

## OPERATION REFRAIN

**“On the Buses”**

**A Problem Oriented Partnership initiative  
To address Bus related crime  
(2003 / 2004)**

Name of Force                      **Hertfordshire Constabulary**

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# On the Buses



A problem oriented partnership approach  
To bus related crime in Borehamwood Hertfordshire

**Tilley Award 2004**

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**“On The Buses” A problem oriented partnership approach  
To bus related crime in Borehamwood, Hertfordshire.**

## **Summary**

Borehamwood, to the north of London, has a rich history of involvement in the film industry. Film credits include Star Wars, Superman and “On the Buses”. In 2003 three bus companies threatened to withdraw services through the town because of safety considerations.

In 2002 problems on local bus routes during diversions for major road works led to Police “paying attention” with extra patrols. There was no significant increase in reported incidents or crimes and the assumption was that there was no major problem to be addressed.

In 2003 public anger grew and was voiced through local councillors and the press indicating that something had been wrong in the police response to the issue the previous year.

This time a focused problem oriented partnership approach was adopted, scanning and analysis undertaken and relevant responses implemented aimed at producing sustainable solutions.

A Traffic Management Officer and Community Analyst led the initiative. Shortcomings of local police and partnership recording and information sharing were highlighted. Transport for London (TFL) provided “Code Red” data (driver activation of emergency assistance buttons). Even though only one operator deployed this system, it formed the backbone of the analysis for the initiative. It showed a 260% increase in activation during September 2003 compared to the year’s monthly average.

Previous force and national initiatives were assessed and Operation REFRAIN was introduced. The partnership included Transport for London, Arriva Buses, and Hertfordshire County Council. The intent was to:

- keep the buses running
- protect staff and passengers
- identify and deal with offenders.

High visibility revenue checks were conducted on two main troubled routes, accounting for 85% of calls, at two Hotspot locations. Days and times of the operation were dictated by the analysis. Ninety-one buses were stopped over two days with 1200 passengers being checked. 15 offenders were arrested with another 60 individuals being dealt with by alternative means. Over 6% of passengers were found to be committing an offence.

Combined Constabulary and TFL data showed a dramatic decrease in bus related incidents; Hertfordshire Police found a 73.3% reduction and TFL incidents dropped from 17 per month to 6 in three months.

The intervention has been repeated at other sites with similar success and is to be used pro-actively to address anticipated rises in incidents in 2004 as indicated by partnership trend analysis data.

Borehamwood is the main town in Hertsmere a borough just north of London. It has a population of 37,000 and local residents still refer to it as a village. Following the murder of Wayne Trotter in 2002 the Guardian newspaper wrote: "Exit the station and turn left into leafy suburbia, large houses, rich, affluent and a very pleasant place to live. However turn right and enter a run down town desperately in need of regeneration. Few facilities, with no reason for anyone to come here except to cause trouble." A damning indictment, stereotyping the characteristics of the affluent and the more deprived parts of the town.

In 2002 major road works were undertaken in the Leeming Road area of Borehamwood and local bus services were temporarily diverted. This lasted for 3 months with incidents and complaints growing. Buses became the main target of the nuisance behaviour.

Meetings took place between Hertfordshire County Council's Highways contractors and the police to resolve the problem and the bus companies were informed of the outcome. Officers employed a reactive, stand-alone method in dealing with the problem. They provided extra patrols, when able, and all patrolling officers were briefed to make them aware of the problem. No systematic approach was adopted. Incidents reduced and the work finished ahead of schedule. Bus companies resumed their previous routes and everyone was reasonably happy. The police agreed to monitor future bus related incidents. No assessment or evaluation was conducted and the assumption was made that police action had dealt with the problem. However this was no sustainable solution.

During the following year local police incident and crime data was scanned on a three-month basis and there did not appear to be any significant increase in either. However in September 2003 the local paper reported that three bus companies were to withdraw their services due to the increasing problems in the Borehamwood area. Local councillors contacted the police demanding action to protect the community and to maintain vital local services.

A change to Hertfordshire Constabulary's policing style had produced an environment where problem solving was encouraged and supported. A four-year project to mainstream Problem Oriented Partnerships (POP) and engage with partners in Hertfordshire was under way with the organisation raising awareness and promoting its first internal POP conference. Officers and partners had received training and the Crime & Disorder Reduction Partnership (CDRP) had employed a Community Analyst to support POP work and initiatives.

Insp. David Rankin, the Community Inspector, PC Andy Chittenden, Traffic Management and Cheryl Smith, Community Analyst undertook to look afresh at the problem, this time utilising the principles of Problem Oriented Partnership and applying the SARA model.

It was evident from the press reports and the numerous calls from local councillors that a problem existed, however local police data was not reflecting the extent and nature of the problem. The local newspaper was approached and was very helpful in providing background notes taken to compile the story. It identified that staff representatives had broken the storey when they approached the press about their concerns. This identified the relevant bus companies and work began to further identify the true nature of the problem.

Meetings were hastily arranged with bus operators and Hertfordshire County Council's Passenger Transport Unit. With several bus companies operating in, through and across the borough deficiencies were identified in reporting mechanisms. Assumptions were made that driver information was automatically passed to the police. This further highlighted the weakness in the police data.

One of the major operators in the district was Transport for London (TFL) which benefits from major funding from The Mayor for London. It has a dedicated joint operations and command structure with the Metropolitan Police. They operate the 107, 292, 258 and 142 routes from London, which travel through Hertsmere. In September 2003 they had to abandon fare checks in the district due to intimidation. Metropolitan Police Officers seconded to TFL were reluctant to address the issues, as Borehamwood was now police by Hertfordshire Constabulary and no agreement existed about cross border working. Information that TFL had about the issues and incidents had not been shared and the problem just got worse.

From these series of meetings it was agreed that action was required. A swift response would be needed but it was essential that it be appropriate to the clearer picture emerging about the problem.

The group addressing the problem now consisted of several more partners. Hertfordshire County Council, TFL, Metropolitan and British Transport Police, Bus Companies and Union representatives were all keen to be involved.

Clear aims for the group were agreed and these drove discussions and the focus of the work undertaken by the analyst. They were:

- Maintain bus services in Borehamwood
- Protect staff and passengers from assault, intimidation and nuisance behaviour.
- Identify and deal with offenders

These aims remain the focus of the intervention and the ongoing work that the two-day high visibility operation has generated.

## **Bus Companies**

In Hertfordshire there are 15 different bus companies providing a variety of services and routes. All are commercial companies interested in operating commercially viable services. Some form part of larger companies and others are single route operators. Routes and times where there is no commercial gain are contracted and paid for by the County Council. Seven separate companies operating services through Hertsmere borough.

All the bus companies operating in Hertsmere were asked to share incident data but none could provide data that could be easily analysed. Reports were often vague and imprecise such as "Nuisance kids on bus". Some companies did not record information at all.

The contracts on the 292 and 107 routes were due to be extended at the end of 2003 and as a result of the discussions those contracts now include a clause that all buses will have full CCTV facilities.

## **Staff Representatives**

Eager to be heard and participate in any way they could staff representatives main concern were attacks on drivers and intimidation of staff. They acknowledged that many of their members did not report incidents immediately. Furthermore there had been an assumption that the bus companies shared all information, no matter how it was recorded or voiced, with the police. They did not provide any independent data but relied on that having been passed by their members to the company at the end of each shift.

These individuals were vitally important in agreeing to maintain the services until the police led operation was undertaken. They recognised the process of galvanising action to address the problems.

## **Hertsmere Borough Council**

The local Community Safety Officer, a Hertsmere Borough Council employee, responsible for CCTV and police liaison was contacted by 7 local councillors about the threatened withdrawal of bus services. They acted as a voice for the community lending support to the demand for action. Through them and the local press community feeling was gauged.

Through the Community Safety Officer, CCTV provided a tape of problems on the buses in Shenley Road and Manor Way in Borehamwood. It showed youths entering buses by the rear doors and failing to pay fares. It also showed them exiting the bus and pulling the engine stop button before running away. The quality of the images was not clear but it was believed they were local youths and the good relationship between police and staff at the community's senior school led to identification of four former pupils.

This piece of work was important in giving an age profile for those causing some of the problems. They were not school children so previously employed tactics<sup>1</sup> would not be appropriate to these problems.

## **Hertfordshire County Council**

Although the County Council has a Passenger Transport Unit (PTU), they do not run any of the bus services in the county. They contract bus companies to run services in order to maintain a local infrastructure, primarily at non-peak times and to rural communities. This contract scheme adds additional services where operation of that service is not commercially viable. The PTU does not have a standard penalty fare scheme and does not insist on revenue checks on any contracted services.

They provided an understanding of the operating environment allowing the intervention to be structured to address the bus companies driving force, profit. Previous initiatives in the county had not identified this and had relied on police action alone. This had failed and services were withdrawn.<sup>2</sup>

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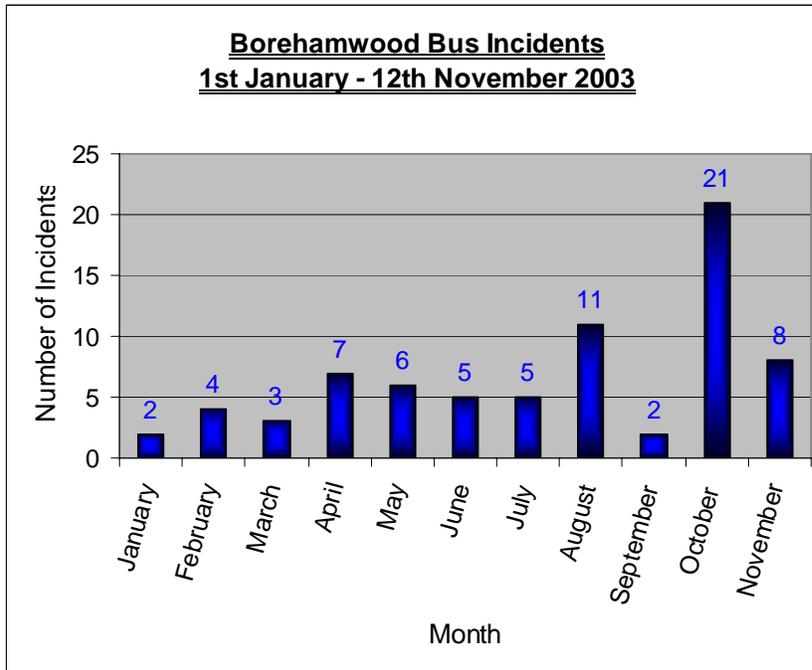
<sup>1</sup> St Albans 2001

<sup>2</sup> South Oxhey and Hemel Hempstead

The Hertfordshire Constabulary crime and incident database was used to search for incidents on buses throughout Borehamwood from 1st January to 12th November 2003. Information regarding the date, time and location of the incident were recorded. Also of importance was the bus route involved, an account of the incident and any information regarding those persons involved that is both the victim and the offender. Incidents from the beginning of the year were looked at in order to see how much this type of crime had increased throughout the year.

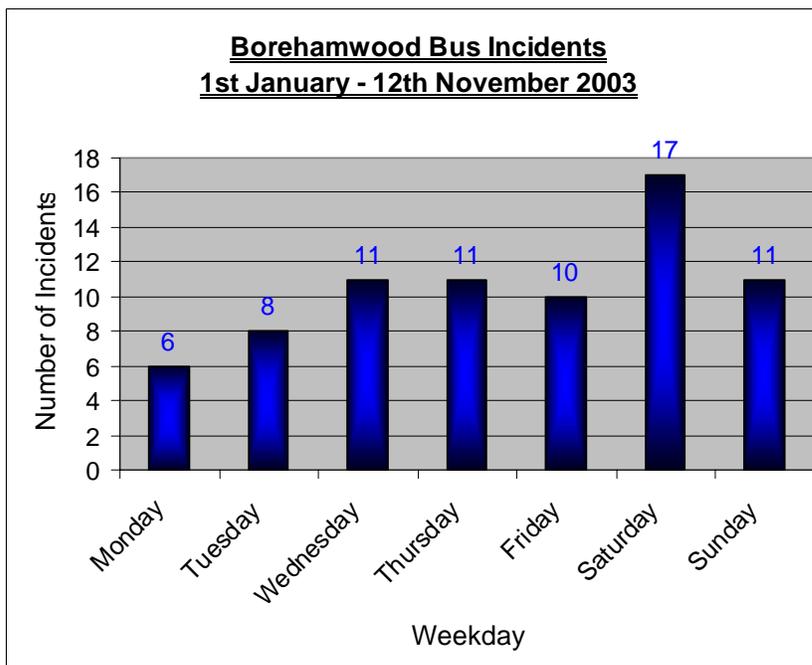
The following graphs show the results of the initial scanning carried out using Hertfordshire Constabulary data.

Chart 1. Bar chart showing number of bus incidents per month in Borehamwood



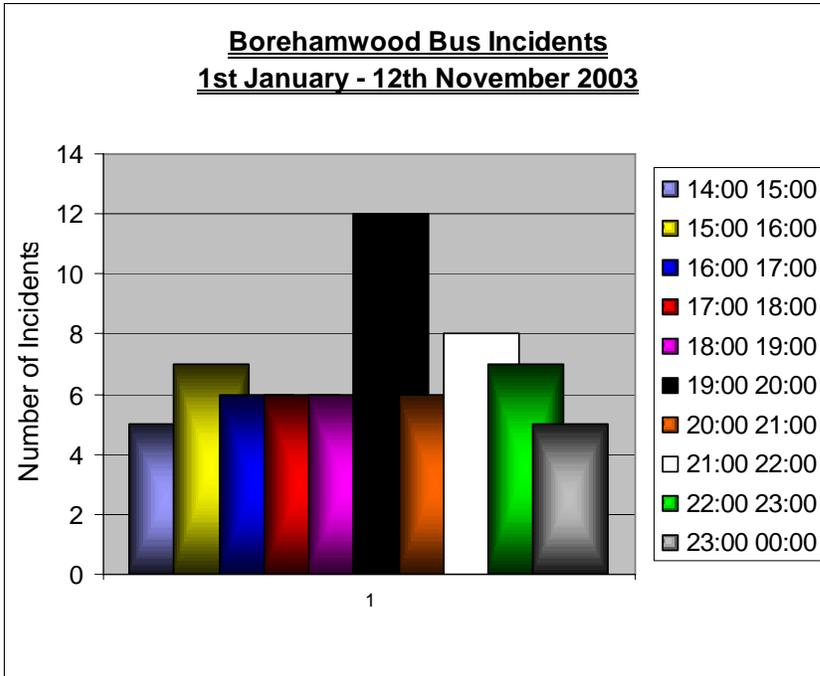
This chart shows that incidents reported peaked during August (11) and October (21). There was a distinct decrease during the month of September with the lowest number of incidents for all the months. The average number of calls for January through to July was 5, for the months of August and October the calls averaged out at 16 calls per month. The figures for the month of November are only partial figures with data only up to and including the 12<sup>th</sup> of November.

Chart 2. Bar chart showing number of bus incidents in Borehamwood by weekday



The chart shows that the target day for incidents is Saturday with 17 of the 74 incidents, 23% of all incidents. However, 60 of the 74 incidents, 80% occurred between Wednesday through to Sunday.

Chart 3. Bar chart showing number of bus incidents in Borehamwood by time

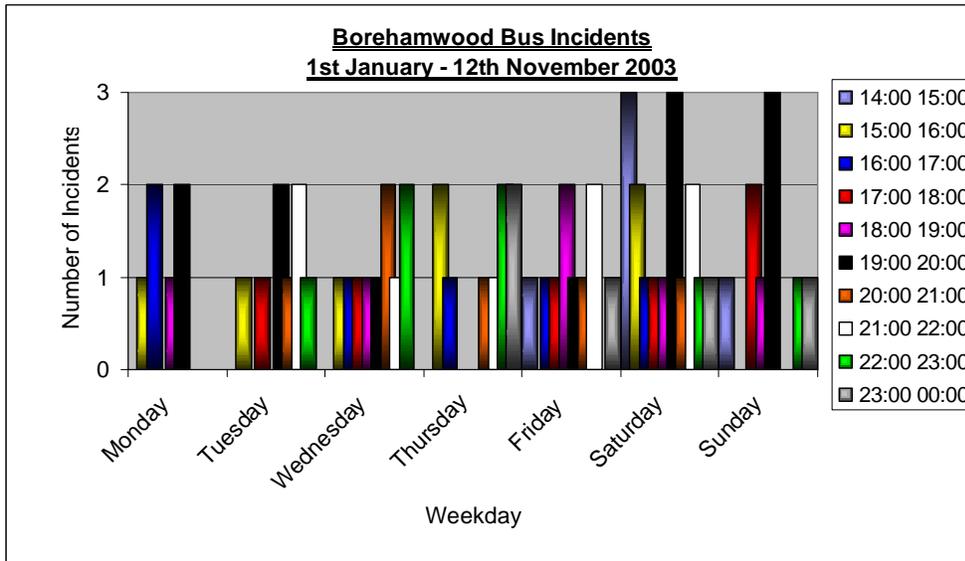


This chart shows that 68 of the 74 incidents, 92% occurred between the hours of 2pm and midnight.

The majority of the calls came in between 7pm – 8pm with 12 (18%) of the 68 incidents.

This chart shows an increase of calls being logged beginning at 2pm, peaking between 7pm-8pm and decreasing again after 10pm to 5 incidents between the hours of 11pm and midnight.

Chart 4. Bar chart showing number of bus incidents in Borehamwood by time and day



This chart shows both the times and days when the majority of incidents were logged. Of the 17 incidents that were logged on a Saturday 16 of these took place between 2pm and midnight with 3 incidents occurring between 2pm – 3pm and 7pm – 8pm.

### Bus Routes:

Of the 74 incidents:

- bus routes 107 and 292 accounted for 65% of all the incidents
- 21 incidents, 28.4% occurred on bus route 107 operated by Metroline
- 27 incidents, 36.5% occurred on bus route 292 operated by Sovereign
- 3 incidents occurred on Arriva buses
- 3 incidents occurred on University buses
- 4 incidents occurred on London Buses – route number unknown
- 1 incident each occurred on Metroline and Sovereign buses – route number unknown
- 14 incidents occurred on unknown bus routes

### Incidents Reported:

Of the 74 incidents reported:

- 59.5% involved either youths causing a disturbance or throwing objects at the bus windows
- 22 involved a disturbance – e.g. fights, nuisance youths, harassment
- 22 involved objects being thrown – inside / outside of the bus, the majority being thrown at windows
- 9 involved a refusal to pay the fare
- 9 involved vandalism including youths disabling the bus
- 7 involved youths causing graffiti on both the bus and bus shelters
- 5 involved an assault either on the bus driver or passengers on the bus

### Location:

55 of the 74 incidents, 74% occurred within two separate areas of Borehamwood, namely Shenley Rd with 20 incidents and the area between Manor Way and Stirling Corner with 35 incidents (see map).

### Summation:

The analysis showed a significant increase in incidents during the months of August and October, accounting for 43% of the years total. Saturday is the peak (17), with the hours between 2pm and midnight having 92% of all incidents. Of the 68 incidents logged between these hours 12 of them occurred between 7pm – 8pm. Bus routes 292 and 107 account for 65% of the incidents with 35 of the 55 incidents occurring within the area of Stirling Corner and Manor way in Borehamwood. Of the incidents logged 59.5% involved a disturbance which can be broken into two categories, firstly youths throwing objects at the bus and secondly nuisance youths.

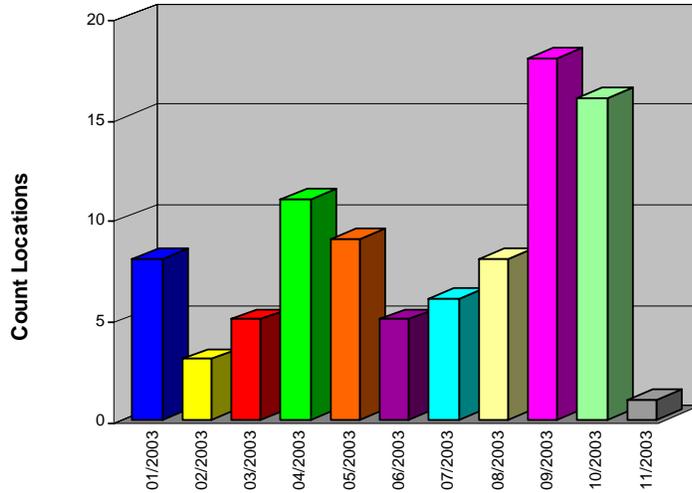
### TFL Data

The analyst from TFL was asked to gather and analyse data on bus crime occurring in the Hertfordshire area since the beginning of 2003. They looked at Code Red data (collected from driver emergency assistance activation) from 1 January 2003 to 12 November. Over this period of time, there had been 90 incidents of bus crime in the Hertfordshire area.

The following graphs and data show the scanning carried out by TFL on Code Red data within Hertfordshire.

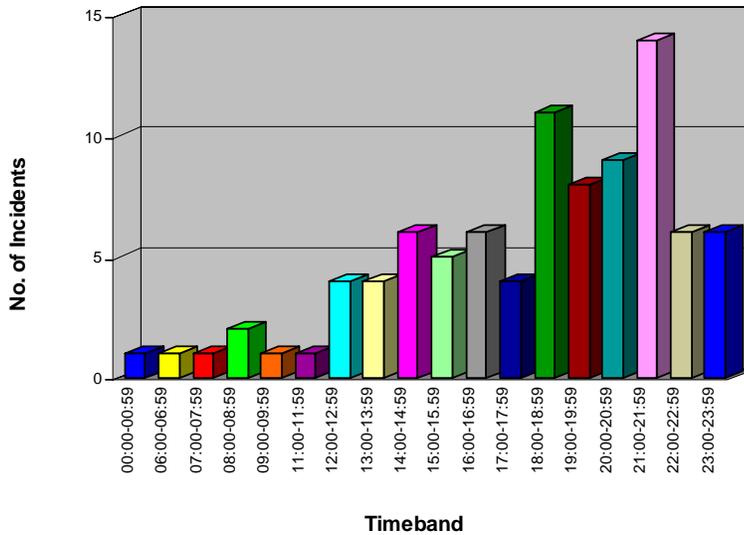
The number of reported incidents increased significantly during the months of September and October, in comparison with the previous months. The average number of calls during the first eight months of the year is less than seven. During September and October, the calls averaged out at 17 per month. At the time of compiling, only incident had been recorded for the month of November.

### Incidents by Month



The majority of bus crimes (46.6%) were being committed during the evening, between the hours of 18:00 and 21:59. During the first hour of this time period (18:00-18:59) there were 11 incidents reported. This dips to 8 and 9 during the next two hours, and peaks at 14 during 21:00-21:59. The following chart shows the times at which bus crimes are reported:

### Time of Incidents



### Bus Routes:

Routes 107 and 292 generated the most calls, 45.5% and 39% respectively. The breakdown of incidents per route is as follows:

Route	No. of Incidents	Percentage
107	41	45.5%
142	5	5.5%
258	9	10%
292	35	39%

### Incidents Reported:

There were five categories of bus crime area: assault, disturbance, fare dispute, theft and vandalism. Over 52% of these were classified as disturbances, 47 in total, broken down into 30 incidents occurring on bus, and 17 taking place off bus.

<b>Incident type:</b>	<b>Includes:</b>	<b>No. of Incidents:</b>
Assault	Against crew member, LBSL staff, passenger	6
<b>Disturbance</b>	<b>Disturbances on/off bus</b>	<b>47</b>
Fare Dispute	Crew, RPI	17
Theft	From bus crew	1
Vandalism	Bus stop/shelter, off/on bus, graffiti	19

### Summation:

Their analysis found that the area around Elstree and Borehamwood railway station attracted the most reported bus crime, with bus routes 107 and 292 generating 84.5% of the calls across the whole area. September and October saw a significant increase in the number of incidents being recorded. The majority of incidents (52.2%) reported in Hertfordshire were classes as disturbances. This was also true of the activity being reported in the hotspot area, where disturbances comprise of 58% of the incidents. The peak time for bus crime activity is between the hours of 6pm and 10pm.

The Hertfordshire Constabulary and TFL analysis indicated the following points:

#### Offender

- youths travelling on the buses after school and in the evenings

#### Victim

- the whole community with the threat of bus withdrawal in Borehamwood
- passengers on the buses
- bus drivers who suffered specific problems as identified in the analysis
- 292 and 107 bus routes

#### Location

- Railway Station
- Shenley Rd
- Manor Way
- Stirling Corner

An evaluation of previous initiatives, both locally and nationally, was conducted to see what best fitted the problems in Borehamwood. Use was also made of the theory that criminal offending is not limited to single offences but is a standard behaviour for many people in society. So offenders self select by their normal behaviour, they make themselves a target<sup>3</sup> by continuously disregarding laws.

Locally, other districts had experienced similar problems and tackled them with plain-clothes patrols of the buses at relevant times and visits to the schools with talks at assemblies. These were mainly problems after school, which did not fit the profile of the Borehamwood incidents. Additionally the officers likely to be available to Borehamwood were the local community officers who were well known to the suspected offenders. TFL could not provide plain clothed officers to operate outside the Metropolitan Police area as Borehamwood was now policed by Hertfordshire Constabulary.

Local Police had addressed problems the previous year and assumed their high visibility had been responsible for improvements. Other factors such as the ending of the road-works and removal of the site compound had been more relevant than the police action. A more high profile and lasting operation was needed to reassure the local community.

TFL had undertaken revenue enforcement campaigns all over London and in particular in high problem areas. These were supported by TFL dedicated Metropolitan Police Officers. This appeared to fit the requirements of the group and address all of the aims in one operation. It was also something that the local police could staff through its tasking and co-ordination process.

A quick hard hitting and pro-active response was built around the experience of TFL. This was named Operation Refrain. Inspector Rankin designed the initiative so that it could be easily replicated. The partners involved also undertook to run the operation on a regular basis as Hot spots emerged.

Operation REFRAIN was a high visibility police lead initiative aimed at fare evasion and used the theory of self-selection through consistent offending. It ran for two days during November 2003.

The operation was staffed entirely from existing Police and partnership resources and did not have any additional funding to the staff deployed. A total of 35 staff were deployed for the operation consisting of 18 Police Officers, a dedicated custody facility, 6 Police Community Support Officers (PCSOs), 8 revenue Inspectors from 3 bus companies, 2 County Council Officers and a CCTV Operator.

Police and Revenue Inspectors boarded buses, which were stopped at target locations, tickets were checked and appropriate action taken. Each bus was stopped for less than three minutes.

Intervention on the bus was at the discretion of the teams deployed. They could decide to;

- Collect the unpaid fare
- Collect the penalty fare (person ejected from bus)
- Issue a penalty fare notice
- Report for revenue offences (person ejected from bus)
- Arrest for offences disclosed (taken into custody)

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<sup>3</sup> Illegal Parking in Disabled Bays: A means of offender targeting 1999 PRC Briefing Note 1/99

The operation briefing reinforced the use of legislation in the form of section 25 Police and Criminal Evidence Act (PACE), which allows arrest where there is no suitable address for service of summons.

During the processing of arrested persons the Revenue Inspectors were writing longhand statements that appeared to be of a repetitive nature. The subject matter and requirements were standard for almost all operations of this nature. Sgt Landau identified this and subsequent to the initiative produced a standard pro forma statement for similar operations<sup>4</sup>. This has now been adopted throughout TFL operating areas.

PCSO's patrolled around the target area to provide high visibility reassurance and prevent displacement of any problems.

The PCSO's followed the operation with dedicated travel on the buses at previous peak times for a two-week period. They handed out literature on bus crimes and gave reassurance that the initiative was not just a one off. The bus companies welcomed this providing free travel for the officers.

The CCTV operator monitored all buses through the town for any displacement and to identify potential offenders.

The intervention was filmed to provide footage for any publicity or future operation. It also added to the pressure on potential offenders.

The local press were essential in providing a forum for publicising the intervention. They had readily shared the information that had led to the printing of their first article and the rise in public concern. They accompanied officers on the operations and then wrote an article which went some way to calming local fears and highlighting the success of the intervention.

One of the venues for the intervention was the Tesco supermarket in Borehamwood. This was built on the site of the former film studios where the first "On the Buses" filmed. Tesco management were happy for the operation to take place on their premises and opened their staff restaurant to feed all of the officers engaged on the operation.

## The Future

After consulting stakeholders and the success of the operation it was decided that the diverse nature of bus services and working practices were a barrier to co-operative working in the future. A forum to address bus crime should be a countywide organisation.

Hertfordshire County Council agreed to lead a one-day workshop on bus crime<sup>5</sup> focussing on the achievements of operation Refrain and providing a process map for others to follow. Issues were identified that would need addressing to fully replicate the initiative in any part of the county. Some of the changes suggested involve new clauses in contracts and are long term goals.

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<sup>4</sup> Appendix C

<sup>5</sup> Appendix B

Although many organisations and companies were involved from the initial outset of Operation Refrain the main bulk of the analysed data was received from Hertfordshire Constabulary and TFL. This was an important intelligence gap as further information and data existed but was not in a form readily accessible for analysis, most of it being anecdotal. This point has been covered in the County Wide Workshop<sup>6</sup> and forms a part of the ongoing work to harmonise incident and data recording to allow all operators to provide data that can be analysed in the future. Despite this however, Operation Refrain produced the following results:

Operation REFRAIN - Output

The operation ran for two days a Friday and a Saturday from 1500hrs to 2300hrs each day.

The two-day operation on bus crime in the Borehamwood area produced the following results:

### Friday 14th November

Buses stopped 59  
Passengers checked for tickets 750  
Offenders going for revenue prosecutions 16  
Penalty Fares Issued 18  
Total cash received by revenue inspectors £45.00

### **Arrests by Police - 6**

1x Drugs with intent to supply  
1x Forged document / deception  
1x Suspicion of theft  
3x Sec 25s  
3 search forms

### Saturday 15th November

Buses stopped 32  
Passengers checked for tickets 450  
Offenders going for revenue prosecutions 5  
Penalty Fares Issued 5  
Total cash received by revenue inspectors £11.20

### **Arrests by Police - 9**

3x Theft/Criminal damage  
1x Deception/ theft  
3x Theft  
1x Criminal damage  
1x assault on police x2, ABH, & Sec 5 public order

A local offender was processed on both days for fare evasion.  
RA, who was arrested on 14.11.03 for deception was processed on 15.11.03 for fare evasion.<sup>7</sup>

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<sup>6</sup> See Appendix B

<sup>7</sup> Self Selection See Appendix E

The operation was halted at 1900 on 15.11.03 as all officers were engaged dealing with prisoners.

The information shows that of the 1200 people that were checked on the buses 75 had committed offences. This means that over 6% of passengers on the buses are travelling illegally or committing offences. On the Friday this figure was over 7%

On the second day of the operation they attended a report of youths having caused a nuisance and stolen items from a newsagents. These youths were seen to get on the bus just down from the shop. The PCSO's arranged for CCTV to monitor the bus as it travelled to the revenue check site. The three offenders were greeted and arrested by officers at the check site.

In the 7-week period following Operation Refrain there were 12 incidents on buses across Hertsmere, 8 of these occurred in Borehamwood. This shows a 73.3% reduction, that is 22 less incidents for the same time period prior to Op Refrain. Hertfordshire Constabulary data also showed displacement of the incidents in both day and location.

TFL data also showed a decrease in the number of incidents since Operation Refrain. Their data displayed an average of 17 incidents per month for September and October, this reduced to 2 incidents occurring in Borehamwood within a 7-week period.

The time-scale of a 7-week period was used as a result of producing analysis to fit in with the Police National Intelligence Model and the Tasking and Co-ordination Reporting Process.

Unlike the first intervention to address bus crime in 2002 no external contributing factors could be found for the dramatic reduction in bus related incidents. Problems on the identified routes have, to a lesser extent, been displaced to other parts of Borehamwood. This has been a subject of a second operation. There are still incidents occurring on the buses throughout Hertsmere yet not on the same scale prior to Operation Refrain.

Operation Refrain has been discharged under the NIM process as being successful and no longer a priority. However, yearly trend analysis data provided by TFL would suggest that problems might reoccur during April. The principles of Operation Refrain will be pro-actively applied to addressing this anticipated rise in bus related incidents.

## APPENDICES

- A Operation Transfer
- B County Engagement
- C Statement
- D Graffiti Operation
- E Consistent Offending / Self-selection.

## APPENDIX A

Operation REFRAIN was the subject of a hot debrief immediately after it finished. This was conducted by the ground commander on day two after it was decided to stop the operation. The reason for curtailing the operation was that all police personnel were dealing with prisoners and there were no more cells available in the county for prisoners.

All personnel thought that it had been a success in terms of high visibility presence to reassure the travelling public. The Revenue Inspectors were keen to replicate the operation on other routes. Police Officers were happy at the variety of offences and the number of known offenders that had been processed.

The operation has been applied to another lesser problem location during January 2004. It achieved results in proportion to the first operation and the lesser scale of the problem identified.

As a result of the operation and the contacts made with bus companies and transport for London staff four other districts in the county are planning similar interventions.

Since the operation itself was based on existing good practice in the London Area it is evident that the core parts of it are fully transferable.

The work carried out in respect of this problem has laid the foundations for any similar operation to be carried out in any district. It has highlighted shortcomings in incident recording and information sharing and work is ongoing to address these issues on a countywide basis.

In addition to this the scanning phase of the operation has identified the operating environments of all of the stakeholders in the problem. The use of this knowledge to formulate the response was undoubtedly a critical success factor for the operation.

## APPENDIX B

The work that was done in preparation for this initiative highlighted the disparate nature of the environment in which bus services are provided in Hertfordshire. With so many different operators providing services working practices and systems were often at odds with each other. Assumptions were made that others would do things automatically with information and data.

Only four bus companies operating in Hertfordshire enforced a penalty fare system. This formed the basis of the operation and could lead to difficulties in the initiative being replicated. Some companies did not have any Inspectors or penalty fare system.

Hertfordshire County Council does not have a penalty fare system clause in any of the contracts that it awards for infrastructure services.

To address these issues and to highlight the success of Operation Refrain the County Council Passenger Transport Unit hosted a one-day workshop on Bus crime.

It highlighted the following areas for action:

- Penalty fare as standard for all operators
- Mandatory fare checks on contracted routes
- Bus crime forum to be established
- Driver emergency assistance on all buses
- Standard incident reporting

All of these are subject to ongoing long-term work, which does not form part of the core aims of this POP initiative. They have been identified as a result of the work and will be implemented through existing arrangements.



HERTFORDSHIRE  
CONSTABULARY



## ***BUS CRIME - HERTFORDSHIRE - ONE DAY***

### ***WORKSHOP***

1000 - 1500 Monday 12th January 2004  
Civic Offices, Elstree Way, Borehamwood, Hertfordshire

#### **'YOUR CHANCE TO REDUCE BUS CRIME' A Partnership Approach**

1000 - 1030 Coffee

1030 Opening - Wendy Broom - County Council Environment

1040 Mr Evans - Vehicle Operator Support Agency - Dept for Transport

1100 Mark Burch - Transport Operation Command Unit - London

1140 Inspector Dave Rankin - Hertfordshire Constabulary - Community Team Hertsmere

1200 Cheryl Smith - Crime Analyst - Hertfordshire Constabulary - Hertsmere

Workshop Groups

1230 - 1330 Lunch

1330 Small Groups to discuss Questions

1430 Main Meeting Room to discuss answers, problems, how to overcome problems, the future.

Please contact: PC Andy Chittenden, Traffic Management Unit, Central Traffic, Hertfordshire Constabulary 01707 638004 if you have any further enquires following this event.

A special thanks to: The Hertsmere Borough Council and Hertsmere Community Partnership for providing the accommodation and refreshments for this workshop.

# APPENDIX C

MG11(T)  
5/03

## Witness Statement

(CJ Act 1967 s.9; MC Act 1980 ss.5A, (3) (a) and 5B, MC Rules 1981 r.70)

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### Statement of

**Age if under 18**

(if over 18 insert "over 18")

**Occupation**

This statement (consisting of \_\_\_\_\_ pages each signed by me) is true to the best of my knowledge and belief and I make it knowing that, if it is tendered in evidence, I shall be liable to prosecution if I have wilfully stated in it anything which I know to be false or do not believe to be true.

Signature

Date

Tick if witness evidence is visually recorded  (supply witness details on rear)

I am employed by ..... Bus Company as a Revenue Inspector.

At .....hours on ..... I was on duty in uniform carrying out revenue checks at.....

I boarded single decked bus / double decked bus route number ..... Operated by .....Bus Company, where I commenced checking passengers tickets and passes. I spoke with a male / female passenger and I said, "Can I see your ticket please". This person produced to me a .....

I examined this and I found that

.....  
.....

.....

I asked for his / her name - address and date of birth, He / She replied

Name .....

Address.....

.....Date of

Birth.....

I seized the ..... and will produce it in evidence at court as

exhibit..... if required. I then explained to PC ..... what I had

found and at ..... that day I handed the ..... to PC

..... I willing to attend court to give evidence if required

## APPENDIX D

The original analysis provided by TFL showed:

<b>Incident Type</b>	<b>Includes:</b>	<b>No of Incidents</b>	<b>% of incidents</b>
Disturbance	Disturbance on/off bus	47	52
vandalism	Bus stop/shelter, off/on bus, graffiti	19	21
Fare Dispute	Crew, RPI	17	19
Assault	Against crew member, staff, passenger	6	7
Theft	From bus crew	1	1
		90	100

Data TFL Jan to Oct 2003

Assault (6), disturbance (47) and fare dispute (17) made up 78% of the code red incidents. This formed the main focus of the response and set the parameters for the intervention. However there was another aspect of the problem that although significant was detached from the initiative and formed the basis for some other work.

Graffiti accounted for 21% of the problems recorded through the code red system. British Transport Police (BTP) had arrested four offenders with strong connections to Borehamwood for graffiti on railway property. There was nothing to connect them to the bus problems but Herts Constabulary started work to identify local taggers who may have committed offences against bus related property. Again working with the local school, who had been suffering from similar vandalism individuals have been identified. 18 separate tags have been identified and 8 offenders arrested. Two have been arrested and charged with three offences each. They have between them admitted 150 offences, which are to be taken into consideration. So far 12 of those offences are against bus property. While this cannot be claimed as part of the success of the bus crime initiative it is work that had its beginnings in this initiative.

There are another 10 offenders to be arrested over the next few weeks. Their tags have appeared on bus property and these offences will be put to them.

## APPENDIX E

Those that commit offences rarely confine themselves to a single offence or type of offence. They tend to have a disregard for the law in almost every respect and behave by their own moral code. In acting this way offenders self select as targets for police operations. Their behaviour allows agencies to target offenders for one offence when the main focus of work is another entirely unrelated offence. This phenomenon was explained in Illegal Parking in Disabled Bays: A means of offender targeting 1999 PRC Briefing Note 1/99 by Professor Ken Pease.

This work was used to assist in formulating Operation Refrain.  
The operation showed that between 5 and 7% of those travelling on the buses were committing some kind of offence.

Further work shows:

Intervention	No	Criminal Record	Arrest history	Post Arrest	Comments
Issue FPN	23				Voters Check Only
Report FP Offence	21	14	2	2	Full PNC
Arrest	15	8	2	2	Full PNC

This table shows that of the 21 people reported for revenue offences 16 had been arrested before and 14 of those had been convicted of an offence giving them a criminal record.

Also that 10, or 66% of those arrested had been arrested previously, and over 50% of them had a criminal conviction.

Two persons arrested were on bail for armed robbery.

After the operation the persons arrested or reported were checked again and 4 of them had been arrested again. Two locally for graffiti offences directly as a result of this operation.