

Report to: BTPA Policing Plan Working Group
Agenda item:
Date: 30 November 2012
Subject: 2013-14 Policing Plan – National targets
Sponsor: Deputy Chief Constable
For: Discussion / Decision

1. PURPOSE OF PAPER

- 1.1. This paper details BTP's proposed 2013-14 National Policing Plan targets for review and discussion by the BTPA Policing Plan Working Group, with an overview of the rationale for the targets proposed.

2. BACKGROUND

- 2.1 At the first Policing Plan Working Group meeting (4 October 2012) members agreed a direction of travel and discussed a range of possible National targets. The targets proposed in this paper reflect internal development work and consultation (including discussion at Service Excellence Board on 22 November 2012).

3. PLANNING CONTEXT

- 3.1 The context for the 2013-14 Policing Plan will be extremely challenging, both operationally and organisationally. The economic, political and economic environment will be complex and evolving. In particular, the policing and rail transport sectors are undergoing unprecedented transformation. The introduction of Police and Crime Commissioners and the implementation of the single Scottish Police Service will change the nature of UK policing and further the localism agenda which is prominent within current political thinking. Within the policing arena the police service's monopoly over the provision of security services is eroding and there are severe economic pressures being exerted by the Comprehensive Spending Review.
- 3.2 The railway industry is undergoing significant, long lasting, change with much longer-term franchises and fewer, more powerful, operators likely to emerge with combined

responsibility for train and track operation. Demand for BTP's services during this Policing Plan year and for at least the duration of the next Strategic Plan will increase as the economic imperative to keep the railway free from disruption becomes even more compelling due to the future growth of the network.

- 3.3 The increased demand for BTP's services will be compounded by the increasing use of social media in the criminal justice arena. There has been an exponential use of sites such as Facebook, Youtube and Twitter to report and expose criminal and antisocial behaviour by the public. BTP are implementing a system whereby members of the public are able to upload photographs and videos to the 'BTP Cloud' anonymously or by providing contact details with only the location of the photo or video being mandatory. It is expected that this method of contacting and reporting to the police will continue to grow in the future, further stretching resources.
- 3.4 Faced with this future, it is likely that a tipping point will soon be reached within where levels of crime and demand reach such a level that, in order to continue to provide an effective policing service to the railway, RPI-related budget settlements alone will not be enough. Therefore, throughout the period of this Plan, BTP will examine other ways of increasing the frontline resource within the current budget constraints through initiatives such as Operation Enterprise, the Corporate Resources Transformation Programme.
- 3.5 This Plan will also be the delivery plan for the first year of the new Strategic Plan. Although the detail of the new Strategic Plan is being finalised, at the BTPA Stakeholder event in September attendees endorsed the current Strategic Objectives as still relevant. Discussion around the new strategy has identified the need for BTP to continue to offer operational excellence and financial transparency, with the goal of becoming the automatic choice of police service provider even if there was no statutory requirement for operators to do so. It is in this context that the targets outlined below have been constructed.



4. PROPOSED NATIONAL TARGETS

KEEPING THE RAILWAY RUNNING

4.1 Reduce police-related disruption minutes from the 2012-13 figure

Reducing disruption is the number one priority that has been consistently identified by BTP's stakeholders and this will be the third year that it has been a specific Policing Plan target. It is also key to the McNulty agenda of improving the efficiency of the UK rail industry and is one of the key ways BTP can enable the wider industry to meet future challenges. BTP continues to work hard with partners and to allocate a great deal of resources to tackling the causes of disruption and reducing the impact on the industry and passengers.

The 2012-13 Plan contained a target to reduce disruption, in partnership, at key hotspot locations. This has been very successful, with disruption reducing by 42% at these locations. However, though these were to be delivered through problem solving plans, there has been limited engagement from partners at some of these locations. Any commitment to a future reduction is dependent on a joint approach.

Overall disruption has also reduced, by 31%, and reductions have also been recorded in each disruption category associated with police activity. There is a possibility that during 2013-14 a one-off or relatively small number of significant incidents, outside of BTP's control, could undermine the achievement of the whole target.

Much of the reduction in minutes this year has come from the reductions in cable theft and the management of fatalities. Minutes related to cable theft have reduced by 62% (and the related category vandalism and theft by 50%) and fatality-related minutes have reduced by 11%. These are important categories which account for 15% and 33% of all police-related lost minutes respectively. However, the £5m funding for the cable theft task force will come to an end in 2013, which will significantly impact on the ability to suppress crime in this area. It is also unlikely that the significant reductions in fatality-related minutes will be able to be reproduced as the majority of the revised operating procedures will have been embedded throughout this performance year. It will therefore be challenging to maintain the significantly reduced figure achieved this year and it is



recommended that a simple reduction target, rather than a percentage reduction target, is set for 2013-14. This would be a national target, but there would be a central requirement for Areas to agree priority locations with stakeholders in their local plans. Each Area would have to achieve the disaggregated target but partners would have local influences on where activity should take place.

It is imperative that, if agreed, this target is tackled in genuine partnership between BTP, Network Rail and train operators in order for it to be properly managed and risks mitigated. At the last Subgroup meeting, Members discussed the requirement for an effective forum for raising concerns if partners did not contribute to this partnership. It was suggested that the National Task Force could be a suitable meeting for issues such as this to be raised. SEB members have requested that a review of the data received from Network Rail is carried out to ensure that minutes lost are properly recorded and that there is a correct allocation of minutes to police-related categories.



Overall Disruption (Lost Minutes)		2010-11	2011-12	% +/-
	London North	322,900	414,137	28%
London South	285,185	396,313	39%	
North Eastern	336,586	314,982	-6%	
North Western	132,191	146,513	11%	
Scottish	52,762	58,898	12%	
Wales and Western	281,012	249,632	-11%	
BTP	1,410,636	1,580,474	12%	

2011-12 (1 Apr - 31 Oct)	2012-13 (1 Apr - 31 Oct)	% +/- YTD
261,158	175,349	-33%
236,345	178,847	-24%
228,184	105,090	-54%
105,445	64,427	-39%
41,318	24,516	-41%
174,075	170,633	-2%
1,046,525	718,862	-31%

Overall Disruption (Lost Minutes)		2010-11	2011-12	% +/-
	Cable vandalism/theft	365,461	344,585	-6%
Fatalities	318,717	493,380	55%	
Trespass	461,027	448,696	-3%	
Vandalism/theft	197,549	221,397	12%	
Level Crossing	67,882	72,416	7%	
Total minutes lost	1,410,636	1,580,474	12%	

2011-12 (1 Apr - 31 Oct)	2012-13 (1 Apr - 31 Oct)	% +/- YTD
276,281	105,845	-62%
269,716	238,917	-11%
302,849	270,057	-11%
152,648	75,927	-50%
45,031	28,116	-38%
1,046,525	718,862	-31%

4.2 Non suspicious and unexplained fatalities to be cleared within an average of 90 minutes

BTP's average time for clearing non-suspicious fatalities during this performance year is 76 minutes: the same as last year. BTP has also reduced disruption on the railway by classifying fewer fatalities as unexplained: 20 to date compared to 60 at this time last year. The need for site examination and, if necessary, forensics increases the average clearance time required for unexplained fatalities: it is currently 143 minutes. Reducing the number of fatalities initially classified as unexplained has helped reduce the combined average clearance time from 113 minutes in 2011-12 to 84 minutes in 2012-13.

The driver for these improvements has been the development and implementation of a revised Fatality Guidance Manual. The Manual was produced following a comprehensive review of fatality management procedures; it clarifies roles, responsibilities, procedures and the required liaison with HM Coroners / the Procurator Fiscal, Home Office Pathologists and NWR. It also involves the review of all fatalities with clearance times over 90 minutes, to identify the reasons for the delay and improve best practice.

To ensure the revised procedures are adopted throughout BTP, since the release of the new Manual, Territorial Policing has provided ongoing support for the Areas:

- further Fatality Workshops for Sergeants, Inspectors and Control Room staff;
- changes to new recruit and leadership courses;
- conference calls and Area lead liaison to review incidents and improve best practice;
- Industry engagement to ensure they are aware of the changes;
- supplying Areas with video equipment and body coverings to expedite body removal

This target is therefore proposed to reflect the management of fatalities as a continuing top priority for BTP, focussing on sustaining the current excellent progress in reducing associated disruption. It was noted at SEB that this target will be particularly hard for outer London Areas to achieve and that careful consideration will need to be given as to how the target is disaggregated. The data below shows Area performance year to date as well as overall performance over the last five years.



Clear all non-suspicious and unexplained fatalities within 90 mins (YTD performance)	Area	Number of non-suspicious incidents	Average time (mins)	Number of unexplained incidents	Average time (mins)	Number of non-suspicious and unexplained incidents	Average time (mins)
	London North	49	77	4	206	53	86
	London South	28	73	1	144	29	75
	London Underground	15	62	0	0	15	62
	North Eastern	18	83	6	126	24	94
	North Western	15	67	3	137	18	79
	Scottish	12	87	2	161	14	97
	Wales & Western	23	86	4	100	27	88
	Force	160	76	20	143	180	84

Clear all non-suspicious and unexplained fatalities within 90 mins	Performance Year	Number of non-suspicious Incidents	Average time (mins)	Number of unexplained Incidents	Average time (mins)	Number of non-suspicious and unexplained incidents	Average time (mins)
	2008/09	208	75	79	181	287	104
	2009/10	199	81	92	230	291	128
	2010/11	188	81	67	218	255	117
	2011/12	206	76	101	188	307	113
	2012/13 (to 31 Oct)	160	76	20	143	180	84

MAKING THE RAILWAY SAFER AND MORE SECURE

4.3 Reduce overall notifiable crime (excluding police generated) from the 2012-13 figure

Reducing crime is at the core of BTP’s purpose and activities, and alongside reducing disruption, it has consistently been identified by stakeholders as a top priority for BTP. Over the eight year period to the end of 2011-12, BTP reduced notifiable offences by 34%, and in doing so, made significant reductions in priority crimes such as robbery (down 76%), violence against the person (down 9%), and notifiable route crime (down 66%). BTP also achieved this target last year, with a reduction to 50,925 offences (from 55,680 offences in 2010-11)

Year to date, crime has reduced by 4%. However, as highlighted in the Strategic Assessment, at some stage there is likely to be a tipping point where increased passenger numbers and railway usage means that further reductions are not possible, so this will be an extremely challenging target. It is proposed that a straight reduction target for next year is agreed. BTP performance in reducing overall notifiable crime over the last eight years is as follows:

Performance Year	Notifiable crime	% reduction	Cumulative % reduction
2003-04	83,296		
2004-05	81,601	-2.0%	-2.0%
2005-06	79,190	-3.0%	-4.9%
2006-07	79,037	-0.2%	-5.1%
2007-08	70,274	-11.1%	-15.6%
2008-09	67,119	-4.5%	-19.4%
2009-10	62,111	-7.5%	-25.4%
2010-11	60,364	-2.8%	-27.5%
2011-12	54,886	-9.1%	-34.1%



Performance in regard to reducing notifiable crime (excluding police generated offences) is as below:

Overall notifiable offences (excluding police generated offences) - OFFENCES		2009-10	2010-11	2011-12	2011-12 vs 2009-10	2011-12 (1 Apr - 21 Nov)	2012-13 (1 Apr - 21 Nov)	% +/- YTD
		London North	11,411	11,330	10,878	-5%	7,484	7,298
London South	13,190	13,182	12,326	-7%	8,352	8,079	-3%	
London Underground	13,158	12,671	11,085	-16%	7,165	7,704	8%	
North Eastern	5,370	5,689	4,946	-8%	3,463	2,856	-18%	
North Western	4,377	4,314	4,138	-5%	2,866	2,577	-10%	
Scottish	2,065	1,997	1,886	-9%	1,350	1,074	-20%	
Wales and Western	6,024	6,408	5,591	-7%	3,885	3,553	-9%	
BTP	55,595	55,591	50,850	-9%	34,565	33,141	-4%	

4.4 Maintain the notifiable crime detection rate

The notifiable detection rate for BTP has remained at 32% for the last two years (after falling from the highest ever of 35%) and currently remains at 32% compared to 31% at the same time last year. There are variances between Areas with outer London Areas consistently having higher rates than the London Areas. North Western Area has a particularly high rate compared to other Areas. It is proposed that a target is set next year to maintain the end of year notifiable detection rate.

Overall notifiable offences - DETECTION RATE		2009-10	2010-11	2011-12	2011-12 vs 2009-10	2011-12 (1 Apr - 21 Nov)	2012-13 (1 Apr - 21 Nov)	% +/- YTD
		London North	35%	29%	27%	-8%	27%	26%
London South	35%	33%	34%	-1%	34%	33%	-1%	
London Underground	28%	26%	26%	-2%	27%	23%	-4%	
North Eastern	37%	33%	34%	-3%	33%	40%	7%	
North Western	46%	45%	47%	1%	45%	48%	3%	
Scottish	39%	37%	38%	-1%	38%	39%	1%	
Wales and Western	39%	37%	31%	-8%	30%	31%	1%	
BTP	35%	32%	32%	-3%	32%	31%	-1%	



DELIVERING VALUE FOR MONEY THROUGH CONTINUOUS IMPROVEMENT

4.5 Increase the percentage of budget spent on frontline resources

This target is designed to complement the Chief Constable's aim to ensure that as many of BTP's resources as possible are dedicated to frontline policing. It is proposed that it is measured using the HMIC definition of frontline, which is 'those who are in everyday contact with the public and directly intervene to keep people safe and enforce the law'. There is a measurement of this definition that includes:

- Officers and PCSOs in visible roles, for example, those responding to calls from the public and patrolling neighbourhoods.
- Officers and staff in specialist roles such as criminal investigation, forensics and surveillance.
- A proportion in middle office roles, including those managing or supporting police operations and processes such as working in custody suites and answering calls from the public.

It excludes:

- Some middle office roles such as processing intelligence and preparing files for court.
- Back office roles such as training, finance and HR.

Preliminary analysis using 2012-13 CIPFA Police Objective Analysis figures shows that BTP currently spends around 59% of its budget on those resources defined as frontline. SDD are currently working with Finance to confirm this amount. The most obvious way to increase this is to reduce the budget spent on back office and non-policing functions through process improvement, workforce modernisation and other organisational development activity.



4.6 Increase the availability of staff

BTP's overall sickness rate has fallen by 40% since early 2007 and has seen incremental improvement for the last three years. Reducing sickness remains an organisation priority so it is recommended that this is a target for 2013-14. However, it is proposed that the target is enhanced to measure not just sickness but overall availability, for example, officers who are on temporary duty restrictions and who are not available for full deployment. This is complex task and is currently being worked on by Human Resources staff and a further update will be provided at the meeting.



PROMOTING CONFIDENCE IN THE USE OF THE RAILWAY

4.7 Increase/ Maintain late night visibility from the 2012-13 figure

Police visibility is a key driver of public confidence; rail staff and passengers feel that BTP’s presence on stations and trains is most important in the evening and into the early hours. In order to provide a visible presence when it is most needed, it is important that as many police officers, PCSOs and Special Constables as possible are deployed in roles that are visible to the public and at the times they are most needed. This year, the target measures the percentage of officers, PCSOs and Special Constables deployed as part of the 24-hour core and Neighbourhood Policing Teams between the hours of 8pm. and 1am. After discussion at SEB, a revised target has been proposed (and is currently undergoing consultation with Areas). This proposed target will measure the percentage of officers and PCSOs deployed between 8pm and 3am. In order for a more accurate picture of deployment to be recognised, the target will include:

- Late Turn officers who complete three or more hours after 8pm
- Night Duty officers who complete three or more hours before 3am
- All 6pm – 2am shift rostered officers who complete three or more hours between 8pm and 3am.

The figures below show performance over the last three years against the current target.

Increase the % of NPT and response units on duty between 8pm and 1am, as a proportion of total hours worked by all resources (excl. police staff).		2010-11	2011-12	2012-13 (1 Apr - 31 Oct 2012)
	London North	n/a	15%	15%
London South	n/a	15%	19%	
London Underground	n/a	17%	18%	
North Eastern	n/a	18%	18%	
North Western	n/a	19%	19%	
Scottish	n/a	22%	20%	
Wales and Western	n/a	18%	17%	
BTP	14%	17%	18%	



4.8 Increase the number of detections for public order offences for the 2012-13 figures

Anti-social behaviour is widely recognised as a key determinant of confidence in both passengers and railway staff and his proposed target is focused on the sort of rowdy, loutish and unacceptable behaviour that is particularly impactful. Previous rail staff surveys shows that it affects rail staff more than any other crime and is consistently cited as a top priority for passengers through the National Passenger Survey. BTP has worked hard with railway operators to tackle anti-social behaviour and the detection rate in 2011-12 was 72%. The list of proposed offences within this target are listed overleaf together with the number of detections YTD. The following two tables show the last two years and current YTD situation in terms of detections and offences by Area:

Public Order offences – OFFENCES*		2009-10	2010-11	2011-12	% +/- 2011-12 vs 2009-10
	London North	1,736	1,431	1,449	-17%
London South	2,068	2,222	1,889	-9%	
London Underground	2,218	2,132	1,714	-23%	
North Eastern	1,152	1,185	950	-18%	
North Western	1,189	1,217	1,154	-3%	
Scottish	829	633	624	-25%	
Wales and Western	1,351	1,436	1,037	-23%	
BTP	10,543	10,256	8,817	-16%	

2011-12 (1 Apr - 21 Nov)	2012-13 (1 Apr - 21 Nov)	% +/- YTD
941	1,006	7%
1,239	1,136	-8%
1,136	1,106	-3%
642	685	7%
768	769	0%
430	465	8%
724	697	-4%
5,880	5,864	0%

Public Order offences – DETECTIONS*		2009-10	2010-11	2011-12	% +/- 2011-12 vs 2009-10
	London North	1,189	991	973	-18%
London South	1,308	1,428	1,263	-3%	
London Underground	1,333	1,305	1,056	-21%	
North Eastern	990	987	798	-19%	
North Western	923	939	942	2%	
Scottish	653	461	472	-28%	
Wales & Western	1,084	1,118	774	-29%	
BTP	7,480	7,229	6,278	-16%	

2011-12 (1 Apr - 21 Nov)	2012-13 (1 Apr - 21 Nov)	% +/- YTD
632	640	1%
801	698	-13%
667	657	-1%
538	578	7%
625	617	-1%
326	312	-5%
532	504	-5%
4,121	4,006	-3%

*Excludes cleared, other & prosecutions



		2011- 12 (1 Apr - 21 Nov)	2012- 13 (1 Apr - 21 Nov)	% +/- YTD
S02	Public Order - Affray	46	83	80%
S05	Public Order - Violent disorder	9	9	0%
S08	Public Order - Harassment	3		-100%
S09	Public Order - Harassment - no violence	4	2	-50%
S10	Public Order- Harassment - Breach of restraining order	0	7	n/a
S16	Offensive Behaviour at Regulated Football Matches	0	13	n/a
X07	Public Order - Racially or Religiously Aggravated - harassment, alarm or distress - Section 5 offence	188	236	26%
X08	Public Order - Racially or Religiously Aggravated - Intentional harassment, alarm or distress - Section 4a offence	55	84	53%
X09	Public Order - Racially or Religiously Aggravated - Fear or provocation of violence - Section 4 offence	47	52	11%
X13	Racially aggravated conduct	10	11	10%
Y32	Football - Failure to comply with the requirements of a FBO	2	3	50%
Y78	Public Order Harassment/alarm/distress (staff)	740	569	-23%
Y79	Threatening or Abusive behaviour	55	212	285%
Z01	Railway - Byelaws - Offences re dry trains (alcohol)	4	14	180%
Z40	Drunk & Disorderly	1,408	1,450	3%
Z71	Public Order - Harassment - Causing Intentional harassment alarm or distress	76	88	16%
Z72	Breach of the peace	201	1	-99%
Z77	Public Order - Fear or Provocation of violence	339	355	5%
Z78	Public Order - Harassment/alarm/distress (public)	873	743	-15%
Z94	Public Order - Consume alcohol in a designated public place	18	26	44%
Z95	Urinating / defecating in public	43	48	12%
	TOTAL	4,059	3,914	-3%



5. FINANCIAL IMPLICATIONS

5.1 There are no direct financial implications.

6. DIVERSITY ISSUES

6.1 There are no diversity issues.

7. RECOMMENDATIONS

7.1 That members review and recommend to the Authority, subject to any amendments, the proposed National targets for the 2013-14 Policing Plan as appropriate for distribution as part of the next stage of consultation.