

REPORT TO: Metropolitan Police Authority Equal Opportunities and
Diversity Board (EODB)

DATE: 20th July 2006

SUBJECT: BTP – Young People as Victims of Crime

SPONSOR: ACC David McCall

AUTHOR: Kirsten Newman, Community and Race Relations Unit
(C and RR Unit)



1. PURPOSE OF PAPER

- 1.1 To advise and update the Metropolitan Police Authority's Equal Opportunities and Diversity Board Committee on BTP's approach to diversity, with particular reference to young people as victims of crime.

2. BTP OVERVIEW

2.1 BTP is the national police force for the railways throughout England, Wales and Scotland. BTP is responsible for policing London Underground, the Eurostar, the Channel Tunnel Rail Link, the Docklands Light Railway and the Croydon Tram Link, and the Midland Metro. BTP's national structure takes into account national borders, discrete legal systems, freight and train operating company boundaries and other diverse elements of the railway network. BTP is not constrained by the geographic boundaries of other police forces. BTP's boundaries cover the total policing environment of the rail network (including assistance for businesses and individuals who operate, live, and work in the surrounding area). This structure is designed to provide a single point of contact and consistency in policing standards across the railways. BTP has seven territorial Basic Command Units (BCUs) known as Areas, as well as the Force Headquarters in London. The seven areas are:

- London Underground
- London North
- London South
- Wales and Western
- North Eastern
- North Western
- Scottish

- 2.2 With over 10,000 miles of track and more than 2,500 stations, the population BTP serves is mainly commercial, including 2.5 million passengers on the National Rail system, another three million plus on the London Underground and Docklands Light Railway network, as well as 400,000 tonnes of freight. BTP does not police a residential population, though the force is charged with the safety of some five million passengers (daily) and over 100,000 railway staff, who together cover the full range of diversity groupings in the United Kingdom. With 2,689 police officers and 1,186 police staff, BTP faces a significant challenge in policing a diverse and extensive railway network.

3. COMMUNITY ENGAGEMENT

- 3.1 BTP community engagement has been focused on operational policing priorities, for example, in the past year, Stop and Search after the July 7th bombings, to address concerns from faith, race and disability communities. Various community forums and focus groups have been conducted successfully by the force, in addition to attendance at community forums across the diversity spectrum by other organisations and agencies.
- 3.2 BTP's Community and Race Relations Unit recognizes the value of engaging with young people and has identified it as an area for future development and capacity building. However, links have been made with the World Assembly for Muslim Youth, the Newham Borough Olympic Action Zone project (which has a focus on minority youth sports engagement opportunities), and young people and families of Asylum Seekers (through the National Asylum Seeker Support group.) BTP's CRR Unit also has links to Gypsy Traveller groups including young people, women's support associations, and is building capacity for engaging with young people with disabilities.
- 3.3 BTP has been working over 2005 – 2006 to increase capacity for meaningful consultation and engagement with various communities. This has particularly been aimed at the policies such as Stop and Search and Hate Crime.
- 3.4 Through the force's Strategic Planning and Policy Co-ordination Unit, the Quality of Service research team has scheduled for 2006 a Youth Engagement research project.

4. EQUALITY AND COMMUNITY IMPACT ASSESSMENTS

4.1 Equality Impact Assessments

- 4.1.1 Simultaneous to the review of the above functions, the Community and Race Relations Unit conducted a review of all force level policy for its impact on the Race Equality Duty. This resulted in a list of prioritised policies graded High,

Medium and Low, as can be found in the 2005 – 2008 Race and Equality Scheme (pages 34 – 36,) which can be found at www.btp.police.uk.

4.1.2 BTP is in the process throughout 2006 of introducing an online tool for Equality Impact Assessments, through the Strategic Planning and Policy Co-ordination Unit. This in conjunction with the newly introduced Policy Screening Panel are assisting with the above review, to ensure that all policies judged relevant to the Race Equality duty are impact assessed effectively. All high impact policies are being re-assessed through this process, which also takes into account the wide spectrum of diversity areas such as age, gender, disability, faith and sexuality.

4.1.3 The Policy Review Panel which assesses the initial impact of a policy asks the following questions to make a judgement on relevance to the Duty:

- What is the policy's purpose?
- Who does it affect, and who will benefit?
- How will they benefit?
- Identify key elements of the policy?
- Does the policy – Eliminate unlawful discrimination? Promote equality of opportunity? Promote good relations between people of different racial groups? Provide explanation of response.
- How often will the policy be reviewed?
- How will it be implemented and publicised?
- How will it be monitored for: Compliance, Effectiveness, Satisfaction, and Impact on Communities

4.1.4 The complete equality impact assessment procedure, which is applicable across all strands of diversity, takes into account national guidance, and the CRE's Eight Stages of Impact Assessment, incorporating:

1. Identifying policy aims
2. Considering the evidence
3. Assessing likely impact
4. Considering alternatives
5. Formal Consultation
6. Decision whether to adopt policy
7. Making monitoring arrangements
8. Publishing assessment results

4.1.7 Once impact assessed, all policies must be signed off by the appropriate Chief Officer and published on the force intranet and internet site (if applicable.)

4.2 Community Impact Assessments

- 4.2.1 BTP undertakes a Community Impact Assessment (CIA) to improve the way in which we deliver our services. A CIA is completed for pre-planned activity and as soon as practicable in the case of a major incident or crime or a critical incident.
- 4.2.2 Effective liaison between agencies and communities is vital when putting together a CIA. Important sources of information include Independent Advisors, Intelligence officers, Local Police Forces, Community and Race Relations Departments, Newspapers articles and the internet.
- 4.2.3 **A major incident** can be described as 'An incident requiring large scale deployment of the combined resources of the emergency services' typical examples would be the Potters Bar Rail Crash (in May 2002) or the Terrorist Attacks on the Transport Systems during July 2005.
- 4.2.4 **A Critical Incident** can be described as 'Any incident where the effectiveness of the police response is likely to have a significant impact on the confidence of the victim, their family and/or the community. Typically our critical incident policy ensures that BTP employees when attending incidents pay attention to any unique circumstances or the effectiveness of their response to it.

5. STOP AND SEARCH AND YOUNG PEOPLE

- 5.1 To bring the debate forward on Stop and Search activity BTP has hosted two Community Engagement open forums involving a wide range of community groups and a focus group to help review our Stop and Search Policy.
- 5.2 Key concerns identified to us by communities in these forums:
- Perceptions that police were targeting minority groups in stop and search
 - Sikh community concerns they may be discriminated against in relation to carrying the ceremonial dagger the Kirpan
 - Individuals with disabilities with concerns about stop and search interactions with police
- 5.3 These comments were fed into our policy review and key outcomes for community engagement are:
- Deaf awareness training for operational police officers
 - Influenced changes to Home Office stop and search guidance in relation to individuals with disabilities
 - A BTP deaf awareness briefing video clip circulated to operational staff

- Establishment of a BTP Stop and Search strategy group with external advisors to help us to monitor our policy and procedure
- Refresher training for police officers for cultural awareness, sensitivity and respect when carrying out stop and search procedures

5.4 We have provided feedback to all delegates who have attended our community engagement events and plan to hold further events during 2006 as part of our ongoing review process.

6. TRAINING

6.1 Diversity training is currently under review to ensure it complies with National Occupational Standards (NOS), and in accordance with the Home Office Police Race and Diversity Learning and Development Programme (PRDLDP) guidance.

6.2 This review has been ongoing in 2006 but since May 2003 (Feb 2002 in Scotland's case), 3091 officers and staff have received a two day Diversity awareness and education course. The course includes information on relevant legislation including the Race Relations (Amendment) Act 2000.

6.3 BTP has also been investigating several computer-based training packages in 2005 - 2006 designed to be rolled out to all staff to educate them about the Race Relations Amendment Act 2000.

7. CHALLENGES AND SUCCESSES FOR BTP

7.1 BTP faces a significant challenge in policing a diverse and extensive railway network due to its unique operating environment and geographical spread.

7.2 The force has been forging links with many community groups through the CRR Unit and views this as a success despite limited resources and budget. The challenge of engagement across the diversity spectrum, across the country and with a focus on a railway community, is one which needs to be met with innovative thinking on a regular basis.

7.3 One such example of innovative thinking is the development of an Independent Advisory Network for the pan-London area, taking in BTP's London Underground, London North and London South areas. The group was set up after it was recognized that Independent Advisory Groups are good practice and seen as a good way of engaging and communicating with communities on a structured basis. However, BTP's unique operating environment meant the project team needed to think about 'our community' in a structured and constructive way, hence the makeup of the group, which is 30-strong and with a focus on those with experience of knowledge of the railways.

7.4 BTP is looking to the Neighbourhood Policing model, which will be piloted in several areas across London and the Wales and Western area, as a key area for success. Building upon the reassurance policing model, Neighbourhood Policing is a key component in delivering safe and strong communities. Neighbourhood Policing requires an effective engagement, communication and feedback strategy, and a clear explanation of where accountability lies. BTP's CRR Unit is drafting a Communication Strategy and Community Engagement Approach to inform Neighbourhood Policing teams.

8. KEY ISSUES FOR YOUNG PEOPLE AND BTP

8.1 Some key issues for young people in relation to BTP (particularly for young people as victims of crime) are:

- Hate Crime
- Theft of personal property (mobile phones, trend crime)
- Knife Crime
- Trespass (e.g., young people trespassing on railway tracks)

8.2 In order to tackle the above, BTP has adopted a proactive, intelligence led approach which benefits from partnership working with other forces, train operating companies, other agencies, and schools.

8.3 The London South area has an anti-robbery initiative using photo-fit/CCTV imagery relayed to schools for the identification of offenders. This links to another key issue for young people traveling on the railway network; theft of personal property, particularly mobile phones. BTP figures show that for theft of personal property, 70 per cent of victims and offenders are school aged children. Personal property includes mobile phones, items of footwear and clothing (particularly those identified as popular or 'trendy') watches, wallets, or accessories. BTP is running a poster and leaflet campaign, targeted around particular times such as after school holidays and Christmas, to raise awareness of protecting personal property. This and other similar initiatives are run in partnership with Train Operating Companies, the Track Off website (Rail Safety and Standards Board (RSSB), and the Rail Passenger Security Group.

8.4 Safety issues around trespass, such as incidents of young people trespassing on railway tracks, is co-ordinated on Areas through Community Officers and Schools Liaison Officers, for those Areas which have them. Appropriate material is disseminated in line with Schools curricula for Citizenship classes.

8.5 Knife Crime on the railway network and around railway stations is another issue affecting young people. BTP piloted a pan-London initiative early this year called Operation Shield, a proactive, intelligence led initiative to tackle knife related crime through the use of air-port style metal detector scanners. Analysis for this initiative

showed that victims and offenders of knife-related crime were aged 13 – 27 across all ethnicity groups. This analysis informed officers conducting searches. This initiative has now been rolled out across the country since the successful pilot.

- 8.6 Other, more general issues for BTP with regards to young people include:
- Child Protection (Children as vulnerable witnesses and victims)
 - Domestic Violence/child abuse
 - Management of sexual offenders
 - Young people as Missing Persons
- 8.7 The challenge for BTP in managing these issues is that the force does not take primacy in investigation, as the national force for the railways; the lead role in investigating the above is handed over to the Home Office force. However, BTP has been voluntarily inspected by the National Centre for Policing Excellence to ensure that joint policies and working protocols support the Home Office and Scottish police forces.
- 8.8 In light of new guidance on child abuse, BTP has a Child Protection Policy which provides clear guidelines to officers as to the appropriate action to take.
- 8.9 It has been identified that a substantial number of robbery victims are children. BTP has addressed this through having several advanced interview trained officers available for use on Area, and the creation of a dedicated suite for the use of all vulnerable victims. Sexual offence investigation trained, children offence investigation trained, and Achieving Best Evidence and Family Liaison Officer trained officers are available to deal with traumatized, young and or vulnerable witnesses and victims.
- 8.10 There is liaison between Field Intelligence Officers (FIOs) and the Public Protection Unit (PPU) for up to date sex offenders impacting on the railway network. BTP representatives also sit as part of the Multi Agency Public Protection Arrangements (MAPPAs).
- 8.11 Due to the lack of residential population under BTP jurisdiction, it is acknowledged that the railway network and railway stations provide anonymity and travel facilities that can attract paedophile interest. In every case, investigating officers link into Home Office forces to share facilities and information, working together with local social services. Operation Houston was an example of the uncovering of a paedophile ring by BTP which was handed over to Sussex Police.
- 8.12 Youth as missing persons is another key area for young people in relation to BTP. National guidance defines the role of BTP in supporting missing persons investigations by Home Office police forces. BTP was fully involved in drafting these guidelines.

8.13 A review into policies in relation to child protection, domestic violence, and missing persons has been completed, taking account of the secondary role which BTP takes in these areas.

9. BTP STAFF OVERVIEW

9.1 BTP monitors the way the organisation works as an employer, to identify, collect and monitor information on employees, by reference to racial group, in relation to a range of business processes.

9.2 The Planning and Resources Department is one the most critical departments of BTP as it is the first stage any potential new employee will encounter. This department coordinates the employment of Police Officers, Police Staff, PCSO's and Special Constables. Our People Management system, Apollo, is used to manage Police and Staff Details, Training, Health and Safety, Welfare, Personal Development and Rosters.

9.3 Challenging targets to recruit to BTP from underrepresented groups have been set and BTP is on target to achieve them.

9.4 BTP's Objective Targets for Recruitment of black and minority ethnic (BME), and female staff by 31 March 2007 are:

- The number of black and minority ethnic officers is no less than 5.9% of total police officer strength.
- The number of black and minority ethnic officers in specialist posts is no less than 4.5% of total police officer strength in specialist posts.
- The number of female officers is no less than 16.5% of total police officer strength.
- The number of female officers in specialist posts is no less than 15% of total police officer strength in specialist posts.

9.5 The Recruitment Department manages all Officer vacancies for BTP and Staff vacancies for FHQ, and additionally implements strategy, process and initiatives for recruitment carried out through Area HR teams. The department is split into 3 teams:

9.6 The Police Recruitment Team recruits all new Police Officers into BTP, as well as experienced Constables, Sergeants and Inspectors transferring from other Forces. In addition they manage large scale PCSO campaigns.

9.7 BTP has a Positive Action team which is responsible for identifying and implementing ways to increase the interest and success of individuals within under represented groups in BTP, and has a direct influence on our Diversity targets. The team works closely with positive action and diversity representatives from

other Areas of the force as well as external community groups, recruitment fairs and events.

- 9.8 The Staff Recruitment Team works closely with managers to recruit for all FHQ vacancies, from advising on the best method of attracting candidates, to interview support and negotiation of offers where required. The team plays a key role in putting new initiatives into practice which ultimately aims to increase the effectiveness and efficiency of recruitment across the Force.

10. RACE AND DIVERSITY IMPLICATIONS

- 10.1 BTP is required through the Race Relations Amendment Act 2000 to impact assess all policies and procedures for their potential impact on race and diversity issues. Race and diversity issues are integral to this report and have been considered for both their positive and negative impact on particular communities as a result. Primarily an information-sharing document, this report addresses BTP's approach to diversity particularly with regards to young people as victims of crime. Whilst this the focus is on young people, the wider principles of community engagement, proportionality, and impact assessment procedures all have a positive impact on all communities, including young people. No adverse impact has been identified in the writing of this report.