



Report to: BTPA Policing Plan Working Group
Agenda item: 3
Date: 21 February 2011
Subject: 2012-13 Policing Plan – National and Local Targets
Sponsor: Deputy Chief Constable
For: Review / Decision

1. PURPOSE OF PAPER

1.1. This paper provides members with details of the previously discussed National Policing Plan targets (Section 3) and the proposed Local Policing Plan targets (Section 4). At the last meeting, Members requested supplementary information regarding the bureaucracy, fatality and value for money National targets. This is included in the relevant narrative within Section 3, along with updated performance information for all targets where available.

2. BACKGROUND

2.1 The BTPA stakeholder workshop confirmed continuing stakeholder support for the four existing strategic objectives (Reducing disruption, Making the railway safer and more secure, Value for money and Promoting confidence). Stakeholders also reaffirmed their desire for BTP to further prioritise reducing disruption and to work with the industry to set an appropriate target (s) for 2012-13.

2.2 The first Policing Plan Working Group meeting discussed this feedback from stakeholders. Members agreed a direction of travel and discussed a range of possible National targets that would address the priorities identified. It was agreed these proposed targets should be circulated to stakeholders for further consultation and will be discussed at this Policing Plan Working Group prior to approval at March's Authority meeting.

2.3 BTP's Area Commanders have been in consultation with their local stakeholders since September 2011. The agreed Area targets are presented outlined in Section 4 and in detail at Appendix A.

3. PROPOSED 2012-13 NATIONAL TARGETS

3.1 BTP's significant and sustained achievements over recent years in reducing crime, increasing detections and detection rates, reducing disruption, and in counter-terrorism, are widely acknowledged, and have been consistently noted by the BTPA and its members, including the BTPA Policing Plan Working Group last year.

3.2 The operating context for BTP in 2012-13 will be very challenging, for a number of reasons. With recent real terms reductions in budget, a likely further reduction in real terms in 2012-13, and the need to make substantial further efficiency savings to bridge the gap, the financial pressures on BTP are significant. At the same time, the recent recession and the current / future economic climate pose real challenges to all UK police forces, particularly in terms of reducing crime and maintaining order, as demonstrated by the public disorder in August this year and ongoing strike action in the public sector.

3.3 In addition, the London 2012 Olympic and Paralympic Games will continue to require a great deal of work and resources from BTP over the coming year, both during the Games themselves, and before and after that period, across not the Games venues and their nearby stations, but also other key hub stations and critical locations, and surrounding transport infrastructure.

3.4 In this context, the National targets proposed for 2012-13 are detailed below, with a short summary of the rationale for each, together with current performance where appropriate. The UK Threat Assessment, the Shadow Policing Requirement for 2012-13, and BTP's current Strategic Assessment have been taken into account in the development of these proposals, and specific mentions are made of the links to these where most relevant and appropriate. Unless specified, all targets will be based on the 2011-12 outturn figures.

REDUCING DISRUPTION

1. Reduce minutes lost at 36 locations through joint problem solving plans agreed with Network Rail and Train Operators

Reducing disruption has been consistently identified by BTP's stakeholders. It will be particularly important in 2012-13, not only in the context of the current economic climate, and the need to work with the industry to ensure that the railways run as efficiently as possible, but also in the run up to the Olympic and Paralympic Games, and during the events themselves. In the longer term, this area is also key to the McNulty agenda of improving the efficiency of the UK rail industry. 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 2011-12 Policing Plan includes a target to reduce disruption related offences (focussing mainly on cable theft, level crossing offences, trespass, and criminal damage). This was set as a proxy for reducing disruption directly, as research showed a good correlation between the number of these offences and the level of disruption, and there were difficulties with converting Network Rail data for BTP's use.

Following discussion at the September BTPA workshop, the Policing Plan working group, and the October FMT, the Chair of the BTPA Policing Plan working group asked ATOC and Network Rail to help identify priority, high impact locations on which a target to reduce lost minutes could be based.

BTP and the BTPA met ATOC and Network Rail representatives on 31 October to discuss and consider how best to progress this, and the chair of the Policing Plan working group, chaired a meeting between BTP, BTPA, ATOC and NWR on 30 November to discuss further.

After discussion at this meeting agreement was reached that BTP would engage with its Area Commanders and ask them, in liaison with their local stakeholders, to pick six

locations where it would be appropriate to enter into joint problem solving plans to reduce disruption. Areas would need to be assured that other stakeholders would contribute to these plans through engineering, target hardening etc and that the agreed actions for BTP are both achievable and meaningful in terms of reducing disruption.

SDD have been in close contact with ATOC and Network Rail to clarify the arrangements for both historic and future data provision, with a view to both minimising the burden on BTP's analytical resources and also providing Areas with a comprehensive picture of disruption trends and causation at hotspots for discussion with stakeholders. Details of the agreed locations are contained in the local targets as set out in Appendix A.

2. Reduce disruption by responding to at least 95% of Immediate incidents within 10 minutes for the five LOCOG London 2012 Games Zones for the Olympic Games (27th July to 12th August 2012) and the Paralympic Games (29th August to 9th September 2012)

The BTPA stakeholder workshop and Policing Plan working group supported the possibility of setting a 2012-13 National Policing Plan target(s) relating to the 2012 Olympic and Paralympic Games. The Games were identified by the Home Secretary's Strategic Policing Requirement as having significant implications for crime and policing, both themselves directly, and directly / indirectly through their effect on relation to the National threats prioritised by the Requirement, and their impact on the ability of UK police forces to manage these threats. They have also been identified as a key priority by BTP's latest Strategic Assessment.

This target covers both the Olympic and Paralympic Games periods within a geographic area that covers the five LOCOG London 2012 Games Zones as a footprint, so that it covers all of the London Venues, key stations and parts of the track and infrastructure that serve them.

The specific wording of this target ensures both that it covers all the Games-specific transport zones, and is consistent with all other agencies, as it refers to the LOCOG Zones that are also being used by BTP for event planning, and also by the MPS, the ODA Transport, Network Rail, TOCs and all of the TfL areas. The target is also time specific and refers to the appropriate Games periods. A list of stations covered by this target was circulated to members on 9 February 2012.

3. Reduce Live Cable offences

Cable theft (and more generally, metal theft) is a serious and widespread problem across the whole of the UK, and particularly for the railways, where the theft of even the smallest amount of live cable can cause significant disruption across a large section of the network. Theft of metal alone is currently costing the UK a sum approaching £260m per annum in direct and indirect costs.

The recent UK threat assessment, published by the Home Office on behalf of UK law enforcement agencies, has been reviewed as part of the development of these proposals; it also identifies metal theft as a particular priority. In addition, the Strategic Policing Requirement identifies Organised Crime as a national threat; organised crime is a major factor contributing to cable theft, and BTP is already working to identify, detect and disrupt organised crime in this context. Cable theft, in the context of reducing disruption, has also been identified as a key priority by BTP's latest Strategic Assessment.

BTP remains committed to working in partnership with the rail industry to reduce cable theft and the disruption it causes, and continues to invest significant time and resources in doing so – both on Area, and at FHQ with the Fusion team led by DCI John McBride. The recent additional £5m of funding, announced by the Chancellor of the Exchequer in his Autumn budget statement, will be used to fund a National Taskforce which will be led by BTP.

This target is therefore reflects cable theft reduction as a continuing top priority for BTP, focussing on live cable, the theft of which not only causes significant disruption, but also puts lives at risk, and leads to significant costs for the industry.

4. Non-suspicious fatalities to be cleared within an average of 90 minutes
(Achieving YTD with an average clearance time of 77 minutes)

Fatality management is a particular area where BTP can make a real difference in terms of reducing disruption. BTP has consistently performed strongly against this target, achieving clearance times between 70 and 80 minutes on average, in line with performance this year to date.

Fatalities (including suspicious and unexplained) have accounted for around 371,000 lost minutes out of a total of 1.27m in the year to date for the categories most relevant to BTP, as per the lost minutes data published in the December FMI document. This is more than the number of lost minutes as caused by cable theft so far this year (310,000), which makes this target particularly important in helping BTP deliver against its strategic objective to reduce disruption.

However, BTP is conscious that suspicious and unexplained fatalities are equally, or more, disruptive to the service provided by the railways and is working to improve clearance times for all fatalities. It is proposed that there be a specific fatality management Strategic Plan objective for 2012-15 and a 'shadow' unexplained fatality target will be introduced for 2012-13 and will be monitored at FMT meetings next year. Monthly Fatality Quality Assurance Meetings, Focus Groups and Area debriefs have already established best practices and helped reduce the number of non-suspicious fatalities initially being categorised as unexplained, thereby bringing them within the scope of BTP's clearance target.

A Fatality Project has now been established to build on these improvements with a thorough review of BTP's approach to fatalities and the rationale behind its classification process. The Project will encompass decision making processes, investigations, body

deposition sites, hypothesis in suspicious cases and risk management. Industry partners, HM Coroners, Home Office Pathologists, forensic scientists and support agencies will all be involved. On completion of the Project, BTP will issue revised fatality policy documents incorporating the agreed best practices and procedures.

BTP is also working with industry partners, welfare agencies and the Samaritans to try to reduce the number of suicides on the railway. A training package in suicide prevention has been developed for front line staff that helps them to identify and deal with potential suicides.

As well as reducing average fatality clearance times, BTP's ongoing review and improvement of its approach to fatality management will contribute to the achievement of its proposed disruption and Olympics targets. BTP's London North Area has been particularly successful in its partnership approach to fatality management and the setting of a local target related to partial four track opening. Wherever possible, BTP will seek to implement best practice from this Area and achieve a partial reopening of the network to reduce delay. The local focus on disruption hotspots will also complement activity to reduce overall delay.

MAKING THE RAILWAY SAFER AND MORE SECURE

5. Further reduce Notifiable Crime (excluding police generated offences) (Achieving in 2011-12 YTD, with a 7% reduction)

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 six year period to the end of 2010-11, BTP reduced notifiable offences by 24%, and in doing so, made significant reductions in priority crimes such as robbery (down 66%), violent crime (down 14%), and route crime (down 64%). BTP also achieved this target last year, with a reduction to 55,680 offences (from 55,751 offences in 2009-10), and is on course to achieve it again in the current year, with a 3% reduction in the year to date against the same period last year.

The Home Secretary has also identified reducing crime as her single national priority for UK police forces. This target will support this agenda, and of course BTP's strategic objective to reduce crime.

- 6. At least maintain the detection rate for serious violent, sexual and robbery offences and staff assaults** (Achieving both targets for VSR detection rate and staff assaults reduction in the year to date).

Serious violent, sexual and robbery offences and staff assaults cause serious harm, can have a major impact on victims and often undermine the confidence of wider communities, both passenger and staff. For these reasons, and in combination with the proposed crime reduction target, this target is proposed to ensure that offenders are detected and brought to justice for these offences.

Alongside the reductions in crime noted above, BTP has also achieved significant rises in detection rates for these offences, with the staff assaults detection rate in particular having risen from 37% to 53% in the same six year period. The combined detection rate for all these offences was 48% in 2010-11, with current detection rates at 44% for violent, sexual and robbery offences and 55% for staff assaults. These offences are noted as priorities in the latest Strategic Assessment, with BTP having recently recorded a rise in robbery offences, in common with Home Office forces.

This target will maintain BTP's national focus on crimes that have a serious impact on victims. The inclusion of staff assaults within this target means that this key industry priority can also be addressed without the need for separate targets.

IMPROVING VALUE FOR MONEY

- 7. Further reduce overall sickness from the 2011-12 level** (Achieving YTD (Apr – Dec) with 5.39 days against target of 5.78 days per person)

In common with all police forces, staff costs account for the large majority of BTP's budget and expenditure. Ensuring high availability and productivity of staff are therefore key priorities, and important means of ensuring that BTP delivers effective value for money to its stakeholders.

This target will build on BTP's success in reducing sickness in recent years, having reduced sickness from 10.4 days per person in 2007-08 to 7.7 days per person last year. BTP is achieving a further reduction in sickness in the current year to date, and will seek to reduce sickness again in 2012-13.

- 8. Increase value for money by removing at least £500k from BTP's Force Headquarters functions to reduce back office costs.**

These targets have been set in the context of the second year of the FHQ Essential Services Review and BTP's drive to reduce bureaucracy. BTP is committed to the target to remove a further £500k from BTP's Force Headquarters to reduce back office costs through the current Strategic Plan. This will build on the £1.2m delivered through the first year of the Review.

The Review is a four year programme of cost reduction, to be achieved by a combination of civilianisation, staff savings (particularly at managerial level), rationalising administration and developing improved office processes and procedures. The Review has already resulted in the reorganisation of Territorial Policing, Protective Services and Operations into Territorial Policing & Crime and Central Operations, and also the reorganisation of Finance, Human Resources and Corporate Services into Corporate Resources. This money will be used to help meet the challenge of real terms budget reductions, and to support frontline policing.

9. Reduce bureaucracy by decreasing the volume of manually produced performance reports by at least 20%

The target to reduce the volume of manually produced performance reports by 20% will help to cut bureaucracy and ensure that BTP's performance and analytical resources are used as effectively as possible, while also continuing to provide clear, concise and accurate performance data and reporting to internal and external stakeholders. It will also complement a proposed Strategic Plan objective to cut bureaucracy across the board for 2012-15. The Reporting Rationalisation project is working to deliver these benefits through the provision of an enhanced centralised reporting tool for external stakeholders, and a central performance portal for internal users.

Wherever possible, performance reports will be standardised and provided centrally for both internal and external stakeholders. The report rationalisation Board has overseen a workstream which has, in close partnership with train operating company representatives agreed eighteen standardised reports which will be pushed out to all TOCs and will significantly reduce the need for ad hoc Area and Force performance reporting. A sophisticated extranet site is also being developed, which will replace the current site and enable stakeholders to 'slice and dice' sanitised BTP crime and incident data which will further reduce demands on BTP's analysts and empower local stakeholders. Another significant benefit of this workstream is that there will, in the future, be one recognised source of crime and incident data, reducing mistakes and wasted time analysing incorrect or incomplete data.

Another key workstream in reducing bureaucracy associate with performance reporting is the development of the central performance portal. First developed in the London Underground Area, this portal is a powerful, user friendly application that allows users to quickly view performance by station, sector, Area or at force level. The application allows users to view crimes or incidents on a railway network map or in a chart or graph. Importantly, users can then drill down to view the actual crime reports associated with the data. It is envisaged that the portal will eventually replace the complex and time

consuming reports developed for Force Management Team meetings and will also be used extensively at Area performance meetings as well as allowing performance analysts to produce documents much more quickly and efficiently than in the past. There are 311 performance reports regularly carried out by the central performance team within FHQ.

PROMOTING CONFIDENCE

10. At least maintain the proportion of resources devoted to Neighbourhood Policing Teams and response policing between 8pm and 1am (not including the Olympic Games period) (Achieving YTD (Apr – Dec) with 17% against target of 15%)

The visibility and availability of BTP's Neighbourhood Policing Teams (NPTs) and response teams at night on the rail network are key to ensuring the confidence of all stakeholders – both passengers and staff – in BTP and in the use of the network at these times.

This target was set for 2011-12 to drive improvements in this respect, and it has been successful; in the year to date, the proportion of BTP's resources devoted to these functions at these times has increased to 17%, exceeding the 15% target. Continuation of this target will ensure that BTP's success to date is maintained next year, and supports BTP's strategic objective to promote the confidence of railway users and stakeholders.

11. Promote confidence and visibility by increasing the total hours worked by Special Constables by 10%

Increasing the total hours worked by BTP's Special Constables will be an important part of increasing BTP's visibility, and promoting increased confidence of railway stakeholders, particularly at night. It will also, however, be an important part of the development of BTP's workforce mix and ensuring that BTP not only addresses the

priorities identified by stakeholders within a constrained financial context, but also increases the value for money it represents. In December, 4929 hours were worked by BTP's 237 (with almost a quarter of these worked by Special Constables on London South Area) at an average of over 21 hours per person.

4. LOCAL TARGETS

- 4.1 Area Commanders have led the process of local consultation with stakeholders on Area Policing Plan priorities for 2012-13, with direction and oversight from ACC Pacey. Their proposals have been reviewed by SDD, and were submitted to an internal Challenge Panel process, chaired by the DCC, on 30 January. During this process, Area Commanders have held a variety of individual and group meetings, and undertaken written consultation with TOC Managing Directors and other key stakeholders.
- 4.2 Appendix A sets out each Area's proposed targets, together with three year performance data where appropriate, a detailed description of what will be measured by the targets and predicted end of year figures.
- 4.3 There are common themes running through the targets. Anti social behaviour (ASB) is a specific target for all Areas other than London North, where targets have been set for verbal abuse to rail staff and football policing, which cover two of the most problematic areas for the ASB in the Area. Football policing has also been agreed as a target for the London North, North Eastern and North Western Areas and sectarian-related offences is again a target for the Scottish Area.
- 4.4 As outlined in Section 3, each Area has agreed six disruption hotspot locations with their stakeholders and these are listed in Appendix A. Disruption is also targeted by other local targets such as partial reopening (London North), ERU emergency response times (London Underground), live cable offences (North Eastern), level crossings (North Western, London South and Scotland), and delayed trains (Wales and Western).
- 4.5 The process has also allowed Areas to include targets which take into account specific priorities for their stakeholders. Examples of this are the targets focused on cycle crime



in the North Western Area and London South Areas, staff assaults on the Wales and Western Area and Quality of Service in Scotland.

5. FINANCIAL IMPLICATIONS

5.1 There are no direct financial implications as a result of this paper.

6. DIVERSITY ISSUES

6.1 There are no specific diversity issues arising as a result of this paper.

7. RECOMMENDATIONS

7.1 That members note the supplementary information provided in Section 3.

7.2 That members approve the Local targets set out in Appendix A for recommendation to the full Authority.