
REPORT TO: Policing Plan Sub-Group
AGENDA ITEM: 1.1
DATE: 16 October 2015
SUBJECT: 2016-17 National Policing Plan Targets
SPONSOR: Chief Constable

1 PURPOSE OF PAPER

1.1 This paper provides members an update on performance against the Strategic Plan, outlines the expected operating environment for 2016-17 and suggests areas of focus for next the 2016-17 National Policing Plan.

2 OPERATING CONTEXT

2.1 British Transport Police (BTP) has submitted a detailed submission to the Department for Transport (DfT) containing models to achieve a 25% and 40% budget reduction as part of the next Comprehensive Spending Review (CSR). As the full implications for BTP as a consequence of the CSR are not expected to be known until November, it has been agreed with the Deputy Chief Constable and Subgroup Chair that this paper will not suggest numerical targets, rather it will highlight the categories for which it is suggested that targets are set. The outcome of the Medium Term Financial Plan (MTFP) also needs to be considered. The outcome of the MTFP and the CSR could potentially lead to a reassessment of the Strategic Plan commitments.

2.2 2016-17 is the fourth year of the Strategic Plan. During 2016-17 the railway is expected to continue to grow significantly in terms of infrastructure and passenger journeys. Demand on BTP's resource is likely to increase as the railway infrastructure expands with an expected increase in passenger numbers and freight volume. Passenger journeys are expected to increase by 15% over the next four years and freight growth is expected to rise at a rate of 2.9% each year for the next ten years. Reductions in crime and disruption, together with a confident travelling public, will be key enablers to this expansion. BTP's transformation

programme is focused on delivering the capability required to deliver this through increased organisational efficiency and resilience in line with the Chief Constable's ambition and purpose for BTP.

- 2.3 BTP has made positive progress in reducing crime and increasing passenger confidence since the Strategic Plan objective was set in 2012-13. However, reducing minutes lost to police related disruption has proven challenging and this challenge will continue with the expansion of the rail network. Network Rail have identified that more 'accessible, spacious and pleasant facilities' remain key to their strategy in improving the railway. Furthermore, 'out of town' developments (such as railway stations) have been identified as part of wider changing consumer attitudes and a force of change with retailing habits suggesting further developments in or around stations may continue to suit increasing public demand. Large interchange stations such as Birmingham New Street, Reading, and Manchester Victoria have recently been redeveloped, with London Bridge and Paddington amongst some of the stations currently on-going. Retail and asset management on the railway will continue to emerge as a key risk to BTP, with increased risk around prolific offenders, an increased requirement on information sharing with local authorities and agencies, proactive engagement with retail outlets to ensure they are compliant with initiatives to reduce opportunities for shoplifting. As well as this, the risk remains around alcohol fuelled offending (violence) in respect of licensed premises.
- 2.4 The threat of international terrorism still remains at Severe for the UK. The railway, passenger trains and rail-related infrastructure will continue to be a favourable location for any attack; the recent foiled shooting attacks on a high-speed train bound for Paris highlights that the threat on the transport system remains strong. There is a further risk of extremists returning to the UK via the Channel Tunnel/Eurostar which is exacerbated by the migrant crisis, with the risk of terrorists/extremists entering amongst these migrants.
- 2.5 Low level anti-social behaviour escalating into more serious violence, in conjunction with numerous high risk fixtures means football policing will continue to be resource intensive for BTP. Recent public consultations run by BTP show that football related disorder significantly impacts upon public confidence and feelings of personal security on the transport network.



BTP has hosted a Football Summit and subsequently implemented Operation Resolve to tackle this problem. Future risks to BTP include the Euro 2016 tournament in France and the UEFA Nations League which is inaugurated in 2018. This will affect BTP in regards to additional footfall on the Eurostar route, with the increased risk of disorder. A BTP operation and forthcoming discussions with European partners are already in place in preparation for the Euro 2016 tournament.

- 2.6 The issue of Safeguarding encompasses a number of different strands and together these account for a rising demand on resources, not just in terms of front-line response but increasingly so in terms of administrative and intelligence functions. The number of fatalities on the railway has increased by 78% since 2007 with the number of life-saving interventions carried out by BTP officers increasing by 48% to 935 in just one year. The number of recorded pre-suicidal and mental health incidents has increased by 155% since 2014 and BTP currently has 322 active suicide prevention plans and has dealt with 1708 child safeguarding incidents so far this year. BTP has formed the Safeguarding and, Suicide Prevention and Mental Health (SPMH) Teams to tackle these issues. However, fatalities and suspected suicide incidents are expected to increase as the rail infrastructure continues to grow, posing a continuing risk to life and network disruption as well as an increased demand on frontline resources.
- 2.7 The BTP Cyber Crime Unit was established in April 2015 in response to the national cyber threat, which is predicted to further heighten as technology advances. Online fraud including oyster cards continues to impact ticketing companies and BTP with the threat of increased fraudulent ticket sales using mobile phone applications. This presents an investigative challenge for BTP including cross-jurisdictional issues with the varying nature of these investigations having a financial impact. In the longer term, threats exist in relation to attacks on the rail infrastructure especially with the development of the digital signalling system. Although these systems are well protected against attack, there remains the threat of insider attack from members of railway staff as well as from hackers and cyber terrorists.
- 2.8 BTP's use of social media continues to grow and it is likely that demand will increase accordingly in terms of reported crimes and incidents. There will also be a requirement for the

Control Room and the Media and marketing functions to incorporate this growth within their structures.

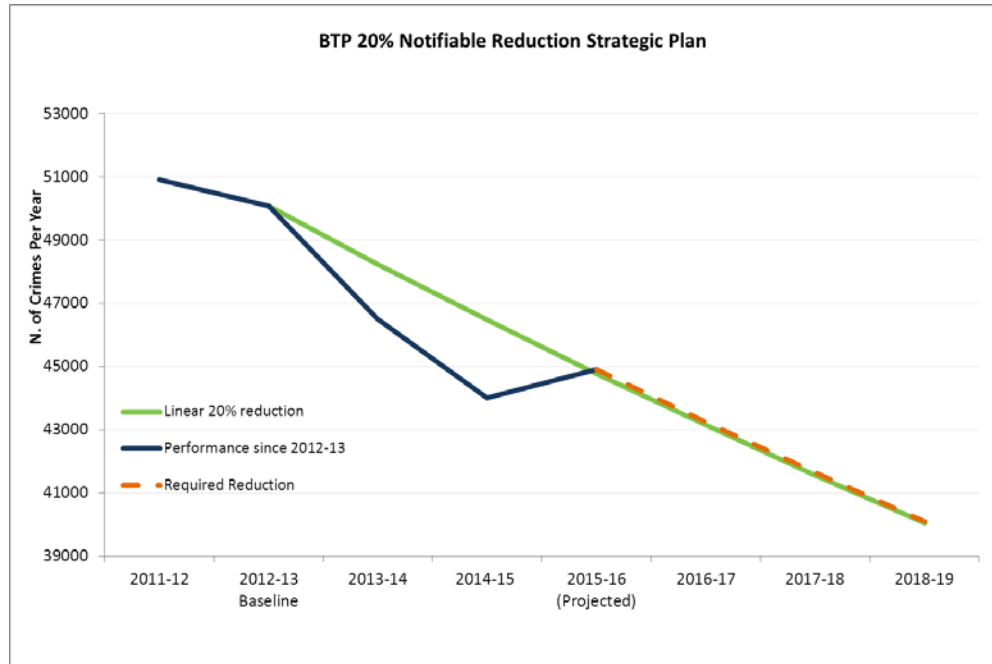
- 2.9 Although Night Tube was not launched as expected due to continuing negotiations between the London Underground and Unions. The launch has now been delayed until March 2016, however this is not confirmed. The 24 hour operation will inevitably impact upon BTP in terms of crime and incident levels. There is also a risk that the late night operation of stations will become attractive environments for homeless persons, particularly during the winter months leading to increased incidents of begging, potentially impacting on passenger confidence. During the initial launch of Night Tube it will be dealt with as a police operation and BTP will have a Gold, Silver, Bronze structure in place to ensure BTP can adequately respond to any issues.

3 PERFORMANCE AGAINST STRATEGIC PLAN TARGETS

- 3.1 As outlined above, BTP has made positive progress in reducing crime and increasing passenger confidence since the Strategic Plan objective was set in 2012-13. However, the reduction of disruption on an expanding network remains a challenge. This section outlines progress on each of the three Strategic Plan objectives.

Reduce overall notifiable crime (excluding police generated crime)

- 3.2 Crime on Britain's railways has been falling for the last 11 years but has increased by 2% this year to date. This comes against a background of rapidly growing passenger numbers and infrastructure. Also the recent campaign in '*Report it, Stop it*' has resulted in increased reporting of sexual offences, particularly on B-Division.
- 3.3 The chart below shows the number of notifiable offences (excluding police generated offences) from 2011-12 and the projected end of year crime figures for 2015-16.

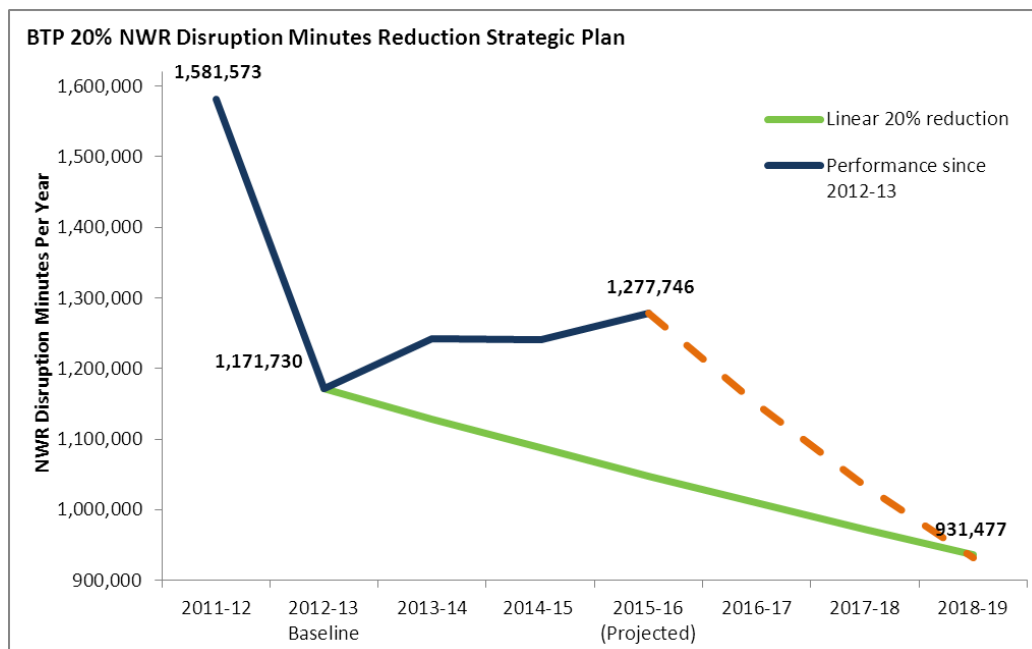


3.4 Although overall crime level has risen by 2% year to date; BTP is still well placed to achieve to the strategic objective of reducing crime by 20% by 2019. However, meeting this year’s national target of reducing overall crime by 3% will be challenging. Were the 2015-16 target to be met, crime would be required to reduce by a further 8% to achieve the overall objective.

Reduce crime related disruption

3.5 Since 2012-13 overall lost minutes have been increasing year on year and assuming current trends continue the projected increase by the end of 2015-16 is likely to be around 3%.

3.6 The chart below shows the number of lost minutes since 2011-12, which fell by 26% in 2012-13, predominately due to a high percentage decrease of 184,409 (54%) in cable related lost minutes.



3.7 Trespass now accounts for 54% of all Network Rail delay minutes and has been on an upward trajectory since 2012-13. Discussion from the Stakeholder engagement meetings show that this issue is of concern to the TOCs and Network Rail.

3.8 The National target of reducing disruption by at least 7% is not likely to be met this year. If BTP finishes the year with the current levels of disruption then a 30% reduction in this area would be necessary to achieve the overall objective.

Increase Passenger and Staff Confidence

3.9 The National Rail Passenger Survey (NRPS) Spring 2015 recorded a passenger confidence score of 77.75%. This is an increase from the previous wave (77.25% in Autumn 2014) and exceeds the force June 2015 target of 77.5%. The force target is to achieve a passenger confidence of 78.82% by June 2016 and 82.72% by June 2019.

3.10 Rail Staff Survey 2015 reported a rail staff confidence rating of 64.8%, which is broadly in line with the results from previous year survey. The force target is to achieve 67.7% rail staff confidence by June 2016 and 71.6% by June 2019.

4. **SUGGESTED 2016-17 NATIONAL TARGET AREAS.**

Reduction in overall notifiable offences (excluding police generated crime)

- 4.1 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. Reductions in crime over the last eleven years have ensured that the railway is an extremely safe place to work and travel. In 2014/15 there were 15.1 notifiable offences recorded for every million passenger journeys across the entire rail network (against 17.1 last year) with only 6.8 offences on the London Underground network.
- 4.2 Were BTP to achieve its crime reduction target this year than a further 8% reduction would be required to achieve the Strategic target by 2018-19. This would inevitably be stretching, given the context outlined in Section 2 above.

Increased positive outcome rate for sexual offences

- 4.3 BTP has faced some particular challenges in reducing crime this year. These challenges include the increase in sexual offences and violent crime. BTP has tackled sexual offending on the network through Project Guardian and the '*Report is to stop it*' campaign.
- 4.4 Project Guardian was set up to tackle sexual assault and unwanted sexual behaviour on London public transport systems. The project aims to create a transport environment free from sexual harassment – with specific objectives to increase confidence and awareness to report, challenge all unwanted sexual behaviour and to target offenders Project Guardian was launched in 2013.
- 4.5 The project was a partnership between Transport for London (TfL), the Metropolitan Police (MPS), British Transport Police (BTP) and the City of London Police.
- 4.6 The project was delivered with the support of key advisors which include;
- Everydaysexism project
 - Hollaback UK
 - End Violence Against Women



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- 4.7 Project Guardian focused on encouraging victims to report crimes, alongside more proactive police enforcement and engagement. According to the TfL's safety and security survey, 1 in 7 female travellers aged 16 or over have experienced unwanted sexual behaviour in the past 12 months on London's public transport. Less than 5% of those victims go on to report to the Police.
- 4.8 The project has since further developed to become the '*Report it to stop it*' campaign, which was launched within London in April and now has become a national campaign for BTP. This campaign again focuses upon improving reporting of sexual harassment and offences and is again supported by MPS and the City of London Police.
- 4.9 The campaign builds upon the principles of Project Guardian but uses social media and other publicity methods to increase individual awareness and encourage reporting. Activity includes:
- Awareness raising activity with officers at stations and on services engaging with passengers and handing out information cards.
 - A campaign film was launched on 13 April 2015. The short film is promoted through video on demand channels such as All4, Now TV and YouTube, primarily aimed at women aged between 16 and 35. Viewers are encouraged to interact with the film. So far the video produced in conjunction with Transport for London has been viewed over 1.8 million times on YouTube.
- 4.10 Additionally, BTP has engaged with the DfT and the Government Equalities Office (GEO), around this issue and has worked with both to achieve:
- The co-hosting with GEO of an event at BTP Headquarters in Camden which was attended by the Rail Minister Clare Perry MP, to publicise the BTP approach and seek views from stakeholders and interested parties on tackling sexual offending on public transport

- BTP along with the DfT, commissioned a rapid evaluation assessment from Middlesex University to look for best practice in tackling sexual offending on public transport. This report was then discussed at an executive session chaired by the Rail Minister at DfT and attended by national and international bodies to look at ways to improve understanding and how best to reduce such behaviours.

4.11 Outcomes from the executive session include commencing work streams looking at:

- A campaign to promote more active engagement by passengers and bystanders – creating a sense of community cohesion and responsibility.
- Development of technological options to improve and enable a variety of simple reporting mechanisms – smart ‘phone ‘apps’ and cyber reporting

4.12 Intelligence questioning and research debriefs with suspects to understand their psychological profile and the motivations of different offender type – currently forming part of a PhD student’s academic research sponsored by BTP.

4.13 The setting of a sexual offences reduction target could be seen as being contradictory to the focus on improved reporting. Therefore, it is recommended to increase the rate of positive outcomes for sexual offences as this is important in maintaining victim confidence and would maintain the focus on encouraging victims to report.

Reduction in Violent Crime

4.14 Analysis shows that the increase in violent crimes is associated with common assaults. These offences include passenger on passenger violence linked with overcrowding and peak commuter travel times and incidents occurring at the gate lines. Operation Stronghold is ongoing at key hub locations where passenger footfall is at its highest. Operation Shepherd has been established out East and South Sub-Divisions and it entails two train patrols every Friday at key hotspot locations to tackle VAP, which tends to be alcohol related.



- 4.15 Operation Stronghold is also on-going in C Division with the key hotspot locations across all Sub-Divisions being targeted in order to reduce violent offending and provide a reassuring presence for railway passengers. Furthermore there are other initiatives on-going such as targeted late night patrols, conflict avoidance training for rail staff and the implementation of no-drinking zones particularly on Friday and Saturday evenings. A focus on ticket barriers has been provided to give greater support to train staff at the high impact locations. A BTP supervisor is also meeting with victims and managers of staff assaults to review incidents and consider how offences can be prevented in the future. Plans are already being made for the Christmas period on the Western Sub-Division to address the increase in violence during this time.
- 4.16 BTP are currently working with Cambridge University to run a randomised control trial to help prevent violence against staff in the highest risk areas which are proven to be gate lines. The proposal recommends that there will be a trial which builds upon the evidence which was gained from West Midlands Police's academic paper with Cambridge, stating that if Body Worn Videos are worn, crime de-escalates to a large extent.
- 4.17 It is therefore recommended that to underpin this ongoing activity a reduction in violent crime offences target is considered for 2016-17.

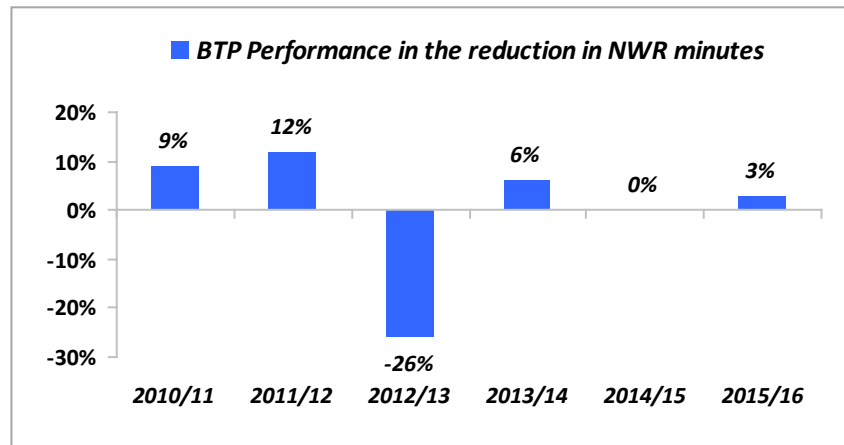
Reduction in Crime-Related Disruption

- 4.18 Crime related delay minutes are currently up by 2% against the same period last year. Primary delay minutes have reduced by 3% and reactionary delay minutes have increased by 5%. Considerable work has taken place around disruption with EIU (Emergency Intervention Units) and placement of BTP officers in specific ROC's and NOC's (Regional/National Operations Centres) to respond quickly to disruption incidents as well as the setting up of the SPMH – which gives industry engagement with NR, TOC's and external agencies to help to manage vulnerable individuals on the railway.
- 4.19 The set-up of the NDFU (National Disruption Fusion Unit) in 2015/16 combines NR and BTP staff to produce bespoke route-based tactical documents specifically relating to disruption

utilising both BTP and NR data/systems has allowed BTP to work alongside NWR and TOC partners to focus action and resources on high impact locations which contribute most to our disruption issues. Officers are equipped with the skills, information and equipment required to tackle disruption. This has been showcased by the problem profiles developed by the Analysis & Performance team which have provided a comprehensive but concise picture of where and when disruption is taking place.

4.20 Divisional PSPs have also been used to directly guide tactical and operational activity; the identified locations and subsequent PSP activity are monitored through the Divisional Level One tasking process ensuring BTP activity effectively targets disruption hotspots.

4.21 The graph below shows how disruption has decreased in five of the last six financial years. Despite the positive work outlined above, the number of overall lost minutes lost due to disruption continues to rise and by end of 2015-16 the increase is likely to be at least 3%. It is therefore recommended that a target to reduce disruption is set for 2016-17.





Increase Passenger and Staff Confidence

4.22 The table below shows the incremental improvements in confidence ratings necessary to achieve the strategic objective by 2018-19.

	Passenger confidence targets	Rail staff confidence targets
2016-17	80.2%	69.1%
2017-18	81.5%	70.5%
2018-19	82.7%	71.6%

4.23 Based on the data from the NRPS Autumn 2014, 20 lowest confidence stations were identified and a national target was set to improve the aggregate confidence rating of these 20 stations in 2015-16. These 20 stations received an aggregate confidence rating of 71.50% in Spring 2015, which is an improvement from their previous aggregate confidence rating of 69.58% in Autumn 2014.

4.24 Divisions have formulated targeted problem solving plans to increase confidence or maintain high levels of confidence at certain stations. The delivery method has been the 'You said we did' campaign. The campaign was developed following the first large-scale BTP public consultation in September 2014. This consultation aimed to find out what matters most to those using the railway (the next public consultation is due to be launched in October 2015). Other techniques that BTP have used in order to increase confidence have been to hold regular BTP Station Surgeries where the local Neighbourhood Policing Teams and Inspectors are present to engage with passengers. BTP has also utilised Cadets, Police staff, Specials and volunteers to engage with the public using survey cards. Crime Reduction Officers (CROs) at BTP's Force Headquarters have made visits to low confidence locations prioritising those where passengers have stated there are environmental issues causing confidence concerns.

4.25 It is recommended that a target is set to build on this success and further increase staff and passenger confidence during 2016-17.



Safeguarding – Year Two Delivery of the Safeguarding Strategy

- 4.26 BTP has developed a Safeguarding Unit that will increase the safety of children, young people, railway staff and vulnerable adults by working closely with other forces and non-police agencies. The Safeguarding Policing Plan commitment in 2015-16 provided a set of key milestones in delivering the Safeguarding strategy. The commitment is on track and in order to enhance further on this capability it is recommended that the year two strategic milestones are included in 2016-17 Policing Plan.