

## Police and Crime Committee – 12 November 2015

### Transcript of Item 5 – Crime on Public Transport

**Joanne McCartney AM (Chair):** We now move to our main item today, crime on public transport.

Can I offer a welcome to all our guests? I wonder if you would briefly just say who you are and what position you hold. That would be very helpful.

**Commander Jeremy Burton (Criminal Justice and Roads Policing, Metropolitan Police Service):**

Good morning. My name is Jeremy Burton. I am currently Commander with responsibility in the Metropolitan Police Service (MPS) for the Roads and Transport Policing Command (RTPC).

**Chief Superintendent Paul Rickett (Roads and Transport Policing Command, Metropolitan Police Service):**

Good morning. I am Paul Rickett. I am the Operational Command Unit (OCU) Commander for the RTPC and Jeremy is my boss.

**Chief Constable Paul Crowther OBE (British Transport Police):**

Good morning. I am Paul Crowther. I am the Chief Constable for the British Transport Police (BTP).

**Detective Chief Superintendent Jeffrey Davies (City of London Police):**

Good morning. I am Jeff Davies. I am Detective Chief Superintendent, Head of Crime and Counter-terrorism, of the City of London Police.

**Steve Burton (Director of Enforcement and On-Street Operations, Transport for London):**

Good morning. My name is Steve Burton. I am Director of Enforcement and On-Street Operations at Transport for London (TfL).

**Keith Foley (Head of Night Tube, London Underground):**

Good morning. I am Keith Foley. I am the Head of the Night Tube programme at TfL.

**Stella Morris (Head of Security and Revenue Protection Strategy, Govia Thameslink Railway):**

Good morning. I am Stella Morris and I am the Head of Revenue Protection and Security Strategy at Govia Thameslink Railway (GTR).

**Neal Lawson (Director Maintenance and Operational Services, Network Rail):**

Good morning. I am Neil Lawson. I am the Director of Operations and Maintenance Services at Network Rail.

**Joanne McCartney AM (Chair):** Before us today we have a very wide range of guests but who are all responsible for delivering safety on our transport network. We are very fortunate to get you all here today. Again, thank you.

This is our second public evidence gathering session for our investigation into crime on the public transport network. Our last meeting took evidence from academics and also from user groups and women's groups who had concerns and praise as well for some of the work that you are undertaking.

Perhaps I could start with a general question. Given that we have so many guests, please do not feel you have to repeat what has been said before but, obviously, if you think you can add anything of value, then please indicate to me and I will call you.

I want to ask, first, my question to TfL, if I may. That is, the Mayor's Transport Strategy was to improve the safety and security of all Londoners. Targets were set in the Transport Strategy, which were met very quickly. My question is: how were those targets set and were they challenging enough?

**Steve Burton (Director of Enforcement and On-Street Operations, Transport for London):**

Obviously, in retrospect, we could have made them more challenging. I was around at the time and, when we first set them, the crime rate was running about 15 to 16 crimes per million passenger journeys. It had been on a downward trend and in our opinion we thought it was a very stretching target to look at taking it down quite dramatically over that period. Due to the excellent work that our policing partners have done on the network and the investment we have made in infrastructure and visible policing, we are very happy to see that downward trend increasing in rate. As you know, we are down to about seven crimes per million passenger journeys now.

What we have done over the last six months or so is to have another look at that and we have reconfigured our targets. In the TfL business plan you will find that we have recalibrated where we are and we are still aiming to take crime down further over the next five to six years. Hindsight is a very useful thing but certainly I was involved in setting the targets and I thought it was a very challenging thing to pretty much halve the crime rate over an eight to nine-year period. It is a validation and recognition of the work that particularly the people on my right have done around policing the network.

**Joanne McCartney AM (Chair):** TfL funds Safer Transport Teams (STTs) to patrol the TfL network and the MPS also has transport teams paid for by TfL but also linking into, hopefully, Safer Neighbourhoods Teams (SNTs) in boroughs and so forth as well. Were those targets challenging or do you think you have come a long way and there is further to go?

**Commander Jeremy Burton (Criminal Justice and Roads Policing, Metropolitan Police Service):** I do not want to repeat what TfL has said but I would echo the fact that incredibly strong partnership and collaboration has been part of the success. There are still challenges as there always are with reducing crime and improving confidence. TfL contributes to the cost of some of our staff and the MPS meets a proportion of that and so it is very much collaborative both in terms of the financial outlay and the commitment to reducing crime and improving confidence.

**Chief Superintendent Paul Rickett (Roads and Transport Policing Command, Metropolitan Police Service):** I would add to that just because, in effect, the RTPC is a jointly funded enterprise between TfL and the MPS. As part of the MPS, we have our commitment to support the wider MPS objectives in terms of the wider Mayor's Office for Policing and Crime (MOPAC) crime reduction challenge. The RTPC in its previous iteration, the Safer Transport Command, signed up to the 20/20/20 principles. The fact that the RTPC met that in many categories quite early is testament to the work you heard. We did not stop there just because we had met that target. It was not feet up, "We are doing all right, Jack". When we found out that certain crime types were starting to shift in the wider MPS context earlier this year, Operation Omega was introduced by the Commissioner. That was designed to address that shift that we started to see - the hockey stick effect - and my view was that the performance regime in the RTPC would be adjusted to reflect the wider MPS commitments.

All those crime types that we tackle on the network as part of the control strategy that we agree with TfL. We stretched our targets this year to match the MPS's stretched targets to try and address that balance. In effect, we were continuing for more success and that is what we continue to do.

**Joanne McCartney AM (Chair):** You have been very flexible with targets and you are stretching yourselves still.

Perhaps I can then ask Paul [Crowther]. It is acknowledged that a large number of crimes are not reported. I was wondering whether anybody has a view as to whether the official crime statistics do reflect the true nature of crime in London and also, crime on public transport, are there any trends that are different from general crime in London as a whole.

**Chief Constable Paul Crowther OBE (British Transport Police):** Yes. In general terms the recorded crime is just one part of the story. You have the National Crime Survey (NCS) that gives a more complete picture of crime, offending and victimisation. One of the challenges around that is there are no specific questions around transport-related crime within the NCS. It is difficult then to distil relevant data within the context of public transport.

There is another factor as well in that national crime statistics look at notifiable crime, specific types of crime that are counted by the Home Office. In my view, what contribute to a far greater degree in terms of the perceptions of public safety on public transport are the lower-level offences, the anti-social behaviour offences, the non-recordable offences. Indeed, it is those measures that give you a greater sense of how people are feeling and what their attitudes are in the transport system.

Within BTP we have for a long time recorded the non-notifiable offences in the same way that we record notifiable [offences]. We have a parallel database. From that we are able to see how we are doing on those particular signal offences that affect people's perceptions of safety. We have seen similar downward trajectories in those types of offences over the same sorts of periods. So everything is very encouraging. I would reiterate what colleagues have said. The Mayor's targets do not sit in isolation. The MPS have their targets. We have our 20/20/10 targets to reduce crime by a further 20% by 2019, to reduce disruption that is caused by crime, which is a very significant impact on people's perception of their whole journey experience, to reduce that by 20%, and to increase public confidence by 10% in the same period.

All of these run in parallel and, as colleagues said, we do not stop when we meet a target. We carry on and the drive is to always push crime and offending down.

**Joanne McCartney AM (Chair):** Yes. Steve, I think TfL has its own passenger survey on a regular basis?

**Steve Burton (Director of Enforcement and On-Street Operations, Transport for London):** Yes.

**Joanne McCartney AM (Chair):** Does the recorded crime tally with the crimes or perhaps anti-social behaviour that passengers say they suffer?

**Steve Burton (Director of Enforcement and On-Street Operations, Transport for London):** Again, without echoing, quite clearly some crime is under-reported on the network and it varies by crime type. We might touch on sexual offences later on, but quite clearly with sexual offences we have market research that proves there is an under-reporting there. Some of our other crime types are possibly less under-reported because we have staff on most stations. There are types where if people throw bricks at buses we are going to know about that, so you have to segment the issue.

When we talk to our passengers, what causes fear of crime - or probably worry is a better description - is quite often things are not criminality in the pure sense, so groups of youths hanging around bus stations. That is not a crime and in fact in some ways it is quite good that young people are using the transport system. Things like potentially drunken behaviour. There is a whole range of factors right through to infrastructure and good

lighting. Therefore, the fear of crime issue and under-reporting is a really complex area but, because of the work that the MPS and the BTP in particular have done around this, combined with our research, we have a much better handle on what is going on. That allows us to target specific areas where we know there is under-reporting.

**Joanne McCartney AM (Chair):** Can I ask the train operating companies (TOCs), do your own surveys discover how crime or passenger satisfaction differs from those official crime statistics?

**Stella Morris (Head of Security and Revenue Protection Strategy, Govia Thameslink Railway):** Yes. The National Rail Passenger Survey measures people's confidence, both at stations and on trains. We track those results quite carefully and we are targeted as part of our franchise to improve the satisfaction rates in that.

What is quite interesting is that the Association of Train Operating Companies (ATOC) has done some work that links why those figures are now soaring at a time when our crime rates are going down. One of the pieces of information that it found is that some of that is linked to disruption because passengers feel less safe when there is disruption and there are large crowds. Therefore, in terms of the rail environment, we need to tackle the disruption that is part of the BTP's targets as well because that has an effect on people's perceptions. While our crime rates have reduced - and, again, that is because of the collaboration there is in the industry - passengers may not be noticing that as much because we have disruption and so there is a link to that.

I believe crime is under-reported and, as some of my colleagues here have said, certain categories are more so than others. What we do on GTR and certainly on Southern [Railway], which has become part of GTR, is we try to capture some of those low-level offences through a scheme called Eyewitness where we encourage our staff and our passengers to email us and alert us to any instances of congregating crowds or issues that they think are not reportable to the police but are causing them some discomfort. We track that as well in terms of deploying our own rail enforcement officers and working with BTP and we have had some success with that.

**Joanne McCartney AM (Chair):** Lovely. That is helpful and we will have some questions on that in a moment.

**Jenny Jones AM (Deputy Chair):** I would like to ask our policing agencies for starters about the increase in violence against the person. On buses, for example, it has gone up by 20%. That is quite sizeable. Is that a matter of concern for you?

**Commander Jeremy Burton (Criminal Justice and Roads Policing, Metropolitan Police Service):** Absolutely, it is a matter of concern and what it has done is prompted us to look into those figures in a bit more detail to understand it better. There are a number of variables that have given rise to that. One is the confidence of passengers to report, either directly to the drivers, which then comes through to us, or to the police. There has been a shift in recording over the last year in terms of what constitutes those types of offences and congestion, frustration and various environmental factors are linked to it as well. What we are seeing is people are travelling and becoming frustrated on occasions, giving rise to what we would call low-level - without undermining the impact on people - offences, pushing and shoving, and reporting it. It is good that they have the confidence to report it and we can then deal with it so that it is giving us a truer picture.

**Jenny Jones AM (Deputy Chair):** Did you suggest that you redefined what is "a crime against the person"?

**Commander Jeremy Burton (Criminal Justice and Roads Policing, Metropolitan Police Service):** Hitherto, some of the offences would have been regarded as anti-social behaviour and we are now recording them as crimes.

**Jenny Jones AM (Deputy Chair):** Those two things are always recorded separately?

**Commander Jeremy Burton (Criminal Justice and Roads Policing, Metropolitan Police Service):** Currently?

**Jenny Jones AM (Deputy Chair):** Yes, anti-social behaviour and violence against the person?

**Commander Jeremy Burton (Criminal Justice and Roads Policing, Metropolitan Police Service):** Yes. Anti-social behaviour has such a wide interpretation and so we have put some conditions around what we can record as a crime.

**Jenny Jones AM (Deputy Chair):** Great.

**Commander Jeremy Burton (Criminal Justice and Roads Policing, Metropolitan Police Service):** Yes, there has been an increase but we are encouraged that people have the confidence to report it.

**Chief Superintendent Paul Rickett (Roads and Transport Policing Command, Metropolitan Police Service):** I would think the other piece of context to that is that the more serious violence is down on the network by nearly 13% since the baseline was set, which is bucking London's trend a bit. We are pleased about that but, as the Commander says, there is definitely an issue in there around more accurate recording, which is a pan-London if not a national issue. We have got better at classifying what is a crime and what is not. We do not have the evidence to say the network is becoming more violent. The evidence suggests that what we are doing is capturing what that violence constitutes in terms of Home Office accounting rules and reporting it better. That informs our tasking, it informs our analysis and it informs our response to it and so it is all positive from our perspective.

**Chief Constable Paul Crowther OBE (British Transport Police):** As far as the Underground and the rail network are concerned, I would echo the comments made there. There are some additional elements. One of the success factors of the transport system is that it is becoming much more heavily used and you have far more people in close proximity to each other and people lose their tempers. Much of the increase is in the category of common assault, which again not to diminish any assault, but they are of the lower-level types of offence that are being recorded more accurately, as we said.

It is also a factor of the changing nature of our transport system. It is no longer a transport system that simply moves people around. Some of the major hubs - look up the road at London Bridge or Kings Cross - are a substantially different offering than they used to be. They are places of public resource. They are places of entertainment. They have licensed premises in them. Some places in the north of England have even, would you believe, installed nightclubs on railway stations and you bring a different clientele and a different type of behaviour that much more reflects the night-time economy.

**Jenny Jones AM (Deputy Chair):** Thank you. Did you want to say something about the City?

**Detective Chief Superintendent Jeffrey Davies (City of London Police):** The levels of violence - predominantly on buses - have increased but probably less so than the increase in violence in our night-time economy, which has gone up more than on buses. That is a direct correlation to the number of nightclubs and licensed premises that now feature in the City at over 800. We have seen a steady rise over this last 12 months. It is sporadic in nature. We have put a huge effort into reducing it but it is very sporadic and it is very difficult to target. They are fairly low levels of violence without injury, but we have seen an increase, more so in the clubs rather than predominantly just on the transport system.

**Jenny Jones AM (Deputy Chair):** I will come to you in a minute, if that is all right. I will deal with these police officers first. OK?

Obviously, the population of London is rising. Chances are it is going to get worse. There are diminishing police budgets, except perhaps in the City? I do not know how you are managing in the City. Do you get asked to give an evaluation of the impact in new transport schemes? Has anybody asked you about the new Crossrail or about what High Speed 2 is going to do to policing in London? Do you do that sort of thing?

**Chief Constable Paul Crowther OBE (British Transport Police):** Perhaps I could take that question. Yes, there is a high degree of interface between us and the various operators. We have officers who are embedded in some of the major projects and who are advising in crime reduction and crime prevention initiatives. I have an officer who works within the Department for Transport (DfT), within the franchising team there, and we work very closely to try to improve the level within the franchise bids, which is looking at safety and security and the whole passenger experience.

I was speaking yesterday - and colleagues are familiar - with Peter Wilkinson [Managing Director Rail Executive, Passenger Services, DfT] who runs the franchising arrangement within DfT. I have said it before, and I do not think he minds me saying it, he is almost evangelical about the passenger experience. What we find is that as new franchises are rebid, the franchisees or the bidders are coming to us and asking what more they can do to prevent crime and to build in more policing. We secured a significant amount of additional enhanced policing agreements with the TOCs that were keen to improve the safety and security on their network and there is a very clear business case that, if it is safer and if it feels safe, more people use it and, of course, that is a virtuous circle.

**Jenny Jones AM (Deputy Chair):** Perhaps I can ask the MPS. What instructions do you give your officers? Presumably, if somebody gets a phone stolen from them on a bus, the officer will try to get the thief, the thief runs away, how far does that officer chase? Right to the end? Then, if they see another crime when they are coming back, do they deal with that as well? How do you stop police officers picking up on other crime that they see when they are not on the transport network?

**Chief Superintendent Paul Rickett (Roads and Transport Policing Command, Metropolitan Police Service):** We do not. Sorry.

**Jenny Jones AM (Deputy Chair):** Do you know that?

**Commander Jeremy Burton (Criminal Justice and Roads Policing, Metropolitan Police Service):** I would, frankly, say the same thing. While we have a structure and staff to deal with crime specifically on the transport system, fundamentally every police officer has a warrant card and is obliged to arrest offenders and people committing crime. It goes without saying and certainly I would not want to be a victim of crime and watch a police officer run and deal with something else, but our staff are tasked and are deployed to areas of crime, anti-social behaviour and harm within the transport network and they deal with that specifically. That is what we are here to do. If crimes occur in their sight, they will deal with them.

**Jenny Jones AM (Deputy Chair):** It seems there is a greater risk of crime above ground in the area surrounding crime hotspots on the Underground, for example. Thieves might take phones, for example, from people on the Tube but then they might also snatch them when they come out of the Tube. Crime hotspots are around stations as much as Tube lines themselves.

**Commander Jeremy Burton (Criminal Justice and Roads Policing, Metropolitan Police Service):** Crime hotspots can be fluid and it depends on the demographic, how many people and what types of people are in the areas that offenders will target. How we respond to that is we identify offending profiles. We

identify locations and we identify victims who are likely to be targeted and our response is measured proportionate on those three elements loosely termed: victim, offender, location. A range of tactics will be deployed to meet whichever one of those three is appropriate or all three.

**Chief Superintendent Paul Rickett (Roads and Transport Policing Command, Metropolitan Police Service):** We are trying desperately to get away from success looking like us forcing surface criminals on to the Tube network – since that is BTP’s problem – and, I hope, vice versa. That is part of what the London Transport Community Safety Partnership (LTCSP) is set up to do: to make sure that all the agencies that have a role to play in effectually having community safety are at the table pulling on the same rope. We certainly have regular meetings with the BTP and with the City as part of that framework and outside it. We are trying to join up our approach to a safe transport network and not merely pass the problem from one force to another

**Jenny Jones AM (Deputy Chair):** It is called ‘policing’, really, is it not? Why do you take money from TfL? It is called policing.

**Chief Superintendent Paul Rickett (Roads and Transport Policing Command, Metropolitan Police Service):** That probably would not be for me to answer.

**Jenny Jones AM (Deputy Chair):** No, I will ask the Mayor that. Do not worry! I will go to our transport provider. Did you want to answer the question about the increase in violence against the person?

**Stella Morris (Head of Security and Revenue Protection Strategy, Govia Thameslink Railway):** I just wanted to say that as a TOC we have noticed quite a significant increase in those categories but a lot of it is the lower level. We have been working quite closely with the BTP over the last couple of months and we are going to launch a trial campaign, which I think will then be spread over the whole of the B division, which is going to be aimed at passenger behaviour because a lot of the assaults are linked to overcrowding, disruption and poor community spirit. Rather than focusing on the negative side of crime, which does not tend to work, they have sought opinion from the behavioural sciences people who have given us some really good tips about announcements we can make, information we can give, changing people’s behaviour and trying to get people to highlight good things that happen on the transport network and then publicising those. I am excited about it. I think it will be a good campaign.

**Jenny Jones AM (Deputy Chair):** Could you perhaps provide some details of that after the meeting?

**Stella Morris (Head of Security and Revenue Protection Strategy, Govia Thameslink Railway):** Yes, definitely.

**Jenny Jones AM (Deputy Chair):** Did you want to come in from a Network Rail perspective?

**Neal Lawson (Director Maintenance and Operational Services, Network Rail):** From a Network Rail perspective, I do not want to repeat all the good work that has been explained already, but what we have deliberately done is in the Mayor’s Transport Strategy there are sections about managed stations, which is our part of the chain. We rely on that data and the good work with the TOCs to do the right thing in terms of managing stations.

Again, we look to work with the BTP when we are redesigning and evaluating station operating plans and get its advice in terms of crime reduction measures we can take and we do take those. Particularly with the BTP of late, we have quite deliberately made sure that we align our security strategy with the BTP strategy. There is a senior officer from the BTP who is seconded into Network Rail at the moment and working with my team to make sure that from the high level strategic part right the way down to local station plans, they are all aligned in terms of reducing crime and disruption on the railway.

Also, I would say that our experience in terms of delay level issues is that they are on the rise. There are more people travelling every day on the railways in close proximity and we need to deal with managing that in the right way for passengers as well. We talk about passenger behaviour but it is about focusing on the positive stuff, as Stella [Morris] says.

**Jenny Jones AM (Deputy Chair):** Can I ask you about anti-social behaviour? London TravelWatch (LTW) reports that anti-social behaviour is difficult to address as no one seems to take responsibility for it. Do you think that is fair?

**Neal Lawson (Director Maintenance and Operational Services, Network Rail):** Do I think that is fair? We certainly take responsibility for managing the consequences of anti-social behaviour and making sure that has the least possible impact on the least possible number of people. There is some further work to do and we are doing it in other parts of the chain. It is moving up the chain. There are social reasons for anti-social behaviour and we have found that particularly in the area of suicide, where local decisions about health support and facilities in areas can lead to these hotspots that we see and it does move around sometimes with decisions that are made in some of the local areas. There is more work to do in that respect of moving the problem-solving upstream in the chain rather than dealing with the consequences, which of course we take accountability for.

**Stella Morris (Head of Security and Revenue Protection Strategy, Govia Thameslink Railway):** With anti-social behaviour, from a TOC's perspective, it has to be tackled in more than one way. We have the Eyewitness scheme, which I have already talked about. We also go into schools and try to educate youngsters because we see the youngsters coming up and causing some of this problem on our network, certainly. We have teams that go into schools and we work with outside agencies as well. We go into schools and try to educate people about the effect of anti-social behaviour on our network and the danger of some of this behaviour as well. It has to be tackled in more than one way.

**Jenny Jones AM (Deputy Chair):** What are the other ways you are tackling it? For example, it is fairly well known that there are certain times of the day and certain groups of people who are more prone to anti-social behaviour. Do you put on more staff at those particular places or times of day?

**Stella Morris (Head of Security and Revenue Protection Strategy, Govia Thameslink Railway):** There are several strands to how we tackle it. Very important is our gate operation and making sure we manage our gate lines to stop people coming into our network if they are not travelling with a valid ticket. A lot of the people that commit anti-social behaviour actually do not have a ticket, so the gates provide a very good barrier.

We have teams of rail enforcement officers. We call them Rail Neighbourhood Officers. They are excellent. They work very closely with the BTP. They look at the trends we have on our Eyewitness scheme and the intelligence from the BTP, who they do work closely with. Then they will go out and do on train and on station patrols and if we have had an incident they will go back to that station in the following days to give reassurance to people using it that we are actually doing something.

We have that as a deterrent. Also, on some of our services we obviously have conductors who will walk and patrol trains. With our station staffing, clearly, we are trying to encourage our staff to be more customer focused. It is very difficult for railways staff, as you will know, because they suffer this anti-social behaviour and abuse day in, day out. Keeping them motivated to go out there and look after the majority of passengers, who do not want to cause a problem, is one of the challenges we face as well and so the training is important.



**Steve Burton (Director of Enforcement and On-Street Operations, Transport for London):** On that, I think the transport system does recognise that anti-social behaviour is a particular issue and, as I said earlier, we know it drives fear of crime and it probably drives fear of crime more in proportion than actual crime. We are focused on that and, as you are probably aware, through the MPS we have 32 borough teams, the STTs. Each of those has four or five objectives that are agreed on the basis of intelligence. That is what they work on predominantly to solve. A large number of those priorities for local borough teams are anti-social behaviour, so we are identifying problems and then putting our officers on to problem solving around that. If you go to Edmonton Bus Station you will find that the level of anti-social behaviour there is far less than it was five years ago and that is because the local team, the STT, has focused on that and does very visible patrols that are focused on engaging with young people.

My view is that you are not going to arrest anti-social behaviour out of the system. What you want to do is problem solve it out and engage it out. That is where the STTs that we buy in from the MPS play a really important role. The same approach runs through the BTP approach where we are very focused as an industry on increasing customer numbers and increasing passenger numbers. We know that if people are fearful they are not going to use the network and, therefore, it impacts on their quality of life.

While the whole police fraternity is interested in this, the transport policing area is particularly focused on some of these anti-social behaviour issues because they drive so much of our core business.

**Jenny Jones AM (Deputy Chair):** Do you think transport providers have to carry some of the blame because they overcrowd the trains, for example?

**Steve Burton (Director of Enforcement and On-Street Operations, Transport for London):** We, as owners of the quasi-public space and as someone who provides a service, have to think about the impacts of our decisions on crime and anti-social behaviour levels. The issue about delays and problems with the service are really important to us, which is why one of the BTP priorities is delay and disruption and we are working increasingly with the MPS about it. One of the big issues that we had a few years ago. I digress slightly but it is relevant. Six years ago, if we were talking about problems with the bus network, we would have talked about service withdrawals, which is where the bus network decides it is not safe to go into a certain area. That has a real impact on the local community because, basically, the system disappears. Seven years ago we were running about 70 service withdrawals a year and we have really focused on that. A lot of that is low-level disorder and fear. We are now running at about one a year. It is a rarity now. That is a really good example of where, as a transport operator, we can focus on what we can do to maintain the service. We can light the stations. We can provide information. That is where Stella [Morris] was saying that it is a pack of measures. We have to take responsibility for the safety and security of our customers, as much as the MPS or the BTP, in my view. That has traditionally been the approach we have taken in TfL. We do not think it is the MPS's problem. We think it is our problem and we need to deal with it together.

**Jenny Jones AM (Deputy Chair):** Thank you.

**Chief Superintendent Paul Rickett (Roads and Transport Policing Command, Metropolitan Police Service):** I would just add to that. As part of that process, as Steve [Burton] described, there is quite a sophisticated and robust problem-solving framework within the RTPC that we now link to the borough problem solving activity as well. The offending population on the network are the same people who are offending in the boroughs. It is when they are on and off the network is what it is about. Some boroughs have managed to retain their capacity in what were known previously as Safer Town Centre Teams (STCTs). Some have not. For some of it is our SNTs. Those pieces of public space are shared and we are not trying to delineate here at all that if it is on the bus it is somebody else's problem or that type of thing. As I said, the same as the BTP and the City, we are trying to look at this from top down so that it is more about the offender

and the victim and how do we minimise the opportunity for the offender and maximise the safety of the victim wherever they may be, that whole problem-solving interaction.

Part of that process is now when the wider MPS does its tasking and co-ordinating process, my senior team goes to all those area meetings as well so that the borough setup is clear on what the transport teams are doing and vice versa. There is a very good tie-up there.

**Joanne McCartney AM (Chair):** Do you have joint tasking now at local level? Edmonton is in my area and I remember it eight or nine years ago. It is a lot better but I know at that stage the SNTs and the STTs were tasked separately and we were saying, "You need to have joint meetings and tasking them".

**Chief Superintendent Paul Rickett (Roads and Transport Policing Command, Metropolitan Police Service):** Absolutely, that is exactly what I am describing. Now I would expect that the inspector in charge of a hub team from the RTPC is completely aware of where the common issues are with the local borough and they are working on it together.

**Jenny Jones AM (Deputy Chair):** What if a bus driver, for example, commits a crime, runs a red light or drives a cyclist off the road, which they do? Would one of your team report that? Yes?

**Chief Superintendent Paul Rickett (Roads and Transport Policing Command, Metropolitan Police Service):** Yes, quite possibly, we would investigate that allegation the same way as any other.

**Jenny Jones AM (Deputy Chair):** If an officer sees it, is it still an allegation?

**Chief Superintendent Paul Rickett (Roads and Transport Policing Command, Metropolitan Police Service):** If an officer sees it, they have the discretion to intervene there and then and they should in those circumstances.

**Jenny Jones AM (Deputy Chair):** They are encouraged to, are they?

**Chief Superintendent Paul Rickett (Roads and Transport Policing Command, Metropolitan Police Service):** Absolutely. There is no favouritism. The statutory framework is quite clear.

**Jenny Jones AM (Deputy Chair):** I think you will find there is favouritism. We could have a long discussion about that.

**Chief Constable Paul Crowther OBE (British Transport Police):** Chair, I am a little surprised by LTW's comment because there is an enormous amount that is going on around anti-social behaviour. I would probably say a very significant amount, if not the majority, of our activity is around anti-social behaviour.

**Joanne McCartney AM (Chair):** The comment was that if it was a crime the public are probably more likely to report it. When it is anti-social behaviour the public tend to state they are too afraid to step in and be a community champion, if you like, and that was the point they were making. It is not something that was owned, in a sense.

**Constable Paul Crowther OBE (British Transport Police):** Yes. We might come on to our text number later perhaps but that has been a significant means by which people can highlight anti-social behaviour as it is happening and we can respond to it.

If I may, perhaps I should not be defending the train operators but they invest a significant amount of money in their own security [staff] who in appropriate circumstances, I accredit with powers to issue fixed penalty

notices and to deal with particular types of anti-social behaviour. We have spoken about joint tasking. We held joint tasking with the industry's security people so that we are making sure that we are making the best use of the combined resources in what we call complementary policing. In fact, some of the Southern rail protection officers carry airwave radios and are linked into our communication system. There is an enormous amount that is going on around anti-social behaviour.

**Len Duvall AM:** I am pleased to hear that because I thought it was quite interesting about anti-social behaviour leading to the fear of crime, but anti-social behaviour, a bit like domestic violence and why we take this now seriously, can lead to death. In terms of causes, it starts off with low-level incidents and can build up and other tragic circumstances can happen.

**Kemi Badenoch AM:** My question is to TfL and it is about fear of crime and confidence to travel, which you touched on earlier today. The number of people who say their use of public transport is affected by this has gone down from 35% to 21%. What has influenced this improvement?

**Steve Burton (Director of Enforcement and On-Street Operations, Transport for London):** I am going to say it is a set of multiple factors. We have invested a lot of money in infrastructure and you cannot underplay how important the way the network looks and the way that the network operates is to how safe people feel. We have invested a lot of money in visible policing and visible staffing on the network. When you ask people what will make them safer on the network they are very clear. They want more CCTV, more police officers and more staff. In general terms, TfL have made our staff more visible. We have invested in increasing police numbers. We have invested in the infrastructure in CCTV. That whole pack has worked on people's perceptions of safety.

Combine that with the actual reduction in crime, which there has clearly been. Over nine years we have halved crime. That has an impact as well. What is quite interesting and it is a strange factor, often our safest areas are the areas that have the highest fear, so there is no correlation - and we have done quite a lot of work on this - between high crime and high fear areas. There appears to be almost like an inverted relationship. The crime aspect is really important and the anti-social behaviour aspect is really important because those are the nuts and bolts of what we are doing. Other changes to lighting, to the design of stations - we talked about the design - to the ambiance, the fact that people think there are guardians of public space and someone is looking after that space, can really impact on a change in perception.

We have really focused on that over the last five or six years and you are starting to see the impact of that. Some of the academic studies suggest that when crime goes down confidence does not change for a couple of years. There is almost like a halo effect where people do not quite believe it is true until they experience it. We have really, really pushed on that, as Paul [Crowther] and actually Paul [Rickett] have said. Because of that, we take a very holistic view, which makes it very complicated but you have to look at all of it. You cannot just deal with one facet of it. In summary, that is what has changed.

**Kemi Badenoch AM:** This inverse correlation is very interesting. Why do you think that is that places that are safest have the highest fear?

**Steve Burton (Director of Enforcement and On-Street Operations, Transport for London):** I am not sure we are entirely clear on that. I will give you my opinion - and I have to preface this by saying I grew up in Hackney, which is probably one of the high-crime, low-fear areas - there is something in the community generally about there being an acceptance in some areas that there is going to be some background anti-social behaviour and you almost get used to it, which is a terrible thing to say, whereas in some of our low crime areas it is a real shock when you read something going on round the corner. That is not the only reason. There are issues about the local environment and the demographics. The demographics between various boroughs in London are very wide and demographics drive some of the fear issues as well. Older people tend

to be more fearful than white, middle-aged men, but actually white middle-aged men are quite susceptible to crime on the network and they are less fearful. It is a very complicated area and there are loads of academics doing work about this. We sponsor some of it and some of my police colleagues sponsor some of it, and we are still learning on this.

**Kemi Badenoch AM:** Thank you.

**Len Duvall AM:** Targets drive performance and, of course, falling crime is to be welcomed. If we look back at where crime is rising, of the 684 sexual offence cases in 2014 and 2015, what was your success rate in bringing people to justice and getting an outcome from the court processes around the sexual offences? If you have that information, again, on the violence against the persons, I will take percentages or numbers if you have it. What was your success rate in those two areas where crime went up of getting a result?

**Chief Superintendent Paul Rickett (Roads and Transport Policing Command, Metropolitan Police Service):** The result, if you like, the one that we can influence most is the sanctioned section piece. It is not always for us --

**Len Duvall AM:** That is right. That is the traditional way to get performances.

**Chief Superintendent Paul Rickett (Roads and Transport Policing Command, Metropolitan Police Service):** I can say that our current success rate around sexual offences on the network as a total is just under 28% for sex offences and - if I can find the right form, excuse me - for violence with injury we are running at 26% and violence against the person is here somewhere. Please bear with me. Violence against the person is 22%.

**Len Duvall AM:** OK. They are relatively very low success levels, aren't they? What are the strategies to get those numbers up a bit more, to be honest? Can you reassure me that we are not screening out crimes? What you said earlier on was that those who cause crime on our transport networks - and particularly violent crimes and sexual crimes - are causing those in the wider community. In terms of that, what is the process of trying to get these figures up higher?

**Chief Superintendent Paul Rickett (Roads and Transport Policing Command, Metropolitan Police Service):** We are always looking to improve our performance around arresting bad people.

Certainly from the RTPC point of view, there is a recording anomaly so that, dependent on where the victim or witness says the offence happened, it can sometimes lead to a bit of a crossover between the local borough recording practices and what we record in the RTPC. To gate-keep and safety-net that, we have introduced a process in the RTPC where daily I have a team of office-based detectives who trawl all crimes that have come in in the preceding 24 hours that just have the word 'bus' or 'transport' anywhere written in it because a reporting officer in Havering may not record the fact it happened on a bus or at a transport hub or at a bus stop in the right place on the Crime Report Information System report. I know it sounds really boring and technical but this happens on a daily basis. To make sure we do not miss anything, because obviously that gives us our investigative opportunities and our victim care opportunities, we run a daily trawl within the RTPC to make sure we capture it, as far as we possibly can, everything that the RTPC is looking into because it is a reality that most of those crime types that we agree in conjunction with TfL about what is the RTPC priorities between the MPS and TfL.

Broadly speaking, RTPC perform slightly better in terms of its detection rates than the borough colleagues. There are a number of reasons for that but the basic one is CCTV, as Steve [Burton] mentioned earlier. Most buses have an average of 15 cameras. As long as we can tie down the time and place of an event, we get that

footage. Of all incidents that we are asked for CCTV, in 70% of the cases we are finding the footage and the RTPC is far and away the highest circulator of images for wanted people in London.

**Len Duvall AM:** It must be a matter of concern that in those three categories you have said that in 70% we do not bring an offender to book - I am rounding up here - and in 65% we do not [bring an offender to book] in violence. In the last two violent categories, 65% of the offenders who have been recorded are not brought to book and 80% was the last category. Should we not be looking at this a bit more and a bit more proactively to try to get these figures up? Do you agree with that?

**Chief Superintendent Paul Rickett (Roads and Transport Policing Command, Metropolitan Police Service):** Yes, I do. I agree that we should always try to improve that figure. A number of things have changed at the London and at the regional and national levels. For example, just in the last 24 hours we have arrested a person who is suspected of 19 sexual assaults in the last four weeks. He has been charged with nine and he is in custody. That is a good thing. We do not take offences into consideration anymore in the same way and that has had a knock-on effect in the way that we are able to achieve sanctions detections as an outcome. That does not stop us trying.

**Len Duvall AM:** OK. TfL, where were you in this, then, in setting the targets around this? We have heard about MOPAC's 20/20/20 and all that. We have heard about the targets that you have set. Where do sanction detections and good outcomes - we could call those good outcomes both for the victim and for society - fit in terms of the targets that you have set the MPS in terms of carrying out this service for you?

**Steve Burton (Director of Enforcement and On-Street Operations, Transport for London):** Again, we segment the issue. There are certain crimes where we are particularly interested in sanction detections, and sexual offences and workplace violence are two of those areas. We work very proactively with the MPS and the BTP to deal with that. We offer CCTV; we offer Oyster details where it is appropriate. We have our officers work with MPS and BTP officers. There is an interesting issue.

We broadly think there are two types of offenders on the network: there are opportunists and there are recidivists. The recidivists, absolutely, sanction detection is the way to get them out of the network. They are going to continue offending. We want them out. We want them taken through the courts and we work very closely with the MPS and BTP about taking them through.

Sadly, there were some opportunist offenders on the network and, from my perspective, sometimes it is as effective to take the opportunities away and not arrest it out. We set sanction detection targets, which are improvement in sanction detections around sexual offences, around hate crime, around staff assaults, for example, and serious crime. We do not set sanction detection targets around some of the other crimes because what I want the RTPC to do is to prevent the crime happening in the first place, so it is a mix and match approach.

**Len Duvall AM:** Sorry, I just want to be clear about in terms of where you set targets. I have honed in on those two not just because they were crying out but I thought both in terms of violence against the person, it clearly has to be a priority, and sexual crimes have to be a priority, albeit they are two different types of technique of getting sanction detection rates. One might take a little bit longer than the other, I presume, in some cases. You set those and it might be good if we could --

**Steve Burton (Director of Enforcement and On-Street Operations, Transport for London):** Our target would be an improvement. We do not set rates. Basically, a year on year improvement and if you come to one of our CompStat meetings, which is a performance meeting that myself and Paul [Rickett] or someone who works for us will chair, we will go through. Part of that discussion with the officers on the ground will be sanction detection rates and whether it is going up or down. As I say, you need to choose the right targets for

the right types of crime. We do not ignore that and I know Paul works really hard - actually, both Pauls work really hard - on driving up sanction detection rates. There is an interesting challenge that, when we are asking for more and more intelligence and more and more incidents to be reported, how that then translates into sanction detections.

**Len Duvall AM:** What I am trying to get to the bottom of is what are we really testing and what are really good outcomes in terms of that, in terms of your targets setting, which you have an exchange with the Chair about where you put your target setting over that service and about what we should be concentrating on or not. I am a bit of a traditionalist about that because actually sanction detection rates, no matter how hard it is, is one of the best performance indicators. It does not always reflect well on policing but it gives an indication of where things are going and it gives a good idea about the resources and the intensity sometimes required to detect certain crimes, which is lost on the public.

**Steve Burton (Director of Enforcement and On-Street Operations, Transport for London):** I would absolutely agree. I will just say one thing on the end of that. I apologise for that. We are also quite interested in some of these places on the outcome because sanction detection tells you that the person has been convicted, which is great. We also do some work with the courts because there is something about traditionally - and I think we have changed this to some extent - workplace violence was in some ways considered just another assault. People in uniform on the transport system are guardians of the space, and if they are scared we cannot argue with the customer. We have worked really hard to go further than just sanction detection because the outcome in those cases and getting proper sanctions for people who are undertaking activities that we do not want to tolerate on the network is important. It is not just sanction detection. Sanction detection is really important but you need to carry on and look through that as well.

**Chief Superintendent Paul Rickett (Roads and Transport Policing Command, Metropolitan Police Service):** To try to capture the collateral benefit of that obviously we use impact statements now from the wider TfL and the wider bus operators network, so that when we get an assault on a member of staff it is not just an assault on a member of staff there is a bunch of people that witnessed it. That escalates the fear of crime and so we try to make sure that throughout the process we are escalating the opportunity to deter as far as we possibly can.

Just to reassure you, if I may, a little bit more around the sanction detection piece. As Steve mentioned there, we have this monthly performance meeting where, because of the structure of the RTPC, I still have the relative luxury of getting team level inspectors once a month in a room and getting into some really granular detail about: "why is your team performing better than your team or not as the case may be?" From that we have identified best practice within some of the hub teams. We are identifying best practice around some of the secondary investigation pieces and we are learning from the wider borough picture, so it is a constant source of improvement and it is true to say there is variation among teams. It is that variation that I want to understand better.

**Commander Jeremy Burton (Criminal Justice and Roads Policing, Metropolitan Police Service):** If I could provide some reassurance around the outcome, picking up on Steve's point there, the outcome is incredibly important. I agree sanction detection is a good hard measure of effectiveness but it is the outcome at court, if it goes there. What we have been doing for a number of months now, certainly in London with our Crown Prosecution Service (CPS) partners and Her Majesty's Courts Service (HMCS) too, we have digitised our case file preparation and the opportunities to make sure supervised case files are there with all the relevant evidence and the forms and the victim personal statements, etc, that at the end of this month is being exchanged via a secure link with the CPS. There are no people pushing memos and making phone calls; it is all a digital interface. Then we hold ourselves to account. The courts hold us and the CPS to account: (a) about the quality of data; (b) about anticipated guilty or not-guilty pleas; and then (c) bailing people within the appropriate timeframes to the right court. Now all of that criminal justice improvement is on the back end of

sanction detection stops at one point, but we have to be absolutely right that we have correct paperwork and correct prosecution opportunities going into court as well, to get the ultimate outcome and it is a very important point to stress in that journey with the victim.

**Detective Chief Superintendent Jeffrey Davies (City of London Police):** A couple of points to address Assembly Member Duvall's points. Yes, I have been a detective in London for 30 years in the MPS and City [of London Police] and detection was everything at one point and they have their place. We changed the way we counted outcomes two years ago. Detection is now one of 18 outcomes that are there. We did that for several reasons, because we can say: "how did you get it up from 30%". In some of those outcomes you may know the victim, the offender. We have arrested them. We have talked to them. We have interviewed them, and we are still not going to charge people detected and go to court. It is the nature of it for many, many reasons. That is prevalent across all crime types but it is particularly more difficult in sex crimes. You have to look at all those measures that were brought in to explain, within this debate we are having now, how there are many different categories other than detection and a court outcome that comes at the end of it.

The answer of what we should measure is that we should measure the victim journey, the victim experience and the victim satisfaction. Have we done everything for those victims that we can do and are they satisfied with that outcome? That is really the true measure. We can send lots of people to court. We can send lots of people to prison for very low-level activity. It does not reduce crime. It does not prevent reoffending. There are many, many studies on that that we have all read, I am sure. That is the point. Detection is no measure. We have all been there. Again, there have been several studies on setting perverse targets and incentives and what then happens, I think, we are all about reducing crime, problem solving, keeping crime at a minimum level and, I am sorry, I cannot agree that detection is the only way. It does have its place. It is one way but there is a lot more to that story that we need to look at.

**Len Duvall AM:** What do you think are the top three, then? What would you say are the top three that we should be looking at to judge policing performance in terms of this area of work?

**Detective Chief Superintendent Jeffrey Davies (City of London Police):** I think crime reduction is absolutely the key but also it is where the threat, risk and harm are on the crime. As numbers shrink and budgets get smaller, yes, we have to look at what we can do, designing out crime, problem solving, using an evidence-based approach, to putting our resources where the threat and risk and harm is greatest and then using crime prevention methodologies to design out crime to reduce it. Improved confidence and some of the behavioural stuff are all key tactics that we can use, but traditionally we have always used enforcement and a big stick to get people in front of the court. It is not the only way. We cannot do that going forward. There are not enough people. There is not enough money. It is going to get less. We need to be smarter and cleverer and I think everybody is doing that around this table but, as you say, the court procedure is for those who really need to go to prison, the really violent offenders --

**Len Duvall AM:** The violent offenders and sexual crimes I know in terms of categories, but they would be the most serious ones to watch --

**Detective Chief Superintendent Jeffrey Davies (City of London Police):** Of course, yes.

**Len Duvall AM:** -- because they would progressively lead to more violent outcomes or even on a scale of one to ten sexual offences can lead to an escalation of more serious - well, they are all serious - sexual offences but leading up.

Do you think that the public - and not just the public - would think that sanction detection rates should still be in your top three? I agree with everything you have said and I have a lot of sympathy for police colleagues in terms of what they have to work with, but you are the enforcement agency. I know you play a role in

partnership but actually your role is to bring bad people to book. Let me put it simply. I suppose in the tabloid press - let us go to the last one, violence against the person - out of the 22% that you have a result with, I have 78% of people walking around who have done violence against the person who could probably in our communities go on to other violence. I know it is simplistic.

**Detective Chief Superintendent Jeffrey Davies (City of London Police):** Nobody is suggesting for a minute that we do not lock up violent offenders and sexual offenders. I am not saying that for one moment. What I am saying is many of those categories we may arrest them. We may take out the statements. We may gather evidence and we still cannot put them before the court. I am not disagreeing for one moment we do not lock up violent people or serious sexual offenders. It is more complicated than that is what I am saying.

**Chief Constable Paul Crowther OBE (British Transport Police):** If I may, just to add, I am not going to repeat anything anyone has said, hopefully. There are two issues.

One is there is a specific context in transport-related crime, particularly around these two categories of violent crime. We have already heard that the vast majority of violent crime, certainly on the rail system and the Tube system, is of the lower level, common assault. We are not talking about physical injury to people. It is of that level, brought about by millions of people bustling up against each other during the day. I do not diminish any of those but that is the context of the majority of the sorts we are talking about. In sexual offences, the vast majority of the ones that are committed are stealth offences committed in crowds, in crowded Tube carriages, frankly, which is sexual touching and horrible behaviour like that. It is very, very difficult to detect even with CCTV within carriages.

There is another element, which is by its very nature offenders on transport are stranger on stranger encounters, [people] unknown to each other. The vast majority of, if I might say, violent crimes within a geographical policing perspective - colleagues might correct me here - the offender is known to the victim and so you have a different context here. It does not excuse or diminish the responsibility to detect and bring to justice as many as we can but I think there is another element in this, which is also an integrated offender management approach. As we have got more and more into the very difficult challenge of sexual offences against women and girls on crowded public transport, when you start to look at the offender groups and you start to unpick some very complex issues around registered sex offenders who are using the public transport system, and how do we adopt a problem solving integrated offender approach to those people rather than trying to find a needle in a haystack of an incident occurring in a crowded train? There is a whole range of techniques that we have to use here. Although I agree that sanction detections are important, sometimes they can divert us into the wrong type of activity instead of trying to stop the thing happening and design these people out of the process by a range of different tactics.

**Len Duvall AM:** Is that not true for any targets, then, that are set? I can equally make the case against the MOPAC 20/20/20 in terms of diverting the MPS, I think, entirely away from dealing with violent crime. I could argue that about any of those.

What we would find helpful is the range of targets that really do matter. What should we be judging your performance on? That is really where it is. I go to the one that you, the police force, have always used: sanction detections. It might have changed, but that is exactly the one that is quoted by Her Majesty's Inspectorate of Constabulary, along with many others still. Unless you change it, that is what you are going to be judged on.

**Jennette Arnold OBE AM:** Can I go back to Steve Burton? In your answer to the question about perceptions of crime on transport, the percentages that were referred to were from a TfL random sample of 1,000 Londoners. Then you went on to make reference to Hackney, which is the borough I represent, by the way, and know a little bit about. Because you are on record as referring to Hackney as being an unsafe place, I



just want to clarify. Was that from your personal view or a historic view or is there data that you can provide us with that is suggesting that Hackney has a higher perception of fear?

**Steve Burton (Director of Enforcement and On-Street Operations, Transport for London):** What I said was that I do not think Hackney is an unsafe place. In terms of crime levels in London, some areas have slightly higher crime levels than other areas, which is why we have local STTs. The 1,000 survey you talked about allows us over a year period to drill down into the varying levels of confidence in policing and the varying levels --

**Jennette Arnold OBE AM:** It does not identify boroughs.

**Steve Burton (Director of Enforcement and On-Street Operations, Transport for London):** It will do over a year. We do 1,000 a quarter. Statistically, over a year's sample, we can break down to borough levels.

**Jennette Arnold OBE AM:** Is that what you have used to make reference to Hackney?

**Steve Burton (Director of Enforcement and On-Street Operations, Transport for London):** It is --

**Jennette Arnold OBE AM:** It is.

**Steve Burton (Director of Enforcement and On-Street Operations, Transport for London):** -- and we use that in our performance process with the MPS. Actually, interestingly enough, it is probably worth emphasising that in all of this we are talking about quite low levels of crime and we are talking about quite low levels of fear. We are talking about variation over an average. By definition, some boroughs will be slightly above average; some boroughs will be slightly below average. There are many reasons for that, as I said earlier. It is a very complex area --

**Jennette Arnold OBE AM:** No, can I just say to you? It is just because I know that a particular borough like, say, Hackney did have a high rate where clearly, because lots of stuff was going on, fear of crime was very high. They have worked really well and the last figures I saw put boroughs like Hackney, which had that history, in the mid-range and other boroughs above them. If you have evidence that is current to this work so that we can see where this perception is high or where it is low from a borough perspective, then I would welcome that. Given that you have mentioned Hackney, I think it should be part of the record.

**Steve Burton (Director of Enforcement and On-Street Operations, Transport for London):** We can provide the breakdown by boroughs.

**Jennette Arnold OBE AM:** Thank you.

**Joanne McCartney AM (Chair):** Can I just move us on to talk to the BTP? You have had some success in Operation Trafalgar lately. I believe it was the theory that offenders will be deterred from committing a crime if a capable guardian is present. You have identified hotspots and you have increased regular patrols in those to drive out and disturb criminals.

Can I ask how well you work with partners such as rail operators in identifying those hotspots? How successful has this been and is it going to be rolled out across the entire network?

**Chief Constable Paul Crowther OBE (British Transport Police):** Thank you, Chair. Operation Trafalgar has become our national patrol strategy across BTP in England, Wales and Scotland. It is based on some work we did with Cambridge University and a randomised control trial that we carried out on the London Underground with close co-operation and working in partnership with TfL. That looked at a dataset of hotspot

locations over a much longer period than is traditionally used in the National Intelligence Model tasking process. It looked at crime levels and anti-social behaviour levels and calls for service over a five-year period and it identified locations that consistently over that five-year period were hotspots. Then, through the randomised control trial, we deployed systematically to those locations for set periods of time.

What the study showed us is that we can reduce crime by around 20% and reduce calls for service by around 30% and confidence in those locations can go up by about 20% as well. We took that research and I guess it is particularly relevant to big transport hubs and places like that to be able to deploy it and so we deployed it across all of the London hubs to start with. Where we have deployed it, we have typically seen on average about a 7.5% reduction in crime since we first introduced it. There are some very interesting outliers. Euston has about a 20% reduction in crime and a 20% reduction in calls for service. We have run it out in Leeds, which has a 31% reduction in crime.

It is a proven methodology. It lends itself to a range of deployments. For example, we first of all did this in crime hotspots. We are looking at disruption hotspots and deploying in the same way. We are looking at confidence low-spots. From the National Passenger Survey, we have identified over a five-year period those stations that have a consistently lower level of passenger confidence than other parts of the network and we have targeted those with similar patrols. We have been able, in 13 out of 20 that we used as a sample, to drive up confidence in those areas. Equally, we are using the same methodology around crowded places that might be the target of terrorism as a targeted approach.

It is very effective. It is very structured. We are talking to rail industry colleagues about how we can use this with them. We have a pilot that we are just about to do with South West Trains. Cambridge is doing a deployment model and hotspot model for that based on things like revenue-avoidance and confidence levels. The aim is that initially the rail operators will have their own patrol patterns. Then, if you like, what we will try to do is to bring their patrol pattern in line with our patrol pattern. We can get much stronger control of public space against a very strong evidence base.

**Joanne McCartney AM (Chair):** That sounds very promising. How many stations does that increased patrolling pattern occur in at the moment?

**Chief Constable Paul Crowther OBE (British Transport Police):** We have looked at crime right across the rail transport system in England, Wales and Scotland and there are about 1,100 hotspot locations that fit this analytical model. It is pretty difficult to be able to patrol all of those hotspot locations with the consistency that the model drives and so we are prioritising those.

Then we have to constantly review the hotspot because, if you like, as the medicine starts to take effect, you need a maintenance patrol pattern and then you move on to another hotspot. It is about --

**Joanne McCartney AM (Chair):** Is there evidence that it has actually caused displacement to other stations or not?

**Chief Constable Paul Crowther OBE (British Transport Police):** No, because we can complement that with the weekly tasking that we do. If any hotspots start to emerge locally, we deploy against those and suppress in a comprehensive series of deployments around the whole problem.

**Neal Lawson (Director of Maintenance and Operational Services, Network Rail):** I would just like to support Paul [Crowther] in everything he said there. In fact, we have absolutely bought into it and we have dedicated analysts in a fusion team, which we have set up at London Bridge here, to help. We have data sources as well, which the BTP might not get ready access to, to support that sort of evidence base so that we can keep fine-tuning and watching any trends and make sure we are responding to it before it becomes an

issue. We are absolutely well behind what Paul is doing and we are supporting it with the resources and money to make it happen.

**Stella Morris (Head of Security and Revenue Protection Strategy, Govia Thameslink Railway):** From our perspective, it is fairly new. We are watching with a lot of interest. We are looking to see more analysis of how it is affecting crime at some of our key locations because, as Paul [Crowther] said, the analysis is the important thing to see what is happening with it. However, we are very supportive of it. It makes sense to be deploying more resources to the areas where more crime is committed.

We are watching the trial with South West Trains with interest because we also have complementary policing, which we deploy in terms of our own hotspots and low-level anti-social behaviour through our Eyewitness data. It is a similar thing but probably not as structured. We are very supportive of that.

What is important is that we have the regular tasking meetings, which we do, across the whole of the BTP and in the two different areas within our network where we have the ability to be able to divert some of the resources for short-term and known problem areas that are coming up. Therefore, yes, having a model is important but also, because of the changing profile of railways and special events and things like that, it is important to have that tasking as well.

**Joanne McCartney AM (Chair):** Is there that level of engagement going on at the moment and especially the BTP sharing data with TOCs?

**Stella Morris (Head of Security and Revenue Protection Strategy, Govia Thameslink Railway):** A lot.

**Joanne McCartney AM (Chair):** If you can see the benefit of it, you are more likely to invest in it yourselves.

**Stella Morris (Head of Security and Revenue Protection Strategy, Govia Thameslink Railway):** Yes. We get a lot of analysis from the BTP, which is excellent because it helps us as well in terms of looking at our strategies. [Operation] Trafalgar is fairly new and we need to see the longer-term effect on some of our locations of Trafalgar. Therefore, yes.

**Chief Constable Paul Crowther OBE (British Transport Police):** It kind of plays back to Len's [Duvall] questions earlier. We have not done this in isolation. What we have looked at is the skills of the officers and Police Community Support Officers whom we deploy to these locations. If you go back to the Peelian principle of preventing crime, we have gone back and looked at all of our training and skills development and how much is dedicated towards prevention rather than enforcement. We are now almost retraining our people in how to be good preventers, good problem solvers and good integrated offender managers so that, when they are deployed at these locations, they are then carrying out a fairly sophisticated problem-solving activity to help drive down the crime.

**Joanne McCartney AM (Chair):** Can I ask TfL and the MPS? Is something similar happening with the bus companies? Obviously, the franchise agreements with the bus companies are very different to the big train operators'. We have had concerns before particularly about, for example, driver training and whether TfL could do more about specifying better crime prevention measures in those bus contracts.

**Steve Burton (Director of Enforcement and On-Street Operations, Transport for London):** We work with bus operators in two ways. There is very good data sharing now, actually, much better than there was a few years ago. The CCTV is owned by the bus operators, not by us, because they are on franchise buses and the MPS does not have any problems getting data out of the bus operators.

We recognise that a bus driver's job is a very difficult job and we do a lot of work with the bus operators and the drivers directly training them. We are looking at developing a more comprehensive training package next year on the back of some of the work we have done around Operation Guardian to hardwire training into the pack that they get. We already do awareness training with them on a range of some of the key priorities. We have STTs visit all the garages and talk face-to-face with the drivers about the problems they experience, how they can deal with them and how they can report them. Given the turnover of bus drivers, it is a continual process. The bus operators, generally, are very supportive of the work that goes on around crime reduction and they work pretty well with us.

Just on the evidence-based stuff, it is quite important. Increasingly, we are interested in learning from the work that the BTP has done. We have just done a trial that was a bit similar, based on whether bus stops can be dealt with in the same way. Can we do targeted, directed patrols at bus stops? We have worked with Cambridge [University] again to do a similar exercise. We are waiting for the results of that. There is real potential in us developing a pack of tactics that evidence suggests work on the network. That is probably one of the next big, slightly esoteric and arcane things to do, but if we can provide our officers with a menu of things that work around certain issues, it will make them far more effective.

**Joanne McCartney AM (Chair):** Perhaps you could send us some details of that pilot. It would be very interesting.

**Steve Burton (Director of Enforcement and On-Street Operations, Transport for London):** Yes, sure.

**Chief Superintendent Paul Rickett (Roads and Transport Policing Command, Metropolitan Police Service):** To add a bit of more tactical colour to what Steve just said, if you look at the way we are trying to increase and improve the relationship with the bus companies even further, TfL sponsored an annual CCTV Awards and I had the privilege of being the commending officer at that. We do it annually and it is really coveted by the bus companies and the whole CCTV network. It was really well attended. There were people punching the air. We do it on the basis of the quality of evidence recovered, the timeliness and the whole infrastructure that those bus companies provide. That is one thing.

For example, we had an issue recently just through the analysis that we do jointly with TfL as part of the performance framework when we found that we were starting to lose cases particularly of workplace violence. When we unpicked why that was happening, there was quite a disproportionate number in one particular area that were not proceeded with or had no further action. When we looked into it, we found that on a couple of occasions - and it was only a couple of occasions - drivers were not being given the time during worktime to make the statement because the pressure on the company is to make sure the route is properly resourced. We found in unpicking that - at a strategic level we have massive buy-in - with my STTs at the local level with the drivers, it was that middle layer that was getting a perverse incentive around performance and was causing that glitch. Literally a phone call later, it was sorted.

In doing so, we also have the opportunity through TfL if there is an issue - and we have discussed it but never had to do it - to tweak the contract. For example, some companies mandate the provision of spit kits to their drivers and some do not. We know that where there are buses that do have spit kits, generally speaking, we get better interventions and we get better evidence. That is something we are talking to the companies that do not currently mandate that about. Ultimately, it is really in our gift to go to TfL and say, "When you come to renew the contract, could you mandate that, please?" It is a debate worth having.

**Joanne McCartney AM (Chair):** That is for the drivers' safety as well, is it not?

**Chief Superintendent Paul Rickett (Roads and Transport Policing Command, Metropolitan Police Service):** Absolutely.

**Jennette Arnold OBE AM:** Can I just ask a question of Stella? Stella, thank you for your written submission to the Committee. In the paper *Visible Employees*, you talked about an initiative that looks interesting about Rail Pastors. Have you implemented that yet?

**Stella Morris (Head of Security and Revenue Protection Strategy, Govia Thameslink Railway):** Yes, we have.

**Jennette Arnold OBE AM:** It just makes sense, if you like, even when walking around major transport hubs or the really busy ones - like I have a really busy one in my constituency, Finsbury Park - and the everyday evidence you see of people very distressed.

I am just wondering. How is this project going with having these Rail Pastors there coming from, if you like, a different perspective about nurturing and about looking to engage with people from a different perspective?

**Stella Morris (Head of Security and Revenue Protection Strategy, Govia Thameslink Railway):** I mentioned earlier that we try to tackle things from more than one perspective and this is a very encouraging start. It is in its early days, but we have a team of pastors and we are thinking of expanding that into the Wimbledon area. My security manager manages the pastors and they meet regularly. We provide them with mobile phones, a uniform and a travel pass for when they are on duty. They are very committed and they want to help. They are really there to look for vulnerable people, for people who may be contemplating suicide and for people who are just generally distressed. We have had some great success with them, which is why we are thinking of rolling it out. They were recognised at some awards recently as a new and innovative way of engaging the local communities in some of the transport issues. We are really encouraged and we are looking at recruiting a new team for the Wimbledon area.

**Jennette Arnold OBE AM:** Lovely. It will be interesting to see how that develops.

**Len Duvall AM:** We have started to move into this area. I suppose this is to all guests today. The Committee would like to hear about what you believe to be the most effective way of reassuring passengers and what you think the key issue is in terms of preventing crime on public transport in London. I suppose it might be useful to have, say, one item from each of you so that we are not repeating. There must be a 'what works' type of thing from the experience you have gained and what you think is quite successful in both of those areas. Shall we start with Jeremy?

**Commander Jeremy Burton (Criminal Justice and Roads Policing, Metropolitan Police Service):** Thank you. For me, broadly, we have seen examples of where we have worked collaboratively to deal with and problem solve. For me, it is greater collaboration and problem solving of what we are confronted with, the data, the information, encouraging that openness and feedback from the travelling public and partners and then problem solving to prevent.

**Chief Superintendent Paul Rickett (Roads and Transport Policing Command, Metropolitan Police Service):** I would say this, wouldn't I? The maintenance of resources in the right places at the right time is absolutely critical in a wider policing context. I am relatively new to this role but I have had some fairly recent borough experience. It is this bit about having the right people in the right place at the right time, properly tasked, properly managed, focused on the right things and being held to account for their outcomes.

**Chief Constable Paul Crowther OBE (British Transport Police):** In addition to the above, we have to get better at telling people how safe the transport system is. There are seven crimes per million passenger journeys. That is seven too many but, actually in many situations, the transport system is an oasis of safety, I would say. It grieves me every time I see a media headline that talks about 'Tube crime' etc, and sometimes

that can be irresponsible in terms of driving fear of crime, particularly when it is reported three times: when it first happens, when someone is arrested and then when the trial occurs. You have three hits. It is a kind of 'you said, we did' type of approach, "Tell us what you want us to do. We have targeted it. This is what we did and it is having these sorts of effects".

**Detective Chief Superintendent Jeffrey Davies (City of London Police):** I have nothing further to add, Len. With two crimes a week on the transport system in the City with half a million people a day coming in, they are at very low levels. My wider concern is crime across the piece in the City. As agreed by my colleagues, problem solving, evidence-based policing and all of the stuff we have discussed today is absolutely the way forward across all crime types, not on the transport network only.

**Steve Burton (Director of Enforcement and On-Street Operations, Transport for London):** We know what people want. They say they want more staff, more police and more CCTV. What we can always do better is get better intelligence. As crime goes down and as we get increased reporting, it is what we do with that intelligence. It is improving our intelligence systems to support, as Paul [Rickett] said, getting the right people in the right places. You can never stop doing that and we can always get better at sharing the right information with each other in an appropriate way.

**Keith Foley (Head of Night Tube, London Underground):** I am looking to my right and seeing all that experience and everything they have just said and so I am not even going to vaguely comment on that.

My role is in terms of leading project delivery. From my perspective of the thing, I would talk about the perception of safety and what we can do to improve that. The big thing for me and from all the stuff I have done with projects, not just the one I am currently working on but previously, is about customer information and making sure people are aware of what the transport system is doing so that, if there is a delay, people understand how they can make their way around the network and are not left in a state of confusion, which can lead to heightened responses. Better information, whether it is through information on dot matrices, public announcements or staff visibly on stations, as we are doing, all of that has been built into the programme that we are doing. It is about making sure that people know what is happening and how they can make their way around. That really does make a difference.

**Stella Morris (Head of Security and Revenue Protection Strategy, Govia Thameslink Railway):** Probably from me, linking on to that, the recruitment and training of our staff is really important because they need to have the confidence to be out there, to be highly visible and to keep people calm because, as we have seen recently with the level of violent crime attached to disruption and overcrowding, it is our frontline people who will make the difference to that. I am not sure that we always invest enough in their training and support to make sure that they feel confident to be out there. That would make a huge difference.

**Neal Lawson (Director of Maintenance and Operational Services, Network Rail):** Stella hit the nub of the issue there. Uniformed visibility is obviously a key issue. Those uniformed, visible staff have to be able to make the right intervention at the right time and feel confident to do it. To have the customer information they need to have to make that intervention is what we need to keep focusing on.

**Len Duvall AM:** Can we just move on to the importance of technology? We are all fans of CCTV and with good, effective operators. That is one of the issues about targeting staff that can make a difference. Where are we going with technology and differences in that? Jeffrey Davies said it in a nutshell: we are getting fewer resources and we have to work smarter. In terms of CCTV and the development of it, facial recognition of sexual offenders may be on our transport system. Does that help in places? Where are we going with our technology? Without giving the game away to the bad people who would want to abuse it, where do we think technology is going to take us in terms of driving down crime and preventing crimes against people?

**Chief Constable Paul Crowther OBE (British Transport Police):** Perhaps if I start on that one, in terms of CCTV, until fairly recently I was on the Association of Chief Police Officers, as it was, or the National Police Chiefs Council, as it is now, as the lead for CCTV. We have done extensive work looking at the effectiveness of that. We worked very closely with the MPS. We have a CCTV hub in London that gives us access to 75,000 cameras. We are constantly looking at the best way of producing the evidential packs from that and screening through all of that footage to try to find the individuals.

I have to say - again, without giving too much of the game away, if you do not mind - that in terms of some of the analytics that many companies claim will work on CCTV, they are particularly challenging in a very, very busy environment like the Tube with systems that were installed for the management of crowds, not for security or for facial recognition. Therefore, there is an element of challenge in terms of retrofitting new technologies and new techniques to older systems. Colleagues from the MPS will talk about the bus CCTV, which is generally newer and more - perhaps - available for that use.

However, there are other types of technology - body-worn video. The MPS and the BTP were rolling out body-worn video. That has a significant impact on the behaviour of people. We have a trial with a number of train operators to look at body-worn video deployed with their staff, particularly at barrier lines or on some of the long-route carriers, because we think that suppresses assaults and aggressive behaviour towards staff and therefore reduces crime.

Then there is the wider use of mobile technology. We are on the cusp of deployment of handheld devices, which puts location-based intelligence in the hands of officers and enables them to operate more effectively. We have a number of trials that we have been running; for example, the ability to stream CCTV from the 75,000 cameras to a handheld device. As we deploy an officer to an incident, we can squirt the CCTV to them and say, "This is what you are going to. This is what happened. This is what is happening now". That is how you then give them the best opportunity to deal with those crimes.

There are some real challenges around that, not least of which are bandwidth and the cost of some of the systems and the network to deliver this. On the Underground, of course, if you go underground, it is more challenging in terms of streaming data and imagery like that. However, like most police forces, we are pushing very hard to introduce a digital revolution, really, in terms of the way that police officers operate.

**Len Duvall AM:** In some ways, the request for CCTV and travel data has increased drastically and it must be a bit of an intensive operation. You are taking people off the ground to do that investigatory work in some ways. How are they used when they are retrieved? Is it an intensively sitting there and watching that stuff until the relevant bit when you believe a crime has been committed? Can you paint a picture for us? That would be useful.

**Chief Constable Paul Crowther OBE (British Transport Police):** We are trying to industrialise the production of evidence through a hub. Our access to a lot of railway CCTV is remote and we can access it, draw the video across and then compile the evidence packages. With some of the older systems, you still have to go out and collect it and work on disks and things like that. We are trying to work with the industry to try to modernise some of those processes.

However, 80% of the incidents that happen on the rail transport system have a CCTV element to them and we are obliged to look for all of the evidence and secure all of the evidence that points towards - or perhaps away from - an offender. Therefore, in many ways while CCTV can be a blessing, it can also be a significant challenge as you try to collect all of that data. How do you handle it? How do you store it? As you look at new technologies with the cloud, how do you ensure the safety and security of that data? It is a blessing as well as a challenge in the way that we deal with crime.

**Chief Superintendent Paul Rickett (Roads and Transport Policing Command, Metropolitan Police Service):** Just building on the piece about the cloud, we have just done a trial with TfL around that. One of the big issues with CCTV is that historically you had to send an officer or a member of staff from A to B to go to retrieve it. You would get to the shop or the transport hub or whatever it might be and the manager on the day would say, "I do not know how to work it". You have then to come back the next day and all that kind of stuff. We did a test with one area of London with some cloud technology and a standalone computer. Basically, we ring the company, we say, "Here is the time of the incident", they find the footage and upload it, we download it and we create a package. I am abbreviating, but it is in effect a drastic reduction in the amount of investment and resource that you have to do to get that package ready for circulation.

**Len Duvall AM:** There is an industry-wide standard, but some retrieval of data, by the time you want to retrieve it, it could well be overwritten. Recently I had a case with the BTP and the Docklands Light Railway (DLR). By the time they went to investigate, we had lost all chance of getting to the bottom of what took place. I suppose I am looking at the industry, but no doubt these are conversations you have at strategic level of not overwriting some of that CCTV and holding on to it longer and so extending that time to enable the police to get into that. What conversations are going on?

**Steve Burton (Director of Enforcement and On-Street Operations, Transport for London):** Those conversations are definitely happening. There are two bits to that. First, is how much longer we can store the data, and we all know that the costs and actual physical space required to store data is forever getting smaller but we have so many cameras, particularly in TfL, that the replacement process is continual. One of the really big advantages and big savings you can make in officer time to get those officers back on the ground - which is what we are really focused on - is the cloud-type system. I know the BTP is looking at it as well, which means that if you can request the data and it arrives pretty much as you request it, it scrunches right down the investigation process and you have much more pertinent data. We are looking at both whether we can extend the storage time and whether we can make it much quicker to get the data to the police.

The other thing that is worth mentioning - and there are much cleverer and younger people than me who will know about this - is this whole idea of the 'internet of things', which is about connecting bits of our network to the internet. There are some really interesting crime reduction issues about that. It sounds a bit strange to say it, but if you can get bus shelters that tell you when they have been vandalised and can self-assert that someone has done something to them, which is potentially possible under the internet system, you can actually really improve intelligence and your ability to respond. There are some slightly off-the-wall ideas that I will not profess to know too much about because of my age, but that whole cloud computing and having data available pretty much immediately is a really interesting area that we are talking to people about.

**Stella Morris (Head of Security and Revenue Protection Strategy, Govia Thameslink Railway):** One of the challenges for us as an operator is that we have 11,000 cameras and we have lots of different systems and the technology changes almost as soon as you install one and so bringing it up to being compatible across the whole range of cameras is very challenging. We work very closely with the BTP. We have our own profilers as well that will assist the BTP very well in terms of downloading the images to save taking a police officer off and they will then send them the evidence pack. We have trained them to a very high level to be able to do that, but it is a challenge for the industry with the range of different technology that we employ.

In terms of body-worn cameras, we are just about to issue body-worn to our rail enforcement officers and we have done our own trials. We are looking very carefully at the London Transport trial that is just starting with the body-worn because we think that is an area that is going to give our staff more confidence and hopefully reduce some of the violent crime. However, that, as I say, is a trial that we will be looking at with interest.

**Joanne McCartney AM (Chair):** Are those sorts of initiatives happening with regards to other TOCs? Is it a standard that all will participate and all have their own initiatives or is it quite a patchy framework?



**Stella Morris (Head of Security and Revenue Protection Strategy, Govia Thameslink Railway):** There are lots of liaison meetings that we attend with other operators, which help us share best practice. We have the ATOC meetings that we attend and we discuss with our colleagues from other operators. The LTCSP is excellent and that was where we went last time and heard the news about the body-worn camera that is being trialled there on the buses. We are working closely with them to have a look at what happens with their trial and to see whether or not the technology would be good for us to use as well. There are lots of forums where we have discussions going on between operators and share best practice.

**Neal Lawson (Director Maintenance and Operational Services, Network Rail):** I was going to say that in terms of the CCTV we work again very closely with the BTP - and we have invested £16.5 million into that hub - on a number of things. Some of it is about updating the technology, but a lot of it is just about getting connectivity of CCTV cameras that are out there, but we do face a rather challenging legacy. Some of the technology might be 20 years old out there and computing has moved on and so it is a massive challenge for us.

**Len Duvall AM:** On that massive challenge, as part of reducing crime, is there a strategy to recognise that or to deal with the capacity issues? For the DLR, my understanding is that it is a 72-hour holding on and retention of that information. You know, for a hard-pressed police service, that is too short, is it not?

As part of building opportunities that arise or priorities, depending on the line and information intelligence that you have, is there a schedule of maintenance that says - because you do it for your core business and this is becoming increasingly part of the core business - "We will revamp the closed-circuit television operations that exist on this service. This is a priority. This needs upgrading at the first opportunity we get"? Is there a schedule of maintenance to deal with that 20-year issue or the capacity issue? That increasingly must become a problem of why certain things cannot be detected because we do not have some of the evidence to corroborate with the witness what actually occurred.

**Chief Constable Paul Crowther OBE (British Transport Police):** If I may deal with that, I have done a lot of work on CCTV and if there is one thing that I have not achieved at the extent I would want to it is to get a very structured CCTV strategy laid down by the DfT, if I am frank. I understand why, but we have a whole range of different legacy systems. Sometimes within one company there might be several systems. If we are not careful, we are going to make the same mistake around body-worn video.

In my view, it should be one standard feeding into one cloud with just permissions about who goes into it and can access the data. Potentially, there is a role for the DfT here as the setter of standards around it. I believe some Members of the Committee might be going to a hub this afternoon.

**Joanne McCartney AM (Chair):** We are, yes.

**Chief Constable Paul Crowther OBE (British Transport Police):** Actually, what you will see there is that this is far more complex than getting the image from the bus or the carriage or the station. Increasingly, what we are trying to knit together is footage from above ground, below ground, the buses, the street CCTV and mobile phone footage that people are recording, which is an American standard with a different frame speed and has sound on it. Actually, I have detectives who are highly skilled technicians and who are applying a sort of detective investigative mind as well as a technical approach to try to knit this together to present the best possible evidence to the justice system. It is an incredibly complex area of activity.

**Joanne McCartney AM (Chair):** [Stella] You wanted to add something?

**Stella Morris (Head of Security and Revenue Protection Strategy, Govia Thameslink Railway):** There is just one thing I meant to mention which I did not, which is that we are having some success with the CCTV systems we have installed where they are passenger-facing. As you come towards the barrier line, where we experience quite a lot of violent crime, you actually see your image. Reminding the public that they are on CCTV is something we should not forget either. That is quite effective.

**Len Duvall AM:** That exists on some of our bus networks already, but increasingly - I am not all doom and despondency because I get a lot of good things in my casework as well as praise - I have also had casework where the bus systems have not worked because they have not done the maintenance to them. Increasingly, the frustration that the enforcement agencies must be having dealing with those issues is what the role of TfL is in trying to co-ordinate its operations. Of course, the rail service is governed in a different way, but in terms of the TfL services across London, where do we get close to a service standard of what we want to do? It will not be 100% perfect, but is this high on your agenda? Is this one that you are striving to do and how are we making sure those bus companies maintain that service we think they are maintaining through the contracts that you provide? That must be part of it, I presume.

**Steve Burton (Director of Enforcement and On-Street Operations, Transport for London):** It is a priority issue for us. It is going to become increasingly challenging, given the likely financial settlements that are coming out, but whenever we put new infrastructure in or Crossrail, for example, we design an appropriate standard. We are increasingly looking at CCTV standards across the network. Our aim is to get to a minimum acceptable level on this and there are parts of our investment programme that are targeted on that.

In terms of the bus operators, at the moment the failure rate is about 9% and we are in the process of revamping our contracts to put a lower failure rate into the contracts. It goes back to there was some debate about what is appropriate to put in the contracts and what is not. That is a really good example of where you can drive the standard up by making it a contractual requirement. We recognise it is an issue. Actually, as CCTV becomes more and more important to the investigative process - and I agree with Paul [Crowther] - having specialist investigators who exist in the RTPC as well who understand how to use CCTV and understand how to knit it together is also part of the solution. It is in our investment programme and will remain so. There is an interesting issue, given the financial settlements coming up, about where that leaves us in terms of investments, but certainly we recognise it is an essential part of delivering a safe and secure network.

**Len Duvall AM:** Chair, I hope we could lend our voice to the good efforts to do this in retention, which is part of that investigatory process. We cannot carry on with more of the same. If we are working smarter and within a reduced capacity, we have to deal with that issue first and almost as a priority, but also just remind the operators where they have to make sure that it is maintained and it works. It is not there just to look pretty.

**Chief Superintendent Paul Rickett (Roads and Transport Policing Command, Metropolitan Police Service):** Can I just add one thing to that? There is one thing about having the CCTV infrastructure of an acceptable standard that we can retrieve the data and it is usable. There is the other bit about the infrastructure that goes behind that. For example, we have super recognisers embedded within the RTPC, but what we are seeing is a significant increase in demand for CCTV footage and for Oyster data because the wider law enforcement community knows that that system now exists and knows that it is pretty good compared to some systems out there. We are dealing with 15,000 requests a year. You still have to have people to process and manage those requests and so there needs to be an understanding that, with increasing technology, you do need the requisite resource to deal with it.

**Len Duvall AM:** You still need people.

**Caroline Pidgeon MBE AM (Deputy Chair):** I wanted to pick up on this because the first part of this question was about reassuring passengers and preventing crime, but linked to technology and new technology

are other types of crime. We talked at the last meeting about the issue of cyber-flashing, which has increasingly become a crime. How are your officers equipped to deal with that sort of new emerging crime that is happening on the network and which uses technology like that?

**Chief Constable Paul Crowther OBE (British Transport Police):** That particular type of crime is, thankfully, fairly limited in our experience so far. It has come to light in the transport context, but it would not surprise me if it is happening elsewhere in pubs and clubs and things like that, using Bluetooth technology and so on. That a broader point, if I may, on the advances in technology and one that we are very much alive to. As the operators develop and become more reliant on technology for ticketing, for barriers and many other aspects of the operation, it in turn creates opportunities for cyber-related offending.

We have a number of operations that are targeting people who are employing skimming devices or capturing data from people who are using ticketing machines and so there is a whole new raft of criminality - and some of it not based in this country - that needs to be explored and prevented. It is developing a whole range of new police officers, really; a cyber-prevention person, a cyber-intelligence person or a cyber-investigator is a different animal to some of the people that we have currently. We are alive to that and we are looking at how we can work with the industry to try to protect the network as those systems are rolled out.

**Caroline Pidgeon MBE AM (Deputy Chair):** It is going to be an increasing area that you are going to have to look at as part of your policing. In terms of things like reassuring passengers, what I am not clear about is some things you would report to your TOCs, for example. Increasingly, I notice quite a lot of aggressive begging on Southern rail services, on the Tube network and so on. You may report that or you might tweet something to your train operator, but how does that get dealt with and how then as a passenger do you know it has been so that you are reassured and you feel safer on the network? Maybe Stella would like to start with that.

**Stella Morris (Head of Security and Revenue Protection Strategy, Govia Thameslink Railway):** This is an area that we have focused a lot on in the last year. In fact, we have an operation with the BTP called Operation Sneeze, would you believe, aimed particularly at these beggars. In fact, it was one of the reasons why the BTP Inspector nominated part of my team for the national award that they won, because they have worked [together] really closely. Whilst it is still happening, it has reduced this year compared to last year, for instance. We have worked really closely with the BTP and we have done a number of exercises. We have displaced some of the beggars and they are now targeting other services and so we are going to do a cross-TOC exercise next. It is a continual challenge and there are areas where you can report it to the BTP. It depends on your experience of these beggars because some of them are very aggressive. I know that myself because I have challenged them, even with my name badge on, and they are aggressive to me. They are quite persistent.

We would advocate that you use our Eyewitness scheme as well because we have around neighbourhood officers who are patrolling in that area. I can certainly pass on our Eyewitness details to you. We are very alive to that issue and I know the BTP has given us a lot of support in that area.

**Caroline Pidgeon MBE AM (Deputy Chair):** Do you publicise this Eyewitness thing? It is interesting that passengers report things to you. They may tweet because that seems to be how a lot of people do it. They do not always get a reply and do not know that maybe you are working with the BTP on it, there is lots going on and then there is a positive outcome.

**Stella Morris (Head of Security and Revenue Protection Strategy, Govia Thameslink Railway):** Yes. We have tried to focus our Eyewitness much more on our internal staff because we have the BTP text service. We do not want to confuse people and have people not knowing whom to report to. We have advertised our Eyewitness.

For instance, our first-class passengers sometimes get quite angry that they cannot get a seat because first-class is being taken over by people they deem to not have a ticket. That is not always the case, I may add. Some of our first-class customers use our Eyewitness scheme quite a lot, but we do not want to interfere with the BTP text number.

Therefore, yes, we have advertised it and some of our passengers do use it, but much more it is available for our staff. That may be an area that we can look at in terms of supplementing on the issue of begging. I do not know what Paul's view on that is.

**Chief Constable Paul Crowther OBE (British Transport Police):** In terms of reporting, there is quite a good link-up. If someone texts or tweets a rail operator about an issue that has a policing element to it, it is passed through to us and it comes through our control room. We have direct links through to all of the operators and it would come through in that way.

As Stella said, we are increasingly trying to promote the 61016 text number. It is becoming more successful and we are getting more texts every day. They are monitored 24 hours a day in the control room and, if you text, you get a response and there is a conversation that goes on with them. We have had 25,000 texts since we launched it and it increases month on month. It is designed to be a means by which people can report things that are not requiring a 999 response - we encourage people to use the usual means for that because it is prioritised - and they can tell us about things that are going on on the train. They can do it surreptitiously within having to stand up and be seen. They get an instant acknowledgement and then we engage in a conversation, "Where are you? Where is the train now? Where are the people?" We give advice, "Move yourself to the next carriage if you feel that you are at risk", and then, where appropriate, we create an incident and we meet the train. We had quite a lot of success around sexual offences on that.

It is a constant challenge about how you can promote that and we have a really extensive programme to tell people about the 61016 number. You might have seen some of the electronic boards at Network Rail major stations. We are about to have train wraps around some trains that have the 61016 number and we want to increase the means by which people can communicate quickly and effectively with us about these lower-level types of offences.

**Chief Superintendent Paul Rickett (Roads and Transport Policing Command, Metropolitan Police Service):** Similar to the RTPC, there is a range of initiatives that we have done with our analysis with TfL that gives us opportunities to target activity where we can have the most impact around reassurance; operations like Makesafe, for example, which is specifically identifying vulnerable passenger groups and targeting our activity around prevention and education and, where necessary, enforcement around those as from a victim profile point of view. Then we have the Christmas period upon us very shortly when we are starting again with Operation Safer Transport at Night or STaN, as it has become known. We do that with boroughs that have a big night-time footprint.

I was previously at Westminster before I held this command and we used to do safe departure zones and we will be doing that again this Christmas. You will have joint agencies there signposting people to get them home safely after a night out at Christmas. Equally, at the time, it is that opportunity for that engagement and to get that message in. We are using Z cards and leaflets and what-have-you so that people have got something to refer to. Signposting them to safe taxi opportunities, for example, is another one that we do through STaN. It is a simple crime prevention activity that has that dual reassurance effect.

**Joanne McCartney AM (Chair):** Thank you. I am going to move on now to unwanted sexual behaviour.

**Jennette Arnold OBE AM:** Before I go to specific questions about sexual behaviour, I wonder if I can ask the MPS guests. I have some figures in front of me showing the victim breakdown per financial year. I do not know if you have them.

**Chief Superintendent Paul Rickett (Roads and Transport Policing Command, Metropolitan Police Service):** It depends which document you are referring to.

**Jennette Arnold OBE AM:** These figures show that white females between the age of 20 and 39 are higher --

**Chief Superintendent Paul Rickett (Roads and Transport Policing Command, Metropolitan Police Service):** We would say disproportionately represented.

**Jennette Arnold OBE AM:** They topped the 2014/15 year, topped 2012/13 and topped 2011/12. In terms of their male counterparts, this chart is suggesting that they topped that database. Are your staff aware of this? I am not suggesting that you send your staff out profiling this group, but how do you look at these statistics and deal with them with your staff? Clearly, if I were a white female aged 20 to 39, I would be out there and if I saw these statistics I would be worried because it seems to me I am more likely to be a victim.

**Chief Superintendent Paul Rickett (Roads and Transport Policing Command, Metropolitan Police Service):** Certainly it has appeared that way. What you are describing is what we call our problem profile and we use the analysis of all recorded crime, intelligence, whether it is anecdotal or real, from whatever source we can. We use that to amalgamate and to come up with, in effect, the description of the problem in its broadest sense. It will vary from place to place and it will vary from time to time. What you are referring to there is, if you like, a strategic overview of what, broadly speaking, across the transport network the problem looks like in terms of sex offences. It is true to say - and I think I am right in saying - that that victim profile is not unique to the transport network and that the profile generically of the vast majority of people who are victims of sexual offences are white females aged 20 to 39.

**Jennette Arnold OBE AM:** We are not safe anywhere? If you are white and female in that age group, you are not safe anywhere?

**Chief Superintendent Paul Rickett (Roads and Transport Policing Command, Metropolitan Police Service):** That is not what we are saying. What we are saying is that the evidence tells us and our intelligence tells us that of all the people that are offended against, that group is offended against most, but it is probably because they are the most prevalent group on the network. The elderly are not as well represented on the transport network as that population group and so it will be the case that they are the subject of predatory offenders as much as because they are there to be offended against as opposed to any other reason.

**Jennette Arnold OBE AM:** These figures would actually take that weighting out, but what I wanted to hear from you was where you started in terms of how this information is used in terms of the daily tasking. You are not just producing them to report to the Home Office or to us.

**Chief Superintendent Paul Rickett (Roads and Transport Policing Command, Metropolitan Police Service):** What you have seen there is, if you like, the London profile and you will see that there is a heat map that goes with it. We break that profile down borough by borough because the problem will vary and we use the localised data for the localised tasking.

**Commander Jeremy Burton (Criminal Justice and Roads Policing, Metropolitan Police Service):** If I may add to that, it goes back to the point I raised at the start around what we call victim/offender location. It is not just the profile of those people who may be offended against; we analyse the profile of offenders and we

analyse the profile of where these offences tend to be prevalent. It is a quite sophisticated process that then leads that analysis to tasking resources in the most appropriate fashion; it may be officers on the street, it may be other activity.

**Jennette Arnold OBE AM:** Yes, you are right to highlight that, Jeremy, because if you look at table 4 it shows that it is females who are top of the league in terms of offenders and so it is female-on-female activity. Thank you. No, I just thought that we should highlight that.

Let us move to questions about unwanted sexual behaviour. We have touched on some aspects of it, but if I can start with you, Paul [Crowther], you spoke about good news earlier. I am like you; sometimes we hear and spend so much of our time on the bad, which is repeated, that we miss out about what is good and what is making our city safe. I will just say to you that - and I just raise this with my colleagues - in our 15 years of following this area, we have just noticed the BTP's absolutely amazing approach in terms of dealing with this issue of unwanted sexual behaviour. It is only right, too, because in terms of the forecourts and the activities in the public transport hubs, you have a key role to play there and we thank you for that.

I will just now refer you to a quote that was attributed to the BTP in August by the *Evening Standard* and it says,

*"BTP reports that the rise in sexual offences was expected and came after a major campaign to encourage victims of sexual assault to come forward."*

Can you add any more? Can you give us any more clarity into that statement?

**Chief Constable Paul Crowther OBE (British Transport Police):** Yes. Thank you for your comments, by the way. I know my teams will be grateful for that recognition.

We started our campaign around unwanted sexual behaviour after some research we did with TfL that identified a very significant percentage of passengers, both male and female but predominantly female, who had become subject to unwanted sexual behaviour. That covers a whole range of experiences from sexual assault, harassment, people coming and sitting next to you when there are other seats in the carriage, the full broad range of activities. We were keen to identify how we could encourage people to tell us more about that because we do not know where it is and when it is happening and we cannot target against it. What we knew is that a significant proportion of passengers, sadly, had a view that this is just what happens on public transport and you have to accept it. We do not think you do and we wanted to get that message across and encourage people to tell us.

We carried out a number of studies. We held an international seminar supported by Claire Perry MP, the Rail Minister [Parliamentary Under Secretary of State at the Department for Transport]. We brought together academics and experts from the United States and Canada and from Belgium from transport operators to gather some evidence about their experiences and what works. We conducted a pretty significant academic piece of research to look at what is out there that tells you about how this activity manifests itself. You have some very different pictures from perhaps some of the behaviours we have seen reported in, say, India, where there are some very serious levels of offending on different types of public transport, through to experiences in Paris and New York and so on. There is a range of information out there to help us.

We also had some helpful insight from the Behavioural Insights Team - or the 'Nudge Unit', as they are known - into some of the underlying behavioural aspects of this from the victims' perspective, from the offenders' perspective and actually, crucially, from the wider travelling public's perspective. We are trying to develop our approach against those three areas of activity.

*Report It to Stop It* is the strand that is focused on the victim. First of all, what we are saying is, "You do not need to suffer with this. This is wrong. We are going to take it seriously and we want to hear about it". That whole campaign is about learning more about it. On the comment that you quoted, I smile sometimes briefly when I get berated in the media and when they say, "Sexual offences have gone up by 30%", when repeatedly we have spoken to the media about how we are trying to encourage reporting around that, but I guess that just goes with the job.

The second strand is how we look at the behaviour of the offender. I mentioned earlier that we have done a lot of work to look at where they come from. There is some interesting data around the number of registered sex offenders and, indeed, some of those registered sex offenders are encouraged to lead what we might call normal lives and use public transport to get jobs. What does that do in terms of introducing potential offenders into a very crowded area? We are trying to explore that sort of activity and what we can do from an offender management perspective.

Then finally, and probably the most important, is how we encourage the wider travelling public to step up and speak up when this sort of thing goes on. How can we develop approaches where a victim that is having this happen to them can say something that does not put them at risk but signals to other people in the carriage that this is happening? How can we empower people in the carriage to be able to step up without putting themselves at risk or any other unintended consequences? We know from working with groups like Hollaback that, if someone just simply speaks out and supports the person who is being victimised, it can actually stop the behaviour. There is a wide-ranging series of approaches that we have in place here. They will take time and we do not expect success overnight, but we are in it for the long haul.

**Jennette Arnold OBE AM:** We have received evidence from Hollaback and it is good to see you are working with them. Can you just confirm, then? Is *Report It to Stop It* still going on or are evaluating that still?

**Chief Constable Paul Crowther OBE (British Transport Police):** Absolutely.

**Jennette Arnold OBE AM:** It is still going on?

**Chief Constable Paul Crowther OBE (British Transport Police):** Yes.

**Jennette Arnold OBE AM:** How long? What is the timeline on that?

**Chief Constable Paul Crowther OBE (British Transport Police):** It will continue.

**Jennette Arnold OBE AM:** Excellent.

**Chief Constable Paul Crowther OBE (British Transport Police):** We launched *Report It to Stop It* with the video that you have seen on YouTube. It is actually a TfL product, and I might say a very good product, quite hard-hitting. We back that up all the time with the text number and so 61016 is a key element of *Report It to Stop It*. Then we follow that up with weekly, if not daily, releases of CCTV imagery of people who have been identified as suspects and we have increased the number of people that we are bringing to justice as a result of that.

**Jennette Arnold OBE AM:** Great. Thank you for that absolutely extensive and well-detailed answer because it highlights the challenges that exist in terms of preventing and responding to this unacceptable activity on our public transport.

Can I just go now to Steve? TfL is a partner in Project Guardian and we heard evidence at our last session about this and some good things were being said, which is good. However, when it came to the importance of

training for frontline workers about what constitutes sexual behaviour, I suppose what we want to get past is when somebody who has experienced this is speaking to a member of staff that they do not get this. End Violence Against Women gave us a couple of statements that victims are usually met with, "Are you really sure? Is that what happened? Might you have provoked this yourself?" In terms of staff training to get past those comments, our witnesses were favourable in terms of what Project Guardian was doing.

However, Steve, they did identify that they did not think that bus contractors had received the training that was necessary and I am wondering whether TfL knows of this and, if it knows of this, is it going to be working with bus contractors to take on this part of the training?

**Steve Burton (Director of Enforcement and On-Street Operations, Transport for London):** It is probably worth saying at the start, which I think we will all agree with, that this is behaviour that we do not want to tolerate on the network. We are all very focused in the partnership, which is fronted up by the BTP and the MPS play a part in it as well, that we want to drive up reporting and that is our very key aim on this. We have started with the interactive video, which we funded and which is about raising awareness. Guardian will carry on. We have money to fund further marketing activities and we are now looking at what the next phases would be, which includes posters, potentially, includes revamping the video and includes training packages.

Getting on to the nub of the question, we have done a number of activities with the bus operators and the bus drivers. We recognise there is more to be done because, as you identified quite rightly, it is not just about convincing people that it is the right thing for them to report it; it is to give them the place to report it where it can be received in an appropriate way. Next year we are revamping bus driver training and we are doing quite a big change on that. A component of that training will be specifically about some of the really impactful crimes on the network like hate crime and sexual offences, where we will work with the bus drivers directly to make them aware of how to deal with this and how to respond appropriately. I still think that the majority of drivers, who are doing a really good job at the moment, are not the problem, but we need to reach a common standard of approach to this. As Paul said, this is not a dip-in and dip-out project; this is a project that we need to run very proactively over the next two to three years at the very least because we want to drive this up and then we need to do a whole raft of activities around it because, once people start reporting, we need to do something with that reporting. Otherwise, it just drains away again.

**Jennette Arnold OBE AM:** Yes. You are definitely going to engage bus contractors in terms of the training that is outstanding and the new training. In answer to a question I had not yet put, but let me see if I have the answer from you, in terms of what next for Project Guardian, there is going to be more posters, revamping the video and you said a third thing, which I missed.

**Steve Burton (Director of Enforcement and On-Street Operations, Transport for London):** It was training and information-sharing with the various operators. London Underground is very lucky in the fact that it has directly-employed staff and therefore it has direct access to the communication chains. We have to work through the bus operators, but it is usually not a challenge.

On the back of that, you mentioned segmentation of the victims. We really focus on getting the right messages to the right people because we do a lot of work with our intelligence groups in the various police partnerships where we can identify which people are at risk. There are ways of focusing your activity on that, which is one of the reasons we did an interactive video first time around because the sad fact is this is predominantly an under-30 female victim-based crime, which is horrendous in its own way, and we will carry on doing that. As I have said, we will look at alternative ways of communicating out the message and improving the way people can report it. It is one of the real priorities for TfL, the partner agencies and the police over the next few years to sort this out. People should not have to tolerate this behaviour on the network.



**Jennette Arnold OBE AM:** No, I totally agree with you. Again, looking at figures, we note there that when you looked at ethnicity, black females and Asian females were represented in the statistics. In terms of any information that you produce, can we assume that you will be looking to make sure that that is actually going to be picked up by our diverse female community in London?

**Steve Burton (Director of Enforcement and On-Street Operations, Transport for London):** We have our marketing people and our market research people fully involved in this. It is about targeting the right messages at the right places. Sadly, a number of the victims are schoolchildren and there are specific ways to target them. We go into every school. We see 97% of 11-year-olds and we talk to them about how it is appropriate to travel and the ways to use the network in the most effective way. We will factor that education in an appropriate way without driving fear of crime into that whole process and we will just make sure that we target our messages to those different groups. It is what our marketing people will do with ticketing and stuff like that. It is segmenting the message to make it appropriate to the people we are targeting.

**Jennette Arnold OBE AM:** OK. The last question about evaluation: is that within your remit or the BTP's remit, Paul? Is there ongoing evaluation and is there a copy of the latest evaluation that was done that we can have?

**Steve Burton (Director of Enforcement and On-Street Operations, Transport for London):** It is in all our remits. This is a project that that is run out of the LTCSP that a number of people have talked about it. It is a project that is shared between us. We can share what evaluation we have done. The majority of the evaluation so far has been around the effectiveness of the campaign.

**Jennette Arnold OBE AM:** That is fine.

**Steve Burton (Director of Enforcement and On-Street Operations, Transport for London):** We had some really positive results about how many hits on the video and the awareness. There is an increasing awareness of the fact this should not be tolerated between people who have not seen the video and people who have used the video. We can share that with you, absolutely.

**Jennette Arnold OBE AM:** Chair, that would be worthwhile for any comments that we have to make in our report. Thank you very much.

**Caroline Pidgeon MBE AM (Deputy Chair):** Yes, I want to move on to the issue of taxi touting and safety in taxis and private hire vehicles in London. You only have to go out in central London in the evening - not something I do particularly these days any more - but it is rife with illegal touting, private hire vehicles and so on and it is a huge concern for the safety of passengers. In terms of policing, what are the main challenges you are facing in trying to target and reduce this illegal activity on our streets?

**Chief Superintendent Paul Rickett (Roads and Transport Policing Command, Metropolitan Police Service):** I suppose one of the main challenges has been and continues to be the proliferation of the number of licensed taxis, both the legitimate providers and illegitimate, that has happened in the last few years. It is phenomenal.

**Caroline Pidgeon MBE AM (Deputy Chair):** Private hire?

**Chief Superintendent Paul Rickett (Roads and Transport Policing Command, Metropolitan Police Service):** Yes. There has been a phenomenal rise. We have the Cab Enforcement Unit that is again part of the RTPC, and then TfL in its own right has its own compliance unit, which looks at the regulatory aspects of the industry because you do get touting from legitimate providers as well as the unlicensed and so we mount

regular operations. It literally is a week-in, week-out occurrence for us. We use decoys and we use all sorts of tactics that I would not want to talk about all the time, but it is a constant challenge and it is something that we constantly resource.

Of late, TfL has made further investment to extend our capacity in that area through an initiative called Operation Neon. I cannot remember the exact statistics - perhaps Steve [Burton] has them - but despite the fact of the increase in demand, we have seen no more increase in reporting of sexual offences related to touting in the same period, which is anecdotal. It tends to suggest that the increased enforcement, the increased presence and the increased guardianship may well be having an effect. It is something that we are looking to evaluate, as we just talked about, and see what needs to be done to embed some of that activity, but the tactics appear to be working. We want to see how we can use those tactics, again, as a confidence driver and as a reassurance driver more generally.

**Caroline Pidgeon MBE AM (Deputy Chair):** I will come on to Operation Neon in a minute, but do your officers have enough knowledge on the laws around private hire and taxis? Even you started to get muddled between taxis and private hire. They are very different and there are different sets of laws and rules that apply to them. Are your officers trained and able enough to deal with it and are some of the wider police, not just in the RTPC, able to deal with it? I have been out in central London with taxi drivers in the past and seen quite clearly illegal operations. I have spoken to the local police patrolling and they clearly were not confident enough in the law to be able to go and tackle that.

**Chief Superintendent Paul Rickett (Roads and Transport Policing Command, Metropolitan Police Service):** Yes. It is absolutely the case that the knowledge levels vary across London; there is no question about that. Within the RTPC we have the absolute industry experts, but what we are trying to do is spread that knowledge. Certainly in what you might call the hotspot boroughs, those that have the night-time economy hotspots, we are working together closely with the local boroughs and are looking to appoint single points of contact (SPOCs) around taxi and private hire issues so that there is somebody that becomes the local expert.

However, there is a reality here. Is this crime type something that every officer across London has enough detailed knowledge of to tackle on the odd occasion they may come across it because it might be an odd occasion? The answer to that is not always 'yes', I am afraid. That is just a fact. However, we are trying to sort of target our experience and our knowledge and our understanding in the most affected boroughs so that we can have the most impact we can.

**Caroline Pidgeon MBE AM (Deputy Chair):** I am going to come to Jeffrey [Davies] after a couple of others because I am interested in this submission we had from the City [of London Police] on this.

However, Steve, at TfL, obviously, you have an important role in tackling touting and some of these illegal activities and that also includes wider things like forged documents. We have people driving who are not licensed or who do not have the relevant insurance and so on and passengers are being put at risk. What work really is TfL doing to tackle this and do you have enough resources? I read at the Transport Committee this week that you have gone up from 41 to 82 enforcement officers, I think it was.

**Steve Burton (Director of Enforcement and On-Street Operations, Transport for London):** We are in the process of doubling the numbers and we are recruiting at the moment to take us to 82. There are a couple of things to say. Traditionally, we have worked in a fairly covert way, which has been very effective and the Cab Unit in the MPS and our officers have done a lot of work around catching touts by doing covert work. In consultation with the trade, and I think they were quite right to flag it up, there is a demand for more overt work from us and for it to be high visibility. You mentioned Operation Neon, and that is where Operation Neon developed out of, which is very much having yellow jackets on the streets, disrupting those people who

want to push the regulations as far as they can. For me, that has been very successful and we will carry on doing that. That has been very successful in catching people who are doing things that are, in my view, leading potentially to unsafe transport options for people.

We have talked a couple of times about the idea of capable guardianship. It starts to convince people that there is someone looking out for these issues. On the back of that, we have just appointed a new head of TPH (Taxi and Private Hire) Enforcement, who is an ex-colleague of Paul's [Rickett], and we are taking a much more risk-based approach to what we are doing. Probably the easiest example is vehicle stops because you mentioned forged identifiers and forged documents. We are doing a lot more targeted vehicle stops than we did before. You have to have the MPS and us. It is one of those good examples where jointly we are far more effective than individually. We will target those much more than we have before. We are getting some really interesting results about taking an intelligence-based approach to that.

It is about taking some of the learning we have had and some of the successes in the past and binding that into our activities. Operation Neon was probably a watershed moment for us. I also sit around the table with the cab industry to talk about enforcement issues. Quite clearly, touting is, and has been, an issue out there and their desire for very, very visible enforcement was very understandable. Operation Neon is something where we have learned quite a lot about how we can disrupt. It does not necessarily lead to lots of arrests but what it does do is disrupt and change the environment out there for people who want to push the boundaries on a regulation.

**Caroline Pidgeon MBE AM (Deputy Chair):** You are going to commit to running similar sorts of operations going forward?

**Steve Burton (Director of Enforcement and On-Street Operations, Transport for London):** Yes. I will say 'review' and then I will explain what I mean by that. We are due to review Operation Neon in early 2016. I do not think there is any shadow of a doubt that we will carry on doing Operation Neon. What we have to do - and it goes back to the technology debates we have had - is we have keep refreshing our tactics and we have to keep looking at the intelligence. There may be ways we can make it more effective. One of the big issues for us is that the Westminster [City Council] parking enforcement officers have a really important role because a lot of people are loitering who are potentially touting and they are sitting on double yellow lines. There is a role for --

**Caroline Pidgeon MBE AM (Deputy Chair):** An income generator for Westminster.

**Steve Burton (Director of Enforcement and On-Street Operations, Transport for London):** Absolutely. Westminster has been very amenable to having a discussion about deploying its officers in conjunction with us and we are now tasked together on that. That is a tactic we developed during Neon. In early 2016 we will review how it is going. We might change the tactics slightly, but I think Operation Neon will be with us for a long while because it is a really good brand for us and it is really making a difference on the ground.

**Caroline Pidgeon MBE AM (Deputy Chair):** I did want to bring Jeffrey in from the City because the Transport Committee went and visited one of your sessions of stopping vehicles. It was in the City and so the City police were there. In your correspondence that we have had from the City of London Police, you say that to help with tackling this issue you need more police powers in terms of vehicle seizure.

**Detective Chief Superintendent Jeffrey Davies (City of London Police):** Yes.

**Caroline Pidgeon MBE AM (Deputy Chair):** The issue is that taxi and private hire enforcement officers and police cannot issue penalty issues on behalf of TfL and so on. There are quite a few things that you think if you had some extra powers you could do more effectively. Do you want to perhaps expand on some of those?

**Detective Chief Superintendent Jeffrey Davies (City of London Police):** Yes. Really, just from those who instruct me, instruction in use not being my subject matter of expertise, it is laid out in the submission that obviously, where the law allows a Fixed Penalty Notice to be issued for certain offences around cabs, they are not really enforced. Normally advice letters are used. Where there are other things around removing hackney carriages from the road when they are not fit for purpose, again, and being able to remove the plate for them so that it is clear that they are out of service again, that does not exist and that would be of benefit. Also directly accessing online, as you can do for other licensed cabs, the ability to see where the hackney carriage is on the current licensing and how it impacts would also be of benefit. In terms of what the teams have seen on the road, there is the amount of vehicles that have gone out but are not roadworthy and fit for purpose as well.

Some of the things that were highlighted were around insurance. The inability to seize vehicles from touts, who may have third party insurance but not have higher insurance, again, is a loophole in the law where touts and their vehicles could be removed from the street immediately and not be allowed to let go. We do about 500 a month regularly now, more around Christmas and more activity. You have to let those people go or letting go of their vehicles. The ability to remove them off the street immediately would be advantageous to everybody.

**Caroline Pidgeon MBE AM (Deputy Chair):** There are some really interesting ideas there. Is that something the MPS would support: strengthening the powers so that you could seize vehicles and so on there and then?

**Chief Superintendent Paul Rickett (Roads and Transport Policing Command, Metropolitan Police Service):** Yes, we meet regularly with the Motor Insurers Bureau and we run the panel under what we call Operation Cuba, which is within the RTPC. It is a monthly activity for us to mount automatic number plate recognition operations, just to target uninsured vehicles in their broadest sense. It is true there are a couple of areas around the taxis and private hire bit around insurance where the law is a little bit impotent. Never mind the pedicabs; that is another whole issue.

**Caroline Pidgeon MBE AM (Deputy Chair):** Yes, let us not get into that today.

**Chief Superintendent Paul Rickett (Roads and Transport Policing Command, Metropolitan Police Service):** Yes, let us not get into that. Yes, there is more we could do, but in terms of what we were talking about around developing Neon, it is just the sort of area that we would like to develop it into because at the moment it is broadly a disruption measure but is a significant investment of resource or development of the intelligence, in its broader sense, particularly around the night-time economy hotspots.

We have seen in previous years, particularly around the Christmas period, that there are repeat offenders on an individual basis who are doing it and there are companies that come to light a bit more often than they should, a little bit more than what you might expect to be coincidence. Equally, there are licensed premises that employ particular touts. Again, anecdotally, there are not sufficient numbers to hang your hat on it, but you do get venues that come up repeatedly where people have been victims of sexual assault and victims have been at the same venue prior to being assaulted. Therefore, there is more that could be done about developing the intelligence picture that would give us the opportunity to do more around the preventative and disruptive element when we are doing things like Neon.

**Caroline Pidgeon MBE AM (Deputy Chair):** Some of these suggestions would be really powerful and I would have thought it would stop a lot of people touting if their vehicle is removed and they knew they were not going to get it back or whatever.

**Steve Burton (Director of Enforcement and On-Street Operations, Transport for London):** Just one point. It is probably worth saying that you can tell by my grey hair how long I have been working in this area. Both Mayors, which shows you how long it has been going on, both Ken Livingstone and the current Mayor, have lobbied and written to the Ministry of Justice and various people about increasing our ability, in partnership with the police, to seize vehicles. That would make a real difference. If there is anything as an Assembly you could do to support that view, we would really welcome that.

**Caroline Pidgeon MBE AM (Deputy Chair):** Yes, thank you. I will leave it there because of time. I have some other things but we are probably out of time on that.

**Joanne McCartney AM (Chair):** We now move to our last section, which is on the London 24-hour city and the rollout of the Night Tube. Keith, you sat there very patiently and thank you.

**Tony Arbour AM:** Initially, what do we know of other 24-hour systems and their effect on crime elsewhere?

**Keith Foley (Head of Night Tube, London Underground):** Their effect on crime elsewhere in other cities?

**Tony Arbour AM:** Yes, where there has been a 24-hour system. We have lots of fears and we have had a submission suggesting that it is likely to lead to an increase in crime on the transport system because people are going to be drunk and so on. I want to find out from you whether or not it is actually so because there are other places where the trade unions are rather more sophisticated than ours and who are willing to accept a 24-hour system.

**Keith Foley (Head of Night Tube, London Underground):** I will not comment on that in particular, but when we were designing the Night Tube programme we were very conscious that at the very least there would be a perception that things would be different overnight. Therefore, we wanted to do as much work as we could to understand whether that would be the reality or not and then work very closely with the BTP to put in place the right response to what we believe will be the reality and to help manage the perception as well. As part of that work, we did a lot of benchmarking work with other cities around the world, primarily in Europe and North America because most of the Far East metros do not run 24 hours, even though they have much more modern systems than we do. That was primarily done by conference calls and our BTP colleagues joined us on some of those. Our colleagues on the other metros around the world got their police forces to join them on some of them. We are very lucky here in London that we have a dedicated police force for the transport system. That is not something that is replicated anywhere else around the world, as far as I am aware, and so we are in a very different situation. It is worth bearing that in mind right from the start.

The response from the other metros was that on their systems when they are running - and some of them run seven days a week, some of them run just Fridays and Saturdays, as we are intending to do - overwhelmingly crime overnight is no worse than it is at the end of the day that we currently operate to. Of course it is different in every city. Hamburg is one city where they do have higher rates of crime, but it is worth noting that they do not have staff on their network and they do not have a dedicated police force on their network, either. It is a completely open access system and is very different to the scenario we will see here in London. Where there is crime, it is not generally in areas of the station; it is not the ticket hall level and it is not on the trains themselves. It tends to be on the platforms.

I come back to the response I gave earlier about the perception of crime and safety. This was overwhelming feedback, particularly from the North American metros. The length of time people are standing on platforms

waiting for trains and the amount of information they have about how long they are going to wait for those trains is what causes - it is not actually crime, but it tends to be - the anti-social behavioural element of the discussion we are having today.

There is a lot of feedback that the service quality you can offer can make a big difference to crime. That is actually one of the reasons why our intention is to run a minimum frequency of a ten-minute service through central London. Many of the metros run more like a 20-minute service and, in the view of the police officers we spoke to, was the core element of why there would be anti-social behaviour on the platforms is because of the length of time people were waiting. Overwhelmingly, the feedback is that you do not see huge amounts of crime overnight on the transport networks.

**Tony Arbour AM:** Does the BTP agree with that?

**Chief Constable Paul Crowther OBE (British Transport Police):** We do. As Keith [Foley] said, we have looked extensively at the experience of others. You have to take into account different, I guess, almost cultural and behavioural contexts. We have a strong alcohol-related culture here, which we would all recognise. We have looked at the crime levels in the hours up to the current close of traffic and we cannot see anything that suggests that they would be any worse than during those hours, let us say, between 10.00pm through until 1.00am at the current close of traffic.

There is that debate that was around when we went to 24-hour licensing. Do you get alcohol-fuelled behaviour all through the night as against the hard stop with people who finish drinking at a particular time and then think they have to get on the last train? Although people have different views on this, the experience in the wider context of 24-hour licensing is we have not seen the impact that some people feared, in terms of Armageddon and alcohol-fuelled activity specifically. I know people have different opinions on that. From all the available evidence and all the modelling that we are able to do, we conclude that the best evidence is that there is likely to be around the same level of crime that we see in the late hours before close of traffic with the current system.

Having said that, the point around gaps between trains is a very significant one. I know London Underground has revised its approach as a result of that. We have looked at the resourcing that we have in the late hours on Friday and Saturday currently and we are going to have something like 50% more officers on duty during the night-time than we currently have up to the close of traffic. The reason we have done that is not that we think crime is going to be worse, but in the early stages of Night Tube there is something about setting the behavioural standards, there is something about visibility and there is something about reassuring passengers. To a degree we might be overstaffing it. I might be proved wrong, but we might be overstaffing it in the early days in an attempt to set the levels and then we can adjust accordingly.

**Tony Arbour AM:** Just on that point, did you actually take on extra staff to make the original --

**Chief Constable Paul Crowther OBE (British Transport Police):** Yes.

**Tony Arbour AM:** How many extra staff did you take on?

**Chief Constable Paul Crowther OBE (British Transport Police):** We have taken on something like an extra 80 staff, which TfL has funded. TfL has the same challenges in terms of rostering patterns. To roster additional people just on a Friday and Saturday night is particularly challenging. These are not people who have been recruited just to do Night Tube; this is an addition to our core policing capability. We have increased the numbers who are deployed at night. Of course that means that if our assessment is wrong, if things turn out to be a little more challenging than we envisaged, then we will deploy accordingly from our resources that we have across the whole of the transport system.

**Joanne McCartney AM (Chair):** Let me just clarify because I had heard that a lot of the extra staff that you are employing are actually filling vacancies that you had, or is it extra above what you budgeted for anyway?

**Chief Constable Paul Crowther OBE (British Transport Police):** It is extra above. We have had a very extensive recruitment campaign to fill the normal churn as well as increase the numbers that we need for the Night Tube.

**Keith Foley (Head of Night Tube, London Underground):** Can I add to what Paul has just said in terms of that initial setting the scene? That was a tactic that has been used elsewhere as well.

I will mention Stockholm because colleagues from the BTP spent some time with the Stockholm Metro and its police force to understand how it worked when it first launched the service. Through the benchmarking work that we did, both Vienna and Philadelphia went through exactly the same thing. They went through this big high visibility security service in the very initial stages, and both of those have reported that they recognised quite quickly that they did not need that additional security service because the fears and the perceptions that they had and that their staff had initially did not materialise and so they were able to change that model very rapidly. Vienna talked about that being done within three months or so and Philadelphia is going through a lot of that right at this moment.

The feedback seems to be that the risks that we all perceive that are there, and we quite rightly are responding to, to make sure we can respond to if they become reality, tend to be overstated at this point in time. The proof will be in the pudding and we will see when we start operating.

Of course, the other aspect from a London Underground perspective is that we actually remove some of the causes of crime and anti-social behaviour just by not pulling the Bostwick gates across on people who want to get home. That is actually a cause of flashpoints for staff and customers who are rushing up to get try to get the last train just to be told the trains have all gone. Of course we will not have that flashpoint anymore. That in itself is a positive aspect, particularly for our staff, and hopefully will mean that as we are working with the BTP we can put resources where they are needed because we have removed a whole flashpoint there.

**Tony Arbour AM:** If I could ask Chief Superintendent Rickett about the effect you think this will have on taxi touting, when the system is actually running, is it going to reduce it? Is it going to knock them out? How is it going to work?

**Chief Superintendent Paul Rickett (Roads and Transport Policing Command, Metropolitan Police Service):** We have done our assessment and we broadly agree with everything that has been said so far in terms of what we think will be, but of course until it starts we do not know what we do not know.

**Tony Arbour AM:** Of course.

**Chief Superintendent Paul Rickett (Roads and Transport Policing Command, Metropolitan Police Service):** We have taken the view that we have some mitigating tactics in place that we will deploy. There will be a weekly meeting of all the agencies concerned so that we can review each weekend as it unfolds to see what change that makes across all client types, touting included. We will learn from that and we will adjust our response accordingly.

Speaking quite selfishly, as the previous Borough Commander of the City of Westminster for three-and-a-half years, I was part of the Night Time Economy Working Group that Westminster City Council set up in 2011 and when I heard the Night Tube was coming it was nothing short of 'hallelujah' from my point of view because the victim profile and the offender profile so often on a Sunday and Monday morning were people who were under

the influence, disorientated, did not have a ready route of egress and did not know where they were. The fact that people can now reach a point in their indulgence where they think, "Yes, the Tube is open and I can go now", can only be a positive thing on a range of fronts. There may be some issues on some of the busier hubs outside of central London, but because it is all night, again, as Mr Crowther has just said, there is not going to be that race to the line anymore.

The opportunity to have steady egress, what it does in terms of the profile of touting at outer stations and what it does in terms of service provision at outer stations, again, we simply do not know. There is some predicting work that has gone on and extra bus routes - I am sure Steve [Burton] can talk about that - have been placed on at certain areas to mitigate those potential risks. Overall, the MPS position is that we welcome it. We have a complementary plan in place at the hubs we have identified that we think could see an increase footfall and we will have that regular review meeting as soon as it starts and we will adjust accordingly.

**Tony Arbour AM:** The other point has been covered in the answers we have already had.

**Joanne McCartney AM (Chair):** Thank you. When Transport for All was here for our last session, they said that they had understood from TfL that the night buses will at least run at the frequency they are during the weekdays. Is that a guarantee that you have made?

**Steve Burton (Director of Enforcement and On-Street Operations, Transport for London):** We may not run the frequency that we do on a Friday and Saturday night on some routes because they parallel the Night Tube routes, but we have committed that we will not reduce the levels below those you see on Tuesday and Wednesday nights on the basis that there will be some people who want or prefer or can only afford to travel on the bus network and we want to maintain that network.

I think you will know this but it is worth reiterating that a large number of the people travelling on the night bus network will be people going to and from work. Not that I ever go out, but it is not all people going home; it is people getting to and from work and we have factored that into the modelling we have done around potential for risks. We have done lots of work around intelligence on this. As you say, the proof is in the pudding, but we have a plan in place and will review it on a daily basis.

**Keith Foley (Head of Night Tube, London Underground):** Everyone always thinks when they talk about the Night Tube - and this has been my experience of managing this programme for the last couple of years - about that first extra hour after we currently close and they think about everyone piling out of pubs and nightclubs. We expect that more than half the people who are using the service are going to be travelling to and from work.

The other thing is that because it is right the way through the night the people who currently travel at the moment at 3.00am, when our services start at 4.30am, it is those people starting at 3.00am or 3.30am who have not been out drinking. They are travelling for lots of different reasons and they are almost certainly not involving alcohol. It is remembering that the Night Tube is serving a complete diverse range of people in London that are doing all sorts of activity. Yes, we have some challenges in that first extra hour but, actually, they are no different to the challenges we already face and already manage and already risk assess. However, there is lots and lots of opportunity for people at the other end of that extra period that we are going to be operating - that are not about these types of issues that we are talking about right now - that we need to also remember that we have to ensure those people are safe and their perception of safety is right to the facts.

**Jenny Jones AM (Deputy Chair):** Do you have any idea how many cars you are going to take off the road? This is something we hear all the time when we encourage people to walk and cycle, "I can't get to work because I go to work at 3.30am and I need a car".



**Keith Foley (Head of Night Tube, London Underground):** We have not done an assessment of exactly how many vehicles we expect to take off the road. We have done a lot of work looking at where we expect the demand to come from and we expect a modal shift from buses because of the journey-time saving. Then we expect more people to make journeys that they would not currently make because the opportunity is not there and people would be put off driving into central London. One of the reasons for some of the bus route issues that we currently have is because of road congestion at 2.00am or 3.00am. Charing Cross Road is incredibly busy at that time.

We have not done any specific work on how many road cars we expect to take off the road. Thinking about it, I expect it will be some, I do not think it will be a huge amount, actually, because people will have a modal preference for that. Overnight, with the exception of some routes, the roads are generally freer flowing. If people are choosing to drive, then I would imagine they would. We might be taking mopeds off the road and people who currently have that as their only option.

**Joanne McCartney AM (Chair):** We have come to the end of our questions. Can I thank you all very much for attending? It has been very interesting. There is some very good work that we have heard about today from all you and so thank you for that.

I know many of you have sent in written responses, but if there is anything that you think we should have asked you and we did not, please let us know because we all welcome that information. Thank you for attending.