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REPORT TO: BTPA Policing Plan Working Group
DATE: 10 December 2010
SUBJECT: 2011-12 Policing Plan
SCT SPONSOR: Deputy Chief Constable
PURPOSE: FOR DISCUSSION
AUTHOR: Simon Peel

1. PURPOSE OF PAPER

- 1.1 To update the Policing Plan Working Group on progress to date on the development of the 2011-12 Policing Plan.
- 1.2 To present the draft Common targets currently under discussion by BTP's Senior Command Team.

2. BACKGROUND

- 2.1 The context for the 2011-12 Policing Plan will be extremely challenging, both operationally and organisationally. In addition to the substantial budget pressures and organisational changes that will be needed to make the required savings, significant operational challenges will remain, including ongoing work to reduce cable theft, deal with the terrorism threat and prepare for the 2012 Olympic and Paralympic Games.
 - 2.2 These challenges and pressures mean that there is a need to focus the 2011-12 Policing Plan targets on the most critical areas, and the areas where there is reasonable scope for further improvement, given the budget and resourcing constraints. As a result, and given the other factors described at sections 5.4 and 5.5 (such as BTP's success in achieving significant reductions over the last five years), a target for a further reduction in violent, sexual and robbery offences is not proposed. However, these offences would be carefully monitored and managed nonetheless and are also included within the overall notifiable offences reduction target under discussion.
 - 2.3 A variety of consultation has already been undertaken by both BTP and the BTPA to identify stakeholder views and priorities for the 2011-12 Policing Plan and the 2011-14 Strategic Plan. SDD conducted SWOT and PESTLE analysis as part of the work for the Strategic Review.
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This research included consultation with SCT, FMT, and frontline staff, and a thorough analysis of the external operating environment.

- 2.4 The BTPA stakeholder consultation event on 28 September sought stakeholder views on the shape of and priorities for the Policing and Strategic Plan. The BTPA suggested four possible strategic themes for consultation (reducing crime, reducing disruption, ensuring value for money and improving confidence). Attendees included a variety of TOC senior management, representatives from Network Rail, Passenger Focus, and BTPA and SCT members.
- 2.5 Further consultation has been held with ATOC, the BTP staff associations and Passenger Focus. Local stakeholder consultation is also underway, led by Area Commanders, and will be vital in ensuring a Policing Plan that reflects both Common and Area priorities, and in engaging industry and other stakeholders at a local level to gain buy in and drive effective partnership working.
- 2.6 The findings from the consultation and research to date have been fed into the development of the emerging themes, and draft Common targets, which are detailed below. Guidance and updates have also been provided to Area Commanders for their consultation on the development of Area Policing Plans.
- 2.7 SCT are currently discussing the exact detail of these targets and engaging with Area Commanders to understand both the levers available to BTP to influence the targets, and the risks associated with the adoption of each target, including the availability of accurate data.

3. EMERGING THEMES AND DEVELOPMENT TIMETABLE

Emerging themes

- 3.1 The stakeholders consulted at the September BTPA event fully supported the four strategic aims proposed (with only one minor amendment) and identified reducing disruption as the key priority. The themes agreed were as follows:
 - Reducing disruption (key priority)
 - Reducing crime
 - Improving value for money
 - Improving confidence
 - 3.2 These themes were discussed and agreed by the first meeting of the BTPA Policing Plan Working Group immediately following the stakeholder consultation event. The detailed feedback from the BTPA stakeholder consultation and the guidance from the Policing Plan Working Group has been used to inform the development of the draft Common targets.
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- 3.5 The principles that underpin the Policing Plan and Strategic Plan will build upon HMIC's proposed inspection approach to safeguarding service delivery in police forces by improving value for money (VfM) and productivity. Using the concept of public value it has identified four tests for 'safeguarding service' which it plans to use to inspect police forces:

First Test – Focus:

Has the force/authority aligned (re-structured) its workforce to broadly reflect the demand arising from its current priorities? This will entail ensuring that BTP's focus in the services it delivers is aligned to that of its stakeholders in order to retain their support and continue to provide public value.

Second Test – Utilisation:

Is the force deploying the resources it has allocated to best effect against these priorities?

Third Test – Control:

Is the force making full use of benchmarking and control systems to achieve better outcomes with the same resources?

Fourth Test – Improvement:

Has the authority/force developed a plan to generate greater effect with the resources it has in the future (e.g. by collaborating with partners)?

- 3.6 The operational targets within the Policing Plan will support these principles. Appropriate Focus will be ensured by targeting the crimes and incidents that matter most to stakeholders. Utilisation will be supported by sound Value for Money indicators and also by longer term organisational objectives. BTP's Control will be strengthened by the increased analysis of operational performance in line with the Industry's priorities, for example, by using Industry data sources, such as lost minutes and value. This new common currency will promote greater partnership working together with an understanding of the costs associated with BTP's contribution to keeping the network running. In terms of Improvement, resource and demand analysis, current availability analysis, shift optimisation and deployment planning will be utilised deliver the policing plan objectives.

Timetable - Policing Plan development

- 3.7 The remaining key dates in the development of the Policing Plan are as follows:
- **December** - Second BTPA Policing Plan Working Group – review of draft Common targets and verbal update on local consultation and development of Area Policing Plans



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- **January** – Submission of draft Area targets to SDD, feedback from Area Commanders at FMT on consultation process and findings, and Challenge Panels chaired by DCC to review draft Area targets
- **February** – Final BTPA Policing Plan Working Group – review of draft Area targets and approval of Common / Area Policing Plan targets for submission to March BTPA meeting
- **March** – BTPA review / sign off of Policing Plan.

4. DRAFT COMMON TARGETS – REDUCING DISRUPTION RELATED CRIME

Background and overview of Network Rail data

- 4.1 Reducing disruption was identified by the stakeholder consultation as a key priority and it is proposed that a Common Policing Plan target is set to reflect this. A Common target would be best suited to reducing those types of crime or incidents which cause disruption and which BTP can have an impact on. These are fatalities, cable theft, vandalism and theft, trespass and level crossing related incidents. The analysis in sections 4.6 to 4.14 shows that there are generally good correlations between the BTP data (disruption related offences and fatalities) and the minutes lost tracked by the Network Rail data. This means that a reduction in disruption related offences should drive a reduction in disruption in terms of minutes lost.
- 4.2 In terms of specifically targeting disruption at strategic locations or routes, this would be most appropriately targeted by Problem Solving Plans between Areas and relevant stakeholders, such as Network Rail and Train Operating Companies. There would need to be a commitment by stakeholders that they would work with Area to reduce disruption in these instances. Areas have been given direction to pursue increased partnership working targets wherever possible.
- 4.3 Network Rail data shows that total minutes lost (all disruption) have remained broadly constant since 2007-08, with a total of between 2.28 million and 2.40 million minutes lost each year. During the first six months of 2010-11 (i.e. from April to September), 1.18 million minutes were lost; at this rate, a projected total minutes lost would be 2.36 million for 2010-11.
- 4.4 SDD has worked with Network Rail to identify the categories of disruption that are relevant to BTP, and to separate these from disruption caused by other issues (e.g. engineering work or trains breaking down). These categories are used by the BTPA Performance Monitoring Group in the Performance dashboard that has been developed for the Group. Total minutes lost for the sum of these five categories has mirrored total minutes lost (all disruption), remaining broadly constant since 2007-08.
- 4.5 The minutes lost for these categories since 2007-08 are detailed in the table below, with total minutes lost (which includes disruption caused by these other issues outside BTP's control):

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	2007-2008	2008-2009	2009-2010	2010-2011 YTD	Q1 2010-2011 (1 April - 30 June)	Q2 2010-2011 (1 July - 30 Sept)
Total Minutes lost (all disruption recorded by Network Rail))	2,396,293	2,366,651	2,280,373	1,188,113 (1 April-18 Sept 2010)	621,396 (1 April-26 June 2010)	566,717 (27 June-18 Sept 2010)
Minutes lost through fatalities/injuries caused by being hit by train	404,149	491,486	550,584	216,935 (1 April-18 Sept 2010)	118,025 (1 April-26 June 2010)	98,910 (27 June-18 Sept 2010)
Minutes lost through cable vandalism / theft	347,968	379,891	439,378	259,180 (1 April-18 Sept 2010)	155,786 (1 April-26 June 2010)	103,394 (27 June-18 Sept 2010)
Minutes lost through vandalism/theft (including the placing of objects on the line)	321,055	335,282	234,739	136,446 (1 April-18 Sept 2010)	81,305 (1 April-26 June 2010)	55,141 (27 June-18 Sept 2010)
Minutes lost through trespass	352,222	376,505	294,857	216,903 (1 April-18 Sept 2010)	103,489 (1 April-26 June 2010)	113,415 (27 June-18 Sept 2010)
Minutes lost through level crossing incidents and misuse	76,534	79,754	64,979	39,956 (1 April-18 Sept 2010)	14,409 (1 April-26 June 2010)	25,547 (27 June-18 Sept 2010)
Total Minutes lost (sum of individual categories)	1,501,928	1,662,918	1,584,537	869,420	473,014	396,407

4.6 Data Analysis – Network Rail and BTP data

SDD has conducted research and analysis to identify the most appropriate BTP data corresponding to each of the five individual disruption categories in the table above and to determine what correlation exists (if any) between the Network Rail disruption data and BTP data.

4.7 This work included identification and mapping of the most appropriate crime BTP codes (and fatality data) for each category of disruption. The offences selected were based on standard definitions where possible (including those already used for Policing Plan targets where appropriate) but were modified to ensure that they reflected only offences that caused disruption.

4.8 The graphs attached at Appendix A (Appendices A1 to A5) plot the Network Rail disruption data period by period against the identified BTP data.

4.9 Appendix A1 shows that there was a reasonable correlation between **cable related offences** and cable related disruption up until early 2009-10. Since then, there have been a number of significant increases in cable related disruption at times when cable related offences have actually been decreasing, and lower levels of disruption when cable related offences have been increasing (for example at the end of 2009-10).

4.10 There has generally been a good correlation between **criminal damage** offences and minutes lost through criminal damage (see Appendix A2), with the two data sets following very similar

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patterns. Over the period as a whole, criminal damage offences fell approximately 50%, while disruption fell by around 35%, and rises in offences were generally associated with proportionately lower rises in disruption. A similar relationship is also observed for **level crossing offences** (Appendix A4).

- 4.11 Conversely, while there was also a good correlation for **fatalities** (see Appendix A3), in this case, the number of fatalities appears to have an exaggerated effect on the disruption caused – in other words, a given percentage increase in the number of fatalities is linked to a much greater increase in disruption in percentage terms – and hence much larger spikes and troughs are observed for minutes lost than for the number of fatalities.
- 4.12 Appendix A5 shows the relationship between **trespass** offences and equivalent disruption is extremely close, with an almost 1:1 link since 2007-08 (with only one or two minor exceptions).
- 4.13 Finally, Appendix A6 shows a good correlation between disruption related offences (fatalities are also included on a separate line) and the related minutes lost. Interestingly, this graph indicates a level of seasonality for these disruption offences, when viewed together, with a peak around February / March in each of the last four years. Although the total minutes lost follow a similar pattern every year, the effect is not so pronounced. This is likely accounted for by the effects seen for criminal damage and level crossing offences (see section 4.9).
- 4.14 Overall, the analysis shows that there are generally good correlations between the relevant BTP data and the disruption / minutes lost for the relevant Network Rail categories.

Development of data

- 4.15 BTP has undertaken a significant amount of work, in consultation with Network Rail, to obtain accurate and meaningful disruption data. It is important that Network Rail data can be broken down by BTP Area, and by location, with a reasonable degree of accuracy, to enable effective performance management.
 - 4.16 SDD has visited Network Rail and conducted a range of follow-up activity, including continual dialogue with Network Rail, refinement of the data, and liaison with BTP's Force Intelligence Bureau, in order to progress this.
 - 4.17 There are essentially two fields within Network Rail's performance data that relate to location; the section name and the location description. The section name provides details of either the section of the route where the incident occurred or a rough location, while the location description field provides whatever more specific information is available on the exact location.
 - 4.18 The information with the location description field varies a great deal; it may be a three letter code, an eight or nine letter code, the name of a specific location, an abbreviation of a specific
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location, a description or abbreviation of the route section already provided by the section name field, or it may be blank.

- 4.19 SDD has worked with Network Rail to clean the data in this field as far as possible. Where three letter codes are used, it has been possible to identify the respective locations through a lookup table provided by Network Rail. However, a large proportion of the data remains either as eight or nine letter codes, or in the other formats described above, and it has not been possible to refine this further to date.
- 4.20 SDD has also asked whether Network Rail holds, or could provide separate 'eastings and northings' data (standard six digit grid references) for these incidents so that BTP could map the data itself. Network Rail has not been able to provide this for the data concerned so far, as exact location data is held separately in its operational, rather than performance system, and the data from the two cannot easily be matched across.
- 4.21 Network Rail has also indicated that (even if eastings and northings were available) the location data in the two fields described would not support this level of accuracy, and that there is often a significant margin of error even in the location specified in the location field (they have indicated that this may be plus or minus 10 to 20 miles).
- 4.22 SDD is currently liaising with alternative contacts identified through further consultation with Network Rail Route Directors and Virgin trains to resolve these issues and to find a way of setting a target based on Network Rail data. The DCC has also written to Robin Gisby to ask for support.

5. DRAFT COMMON TARGETS - OTHER TARGETS

Reduce notifiable offences (reducing crime and improving confidence)

- 5.1 There has been clear feedback from BTP's stakeholders that they would like BTP to focus on reducing crime (and specifically those that directly impact on people). In addition, the Home Secretary has made clear that she wants the police to focus on this one target alone (reducing crime) and has removed all other Home Office police targets to that effect.
- 5.2 BTP achieved a reduction of over 26% for notifiable offences between 2005-06 and 2009-10 while also improving the detection rate for these offences by 10 percentage points to 28% over the same period (excluding 'police generated offences' as per the existing 2010-11 Policing Plan target), and achieving a further reduction in the year to date compared to the same period last year. Appendix B1 demonstrates these improvements.
- 5.3 The level of notifiable offences is also a driver of public and industry confidence, particularly through the publication of regular and annual statistics and the associated media coverage. A



target for a further reduction in notifiable offences (excl. police generated offences) is proposed for 2011-12.

- 5.4 A target for reducing Violent, Sexual and Robbery offences was initially considered, given their particular impact on people. However, BTP has achieved significant reductions in these offences over the last five years (i.e. between 2005-06 and 2009-10), as well as a substantial and sustained reduction in notifiable offences as a whole. Robbery offences fell 69% over the period, while violence against the person fell 17%, sexual offences fell by 9%; these equate to a reduction of 43% over the same period for serious violent offences as a whole. Appendix B2 demonstrates this reduction, and an increase of around 10 percentage points for these offences over the period (to 48% in 2009-10).
- 5.5 In the year to date, there have been 2,529 serious violent, sexual and robbery offences; this equates to just over 300 per month across England Wales and Scotland combined, or between one and two offences per day per Area. Consultation with Area Commanders indicated that they felt strongly that further reductions would be extremely difficult to achieve, given the sustained reductions in recent years, the general lack of particular hotspots for these offences, and the significant budget pressures that BTP will be facing next year.
- 5.6 A target for reducing violent, sexual and robbery offences is therefore not proposed, although it should be noted that all these offences would be included in the notifiable offences reduction target proposed, and would be carefully monitored and managed in this respect in any case.
- Reduce staff assaults (reducing crime, improving confidence)**
- 5.7 Staff assaults have a significant impact on railway staff and on both their levels of confidence and their fear of crime. Findings to date from BTP's current Rail Staff survey show that reducing assaults remains a key priority for rail staff, and such a target would clearly fit well with identified priority of reducing crimes that have a direct impact on people.
- 5.8 As shown on Appendix B3, BTP has made continual progress in both reducing staff assaults and in improving detection rates, with a 12% reduction in assaults between 2005-06 and 2009-10 and an 11% increase in the detection rate in the same period (to 53% in 2009-10). There have been 1,865 offences recorded in the year to date; this is a further reduction of 4% compared to the same period last year. A reduction target for staff assaults could therefore be set for 2011-12.
- Increase detections for staff related aggression (reducing crime, improving confidence)**
- 5.9 Staff related aggression is the top priority identified by rail staff in the findings to date from the current Rail Staff survey. Over 80% of respondents reported that they were worried about verbal abuse. Wales and Western Area introduced a detection rate target based on these lower level offences in its 2010-11 Policing Plan, which has been well received.



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- 5.10 BTP has increased the detection rate for these offences by 14% between 2006-07 and 2009-10 (to 51% in 2009-10). The data period selected for these offences has been adjusted to start at 2006-07 as a number of offences were not captured under staff assaults in 2005-06 due to the victim category often being recorded as 'contractor' rather than 'staff' (this was corrected in 2006-07).
- 5.11 Over the same period, offences rose by 50% to 3,854 offences in 2009-10. This data is reflected in Appendix B4. Part of this increase is due to BTP's increased focus on this type of lower level offence and its partnership work with the rail industry to encourage rail staff members to report these offences.
- 5.12 In addition, BTP has provided a great deal of conflict management training to rail staff; feedback from Areas indicates that this training has been successful in that rail staff have been able to contain difficult situations more effectively, resulting in few physical assaults, but more instances of verbal abuse being recorded. Feedback from Areas has also indicated that increased revenue protection activity from the industry may have contributed to this increase (North Western Area highlighted the specific example of increased gating at stations on the Merseyrail network).
- 5.13 Due to the factors highlighted above, a target for increasing detections, rather than reducing offences, for staff related aggression would be most appropriate.
- Reducing incidents of Anti-Social Behaviour (Increasing confidence, reducing crime)**
- 5.14 Anti-Social Behaviour is widely recognised as a key driver of confidence. It has also consistently been cited as the top priority for BTP by passengers, through the National Passenger Survey. Sir Dennis O'Connor's recent report, Stop the Rot, reviewed Anti-Social Behaviour and police responses in recent years. It concluded that more could and should be done by the police to intervene and to provide a visible presence to deter such behaviour.
- 5.15 BTP achieved a reduction of 20% in recorded offences between 2005-06 and 2009-10, while also increasing the detection rate by 23 percentage points (to 67% in 2009-10). This is reflected in the graph at Appendix B5. Anti-social behaviour in the evening or at night also has a disproportionate effect on confidence and the fear of crime, as passengers and staff often feel more vulnerable at these times.
- 5.16 BTP is continuing to work hard to align resources with demand (particularly with respect to anti-social behaviour) and monitors this on a monthly basis through the Force management Team meeting.
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5.17 Given the recent achievements in increasing detections and reducing offences, there is a risk that to set a target to further increase detections could result in officers focusing on the types of behaviour which would not normally warrant police action. BTP is therefore currently assessing the accuracy and availability of NSPIS Command and Control incident data with a view to setting a reduction target for 2011-12. This target, as well as focusing on reducing the type of crime which has a disproportionate effect on confidence, would also encourage Areas to maximise the visibility of their officers as this is a key method of preventing ASB from occurring.

Increasing Visibility after 8 p.m. (Increasing confidence, reducing crime)

5.18 Police visibility is also widely recognised as a key driver of public confidence in the police and in reducing the fear of crime. As noted above, BTP is continually working to improve the alignment of resources with demand, and specifically to increase visibility and activity after 8 p.m. The findings from BTP's Rail Staff survey to date also show that a large majority of rail staff feel that a BTP presence is most important in the evening and into the early hours on Friday and Saturday and in the evening from Sunday to Thursday.

5.19 In order to drive improvements in confidence, support reductions in crime and increase detections for Anti-Social Behaviour after 8 p.m., there are two possible targets:

- An increase in the percentage of NPT and response units on duty after 8 p.m. (as a proportion of the total hours worked by those teams)
- An increase in the percentage of NPT and response units on duty after 8 p.m. (as a proportion of the total hours worked by all operational Area resources)

5.20 In order to establish the baseline position and report on progress against these targets, a significant amount of work is needed to code all relevant reliefs within the Duty Management System (DMS). This work is underway and is being progressed as quickly as possible. Early indications are that the percentage of hours worked by NPT and response teams on London North Area after 8 p.m. (based on Constables and Sergeants only so far) is around 22% of total hours worked by those teams.

Sickness (Improving Value for Money)

5.21 BTP has had a robust and sustained focus on reducing sickness in recent years, and has reduced total sickness days considerably from 2007-08, when days lost were regularly at or around one day per employee per month, to almost half that in the year to date, with an average of around 0.6 days per person per month (see Appendix B6). In 2009-10, BTP employees had an average of 7.7 days sickness per person; this compares favourably to a public sector average of 9.7 days per person in 2009 for the public sector (source: CIPD).



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- 5.2 Reducing sickness and keeping it low is a key element of ensuring that BTP continues to improve value for money provided to its stakeholders. A target of less than eight days sickness per employee (or a reduction on sickness in 2010-11, whichever is the lower) is therefore proposed for 2011-12.

6. AREA POLICING PLAN DEVELOPMENT

- 6.1 Area Commanders have been kept informed on the emerging themes and the development of the Common targets. The guidance sent out has asked that the development of Area Policing Plans reflect both local priorities and the four themes emerging from the BTPA stakeholder consultation as far as possible.
- 6.2 Area consultation with local stakeholders is underway and is progressing well. Area Commanders have held a number of individual and group meetings and conducted written consultation with TOC Managing Directors and other key stakeholders.

Partnership working

- 6.3 In addition to the four main themes emerging from the BTPA stakeholder consultation event in September, improved and increased partnership working was identified as a further priority to be pursued wherever possible.
- 6.4 Discussion at the November FMT meeting included debate on the best way to promote effective partnership working and to ensure buy in and accountability from all stakeholders. Building on the Scottish Service Response Agreement model and the successful use of Problem Solving Plan (PSP) targets by Areas in 2010-11 Area Policing Plans, the possibility of an increased use of PSP targets was discussed, where local stakeholders felt and agreed that this would be a helpful approach.
- 6.5 Early indications from Area Commanders are that many stakeholders have supported this approach, and that many Area Policing Plans may adopt this as their main focus for 2011-12. A verbal update, and further detail as required, will be provided to the meeting.

7. RECOMMENDATION

- 7.1 That members note the contents of this paper and provide feedback on the draft Common Policing Plan targets in Sections 4 and 5.

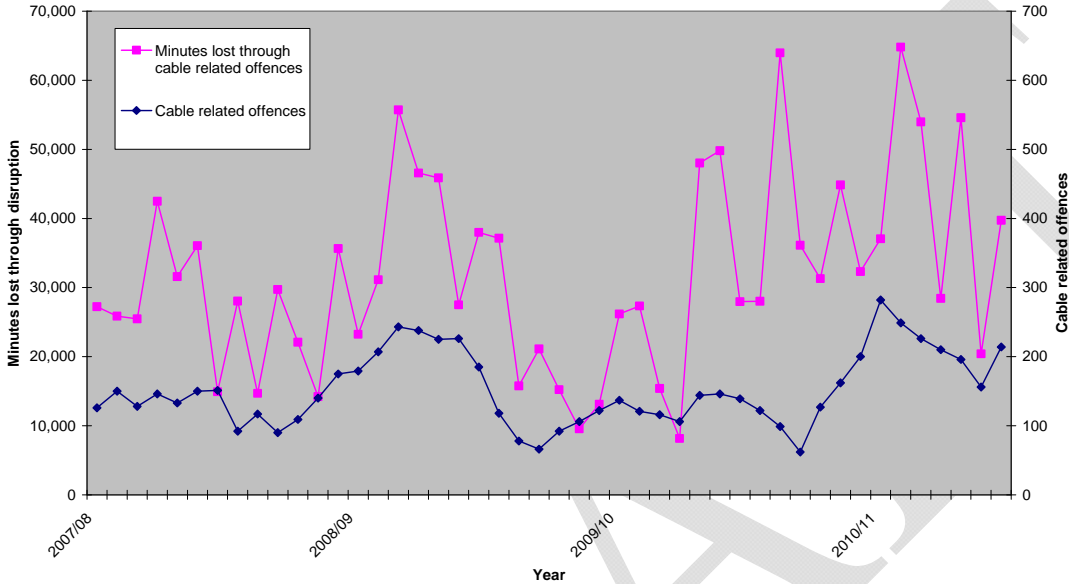


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Appendix A - Disruption target - Network Rail / BTP data comparisons

Appendix A1: Network Rail - BTP data comparison: Cable related offences



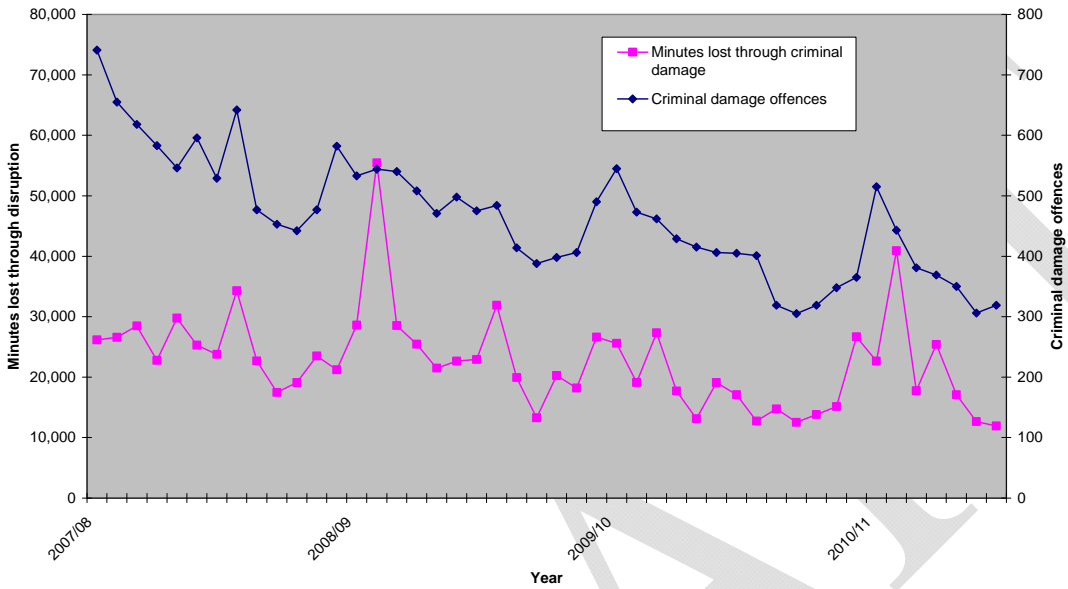
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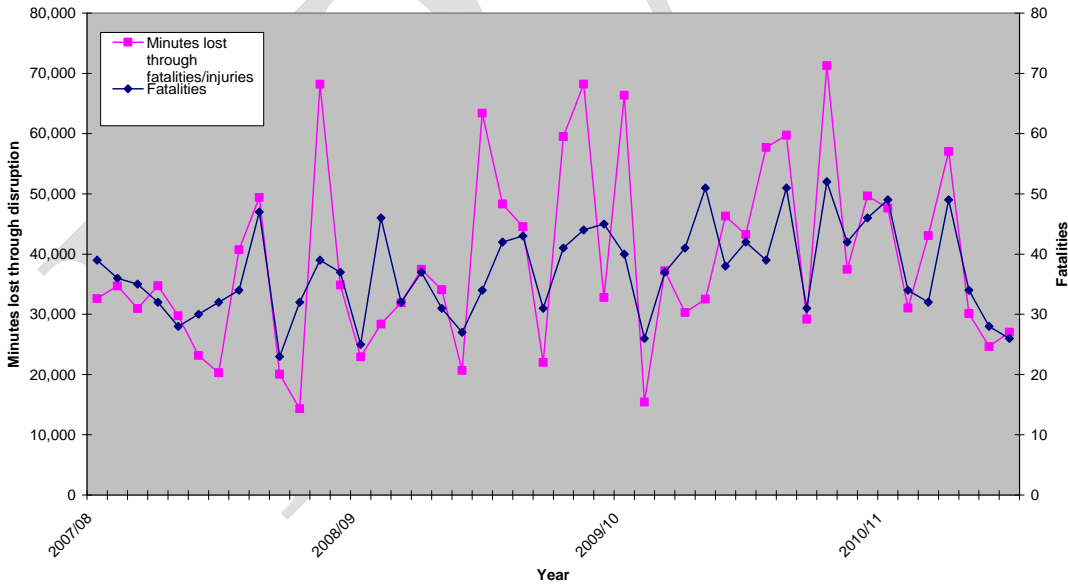
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Appendix A2: Network Rail - BTP data comparison: Criminal damage



Appendix A3: Network Rail - BTP data comparison: Fatalities

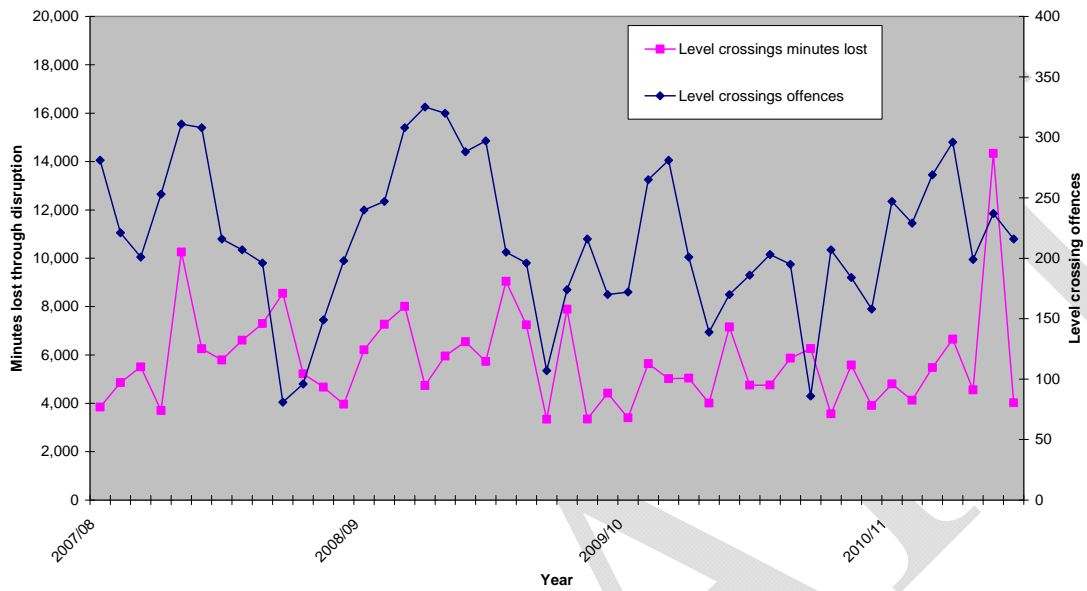




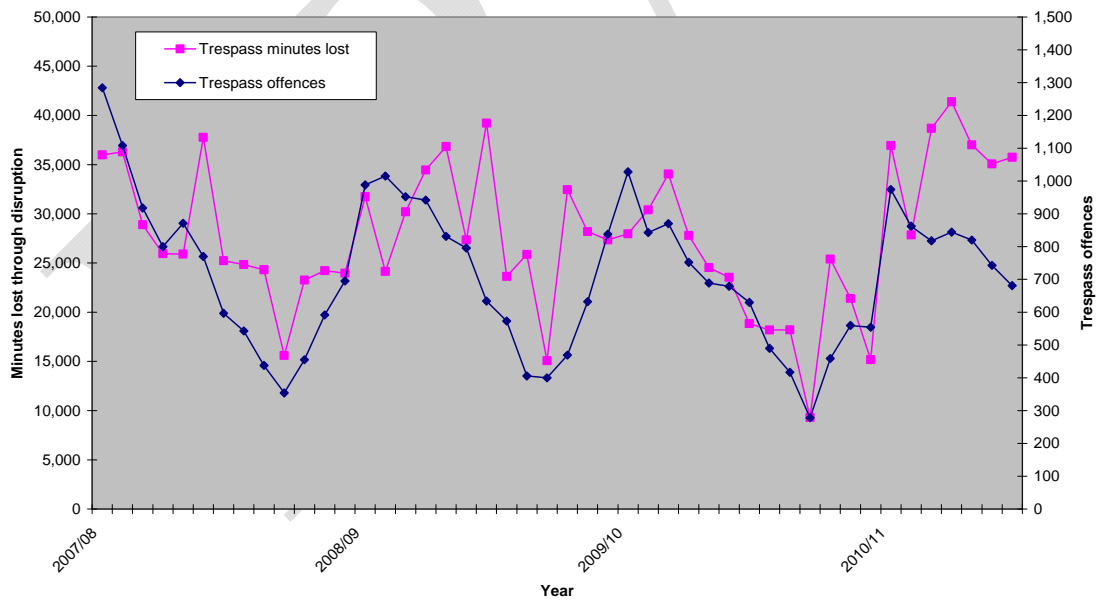
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Appendix A4: Network Rail - BTP data comparison: Level crossings



Appendix A5: Network Rail - BTP data comparison: Trespass

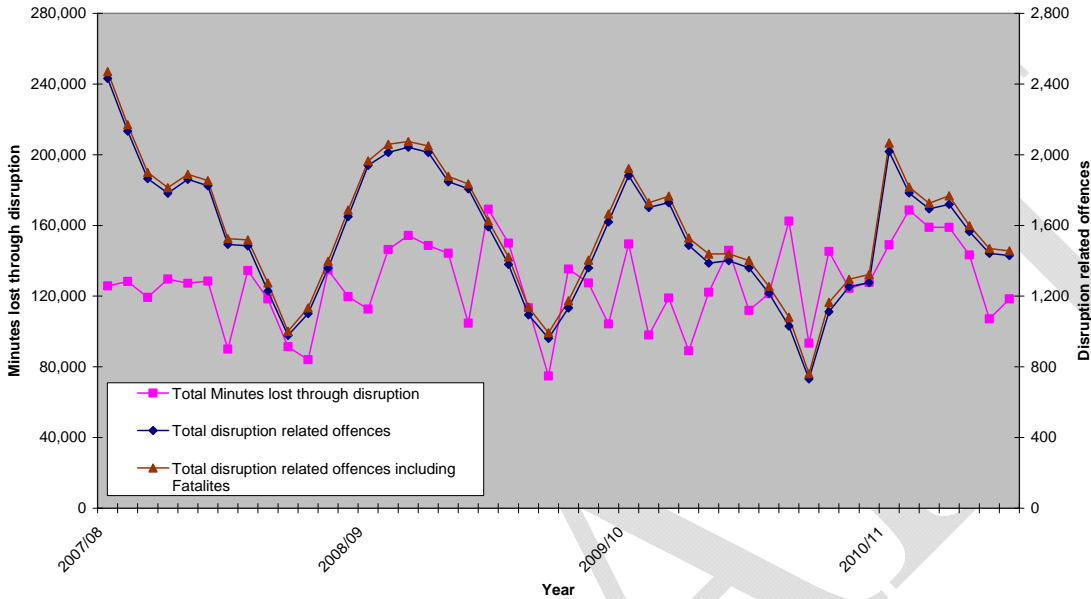




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Appendix A6: Network Rail - BTP data comparison: Total minutes lost (sum of individual categories)

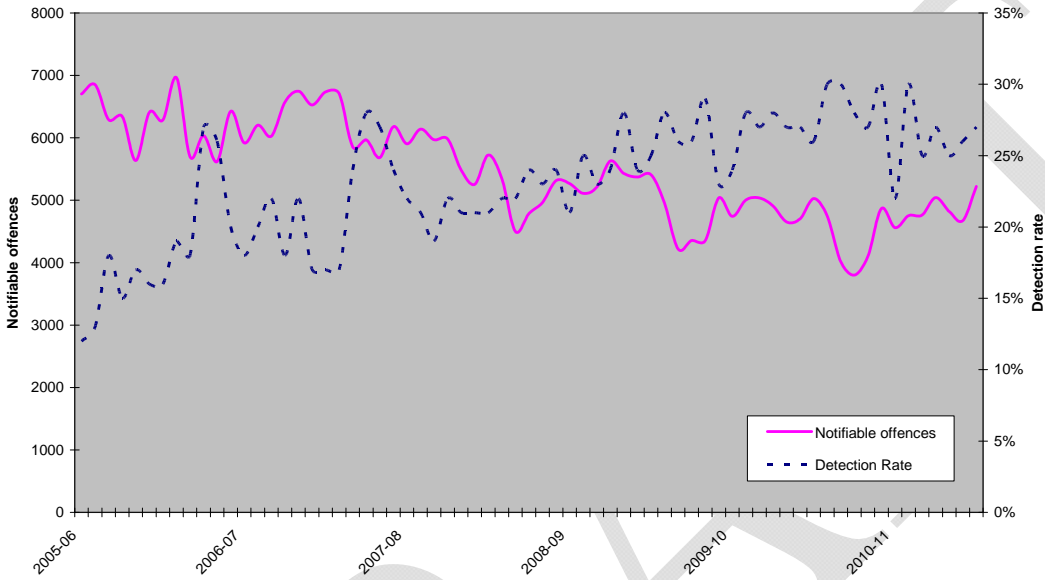


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Appendix B – Crime and sickness data 2005-06 to date

Appendix B1: Notifiable offences / detection rate (exc. police-generated), 2005-06 to Oct 2010-11

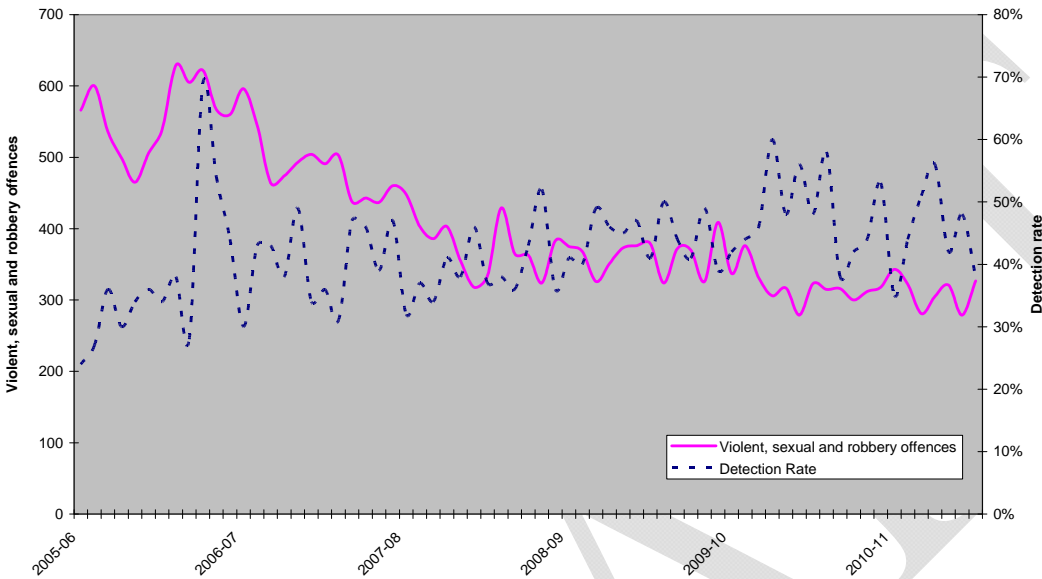




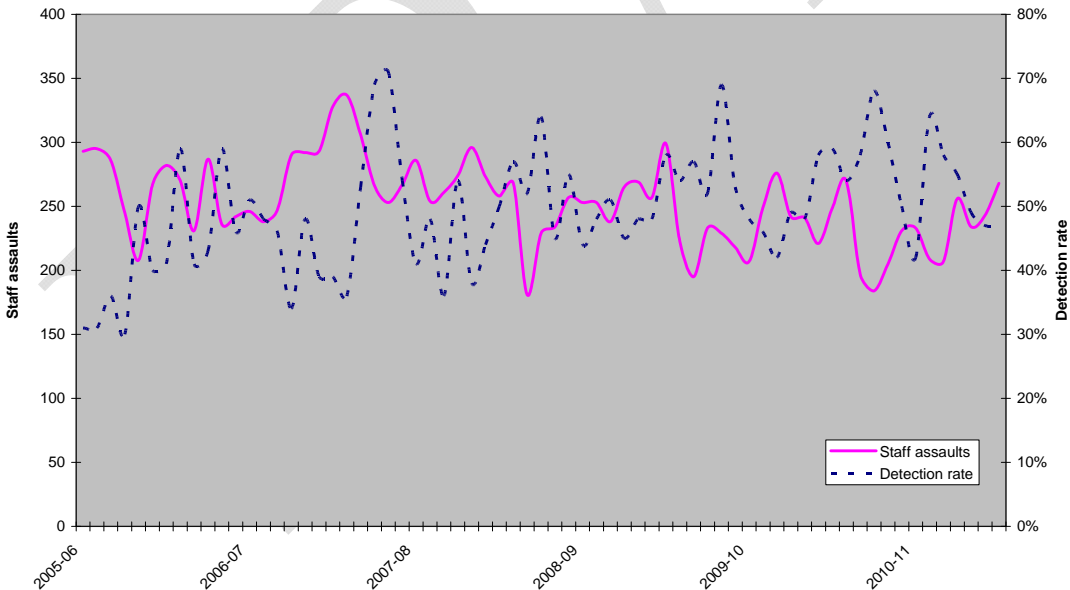
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Appendix B2: Violent, sexual and robbery offences and detection rate, 2005-06 to Oct 2010-11



Appendix B3: Staff assaults and detection rate, 2005-06 to Oct 2010-11

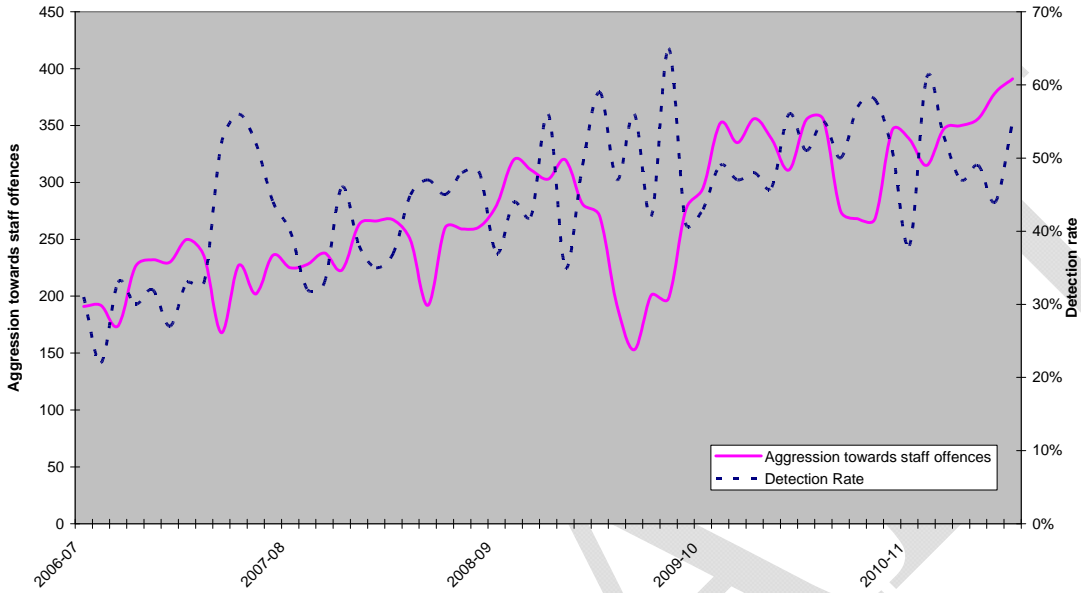




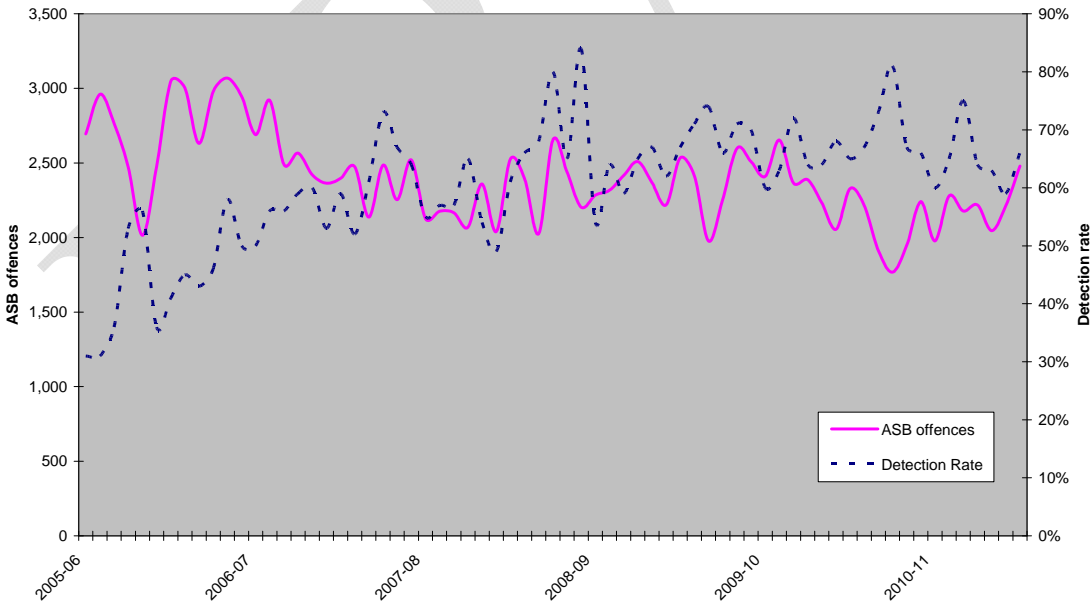
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Appendix B4: Aggression towards staff offences and detection rate, 2006-07 to Oct 2010-11

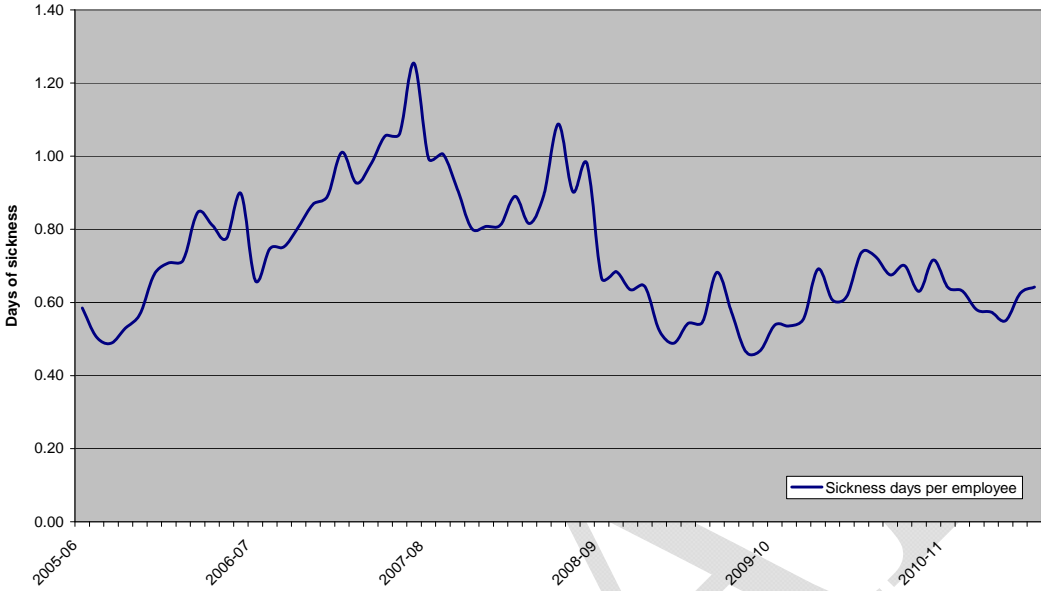


Appendix B5: ASB offences and detection rate, 2005-06 to Oct 2010-11





Appendix B6: Average no. sickness days taken per employee, 2005-06 to Oct 2010-11



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