

BTP Performance Framework 2017/18

An improved framework for Policing the Railway

This document sets out BTP's new performance framework, which has been designed to move away from binary targets and drive a broader approach to policing with a focus on priorities that matter to passengers, staff and the railway industry.

By doing this, and moving away from the traditional 'red, green and amber' mind-set, BTP will re-ignite the passion of its officers staff for policing and ensure that the public, victims of crime and stakeholders receive the best possible service.

This section outlines the rationale for the transition to the new performance framework. For the last four years, BTP's performance framework has been focused on the three numerical policing objectives within the Strategic Plan. Known as the 20-20-10 objectives, they are to:

- Reduce crime on the railway by at least 20%
- Reduce minutes lost to police-related disruption by at least 20%
- Increase passenger confidence with personal security on train and on station by at least 10%

These objectives were undoubtedly right for BTP in 2012 when they were set. They focused the force on working with the industry on matters that were important to them and their passengers and staff. They have been instrumental in BTP supporting the industry to achieve the growth that has occurred over the last five years and in developing the excellent relationships it has with industry colleagues.

However, much has changed since the Strategic Plan was established. For example, changes in the profile of crime, the sustained threat of terrorism and the growing focus on vulnerability and public protection has meant that it is sensible for BTP to review how it manages performance and how it focuses its resources.

A persistent focus on numerical targets can have adverse implications on how an organisation manages its resources. For example, in terms of an overall crime reduction target, every crime is treated as equal and can lead to a focus on volume rather than being led by the impact more serious and complex crimes can have on a victim.

BTP has consulted widely and listened to what its staff, passengers and the rail industry want, and the feedback has been unanimous. They want BTP to focus resource on the right things and through the right activity. They want BTP's staff to 'do the right thing, every day' and not feel constrained by numerical targets.

This means that BTP has to prioritise crimes and incidents that matter most to passengers, public and industry. This means focusing on areas such as:

- Sexual offences
- Vulnerability
- Serious levels of public disorder
- High impact disruption
- Violence against the person
- Staff assaults
- Persistent anti-social behaviour (particularly late at night or football-related disorder)
- Cyber-related crime

Culturally, this means a move towards an organisation that trusts and supports its staff and provides them with a greater degree of discretion to do the right thing. BTP's officers and staff will be required to make considered judgements as how they use their time; to focus on outcomes and make choices.

It does not mean that BTP can ignore any crime or call for service and does not signal that BTP is in any way less interested in tackling crime, disruption or passenger confidence.

The operation of Trafalgar deployments provides an example of how this approach will work in practice. The principles of evidence-based policing to drive how BTP deploys resources and expertise – and where and when officers patrol - are still solid and will remain.

However, the new approach will enable BTP to factor in 'priority' crimes – those crimes which really matter the most to victims and stakeholders - as well as the opportunities to prevent disruption and make life-saving interventions. The hotspots that will emerge after this analysis will be different, and will make more sense to staff and stakeholders.

Other factors will also influence deployment, most importantly the needs of victims, witnesses and the vulnerable. The prioritising of the needs of these people, those who most need BTP's protection and safeguarding, will further enable BTP staff to make the right kind of judgment calls and make the right choices.

This approach fits well with Home Office guidelines. In 2010 Theresa May as Home Secretary announced the immediate abolition of performance targets in police forces in England and Wales. Home Office police forces subsequently moved away from binary numerical targets to a qualitative performance management approach to provide a richer understanding of performance.

One of the most impressive examples is Kent police, who have gone through a genuine transformation in the way that they are seen by the public and in the effectiveness of their policing approach. BTP has engaged with Kent and the proposed model has taken the most positive aspects from their experience. The next section of this document outlines how this model will work in more detail.

The new performance framework

BTP will monitor performance under seven performance 'pillars'. These pillars have been designed in consultation with key stakeholders from the rail industry, the public, rail staff and BTP staff. They represent the focus of BTP's policing commitments for 2017-18.

Underpinning each of these pillars will be a suite of indicators which will be used manage performance. These indicators will not only relate to crimes rates and other traditional crime and detection measures but will also be focused on much broader of service delivery measures that influence what BTP does and how it operates.

A further set of local commitments have been agreed for each Division. They will support the national commitments and also deliver local priorities highlighted at stakeholder consultation meetings and through public consultation.

The proposed Policing Pillars

1. Counter Terrorism
2. Preventing Crime
3. Protecting Vulnerable People
4. Supporting the Railway
5. Supporting and valuing our workforce
6. Building confidence and Satisfaction
7. Improving effectiveness and efficiency

These pillars are described in more detail below.

Counter Terrorism: *"To identify the most likely points of impact from terrorism and ensure that the Force has effective tactical options and plans in place"*

Counter terrorism remains the single biggest threat to BTP and the nature of the threat is continuously evolving. As well as coordinated attacks such as those witnessed in Paris (January and November 2015) and Brussels (March 2016), there has also been a significant increase in the risk of low-sophistication attacks such as that at Leytonstone tube station. There is also an enduring threat of 'active shooter' incidents similar to the Mumbai 2018 attack.

Mass transit systems are inherently vulnerable to terrorist attacks due to their accessibility. As well as the attack at Leytonstone there have been a number of other attacks at airports, stations and on trains such as the attack on the Thalys Amsterdam-Paris train in August 2015.

BTP has responded to the changing threat by investing heavily in its counter terrorist resources and by regularly reviewing its operational stance in line with its Strategic Threat Risk Assessment. BTP has undergone three growth phases in relation to its counter terrorist assets, which has allowed the force to increase the number of Authorised Firearms Officers and trainers, Behavioural Detection Officers, plain clothes assets and specialist equipment. BTP now dedicates 9% of its total budget to counter terrorist resources.

The inclusion of this pillar within the 2017-18 framework will underpin BTP's ongoing commitment to play a key role in the UK Government's CONTEST strategy, dovetailing with day to day policing of the railways. Such responsibilities are an integral part of BTP's core preventative and public protection functions in order to protect the railway infrastructure and all those who use it.

Preventing Crime: *"To focus on crimes and offenders that cause the greatest harm"*

Crime types and patterns that are experienced upon the railway are changing and BTP's policing approach are adapting to meet such changes. Increases in passenger numbers, and consequent calls for service, either crime-based or to provide assistance to help children and vulnerable people, exist alongside the need to minimise the impact of disruption to the railway caused by criminal acts such as trespass and vandalism as well as through unfortunate events such as suicide or suicidal attempts. These demands must all be met, against a backdrop of protecting the rail network and public from the threat of terrorism – and the overall effect is a new and challenging operating environment.

Following 11 successive years of reductions in crime on the railway, in 2015-16 there was a 4% increase in recorded crime and this has increased further in 2016-17. The crime types accounting for the majority of this increase are sexual offences, public order and low-level violence offences. Other crime, such as retail theft has also increased, brought about by the change in profile of rail stations, which are increasingly being re-developed to become destinations with shopping and retail outlets as well as rail travel facilities.

BTP's new demand model will enable the force to deploy officers and PCSOs to the right place at the right time more often in 2017-18. This will support a quicker response to calls for service, emerging issues and public protection.

This pillar and its supporting indicators have been designed to support BTP's focus on those crimes that impact most on victims and also to focus on other important elements of policing such as response times for priority incidents, deployment at priority locations, CCTV turnaround times and bail and criminal justice outcomes. BTP will continue to work with Home Office Police forces and other agencies in order to ensure active intervention is made with prolific offenders to reduce offending on the railway.

Protecting Vulnerable People: *"Protect, support and safeguard vulnerable people at risk"*

As a national police service dealing with a largely transient population, BTP encounters significant numbers of vulnerable people suffering from mental health conditions, behavioural disorders and learning difficulties on a daily basis. Some of these individuals present a significant risk of harm to

themselves which all too often results in tragedy with the loss of life by suicide on the rail network. The demand that suicidal behaviour and its consequences places upon BTP is significant and is consequently prioritised in terms of the threat risk and harm it has upon the rail community and wider society. For example, in 2015-16, BTP recorded 9,381 incidents involving suicidal behaviour and or mental health crisis, including 305 suspected suicides.

This pillar will support BTP's overarching safeguarding ambition to keep people safe and do all that is reasonably practicable to protect people from harm and to promote the wellbeing of all children and vulnerable adults in need of help and support. BTP is introducing an overall strategic lead on protecting vulnerable people who will provide focus in this area, in particular those who are at risk of abuse, neglect or are unable to protect themselves from harm or exploitation. The new model will see police station commanders ensuring all public protection issues are identified more quickly and local solutions are implemented to protect all vulnerable people who come to notice on the rail network. This will be a priority at police station level with support from each Division's command teams and specialist resources across the force.

The indicators underpinning the pillar will enable BTP to measure the number of lifesaving and other interventions made to protect vulnerable adults and children and well as having a detailed oversight of critical processes and procedures such as the submission of relevant protection forms, referral activity and the use of detention and other powers.

Supporting the Railway: *"Support the Railway by working in partnership with Industry and others to keep the railway running efficiently and on time. To respond quickly to incidents that cause delay and promptly reinstate services"*

Supporting rail staff and the railway industry remains a key priority for BTP. This pillar encompasses work to reduce disruption as well as maintaining a focus on the service provided to rail staff who are victims of crime. The metrics underneath this pillar focus on these areas and also capture particular concerns that were realised during the consultation process.

Both the public and industry partners raised concerns with the impact of disruption. A wide range of indicators have been introduced to support this indicator which will focus on the response to disruptive incidents as well as preventative activity such as crime reduction surveys and the implementation of their recommendations. BTP will also continue to measure response times to disruption incidents and hand-back times to fatal incidents.

Anti-social behaviour and staff assaults were also raised as issues during the consultation. Focus on this area will be monitored through indicators designed to monitor activity such as late night patrols at priority locations, joint initiative to targets hotspot or problematic locations and the support to revenue staff at revenue blocks.

Another important element of this pillar is the focus on the quality of service provided to staff who are victims of crime such as prompt reporting of court results and providing staff who are victims of serious staff assaults within 24 hours.

Supporting and valuing our workforce: *“Ensure that our staff feel valued and supported in what they do and are well equipped to provide rapid response and deliver a high level quality service”*

One of the most important elements within the new performance framework is a commitment to support and value BTP staff. There has been a significant consultation exercise to support this pillar which has involved three focus groups made up of a broad range of police and police staff members. The indicators underpinning this pillar are based upon this feedback and are focused on ensuring that what is important to them is understood and is prominent in BTP’s performance reporting.

This pillar supports other organisational developments such as the new People and Wellbeing Strategies and the new Culture Board which is chaired by the Chief Constable and enables staff at all levels from across the force to give their views on plans for BTP’s future.

The indicators supporting this pillar span a very wide range of areas including the provision of aftercare for staff who have been involved in traumatic incidents, the occurrence of payroll errors, occupational health contact times, cancelled rest days, diversity-related retention and recruitment indicators, fleet availability, core training provision and lone working rates.

Building confidence and Satisfaction: *“Put witnesses and victims at the heart of what we do and inspire high standards of service, behaviour and personal integrity to ensure the Force meets the needs of the public and victims of crime. To police fairly and proportionately”*

This pillar maintains the BTP’s organisational focus on the confidence of passengers and staff but widens this focus to ensure appropriate emphasis is put on wider legitimacy and professionalism issues. For example, indicators under this pillar will encompass rates of public complaints and aspects of stop and search activity including stops by ethnicity and age, the occurrence of appropriate supervisory oversight and recording of proper grounds.

Victim confidence elements will be measured through case progression indicators and oversight will also be provided in other areas such as the opportunity for victims to make victim personal statements, the carrying out of witness needs assessments and adherence to case file quality standards.

Improving effectiveness and efficiency: *“Improve efficiency by ensuring our officers and staff are in the right place at the right time to deliver our priorities. To use our resources wisely and sparingly and quantify the value of what we do.”*

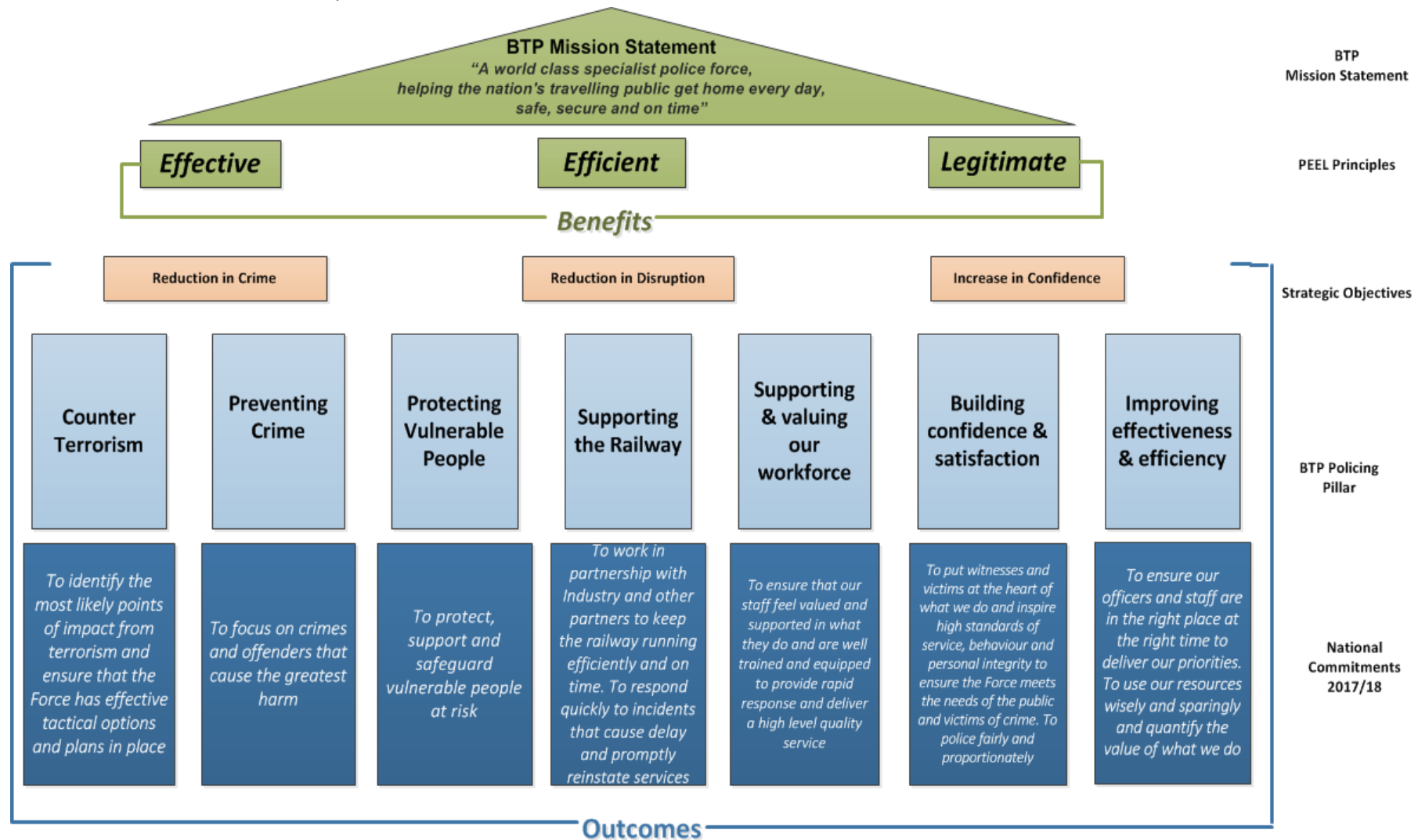
BTP is determined to deliver its policing service in the most effective way, with the most efficient use of resources. This approach is force-wide, from the strategic level to the local department or police station where BTP managers and staff will deliver continuous improvement.

During 2017-18 BTP will implement the lessons learnt from recent change programmes and adopt best practice to drive its efficiency programme. This will ensure that the force is able to deliver the service required, improve effectiveness through the adaption of new capabilities, and meet demanding efficiency targets. BTP’s Efficiency and Benefits Board will drive this process and monitor performance against the indicators under the Efficiency and Effectiveness pillar.

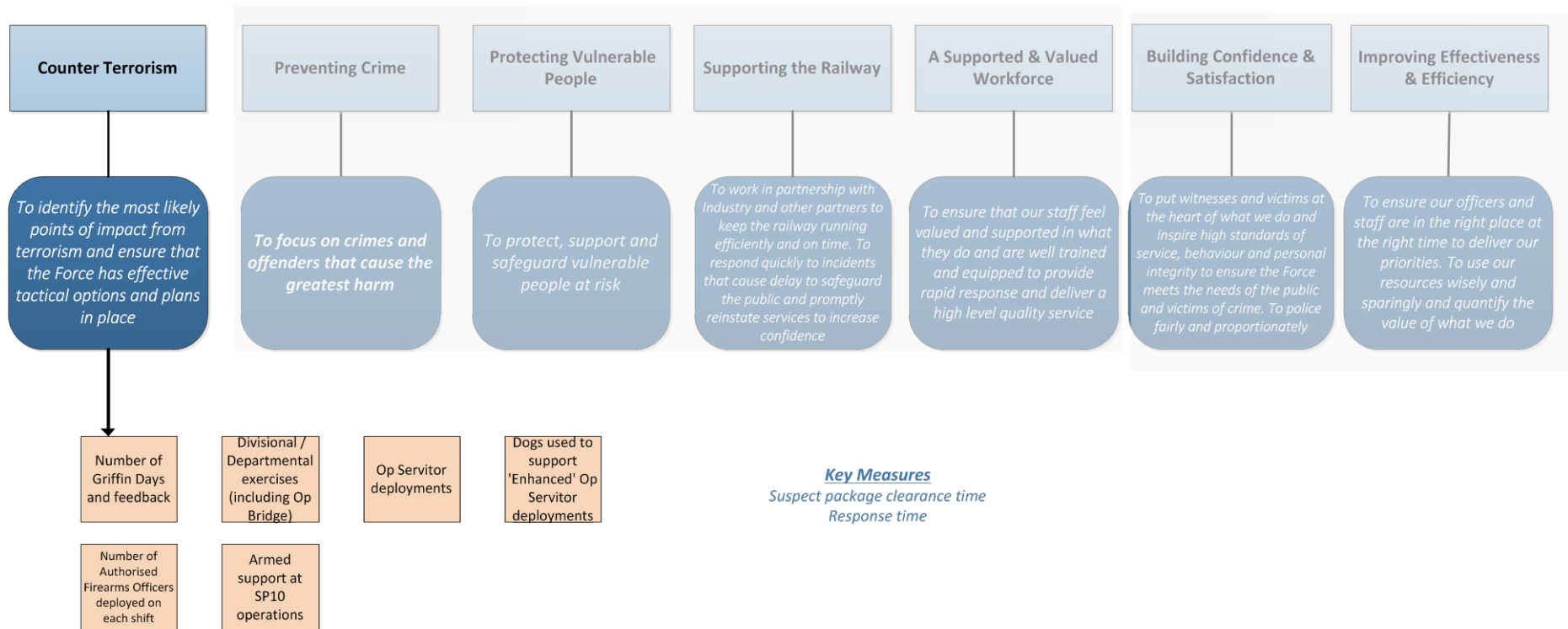
The indicators underneath this pillar are developing and will be expanded to include recognised benchmarking indicators provided through the recent CIPFA benchmarking exercise as well as more established indicators such as the cost per passenger kilometre and back office/frontline budget ratio.

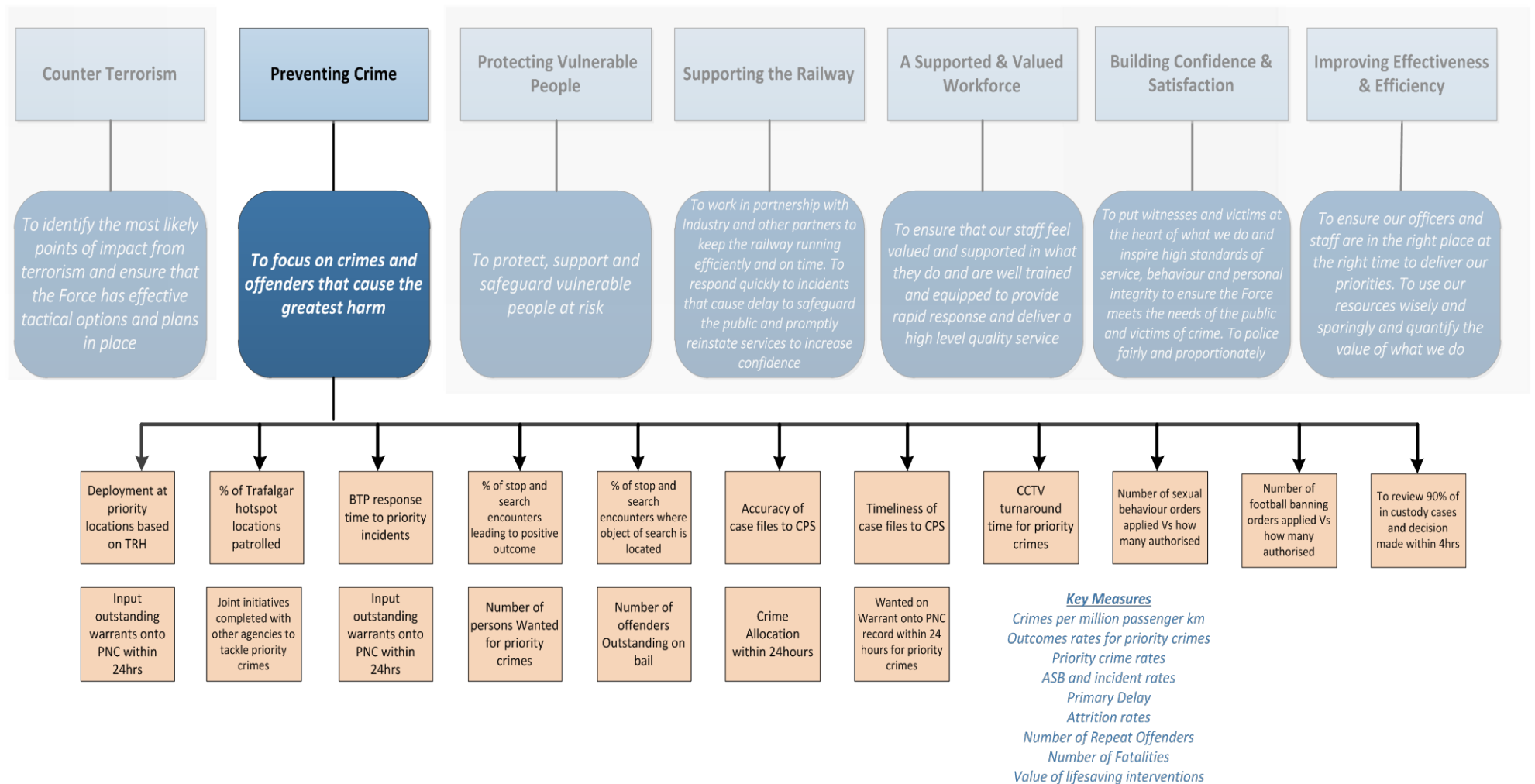
NATIONAL PILLARS AND INDICATORS

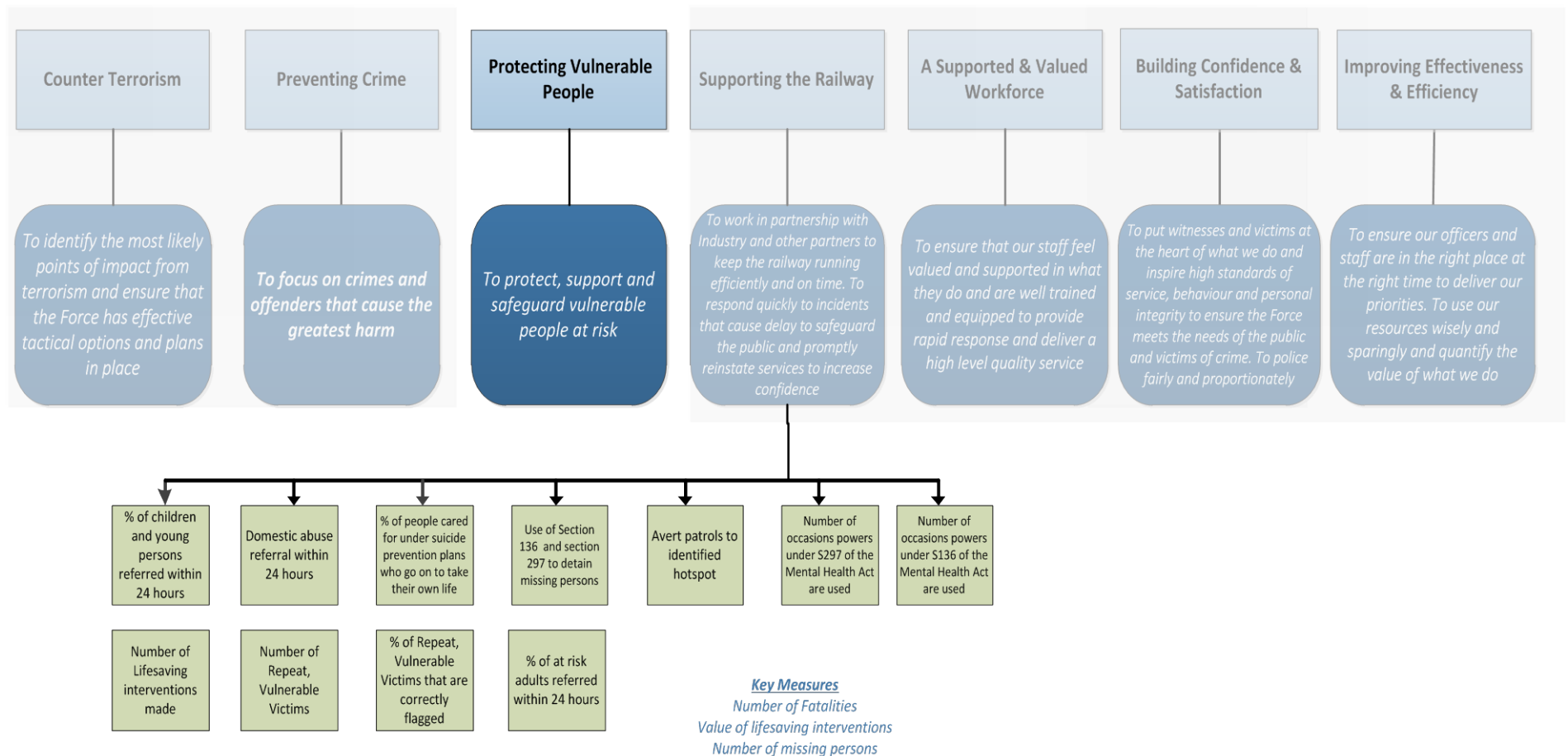
The slides below show each of the pillars and the national commitments:

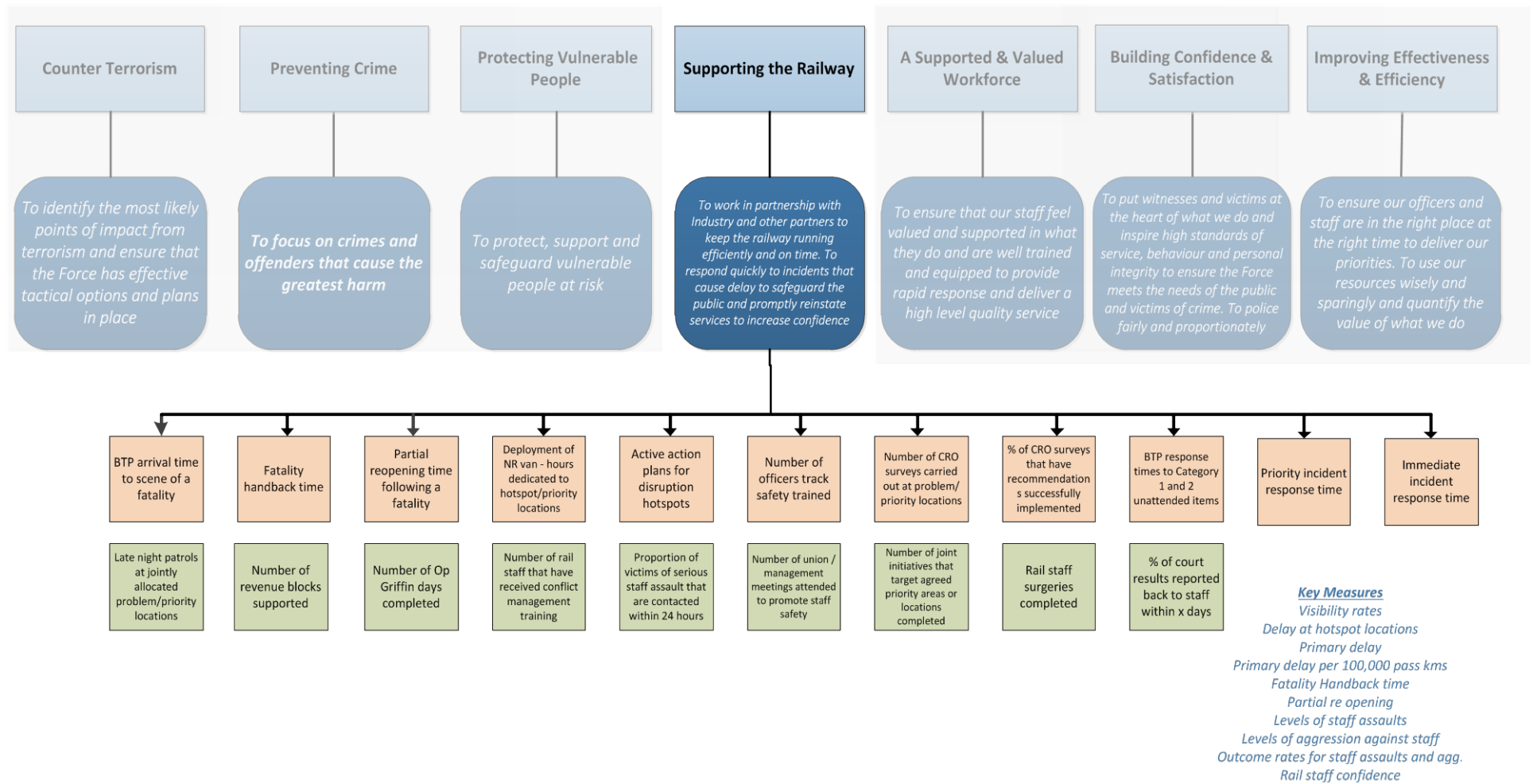


The following diagrams show each of the pillars and proposed indicators:

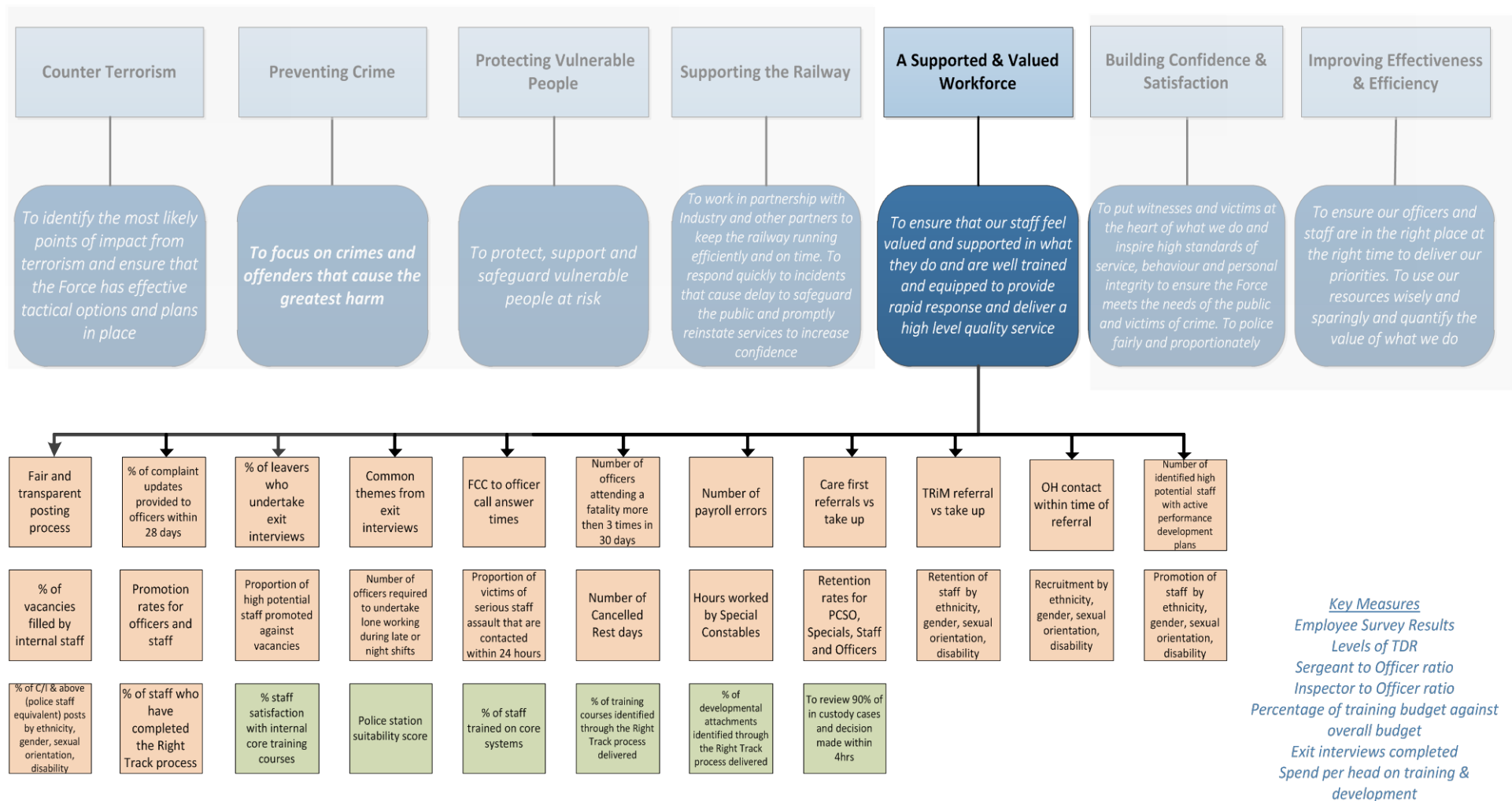




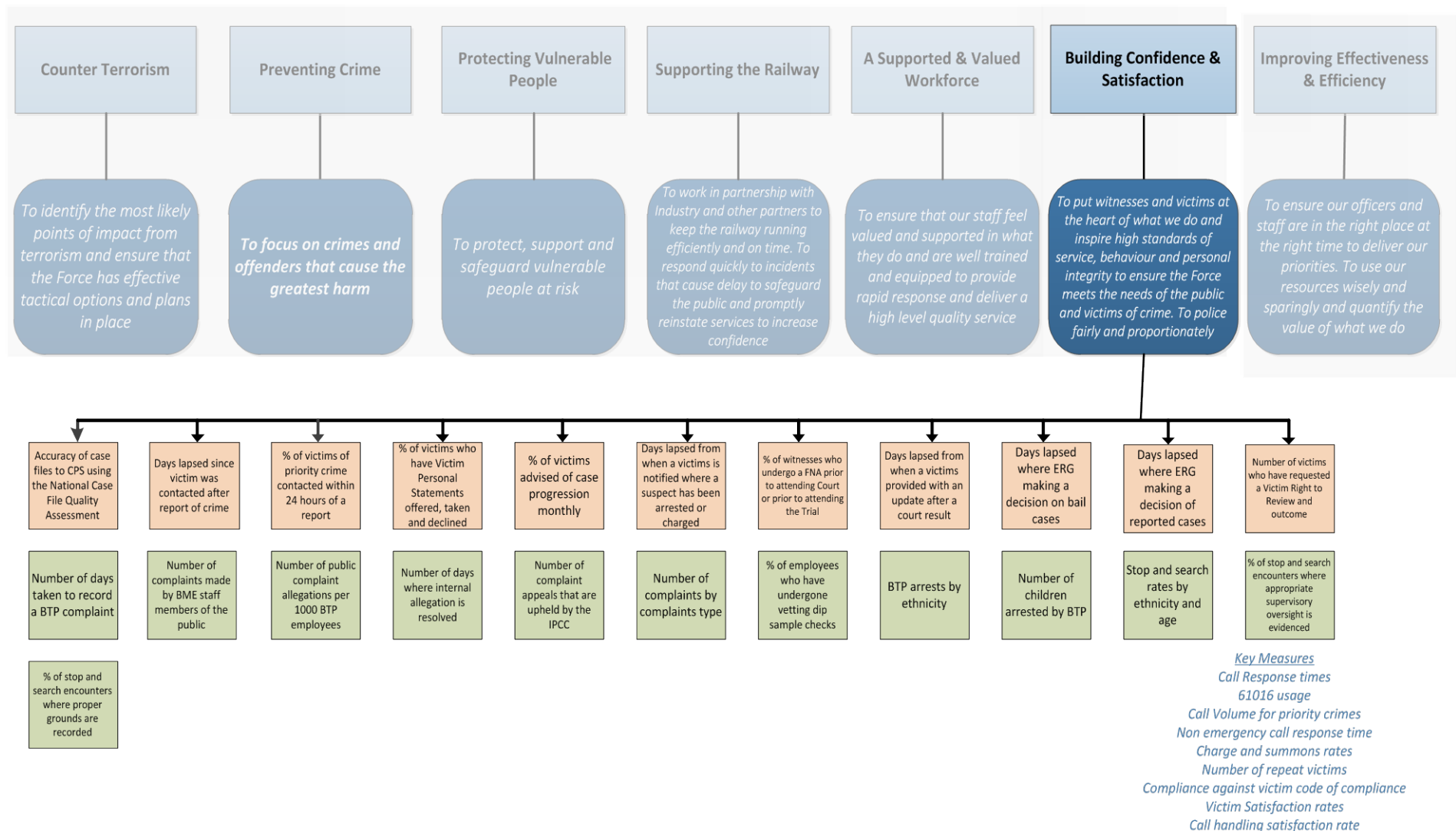




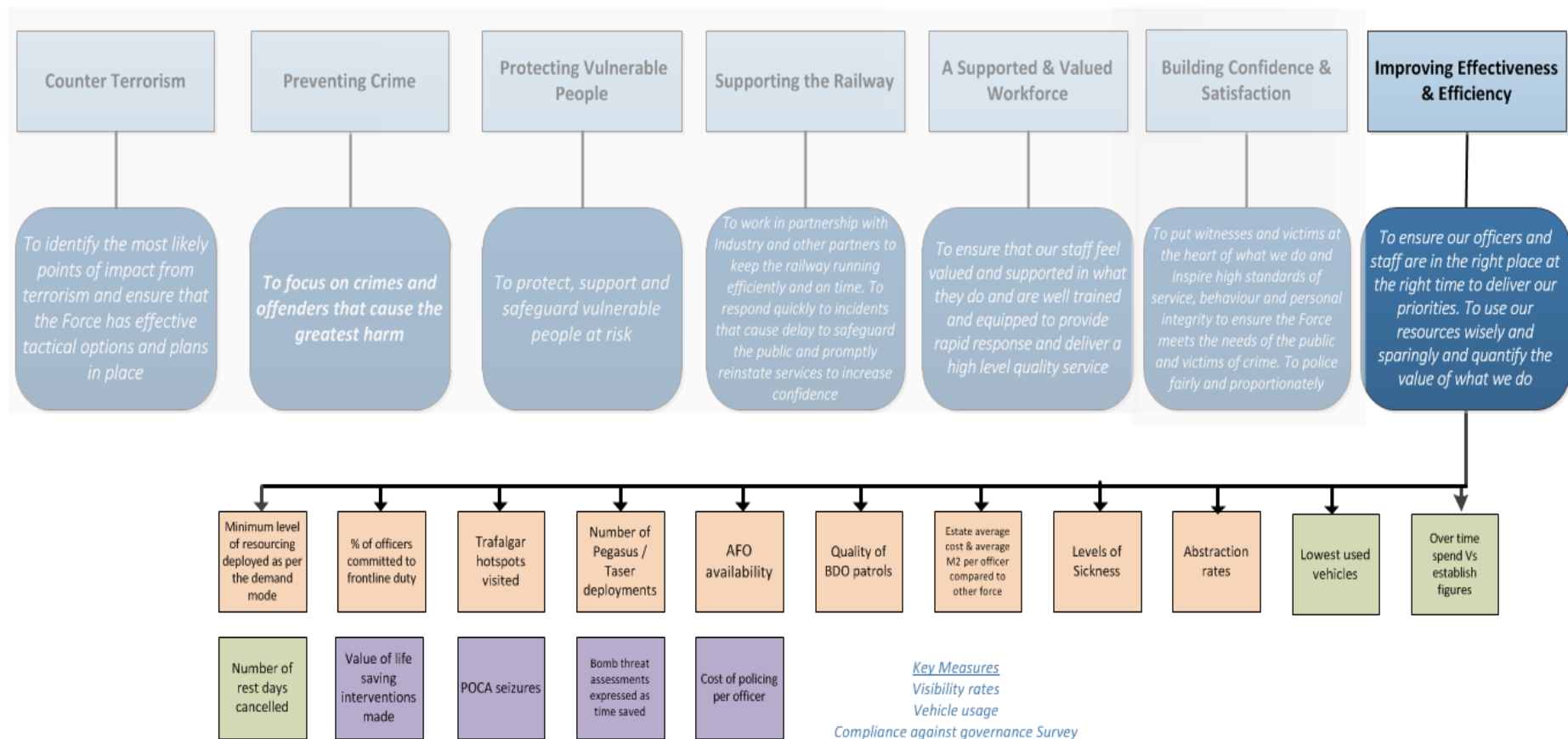
*** Green indicators refer to BTP's ability to respond quickly to incidents and the orange indicators relate to joint working**



*** Green indicators refer to BTP's staff to feel valued and supported and the orange indicators relate to BTP being well trained and equipped to provide a high level service**



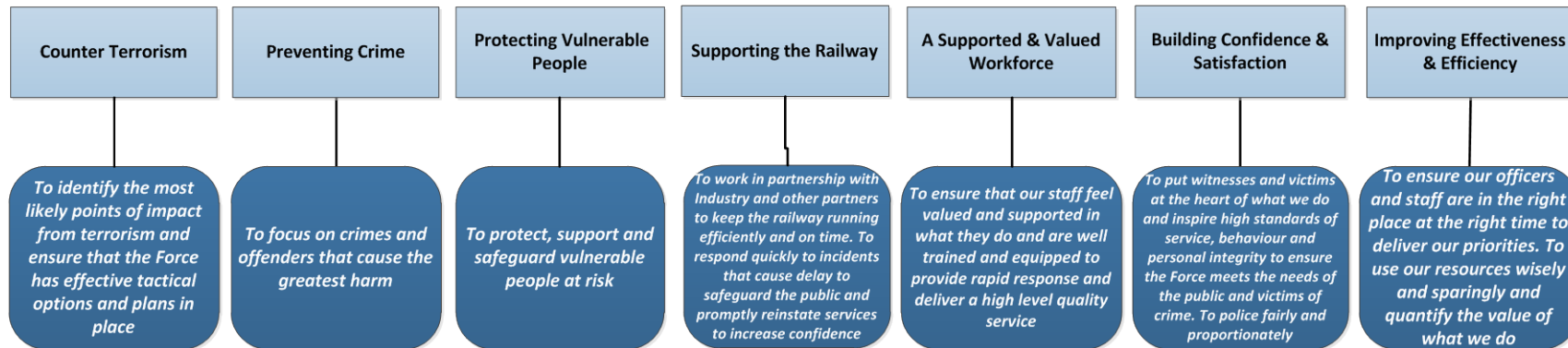
*** Green indicators refer to placing victims and witnesses at the heart of what BTP do and the orange indicators relate to BTP policing fairly and proportionately**



LOCAL PILLARS AND INDICATORS

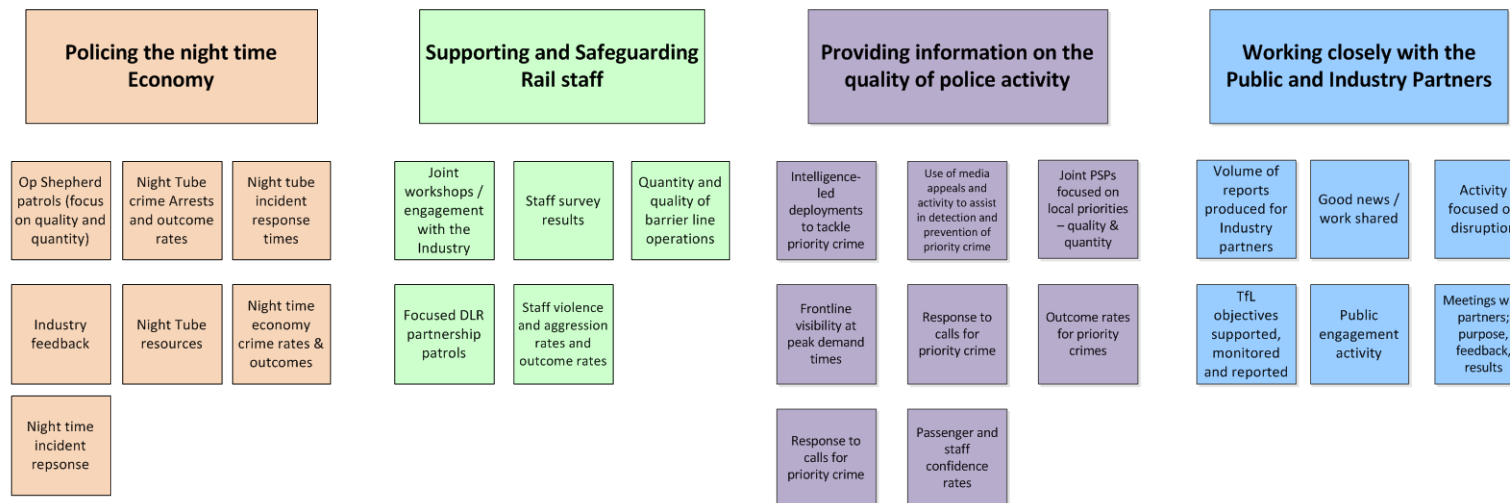
AS outlined above, each Division has developed its own local commitments and indicators to support activity focused on local priority areas. These local commitments are detailed below:

B Division Local Commitments

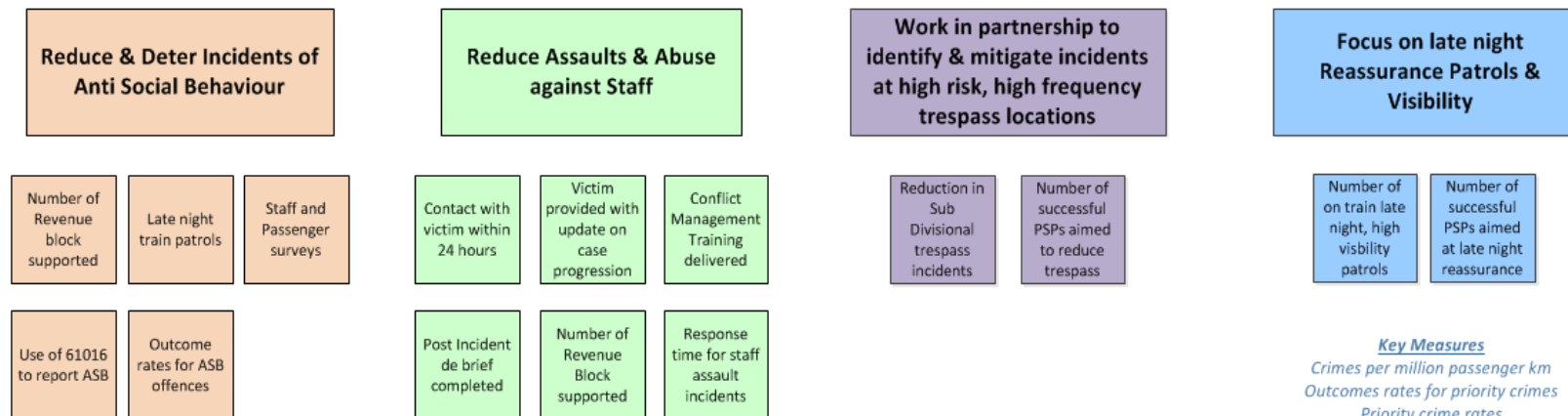
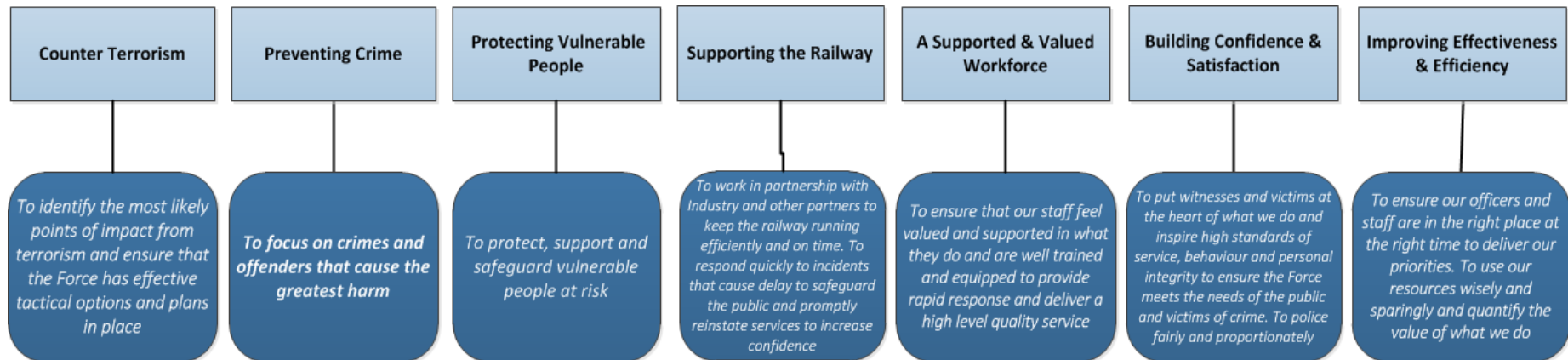


Key Measures

Crimes per million passenger km
 Outcomes rates for priority crimes
 Priority crime rates
 ASB and incident rates
 Response times
 Victim Satisfaction rates
 Primary Delay
 Number of Repeat Offenders
 Trespass Delay



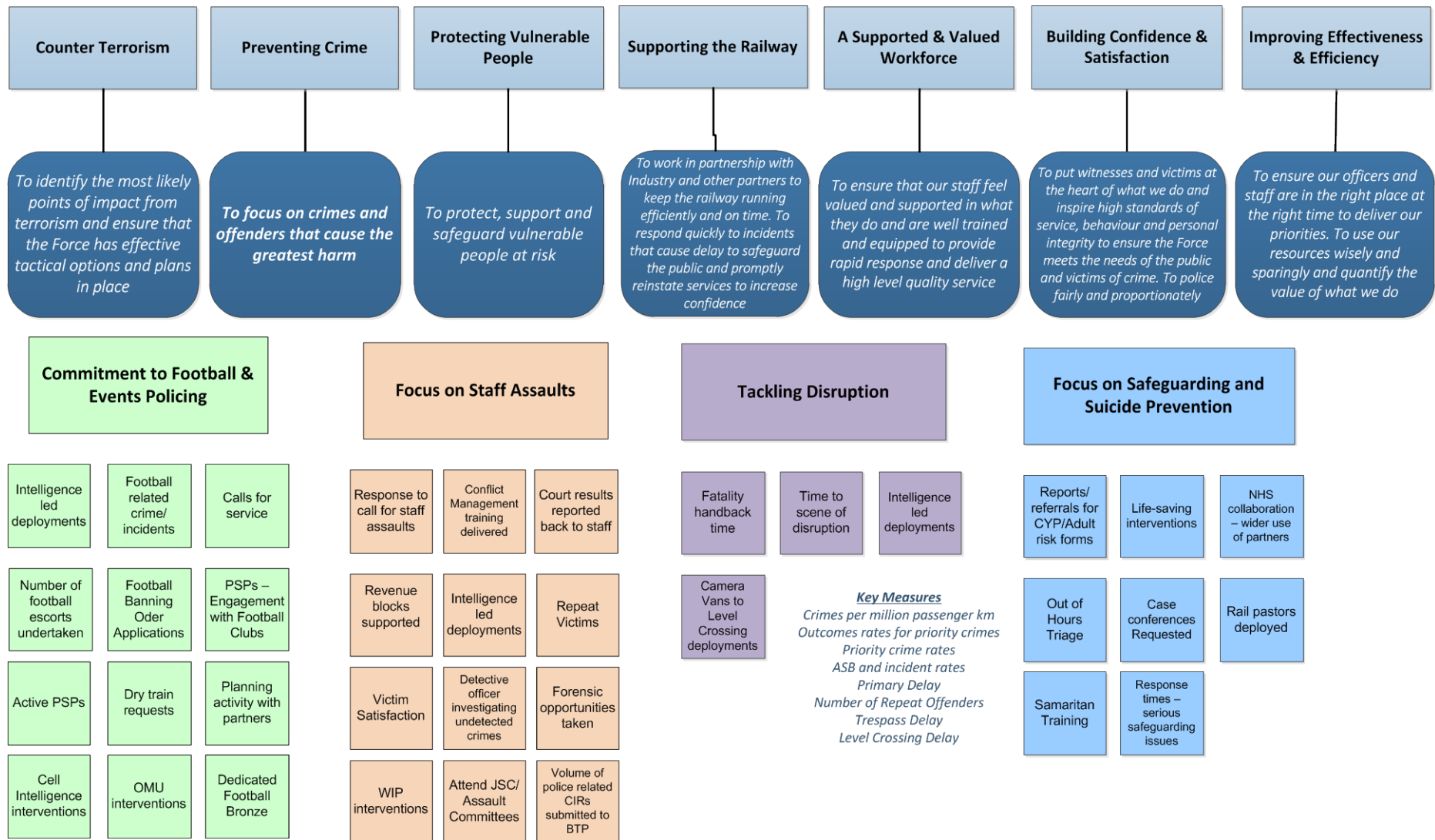
C Division Local Commitments



Key Measures

Crimes per million passenger km
 Outcomes rates for priority crimes
 Priority crime rates
 ASB and incident rates
 Primary Delay
 Number of Repeat Offenders
 Trespass Delay

D Division Local Commitments



DELIVERY PLAN

In order to demonstrate to the public and its stakeholders that BTP is performing effectively against its ambition, rather than setting a series of numerical targets, the force will instead make use of evidence-based, qualitative assessments of a wider range of relevant indicators, which when combined will help substantiate effective performance at a deeper level.

These measures will be formulated in conjunction with the public, staff and stakeholders. The Deputy Chief Constable will chair a Performance Grading meeting bi monthly and a thematic session will be held in the month in between. A member of the Rail Delivery Group will attend the grading meeting to provide a different perspective on the evaluation of our performance against the indicators. Senior leaders in the BTP are invited to the National Performance meeting whereby key exceptions or areas of concern are discussed, along with the national and local context on performance with additional focus on continuous improvement is highlighted by way of monitoring progress on previous areas of concern.

The cumulative indicators, or pillars of activity will also be subjected to independent review and validation from regulatory and compliance bodies such as British Transport Police Authority, Department for Transport, National Audit Office, Her Majesty's Inspectorate of Constabulary, Information Commissioner's Office, Rail Safety and Standards Board and the Railway Accidents.

GRADING THE INDICATORS

A range of datasets will be used in order to assess the grading of each indicator and pillar. The suite of indicators will function as an engine room for the BTP highlighting any exception in the service delivery. An example of the datasets that might be examined for preventing crime pillar is included in Appendix A. This product illustrates a summary of the main indicators underpinning this pillar. Using this information, analysts will provide a preliminary grading which will be based up on the below criteria:

- 1) Immediate Action required
- 2) Emerging Risk – Action may be needed
- 3) Good level of performance across all measures
- 4) Excellent level of performance across all measures

The below provides an example of grading for the preventing crime pillar. This only includes those datasets that are currently available:



Preventing Crime



SCORE: 2

Key Themes / Summary

- Needs some action to improve the current grading
- Notifiable Crime is currently 9.4% (3,880 crimes) above last year
- 137.2 average crimes/day YTD, with the three year average 124.7 crimes/day

Based upon the data available the preventing crime pillar would score **2 – emerging risk. The rationale for this is summarised below:**

- Currently good levels of crime recording within 24 hours
- Wanted on Warrant - **8% (51 offences)** to be of high risk and **92% (598 Offences)**
- Open crimes are relatively high with 50% older than 6 months

2	26 th February 2017	3	February 2017	2	January 2017
Crime Group increases	VAP (14%), Sex (11%), Public Order (11%) and Cycle (23%) are currently seeing the biggest increases.	Crimes recorded within 24hrs	93% of crimes were recorded in 24hrs for February 2017. This is an improving picture compared to earlier in the year; April 79%	Immediate response times	Currently recording 87% attendance at immediate response calls (within 20 minutes).
2	February 2017	2	January 2017	2	January 2017
Outcomes for Priority Crimes	YTD 66% of crimes are closed under "Investigation complete - no suspect identified". However BTP are recording higher levels than HO forces for charged/summons.	Stop search object found	27% of stop searches Forcewide have found an object, although there is a high level of under reporting on NICHE.	Priority response times	Currently recording 74% attendance at priority response calls (within 60 minutes).
1	February 2017	2	January 2017	2	February 2017
Open Crimes	Forcewide there are 7,861 crimes which are over three months old. 50% of these are older than 6 months, with the majority on B Division.	Stop search positive outcomes	Forcewide recording a 50% positive outcome rate (Positive outcomes refers to all outcomes excluding NFA).	Wanted on Warrant	Currently there are 824 people wanted for 889 crimes.

Indicators to be included at a later stage; Allocation of crimes, call answering times, bail management data, CPS case files and crime auditing.

THE MEETING STRUCTURE: *The new proposed performance structure will consist of two parts:*

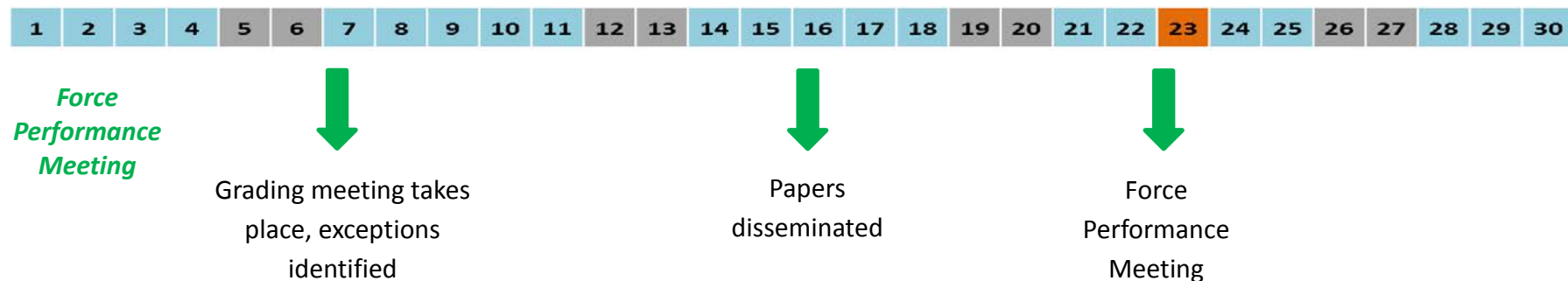
Grading Meeting

- Attended by ACC's, Divisional Commanders, member of the Rail Delivery Group and Analysis & Performance - chaired by DCC
- Analysis & Performance to provide an overview of the pillars and commitments that are out of exception
- These will be discussed by delegates and a final grading given
- Pillars or indicators in exception will be flagged to the Force Performance Meeting

Force Performance Meeting

- Attended by Divisional Commanders, Sub Divisional Commanders, Superintendents and Chief Superintendents and relevant Heads of Department – chaired by ACC Territorial Policing
- Changes in Pillars and indicators discussed and noted
- Pillars presented by Exception – those scoring 1 or 2 – or those with consistently good performance
- Actions to correct performance agreed and disseminated
- Pillars of note are then updated at Chief's Strategic Briefing in summary for wider information

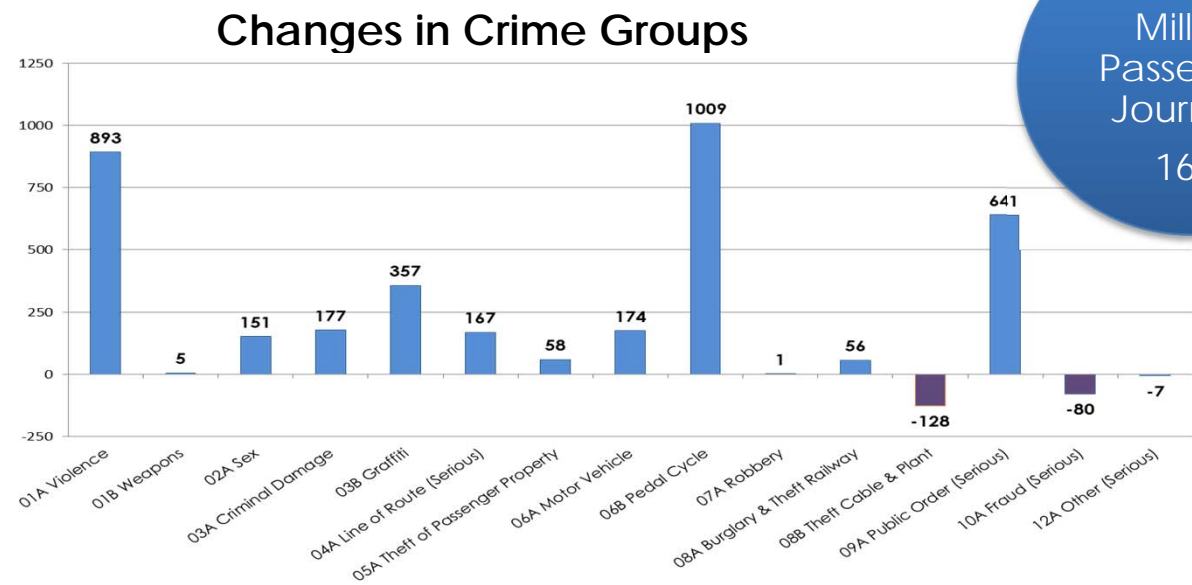
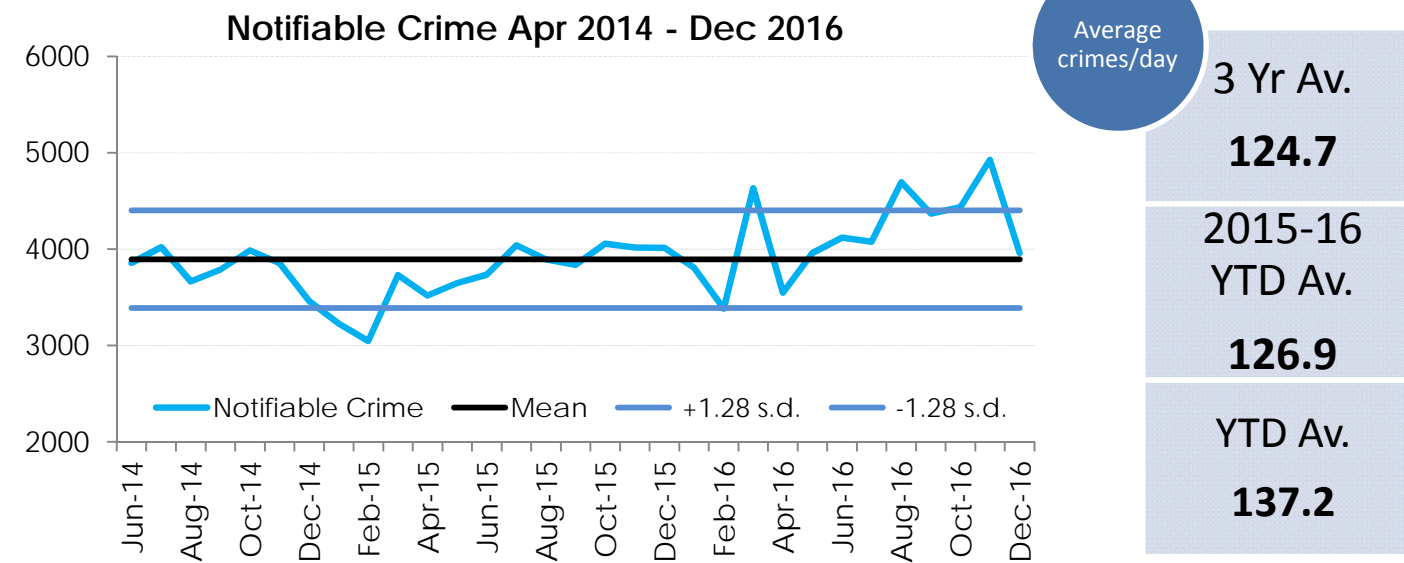
PROPOSED TIMELINE OF MEETINGS IN A TYPICAL MONTH



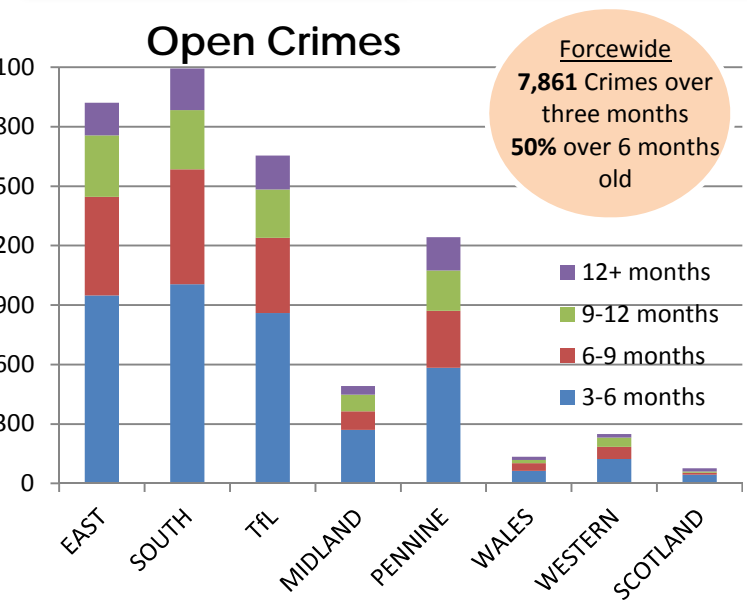
A summary of the current grading for each pillar and exceptions within are the presented to the Performance Review Committee each quarter. BTP will provide an overview of the action plans that aim to problem solve indicators in exception and also provide an overview of best practise

The **Pillar rating** will be based upon a scale of 1-4: (1) – Immediate Action required (2) – Emerging Risk – Action may be needed (3)- Good level of performance across all measures (4) - Excellent level of performance across all measures

Summary Dashboard



Crimes Per Million Passenger Journeys
16.2

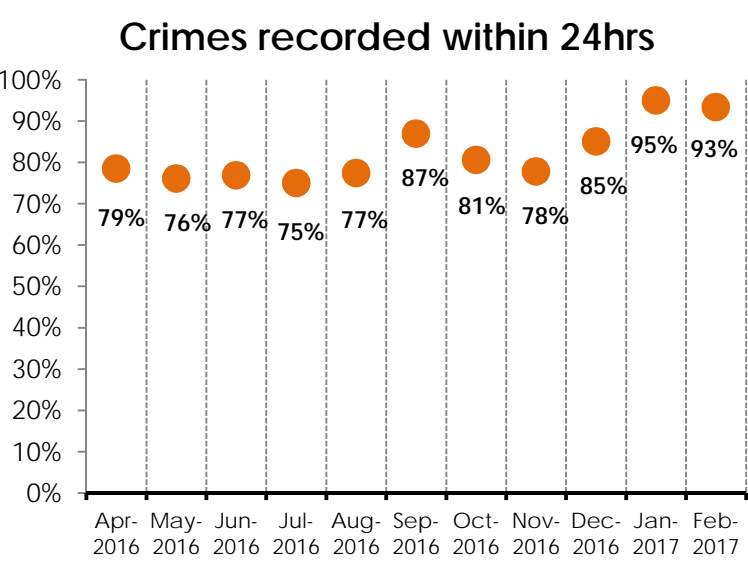
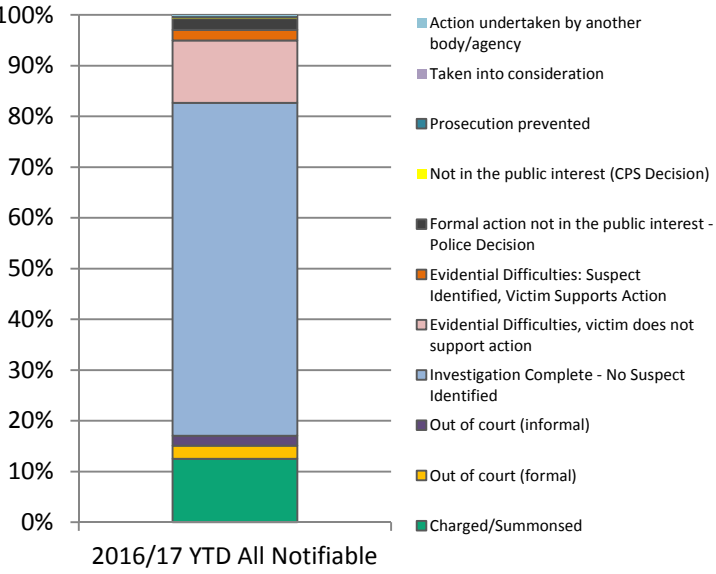


Forcewide Outcomes

Charged/Summonsed
Overall 13%
VAP-24% Sex-16% P.Order-22%

Investigation complete - no suspect identified
Overall 66%
VAP-28% Sex-50% P.Order-38%

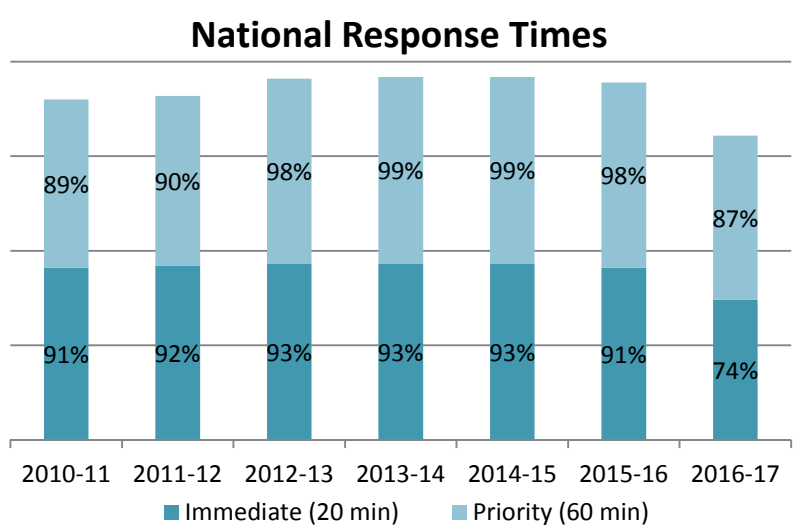
Evidential difficulties
Overall 14%
VAP-38% Sex-30% P.Order-29%



Forcewide Stop Search

Positive Outcomes 50%

Object Found 25%



Wanted on Warrant
824 people;
889 crimes

Top categories:
Theft (275)
Railway Byelaws (153)
Common Assault (77)
Fraud (40)

Priority Crimes:
Sex (13)
Robbery (8)
Serious VAP (12)

