BRITISH TRANSPORT POLICE

REPORT TO: British Transport Police Authority

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SUBJECT: 2016-17 Policing Plan

SPONSOR: Deputy Chief Constable

AUTHOR: Ashley Auger and Jai Chainani

1. PURPOSE OF PAPER

1.1 This paper sets out options for National Policing Plan targets for 2016-17, building on discussions at the last Policing Plan Subgroup meeting that took place on 16 October 2015. It also describes the key themes that have been raised during the Sub-Divisional Stakeholder consultation meetings. At the time of writing, the full implications for BTP as a consequence of the Comprehensive Spending Review are not known. The outcome of the Medium Term Financial Plan (MTFP) will also inform the context for next year's Policing Plan. The outcome of either of these processes could potentially lead to a reassessment of the Strategic Plan commitments.

2. INTRODUCTION

2.1. At the last Policing Plan meeting BTP presented a series of themes to the Authority as options for national targets. These options are now being considered in greater detail in order to inform the formulation of the draft Policing Plan targets for 2016/17. All of the proposed options are aligned with BTP's Strategic objectives which are to:

- Reduce crime by 20%
- Reduce crime related disruption by 20%
- Increase passenger and staff confidence by 10%; and
- Deliver value for money.

2.2. Stakeholder meetings have now taken place in all Sub Divisions. This paper outlines the key common themes that have emerged during these meetings. As per the agreed timetable for the Policing Plan process, Divisions have now written back to all stakeholders with a summary of these meetings to ensure agreement on the proposed Sub Divisional targets. A formal consultation document will be sent to all stakeholders by the BTPA Executive in early January.

2.3 As outlined in the October submission, the operating context for 2016/17 will be challenging. 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. The continued terrorist threat, the implementation of Night Tube and the development and

expansion of many larger stations are also likely to increase demand on BTP as will the growing use of social media to report incidents and crime.
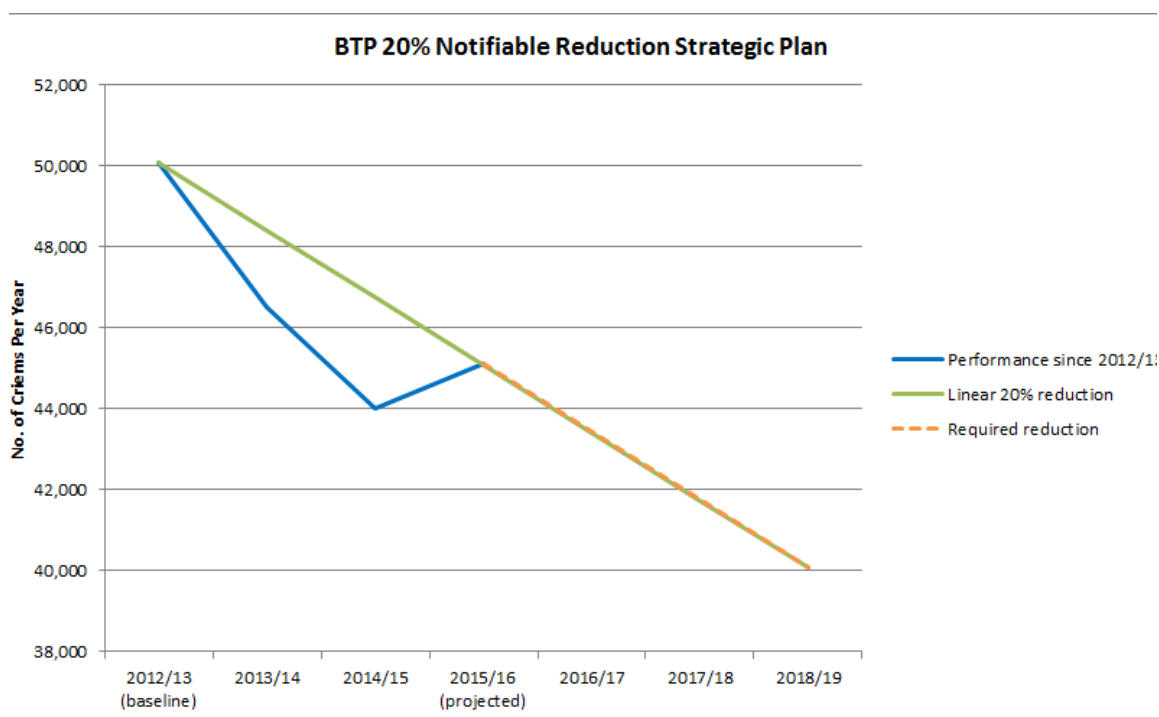
3. **NATIONAL TARGETS**

Notifiable Crime

3.1 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. Crime on the railway has reduced year on year for 11 years and the first two years of the Strategic Plan saw a reduction in crime of 12%. However, this year has seen a 3% increase in overall notifiable crime, which equates to 751 extra crimes. Proactive work continues in order to reduce this in the last quarter but if crime remains at this level, an 11% reduction in crime for the remaining three years will be required.

3.2 Volume crime has continued to reduce this year. Theft of Passenger Property has seen a further 2% reduction and there has also been an 8% reduction in cycle crime. The key crime categories that have seen significant increases during 2015/16 are violent and sexual offences. The number of recorded sexual offences has increased by 35% and the number of recorded violent offences has increased by 17%.

3.3 Some of these increases can be attributed to an increased confidence amongst victims to report crimes, which has been driven by BTP. For example, the 'Report It to Stop It' campaign has been implemented to increase the reporting of sexual offences, after research showed that 90% of these types of offences on London transport do not get reported by victims. The campaign encourages people who experience this type of behaviour to report this by texting 61016. Reports of unwanted sexual behaviour to BTP text 61016 services have increased in comparison to last year. Although this increase in reporting is clearly welcome, some of these reports lack enough detail to progress investigations or obtain convictions.

3.4 VAP is BTPs second most frequent offence, but also BTPs biggest challenge if it is to achieve the 20% reduction in notifiable crime by 2018/19. Since the start of the 2015/16 performance year, less serious VAP has steadily been increasing which is mainly due to the rise of 165% (up 361 offences) in Section 4a Public Order offences. This is predominantly the result of offences being correctly reclassified from Section 5 Public Order offences, following audits carried out by the Force Crime Registrar. Other crime types increasing within VAP are racially aggravated offences (up 58%, 181 offences) and common assaults (up 15%, 384 offences).

3.5 Two operations are on-going in B Division to combat this increase in VAP; Operation Stronghold and Operation Shepherd. Op Stronghold is on-going at key hub locations where passenger footfall is at its highest. Op Shepherd has been rolled out on 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. Operation Stronghold is also on-going in C Division with the key hotspot locations across all Sub-Divisions being targeted in order to reduce VAP and provide a reassuring presence for railway passengers

3.5   It is also of note that BTP will be moving to a new Crime system - 'Niche' - in February 2016. Niche will provide a single system for the core business processes of crime recording and management, intelligence submission and evaluation, custody management and case file preparation. The system will use a central database that records all information on people, objects, locations and events in single records. This will undoubtedly improve the accuracy of recorded crime data and it is anticipated (based on the experience of several Home Office forces) that when Control Works, the new Command and Control recording system, is implemented that the number of crimes recorded may increase in the region of 1-2% due to efficiencies within the database that allows improved 'criming' of incidents.

3.6   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.

BTP 20% Notifiable Reduction Strategic Plan

3.7   It is likely that in order to achieve the 20% reduction in overall crime an 11% reduction in crime will be required by 2019. **It is recommended that a national crime reduction target is set that would keep BTP on the trajectory required to achieve the overall strategic target. This is likely to be at a level of 3-4% depending on Quarter 4 performance.**

4.   Crime-Related Disruption

4.1   BTP's 2015/16 Policing Plan target is to reduce crime lost minutes by at least 7%. Reducing crime related disruption has been a challenge during the Strategic Plan period. There was a 26% reduction in lost minutes in the year before the strategic objective was set and the network has quickly become much busier with the impact of delay incidents becoming more severe. So far, 2015/16 has seen a further increase of 5% in lost minutes. However, in the area of primary lost minutes, which BTP can directly impact upon, a 4% reduction has been achieved so far this year. Reactionary minutes, however, have increased by 6%. Fatalities remain the second largest contributor of lost minutes although BTP is currently 41,612 LMs (17%) lower than the same time last year. Trespass still remains a challenge and accounts for 53% of all disruption so far this year and is currently 11% (34,203 LMs) more than last year.

4.2   There has been a number of proactive Problem Solving Plans (PSPs) that have achieved excellent results in relation to disruption. B Division East has reduced delay minutes at hotspot PSP locations by 65% and South by 68%. A good example of the benefits of this approach is Green Dragon Lane. This is a location where disruption due to trespass was a growing problem. Analysis of the location recommended joint working with Network Rail to complete a site visit and consider enhanced fencing to target harden vulnerable elements of the location. This was carried out and since this intervention there have been zero incidents of trespass.

4.3   However with increasing passenger numbers and the impact of fatalities and trespass at locations that are not necessarily known hotspots present a challenge to the long term success against this target. A joint approach has been adopted to tackle problems such as trespass, which has been identified as one of the major causes of delays to the transport network. Considerable work has taken place to tackle disruption through the national disruption programme led by Chief Superintendent Brogden working with Network Rail. This program commenced in July 2015 and a number of strands are being addressed in order to reduce delay on the Railway.

4.4   The implementation of 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 Suicide Prevention Mental Health teams, which gives industry engagement with NR, TOC's and external agencies to help to manage vulnerable individuals on the railway has already seen encouraging results. The programme seeks to develop a joint industry communications strategy as well as review and update all station and contingency planning processes.

4.5   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 Network Rail data/systems has allowed BTP to work alongside Network Rail and TOC partners to focus action and resources on high impact locations which contribute most to our disruption issues.

4.6 Through these actions BTP hope to work with Network Rail and route managers to effectively prevent and reduce disruption incidents from occurring by taking preventative action and being in the right place at the right time to deal with incidents as they happen. This activity is complex and will require time to embed within both organisations. **It is recommended that a 6% reduction in lost minutes target is set this year in order to support the achievement of BTP's strategic objective.** It is likely that by the end of this year around a 30% reduction will be required by 2019. The graph below shows how a 6% reduction for 2016/17 followed by 13% reductions in the two following years would achieve this. This option would allow for the work with Network Rail to embed and would also be more realistic for Divisions to achieve as opposed to the 10% reduction that would be required if the target was set at an equal level for each of the remaining three years.
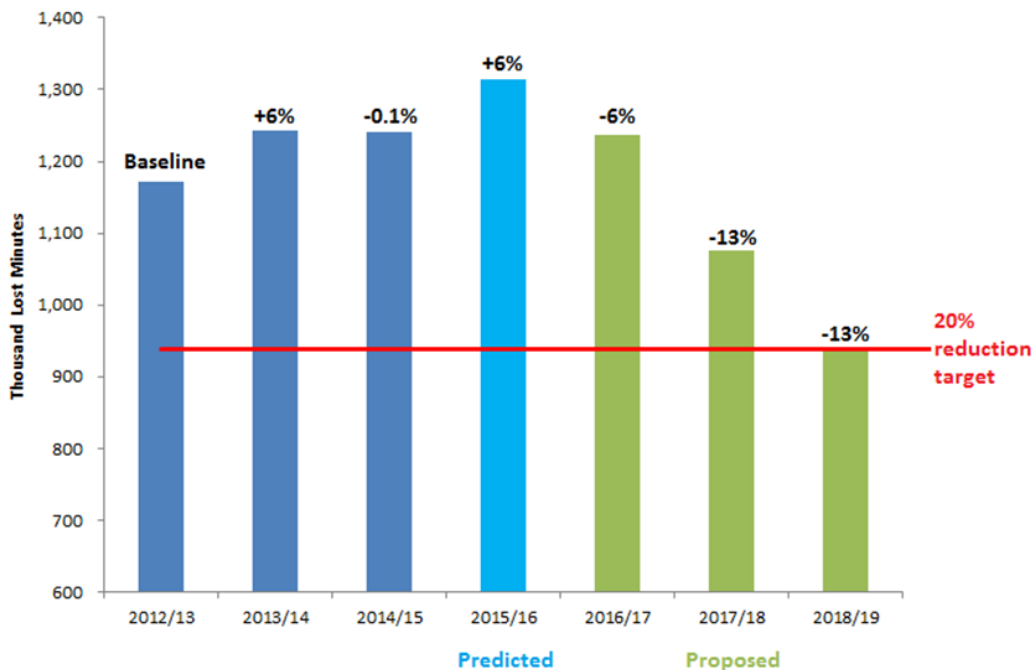
5. Confidence

5.1 Passenger confidence in the British Transport Police (BTP) is measured by the National Rail Passenger Survey (NRPS). The NRPS is a bi-annual survey run by Transport Focus, which consults more than 50,000 passengers a year to provide a network-wide picture of passenger satisfaction with different aspects of rail travel.

5.2 BTP uses the combined ratings to two questions in the NRPS as a measure of passenger confidence. Based on data from the latest wave of the NRPS (Spring 2015; 31,160 respondents), BTP passenger confidence is currently at 77.75%. This is a 0.65% improvement

(0.5 percentage point increase) from the 77.25% passenger confidence recorded in the NRPS Autumn 2014 wave, and exceeds our June 2015 confidence target of 77.50%.

5.3   The Rail Staff Survey (RSS) 2015 was run for twelve weeks between March and June this year. The survey received 3,742 responses from rail staff members and recorded a rail staff confidence of 64.8%. This year rail staff confidence is broadly in line with previous year – the RSS 2014 recorded a rail staff confidence of 65.1% with only half the sample size (1,577) to 2015.

5.4   BTP now has a greater understanding of what drives confidence on the Railway. Extensive analysis has been conducted on the NRPS dataset to identify low and high confidence stations and the drivers for confidence at these locations. The enhanced analysis has directed and focused the activity for frontline officers in completing confidence related PSPs for 2015/16. To further BTP understanding in this area next year, BTP will analyse passenger satisfaction data that is available from TOCs. This data set will provide an enriched picture of confidence and focus efforts on other low confidence stations that have not been captured by the NRPS.

5.5   The table below shows the incremental improvements that will be necessary to achieve the 10% strategic objective. It is recommended that the targets for 2016/17 are set at this level for passenger and rail staff from 2016/17 through to 2018/19. **Therefore the target for 2016/17 would require passenger confidence levels to reach 80.2% and rail staff confidence to reach 69.1%**

	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%

6.   <u>Value For Money</u>

<u>Sickness Absence</u>

6.1   A low sickness absence rate is critical for BTP to maximise its visibility and operational performance. Recent Policing Plans have contained a national target for sickness absence reduction and this has contributed to BTP being the best performing police force for the last two years in this area. The chart below shows how BTP's sickness absence levels have stabilised over the last few years, although it is expected that BTP could see a small decrease in sickness this year.

Days lost per Person v Target
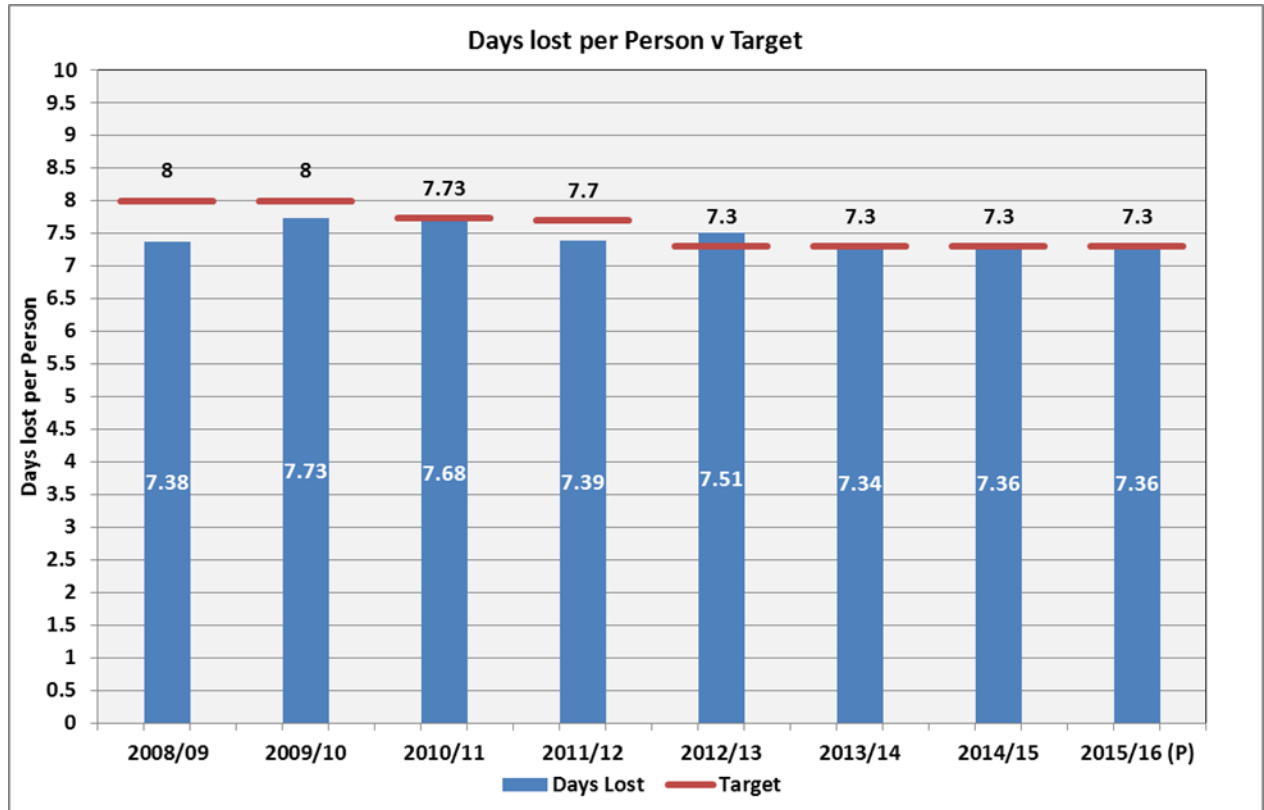
Alternative Value for Money Targets

6.2 At the October Policing Plan subgroup meeting, BTP was asked, in collaboration with the Authority Executive, to develop further proposals for value for money objectives. The Rail Delivery Group has also contributed to these discussions through meetings between Andy Odell and Sam Elvy. A meeting between BTP and the BTPA Executive took place in early November to agree possible target areas. These are briefly outlined below:

Increase in the number of BTP Special Constabulary Officers

6.3 A suggestion from the Rail Delivery Group was that BTP could base a target for 2016/17 on increasing its number of Special Constables. Although this suggestion has merit in that BTP's Specials provide a visible presence and enhance operational capability, further discussion have highlighted that this is a relatively small area of the organisation and that Special Constables often join as regular Constable's, which could make achieving such a target problematic.

Increase in BTP's visible presence measured by Mobile Device Technology

6.4   The mobile data project will provide mobile devices to officers which will geo locate officers in real time and give the ability for operators to geo-fence locations to allow accurate tracking of resources. This would allow a target to be set to increase the time that officers are front-facing rather than in police stations. It would be expected that through the provision of mobile devices, together with the new ways of working and other enabling transformational projects such as digital courts, that this increase in visibility would occur. However, this project will not be fully implemented until some way into 2016 so a numerical target would not be realistic for next year's Policing Plan, rather 2016/17 would be used to baseline performance with a view to setting an improvement target for 2017/18.

Increased Presence at key times through Rostering Standardisation

6.5   One of the key benefits of the ongoing Demand and Rostering Review will be the standardisation of BTP's rosters and the more effective matching of officers to demand. A revised rostering framework will provide additional resources during busy demand periods which will result in enhanced officer visibility. A target could be established that measures the impact of the new rostering system by the proportion of officers (or officer hours) rostered at key times such as weekends and late at night.

Increased Proportion of Budget or Reduced Cost of Frontline Policing

6.6   Another possible target which was set in 2014/15 Policing year was to increase the overall proportion of budget spent on frontline policing. This would be 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'. In 2014/15, 67% of the Force's budget was spent on frontline activity.

6.7   An alternative suggestion is to monitor the number of police officer hours worked during each period and divide this by each period budget to establish a 'cost per frontline policing hour' metric. Although this could be a complex process, if achieved it would represent a unit cost that could be tracked throughout the year.

7. **SAFEGUARDING**

7.1 At the October Subgroup meeting Members supported an objective linked to the successful implementation of the second year of the safeguarding strategy but requested more detail regarding the relevant objectives and timescales. The information below outlines each of the key objectives contained in the second year of this strategy and the dates that they will be implemented by.

Quarter 1 2016/17

7.2 Develop and streamline the processes relating to safeguarding referrals to partner agencies in order to ensure they are completed with added context and in a timely manner. This will be reviewed by monitoring the timeliness and completeness of referrals to partner agencies and local forces on a week by week basis. Performance will be reviewed and pinch points impacting on performance identified and addressed.

7.3 Develop a process of formal risk assessment of Hate Incidents/Crimes to meet our responsibilities to identify and safeguard repeat victims of Hate incidents. A Risk Assessment form for Hate incidents has been devised and is due for discussion at the Strategic Safeguarding Board in December 2015. Once agreed and implemented this will enable a thorough exploration of the wider concerns related to a Hate Crime incident and allow accurate support to be offered and referrals made to both support agencies but also local police forces. These forms will be monitored for compliance and accuracy of completion and remedial action taken by the Safeguarding Unit to address poor performance.

Quarter 2 2016/17

7.4 To improve the understanding of officers of the DASH form process and improve the quality of those submitted. To ensure that BTP is compliant with recommendations made by HMIC to Home Office forces a new DASH form has been devised and is being reviewed. Once agreed this will be circulated to all officers and will be accompanied by a reiteration of the requirements for completion of the form. Compliance will continue to be monitored and where poor performance is identified remedial action will be taken.

7.5 Review training and awareness packages for frontline officers and staff around safeguarding issues ensuring that training is relevant to the BTP environment. Discussions are currently taking place between Learning & Development and Safeguarding regarding training for new police officer recruits, new PCSO recruits, newly promoted supervisors courses. The intention is that the inputs are equivalent to those given to officers and staff in Home Office forces and provides sufficient information and guidance to enable all strands of safeguarding to be addressed correctly.

Quarter 3 2016/17

7.6 Develop the roll out of the "Safeguarding Children on Transport" programme developed by Railway Children to raise awareness across the transport community of Child Protection concerns and to reinforce partnership working across the network.

7.7 Review the implementation of the Adult at Risk form and it's utilisation by officers to ensure it is being used appropriately and in the correct circumstances.

7.8 Evaluate the links with Home Office Police forces, local Child & Adult Safeguarding Boards and NPCC national meetings of regional leads for specific strands to ensure that joined up processes for addressing safeguarding issues are in place.

8. Local Targets

8.1 All Sub Divisions have carried out local consultations where stakeholders were invited to discuss themes that should be included in the local policing plan targets. This process highlighted a strong commitment to joint problem solving and highlighted evidence of good local partnership working. Some of common themes identified during the consultation are listed below:

- **Disruption** – Stakeholders raised concerns around disruption relating to trespass and fatalities. All Stakeholders valued the problem solving plan approach and felt this was a good tool to enhance joint working and promote a holistic approach to disruption management. Stakeholders valued the work of the BTP which focused upon the hotspot locations at the right time of day.

- **Staff Assaults** – enhanced communication in relation to outcomes and disposals of staff assault cases between BTP and staff should be considered. This would have a positive impact upon staff confidence.

- **Confidence** – The confidence target should be clearly distinguished between that of the public and staff. Train Operating Companies conduct their own customer satisfaction surveys which could be used to enhance BTP's understanding of other low / high confidence stations and lead to targeted activity at these locations next year.

- **Freight** – Freight companies highlighted concerns around theft on route and the importance of the continued positive dialogue with BTP. They supported a focus on the freight industry which could be achieved through the Local C Division and National Freight Meetings.

- **Anti-Social Behaviour** – late night ASB was raised as concern by the Stakeholders and they highlighted the importance of late night train patrols but extending this through stations outside of London. Again, a problem solving approach was seen as the best solution to this issue.

9. Recommendation
- Members of the Policing Plan Sub Group to agree target themes for 2016/17.
- Draft targets to be shared with stakeholders at the Stakeholder Consultation between 4th – 29th January 2016.