



REPORT TO: British Transport Police Authority
DATE: 29th January 2016
SUBJECT: 2016-17 Policing Plan
SPONSOR: Deputy Chief Constable
AUTHOR: Vanita Patel and Jai Chainani

1. **PURPOSE OF PAPER**

1.1 This paper sets out the final options for National Policing Plan targets for 2016-17. It also provides an outline of the local targets following consultation at a Sub Divisional level.

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 presented as the final options for the 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 The proposed targets have been set in the context of the operational environment described in the paper submitted to the previous meeting of this Group. Growth in the railway is likely to continue at a high rate and the introduction of projects such as Night Tube together with the ongoing development of major transport hubs will continue to increase demand for BTP in 2016. A more congested network also presents challenges in reducing disruption as the impact of disruption incidents leads to increased lost minutes and reactionary delay.

2.3 The targets have also been influenced by consultation at a national and local level. BTP's national surveys have shown that BTP's overarching strategic objectives are supported by passengers and staff. Local concerns, particularly relating to violence against staff and passengers, late night visibility as well as a problem solving approach to tackling disruption have been incorporated within the suite of local targets attached as Appendix A

3. **NATIONAL TARGETS**

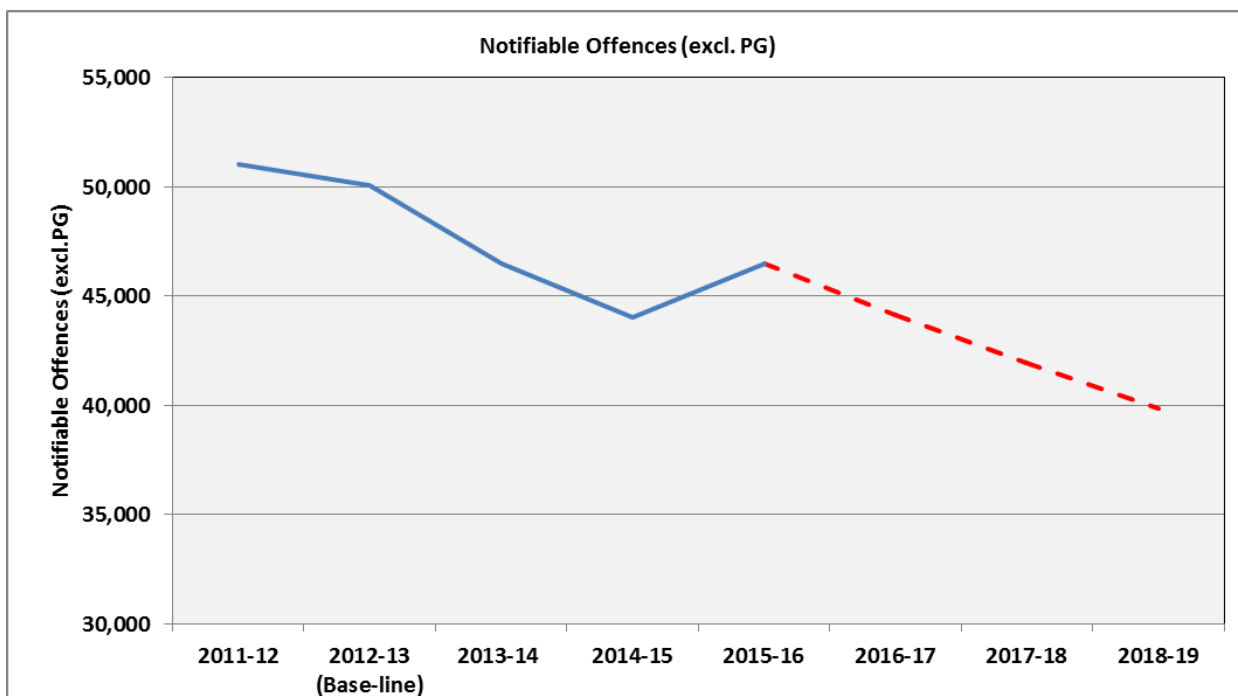
Notifiable Crime

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%. The railway is now a much safer place to travel and work, with the number of crimes per million passengers having reduced by 41% over the last five years and been on a downward trajectory since 2004-05. It is predicted that this figure will have reduced again during 2015-16 to an overall 13.5 crimes per million passengers.

3.2 Currently overall crime has increased 4.7% this performance year. If the same increase is recorded at the end of the performance year then a reduction of 14% will be required in the remaining three years to

achieve this strategic target. The increases in crime have occurred predominately in the violence and sexual offences category. Although there has been an increase in overall VAP offences, the risk relating to the more serious violent offences has remained stable at a very low level (0.7 crimes per million passenger journeys). The majority increase has been in common assault and public order related offences, which are sporadic, hard to predict involve passenger on passenger incidents. It should also be noted that the most recent crime statistics published by Office for National Statistics (covering from October 2014 to September 2015) reported a 27% increase in VAP offences nationally in comparison to a 6% increase recorded by BTP.

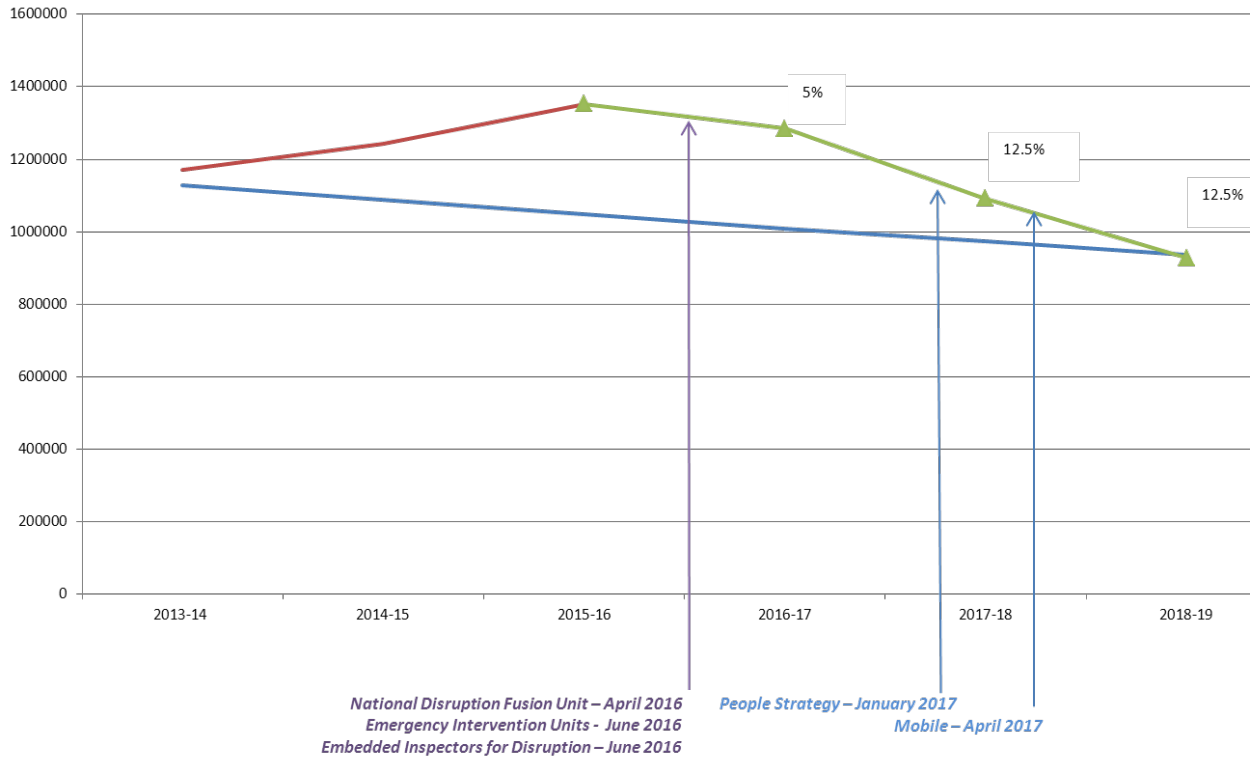
- 3.3 The increase in sexual offences can be linked to a general increase in the confidence amongst victims of this kind of offence on the railway to report crimes. BTP has proactively encouraged this, with the 'Report It to Stop It' campaign being implemented nationally to increase the reporting of sexual offences. This rise in reporting has been also seen on a national scale with offences up 41% within Home Office forces. BTP has seen a smaller increase of 27% (the 32nd highest increase out of the 44 forces).
- 3.4 As well as encouraging the reporting of specific crime types, over the last three years BTP has also been enhancing its general accessibility and the ability of victims to report crimes. There has been significant emphasis on the use of the 61016 text service which allows a victim or witness to quickly and discreetly report a crime or incident to the BTP. In 2014 6975 texts were received using the 61016 number and 557 crimes were raised as a result
- 3.5 The chart below shows the overall notifiable offences (excluding police generated offences) since 2011-12 and shows the reductions required to achieve the strategic target.



- 3.6 Achieving a 5% reduction in crime in each of the next three years would deliver the overall strategic objective of a 20% reduction. **It is therefore recommended that a 5% reduction in overall notifiable offences target is set for 2016-17.**
4. Crime-related disruption
- 4.1 This objective has been a challenging for BTP during the current strategy and the overall number of lost minutes is projected to increase by 5%-6% by the end of this performance year. However, in the area of primary lost minutes, which BTP can directly impact upon, the number of minutes has reduced by 1% in 2015-16. Reactionary minutes, however, have increased by 10%. Trespass still remains a challenge and accounts for 49% of all disruption so far this year and is currently 8% more than last year.
- 4.2 There has been notable success in identified hotspot locations where there has been an overall disruption by 18% during 2015-16. In D Division a 48% reduction has been achieved and B Division has recorded a 58% reduction. Although there has been an increase of 15% across C Division, discussion with stakeholders concluded that this should not detract from the success of the activity which has taken place on that Division and that the overall figure was impacted detrimentally by a small number of incidents that could not reasonably have been predicted nor prevented.
- 4.3 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 objective. A joint approach with the railway industry is key to long-term success. Considerable work has taken place in this area through the national disruption programme led by Chief Superintendent Brogden working predominantly 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 2016-17 combines Network Rail and BTP staff to produce a range of products specifically relating to disruption utilising both BTP and Network Rail data and systems. This has allowed BTP to integrate further with Network Rail to focus action and resources on high impact locations which contribute most to disruption issues as well as enhancing joint understanding of performance measures and data generally.
- 4.6 Through these projects BTP will continue to work with Network Rail and Route Managers to effectively prevent and mitigate disruption incidents 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.



4.7 It is likely that by the end of this year at least a 30% reduction will be required by 2019. The diagram below shows when the impact of the work C/Supt Brogden is leading on will come on line as well as some of the key transformational projects that will assist in the achievement of this objective.



4.8 Given that these projects will take some time to fully embed it is recommended that the annual targets set to achieve the overall strategic objective are back-weighted. The achievement of the following annual reductions would ensure that the overall objective is met:

- Year 4 (2016/17) 5% reduction in overall lost minutes
- Year 5 (2017/18) 12.5% reduction in overall lost minutes
- Year 6 (2018/19) 12.5% reduction in overall lost minutes

4.9 **It is therefore recommended that a 5% reduction in lost minutes target is set for 2016-17.**

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. The confidence ratings for the for Autumn 2015 have recently been received and shows an improvement from the previous wave and an overall rating of 78.71%. This indicates that BTP is on track to achieve the June 2016 target of 78.82%.
- 5.3 The Rail Staff Survey (RSS) 2015 was run for twelve weeks between March and June 2015. The survey received 3,742 responses from rail staff members and recorded a rail staff confidence level 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 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%

- 5.5 **It is therefore recommended that a 80.2% target for passenger confidence and a 69.1% target for rail staff confidence is set for 2016-17.**

6. Value for Money

- 6.1 At the last meeting of this Group, BTP were tasked with developing proposals for a value for money target based on cost per passenger km. Cost per passenger kilometre was the key metric used in Sir Roy McNulty's study of the value for money of Britain's railway. This measure was the comparator through which the recommendation was made that the UK rail industry increases its efficiency by 30% so that it can compare to the most efficient European operator.
- 6.2 BTP has performed well against this measure and is on track to deliver at least 30% reduction by 2019. The measure is a good indicator of efficiency as it is illustrative not only of the below-RPI budget settlements that have occurred since 2012, but also of the significant and sustained increases in patronage that the railway has experienced. It also underlines BTP's enabling role in this growth through securing a safe secure and reliable network.
- 6.3 This source data for this metric is BTP's gross budget and Office of Rail Regulator Rail Trends quarterly publications. The most current data shows BTP's cost per passenger kilometre as 29p pence. For the purposes of this target the baseline would be updated when Q4 2015-16 data is available (May 2016).
- 6.4 BTP has also tracked it performance against its cost per freight kilometre. The rail freight sector has been very successful during the last ten years and freight use is expected to grow by 28% during the Strategic Plan period. BTP is on track to reduce its cost per freight kilometre by at least 30% by 2019



with the current cost per freight kilometre at around 24 pence. However, cost per passenger kilometre is the key metric used by McNulty and is the most recognised by the industry. **It is therefore recommended that a target is set to further reduce BTP's cost per passenger kilometre during 2016-17.**

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. 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

- 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.
- 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

- To improve the understanding of officers of the Domestic Abuse, Stalking and Harassment (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.
- 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

- 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.

- 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.

Quarter 4 2016-17

- 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.

7.2 **It is recommended that a target is set to increase the safety of young people, vulnerable adult and railway staff through the implementation of year two of the Safeguarding Strategy.**

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. RECOMMENDATIONS

9.1 It is recommended that members discuss and approve the national and local policing plan targets as set out in this paper.

Strategic Target 20:20:10

- Reduce Crime by 20%
- Reduce Disruption by 20%
- Increase Confidence by 10%

National Targets

- Reduce Crime by least 5%
- Reduce Disruption by at least 5%
- Increase Confidence
 - *Passenger confidence level to be at least 80.2%*
 - *Rail staff confidence to be at least 69.1%*
- Value for Money – Reduce cost Per Passenger KM
- Safeguarding Commitment

B Division Local Targets

East

- To complete three year-long PSPs linked to NWR Routes to target disruption
- Conduct at least 765 late night on-train patrols out of London termini hubs on Thursdays, Fridays & Saturdays
- Reduce serious physical violence by at least 10%

South

- To complete three year-long PSPs linked to NWR Routes to target disruption
- Conduct at least 612 late night on-train patrols out of London termini hubs on Thursdays, Fridays & Saturdays
- Reduce serious physical violence by at least 10%

TfL

- Reduce notifiable crime per million passenger journeys
- Reduce physical violence per million passenger journeys during peak commuter travelling days/times
- Increase arrests for sexual offences by at least 10%
- To complete at least 150 DLR partnership patrols

C Division Local Targets

*Division wide
Achieve at least
75% satisfaction rate
for freight related
PSPs*

Wales

- Disruption PSPs - To achieve at least a 75% satisfaction rate
- PSPs to address ASB - To achieve at least a 75% satisfaction rate
- To improve the positive outcome rates for staff assault and aggression offences by at least 3% points
- Reduce violence against staff and passengers

Midlands

- Disruption PSPs - To achieve at least a 75% satisfaction rate
- PSPs to address ASB - To achieve at least a 75% satisfaction rate
- To achieve a Quality of Service victim satisfaction rate of at least 80% for staff assaults and aggression offences
- Reduce violence against staff and passengers

Pennine

- Disruption PSPs - To achieve at least a 75% satisfaction rate
- PSPs to address ASB - To achieve at least a 75% satisfaction rate
- To achieve a Quality of Service victim satisfaction rate of at least 80% for staff assaults and aggression offences
- Reduce violence against staff and passengers

Western

- Disruption PSPs - To achieve at least a 75% satisfaction rate
- PSPs to address ASB - To achieve at least a 75% satisfaction rate
- To achieve a Quality of Service victim satisfaction rate of at least 80% for staff assaults and aggression offences
- Reduce violence against staff and passengers

D Division Local Targets

- Reduce the recidivist offending rate
- Reduce the number of staff assaults by at least 10%
- Increase the detection rate for football related offences by least 3% points
- To achieve a Quality of Service victim satisfaction rate of at least 90% for staff assaults and aggression offences

- At least 95% of Safeguarding referrals made within three working days
- Achieve at least a 75% satisfaction rate for the single D Division wide disruption PSP

Agenda Item: 3 - Appendix B
Date: 3 February
Subject: Overview of responses to consultation on the 2016/17 Policing Plan
Author: Jon Newton
For: Information and discussion

1. Background

- 1.1 The Authority consulted stakeholders between 4 – 29 January 2016 on the proposed National and Local Policing Plan target themes. The details were sent to 83 stakeholders, including Train Operating Companies (TOCs), Freight Operating Companies (FOCs), Network Rail, Transport Focus and others, including ATOC/RDG, Rail Freight Group (RFG), and passenger transport authorities.¹
- 1.2 Twenty one responses were received, giving a 25% response rate.²

2. National targets

- 2.1 Almost all stakeholders were fully supportive of the proposed National Policing Plan targets linked to the '202010' strategic objectives (targets N1-N3). The only concern highlighted with respect to the proposed crime and lost-minutes reduction targets was around the view that percentage reduction targets were flawed, and that a 'continuous improvement' approach would be more beneficial.
- 2.2 Comments on the proposed National targets were mostly focussed on the proposed value for money (vfm) target³. Out of the twenty responses, seventeen supported this proposed target. Three stakeholders, however, raised concerns; one noted that previous suggestions had been made by RDG around the measurement of vfm and suggested that information provided as part of BTPA's CSR15 submission would include details on how BTP is providing vfm; others noted concerns about a potential impact on frontline services.
- 2.3 Nineteen out of twenty respondents were supportive of the proposed safeguarding target. One respondent, however, noted

¹ The survey was conducted via the online survey platform, via SurveyMonkey (<https://www.surveymonkey.com/>)

² 20 online-survey responses and one via email.

³ N4 Deliver value for money by reducing the unit cost of policing (cost per passenger km)

concern that there was no mention in the commentary of who BTP's 'partner agencies' are, and about the wording of the commentary suggesting a focus on the identification and treatment of repeat victims, rather than the conviction of offenders. The respondent also noted concern around the use of restorative justice, suggesting that this 'does not inspire confidence amongst many victims'.

- 2.4 Four respondents, from three organisations, highlighted violence against rail staff as a priority that should also be considered for inclusion in the National Policing Plan targets. The reduction of violence against staff has already been proposed in the Local Policing Plan targets for C and D Division; stakeholders, however, have suggested that it also be included as a separate national target as these crimes can be hidden in the overall crime reduction target and to highlight the level of importance placed on these offences and ensure uniformity across the Divisions.

3. Local targets

B Division

- 3.1 The majority of respondents were supportive of the proposed Local Policing Plan targets for B Division. There were, however, two themes to note from the feedback, including two comments around improved engagement with industry with respect to the use of Problem Solving Plans (PSPs) and for an additional target linked to violence against staff.
- 3.2 Five respondents, from four operators, highlighted violence against staff, including specifically for the TfL Sub-Division, and also to target offences at hotspots.
- 3.3 There were two comments related to specific targets. It was highlighted that the South Sub-Division target for late night patrols to tackle anti-social behaviour (ASB) outlines one activity for an issue in which a range of tactics could be used, and suggested a target such as 'reduce ASB on late night trains by x'. The other comment refers to the TfL Sub-Division target to increase positive outcomes for sex offences, and states that it is not clear what is meant by positive outcomes.
- 3.4 Also of note, Transport for London (TfL) has provided feedback outside of the consultation responses, highlighting concerns with respect to the BTP TfL Sub-Division targets. As a result, BTP's B Division Commander has agreed to hold an additional meeting with TfL to seek their views on the targets in more detail.

C Division

- 3.5 Nearly all stakeholders were fully supportive of the proposed C Division Local Policing Plan targets. One comment was raised, as per the B Division feedback, seeking improved engagement with industry with respect to the use of PSPs.

D Division

- 3.6 All stakeholders were supportive of the proposed D Division Local Policing Plan targets.

4. Recommendations

- 4.1 Policing Plan Group is requested to review and comment the key themes raised by stakeholders in the January 2016 consultation.
- 4.2 Policing Plan Group to consider additional Policing Plan targets following feedback related to violence against staff for the Local B Division and/or National Policing Plans, in addition to the C and D Division Local Policing Plan targets.
- 4.3 Policing Plan Group to note that a future meeting is to be arranged between BTP's B Division Commander and TfL to discuss the proposed TfL Sub-Division targets; and recommend that any amendments to be circulated to the Committee Members offline to confirm any changes made.