such as HR, intelligence, National Intelligence Model (NIM) tasking and co-ordinating, crime reduction and clear leadership. The intention was to determine the way forward and to produce an agreed blueprint for neighbourhood policing in BTP.
- The railway crime tasking process that originated on the London South Area is being rolled out to the rest of the force. The process engages the railway industry at a tactical level, where they can bid for BTP resources. Additionally, partners from the railway industry attend level 1 tasking meetings on areas.
- There is a sophisticated understanding of community relationships at both strategic and local levels throughout BTP and evidence of a community impact approach being adopted nationally as it relates to policing the diverse railway communities, such as train operating staff and the homeless or people with mental health problems who frequent railway stations and their immediate environs.
- The force has adopted a problem-solving approach towards many of its hard-to-reach groups rather than 'moving them on' simply for the problem to recur. BTP has also encouraged a more tolerant and understanding approach from 'resident' station staff, such as retailers or train operating staff, to the needs of such communities or individuals, while the problem-solving initiatives are ongoing. For example, the negative impacts of high-intensity policing operations on such individuals or groups are considered in advance and appropriate assistance and advice from outreach and support services are obtained.
- There is evidence of information sharing with partners and Home Office forces, supported by some formal protocols in order to be able to address neighbourhood policing problems in an intelligence-led and cohesive way.
- Informal abstraction policies are already in place for neighbourhood policing on the London Underground Area and on the Wales and Western Area (Cardiff), and the force intends to implement them in respect of other neighbourhood policing sites, together with appropriate performance targets and indicators.
- The need for a reward and recognition process for neighbourhood policing has been understood by BTP. London Underground staff engaged in reassurance and neighbourhood policing are already in receipt of a special priority payment for their role.
- Extensive consultation takes place with the railway community in building a policing plan and local plans that reflect areas of concern to the industry and the travelling public.
- The force has recently recruited 160 PCSOs, with 40 PCSOs recruited to serve in Birmingham, Leeds, Liverpool and Manchester. BTP has also secured joint funding

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with Arriva Trains Wales and the Welsh Assembly Government for 21 additional PCSOs to operate at designated sites in Wales.

- The force is further developing the use of sponsored special constables within the railway industry. The first accredited security services have also begun operating on the railway network. BTP has secured match funding for additional PCSOs for its operation in Wales from Arriva Trains (Wales), the Welsh Assembly and Government. A number of railway industry staff have been accredited, including staff from London Continental, South West Trains and London Underground.
- BTP's local accountability for police stations and their immediate communities is evident in the wide array of consultative arrangements that currently exist throughout the force. The London Underground Area has seen a large increase in the deployment of station teams to support the reassurance model.
- A pragmatic approach is undertaken to joint working with crime and disorder reduction partnerships (CDRPs) and is built on a business need, as areas do not have the capacity to service or be part of all CDRPs in England, community safety partnerships in Wales or community safety panels in Scotland.
- BTP is one of the first forces in the country to have accredited staff with penalty notice for disorder (PND) powers.
- There is joint training with partners and joint railway industry tasking in place. BTP has developed best practice, with a view to identifying training opportunities and disseminating training across the organisation.

### **Work in Progress**

- There is a need for clarity on the ACPO lead for neighbourhood policing. The explicit links with tackling anti-social behaviour and their current spread across several ACPO portfolios need to be resolved so that the appropriate ACPO lead can drive forward this key area of BTP business. BTP has identified the need for a more structured approach to addressing anti-social behaviour, and this needs to complement any future neighbourhood policing strategy.
- BTP has recruited a senior communications, media and marketing manager to reinforce the recent additions at area level of media managers. Area senior management teams are undergoing media training in order to market neighbourhood policing, its benefits and successes both internally and externally.

### **Areas for Improvement**

- Community/neighbourhood profiles currently exist only on the London Underground Area. The force plans to have a neighbourhood policing strategic assessment and an analyst is currently scoping problem profiles for all neighbourhoods in order to ensure that neighbourhood policing issues are prioritised and resourced appropriately.
- The principal analyst is working to link NIM and community intelligence. However, there is also a need to factor in the current issues relating to the level and quality of intelligence created, which is leading to an over-burdening of analysts and resulting in some good intelligence serving no useful purpose because of the time taken to



process it. A pan-London intelligence cell structure will assist in many of the key areas of neighbourhood policing deployment. Although evidence from surveys is used to influence policing priorities and inform decision-making, there is no evidence as yet that community intelligence is used in the same way, although it is the intention of the force that this will happen in future.

- There is not yet a community engagement strategy to identify neighbourhood priorities and provide feedback on action taken, although a communication and marketing strategy is under development.
- Performance management and impact measurement of neighbourhood policing is being developed and includes stakeholder input. There is some performance management and accountability in place, for example through the Compstat process for the London Underground Area, and this will form the basis of other neighbourhood policing performance and accountability processes. There are also some success stories, such as the securing of 33 post-conviction Anti-Social Behaviour Orders (ASBOs) for the London South Area, but as yet no formal structure or accountability. The definition of BTP's vision of success and performance expectations for neighbourhood policing will assist in marketing the ethos to its community in a quantifiable and effective way.
- Although there is evidence that the neighbourhood policing ethos is mainstreamed into policing activity – albeit often badged as 'reassurance policing' – it has not yet been fully integrated into contact handling. The force recognises this and intends to address the issue.
- The need for clear role definition, performance expectations, training and succession planning for dedicated neighbourhood staff will be incorporated into the force's HR strategy.

**1C Customer Service and Accessibility**

Grade	Direction of Travel
Good	Improved

**Contextual Factors**

Accessibility is still a key issue for BTP, but work is ongoing to address the many problems the force faces in making itself and its people accessible to the community. The formal implementation of neighbourhood policing, the establishment of a bespoke crime-recording centre (CRC), the co-ordination of the contact management function and the implementation of a revised estates strategy are significant steps towards achieving such improvements.

BTP is committed to achieving the national quality of service commitment (QoSC) by November 2006 and has an action plan in place to secure compliance. In order to further highlight the commitment of BTP to the provision of a high-quality service to the customer, a quality of service priority and performance measure has been included in the 2006/07 policing plan. The force is also committed to complying with both the Victims' Code of Practice and the No Witness, No Justice programme, and it has rolled out victim/witness care units under the criminal justice portfolio.

BTP has revised its consultation mechanisms strategically to ensure that it better understands, and is able to respond to, the needs of its community. Measures include a number of surveys of BTP activity, such as on anti-social behaviour, a programme of citizens' panels and a youth consultation project. A recent review of the BTP survey methodology made positive comments, and the force has purchased new software to improve its analysis of responses to survey questions. There are also mechanisms to ensure that the force learns from survey responses and uses them to inform future policy and procedure.

Grading of this framework is based on BTP's improvement on last year's baseline assessment, as the statutory performance indicators are not applicable to the force.

**Strengths**

- The DCC is the chief officer lead for the national QoSC. The force has tailored the QoSC to BTP requirements, a gap analysis has been undertaken and the resulting action plan has been agreed by BTPA to ensure compliance by November 2006. BTP has adopted a project management approach to this work, incorporating milestones, regular monitoring and the identification of risks and barriers.
- The BTP website advertises a freephone contact number that links directly to the call-handling function. In addition, there are links to facilitate the reporting of crime and incidents to the force.
- The DCC contributes to first-line supervisors' seminars to raise awareness of customer service issues. Customer care is linked into courses on areas and at the BTP training establishment, which has introduced direct community involvement to practical exercises and can provide live feedback. Performance development review (PDR) training for supervisors also addresses the provision of regular feedback to staff and underperformance with respect to customer care. Staff are made aware of

standards of conduct and behaviour that are likely to enhance performance and increase customer confidence. Call-handling supervisors monitor customer contact by control room staff and provide feedback and guidance.

- There is a process that facilitates organisational learning and improvements from customer feedback: policy implications are discussed formally at departmental head level and a summary of the feedback findings and recommendations are devised for COG ratification. They are then distributed to BTPA and senior staff with area-specific versions for area commanders. In addition, the summaries are published for customer access on the BTP website and for staff in the in-house publication *Blue Line*.
- There are a number of formal structures at force and area levels by which staff are held accountable for their performance in relation to customer satisfaction, as well as performance against crime and other targets. Overall satisfaction of victims is a target in the BTP policing plan 2006/07.
- A summary of the RES is available in 12 languages on the BTP's internet site. Full versions are available in English and Welsh and in other languages on request. The CRRU populates and manages an internal language database for use as a translation or advice resource. The database is populated with over 100 BTP staff who have volunteered their skills in over 26 languages.
- Arrangements for the provision of services to victims and witnesses are in place. Pre-charge compliance with the Victims' Code of Practice is managed through the force CRC and post-charge compliance is managed by the area-based No Witness, No Justice witness care units, which are the force seats of expertise on victim care.
- The BTP survey methodology was the subject of positive comment by the Home Office following a recent review. New software (SPSS text analysis for surveys) has been purchased to improve the analysis of responses to survey questions.
- The QoSC has been incorporated into the two-year management information and communication centre (MICC) (North) project to ensure the provision of high-quality customer service.

### **Work in Progress**

- Work is ongoing to address some of the many issues faced by the force through its occupation of railway premises as a tenant in relatively inaccessible and unattractive areas. BTP has revised its own estates strategy and has also been working with landlords to improve signage and public accessibility and to make premises look more welcoming.
- Joint work is being undertaken with Network Rail and the TOCs to provide 'information and police advice point' booths that will be accessible to railway communities at major train stations at identified times. This is a positive step towards improving the accessibility of BTP to its customers.

### **Areas for Improvement**

- Performance accountability processes will be enhanced during the forthcoming year to incorporate specific monitored targets for area commanders in relation to overall levels of satisfaction for victims of crime.
- BTP has implemented a two-year project with clear ACPO leadership and commitment and a project management approach to deliver a call-handling function that will facilitate effective and accessible call management. This will provide clarity regarding some of the issues surrounding the array of contact numbers that still exists.

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## 1D Professional Standards

Grade	Direction of Travel
Fair	

### National Position

In view of the recent focused inspection activity of professional standards departments across the country, the grade allocated in the national moderation process and publication of the reports in January 2006 will be applied for the purposes of baseline assessment.

The inspections were conducted using a substantial framework of questions under EFQM4 (European Foundation for Quality Management) headings. This framework of questions was forwarded to forces in line with normal baseline methodology, requesting self-assessment and submission of relevant evidence and supporting documentation. This material was then analysed and followed by HMIC inspection teams visiting forces to carry out validation checks and supplementary interviews of key staff and stakeholders. The baseline inspection reports include recommendations as well as areas identified for improvement.

Evidence was gathered, consolidated and reported upon in individual force baseline assessment reports which can be found on the HMIC website:

[http://inspectors.homeoffice.gov.uk/hmic/inspect\\_reports1/baseline-assessments.html](http://inspectors.homeoffice.gov.uk/hmic/inspect_reports1/baseline-assessments.html)

## 2 Reducing Crime (Domain 1)

### 2A Volume Crime Reduction

Grade	Direction of Travel
Good	Improved

#### Contextual Factors

Crime reduction is a key outcome of the neighbourhood and problem-solving policing ethos and the force has established partnership engagement at both formal and informal levels to drive down instances of crime on the railways, in particular the number of robberies. This has worked well, with an overall reduction in the levels of recorded crime, and, where partners are already involved in the creation of strategy for crime reduction, the formal implementation of neighbourhood policing will provide opportunities to progress this involvement. BTP is excluded from bidding for partnership funding as it is not a Home Office police force, but it has recruited an income generation manager to further develop relationships between Home Office CDRPs and community safety panels and partnerships and to secure funding opportunities supported by enhanced information and intelligence protocols.

BTP has carried out a number of targeted operations to achieve its crime reduction performance targets and has created a violent crime strategy, underpinned by more sophisticated work to identify the causal factors of violent crime, such as weapons and alcohol. The force has accordingly targeted both of these issues; the high-profile Operation Shield, which deploys scanner arches at mainline stations, is one aspect of this.

Performance management in respect of crime reduction is driven across all levels of the organisation and BTP has adopted a target-setting process to encourage greater ownership by areas and to differentiate targets according to local requirements.

BTP continues to foster close relations with industry partners to implement a national route crime strategy that includes examining opportunities to prevent and reduce incidents and emergencies on the rail network and educating the public (particularly young people) about the danger of trespass and other route crimes.

Grading of this framework is based on BTP's improvement on last year's baseline assessment, as many of the statutory performance indicators are not applicable to the force.

#### Strengths

- The ACC (crime) is the clear ACPO lead on crime reduction issues. These form part of the twice-yearly strategic assessment process and are the subject of robust performance management and accountability regimes.
- A violence reduction champion at detective chief inspector (DCI) level has been appointed to drive issues set out in the violent crime strategy, which both identifies weapons, alcohol and mental health issues as being causal factors in offences of violence and highlights ways in which addressing these factors can be improved. Operation Shield is a key component of this approach and uses intelligence to

deploy 15 scanner arches in violent crime hotspots on railway premises in order to create a 'weapons-free' environment on public transport.

- BTP volume crime is highlighted in the strategic assessment and control strategies highlight a menu of reduction options for each volume crime category. Area crime reduction officers are tasked via force, area and daily tasking and co-ordinating processes and are required to determine their key areas of activity for the forthcoming year. Force-wide activities have included Operation Falcon, to address thefts of passenger property and, locally, the London South Area has produced an anti-robbery DVD for schools.
- BTP areas have analytical capability for volume crime reduction issues and access to the FIS, which incorporates intelligence from 13 Home Office police force intelligence systems.
- The level 2 forum has yielded a number of initiatives, such as the force-wide roll-out of 'spit kits' to collect DNA evidence directly from victims – which started in Scotland – and the presentation of 'full loss' evidence for offences of criminal damage by graffiti to present a holistic picture of what each incident costs the train operator in terms of taking a vehicle out of service, cleaning, etc.
- There is a clear corporate framework for addressing volume crime through the crime strategy, which provides for flexibility within local policing plans to address local needs through the setting of differentiated targets. The annual target-setting process is driven from the bottom up to encourage ownership of targets.
- BTP is fully committed to engagement with partners in the railway industry and has formed good relationships on both formal and informal levels. Partners are used to assist in refining strategies for violent crime reduction.
- A new post has been created within the CRRU to identify key CDRPs across all BTP areas, to maximise opportunities for engagement and partnership working. In addition, BTP has recruited an income generation manager to further develop relationships between CDRPs and community safety panels and partnerships and to secure funding opportunities, supported by enhanced information and intelligence protocols.
- As a result of the Government's alcohol harm reduction strategy and the new Licensing Act, the former position of BTP as not having legislative primacy for licensing issues has been reviewed, and areas have now appointed licensing champions who are responsible for co-ordinating area licensing responses and the use of licence registers. This enables the force to address one of the key causal factors in crimes of violence in a more robust way.
- The force reduced the number of offences of theft of passenger property in 2005/06. The target was to have no more than 27,931 recorded offences and the force achieved a total of 24,065, which represented a reduction of 4,511 offences on 2004/05.
- The 2005/06 National Crime Recording Standard (NCRS) audit for data quality in March 2006 yielded an overall grade of Good. This is a significant improvement on the 2004/05 outcome and underpins BTP's effectiveness in achieving crime performance targets.

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- BTP does not have a defined 'population' for the purpose of national comparison but has achieved crime reduction in the following areas during 2005/06 compared with 2004/05: levels of violent crime fell from 17,073 recorded incidents to 14,819; vehicle crime fell from 4,369 to 4,063; life-threatening and gun crime fell from 270 to 181; total recorded crime fell from 81,642 to 76,406; violent crime committed in a public place fell from 16,208 to 14,078; and violent crime committed under the influence of intoxicating substances fell from 1,617 to 1,255.

### **Work in Progress**

- BTP has carried out a full review of crime reduction services and has devised a series of recommendations for implementation during the current financial year.

### **Areas for Improvement**

- There is limited evidence of a corporate approach to problem-solving policing. Its use as one of the crime reduction options varies by area but there is no central co-ordination for advice or guidance on problem-solving issues, although the quarterly meeting of crime reduction officers discusses common problems and shares good practice.
- Although major force-wide operations are evaluated, there is little evidence that formal monitoring and evaluation is carried out as part of crime reduction initiatives or incorporated at the planning stage.
- Although the attendance and participation of partners at the level 1 NIM tasking and co-ordinating process is embedded on the London Underground Area, this is not a corporate practice that happens on other areas. The London South Area has developed a monthly railway crime tasking meeting where partners can bid for BTP resources, and the force is rolling this model out to other areas.
- BTP does not have a defined 'population' for the purpose of national comparison but it has not achieved a reduction during 2005/06 compared with 2004/05 in robberies, which rose slightly from 2,108 to 2,170, or violent crime in connection with licensed premises, which rose from 141 to 173 recorded crimes.

## ***GOOD PRACTICE***

### **Operation FALCON - the introduction of the role of force crime co-ordinator to improve crime detection rate.**

Operation FALCON is an ongoing initiative concerning the appointment of a force crime co-ordinator to drive a multi-faceted operation to improve BTP's volume crime detection rates such as for theft of passenger property. The co-ordinator liaises closely with police areas to identify, collate and disseminate good practice. The force intranet incorporates practical



advice on how to increase detections and reduce crime, particularly through improved use of CCTV and ASBOs.

The reduction by 16% of offences in a key volume crime area - theft of passenger property – has had a positive impact on the overall force detection rate using two significantly successful measures to reduce bogus / false reporting of crimes for insurance purposes and reducing the recording of lost property as crimes through ongoing liaison with railway lost property offices.

Good practice on the London North area at Kings Cross and Euston to identify prolific luggage thieves was successfully promulgated to other areas and resulted in the arrest of 12 prolific offenders and the detection of over 200 crimes. Crime trends on a whole route covering multiple force areas, eg. London to Edinburgh, were monitored. When high crime rates were evident on all areas, a review of CCTV on platforms travelling north to Scotland was conducted, identifying that crimes were not occurring on route as reported by victims at their destination but as a result of thefts from the train just prior to departure.

The success of North East Area in achieving post conviction ASBOs for prolific volume crime offenders was replicated on other areas and resulted in over 90% of theft of personal property prolific offenders receiving ASBOs for between 3 and 5 years. This has been highly effective in the prevention of re-offending activity and has proved to be an excellent disruption tactic for prolific offenders with benefits throughout the term of the ASBO.

As a result of Operation FALCON, the overall notifiable crime detection rate in BTP rose from 16% to a current level of 22.5% in 12 months.

**Point of contact : Force crime co-ordinator, DI Steve Rogers 020 7830 6773**

### 3 Investigating Crime (Domain 2)

#### 3A Managing Critical Incidents and Major Crime

Grade	Direction of Travel
Not Graded	

##### Contextual Factors

Against a backdrop of eight major, high-profile incidents in eight years, there is a clear understanding of the concept of a 'critical incident', and the expertise and experience within BTP to be able to undertake management of this type of incident is underpinned by policy. There is considerable evidence of a consistent approach to dealing with the high volume of fatalities on the rail network that balances the national impact of line closures with the needs of the investigation and a sensitive victim focus.

Major crime is not specifically articulated within the force strategic assessment or policing plan, and there are some issues with developing the force capability to deal with major crimes, such as homicide, in small numbers, given the ability of Home Office forces to do so. The major crime capability of BTP is implicitly linked with significant financial investment, the development and maintenance of skills, and the requisite exposure to investigative opportunities.

The force has a major crime policy and a major crime unit (MCU) but still relies on abstractions to staff major crime enquiries. Although BTPA agreed to resource a dedicated MCU, this expansion was stayed pending the outcome of the DfT review. However, BTP has considerable expertise in dealing with the investigation of allegations of corporate manslaughter and this expertise is nationally recognised.

BTP aims to maintain the balance between thorough investigation and keeping the railway network running when dealing with fatalities and major incidents and continues to demonstrate both resilience and professionalism. Progress has been made by BTP in developing partnerships with the rail industry and with local coroners for handling such incidents.

The London terrorist bombings of 2005 significantly raised the number of murders (from 3 to 42) and attempted murders (from 2 to 116). The levels of such offences prior to July 2005, with slight fluctuations, are more indicative of those normally dealt with by BTP on an annual basis and should be viewed in this context.

Many of the questions in this framework do not apply to BTP and so the framework has not been graded. Evidence supplied by the force and obtained during the fieldwork phase of the baseline assessment process has been tested to form the basis of the following strengths and areas for improvement.

##### Strengths

- BTP has adopted the national definition of a critical incident and has developed a critical incident policy, which is widely understood by officers throughout the force. Staff were found to have the requisite knowledge and expertise in such issues, often

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as a result of regular dealings with sudden deaths on the railway and underground and of events that have escalated further into high-profile, major incidents. The force has expertise within its contact management function to be able both to identify and to escalate a critical incident, where appropriate.

- A number of BTP senior officers have attended the Centrex critical incident 1 and 2 and Gold courses to enable them to mobilise the Gold, Silver and Bronze command structure during a critical or major incident. Public order cadre chief inspectors and superintendents have attended MPS public order courses at Gravesend.
- All area control rooms and the MICC have senior detective and routine on-call cover on a 24-hour basis. BTP maintains an area and department-wide mobilisation plan that details the availability of all specialist resources, from scene of crime, on-call CID, command cadre officers to on-call ACPO ranks while on and off duty and on leave. This information is contained in one document, which is widely circulated and reviewed monthly.
- In addition to clear responsibility for various types of investigation, there are suitable leadership and senior investigating officer (SIO) skills within BTP. Suitability to lead an investigation can, and has, been reviewed and is outlined in the major crime policy.
- The force has recently implemented performance management for major crime activity, incorporating costs, abstractions, resourcing and operational review. This document forms the basis of a monthly performance management and accountability meeting with each of the major and FHQ crime departmental heads. The information produced is being used to ensure that trends are analysed and that there are appropriate linkages with operational activity and force and area objectives.
- The force has the capability through the FIB to interrogate area intelligence bureau (AIB) data and analyse open-source documentation in order to brief operational staff. The FIB also publishes a weekly community intelligence briefing document to inform other areas of critical incidents. The FIB participates in the weekly Operation Griffin conference with the City of London Police, which provides an opportunity for further intelligence sharing and community awareness.
- A field intelligence officer has specific responsibility for community intelligence and works closely with minority communities nationwide, engaging reactively, following national disasters such as the London July 2005 bombings, and proactively, such as with a Romanian officer to gather intelligence from Romanian churches in London for Operation Pentameter, which addresses people-trafficking issues.
- The major crime policy provides for 'cold-case reviews'. Staff have been appropriately trained and a number of reviews are ongoing. This policy also provides for major crime management and external reviews and has involved the force's participation in both internal reviews at given timescales and public inquiries. There is a mechanism to take learning forward for dissemination and to influence policy.
- BTP has the ability to search for intelligence across its own information technology (IT) systems and, in addition, has devised 13 information-sharing agreements with other forces and Her Majesty's Revenue and Customs (HMRC) and is able to search all their intelligence databases. Additionally, the force is a member of the joint operational authority in relation to Project IMPACT and staff utilise national

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databases. The head of CID is a member of national groups on homicides and work-related deaths.

- BTP has considerable expertise and is recognised nationally as a lead force in dealing with corporate manslaughter investigations. The force has commissioned and provided initial funding for a corporate manslaughter manual for disasters that cause death in collaboration with the National Centre for Policing Excellence (NCPE) and the Homicide Working Group.
- The force provides intelligence resources for critical incidents and major crimes. Two major crime analysts were recently appointed and they are supported as required by analysts from the FIB or AIBs. In addition, intelligence cells are created in response to specific incidents such as the London terrorist bombings in 2005.
- The force can meet extraordinary demands resulting from major crime and critical incidents through the FHQ MCU, which is multi-functional and also provides the force surveillance capability. Within this team there is extensive expertise in skills such as HOLMES (Home Office Large Major Enquiry System) and PIP (professionalising the investigative process), there are two level 5 trained PEACE interviewers, and there is an on-call system that can mobilise these resources. The MCU is tasked via the NIM process. In addition, the force has used external expertise for the investigation of major and critical incidents, such as specialist interview co-ordinators and psychological profilers. The ACC (crime) has completed the Scimitar course in case the need arises to deploy a BTP senior officer in overall command of a linked crime series with other forces.
- The force follows guidelines from the ACPO murder manual and MIRSAP (major incident room standardised administrative procedures) and all SIOs have been equipped with pocket-sized personal computers that contain all such relevant information and BTP policy.
- Community impact assessments are carried out for major crime and critical incidents and provision is made for their inclusion in the investigator's policy log.
- BTP has a member of staff who is a 'red centre hostage negotiator' and who is currently carrying out a review into hostage negotiation for BTP, with a view to developing policy and practice.
- A pan-London independent advisory network has been established to progress structured and permanent relationships with local communities and to advise on how to improve safety and respond to the needs of the travelling community. Area commanders can also link in with Home Office force IAGs in the event of a critical or major incident.
- The high-level accountability for risk management within BTP lies with the DCC as head of the corporate assurance group. The force is progressing an implementation plan that was devised as a result of a risk management review in early 2006 and which has been agreed with BTPA and endorsed by the Institute of Internal Auditors (UK and Ireland).
- BTP links into regional resilience forums and there are linkages between level 2 tasking and operations, such as the movement of nuclear flasks.

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- Despite the lack of ability to formally debrief with TOCs after major incidents, because of the possibility that BTP might have to investigate their involvement or initiate a prosecution against them in the future, there are informal systems for ensuring that information is passed appropriately in order to facilitate organisational learning.
- BTP regularly undertakes contingency planning exercises and contingencies have been regularly tested in both simulated and real conditions and both nationally and in-force. The force has an internal mutual aid policy and the major incident manual is supplemented by Gold support files that set out the contribution each department is required to make in exceptional circumstances. The force employs a full-time business continuity manager who links with contingency and emergency planning.
- While many precursor incidents, such as those involving domestic violence or child protection, are not core activities for BTP, there is a policy to deal with such incidents that do arise and which involves taking action alongside policing partners. There are also mechanisms in place to identify precursor events and several examples of where this has been done, eg the Ravenscourt Park stabbing in 2004 and Operation Houston, which involved BTP with other forces and has recently led to the successful conviction of a paedophile ring that came to police attention from a single incidence of graffiti.
- BTP has established links with MPS public protection units to identify potentially violent or dangerous individuals who might use the rail network. The force is also seeking to become involved in multi-agency public protection work for the same reasons. The force conducts some activity in respect of major crime prevention through its response to Osman warnings.
- All area HR staff, chief inspectors, inspectors, sergeants, coroners officers and family liaison officers have undergone trauma and crisis management training which specifically addressed debriefing after critical or major incidents and identifying traumatised staff.
- In 2005/06 the force exceeded its target of aiming to clear all fatalities within 90 minutes, achieving an average of 81 minutes on 194 occasions.
- BTP does not have a defined 'population' for the purpose of national comparison' but achieved performance against targets during 2005/06 compared with 2004/05. Life-threatening and gun crime fell from 270 to 181 recorded incidents; abductions fell from 16 to 9; numbers of blackmail offences remained at 6; manslaughter offences fell from 7 to 0; detections of attempted murder remained at 100%; detections of murder offences increased from 66.7% to 95%; numbers of rapes fell from 45 to 20; and rape detections increased from 22.2% to 45%.

### **Work in Progress**

- Discussions about enhancing the capability of the MCU have been stayed pending the BTP refocusing debate within the DfT. As a result, resources for major crime investigation are often abstracted from areas, although there are robust, high-level monitoring mechanisms in place to keep such abstractions to a minimum.
- There is a lack of clarity about the process that leads to the prioritisation of contingency plans and no programme of review in place. As well as a central

contingency planning capability, there are nine contingency planning officers on areas, but there is no firm or consistent professional line management of them, which results in a lack of focus on contingency planning and business continuity.

- The force is considering supporting the national mobilisation plan, which will enhance its own police support unit (PSU) capability and also make provision for assisting other forces when necessary.

#### **Areas for Improvement**

- BTP is considering training staff to assist in the development of intelligence co-ordination surrounding MAPPA (multi-agency public protection arrangements) individuals using the railway network through the MPS public protection unit course. Training in the use of the Violent and Sex Offenders' Register (ViSOR) has already been undertaken so that the technology can be effectively utilised when delivered to the force.
- BTP has undertaken a review of NIM process compliance, although it did not specifically examine the tasking and co-ordinating processes for resources engaged in managing critical incident and major crime functions. There is no evidence of a structure for formal and regular gathering of intelligence nor for including information about critical incidents and major crime in the strategic assessment. Most critical incident processes are reactive.
- There is no evidence of full engagement with partners in order to share and make the best use of information in order to develop integrated contingency plans.
- The two level 5 trained PEACE interviewers have carried out an audit of the force's investigative capabilities with a view to launching an internal programme to improve the quality of investigative interviews across BTP.

### 3B Tackling Serious and Organised Criminality

Grade	Direction of Travel
Fair	Improved

#### Contextual Factors

Serious and organised crime is not a BTP priority and therefore is not viewed as a core function for a specialist police force which does not receive Home Office funding for such activity. There is a significant gap in relation to the targeting of serious and organised criminal activity on the rail network where the rail network is the means of transport rather than the target of the criminal activity. BTP does, however, contribute to the investigation of serious and organised crime activity on this basis and is in the formative stages of addressing the identification of criminal networks that impact on BTP business, for example graffiti and street robbery teams. The force has also established intelligence links and working partnerships with Home Office and Scottish police forces and other government agencies to enhance its ability to deal with level 2 issues. Where information regarding organised criminality has been forthcoming from police or intelligence services, BTP has been able to respond to it.

The force has an economic crime unit (ECU), commits significant resources to the investigation of large-scale fraud on the rail network and has established a specialist team to disrupt credit card fraud used to fund terrorism and other types of serious crime.

Prevention of serious and organised crime is generally limited to addressing the overt symptoms through targeted patrols, but the approach taken in relation to preventative activity for terrorism at key transport hubs might also provide additional benefits in deterring and disrupting organised crime.

BTP is well practised in counter-terrorism prevention measures and has developed professionalism and expertise that will serve the force well in adapting to its new 'normality'. The force aims to continue the unrivalled success of its risk-based approach for the assessment of unattended items and bomb threats. This is a key area of operation for the force and the procedures for dealing with unattended items are reinforced by a sophisticated response in London, which is designed to keep the capital city open and represents a major investment by BTPA. The force has engaged its stakeholders in developing a system for dealing with unattended items and, during the last year alone, the force responded to and assessed 4,692 such items and anonymous threats, three explosive devices and three explosions without declaring a single Category One incident – the last was declared by BTP in January 2004 in response to the actions of another force. In the aftermath of the Tokyo nerve gas attacks in 2005, BTP was also the first force to deploy both chemical detection systems as part of routine counter-terrorism activities and a field-portable analysis capability for dealing with white powders and the hazards associated with the discovery of other unidentified loose materials.

In the last 12 months, the force has made unprecedented investment in counter-terrorism resources, and the creation of a dedicated uniformed counter-terrorism support unit has proved a particularly effective focus for counter-terrorism policing. This investment was reflected in the HMIC protective services review, which noted that, in relation to countering terrorism, "the depth of understanding and capability evident among staff at all levels built on significant and persistent exposure to risk was commendable".

Grading of this framework is based on BTP's improvement on last year's baseline assessment, as the statutory performance indicators are not applicable to the force.

### **Strengths**

- There is strategic direction for level 2 issues from the ACC (crime), who has the portfolio responsibility for tackling level 2 crimes and chairs the level 2 tasking meetings. He also sits on the group for heads of regional tasking and co-ordinating.
- The force has a comprehensive strategic assessment and control strategy to address level 2 crime issues, focusing on counter-terrorism, organised fraud, street robbery teams, route crime and drug supply.
- BTP takes a pragmatic and contextual approach to level 2 NIM, considering such issues as they relate to railway travelling crime. This approach has been recognised by the national NIM implementation team. Regionally, there is BTP engagement at level 2 by senior detectives and heads of operations from FHQ or areas to ensure links with Home Office forces in the ACPO regions.
- There is dedicated level 2 analytical capability through a senior analyst within the FIB. The force has also developed close links with the Serious Organised Crime Agency (SOCA) regarding the sharing of football intelligence and works with the Immigration Service, with which a data-sharing agreement is being developed, on Channel Tunnel issues. BTP worked with SOCA in relation to the national intelligence requirement and in order to develop the BTP intelligence requirement. BTP also has data-sharing agreements with a number of Home Office police forces and with HMRC, whereby intelligence is routinely downloaded onto the FIS, providing an enhanced intelligence capability to tackle level 2 crimes more effectively.
- BTP participates in joint operations with agencies such as SOCA and HMRC, railway industry partners and Home Office and Scottish forces and has worked hard to develop these relationships. Engagement is on the basis of the railway-specific nature of activity, which has resulted in deployment of a full range of surveillance, investigation and covert resources. Operation Golf is an ongoing BTP-led initiative to address issues relating to Romanian juvenile criminality and involves the MPS, the Immigration Service, SOCA, the Romanian Embassy, Westminster criminal justice unit and the national mobile phone crime unit. BTP also routinely supports Home Office forces in policing party political conferences and the Notting Hill Carnival and provided counter-terrorism assets for the opening of the Welsh Assembly in 2006.
- The force has a fraud squad and an active ECU that undertakes investigations of hi-tech crime, cheque and credit card fraud and general financial investigations (including Proceeds of Crime Act, referrals from areas and production orders). The ECU has been involved in significant investigations during recent years involving funding to organised crime and terrorism. The specialist cheque and credit card fraud investigation capability deals with intelligence as it affects rail businesses, for which the key aim is the disruption of credit card fraud used to fund terrorism and other types of serious crime. The team has national links through ACPO regional and national cheque and credit card working groups and the MPS dedicated cheque and plastic card unit.



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- There is a resourcing capability for serious and organised level 2 criminality and major crime through both the FHQ crime support department and the MCU, and there has been substantial investment in new digital surveillance equipment.
- BTP has an established financial investigation capability with appropriately trained staff and a 24-hour call-out facility. The force had to make its own bid for Home Office sponsorship; it was successful and one financial investigator is now funded in this way.
- BTP has established a special branch capability based at its FHQ. The unit is staffed by dedicated specialists and has been actively engaged in a number of intelligence-led counter-terrorism operations conducted in partnership with Home Office police forces and the Security Service.
- BTP is represented on all levels of tasking groups in the counter-terrorism arena and has recently invested in resourcing counter-terrorism work. A counter-terrorism risks adviser develops policy on the management of threats and risks and works with a dedicated counter-terrorism support unit, which has deployable assets and works with other agencies in the development of counter-terrorism policy. The BTP control strategy includes coverage of terrorist threats and politically motivated crime.

### **Work in Progress**

- The planned enhancements to FHQ crime teams to enable them to address level 2 criminality in terms of intelligence and proactive resources were stayed pending the outcome of the DfT review. The force surveillance capability is therefore limited, leaving BTP without a dedicated capacity for level 2 surveillance.
- Additional training has been financed in order to ensure that specialist skills are maintained and enhanced.
- Performance management has been introduced only recently for all FHQ crime teams – and needs to be developed further in order to fully evaluate activity, costs, output and outcomes.

### **Areas for Improvement**

- BTP is in the earliest stages of undertaking work to identify criminal networks that have an impact on force business, eg organised graffiti gangs, street robbery teams and organised fraud. This is a progression of the force's work to identify the top 100 persistent and prolific offenders (PPOs) impacting on BTP and the top 25 PPOs in each force area.
- Neither the three-year strategic plan nor the BTP policing plan refer specifically to targeting serious and organised criminality and there are no objectives for this area of work. Economic crime has developed into a key area of work for the force but has been removed from the force strategic plan.
- There are no financial investigators on areas – all investigations are dealt with centrally by the ECU. The force is considering deploying financial investigators on areas in order to mainstream the issue of asset recovery and an action plan has been devised to address this specific issue.

- There is an identified need for law enforcement agencies to tackle the issue of serious and organised criminal groups using the railways and other transport networks in a holistic manner, but this would require significant additional investment in BTP to be effective.
- BTP is exploring options to identify the most effective means of implementing witness protection in serious and organised crime cases, as a permanent facility would not be cost effective.
- The BTP special branch capability is still in its formative stages, but there is some engagement with regional intelligence cells and plans to advance this area of work significantly.

**3C Volume Crime Investigation**

Grade	Direction of Travel
Good	Improved

**Contextual Factors**

BTP has a sound volume crime investigation capability, underpinned by policy, level 1 tasking and co-ordinating processes and appropriate control strategies and the provision of specialist support to areas. Considerable financial and skills investment has been made into raising standards of investigation, and the force has designated a senior officer 'detections champion' to drive this area of work. Substantial investment has also been made in the resourcing of scientific support to underpin the investigation of volume crime.

BTP addresses the same themes as the national volume crime targets, which are reflected in its jurisdiction, and, commendably, the force has exceeded all its 2005/06 targets without many of the project funds that are afforded to Home Office and Scottish police forces in relation to volume crime detections. The results of the recent NCRS audit reflect that BTP has achieved its performance outcomes with integrity and continues to focus on efficacy in this significant area of activity.

BTP has worked hard to address barriers to the effective investigation of crime and the achievement of positive performance outcomes in its unique operating environment. Two pieces of work have been key in addressing some of these issues. The CRC in Cardiff was established in 2006 to address previous shortfalls in the crime-recording process, which was recognised as not always being corporate in terms of its customer focus. The new system is available on a 24-hour basis for remote crime inputting and enables crime numbers to be allocated directly. Additionally, the London South Area railway crime tasking meeting is being rolled out force-wide as an example of effective and progressive partnership work that addresses volume crime issues, is well attended and has the confidence of all parties.

BTP aims to continue the increase in detections of low-level disorder that it has seen in recent years and is also working to ensure that the criminal justice system recognises the effect of crimes that are often seen as victimless. The economic costs are significant and, accordingly, BTP makes this type of crime a priority and has started to put forward a holistic account of its impact when putting offenders before the courts.

Grading of this framework is based on BTP's improvement on last year's baseline assessment, as many of the statutory performance indicators are not applicable to the force.

**Strengths**

- Volume crime investigation is driven by the ACC (crime), and its associated performance management framework is actively driven by the Chief Constable and his chief officer team through force management team meetings and chief officer performance visits. In addition to the ACC, there are champions for both violent crime and detections and there exists an overall crime strategy, a violent crime strategy, and crime management and detections steering functions driven by the ACC (crime) and the head of CID respectively.

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- Work has been undertaken to improve investigative standards in a number of areas. Minimum standards of investigation have been implemented and substantial investment has been made in improved resourcing of the forensic science function.
- The force has made significant investment in training over the last year, with skills courses such as PIP, the SIO Development Programme and the Initial Crime Investigators' Development Programme, and has worked hard to address deficiencies in the role of detective by recruiting skills from Home Office forces. Such resourcing investment is now gradually starting to yield improvements in detection rates. There is also a series of policies on the police national legal database system that outline minimum standards of investigation for recorded crimes and are readily accessible on the BTP intranet.
- Policing plans at force and area levels identify appropriate priorities for crime investigation and detection with SMART and stretching targets. There is a cohesive and inclusive target-setting and consultation process which encourages ownership and sets differentiated targets based on each area's needs. In addition, areas can set targets for things that have a particular significance for their respective communities, one such example being vehicle crime. These measures are incorporated into area policing plans, which are the principal delivery mechanisms for the BTP annual policing plan.
- Each area has an action plan in place for 2006/07 to improve detection performance, with an ambition of having a detection rate for volume crime at the national midpoint.
- BTP has in place arrangements for the provision of specialist support to areas. Management of crime scene examiners has moved to the scientific support function and a memorandum of understanding has now been produced between scientific support and areas. Additionally, areas have their own technical support capability.
- Each area has a fortnightly level 1 tasking and co-ordinating mechanism, supplemented by daily fast-time tasking and six-monthly reviews of respective area control strategies. Areas have their own analytical capability and access to the FIS, which also benefits from input from Home Office police force systems. Volume crime investigation is driven by daily tasking on an increasing number of areas.
- The force has established level 2 tasking and co-ordinating meetings as the means of resourcing support and assistance for areas; these are chaired by the ACC (crime). This process is preceded by a tactical advisory group meeting, which is chaired by the head of CID and reviews crime problems and investigations and devises tactical plans for consideration and ratification at the level 2 meeting. A number of successful initiatives have commenced in this way, from the large-scale targeting of ticket machines on Southern and South Eastern Trains routes to paedophile-related graffiti on Thameslink trains.
- The London South Area railway crime tasking meeting is an example of effective and progressive partnership work that addresses volume crime issues. It is well attended and has the confidence of all parties. The force is rolling out this mechanism and ethos to other areas.
- The 2005/06 NCRS audit for data quality in March 2006 yielded an overall grade of Good. This is a significant improvement on the 2004/05 outcome and underpins BTP's effectiveness in achieving crime performance targets.

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- The force established a new CRC in Cardiff in April 2006. This addresses previous shortfalls in the crime-recording process – the seven areas offered a service that was not always corporate in terms of its customer focus. The new system is available on a 24-hour basis for remote crime inputting and enables crime numbers to be allocated directly. The CRC function also carries out activity to adhere to the Victims' Code of Practice and will receive transferred crimes from other forces. Although the transfer of crimes is a continual challenge to the timeliness of BTP's crime-recording capabilities, the implementation of the CRC is recognised as a positive step in addressing this issue.
- Particular emphasis is given by BTP to offences relating to the rail environment, and a high level of the investigative resource is deployed to assaults on staff, which may be relatively low in terms of seriousness but which potentially have a disproportionate business impact on TOCs or Network Rail.
- The force exceeded its 40% target detection rate for staff assaults in 2005/06 and achieved a 46% detection rate, representing an increase of 8% on 2004/05.
- The force exceeded its 29% target detection rate for robbery in 2005/06 and achieved a 31% detection rate, the same as in 2004/05.
- The force exceeded its 38% target detection rate for violent assaults in 2005/06 and achieved a 44% detection rate, representing an increase of 6% on 2004/05.
- The force exceeded its 4% target detection rate for theft of passenger property in 2005/06 and achieved a 4.3% detection rate, representing an increase of 2.3% on 2004/05.
- The force exceeded its 8% target detection rate for route offences in 2005/06 and achieved a 11% detection rate, representing an increase of 5% on 2004/05.
- Violent crime detections increased from 35.1% to 44.1% between 2004/05 and 2005/06; notifiable or recorded offences resulting in a charge, summons, caution or taken into consideration at court increased from 15.5% to 18.4%; total crimes detected increased from 17.1% to 20.2%; and violent crime sanction detections increased from 32.1% to 38.1%.

### **Work in Progress**

- Work to identify the top PPOs for the force and areas has already been undertaken and BTP intends to progress the outcomes of this work through a partnership approach.
- BTP is progressing an automatic number plate recognition (ANPR) implementation project which includes the purchase of appropriate hardware and staff training, some of which has already taken place. Policy has been compiled and given to the force security officer for compliance assessment and 'hot lists' are being received from other forces. Presentations have been made to appropriate parties and there is a capability to search vehicle movements in other forces. The outstanding issue is that of the back-office facility, which has been purchased but has been delayed due to technical difficulties experienced by the supplier. The force hopes to resolve these in the near future.

### **Areas for Improvement**

- The two level 5 trained PEACE interviewers have carried out an audit of the force's investigative capabilities with a view to launching an internal programme to improve the quality of investigative interviews across BTP.
- BTP has implemented the police information and tasking system (POINTS), which has been interfaced with the intranet-based police information system (E-PINS) to enable ready access to indications of workloads and better supervision of investigations. However, the force recognises the additional need to improve the focus on quality.
- Areas can bid for the force surveillance capability at level 2 tasking and co-ordinating meetings, but the lack of resourcing in surveillance as a consequence of the ongoing refocusing debate with the DfT has resulted in areas often having to explore other tactical options to address volume crime problems.
- BTP is evaluating the Centrex model for the management of volume crime on a pilot site on the London Underground Area and has also implemented the model as a pilot on the North Eastern Area, with a view to future force-wide roll-out. The force is also implementing the screening system from this model and has made a growth bid for an evidence review officer for each area.
- The force recently underwent an HMIC detections audit, the results of which have identified the force as Fair overall. An action plan is being devised to address the issues arising from this audit.
- Generally, detection performance is disappointing when compared with the national average and places BTP in the bottom quartile of the national table. However, overall detection rates have improved over the last two years, and BTP has a strategic objective of achieving the national midpoint by the end of 2008.
- BTP has suffered in terms of incentive funding for financial investigators and has only this year been included with other Home Office forces. Financial investigator training is being delivered centrally and financial investigators are currently employed only centrally in the fraud squad, although resources are under review. There are no targets set for financial investigation.
- Detections of vehicle crimes fell from 7% to 4.8% between 2004/05 and 2005/06 and sanction detections of vehicle crimes also fell from 6.8% to 4.5%.

**3D Improving Forensic Performance**

Grade	Direction of Travel
Fair	Improved

**Contextual Factors**

The forensic science arena in BTP has undergone significant changes over the last year. The investment of funds has made possible the purchase of case management IT and HR to augment scientific support services, and the engagement of the force in the scientific work improvement model (SWIM) has yielded outcomes that are already being utilised to address historic cultural issues and to drive change and innovation. One of the more significant developments is the establishment of a forensic science steering group, which mainstreams scientific support in all areas of force activity and is driven personally and robustly by the ACPO lead. Investment in technology has resulted in reliable performance information, which is being used to drive activity and hold staff to account.

The force continues to invest in forensic science in recognition of its pivotal role, and the department head has driven change to raise the profile of the function, for example by including scientific support representation at level 1 and level 2 tasking and co-ordinating processes and by establishing a corporate and consistent forensic awareness capability. There is ongoing monitoring of the cost benefits of scientific support and exploitation of opportunities to obtain the most efficient and effective service from external suppliers. Internally, the fingerprint department and laboratory have achieved ISO 9001 accreditation.

The force is aware that there is still much work to do, such as addressing the means of deployment of crime scene examiners and ensuring that contact management staff secure appropriate information from the customer at first contact. The geographical challenges will also continue to exist, but recent investment and good leadership have placed the scientific support function well on the way to achieving its aims.

As a framework that was previously graded Poor, the grading is based on progress against last year's baseline assessment.

**Strengths**

- The strategic champion for forensic science is the ACC (crime). He has recently set up a forensic science steering group to ensure the involvement of all key parts of the organisation in mainstreaming forensic science. This is a particularly timely development given the recent BTPA investment in forensic science and the outcomes of the work commissioned by the force under the PSU SWIM programme. There is also a forensic input into the combined crime management and detections steering group to ensure that forensic science is an integral part of the force's focus on detection outcomes.
- There is a reviewed forensic management strategy in place to drive forensic science within BTP and which is linked to the force strategic plan through the crime strategy for 2005–08. The forensic science strategy contains policies, processes, procedures and objectives and is accessible to all staff via the force intranet.

- There is a strong tactical lead by the head of the scientific support department (SSD), who attends force management board meetings. The best value review provided the drive to restructure the SSD, with each area now having access to a crime scene manager who has responsibility for the management of scene of crime officers (SOCOs) on areas. The results of the PSU SWIM work will further drive improvement and an action plan has been devised accordingly.
- The resourcing of forensic services is an area into which substantial investment has been made, and the existing forensic science estate has recently been the subject of an assessment to ensure that it is fit to deliver a forensic function for the future. Additionally, the LOCARD case management system (the forensic champion campaigned successfully for delivery of the entire package) has now been implemented to improve management of cases and to deliver timely and meaningful management information. Staff have been provided with and trained in the use of laptops to facilitate digital photography and access to data management.
- A Home Office-funded forensic trainer has been appointed to undertake forensic training in a corporate way, with an emphasis on DNA and related matters in order to secure improvements in DNA collection. Submission levels from laboratory staff and administrative support have increased, and improvements have already been made in reducing the backlog of forensic submissions from 20 weeks to one week.
- On the intranet, and therefore accessible to all staff, there is up-to-date guidance on key forensic processes, including DNA swabbing, the taking of fingerprints, scene attendance and forensic submissions. The deployment of forensic staff on areas enables them to undertake one-to-one guidance where necessary and the forensic trainer will also be able to address such issues corporately. Crime scene examiners provide training to area teams and PCSOs receive a forensic input as part of their initial training package.
- There is evidence of good forensic awareness among non-specialist staff, with marketing of the forensic function through the force internal publication *Blue Line* and arrangements for basic and refresher training where appropriate, e.g. input into probationer training and refresher training for staff who have moved into an operational role. Area crime scene examiners have the responsibility for keeping area staff apprised of forensic issues.
- There is evidence of understanding within the SSD of the costs and benefits of forensic processes. Suppliers are set targets for economy, effectiveness and efficiency, and forensic turnaround times are monitored at monthly meetings with the SSD in which performance against targets and areas for improvement are also discussed. The head of the SSD and the director of finance meet on a monthly basis to monitor and review financial issues, and FHQ finance department supplies a four-weekly breakdown of costs for all support departments. The SSD central submissions protocol ensures that all forensic samples are screened prior to submission to ensure optimum opportunities for best value for money.
- The pan-London proactive forensic team engages in the arrest of offenders based on intelligence packages produced by SSD staff from the FIB. This has resulted in a greater use of forensic specialists in the planning stages of operations, in providing advice and guidance to individual investigating officers and in the post-operation evaluation stage.



- The scientific support strategy has fully documented policies and procedures and forms an integral part of the crime strategy for 2005–08. The achievement of ISO 9001:2000 accreditation for both the fingerprint department and laboratory underline the significance of quality and efficient processes within the SSD.
- BTP continues to explore and develop its use of the National Automatic Fingerprint Identification Service (NAFIS), in particular at area level, where it is seen as a valuable tool in both investigating crime and identifying offenders. The use of NAFIS has recently played a key role in the identification of victims of railway fatalities. With effect from December 2005, all tenprints are searched against the marks database, whereas previously only new detainees' tenprints were searched, leading to a 100% increase in tenprint-to-mark identification on the four months prior to this date. Increases in staffing levels and revised working practices have led to the following performance outcomes from NAFIS for 2005/06: the number of tenprints received or processed increased by 18% from 2004/05; the number of mark-to-tenprint searches increased by over 59%; and the number of mark-to-tenprint identifications increased by more than 100%.
- The attendance of forensic staff on area level 1 processes has improved forensic awareness on areas and has formally raised the profile of forensic issues as part of tasking and co-ordinating. There is forensic input at level 2 tasking and increased input in force-wide operations.
- The scientific support function achieved the following performance outcomes for 2005/06 compared with 2004/05: an increase from 6% to 36% in fingerprint recovery from motor vehicle scenes; an increase in DNA matches from motor vehicle scenes from 42% to 65%; an increase in fingerprint identifications from motor vehicle scenes from 31% to 46.2%; and an increase from 34% to 46% in DNA primary detections per match.

### **Work in Progress**

- Notwithstanding the success of the pan-London proactive forensic team in dealing with forensic 'hits', BTP recognises the need for corporacy and consistency across the force in dealing with this issue and is addressing this with external advice from Advantage Business Solutions.

### **Areas for Improvement**

- There is often a lack of clarity in the way in which crime scene examiners are deployed. Area linkages are through area DCIs and the level 1 tasking process and administration and management are controlled by forensic science FHQ, but the crossover in these areas of responsibility and accountability results in some inefficiency. The SWIM action plan aims to address this area.
- While it is acknowledged that BTP's geography means that the scene visit workload will never reach national levels 600 to 1,000 per year, it is recognised that the current workloads can be – and, given the SWIM outcomes, will be – significantly improved through the personal drive of the department head.
- A funding bid has been approved for a technology interface that will take data from the LOCARD case management system and use it to populate the POINTS and E-PINS systems, making it available for immediate viewing by investigating officers

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and crime analysts. This should improve the meaning and timeliness of the crime investigation process.

- CRC staff have been provided with information sheets to ensure that appropriate information on forensic opportunities is secured from victims of crime, but there is strong evidence that this process is not working. A forensic decision model is planned for the new CRCs and the department head is aware that such critical issues need to be robustly addressed to ensure that scene attendance opportunities are maximised to achieve the best outputs and outcomes.
- Service level agreements are being developed that will include performance expectations between areas and scene examiners. A policy has been drafted to quantify the levels of forensic support to major operations or incidents.
- There are currently no arrangements to ensure that key staff can contribute to service improvements. Such a mechanism usually exists as a user group that sits under the steering group.
- A training needs analysis has been undertaken for forensic staff and a programme will be devised to address relevant issues to ensure the ongoing delivery of a quality forensic service.
- There is a high ratio of SOCOs to fingerprint experts (approximately 5:1). This leads to a backlog of fingerprint processing in the fingerprint bureau and a delay in the identification and arrest of offenders. This is an issue that is related as much to geography as to performance and remains an ongoing issue for the head of the SSD.
- BTP is progressing the issue of obtaining and loading DNA from all its new recruits onto the police elimination database, and an ongoing dialogue has been established with staff associations.
- The force did not achieve its performance targets in the following areas: there was a slight decrease in 2005/06 compared with 2004/05, from 16.5% to 16.4%, in the number of theft of motor vehicle scenes examined; there was a decrease from 26.2% to 10.7% in DNA recovery from theft of motor vehicle scenes examined; and the conversion of fingerprint identifications to primary detections fell from 26% to 18%.

**3E Criminal Justice Processes**

Grade	Direction of Travel
Fair	Improved

**Contextual Factors**

The area of criminal justice is still very much one of 'work in progress', with the force having taken account of guidance already issued but also aware that more work needs to be done in an area that historically has lacked investment, corporacy and consistency in both IT and processes. The corporate establishment of a superintendent who is dedicated to the development of a performance management framework, corporate processes, service level agreements and standard operating procedures is a positive step, but there is still a significant amount of work to do. The ongoing process management improvement project (PMIP) is a far-reaching and key piece of work and a significant step towards performance improvement through the standardisation and definition of processes, procedures, structures, ranks, grades, terminology and systems.

The force is committed to ensuring that its custody function is effective and addresses the needs of detainees through the establishment of area and force structures. Two designated facilities exist in London, together with an additional mobile custody facility, and other non-designated facilities are sited outside London. However, many staff, especially in London, consider the small number of dedicated facilities a barrier to achieving performance outcomes – MPS facilities are generally at full capacity and the arrest of a prisoner often involves travelling great distances.

An area of criminal justice where the force has achieved success is that of Police National Computer (PNC) compliance. There has been significant improvement in performance, especially as BTP was one of the poorest performing police forces only three years ago. There are robust systems in place for ensuring both the accuracy and timeliness of PNC data and performance management and accountability.

Although not all performance indicators apply to BTP, this framework will be graded against the same criteria as those applied to Home Office forces.

**Strengths**

- The ACC (crime) is the chief officer lead and force champion for criminal justice matters. He demonstrates his leadership through membership of the ACPO criminal justice system business area, the London criminal justice board and the ACPO youth issues group. He is the national ACPO lead on criminal justice secure email for XHIBIT (exchanging hearing information by internet technology). Following a recent review of FHQ criminal justice, the force has appointed a superintendent to provide both a policy lead on criminal justice matters and central co-ordination for the criminal justice function in BTP.
- The force has undertaken a review of its custody facilities to ensure that they meet the requirements of both the force and detained persons, and that they fully support the efficient investigation of crime. A custody workshop to determine practice at custody suites was undertaken, using ACPO, Home Office and NCPE guidance, and

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funding has been made available for necessary work to be carried out. Champions for custody have been appointed for areas with custody facilities and have undertaken work to ensure that such facilities also meet the needs of women, children, BME and vulnerable detainees.

- BTP has established a force-wide custody working group, comprising practitioners from areas and FHQ departments, that discusses custody policy and procedure. There is also a user group chaired by the area commander for the London Underground Area, through which more tactical concerns and ideas can be aired.
- The force has worked hard at PNC compliance and there are effective systems in place to ensure accuracy and timeliness of PNC information. The ACC (crime) is the force PNC champion and the force has both a PNC steering group and a PNC user group that meet monthly. The steering group is the accountability mechanism for area action plans and is chaired by the ACC (crime); membership includes the force PNC manager and the data protection security manager.
- During 2005/06, BTP achieved an 87.6% rate of arrest/summons entered onto the PNC within the target period; this represented an improvement of 4.9% on the force's 2004/05 performance. In addition, BTP entered 60.9% of court results onto the PNC within ten days, representing a 7.9% improvement on 2004/05 performance.
- BTP complies with national standards for services to victims and witnesses through its area witness care units, in line with recommendations from No Witness, No Justice. These units deal with post-charge victim and witness care while pre-charge services are offered through the centralised CRC.
- BTP engages in work with partners to reduce reoffending, eg through its premium service unit for persistent young offenders (PYOs) (and for vulnerable or intimidated witnesses and victims and priority crimes). The London Underground Area CDRP issues a number of ASBOs on the underground and manages the potential to reoffend.
- BTP maintains trained restorative justice officers on each area to help reduce reoffending by children. Direct area-level contacts with youth offending teams around the country are established to further this work. BTP has a number of specialist officers on areas who are ABE (achieving best evidence) trained, child offence investigation trained (COIT) and sexual offence investigation trained (SOIT) to national accredited levels, to deal with vulnerable people.
- BTP has instigated a process of PNDs force-wide and a support and administrative function has been created centrally. The force received support from the Home Office in setting up the Northgate enforcement system and in negotiating the inclusion of by-law 4, which addresses intoxication and possession of intoxicating liquor on the railways, in the PND scheme. PND protocols have been established with the courts.
- BTP employs a pragmatic and targeted approach to engaging with partners in the criminal justice system due to its geography and operating environment. Following HM Crown Prosecution Service Inspectorate's thematic inspection of Crown Prosecution Service (CPS) working arrangements with the BTP, the Chief Crown Prosecutor for Humberside is the CPS champion for BTP and the CPS head of the statutory charging scheme.

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- Each area justice unit (AJU) has a PYO support officer who is responsible for monitoring the justice administration system (JAS) and who ensures that intelligence and information relating to PYOs is entered onto force systems with minimal delay.
- The force has negotiated a statutory charging protocol with the CPS which provides for direct access to CPS advice without the need to first go through a gatekeeper.

### **Work in Progress**

- A business case for the funding of case progression officers has been submitted to the BTP programme board for allocation of growth funding from the 2007/08 budget. Case progression officers will have responsibility for file quality and timeliness once the structure of AJUs has been defined.

### **Areas for Improvement**

- BTP has undertaken a training needs analysis of its staff to determine the appropriate approach to 'get it right first time' within each element of the criminal justice process.
- The force has recognised difficulties in gaining clarity on the issue of warrants for failure to appear and the number of such warrants that exist force-wide. A review has taken place and a number of recommendations have been made with a view to providing guidance on the warrants system, starting with the subject of failure to appear warrants, and with the intention of revising and publishing a fuller guidance document in the future.
- There is an absence of reliable corporate management information on criminal justice matters and there is no corporate vehicle for holding area commanders to account for criminal justice performance. The issues surrounding the provision of corporate, timely and accurate management information have been recognised for some considerable time and CMS COMPASS caseload data that is not received from the CPS is held on the JAS. The JAS was originally purchased to legislate for the differences on each area and is not able to interface with the PINS crime-recording system. Both sets of issues are due to be addressed by the end of 2006.
- A PMIP is under way to improve BTP's performance in criminal justice areas through standardisation and definition of processes, procedures, structures, ranks, grades, terminology and systems throughout all AJUs. It is being assisted by external consultancy from TQMI and will result in corporate functionality of criminal justice units and associated IT systems to enhance the quality of service to the customer. The PMIP will also aim at determining possible efficiency gains defined from caseload versus resource measures.
- The criminal justice superintendent is working towards the development of a performance management framework, corporate processes, service level agreements and standard operating procedures for criminal justice, utilising the outcomes of the PMIP, but delivery is still some considerable way off.
- The criminal justice strategy is now contained within BTP's crime strategy and will require time to develop in light of the PMIP and its conclusions. However, there is no change management structure in place as yet to deliver the changes that arise from the PMIP and the various changes that are being driven centrally.

- There is no performance target set for any area of the criminal justice function. BTP receives performance data from the CPS but there are issues regarding data accuracy.
- The force has minimum standards for the preparation of case files but there is relatively little awareness of their provisions.
- The lack of custody provision force-wide is a significant barrier to achieving performance outcomes, given the distances that sometimes must be travelled to process detainees in designated police stations.

## 4 Promoting Safety (Domain 3)

### 4A Reducing Anti-Social Behaviour

Grade	Direction of Travel
Fair	Stable

#### Contextual Factors

Anti-social behaviour is an area that historically has suffered from under-investment and has not been able to develop at the same pace as in Home Office and Scottish forces. Notwithstanding previous challenges, the force has treated the tackling of anti-social behaviour as a priority both strategically and on areas, and has recognised this as a key facet of neighbourhood policing in a refocused force and as an element that will help engender feelings of safety and security in the BTP community. Mechanisms such as including anti-social behaviour in strategic assessments and level 1 and 2 tasking and co-ordinating structures have ensured that its significance is recognised.

BTP's approach to dealing with anti-social behaviour focuses on a problem solving model that incorporates a partnership approach, involving police officers, PCSOs and members of the extended police family. There is effective engagement with partners and information exchange protocols in place through which the formal implementation of neighbourhood policing will offer opportunities to augment and formalise partnership involvement and place it on a more accountable footing.

Although the tackling of anti-social behaviour through problem solving is considered by most to be well embedded in BTP daily activity, it is imperative that issues such as a lack of overall structure and corporacy and of a single dedicated ACPO champion are addressed. This will ensure that the tackling of anti-social behaviour has the requisite drive and status within a refocused BTP that intends to offer neighbourhood policing and problem solving as key areas of business.

Grading of this framework is based on BTP's improvement on last year's baseline assessment, as the statutory performance indicators are not applicable to the force.

#### Strengths

- There is evidence of anti-social behaviour and community intelligence from railway industry bodies being fed into force and area intelligence systems by police officers, PCSOs and members of the extended police family, eg accredited railway staff and Travel Safe officers. The London South Area has enjoyed particular success in this respect through the appointment of an area ASBO champion who collates evidence for the application process and manages the monitoring of ASBOs on the area.
- The force considers the identification of anti-social behaviour through crime pattern analysis an integral part of its level 1 and level 2 NIM strategic assessments and control strategies. There is an effective briefing process to ensure that tasks are allocated and accountable.

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- There is a series of consultative processes for ASBOs that feeds the NIM tasking process. This includes formal and informal railway industry meetings, events planning, TOC planning meetings, Rail Safety Council meetings, attendance at public meetings, such as Passenger Focus, and the rail industry's attendance at tasking and co-ordinating meetings.
- Anti-social behaviour is an objective in the BTP policing plan and area plans and is the subject of performance accountability by chief officers at force management team meetings, chief officer performance visits and tasking meetings at level 1 and level 2.
- There is evidence of good engagement with partners to address anti-social behaviour issues, for example depot liaison officers to prevent disorder at depots and sidings, business and public reassurance open forums, and the information exchange protocol in place to obtain tasking returns from South Eastern Trains accredited rail enforcement officers.
- Where appropriate, due to the unique operating environment of BTP, the force applies a wider range of powers and tools to tackle anti-social behaviour in addition to ASBOs, such as football banning orders, enforcement of railway by-laws and enforcement of dispersal orders that have been signed by Home Office forces. The use of fixed penalty notices has been rolled out across the force and there is an administrative function in support of this measure at FHQ. The force keeps records of the use of these various measures to assess their impact.
- The force exceeded its target of 8,451 offenders to receive a judicial disposal for low-level disorder in 2005/06. During the year, 9,809 offenders received judicial disposals, representing an increase of 1,760 on 2004/05.
- The force exceeded its target of 428 offences cleared by judicial disposal for graffiti in 2005/06. During the year, 576 offences were cleared by judicial disposals, representing an increase of 164 on 2004/05.

### **Work in Progress**

- There is no single dedicated, proactive ACPO champion for anti-social behaviour. Although the ACC (Scotland and operational support) has the community affairs portfolio, issues that fall within the remit of anti-social behaviour are spread across a number of portfolios with separate ACPO leads. This issue needs clarity in order to drive anti-social behaviour as a key element of BTP's policing capabilities.
- The implementation of the Initial Police Learning and Development Programme (IPLDP) in 2006 will afford improved opportunities for the training of police recruits, special constables, PCSOs and police staff in community engagement issues such as anti-social behaviour legislation and powers.
- The recruitment of area-based media managers has provided an opportunity to devise strategy and protocol for communicating and publicising actions taken by the force to tackle anti-social behaviour. Development of this has started and is ongoing.



### Areas for Improvement

- There is no clear strategy that articulates a structured and corporate approach for dealing with anti-social behaviour within BTP. Tackling anti-social behaviour and the performance monitoring of such activity is embedded in the activity of all areas, but the structure is more developed in some than in others. The force recognises the need to share good practice and assess its impact through the formal measurement of performance.
- With the exception of the London Underground Area, there is no evidence of partnership protocols or area strategies in place to drive activity to tackle anti-social behaviour within BTP. Given the number of partnership and joint working initiatives that currently exist and the ongoing refocusing debate with the DfT, the introduction of protocols and strategies would place the contribution of each partner on a more formal and accountable footing.
- Although the force places details of ASBOs on the PNC system and incorporates information on the number of ASBOs per area in the level 2 tactical assessment, there is neither central monitoring of ASBO data nor evaluation of the effectiveness of ASBOs on a force-wide basis.

## GOOD PRACTICE

### **Operation Shield: Creating a 'weapons free' environment on public transport**

The strategic objective of *Operation Shield* is to create a 'weapons free' environment similar to that found at airports and arrest anyone with weapons found on railway property. BTP currently has 15 electronic scanner arches (as used in airports) and uses intelligence analysis to deploy them to violent crime hot spots.

The equipment is operated by uniformed officers, supported by plain clothes officers who target offenders carrying weapons with the intention of committing street crime and in belief of self-defence. A zero tolerance approach is taken and all offenders prosecuted. Individuals are invited to pass through the scanner if they appear to be aged between 13 and 30, regardless of any other factors. The response to this invitation can determine whether or not a stop and search is carried out supported by criteria such as non-possession of a valid ticket for travel or attempting to avoid passing through the scanner. Officers also distribute leaflets explaining the purpose of the operation and other crime reduction advice.

*Operation Shield* was carried out during a 7 week period in London before being extended across England, Wales and Scotland. During this period 8,500 people passed through the scanners, of which 1,000 were stopped and searched. 97 people were arrested for crime

related offences and 65 weapons seized, including knives and hammers.

Network Rail, ATOC and Transport for London have all responded positively to the operation as have the travelling public and media. BTP intends to pursue ASBOs for repeat offenders in order to restrict their access to railway property.

*Operation Shield* is carried out in conjunction with rail industry partners. Revenue inspectors work alongside officers allowing them to operate within a safe environment and ensuring that police officers are not distracted from their core objective by dealing with offenders for fare evasion. Less experienced officers are also able to gain exposure to street crime issues in a structured and safe environment.

It is hoped that as *Operation Shield* continues to detect weapons, the railways will become as safe and free of weapons as airports.

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**4B Protecting Vulnerable People**

Grade	Direction of Travel
Not Graded	

**National Position**

This framework replaces two frameworks used in 2005 – Reducing and Investigating Hate Crime, and Crimes against Vulnerable Victims – which covered hate crimes (predominantly racially motivated), domestic violence and child protection. Following consultation with practitioners and ACPO leads, a single framework was introduced for 2006 with four components: domestic violence; child protection; the management of dangerous and sex offenders; and vulnerable missing persons. Hate crime is captured in framework 1A. It is therefore inappropriate to compare this framework with last year's results; the direction of travel reflects HMIC's judgements about changes in domestic violence and child protection, and the work that forces could evidence in the other two areas, for example that they had improved their structures, processes and resources.

The four areas are discrete but share a common theme – they deal with vulnerable victims where there is a high risk that an incident can quickly become critical, and where a poor police response is both life-threatening and poses severe reputational risks for the force. For this reason, the grade is an overall grade capped at the level of the weakest area of performance. Aggregating four components to a Fair grade – which is defined as being an acceptable level of service – when HMIC (and in many cases forces themselves) recognises that at least one area merits a Poor would be unsafe.

**Contextual Factors**

None of the four key areas highlighted in this framework are principal responsibilities of BTP and the force therefore makes no dedicated provision for the investigation and follow-up of any of them. However, the force's unique operating environment as the national police force for the railways does not preclude its involvement in or responsibility and accountability for such activity as the initial investigative capability, and therefore BTP needs to reassure itself that it has access to intelligence, skills, capability and necessary partnership and communication mechanisms to police the 'golden hour' of any incident relating to vulnerability that has the potential to have a high national profile or significant consequences (such as the abduction of a child from a train by a known paedophile). The approach by the force to such issues at this time will govern the direction of the rest of the investigation. This is the pragmatic perspective from which this section will be viewed and judged.

Notwithstanding these challenges, the force has in place a number of mechanisms, guidance and skills to ensure that a victim-focused approach provides the investigating Home Office force with the best investigative opportunities. BTP has been voluntarily inspected by the NCPE to ensure that, wherever complementary policies, protocols and joint working arrangements exist, they do so in full support of Home Office and Scottish police forces as far as is reasonably practicable. Given the links between vulnerability disciplines, intelligence sharing is key and the force needs to reassure itself that it can provide cohesive intelligence, where appropriate, to investigating Home Office forces, and that this is reflected in policy and guidance.

Many of the questions in this framework do not apply to BTP and so the framework has not been graded. Evidence has been tested based on evidence supplied by the force and evidence obtained during the fieldwork phase of the baseline assessment process.

### **Strengths**

- BTP has a child protection policy that provides clear guidance to officers on the appropriate action to take in concert with policing partners in light of recent NCPE guidance on child abuse investigations. Policies and service quality standards for the treatment of victims and witnesses are accessible via the intranet and there is 24-hour access to expertise regarding child investigation issues through established force call-out procedures. The force child protection policy incorporates guidance on the initial recording of allegations of child abuse.
- Referrals to specialist officers for child abuse allegations are made on an area basis with inter-area co-operation in the event of non-availability or where welfare considerations override the need for deployment. Good practice in respect of referrals can be promulgated via the inter-area quarterly meeting.
- The force has advanced interview-trained officers for use in the investigation of offences involving children and who could initially respond to an allegation of child abuse. BTP has created an ABE suite and has trained a number of staff for offences involving children and other vulnerable victims in response to the relatively high numbers of child robbery victims.
- SOIT, COIT, ABE and family liaison officer trained staff are available to deal with traumatised, young and/or vulnerable witnesses and victims. Call-out for this expertise is made according to a published roster through the on-call area DCI.
- There are systems in place to ensure that crimes against children are investigated to the same standard as those against adults, including provision for interviews by specialist officers from BTP or joint interviewing between BTP, Home Office forces and social services, where appropriate.
- There is information sharing between BTP and Home Office forces in order to inform risk assessment and decision making, both verbally and through IT links with the 13 Home Office forces with which intelligence-sharing protocols already exist. The force recognises that the railways and associated premises provide opportunities for paedophile and sex offender interest and utilises intelligence sharing with Home Office forces accordingly.
- BTP representatives sit as part of the multi-agency public protection group and provide relevant intelligence to the FIB. Operation Houston is an example of a paedophile ring being identified by BTP; the investigation was handed over to Sussex Police and convictions have been secured.
- There is clear guidance on domestic violence issues that incorporates the quality of the first response from BTP and which is available to all staff via the intranet. Domestic violence is incorporated into the hate crime strategy. The force recognises incidences of domestic violence as often part of an ongoing series rather than as isolated incidents and has legislated for this through the mandating of intelligence submission to inform other forces and agencies when domestic violence allegations are recorded.

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- Allegations of domestic violence are investigated by staff who are deployed for such specialist investigations and trained in specialist interview techniques.
- The force has carried out a review into child protection, domestic violence and missing persons policies in order to ensure that they take account of the secondary role that BTP takes in these areas.
- BTP has a policy on missing persons that gives the lead on such issues to Home Office forces due to the small number of such incidences that fall within BTP jurisdiction. This policy is accessible to all staff via the intranet. There are National Strategy for Police Information Systems (NSPIS) logs to ensure that command and control staff are aware of force responsibilities in relation to missing persons when a direct report is made.

### **Work in Progress**

- Apart from domestic violence, there is no dedicated ACPO lead for issues of vulnerability (child abuse, public protection and missing persons). Notwithstanding the low levels of such incidences, BTP has the potential to provide the initial response to a critical or other incident involving vulnerable people and leadership from a dedicated ACPO champion would enable the force to reassure itself that the skills, capacity and capability exist to respond in a professional, corporate and cohesive way.

### **Areas for Improvement**

- There is no guidance for officers in respect of MAPPA issues that might be encountered during front-line duties. Nor is there evidence that front-line officers, PCSOs, special constables and accredited officers have received any specific awareness training to address the first response to issues involving public protection, such as reporting, managing and responding to both registered sex offenders and violent and sexual offenders registered within the MAPPA process.
- There is no evidence that allegations involving issues of vulnerability, apart from domestic violence, are made the subject of intelligence reports for BTP, Home Office forces and other agencies. Nor is there evidence of effective links between staff dealing with child abuse allegations and those involved in related disciplines such as domestic violence, MAPPA and missing persons.
- There is no guidance for front-line staff or supervisors to address the fast-time requirements of a critical or other incident concerning issues such as a vulnerable missing person or the location or sighting of a MAPPA individual.

## 5 Providing Assistance (Domain 4)

### 5A Contact Management

Grade	Direction of Travel
Poor	Improved

#### Contextual Factors

Contact management is an area in which BTP has traditionally struggled. The lack of corporacy and consistency in respect of both staff and the customer and an often confusing array of contact numbers, together with a lack of investment, ensured that the function was 'bolted on' rather than mainstreamed into all activity. The force simply did not have the means to ensure that the importance of the contact management function in 'getting the customer contact right first time' was achieved.

The 2006 baseline assessment provides clear evidence of a contact management function that is heading in the right direction but with much work still to do. The call-handling strategy for BTP will be finalised with the implementation of the two-year MICC (North) project, which will amalgamate the non-London control rooms and realise many of the aims the force has for contact management, such as commitment to professionalising the call-handling function and an improved quality of customer interface. Part of the strategy has already been delivered with the opening of the central CRC in 2006.

BTP is also committed to driving down what it terms 'no value' calls in the control room (eg people telephoning for police station numbers that could be obtained from desktop PCs) in order to expand the capacity of the control rooms to deal with 'value' contacts. The force is justifiably proud of its dedicated BTP gazetteer, which was fully implemented in 2006 and provides railway and emergency service contact details and geographical information, thus removing 'directory enquiry'-type calls from area control rooms.

The call-handling function is now overseen by a call-handling board, which ensures that the call-handling function is mainstreamed into force activity. The strategic drive at ACC level is underpinned by the appointment of a senior officer to champion the function across the force on a tactical basis.

As a framework that was previously graded Poor, the grading will be based on progress against last year's baseline assessment.

#### Strengths

- The force has recently established a call-handling board, chaired by the ACC (operations), which meets on a six-weekly basis to ensure a cohesive approach to contact management in BTP and brings together operational contact management business. The MICC (North) project and membership includes area commanders, the operations superintendent, the FHQ HR manager and the MICC (North) and CRC project managers.

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- With effect from April 2006, budget, portfolio and operational responsibility for the current MICC passed in its entirety to ACC (operations). This now provides clarity of command responsibility and links to front-line service delivery.
- The CRC was established in April 2006 to reduce the onus of crime recording on control room staff, to provide a more efficient and corporate quality of service to the customer, and to improve call-handling performance in other areas of the force. Early indications are that the process is working well, but a formal, structured review is planned for the end of 2006.
- Staff have access to a number of media through which to keep themselves apprised of force objectives and activity; the call-handling manual provides clear guidance on processes, and area control room procedures and news are outlined on command and control notice boards. Staff also have access to the intranet and briefing systems.
- The new FHQ building has afforded the opportunity to improve its fallback position and an exercise was conducted in March 2006. Areas for improvement were identified as part of the debriefing process and are the subject of an action plan. Area control rooms operate a 'buddy' system for business continuity with the MICC as a secondary fallback facility. Staff are aware of the business continuity and disaster recovery arrangements and are confident about their respective roles in such circumstances.
- An HR manager has been appointed with specific responsibility for operations, which includes the MICC. This has provided an opportunity to develop a clear strategy to rationalise call-handling recruitment with the operational requirements of the force. Area control rooms are owned by the respective area commanders, who have access to HR skills through area HR managers. New terms and conditions and a grading structure are now in place for control room staff, thus creating a bespoke career path, and a process has been developed to manage police staff who will be displaced through the closure of area control rooms when the MICC (North) project is realised.
- The MICC in London offers a diploma in police service communication and control. Twelve staff have already attained this qualification and others are enrolled on the programme and will be working towards it during 2006. Through the BTP accredited centre, MICC staff will be able to work towards level 3 and 4 National Vocational Qualifications (NVQs) in call handling and customer service. Two supervisors are additionally qualified to assess both the certificate and diploma in police communications and control. Managers are increasingly being provided with training support to move from a directive role to a more coaching-focused one, and a corporate induction programme has been developed.
- BTP is fully engaged in the ongoing development of NSPIS command and control and has a major role in chairing the national NSPIS user group. The exchange of incident details with other member forces commenced in March 2006.
- BTP is committed to meeting the requirements of the national QoSC, which is underpinned by customer satisfaction levels. For the first time, BTP has included a target for victim satisfaction in its 2006/07 policing plan.

- The INSIGHT system is used to provide management information on call-handling performance and is used proactively to identify and manage strengths and areas for improvement for control room staff. Issues relating to the ICCS system, which destroyed all INSIGHT data, have now been resolved. Performance management has recently been integrated into the operations framework.
- The BTP gazetteer has been developed and implemented to provide a single point of reference for railway and emergency services contact information. Home Office forces have expressed an interest in this system.
- BTP has been involved in the early development of the single non-emergency number and has undertaken a review of how the interface with single non-emergency number centres can best support the contact management strategy.

### **Areas for Improvement**

- The call-handling strategy has recently been devised. It is in draft format and incorporates the strategic vision for contact management, the optimum use of resources, and improvements in managing the contact management function, ownership and compliance. The force intends to develop the strategy to include measures that will form part of the MICC (North) project as it progresses. Additionally, BTP needs to ensure that staff are fully conversant with the vision for contact management and kept apprised of the progress of project work to ensure clarity and ownership.
- The MICC (North) project is the rationalisation of four BTP control rooms into one, with appropriate fallback. It will be key in delivering NCHS and will link into the overall quality of service standards. Capital funds are in the 2007/08 budget and the site for the new facility is yet to be determined. Project management is in place with an appropriate structure. The project will be directed by the ACC (Scotland and operational support) until the anticipated two-year implementation programme is complete, when operational responsibility will fall to the ACC (operations). The call-handling board provides the structure to ensure formal communication between the portfolio heads while the project is ongoing.
- BTP has historically undertaken customer surveys only within the crime-recording unit but has now planned to extend this capability to other functional areas of force business, including contact management. Also, with the move of MICC to the operations portfolio, HR staff survey action plan outcomes will also be applied to MICC staff. There are additional plans to survey both internal and external customers to identify areas for improvement as part of the MICC (North) project evidence-gathering process.
- The force recognises the need to keep customers up to date with the status of calls. There is provision within the call-handling strategy for customer feedback and input from staff to drive improvement, but the strategy also needs to include a documented process for ensuring that complaints are resolved and that the root causes of customer dissatisfaction are addressed and satisfaction restored.
- Although common technology is used, BTP's five control rooms operate independently, which has resulted in an inefficient use of resources. The force is fully aware of this issue and plans to address it over the next two years as benefits from the MICC (North) project are realised. In the interim, the force has reviewed demand



management arrangements in its two largest control rooms and flexible working has been introduced where appropriate, although this approach provides only limited resilience in the event of the failure of one or more sites.

- The provision of performance information is embryonic and performance management and accountability measures have not permeated throughout all control rooms.
- The formation of a call-handling board provides the opportunity to also form a user group in order to formally carry out regular consultation and use feedback to improve the quality of service. The regular informal interaction between the head of contact management and staff and regular meetings with staff associations are acknowledged and could be progressed to fulfil some of the functions of a user group.
- Telephone answering performance and non-emergency telephone traffic performance are generally below national averages. There is only limited ability to expand the capacity of the existing control rooms.
- The development of MICC (North) and the separation of emergency from non-emergency telephone traffic, together with the extension of other contact technology, such as email and text messaging, will deliver significant improvements in contacting BTP and in meeting NCHS and the QoSC.

**5B Providing Specialist Operational Support**

Grade	Direction of Travel
Not Graded	

**Contextual Factors**

BTP places much reliance on Home Office forces for the provision of specialist operational support during pre-planned and spontaneous incidents and, in this respect, arrangements on both formal and informal bases to provide such support are well established. The force also has well rehearsed operations to deal with organised events and provides a well co-ordinated service on a national basis, particularly in respect of football policing. However, the force is still challenged in responding to spontaneous disorder due to its sparse national resource base, particularly outside London. Arrangements under Operation Benbow with the City of London Police and MPS have resulted in the delivery of a consistently high standard of public order training at the MPS's public order training establishment at Gravesend.

BTP does not have air, marine, mounted or full-time public order operations or firearms or less lethal options capabilities. However, the 2005 protective services review raised concerns about the force's ability to deal with a spontaneous firearms incident; force policy on firearms incidents has been reviewed accordingly and training to support this policy is now under way.

Conversely, the protective services review identified BTP as having "some significant evidence of proactivity" in relation to service provision for civil contingencies. BTP is specified as a Category 1 responder in the Civil Contingencies Act 2004 and has adopted a pragmatic system of appropriate self-representation at local resilience forums and Scottish co-ordinating groups to maximise the potential benefit of its participation in such forums. There are also regular and formal arrangements to engage with partner organisations to share information and intelligence. Business continuity management is also developing well, with over 100 plans that embrace the internal workings of BTP and the rail industry at large.

Many of the questions in this framework do not apply to BTP and the framework will not be graded. Evidence has been tested based on evidence supplied by the force and evidence obtained during the fieldwork phase of the baseline assessment process.

**Strengths**

- BTP does not have a firearms or less lethal weapon option capability but seeks to comply with the manual of guidance on the police use of firearms and the national training curriculum and has adopted the codes of practice as far as is applicable to BTP. Following concerns raised in the protective services review in 2005 about the force's ability to respond to a spontaneous firearms incident, BTP has developed a policy for the management of firearms incidents that details general principles, standard operating procedures and the respective roles of the duty contact management supervisor and uniformed officers. The ACC (operations) is a member of the ACPO working group on the police use of firearms.

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- BTP has undertaken a significant amount of work to establish appropriate operational protocols with Home Office police forces to legislate for the lack of a force firearms capability. BTP has plans in place to address identified shortfalls in training and to maximise the effectiveness of the established protocols and mutual aid arrangements.
- The policing and management of football events is well embedded and co-ordinated and led by the FHQ operations department, which also co-ordinates the development of policy on travelling serials and the provision of inter-area mutual aid.
- The force maintains records of the selection, training and refresher training of specialist operational skills, both within its FHQ operations department for public order-trained officers and at the force training establishment for the training of dogs and handlers.
- BTP often works with other forces on matters relating to public order. The force has well rehearsed operations to deal with organised public order events through the provision of well co-ordinated nationwide resources, particularly in respect of football policing. As an Operation Benbow partner with the City of London Police and MPS, BTP manages public order incidents in London with integrated command structures; these extend to pre-planned, large-scale operations such as the Notting Hill Carnival and New Year's Eve celebrations.
- BTP's national remit has resulted in joint working with many forces on critical and major incidents, of which there has been one a year for the last eight years. In addition, areas are regularly involved in exercises with other forces and agencies and the force has been involved in national exercises such as Atlantic Blue (concerning chemical, radiological, biological and nuclear (CBRN) terrorist attacks in London) in April 2005.
- The force has some capability for other specialist operational roles, such as a significant number of SIOs who have been trained through the national SIO Development Programme and a trained senior identification manager. The force also trained two detective superintendents for SIO roles in kidnap and extortion and there is considerable experience at SIO level of major investigations involving mass fatalities and corporate or gross negligence manslaughter. A number of middle and senior ranking staff have studied corporate or gross negligence and have membership of societies and institutes that seek to develop knowledge on such issues. This is an area where BTP is recognised nationally as having a high level of skills and experience.
- BTP has a well established and experienced public order capability and maintains a commitment to five fully resourced PSUs, which have taken part in such major incidents as the Bradford riots and policing of G8 conferences. The force can meet guidelines about the provision of public order aid on the same basis as some Home Office forces. The force also has expertise in air policing and has air executive officers and a number of trained observers for an air capability from Network Rail.
- Public order is identified in the force strategic assessment with reference to football policing and control strategies and is an explicit objective within the force strategic plan.

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- BTP has some understanding of potential risks, threats and community issues relating to football violence that are likely to trigger public disorder through the use of FIB analysts. This work will facilitate more effective deployment of resources. The football intelligence unit produces a weekly briefing document for the force and the railway industry that grades the threats of football violence.
- Football policing is well developed nationally and BTP makes a significant contribution through the provision of a national, cross-border response to supporters using the rail network to travel to and from football events. Intelligence links are established at both force and area levels and front-line resources are well practised in the policing of public order events. There is regular contact with the railway industry about football-related issues and central intelligence allows BTP to make predictions about the policing capability needed to plan and prevent public order problems. The force is also an equal partner with other agencies dealing with football intelligence through the UK National Football Policing Unit.
- The force is connected to GENESIS and uses a matrix that quantifies disorder by each football club to identify public order-related activity by football fans on a nationwide basis. This has enabled BTP to police and address issues presented by the most problematic fans. On an area basis, a top ten of football clubs is identified and policed according to risk. A total of 31 BTP officers were deployed to police trains and stations in Germany during the football World Cup tournament in 2006.
- BTP undertook a review of public order equipment used by trained officers and during 2005 reissued public order equipment that meets European standards. Work is ongoing through project management to make further improvements to these resources.
- Training for all level 1 public order officers is carried out at the MPS public order establishment in Gravesend, Kent, and Bronze commander and public order command training is carried out in-force. Public order deployments and the management of command training and training records are carried out corporately through public order-trained staff in the force operations department.
- The force can demonstrate a commitment to policing disorder events and major incidents, such as the London terrorist bombings in 2005 and the Bradford riots, that does not denude front-line resources and maintains performance. While protracted and increased high-visibility patrolling was ongoing in London in July 2005, the force was still able to provide football-related public order support for the beginning of the football season.
- BTP has in place public order support protocols with Home Office police forces and has formalised arrangements with a number of forces across the country for coping with extraordinary demands that are beyond either area or force capabilities.
- Despite being unable to operate in all 48 local resilience forums and eight Scottish co-ordinating groups, BTP has adopted a pragmatic system of appropriate self-representation at these groups to maximise the potential benefits of participation, in compliance with the responsibilities and duties placed on Category 1 responders. The Chief Constable represents BTP at the London resilience forum.

- Hazards and threats have been identified in line with the Civil Contingencies Act and BTP has compiled the national risk assessment for railway accidents, for which it is a lead assessor.
- The force major incident plan provides for the use of the voluntary sector following an incident and, in London, BTP utilises LESLP guidance, which incorporates the use of the voluntary sector.
- There are systems to ensure that force operational plans reflect recent intelligence and information through links between the single point of contact for the national public order intelligence unit, the FIB, area operations departments and the events planning team for the London areas. Similar systems are in place regarding football intelligence.
- Emergency and contingency plans are revised frequently as part of a scheduled review programme. The force civil contingencies manager has devised an annual plan for their review.
- The force operates within the national framework of emergency procedures through participation on local and regional resilience forums and there are information exchange mechanisms with Category 2 responders. There are protocols in place with the London Fire and Emergency Planning Authority regarding the publication of information relating to the Civil Contingencies Act.
- Business continuity is developing well and embraces both the internal workings of the force and the railway industry at large. More than 100 individual plans have been developed within the force.
- The BTP procurement policy provides for support to major and critical incidents to ensure that appropriate supplies are provided and replenished.
- The force has led on the railway chapter of the new ACPO emergency planning procedures, which include police action at major incidents and critical track safety policy.
- BTP operates a pandemic Gold group chaired by the ACC (operations) and the business continuity manager actively participates in a number of pandemic flu groups that are developing guidance from the Health Protection Agency and World Health Organisation for use in the event of a flu pandemic.

### **Work in Progress**

- Following the review of the force's ability to respond to firearms incidents, a programme of training is under way for a number of key BTP staff, including command and control supervisors. CADRE training is also being progressed and the force has arranged a three-day bespoke course for BTP officers on initial unarmed response.
- BTP is working towards the adoption of an IT solution (PARAGON) for emergencies and civil contingency planning.
- Outside London, the civil contingencies manager is in the process of developing links with all local resilience forums and Scottish consultancy groups so that BTP

can create hyperlinks to information on their websites rather than publish a separate document relating to each.

- In relation to business continuity planning, work is under way to identify critical suppliers for the provision of essential equipment and services so that plans accurately reflect the arrangements that are in place. There has been no assessment of the impact a loss of critical functions would have.

### **Areas for Improvement**

- There is limited evidence of performance management and accountability mechanisms for specialist operations as they exist in BTP, for example public order, although some have been developed in relation to the management and policing of football events.
- Although the deployment and provision of resources is mostly governed by the area and force-level tasking and co-ordinating processes, there is evidence of an element of self-tasking occurring on areas and the perception that 'local agreements' between areas still exist. This might be due either to a lack of understanding of the FHQ role in relation to tasking and co-ordinating or to the fact that self-resourcing between areas is the easier option.
- Although BTP has never declared itself a 'first response' resource, there are issues regarding its ability to provide support to officers in the event of spontaneous disorder. There is no force mobilisation plan for public order and it is clear that the force is challenged in responding to non-event-based disorder, particularly outside London, due to its sparse national resource base. This is being addressed in part as the force is currently seeking to provide one PSU per area and has signed up to the national mobilisation plan. Enhancements to the force's capability to respond are being addressed.
- The force has a documented process for conducting risk assessments to identify how to make the best use of resources, but this is not linked to NIM.
- There is limited evidence of the gathering of community intelligence or of source methods to analyse tension levels within communities or to trigger preventative activity. There are some links relating to this area with the railway industry and in response to commuter requirements. The formal implementation of neighbourhood policing will provide the opportunity to improve the provision of community intelligence.
- There is no clear or structured provision for drawing good practice from ongoing and completed public order situations or for ensuring that lessons learnt and good practice are incorporated into future policy and practice. The force has access to a large number of Home Office forces when engaging in public order policing, and it should ensure that such opportunities are maximised.
- Despite the existence of a well trained and resourced public order capability, the force has not devised bespoke training to cover incidences of public order on the rail system.
- The development of a 'warm-site' capability is being progressed in order to reduce corporate vulnerability and enhance the potential exercise and testing capabilities of

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BTP. Current issues relating to the air conditioning and Windows® blades servers for this site at Broadway site are being addressed, but funding also has to be sourced to meet supply costs.

- BTP's business continuity manager is supported by an area-based network of staff who are responsible for the day-to-day development and maintenance of business continuity management plans, along with other aspects of the Civil Contingencies Act. However, these staff are not dedicated to this activity on a full-time basis. The lack of provision of most types of specialist operational resources heightens the significance of having a robust contingency and emergency planning function throughout the force. BTP's geography is an additional complicating factor. The force needs to reassure itself that current structures and arrangements meet its unique set of requirements.
- Although there are communication strategies in existence for discrete major incident scenarios, eg Ufton Nervet train crash, and BTP links to national information-sharing systems for warning the public of emergencies, these do not emanate from a wider BTP communication strategy that incorporates communication within the BTP community to prevent or mitigate the effects of an emergency. Emergency plans are not made available to the public but the major incident plan will be placed on the force internet site during 2006.
- The force achieved its target for at least 80% of cases to result in applications for football banning orders in 2005/06 when 88% of cases resulted in applications.

## **5C Strategic Roads Policing**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Not Applicable</b>	

### **Contextual Factors**

BTP and HMIC have agreed that strategic roads policing is not applicable to BTP for the purposes of the 2006 baseline assessment.



## 6 Resource Use (Domain B)

### 6A Human Resource Management

Grade	Direction of Travel
Fair	Improved

#### National Position

The PPAF indicators on sickness and medical retirement continue to be key quantitative measurements of human resource (HR) performance. Increasing significance is being given to the completion of performance development reviews (PDRs) within 60 days of due date. PDRs should be intelligence-driven and link to other HR processes such as promotion and career pathways.

While most forces have conducted some basic workforce planning, this has yet to be extended to all staff, ranks and grades. Workforce planning often concentrates on basic succession planning for key operational police officer posts. Most forces now have a full range of policies to support the work/life balance, often going beyond their legal obligations. The majority of forces need to develop an effective mechanism to manage demand, which ensures that they allocate resources to peak periods. There is limited evidence to show that supervisors and managers have been adequately trained in effective resource management.

Although annual staff satisfaction surveys are common, applying the learning from these surveys, and from employment tribunals, accidents, injuries, complaints and grievances, could be developed further. Much health and safety activity in forces is owned by a handful of key individuals and is rarely integrated fully into day-to-day activity, other than monitoring of accidents, injuries and near-misses. Few forces have accident/injury reduction targets or effective performance management of health and safety activity.

#### Contextual Factors

The most appropriate way to describe BTP's HR in 2006 is 'good work in progress'. From all the evidence assessed, it is clear that the delivery of HR has progressed over the last 12 months through significant investment in expansion and the appointment of high-quality and experienced HR staff. The most recent appointment was that of the HR director in January 2006, who is supported by skilled HR managers. The HR director 'hit the ground running', with a wholesale review of HR policy to underpin a corporacy of approach to HR issues.

It is clear that the needs of BTP's people and utilising staff to add value lie at the heart of the HR function and there is clear evidence of staff feeling motivated and valued, despite the uncertainty of a fourth major review in as many years, with far-reaching implications for the shape of the force as a whole. Evidence of this lies in BTP's continued success in reducing sickness absence of both police officers and police staff; BTP has gone from being the worst performing force to one of the best.

As the first FHQ department to implement its own tasking and co-ordinating process, HR has a corporate and consistent means of identifying problems and resourcing them appropriately, a step that places both HR and BTP ahead of many Home Office forces.

In addition to its successes, HR also faces some significant challenges, such as the identification of barriers to the credibility of the PDR process as a mechanism for driving both personal and professional performance. This is an area in which the director of HR is personally committed to progress.

Work in 2006/07 will be focused on delivery of the vision for HR in BTP, for example invoking corporacy so that areas can provide consistent, professional advice and developing the FHQ HR function.

### **Strengths**

- The HR strategy and plan were agreed with BTPA in 2005 and set clear objectives with stakeholder involvement through consultation and communication. Objectives are cascaded down through departmental heads to staff at FHQ HR. Area HR strategic development plans complement the force-level plan. The director of HR carried out a review of the HR plan following her appointment in early 2006 to ensure that the existing plan embraced her vision for HR in BTP.
- HR has developed and introduced new products and services to improve operational performance: new probationer training is being delivered in 2006; the Core Leadership Development Programme and Chief Constable's leadership programme were introduced in April 2005; the force has achieved NVQ accredited centre status, linked to the IPLDP – BTP is now the accredited centre for the City of London Police – enabling it to deliver a wide range of NVQs and foundation degrees through the student officer programme; A1 assessor training was introduced in 2005; coaching and mentoring has been piloted (and is awaiting evaluation) and a programme for professional development has been produced; and BTP has a number of candidates on the High-Potential Development Scheme.
- The force promotes staff retention in a number of ways: promotion 'crammer' courses are run for Ospre candidates; staff are afforded secondment opportunities to develop both themselves and a broader understanding of the policing environment; flexible working has been revised and is being rolled out; the force has taken an active role in the key worker scheme, which has seen a large increase in take-up in the last year; childcare salary sacrifice is fully operational and home computing initiatives are being considered; and the exit interview policy has been developed and implemented.
- The employee assistance programme has recently been launched to offer BTP staff a more holistic approach to pastoral care through the provision of financial, relationship, emotional and psychological counselling.
- The force has developed reward packages and policies to support operational performance, such as police officer bonus payments, competency-related threshold payments and special priority payments, in accordance with terms and conditions for Home Office forces. Additional PDR payments are made and there is recognition of 100% attendance. The force has also undertaken a series of bonus panel payments that are directly related to performance. New terms and conditions have been implemented in the MICC and rolled out to contact management staff across the country to address the contentious issues of reward and recognition.
- The force links HR activity to performance measures and has established and accountable structures for engaging HR departments on areas through the HR forum, chief officer performance visits and meetings between the head of HR

operations and area HR managers. These processes have been enhanced through improvements in the speed and quality of data provision. The HR department has also developed performance indicators to benchmark its own performance in a number of areas.

- The HR department has introduced a new intranet site with readily accessible and up-to-date information on HR policies and details of HR staff and their respective roles.
- The HR department was the first FHQ department to implement its own NIM tasking and co-ordinating structure; this is now being promulgated to other FHQ departments. The HR function has been incorporated into the strategic business assessment (SBA).
- The force reports openly on performance indicators and the staff survey, for which the results and associated action plan have been placed on the force intranet. The action plan is formally monitored by the head of HR operations.
- HR policy has undergone a wholesale review and rationalisation process following the appointment of the new director of HR. Compulsory CETIS training is available on the BTP intranet and covers legal obligations under the Data Protection Act and Freedom of Information Act.
- The new force integrated competency framework-based PDR system for police officers (the police staff PDR system is due for implementation at the end of 2006) has been introduced and was developed in consultation with staff, staff associations and staff support groups. The PDR system is linked to BTP's grievance and discipline procedures to ensure that action to address underperformance or inappropriate behaviour is addressed in compliance with force policy, values and legal requirements.
- BTP has met its targets for the recruitment and progression of BME officers for the first time and has considerably improved on the percentage of female officers within BTP. BTP uses national recruiting standards that comply with the integrated competency framework for police officer recruiting. Recruitment to police staff roles (including PCSOs) is also competency-based. A recruitment policy has been developed to ensure consistency in standards throughout BTP and the IPLDP was introduced in April 2006. The force has created 'recruitment windows' to manage the flow of police recruit applications and has introduced additional criteria to accelerate individuals who possess skills that would benefit BTP. This process has been validated by the Commission for Racial Equality.
- BTPA monitors a raft of performance and other information on the various aspects of employee relations, and this is also monitored at a monthly meeting between the head of HR operations, the DCC and the professional standards department to identify trends and actions. This meeting is informed by a matrix that reviews staff and levels of complaints or grievances against them. The force has improved the monitoring of employment tribunal outcomes and follow-up actions and has commissioned mediation training to improve the ability of staff to resolve grievances. The employee relations manager collates details of all grievances to identify lessons learnt, and this informed the re-launch of the grievance procedure, which the force considered necessary given the rise in grievances following implementation of a performance management and accountability culture. The First Contact scheme has

also been re-launched so that it can be incorporated into the existing framework of support provided by the force.

- The force and BTPA have established responsibilities for health and safety management in BTP through designated leads in BTPA and through the Chief Constable's health and safety plan. The director of HR chairs the central health and safety committee. The force has an annual programme of health and safety audits and the head of HR operations has been tasked with taking forward health and safety issues in a corporate and consistent way, such as the issue of stab-proof vests.
- The management of police officer sickness in recent years has been a significant strength for BTP; five years ago BTP had the highest sickness rates of any police force in England and Wales, but despite the challenges experienced as a consequence of the London bombings in July 2005, BTP has met its sickness targets for 2005/06 and improved performance compared with 2004/05 by 8.8 hours for police officers. The force has also improved its position on police officer medical retirements by 4.22 per 1,000 officers; there was a total of 5.78 medical retirements per 1,000 officers in 2005/06.

#### **Areas for Improvement**

- The director of HR has articulated her vision regarding the consistency and principles of HR management in order to add value. She is working towards invoking corporacy on areas and providing HR managers with the tools they need in order to be able to deliver consistent, professional and informed HR advice. She intends to rationalise transactional HR processes in order to achieve a more corporate overview and to have a clearer framework for policy review and development.
- The force is seeking to introduce a single operating platform for the management of rosters through the NSPIS duty management system. This will enhance the force's capability to comply with the working time directive. Compliance with the working time directive is not currently monitored on a corporate basis, although monitoring does happen on areas.
- The principles of Investors in People (IiP) are being used to support the development of the BTP career development and talent management strategy, which will overarch a process for identifying key posts, success and talent pools. IiP principles are also being used to carry out training needs analyses with senior managers in BTP.
- The force has recognised the need to achieve a balance between allowing individuals to develop using the temporary rank structure and promoting staff into permanent posts that permit career advancement. There are proactive measures in place to address this issue, such as advertisements for substantive posts and promotion processes.
- The force acknowledges that with tighter budgetary constraints and the requirement to find efficiencies there is considerable scope to progress the ethos of workforce modernisation and the need to rationalise the deployment of staff, where appropriate, in order to best address the needs of the organisation.
- Analysis of the recent survey of skills in the FHQ HR department will support the ongoing development of the HR function and its staff. The intention is to equip HR

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staff with the skills to carry out their respective roles competently and professionally. The ethos of multi-skilling is also being applied to improve efficiency and resilience and to allow for staff development.

- The HR team is developing a series of 'master classes' to support the learning needs of managers across BTP and to address the implementation of policy and practice so that managers acquire skills and experience that they might have historically relied on HR to deliver. This will both improve the ownership of the HR function at all levels and provide for consistent and professional advice.
- The force has implemented NSPIS HR and has commenced a 12-month project to fully integrate its management information system with NSPIS command and control and payroll so that HR information links with and supports operational performance.
- BTP is well established on the journey towards an effective PDR system but acknowledges that its credibility is still an issue. The force will invest further resources in identifying barriers to an effective PDR system and recognises the need to embed a meaningful PDR process within a robust performance management culture, which, in turn, will drive the identification of talent and inform workforce planning and career progression.
- The force health and safety manager post is vacant. Selection processes were not able to fill this post because applicants did not meet the prescribed criteria. The British Safety Council was asked to assist in reviewing all aspects of health and safety in every area of BTP and has developed a plan to achieve five-star status for BTP. It has also assisted in redrafting a job description for the health and safety manager position.
- Police staff sickness has deteriorated during 2005/06 by 21.56 hours per police staff member compared with 2004/05 and a total of 54 working hours per staff member were lost. Medical retirements for police staff have also risen, from 0 in 2004/05 to 2.49 per 1,000 members of staff in 2005/06.
- The force has not yet developed its annual safety plan but the London South Area has piloted an annual safety plan process.

## 6B Training, Development and Organisational Learning

Grade	Direction of Travel
Poor	Improved

### Contextual Factors

The force was graded Poor during the 2005 baseline assessment process and a number of areas for improvement were highlighted. Since this time, and as a result of a full HR restructure, the force has appointed a new head of learning and development (L & D) alongside two other senior HR managers. BTP is currently in the process of change following both this appointment and the recent review of training.

The training strategy for 2005–08 was approved by BTPA in 2005, and is now a working document. The training plan, which forms part of this strategy, is reviewed at the quarterly force training board (FTB). The force continues to seek ways in which the national costing model can be applied to all leadership and development events.

A number of quality assurance posts (ie training designers, evaluators and development officers) have been introduced this year and a quality assurance strategy document is currently in draft format.

Community involvement in training continues to develop within BTP. The introduction of the student officer programme (IPLDP) was launched in early 2006 and involves a five-day practical community placement. The first group of student officers has recently completed this placement and there has been favourable feedback from both students and placement organisations.

### Strengths

- The force has developed strong L & D links at regional and national levels and is also actively involved in partnerships with other external organisations, both as a means of ensuring best use of resources and in order to keep the force and its leadership and development function updated with emerging and established good practice.
- There are well established recruitment and retention processes in place for trainers and related roles which engender confidence within the organisation that training and trainers are of a high quality.
- The force has recruited a full-time community placement officer to support and administer community placements for student officers on the student officer programme. This approach has great potential for developing community engagement across the whole training portfolio.

### Areas for Improvement

- The FTB is the most senior group for the management of L & D in the force, but the way in which it is constituted and operates at present – in effect as a contractor-led body – means that it is insufficiently representative of and accountable to clients.

- There is no overarching improvement plan for the L & D function to capture all force improvement activities. This existence of such a plan is fundamental to the ability of the FTB to effectively manage the leadership and development function.
- The force leadership and development plan does not capture all training that takes place across BTP. Areas have their own plans, but their content is not well known at FHQ. The creation of a single leadership and development plan to capture such activity force-wide is essential for effective governance of the function, and the absence of such a plan will prevent the revised FTB from operating effectively.
- The force does not use the national costing model and consequently the training plan is not costed in line with other forces, making comparisons and use of management information particularly challenging. Although BTP has different funding mechanisms, it should make a robust attempt to align its costing mechanisms for the force training plan as closely as possible to the national costing model.
- Existing governance arrangements mean that the force training plan is effectively budget-led and the leadership and development function has to determine what can be provided with the resources allocated. With the current FTB primarily a contractor-led body, this places inappropriate levels of responsibility on the function.
- The commissioning process for leadership and development products needs to be strengthened and exposed to more strategic-level challenge at the point of initial request. This will ensure that BTP is confident that identified training needs are aligned to known operational requirements and justifiable costs and that the delivered product is fit for purpose. Present arrangements mean that sponsors of training products can make direct approaches to the head of L & D, resulting in products that have not been endorsed at executive level.
- Although the force has recently created both a quality assurance facility within the leadership and development function and a draft quality assurance strategy, it cannot be certain about existing training products overall or about the commissioning process, leaving the force at risk if an inquiry into a particular issue leads to challenges regarding the appropriateness of training products.
- At present, the force does not systematically survey L & D staff or clients about its L & D operations to ensure that the FTB is well informed about external and internal development issues from the perspective of the end user. The development and consistent application of an effective survey methodology would provide performance information against which improvements could be measured in a meaningful way.

**6C Race and Diversity**

Grade	Direction of Travel
Fair	Improved

**Contextual Factors**

BTP has invested significantly in diversity over the last year and has created a diversity team to support a new diversity manager, particularly in respect of initiatives relating to recruitment and retention of staff from under-represented groups and the provision of professional advice and guidance relating to diversity matters. The director of HR is reviewing the position of the diversity team and function in order to ensure that they have the most effective impact and are mainstreamed into all other force functions. One of the most significant steps the force has taken is the review of diversity training, having recognised that the 'one size fits all' approach was not tailored to the diverse needs of its recipients.

Although still in draft format, the diversity strategy has been developed in consultation with staff support groups to ensure ownership and drive throughout the organisation. The diversity strategy will incorporate BTP's fully compliant three-year RES, which is also being used as the model for a unified equality scheme that fully represents each of the six strands of diversity.

There are established performance management and accountability structures for diversity issues and hate crime and the strategic DAG structure is replicated on areas. These mechanisms are driven by the DCC, but the Chief Constable takes a close personal interest, demonstrating visible support for diversity issues and ensuring that business plans support the ongoing activity of staff support groups.

The force has overcome some of its geographical barriers through the implementation of a positive action task group to co-ordinate community events nationwide and therefore gain access to as many areas of diversity as possible. Internally, the ongoing challenges of creating a diverse workforce are acknowledged and are being progressed.

**Strengths**

- The DCC is the nominated chief officer lead for diversity and is supported by the director of HR, who has the internal diversity focus. The DCC chairs the strategic DAG, which has a structure that is replicated at an area level. The DAG has been reviewed to assess how it might better reflect the ten sets of diversity issues currently addressed by the ACPO sub-committees working within the race and diversity portfolio. The Chief Constable takes a close personal interest in diversity issues and a significant injection of funds has enabled the force to invest in diversity through the appointment of a diversity manager.
- BTP has established a diversity team to support the diversity manager, particularly in respect of initiatives for the recruitment and retention of staff from under-represented groups. The team includes three diversity officers who provide support to the internal diversity support groups and will be developed to provide advice and deliver training across BTP.



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- The force has a fully compliant RES for 2005–08, which was published in March 2005, and there is a RES manager to drive the associated action plan. Progress is updated on a quarterly basis and presented to the DCC at DAG meetings prior to publication on the force intranet. The RES model is being used to devise a unified equality scheme that contains sections for the separate schemes relating to the six strands of diversity.
- The CRRU has recruited an analyst to ensure that BTP meets the recommendations of the new Commission for Racial Equality Statutory Code of Practice on Racial Equality in Employment. The analyst has devised a new format for monitoring and reporting on ethnicity, and this is being progressed to report on all six diversity strands.
- The force has established impact assessment training for policy writers and sponsors to underpin the assessment of policies and to support training in Race Relations (Amendment) Act issues. This training will focus on the need to involve more external groups in devising policy and procedure, and the force has already used focus and community groups to inform its review of 'stop/search and account' procedures.
- BTP completed the Employers' Forum on Disability benchmarking standards in 2005 and the results are being used to inform the development of the disability equality scheme.
- A survey of the BTP estate was completed and identified adjustments were the subject of a programme of work to secure compliance with the DDA. These adjustments have now been carried out.
- BTP custody facilities and control rooms are equipped with Language Line facilities for detainees and customers who are unable to communicate in a language that is understood by BTP staff.
- Despite relatively low levels of hate crime, BTP is committed to addressing hate crime issues and to establishing trends and patterns. Hate crime is a priority within the BTP policing plan for 2006/07. ACPO hate crime standards are implemented and include a performance management framework that sets differentiated area targets that are the subject of regular ACPO scrutiny. Area hate crime units are resourced appropriately and hate crimes are investigated by a member of staff with detective skills. The force crime-recording system displays minimum investigation requirements.
- The force is a key player in developing True Vision as an industry standard on reporting and developing ways of dealing with different types of hate crime and is progressing partnership work to improve accessibility to hate crime reporting for victims with disabilities. BTP has also developed an anonymous third-party reporting mechanism for hate crime. The force website specifies points of contact for hate crime issues.
- Hate crime is a core subject for area and force tasking and co-ordinating processes. The FIB produces a weekly community intelligence document and the FIS shows how intelligence is actioned and disseminated.

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- A positive action task group has been established with membership from each area to co-ordinate community events that are designed to encourage recruitment from across the country. A calendar of events is planned at the beginning of the year to ensure that all strands of diversity are included.
- Strategic objectives are set out in the policing plan for achieving a diverse workforce and there is a strong performance management and accountability framework for diversity issues. BTP and area objectives include diversity targets, which are measured through force management information, chief officer leadership visits and performance and accountability meetings. Areas have their own disaggregated targets for BME and female representation that monitor police officers and police staff by grade and rank and also by deployment in specialist posts.
- A monthly liaison meeting between the professional standards department, HR and the support groups explores issues of concern from the point of view of support groups and staff associations, for example how misconduct investigations impact on members of the diverse groups that make up the workforce. This group will take forward work on the Morris and Taylor reports in relation to changes in the handling of discipline matters.
- The force has introduced additional recruitment criteria that recognise the skills required to be able to communicate effectively with customers, eg fluency in languages that are used within the BTP community.
- The IPLDP was introduced in May 2006 and places greater emphasis on the needs of the diverse BTP community through a one-week community attachment for all recruits within the induction phase. This element will also be available to members of the Special Constabulary and PCSOs. All elements of the training package have been vetted by force diversity experts and also by members of Home Office force IAGs, with which BTP engages.
- The force has revised and re-introduced policies regarding grievance, bullying and harassment, and it has reviewed and re-launched the First Contact scheme, for which 12 additional staff have been trained.
- A review of HR policies has been carried out and support and staff associations have been involved in an accountable process to incorporate their views and ensure that HR policy caters for a diverse workforce.
- There is active membership of support groups in BTP, with clear and visible support from the top of the organisation. Support groups have regular and direct access to the Chief Constable on a one-to-one basis and also to the DCC through DAG meetings. The director of HR offers personal support through attendance at external events (such as those organised by the Hindu Association) and internal events (eg the Springboard programme). She has established a programme of monthly meetings with support groups, who also meet with the diversity manager on a monthly basis.
- A business-planning process has been established for support groups to ensure that their objectives are linked to the force diversity objectives and that appropriate resources are allocated to facilitate their delivery.

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- BTP has a well established chaplaincy network providing support to police officers and police staff from a variety of faiths.
- The force exceeded its target to have no less than 5.4% of officers from BME groups in 2005/06 (the average was 5.7%) and also exceeded by 0.3% the target to have 15.5% female officers.

### **Work in Progress**

- BTP is in the process of establishing a disability support group to provide support for individuals with disabilities and with caring responsibilities. The group will also incorporate a 'buddy' system for additional support. The force provided sponsorship through the ACPO subgroup on disability and mental health for the disability conference that was held in May 2006 in partnership with ACPO, the Association of Police Authorities and the Home Office.

### **Areas for Improvement**

- The diversity strategy is currently in draft format and is being developed further through the involvement of staff support groups in facilitated workshops. The force is keen to ensure that this key document drives diversity issues throughout the force and, in addition to embracing the ethos of existing policies on diversity, it will also incorporate the force RES and all strands of diversity.
- Diversity training is undergoing a review, as the existing 'one size fits all' approach was considered unsuitable and inappropriate. Interim training has been implemented in order to address immediate concerns, and bespoke training that meets the needs of the recipient is currently being designed and will take account of the requirements of the PRDLDP.
- BTP is developing mediators as part of the resolution process and is devising training at three levels: for managers, support groups or advisers, and practitioners. A consultant has been employed to carry out this training and work has already started on developing the programmes and raising awareness in workshops throughout the organisation.
- The director of HR hears stage 3 grievances and provides learning by coaching area commanders. However, there is currently no formal mechanism that collates and promulgates learning from the earlier stages of the grievance process to prevent escalation of such matters in the future. This issue is to be addressed through the 'master classes'.
- A dedicated multi-faith room has been established in the FHQ building for staff who wish to follow religious or cultural observances, but such facilities have not been established on areas. In the London South Area, a conference facility is used as a multi-faith facility, but this dilutes its impact because it cannot be used when meetings are in progress.
- The force recognises the need to identify the factors that affect the recruitment, retention and advancement of women in BTP. The most senior ranking female is currently a chief inspector, although she is currently deployed as a temporary superintendent.

- The force did not meet a challenging target to have 15% of specialist posts filled by women in 2005/06; the average was 12.6%. The force also narrowly missed achievement of its target to have no less than 3.8% of specialist posts filled by BME officers in 2005/06; the average was 3.7% (this figure represents one officer).

## 6D Managing Financial and Physical Resources

Grade	Direction of Travel
Fair	Stable

### Contextual Factors

BTPA continues to support BTP and awarded a budget increase for 2006/07 that met the Chief Constable's expectations. Although the overall financial position is affected by the unique way in which the force is set up, this is not an issue of the force's own making, but rather is the result of its external financial infrastructure, which also incorporates TOCs and the DfT. BTPA uses an audit and corporate governance committee and a strategy, budget and performance-monitoring committee to review financial and operational performance, and its director of finance and corporate resources is a member of the COG and attends review and programme board meetings.

A five-year strategy model is being developed, although it is yet to be embedded in the budget-setting process. Budget submissions are received from areas and departments, and are subjected to scrutiny by COG, the treasurer and the BTPA clerk. The first strategic business assessment (SBA), which was produced for the June 2005 force strategic tasking and co-ordinating group, drove the creation of a business control strategy and business intelligence requirement and was expanded to cover all major support service departments in June 2006.

An income generation manager was appointed in December 2005 to initiate and develop funding initiatives in support of BTP's strategic plan and unfunded projects. The role also provides strategic direction, consultancy and expertise in funding-related activity to chief officers, area commanders, departmental heads, project sponsors and other personnel. BTP has an income generation strategy supported by policies and procedures, which covers gifts, hospitality and sponsorship. Each area, including FHQ, has an allocated single point of contact for income generation initiatives.

Staff and non-staff cost budgets are devolved to areas. There is no capital devolution and all budgets are devolved to either the relevant departmental head or the area commander. Delegation of cost budgets below this level is determined locally.

Previous HMIC reports have expressed concern over the underlying financial arrangements supporting BTP. Specifically, the funding arrangements via TOCs presents a challenge to BTP compared with other forces, as the funding structure is inconsistent with the provision and maintenance of high-quality policing. The events of 7 July 2005 have emphasised the importance of maintaining a well focused and properly resourced policing service for the railways. There have been a number of improvements in support services, procurement and estates, but the force recognises that further work needs to be done. The underlying funding base of the force and BTPA is fragile and is in need of a long-term solution by Government, as well as the production of a medium-term financial plan by the force and BTPA.

BTP are required by DfT to refocus activities, having identified a need for greater clarity in detailed aspects of the policing operation relative to the responsibility to the rail industry, the rail industries own duties and the role of local police forces, essentially to ensure the forces resources are focused on areas where BTP can provide maximum added value. Sound

management of financial and physical resources will be an essential element to ensure this is achieved.

### **Strengths**

- The finance department has instigated a five-year strategic budgeting plan and was reorganised during 2005/06, resulting in the appointment of appropriately qualified finance staff to key positions in the department. Further opportunities are being taken to fully embed the new structure, and additional temporary staff will be used to advance this process. A system of dedicated finance specialists, working with each unit head at FHQ, has also been introduced. Budgets are devolved to areas and capital resources are managed centrally.
- The first SBA was produced for the June 2005 force strategic tasking and co-ordinating group and drove the creation of a business control strategy and business intelligence requirement. The next SBA is being expanded to cover all major support service departments by June 2006.
- A new, professionally-focused procurement function has been in existence for most of 2005 and significant improvements in the service have been achieved. The function has reviewed and significantly reduced the number of BTP's suppliers, along with establishing a central database of procurement contracts for BTP. The newly appointed procurement manager continues to drive improvement throughout the department. BTP has also developed the use of procurement cards across the organisation, with appropriate safeguards embedded in the force to manage this process.
- An income generation manager has been appointed to initiate and develop funding initiatives in support of the strategic plan and unfunded projects and to drive the income generation strategy. The role additionally provides strategic direction, consultancy and expertise in funding-related activity. Each area, including FHQ, also has an allocated single point of contact for income generation initiatives.
- BTP achieved the move to its new FHQ building on time and within budget during the latter part of 2005. The force took the opportunity to bench-test modern design concepts – the new FHQ building is largely open plan. A post-project evaluation of the move is to be finalised later in 2006.
- The estates strategy and implementation plan are directly aligned to operational needs. There is direct engagement with area commanders and users are involved through property board in identifying property needs and in developing the plan. BTP largely occupies premises as tenants and often faces challenges in respect of accessibility.
- Considerable work has gone into reorganising the vehicle fleet department to meet operational demands. New staff are in place and fleet management software to manage all vehicle and user-related activity centrally went live in April 2006.

### **Work in Progress**

- The finance department is working to ensure that BTP achieves a clean opinion from the National Audit Office in respect of the closing balances for 2005/06.

- The BTPA does not yet have its own risk register but this is being developed and is expected to be considered in November 2006. This is important as members will have a different, but vital, view on some risks which could include the loss of key staff and reputation risk. The BTPA is also reviewing the training needs of its members and where appropriate this will need to include risk management.

### **Areas for Improvement**

- The ability to plan over the medium term is critical for any organisation and this is recognised by Government through the use of the 3 year comprehensive spending review process which is now linked to multi-year capital and revenue indicative allocations for police forces. The position of BTP, with respect to capital funding, for 2007/8 and beyond, continues to remain unclear. This uncertainty also impacts on revenue planning, via depreciation and cost of capital changes, and overall cash flow management. A similar uncertainty still exists around the accounting for future pension liabilities with a £3.5million exposure (FRS 17). These are issues which need to be addressed by the DfT.
- The budget report for 2006/07 highlighted that BTP has implemented a number of measures to reduce the overall budget such as efficiency savings of £1.5 million, by re-phasing of the growth required for the second year of the strategic plan and a more accurate calculation of inflation. The overall impact of the strategic plan is that "progress will be slower" and in order to complete the three-year strategic plan a "further £2 million of growth in 2008/09 will be required". This is a matter of concern, specifically given the current commitment to loan repayments. In addition, the 2006/07 budget does not address either the £16 million of growth bids presented by areas to the Star Chamber process nor most of the demands by TOCs for extra services.
- A strategic corporate plan covering the period to 2007/08 is in place, but there is no medium-term financial plan. In 2005, the force indicated that it was seeking to introduce a five-year strategic budget and, although this is being developed, it is yet to be embedded in the budget-setting process.
- The external auditor qualified the accounts of BTP for 2004/05. In his report the Comptroller and Auditor General, referring to the qualification, noted that "the problems and errors flowed mainly from the transition to form a separate organisation in 2004 and the legacy of records and processes inherited from the predecessor organisational arrangements". The force and BTPA are addressing these concerns.
- Efficiency planning needs to be integrated within the business-planning and budget processes. In particular, the releasing of cashable gains to finance either lower budget requirements or growth bids, together with the recycling of non-cashable gains into activities to improve performance, needs to be captured to ensure that there is transparency in the source and application of efficiency gains.
- Many forces are now actively considering co-operation with other organisations to reduce back-office costs (eg shared services). This is an area that the force might consider in order both to maintain professional support services and to reduce transaction costs.

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- BTPA and the force have addressed FHQ accommodation problems and recognise that prevailing issues with the rest of the estate need to be addressed to ensure that it is fit for purpose.
- BTP has previously been identified by HMIC as a national leader in the collection of continuous activity data through its command and control system. The ability of forces to link resources with performance is vital in order to demonstrate value for money and to drive improvements in performance. While the force makes some use of this critical management information, it is not yet integrated into the business-planning processes of either the force or BTPA. This needs to be addressed.
- A number of business cases that were costed and submitted for budget negotiations with BTPA for 2006/07 have been unsupported. This will potentially extend the three-year strategic plan activities to a draft fourth year. BTP will review these business cases and develop options for funding those prioritised by BTP's programme board through the four-weekly financial review process.
- As part of the BTPA's annual assessment of systems of internal controls it considers a variety of information including reports from internal audit and reports on transactional testing. A report submitted via the Chief Constable, from PSD on current operational risks should also be considered.

#### Police Use of Resources

Financial Management	2
Financial Standing	2
Internal Control	2
Value For Money	3
<p>Definitions:</p> <p>1 = below minimum requirements – inadequate performance</p> <p>2 = only at minimum requirements – adequate performance</p> <p>3 = consistently above minimum requirements – performing well</p> <p>4 = well above minimum requirements – performing strongly</p>	
<p>The Police Use of Resources Assessment is an Audit Commission product, developed with HMIC and included in the 2006 Baseline assessments; It is not designed for NDPB's such as BTP. For completeness and comparative purposes the product has been modified by HMIC to support the baseline assessment of BTP.</p>	



**6E Information Management**

Grade	Direction of Travel
Fair	Improved

**National Position**

The convergence of information and technology streams, and in particular the developing role of the chief information officer, is focusing attention on how forces corporately govern information. The aim in this assessment is to differentiate between forces that are taking an information-based approach to delivery and those that are technology-driven. A raft of emerging standards – notably Management of Police Information (MoPI) – is defining metrics against which performance can be measured, and these will ease the challenge in future assessments. Equally, the need for forces to develop medium-term planning, to consider national strategy in their local planning, and to reflect the requirements of the information technology infrastructure library (ITIL) have all provided some clear measures of success.

It has been a particularly challenging 12 months for forces' information services, as much development work was postponed because of amalgamation proposals. This backlog will need to be addressed in 2006/07, together with work on shared approaches to bridge the level 2 shortfall. The challenge of providing information for the cross-regional information-sharing project (CRISP) and the emerging IMPACT system is considerable. This may require the development of 'confidential' networks and work to meet the requirements of the Unified Police Security Architecture (UPSA) as well as MoPI. These carry as yet unquantified but very considerable costs, as well as resulting in major business change. With constrained budgets and increasing demands, the future poses real challenges as to how forces will manage their information assets.

**Contextual Factors**

The recent establishment of corporate responsibility for IM, to align it with responsibility for information security and compliance will bring clarity and corporacy to an area that has suffered from being somewhat disjointed. The IM function will progress through the reformation of the ICT steering group as the vehicle that will review the strategy, determine the strategic direction for IM in BTP and drive the development of a technology strategy.

The force has undertaken replacement of all significant technology during 2005/06 to place the force on an appropriate footing to meet future needs. Staff have welcomed the recent partial interface of the POINTS and E-PINS systems to allow more efficient supervision and updating of crime reports with actions without the need to access two different systems, but some logistical frustrations still exist. There is innovation through the development of a mobile computing project pilot that is acknowledged as one of the most advanced nationwide.

Information security is more advanced in progress than IM and has proactive monitoring regimes in place and clear ownership at ACPO and operational levels. A recent audit by the force auditors and the Police Information and Technology Organisation (PITO) raised some minor issues that are being addressed. A PITO audit of compliance with the community security policy indicated a number of further issues that are the subject of action planning.

An area which is well established is that of project management. The strategic programme board structure exists to ensure that all projects are working to their respective plans and is

underpinned by an effective programme management office (PMO) structure. Additionally, the force can call for an independent review of any project through early involvement in the Office of Government Commerce Gateway process, which will be rolled out across the entire police service over the next three years.

### **Strengths**

- The DCC has recently assumed corporate responsibility for IM within BTP, bringing corporacy and clarity to the function. This is a pragmatic step in view of the DCC's existing portfolio responsibility for information security and compliance through its location in the strategic development department. Below the strategic level, a senior manager has the policy lead on IT. BTP has clear ownership of security at ACPO and operational levels, with a proactive monitoring regime in place. The force's ICT system is managed by experienced staff who are qualified in IT service management.
- There is performance management for the two aspects of work undertaken by the technology department. In respect of support work, all activities are logged through the helpdesk and performance in terms of incident management is reviewed on a weekly basis. In respect of programme work, the programme board structure ensures that all projects are working to their respective plans at the strategic level and portfolio managers work as single points of contact for each project and meet at least weekly with project managers and teams to ensure that projects are receiving the appropriate support.
- There are processes of project initiation, end of project and post-implementation review for all projects. Lessons learnt are used to improve the project management toolkit. BTP can also call for an independent review of any project through the force's involvement in the Office of Government Commerce Gateway process, which is a Home Office scheme that will be rolled out across the whole police service over the next three years, using a common group of experts in this field. The early involvement of the PMO will ensure that BTP derives the maximum benefit from access to this additional expertise.
- An IT infrastructure library-compliant service desk system has been implemented. Process maps have been compiled for all service management processes implemented through a minor reorganisation of the technology department. A service catalogue and service level agreement have been drafted.
- The force has implemented a project to deliver the various IMPACT workstreams, including data cleansing and adding structure to intelligence records that are currently unstructured. In respect of IMPACT compliance, the IMPACT programme team has assessed BTP to be more advanced than any other members of the JOA and a number of the 43 Home Office forces.
- BTP has undertaken the replacement of all significant technology during the current financial year (2005/06). As a result, the force has exploited all appropriate new technologies in meeting all existing needs and providing flexibility to meet future needs. BTP is currently engaged on a mobile computing project (piloted on the London Underground Area), which has been acknowledged as the most innovative and advanced of any force in the United Kingdom.

- The force has a proactive monitoring regime in place for security issues. There is a security policy and vetting policy in place and the force is working towards achieving the requirements of the ACPO community security policy. An audit of BTP information security was conducted by BTP's independent auditors (PricewaterhouseCoopers) and PITO, and the minor issues identified have been addressed. The mandatory completion of computer-based training is in place for information security and a rolling programme of security inspections is in place across the force.
- BTP has business continuity plans in place for all police stations; these are regularly updated and subject to review every six months and posted on the force intranet.
- The technology department operates strong project management, including programme-level monitoring using industry standard tools, which was recently reviewed and endorsed by PricewaterhouseCoopers, BTP's internal auditors.
- The PMO provides sound and effective programme and project management within BTP. A standard toolkit of project management tools has been created and is aligned with the principles of PRINCE2 (Projects in Controlled Environments) and is available through the intranet to all staff.
- The POINTS and E-PINS systems have recently been interfaced in part to allow more efficient supervision and updating of crime reports with actions without the need to access two different systems.
- The force PINS and FIS hold electronic data which is extracted to populate the IMPACT nominal index.

#### **Areas for Improvement**

- The BTP is to reform its IM board as the force's ICT steering function, which will undertake work to review the IM strategy and will determine the strategic direction for IM in BTP.
- Strategic objectives for IT and IM are contained in the BTP strategic plan for 2005–08. The force has considered options around IM and, in recognising the need to drive this forward, the recent addition of IM to the DCC's portfolio responsibilities needs to be embedded as a matter of priority. The new IM structure will direct and guide the strategic activity associated with implementing future IM in BTP. The IM strategy is being reviewed and will drive the development of a technology strategy.
- There is no costed business development plan outlining the strategic direction of BTP's ICT delivery over the next two to three years. Neither is there a specific business plan that articulates and controls the programme of work to meet the strategic direction for ICT, although both deliverables should be yielded through the review of the IM strategy and creation of a technology strategy.
- The IM function does not operate within the NIM framework although it is incorporated into the BTP SBA.
- BTP is working to overcome problems with the extraction and loading of intelligence data to the crime-recording bureau, although crime data can be loaded. Once such

issues have been addressed, the force intends to extract and transfer data on a monthly basis in the short term, although in the longer term BTP acknowledges the requirement for the provision of such data to be more dynamic and this will be the subject of a dialogue between BTP and the crime-recording bureau.

- There is no list of mission-critical applications with contingency plans in place that have been agreed by the force executive and the business owner to restore the systems within defined timescales. The intended move to a 'warm' disaster recovery solution will govern decisions about the inclusion of systems beyond command and control, HR, finance and email.
- The refocus of the IM agenda within BTP will enable it to meet the requirements of the management of police information initiative.
- BTP has been internally and externally assessed by PITO against compliance with the community security policy, which determined 74% compliance. The force has devised and is working to an action plan to address the five identified issues.
- The development of a 'warm-site' capability is being progressed in order to reduce corporate vulnerability and enhance the potential exercise and testing capabilities of BTP. Current issues relating to the air conditioning and Windows® blades servers for the Broadway site are being addressed, but funding also has to be sourced to meet the costs from suppliers.
- Despite some significant advancements in ICT over the last year, many staff still experience frustrations at the speed and availability of IT systems.

**6F National Intelligence Model**

Grade	Direction of Travel
Good	Improved

**Contextual Factors**

The NIM culture is embedded within BTP and influences service delivery at all levels. Staff have a clear understanding of the reasons for their deployment and the tasks involved and there are clear linkages between performance and control strategies. Level 1 processes have been standardised to ensure corporacy and the level 2 process is now preceded by a tactical meeting that highlights emerging tasking and problem profiles to ensure that the main meeting is sufficiently focused. Force representation at regional tasking groups is undertaken on a pragmatic basis given the national remit.

Over the last year the force has further developed the NIM model to create an SBA that incorporates all major FHQ departments. The HR department has also introduced the NIM tasking and co-ordinating process, which links with BTP's task management structure.

BTP's intelligence capability meets the requirements set out in the ACPO NIM minimum standards document, and a recent inspection by the Office of Surveillance Commissioners identified a number of examples of good practice relating to the Regulation of Investigatory Powers Act. Externally, the force has also developed formal intelligence links with 13 Home Office forces and informal links with a number of others to overcome the absence of data held by the force. Internally, the integrated intelligence project has consolidated significant investment in intelligence over the last three years and is preparing the force for forthcoming developments in the intelligence arena. Additionally, there is good evidence of intelligence sharing with both the railway industry and policing partners and attendance by partners at tasking and co-ordinating meetings.

One of the biggest challenges faced by BTP is the growth in intelligence, which can be of variable quality and can take a long time to process, thereby diminishing its meaning and significance. The force needs to reassure itself that there are systems in place to ensure that intelligence is submitted primarily for its quality rather than for the perceived need to meet performance indicators.

**Strengths**

- ACC (crime) has the lead responsibility for NIM development and is supported in this role by the director of intelligence to drive clarity on NIM structures, roles and processes. He chairs the level 2 tasking and co-ordinating meeting and the force integrated intelligence project, which has consolidated the significant investment in intelligence over the last three years and is preparing the force for forthcoming developments in the intelligence arena.
- There are procedures in place to monitor compliance with the NIM code of practice and take remedial action where necessary. The strategic oversight of this function lies with the director of intelligence and principal analyst who attend strategic and tactical tasking meetings throughout the force to ensure corporacy in agenda, structure and NIM compliance with operational templates. BTP's intelligence

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capability meets the requirements set out in the ACPO NIM minimum standards document.

- There is evidence that the NIM culture is embedded within BTP and influences service delivery at all levels. On areas, staff have a good understanding of the reasons for their deployment and the tasks involved and there are clear linkages between performance and control strategies. Knowledge assets, the force intelligence strategy, tasking and co-ordinating group policy and intranet products are accessible to all staff on BTP's briefing system. Control strategy priorities are driven by the strategic assessment, which is created by the senior analysts using a standard template based on the national template. The decisions and direction of the tactical tasking and co-ordinating meetings are underpinned by the control strategies.
- The SBA has been expanded to cover all major support departments except for the strategic development department, which will be included in December 2006 and will drive the expansion of the business control strategy and intelligence requirement, placing BTP on an equivalent footing to some of the better Home Office forces. The HR department has also introduced the NIM tasking and co-ordinating model with fortnightly meetings to monitor progress, which links with BTP's task management structure.
- The director of intelligence has introduced a pre-meeting ahead of the NIM level 2 tasking meeting to highlight emerging target and problem profiles and ensure that the main meeting is more focused.
- There is good evidence of intelligence sharing with both the railway industry and policing partners and attendance of partners at tasking and co-ordinating meetings. This has led to many successful initiatives that have either been initiated by or involved BTP staff. In addition, the confidential contact scheme on the London South Area uses selected members of the community to identify suspects from CCTV and one in two of the showings has had a successful outcome.
- BTP has established formal intelligence sharing links with 13 other Home Office forces to overcome the absence of data held by the force. BTP has devised an accreditation document that illustrates the framework of controls derived as a result of a risk assessment and management process for the FIS and which covers the connection between the FIS and the force network.
- BTP, Network Rail and the Association of Train Operating Companies have devised guidance for CCTV security systems at stations to address inconsistencies in monitoring and operation that were identified by the demand for CCTV access following the terrorist attacks in London in July 2005.
- The recent Office of Surveillance Commissioners inspection identified a number of examples of best practice, such as the appointment of a RIPA (Regulation of Investigatory Powers Act 2000) compliance officer, the use of an applicant feedback sheet, gatekeeper and applicant training, and the management of technical equipment. BTP uses fully auditable electronic systems for the management of RIPA authorities.

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- The force has suggested and agreed with the chairs of regional tasking groups a level of attendance that is realistic for BTP based on its national remit. Area staff attend these meetings on the terms agreed.
- Key intelligence and management staff have received specific training related to their role. BTP appointed an intelligence trainer in April 2005 to deliver an intelligence operatives course, two of which have been delivered, with plans for five more during 2006.
- There is an effective sterile corridor for source protection and a dedicated source unit manager has been appointed, the role having previously been combined with that of the FIB manager.
- BTP has made victim and witness statements available electronically for searching and research purposes within intelligence bureaux.

#### **Areas for Improvement**

- BTP is developing a briefing and debriefing policy that takes account of the force's geographical remit, but the capability to produce electronic corporate briefings that can be used for self-briefing purposes is under-utilised.
- The force briefing packages are bespoke for each area and considered by staff to have improved greatly over the last 18 months, but the lack of effective IT on at least one area and the lack of a dedicated briefing facility are considered to be barriers to an effective briefing function.
- The submission of intelligence has improved significantly but the requirement to meet performance indicators for submission results in variable quality and an increase in quantity.
- The London Underground Area conducts quarterly strategic assessment reviews that check progress against priorities, revisits level 2 and force assessments and makes any necessary adjustments. This area's NIM structures are considered 'flagship' models and some of its practices might be promulgated to other areas where appropriate.
- An audit of staffing levels in FIB and AIBs showed varying levels of resources and a mix of the use of police and police staff in different roles. A funding bid for growth to significantly improve on this position was unsuccessful although some growth has been achieved. Work is ongoing to analyse data on costs and staffing levels as a percentage of establishment in order to determine whether or not there is a correlation with force performance.
- The recent Office of Surveillance Commissioners inspection identified a need to review management structures for covert intelligence sources and devise a corporate standard.

## 7 Leadership and Direction

### 7A Leadership

Grade	Direction of Travel
Good	Stable

#### Contextual Factors

BTP has a strong, committed and visible COG, which has recently been complemented with the appointment of an HR director. The Chief Constable in particular has raised the profile of BTP and resolved jurisdiction issues that had historically been problematic. Leadership has had a positive impact on performance, which is borne out by achievement of all policing plan objectives in 2005/06 and improvements in a number of national statutory performance indicator measures. The performance regime within BTP is rigorous at FHQ and area levels, and a comprehensive suite of accurate, timely and focused data now exists to inform decision making across all areas of the business.

Against a backdrop of four major reviews in four years and uncertainty over the future shape of the organisation, there is still clarity in vision and performance which is visibly supported by BTPA. The force experiences real tensions arising from balancing commercial interests against the interests of the service required by the general public. Staff consider that they are 'kept in touch' with ongoing developments and, despite their own uncertainties about the shape of the future BTP, generally have good morale and feel valued. Corporate health indicators and the results of the 2005 staff survey both give evidence of this perception.

There are effective corporate governance mechanisms through the force management board, health and safety meeting structures and the corporate assurance group. The programme board structure, with appropriate skills and support, has seen the force undergo a series of major change programmes without detriment to performance. There is also a very constructive relationship with BTPA, particularly in relation to strategic planning and performance scrutiny.

The challenges acknowledged by the force are the need for succession planning and talent management to ensure that future leadership continues to be of high quality.

#### Strengths

- There is a very strong, committed and visible COG with a significant degree of stability. A significant injection of funds has enabled the force to invest heavily in high quality staff to lead the personnel management function, including a director of HR and experienced HR managers.
- There is tangible direction from the top team to ensure continuous improvement. The force has invested in staff and training for the strategic development department and there is a very strong performance management and accountability culture exemplified through a structured – and recently reviewed to align with the HMIC baseline assessment process – programme of chief officer performance and leadership visits, force management group meetings and the DCC's performance meetings. The force achieved all 11 performance objectives for 2005/06.



- Chief officers have invested significant time and energy in driving diversity throughout BTP. This has been assisted by the leadership in the HR personnel diversity field, afforded by funding during 2005/06 and investment in a diversity team to drive diversity issues. Activity has been driven mainly through the DCC's strategic DAG structure, which is replicated on areas and holds staff to account for delivery of diversity performance. The Chief Constable takes a close personal interest in all diversity issues and has ensured that support associations have access to chief officers and are suitably resourced to enable them to deliver against force priorities.
- The force has an effective change management capability to steer it through challenging situations without detriment to morale or performance. The strategic vehicle for steering change management is the programme board, which sets the direction for BTP's programme of strategic change projects and is a control mechanism for the capital programme.
- The force uses a number of mechanisms in order to gauge morale, such as the cultural audit, the staff survey action plan, the leadership and development audit, chief officer performance and leadership visits and the HR director's induction visits. The Chief Constable also chairs a monthly user group where staffs from areas and FHQ departments attend to raise issues of concern. The 2005 staff survey indicated that significant improvements had been made, with satisfaction levels increasing overall for performance and leadership.
- Despite the breadth of BTP's community, there is evidence of effective engagement with partners, stakeholders and the community at all levels, from the open forum meetings following the London terrorist bombings in 2005 and the railway crime tasking group structure, to the surveying of rail passengers and engagement with TOCs. Force objectives are influenced by external consultation.
- The force has invested in analytical support and business analysis techniques to inform corporate planning. The strategic development department has also invested in the training and development of a number of key staff in corporate governance and risk management towards a formal qualification in internal audit.
- There is good evidence of a constructive relationship between BTP and BTPA through formal, structured fortnightly meetings between the Chief Constable and the Chairman and through the BTPA committee structures. BTPA members have specific portfolio responsibilities and the force encourages them to visit the FHQ and areas to augment their knowledge of the force beyond the formal meeting structures. BTPA members accompany chief officers on performance and leadership visits and are actively involved in the development of strategy. There is also good evidence of effective communication to stakeholders by the force and BTPA, which has produced a step change in the funding arrangements for the force.
- The DCC owns the media portfolio and there is strong evidence of a high and positive media profile, with the DCC as the visible face of BTP, particularly following the London terrorist bombings in July 2005. The force has recruited a senior communications, media and marketing manager to augment the establishment of media officers on all areas.
- Learning and development is established and well supported. The Chief Constable has personally championed the introduction of a leadership development programme

for senior managers across BTP in conjunction with the Chartered Management Institute. External mentors have been established for a number of senior managers across the organisation and there is also evidence of attachments to other police forces and organisations, and to the private sector.

### **Work in Progress**

- Although the force is undergoing an external review that will determine its future shape and direction, there is evidence of a lack of clarity over ACPO leadership in key themed areas where responsibilities are spread across a number of ACPO portfolios, eg anti-social behaviour and neighbourhood policing. Such clarity is essential to successfully drive future key activity areas within BTP.

### **Areas for Improvement**

- The COG and BTPA are striving to set a strategic direction and deal with the continuing uncertainties of the DfT review. This review and the commercial operating environment place a premium on the force leadership and BTPA coming forward with compelling ideas on the best focus for the future while continuing to deliver agreed day-to-day performance.
- Although a recent unexpected retirement was managed effectively through the appointment of a temporary ACC, with minimal adverse effects, the force acknowledges that succession planning and talent management are areas that need to be developed. Work is currently ongoing to reduce gaps in both areas and a recent skills audit and training needs analysis of all senior managers is being used to develop a delivery plan.
- While significant improvements have also been made in the way areas communicate with each other and with FHQ, there remains a need to improve internal communication and information sharing. This is a critical success factor for neighbourhood policing and necessitates the establishment of a formal, comprehensive effective communication strategy that incorporates internal and external communication.
- The force is at a disadvantage as a modern police force bound to rely on commercial profit margins and the market place for funding. Funding issues within BTP are complex and BTPA is working with a consultant to determine a more equitable means of funding for the next financial year.
- Following last year's HMIC baseline assessment, BTP has engaged the services of Hays Consulting to review the spread of responsibilities and support given to chief officers, initially focusing on the role of the personal assistants to chief officers. The Chief Constable has already employed an additional member of staff to carry out some of these duties, as has the ACC (crime) in respect of criminal justice issues.

**7B Performance Management and Continuous Improvement**

Grade	Direction of Travel
Good	Improved

**Contextual Factors**

Performance management and accountability are embedded at all levels of the organisation with an array of structured processes to ensure that targets are not achieved at the expense of integrity. There are robust mechanisms to ensure that targets are owned and differentiated according to area needs and there is now a timely and accurate management information system to underpin them. The force has acknowledged the need to ensure that quantity targets are aligned with quality measures and will progress this area of work during 2006/07.

The inspection process has recently been reviewed to devise a more risk-based structure with the focus on leadership, using a model developed by HMIC. The 2006 baseline assessment was an altogether more co-ordinated and structured process that the force intends to develop ahead of the 2007 baseline assessment. Continuous improvement is also managed through the integration of the best value ethos into inspection activity and the force has appointed an efficiency manager to undertake feasibility studies and efficiency reviews and identify best practice. Also the PMO reviews force projects before, during and after implementation to ensure that lessons learnt are incorporated into policy and procedure.

BTP has a published planning cycle and the business analyst and principal analyst together undertake activity to align NIM processes with business planning. The publication of the SBA now includes all business functions except strategic development, which will be included in the December 2006 publication. This is a major step for the force, placing it on a level with better Home Office forces.

**Strengths**

- There is clarity about the respective roles and responsibilities of BTPA, the Chief Constable, the force management team, area management teams and policing teams for performance. Staff at every level report that they are robustly and regularly held to account for performance and that there are mechanisms in place to address underperformance. The performance management and accountability regimes that exist at all levels have resulted in all 11 of the force's own targets in relation to the national policing of the railways being met for 2005/06.
- BTPA and BTP have a joint consultation strategy. A consultation process underpins force planning through identification of key priorities by engagement between BTPA, the Chief Constable and account manager key stakeholders, including TOCs and the Rail Passengers Council. At an area level there is regular and formal consultation with BTP community groups which feeds force planning.
- There is evidence of a rigorous performance culture with management information driving activity. Chief officers and staff demonstrate leadership in raising levels of performance in a number of ways: the force management team meeting is held on a monthly basis and the performance of each area is discussed; the programme of

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chief officer performance visits holds areas and FHQ accountable for delivery of performance and the DCC holds a monthly meeting specifically to discuss performance with each area. Force performance accountability mechanisms are replicated at an area level.

- There are effective mechanisms for the monitoring and review of performance. The assessment and inspection unit undertakes pre-inspection activity based on the HMIC baseline assessment or PPAF model prior to chief officer performance visits and conducts interviews and focus groups with a cross-section of staff. The resulting report feeds the chief officer visits and forms the basis of an action plan following the visit. The inspection process has recently been reviewed to devise a more risk-based process with the focus on leadership, using a model developed by HMIC.
- Systems for addressing underperformance are deployed at all levels. Action planning, monitoring and support are the key elements of this process.
- Although BTP is not able to use the British Crime Survey to assess fear of crime and satisfaction levels with policing as the measures are not appropriate to the force's activity, many other surveys are conducted, eg about anti-social behaviour, fear of crime on the railways, of front-line rail staff and questions on the National Focus Passenger Survey. For the first time, the 2006 policing plan will contain a measure to determine overall satisfaction among victims of crime. There is a process that ensures that survey findings inform policy and service delivery, which makes recommendations for the COG and the BTPA stakeholder relations and communication strategy committee. Findings are also analysed at an area level and inform area commanders.
- Although the force has faced major reviews on an annual basis for the last four years, the force strategy has synergy with the National Policing Plan. It clearly articulates the vision for BTP in terms of the policing style as being to work in partnership with others to reduce crime and the fear of crime, and to provide reassurance as the ongoing themes and has a clear chief officer lead for each of the high-level objectives.
- The force has systems that enable the effective adoption, implementation and integration within force policies of NCPE (NPJA) doctrines for policing. There is an NCPE single point of contact within the assessment and inspection unit who organises inspections, health checks and visits and collates results of inspections for appropriate feedback. Best practice is promulgated both via the intranet and through chief officer leadership and strategic development department visits to areas.
- BTP has an effective corporate governance structure with clear authority levels for decision making on matters of strategy and policy. Members of BTPA attend force management team meetings and central health and safety committee meetings. There are also BTPA linkages to the corporate assurance group meetings through the BTPA committee structure. The BTP programme board ensures that projects are working to plan and will deliver their intended outcomes and that key stakeholders and budget holders are provided with the requisite information to inform decision making. Similarly, the work of the strategic projects review panel streamlines the decision-making processes by ensuring that the governance of force level projects are as effective as possible with membership being at the lowest effective level.

- The strategic planning and policy co-ordination unit has published the BTP planning cycle and employs a business analyst who works with the force analyst in FIB to integrate NIM processes with business planning. The HR department use NIM tasking and co-ordinating processes to identify HR priorities and allocate resources. The June 2006 SBA now includes all business functions except for those of the strategic development department, which will be incorporated in December 2006.
- There is evidence that BTP has a culture of continuous improvement, learning and innovation. The PMO reviews projects before, during and after implementation to ensure that all lessons learnt are woven into force policy and practice and PMO staff are linked to the Gateway process in order to import improvement and learning from outside BTP. The force makes use of cultural audits or staff surveys as an organisational health check and takes action on outcomes. Delegates on the Chief Constable's leadership programme were encouraged to take part in a 360-degree assessment programme, which provided detailed individual feedback and action planning. Also ongoing is a wealth of innovative projects such as the mobile data project, the tripartite partnership with the City of London Police and City University to deliver the new probationer training programme, and a number of partnership-based initiatives such as the use of a helicopter with Network Rail to monitor and respond to incidents of route crime.
- The force is not bound by best value legislation but incorporates the best value ethos into inspection activity. In acknowledgement of the need to undertake continuous improvement reviews within BTP, an efficiency manager has been appointed whose role is to undertake feasibility studies and efficiency reviews and to identify best practice. This appointment has resulted in some projects such as the crime-recording function being brought online faster through efficiency savings.
- There is a structured process for setting policing plan targets which starts with consultation and results in a meeting between key stakeholders such as area commanders and the force statistician, to elicit agreement and secure real ownership of policing plan objectives.
- BTP has appointed a horizon scanning manager who produces a quarterly strategic external analysis which supports the level 2 strategic assessment and SBA as part of the strategic planning cycle. The horizon scanning manager undertakes detailed analysis of external events and makes recommendations as to appropriate courses of action. The horizon scanning manager is a member of both the Northern and Futures Scanning Groups, which discuss environmental scanning and good practice in the police service.
- The POINTS system allows exploration of performance in detail, down to individual officer performance in the investigation of crime, and allows supervisors and managers ready access to indications of workloads and the capability of their staff.
- Benchmarking occurs with Home Office police forces where appropriate to identify good practice and innovation that can be applied to the policing of the railway network.
- The weekly Compstat meeting on the London Underground Area examines performance at sector and police station level on the area and identifies good performance, areas for developing performance, actions for the area and joint actions with stakeholders. The process is jointly chaired by a senior officer from

BTP, a senior manager from London Underground and a senior representative from Transport for London, which ensures an ongoing partnership approach. There is a daily review of police activity over the previous 24 hours and, where necessary, redeployment of resources to emerging problems. Good work is also identified and promulgated.

### **Areas for Improvement**

- HR and finance strategies are integrated with corporate strategy but the force recognises that there could be more robust representation of these strategies in area policing plans.
- The force is developing a framework for departmental commendations and setting up a departmental commendation panel with the strategic development department in order to improve corporately the way the force recognises good work.
- The North Eastern Area is the pilot for a refinement of BTP's planning processes; the budget-setting process for 2007/08 will target resources towards defined outputs utilising a variety of performance monitoring information, including activity-based costing, the frontline policing measure and performance against policing plan objectives. A working group has been set up involving key stakeholders within the strategic development and finance departments.
- The London Underground Area Compstat performance management and accountability process is an approach of which the force is justifiably proud. BTP might explore the possibility of taking the key elements and implementing them where appropriate on other areas in order to invoke more corporacy.
- There are no systems for holding FHQ departments to account for their contribution to front-line performance.
- The force has implemented quality performance measures in some areas, eg holding staff to account for survey outcomes, but recognises the need to progress the issue of aligning quantity and quality when assessing performance and holding staff to account.
- The force has identified the need to monitor the recent introduction of the e-PDR process in order to ensure that the intended improvements are realised. Significant improvements have been made to the PDR process over the last year and the force rightly recognises the need for it to yield the intended outcomes as a meaningful and ongoing assessment of individual development that is aligned with force or area objectives and addresses the individual's professional and personal needs.
- BTP continues to develop its system of data collection for incident-related information and opportunities exist to develop monitoring processes further for non-statistical performance monitoring.
- There is scope for further engagement with ACPO working subgroups on performance management, IPF police network conferences on continuous improvement, and regional continuous improvement conferences.

- The force acknowledges that there are opportunities to further embed the corporate governance and risk management structures within BTP and capitalise on recent consultancy with external agencies in this field.
- The recent review of the BTP efficiency strategy by force auditors has yielded an action plan with areas for development, such as the development of activity-based costing models in order to assess and improve productivity and to increase the efficiency and effectiveness of activities, implementation plans for efficiency projects, and the monitoring of gains and tracking of re-investment.
- The London South Area is piloting software that quantifies performance in terms of standard deviations, which will both improve predictive capability and save on analytical time and resources, enabling the analyst to carry out performance analysis in a more efficient way.

## **Appendix 1: Glossary of Terms and Abbreviations**

### **A**

ABE	achieving best evidence
ACC	assistant chief constable
ACPO	Association of Chief Police Officers
AIB	area intelligence bureau
AJU	area justice unit
ASBO	Anti-Social Behaviour Order

### **B**

BME	black and minority ethnic
BTP	British Transport Police
BTPA	British Transport Police Authority

### **C**

CCTV	closed-circuit television
CDRP	crime and disorder reduction partnership
CID	criminal investigation department
COG	chief officer group
COIT	child offence investigation trained
CPS	Crown Prosecution Service
CRC	crime-recording centre
CRRU	community and race relations unit

### **D**

DAG	diversity action group
DCC	deputy chief constable
DCI	detective chief inspector
DDA	Disability Discrimination Act



DfT                      Department for Transport

**E**

ECU                      economic crime unit

E-PINS                      intranet-based police information system

**F**

FHQ                      force headquarters

FIB                      force intelligence bureau

FIS                      force intelligence system

FOC                      freight operating company

FTB                      force training board

**H**

HMIC                      Her Majesty's Inspectorate of Constabulary

HMRC                      Her Majesty's Revenue and Customs

HOLMES                      Home Office Large Major Enquiry System

HR                      human resources

**I**

IAG                      independent advisory group

ICT                      information and communication technology

IM                      information management

IPLDP                      Initial Police Learning and Development Programme

IT                      information technology

**J**

JAS                      justice administration system

**M**

MAPPA	multi-agency public protection arrangements
MCU	major crime unit
MICC	management information and communication centre
MPS	Metropolitan Police Service

## **N**

NAFIS	National Automatic Fingerprint Identification Service
NCHS	National Call-Handling Standards
NCPE	National Centre for Policing Excellence
NCRS	National Crime Recording Standard
NIM	National Intelligence Model
NSPIS	National Strategy for Police Information Systems
NVQ	National Vocational Qualification

## **O**

Osman	Osman v UK (1999) 1 FLR 193, where the court established that in certain circumstances the state has a positive obligation to take preventive measures to protect an individual who is at risk from the criminal activities of others
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## **P**

PCSOs	police community support officers
PDR	performance development review
PIP	professionalising the investigative process
PITO	Police Information and Technology Organisation
PMIP	process management improvement project
PMO	programme management office
PNC	Police National Computer
PND	penalty notice for disorder
POINTS	police information and tasking system
PPAF	policing performance assessment framework

PPO	persistent and prolific offender
PRDLDP	Police Race and Diversity Learning and Development Programme
PSU	police support unit
PYO	persistent young offender

**Q**

QoSC	quality of service commitment
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**R**

RES	race equality scheme
RIPA	Regulation of Investigatory Powers Act 2000

**S**

SBA	strategic business assessment
SIO	senior investigating officer
SMART	specific, measurable, achievable, realistic, timely
SNEN	single non-emergency number
SOCA	Serious Organised Crime Agency
SOCO	scene of crime officer
SOIT	sexual offence investigation trained
SSD	scientific support department
SWIM	scientific work improvement model

**T**

TOC	train operating company
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