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REPORT TO: Stakeholder Relations & Communications Strategy Committee
DATE: 20 July 2009
SUBJECT: Summary findings from the Victims of Crime Survey and Quality of Service Update
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1. PURPOSE OF PAPER

1.1. To provide members with a summary of the key findings of the 2008-09 Victims of Crime Survey and to highlight the key findings and any subsequent recommendations that have arisen from these findings.

2. BACKGROUND

2.1. The Victims of Crime Survey is an annual user satisfaction survey conducted with victims of theft, vehicle, violent and racial crimes (see Annex A for list of included offences). This survey is used operationally to target areas of disproportionately low satisfaction and allows BTP to compare satisfaction amongst victims of crime on the rail network with that used by Home Office forces (see Section 7). The survey is also used to measure performance against the Quality of Service (QoS) Policing Plan target, which for 2008-09 was that the overall satisfaction for victims of crime should be at least 80%. This target was achieved with a score of 80.3%.

3. METHODOLOGY

3.1. The survey was carried out using a telephone survey; 5,063 surveys were completed in total. Surveys were conducted between six to twelve weeks after the crime was reported to allow enough time for follow-up service from BTP. Respondents were drawn from a random sample of crime victims for the period of one calendar year (17 February 2008-14 February 2009) to facilitate an adequate sample base.

3.2. All victims of violent and racial crime receive an explanatory letter advising them of the possible



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telephone call, and provided with a contact number should they wish to opt out of the survey. This letter is both a courtesy in recognition of the possible sensitive nature of the crime, and is used as an attempt to increase response rates for the two victim types. It has proved successful, as response rates for these two crime types are substantially higher than for theft and vehicle.

- 3.3. Each survey is anonymous, unless the respondent allows their details to be returned with their responses. However, an indicator is used in all cases to identify both the crime type and the Area to aid in analysis.
- 3.4. A number of amendments have been made to the Victims of Crime Survey this year, some recommended by the Home Office, and some formulated by the Quality of Service team, all with the aim of improving the utility of the survey. The key change to note is a rewording of the final Overall Satisfaction question to: "We're aware that there may have been other individuals, agencies or organisations involved in your case other than BTP. But if you could think for the moment just about BTP, overall would you say you're satisfied, dissatisfied or neither with the service they provided?"
- 3.5. This change is in recognition of the fact that victims can at times struggle to differentiate between the service provided by BTP, and Train Operating Company (TOC) related issues (e.g. still no car park security), court outcomes and so on. This new wording aims to narrow the focus of the respondents, and hopefully reduce the number of "neither" responses (commonly given when the victim is satisfied with the service, but unhappy with outcome etc).

4. KEY FINDINGS

Breakdown by Area and Crime Type

- 4.1. Of the 5,063 victims who completed the survey, 52% were victims of theft, 14% were victims of vehicle crime, 27% were victims of violent crime and 7% were victims of racial crime. When compared to 2007-08 data, response figures remain similar for theft, vehicle and racial victims; whereas a larger number of victims of violent crimes have been surveyed during the 2008-09



performance year (cf. 22% 2007-08). Proportional samples of each crime type were allocated per Area with the aim of achieving a representative sample.

Victim satisfaction with BTP service

4.2. In total, 80% of victims were satisfied with the service provided by BTP, maintaining the same level of satisfaction achieved in 2007-08. Table 1 displays the percentage of victims satisfied with each part of the process, categorised by crime type and Area. It also details the percentage point change since 2007-08.

	Satisfaction with ease of contact	Satisfaction with initial police action	Satisfaction with follow up	Satisfaction with treatment	Satisfaction with overall service
Theft	92%	75%	78%	93%	80%
Vehicle	89%	67%	71%	91%	73%
Violent	91%	81%	79%	93%	83%
Racial	89%	83%	80%	92%	86%
London North	92%	70%	73%	93%	76%
London South	88%	69%	71%	92%	74%
London Underground	93%	83%	77%	95%	84%
North Western	91%	79%	80%	95%	84%
North Eastern	91%	79%	82%	95%	84%
Wales and Western	93%	76%	78%	94%	82%
Scottish	92%	82%	78%	96%	87%
FORCEWIDE	91%	76%	76%	94%	80%
% point change from 2007-08	+3%	+3%	+10%	+3%	-

Table 1 Victim satisfaction with service according to crime type and Area

4.3. Improvement can be seen across four of the five indicators, but particularly in the aspect of follow up. These are encouraging figures, and reflect the effectiveness of QoS and Area



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initiatives introduced over the past performance year. Follow up remains a key area of focus for BTP, and work continues to address this. Details of QoS ongoing plans to improve follow up within BTP are detailed in Section 0 of the report. However, overall satisfaction has remained at 80%, and BTP will continue to work to identify the reasons why this has not risen in conjunction with other satisfaction indicators.

- 4.4. Satisfaction for victims of theft has reduced compared to last performance year, although it still remains on target. This is partly attributable to the reallocation of cycle crime to theft, from vehicle. This also goes some way to explaining this increase in satisfaction for victims of vehicle crime, although by a larger percentage (five percentage point increase compared to three percentage point decrease in theft). Satisfaction for victims of violent and racial crimes has increased by three and five percentage points respectively.
- 4.5. Wales and Western Area has made great efforts to improve their quality of service provision (details of their initiatives can be found in Section 0), and this is reflected in an increase of five percentage points in the overall satisfaction score from 2007-08.

5. FURTHER ISSUES

- 5.1. An in-depth analysis of the full data set highlights a number of further issues of which BTP need be aware. Provided below are key points of interest for each indicator, broken down by Area and crime type where relevant.

The relationship between satisfaction, Area and crime type

- 5.2. For the three key indicators of initial police actions, follow and overall satisfaction, both the crime type experienced and the Area from which the victim receives a service have a significant relationship on their satisfaction. This issue has been recognised by BTP, and work continues to ensure that poorer performing Areas are provided with guidance on how to provide a better service, whilst the reported service issues identified by victims of specific crime types have been discussed with Areas and action taken to rectify (see Section 7.5).



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- 5.3. For overall satisfaction, there is a significant difference between the satisfaction for victims of vehicle and the victims of the other three crime types. There is also significant difference between the satisfaction for victims of theft compared to victims of violent and racial crime types.

Reassurance

- 5.4. Victims' feelings of reassurance significantly differ across the four crime types: vehicle crime victims are the least reassured (63%), whilst violent crime victims represent the highest level of being fully reassured (80%). There are two possible reasons for this: victims of different crimes may at times be provided with different standards of service; or the impact of these crimes differs for the victims, and this difference in impact is not recognised sufficiently by BTP and thus not acted upon. Across Areas, London South (67%) and London North (68%) have the lowest percentage of fully reassured victims, whilst Scotland (84%) and London Underground (80%) have the highest.
- 5.5. Encouragingly, only 4% of respondents felt BTP did not take the matter seriously, with vehicle crime respondents having the largest proportion.

CCTV

- 5.6. Victims who are dissatisfied with the service provided by BTP will frequently refer to CCTV. This is particularly associated with victims of theft and vehicle crimes. Victims were dissatisfied for a number of reasons: the length of time it can take to view footage (delays can occur when footage is requested from the relevant TOC); the lack of CCTV in operation, technical difficulties with CCTV footage; and a belief that the investigation was often too reliant on the success of the CCTV footage. Victims will often feel that BTP did not investigate the crime other than viewing CCTV.
- 5.7. However, a concerted effort has been made by Areas to ensure that officers are fully informing their victims on the limited powers that BTP hold in terms of quality of CCTV footage available, and explaining that CCTV is largely owned and controlled by the TOCs. This attempt to clarify ownership of and responsibility for CCTV has resulted in fewer instances of victims referring to



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CCTV as the main reason for their dissatisfaction with BTP during the final quarter of the performance year. However, Areas continue to pursue CCTV footage, and it is emphasised to victims that it is not an excuse for a lack of investigation into the incident from BTP.

Follow up

- 5.8. Victims will regularly state their reason for dissatisfaction as being a lack of follow up received from BTP. For example, the victim may state that they do not know what the current position of the investigation is, they are not aware of what actions have been taken by BTP or that initial contact was excellent but then it “fizzled out”. The importance of regular victim updates is a key element of the Victims Code of Practice. While CRIME records have shown reminders to the officers in charge of the investigation (OICs) to contact victims, this was not always taken up, resulting in victims being left unaware that any investigative actions are being taken, or have taken place.
- 5.9. Areas have placed an increased emphasis on ensuring that victims are provided with updates in accordance with Victims Code of Practice guidelines, and on highlighting the importance of this. Examples of this include the LN Area “Think 28-5-1” campaign, aide memoires produced for officers in WW area, and items in the LS weekly QoS bulletin. In addition, the Performance log produced by the QoS team should help to monitor follow up levels, and identify service failures in the future.

Insufficient investigative actions

- 5.10. On occasion, the investigative actions taken by BTP are not sufficient enough from the victims’ perspective. A number of victims of volume crime feel that BTP did not take their crime seriously because of its nature (victims believe BTP view it as minor crime), and feel that BTP therefore limit the number of actions taken.
- 5.11. On a more positive note, victims satisfied with the service provided by BTP have stated their reason for satisfaction was as a result of the number of actions taken, given the nature of the crime. However, this is only when the victim is provided with regular updates on the actions



being taken by BTP.

6. DEMOGRAPHICS

6.1. The key demographic findings in relation to levels of satisfaction are detailed in Table 2, along with evidence of the breakdown of crime types across demographic subgroups.

	Female	Male	BME	White	FORCEWIDE
% Theft within demographic subgroup	65%	45%	42%	55%	52%
% Vehicle within demographic subgroup	13%	14%	6%	16%	14%
% Violent within demographic subgroup	18%	33%	26%	28%	27%
% Racial within demographic subgroup	5%	8%	26%	2%	7%
Satisfaction with ease of contact	92%	91%	89%	92%	91%
Satisfaction with police action	77%	75%	77%	76%	76%
Satisfaction with follow up	77%	75%	74%	77%	76%
Satisfaction with treatment	94%	94%	93%	94%	94%
Satisfaction with overall service	84%	78%	80%	81%	80%

Table 2 Demographic breakdown across crime types and satisfaction indicators

6.2. The majority of respondents were male (63% male vs. 37% female), highlighting a widening gender imbalance when compared to last year (55% male vs. 45% female). However, in comparison to the total number of crimes recorded by BTP, we can see that a similar pattern emerges for 2008-09 (62% male vs. 38% female), demonstrating that the sample is representative of the victim population in terms of gender. The majority of respondents identified themselves as being White (79%), whilst 20% identified themselves as being from Black and Minority Ethnic Groups (BME), with the remainder (1%) choosing not to declare an ethnicity.

6.3. Whilst there are relatively equal gender proportions for vehicle and racial crime, a greater percentage of female respondents were victims of theft, whilst a greater percentage of male respondents were victims of violent crime.

6.4. Violent crime is the only crime type in which a relatively equal representation of ethnic groups is



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found. Perhaps unsurprisingly, a far higher percentage of BME victims were victims of racial crime, whilst a higher percentage of white respondents were victims of theft and vehicle crime.

- 6.5. There are few differences found in satisfaction rates, although six percent fewer males were satisfied overall. This gap is two percentage points larger than 2007-08, resulting from a slight increase in the percentage of females satisfied.
- 6.6. The majority of respondents (87%) were under the age of 55 years and the most common age group was 25-34 years (26%), followed by 16-24 years (23%). The least satisfied age group was 35-44 years, with 77% of respondents satisfied. The 65-74 age group had the greatest percentage of satisfied respondents (92%).
- 6.7. There is a higher level of satisfaction overall for rail staff (85%) in comparison to passengers (79%). In terms of individual crime types, rail staff represent greater levels of satisfaction when victims of racial crime (91% rail staff vs. 79% passengers). However, passengers represent higher levels of satisfaction when victims of theft crime (81% passengers vs. 75% rail staff).

7. COMPARISON TO OTHER FORCES

- 7.1. In Table 3, BTP scores are compared to those of Lancashire, Nottinghamshire, and Staffordshire, Forces comparable to BTP in terms of officer numbers and crime rates. However, comparisons to other Forces must be viewed cautiously, as direct comparisons are not possible owing to differences in the surveyed samples.
- 7.2. Firstly, Home Office forces survey victims of burglary, road traffic collisions, vehicle crime, violent crime and racial crime; BTP survey victims of theft, vehicle crime, violent crime and racial crime.
- 7.3. Secondly, when reporting results, Home Office forces apply equal weighting to each of the crime types. Results are not weighted within BTP. However, for the purposes of comparison, the following tables contain both weighted and unweighted data.



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7.4. Thirdly, Home Office data is presented excluding racial data, with racial data being presented separately. BTP do not present data in this way; however again for comparable purposes, it is done so below.

Force	Overall satisfaction excluding racial incidents	Overall satisfaction for racial incidents	Follow up satisfaction excluding racial incidents	Follow up for racial incidents	Initial actions satisfaction excluding racial incidents	Initial actions for racial incidents
Lancashire	84%	78%	72%	76%	84%	81%
Nottinghamshire	78%	71%	58%	58%	76%	69%
Staffordshire	89%	79%	74%	75%	90%	77%
BTP (weighted)	79%	N/A	76%	N/A	74%	N/A
BTP (unweighted)	80%	86%	77%	80%	75%	84%

Table 3 User satisfaction scores: BTP versus Home Office forces

7.5. As can be seen in Table 3, for overall satisfaction, BTP's weighted score (excluding racial) is not as high as that of Lancashire or Staffordshire, although BTP performance (both weighted and unweighted) is better than Nottinghamshire. However the satisfaction for racial victims is higher for BTP than for the other three forces. Encouragingly, BTP score higher on follow up, an aspect of service BTP has been working hard on for the past year. However, satisfaction with initial actions taken remains significantly lower for BTP than for both Lancashire and Staffordshire, which perhaps suggests why BTP is not scoring as highly overall in comparison. BTP outperforms Nottinghamshire across all aspects of service, except for satisfaction with initial actions (excluding racial incidents), which is marginally lower.

8. HIGHLIGHTS OF THE YEAR AND ONGOING WORK

8.1. There has been improved performance in the aspect of follow up, which at 76% is ten



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percentage points higher than at the end of 2007-08. This has been an aspect much focussed on by BTP over the past 12 months, with the following departmental and Area improvements being made.

8.2. The FHQ QoS team has continued to develop Area relationships, and worked to improve the products provided to Areas, with the aim of providing more in-depth analysis and performance information:

- **CRIME reports:** At the beginning of the performance year it was recognised that Areas would benefit from a monthly in-depth analysis of the verbatim comments made by non-satisfied victims. Over the course of the year this has developed into an analytical report whereby the victim's comments are compared to the progress as recorded on the BTP CRIME system, to enable identification of possible reasons for service failure. This report has proved very successful in highlighting common performance and perception issues that Areas can work to address. Two key aspects that have arisen from the use of these reports are: a greater understanding at supervisory level of the recurrent issues at police posts; and the drive for fuller and more accurate completion of Victim Actions on the CRIME reports, particularly on Scottish Area, where traditionally victim tasks were rarely noted
- **Bespoke Area analyses:** The team regularly responds to requests for additional and bespoke data. Data is produced monthly for Areas, and has enabled identification of good- and poor-performing police posts, specific crime types that need additional focus, and the disparity between victims of crimes that have been screened in versus those screened out. This has led to London North and London South reviewing their crime screening policy, and ensuring victims of surveyed crimes are subject to the minimum standards of investigation. This has resulted in an increase in the percentage of overall satisfied victims on these Areas over the recent quarter (April-June 2009), seeing 86% satisfaction for LN, and 85% for LS. This is an improvement on the same quarter last year, where performance stood at 82% and 74% respectively
- **Performance log:** The QoS Performance Log is a tool to facilitate identification of officers who are providing a consistently high quality of service, as well as officers who may need additional support. For the former, the QoS team provide both a list of officers named



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specifically by the victims, plus the Crime Reference Numbers (CRN) associated with these victims. For the latter, the QoS team provide to Areas the CRNs of victims who, in the opinion of the team, have received a poor level of service. In both cases, the Areas will take responsibility for viewing the CRIME records and identifying OICs

- **Good practice database:** The QoS Good Practice Database captures QoS-related practices and initiatives, recording details of the purpose and anticipated outcomes. The introduction and implementation of any initiatives will be monitored against Area performance. Areas are encouraged to await the outcomes of any trials prior to implementation in their own Areas. It is the intention to host the Database on the intranet, to enable viewing access Forcewide
- **Area engagement:** the relationship with Area SPOCs has developed over the past year, with a QoS representative attending Area boards and workshops. The second QoS workshop, held in June, was attended by Area SPOCs, and provided a forum for discussion of performance and the sharing of new ideas.

8.3. Areas have worked to make a number of improvements to their management of victims. In particular:

- **Wales and Western** has made a concerted effort to raise the profile of QoS, through road shows and a continued emphasis on the delivery of a high quality service. These improvements have resulted in the ongoing increase in performance over the latter half of the year (84% overall satisfaction October 2008 to March 2009 compared to 77% for the same period 2007-08)
- **London North** has implemented five sector crime co-ordinators who provide initial victim contact and have helped to consolidate the victim focus on LN. The Area has also recently established a project team, to drive up its QoS performance. Recognising the need for cultural change around the way victims are dealt with, the team will meet on a monthly basis, from now until April 2010, to discuss performance and implement initiatives. Recently, the Area has included a mandatory IPA objective for all officers and staff which seeks "To improve Quality of Service arrangements and in particular to ensure that there is a good standard of victim liaison in order to assist London North achieve an 80%+ victim



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satisfaction level for the Policing Year 2009-2010.” The Area is continuing to raise the profile of QoS through their “Think 28-5-1” campaign, which reminds frontline and supervisory officers of the victim contact requirements of the Victim’ Code of Practice. Finally, the Area has set up victim liaison training to be delivered by London Victim Support to enhance the communication skills of its staff and officers

- **London South** has introduced a number of QoS SPOCs and victim care managers across the Area, and has particularly focussed resources on enhancing the service provided to theft and vehicle victims, with the result that overall satisfaction has improved for both crime types during the final quarter of the performance year (theft achieving 77% compared to the annual score of 73%, and vehicle achieving 74% compared to the annual score of 66%); this contributed towards LS Area achieving 80% overall during the quarter. Quarterly QoS review meetings have been scheduled, at which all relevant Area staff and officers meet to review performance and discuss best practice
- **North Eastern** Area runs crime clinics at police posts, at which the QoS Area SPOC discusses victim management and QoS, focussing particularly on performance and areas for improvement. Whilst victim issues and frustrations are highlighted and discussed, there is a strong emphasis on good performance and providing positive feedback. The aim is to promote and highlight good performance, so the names of officers who have received exceptional feedback (i.e. where officers have provided a service beyond what is expected) are provided to the Senior Management Team for recognition
- **Scottish Area** has nominated an officer to cover victim care issues, in the absence of funding for a Victim Care Manager. This is in response to the Area Commander insisting that QoS remains high on the Area agenda. The Area is looking at introducing a two day training course for supervisors incorporating a victim focus, and covering crime management and performance review issues. It has also started a refresher course for officers who have been with the force for over ten years. Finally, the Area is continuing its drive to ensure OICs of investigations regularly place updates on the CRIME system.

9. CONCLUSIONS

9.1. Victim satisfaction for 2008-09 has improved in several key areas, but particularly in that of



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follow up. The QoS team continues to emphasise the importance of this key performance indicator across all Areas, and results indicate significant improvements to the level of follow provided to victims during the 2008-09 survey year as compared to previous years.

- 9.2. Areas that traditionally perform poorly on QoS continue to introduce several initiatives aimed at improving their performance, with positive improvements being evidenced over the past six to nine months.
- 9.3. A closer working partnership with Area SPOCs through the use of regular meetings and workshops has created a forum for problem solving and for the development and implementation of QoS related initiatives.

10. RECOMMENDATIONS

- 10.1. The committee note the contents of this paper.