

Report to: Police Authority
Agenda item: 7
Date: 21 March 2013
Subject: Strategy Group Report
Sponsor: Chair, Strategy Group
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For: Information and approval

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1. Purpose of paper

- 1.1 To provide an overview of the main business done at, and following, the Authority's Strategy Group meeting on 12 February 2013; in particular to provide an update and seek feedback on the work carried to develop a Strategic Plan for the period 2013-19.
- 1.2 To invite the Authority to review and approve the draft Strategy attached to this paper at Appendix A.

2. Background

- 2.1 The Authority's new business cycle was launched in April 2010 and a Strategy Group established to carry out detailed activities in support of the development and review of a Strategic Plan for the British Transport Police (BTP). Regular updates have been provided on the development of a Strategic Plan for the period 2013-19; this report summarises the issues arising and progress made at the most recent meeting of the Group.

3. Standing items

3.1 Report back on Futures Programme:

The Group received a report on progress with the Futures Programme; the paper was presented for information and this was noted.

4. Reports received

4.1 Winsor part II

The Group reviewed a report from BTP on the first tranche of decisions emerging from the Winsor Part II project, the potential implications for BTP if the decisions were accepted (or rejected) by the Authority and those matters requiring urgent attention. Further information will be circulated to Members out of committee in relation to this matter.

4.2 People Strategy

The Group received updated proposals for the development of a People Strategy to support delivery of the Strategic Plan to 2019. The emerging structure of the Strategy was broadly supported and further work has been commissioned with an updated draft due to be presented for discussion by the Strategy Group at its April 2013 meeting.

4.3 Developing a revised strategy for 2013-19

The main focus of the meeting on February 12 was to review the progress made in developing a draft Strategy for the period 2013-19. In addition to acknowledging the Authority's statutory duty to issue a Plan setting out medium and long-term strategies at the beginning of each period of three years¹, attendees agreed that it was appropriate to continue to frame their deliberations around the assertion that the requirement for a fundamental strategy review has arisen for two main reasons:

a) To address the requirement in the Government's Command Paper 'Reforming our Railways, Putting the Customer First'

b) To further develop BTP's competitive advantage as a functional police force

- 4.4 The Government's Rail Command Paper describes an expanding rail transport system which will offer commuters a safe and reliable means of travel to work, facilitate an increasing amount of business and leisure travel, support regional and local public transport as a key means of connecting communities with public services, work places and other economic opportunities and transport millions of tons of freight around the country relieving congestion on the road network.

¹ Railways and Transport Safety Act 2003, Section 55.

- 4.5 This expansion will require more effective policing of the railways since the increased density of traffic will amplify the impact of disruption and the increase in passenger traffic will be frustrated if passenger perceptions of safety and security are not further improved. To address this, and contribute to a real cost reduction, requires the Force to become more effective and if costs are to be controlled - more efficient.
- 4.6 Consolidation and further development of BTP's competitive advantage is essential if we are to counter the view that the railways could be policed more effectively and efficiently by territorial forces and other security contractors. Success depends upon BTP being able to demonstrate its greater efficiency than other forces in exercising the policing function and being able to use police powers to carry out non-statutory tasks and support duty holders in running the railway.
- 4.7 The substantive work of the session on 12 February was focused on the structure and content of a revised Strategic Plan for 2013-19. In support of this discussion the Group received a pack of products from which the content of the Strategy has been drawn. The shape of the final Strategy has been informed by the recommended structure in the EFQM² excellence model and a by review of the strategic plans of a number of rail industry³ and other commercial/public sector organisations.
- 4.8 The content of the plan has been developed via a number of linked work streams that commenced with preparation for the stakeholder consultation workshop in September 2012. A summary pack of the products completed in preparation of the final strategy is attached to this paper at Appendix B for Members' information and discussion. Members will notice that these products vary in their presentation, some have been used to directly populate a section of the Plan (for example the Strategic Foundations matrix at part 4) while others have informed sections of the final draft (for example the strategic policing assessment and rail review at part 1).
- 4.9 The table below summarises how each section of Appendix B has been used in the development of the final draft, Member feedback on these products is welcomed. In particular it would be helpful for key points of omission, error or disagreement to be highlighted.

² European Foundation for Quality Management

³ Including Network Rail and the Office for Rail Regulation

Section of pack at Appendix B	Section content	Contribution to the to the final Strategic Plan
1	External analysis: Strategic police and rail assessment	Informed our initial consultation, the narrative and the context for the plan and provided the rationale for our vision, mission and objectives
2	External consultation (September workshop report & summary of feedback from December written consultation)	Both informed initial development of our strategic themes and served as a benchmark for our products and proposals to be tested against as they were developed
3	Internal analysis/SWOT	Outputs were used to cross-check the content of the high level strategic objectives and the strategic foundations to ensure all key gaps/risks are captured and addressed in the Plan
4	Strategic foundations	Section inserted into the Plan following discussions at this meeting

4.10 Members are asked to note that the Strategy as presented is a high level document which will be kept under review and refreshed at the end of year 1. The Strategic Plan will be underpinned by a number of organisational strategies (including the forthcoming People Strategy) and delivery plans for each element of the Strategic Foundations Matrix on pages 11-12 of Appendix A.

5. Recommendations

- 5.1 Members are asked to note progress made and issues noted by the Group at its meeting on 12 February.
- 5.2 Members are invited to review and, subject to any recommendations for change, approve for publication the Strategic Plan attached to this paper at Appendix A.

BTPA Strategic Plan [for industry control period 5] 2013/19

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Introduction

This Strategic Plan sets the outcomes we seek for the British Transport Police during a period of unprecedented change in both policing and rail travel and the ways and means by which we intend to achieve them. It is in this broader context that requires us to develop a vision and the means to meet the challenge by 2019.

The Department for Transport's Rail Command Paper, 'Reforming the Railways-Putting the Customer First', published in 2012, has launched a period of fundamental change for the rail industry. Government has directed the industry to focus on improving service reliability and enabling network growth whilst setting a target to reduce costs by 30% by 2018/19. The Command Paper also forecasts increases in both overall rail traffic and a shift in the spread of this traffic over the same period; with potential passenger growth in excess of 20% by 2018/19¹ and freight forecast to grow by up to 30%² over the same period. Whilst the exact impact of this on BTP's operations is not yet clear, this will inevitably lead to change in the patterns of demand on BTP's resources over the next five years. The Mayor of London's Transport Strategy to 2020 also forecasts significant growth in passenger journeys made on the train, tube and tram networks within and around the capital.

As the dedicated and specialist police for the railway, our industry partners have told us they believe BTP has an important role to play in delivering this future vision for rail. Through a continued focus on reducing service disruption and making the railway a safer place for passengers and staff we believe BTP can make a significant contribution to making rail a more reliable and safer way to travel. The ongoing success of BTP depends upon our being more effective and efficient than other providers in exercising our national policing functions and being able to use our police powers to carry out non-statutory tasks and support duty holders in running the railway.

The need to reduce disruption will become even more important in an expanding, busier railway. We will balance the adverse impact of terrorism or not identifying a death in suspicious circumstances with the cost of and disruption of closing down stations or railway lines. BTP has developed a specific approach that runs through all operational activity and significantly enhances the service the railway receives. For example BTP's position within the policing family, its national accreditation and its ability to use warranted powers enables it to coordinate and oversee investigations in a way best suited to keeping disruption on the railway to a minimum. BTP is able to provide command intervention into incidents which affect the

¹ DfT (2012) 'Command paper', p 13

² DfT (2012) HLOS E&W, para 4

reliable running impacting on the railway, whether or not within BTP's statutory jurisdiction, for example; bridge incidents or extreme weather events. We will further continue to improve value for the taxpayer by reducing the cost of disruption resulting from crimes such as cable theft.

Our strategic objectives for 2013-19 therefore reflect a growing consensus that there is now a requirement for us to develop a deeper and more sustainable partnership to support delivery of the industry's own objectives and clear benefits to the present and future customers of the railway. For example, by working with our partners, both in planning and operations, we can all optimise our resources to deliver a more efficient and effective service for our customers.

This strategy, our appetite to better understand all of our customers and a commitment to take a fresh approach to working with our partners will enable us all to deliver the service necessary to deliver the Government's intent.

[Millie] [CC]

Our role:

Established by the Railways and Transport Safety Act 2003, BTP is an integral element of the UK policing landscape and counter terrorism effort, protecting the public, preventing crime and bringing offenders to justice on the national rail system and London Underground. As the only public facing UK national police force, BTP fulfils its statutory responsibilities on a system-wide basis, working closely with geographic police forces and national bodies such as the National Crime Agency. The railway and London Underground environment requires a specialist policing approach. BTP has developed a service delivery model that recognises that unique requirement, yet maintains the overarching statutory responsibilities of impartiality and independence that a police force must maintain.

Our vision

Working together for a safe, secure, reliable and expanding transport system.

Our mission

Our mission is to protect and serve the railway environment and its community, keeping levels of disruption, crime and the fear of crime as low as possible.

We will do this by:

1. Integrating our policing services with railway service providers planning and processes, as well as with the wider policing community.
2. Demonstrating improved performance and reduced costs through a range of measures including integration, outsourcing, commissioning and broadening our customer base.
3. Focusing on reducing crime and also understanding the needs of staff, passengers and the public on the transport system in order to care for and protect them.
4. Continuously innovating the way we police in order to anticipate the impact of new technologies and social change on a safer, more secure and more reliable transport system.
5. Developing confident, competent and trained officers, PCSOs and police staff that are equipped for the future.

We set out in more detail how we will achieve this in the section of our plan called Strategic Foundations.

Our values

To achieve our strategic objectives we believe the following values for BTP to be important;

- **Customer focused** – Be responsive to the needs and demands of our stakeholders and committed to delivering the very best levels of service
- **Integrity:** Acting with honesty and authenticity
- **Respect:** Demonstrating respect and understanding
- **Common sense:** Taking a sensible and practical approach, challenging bureaucracy
- **Trust & Confidence:** Promoting confidence in BTP and the police service, providing reliable and consistent quality of service
- **Determination:** Always striving to achieve the best results for the railways, the public and BTP
- **Professionalism:** Providing smart, skilled and consistent service at all times, representing BTP in the best light
- **Pride:** Taking pride in working for BTP and serving the community

Our behaviours

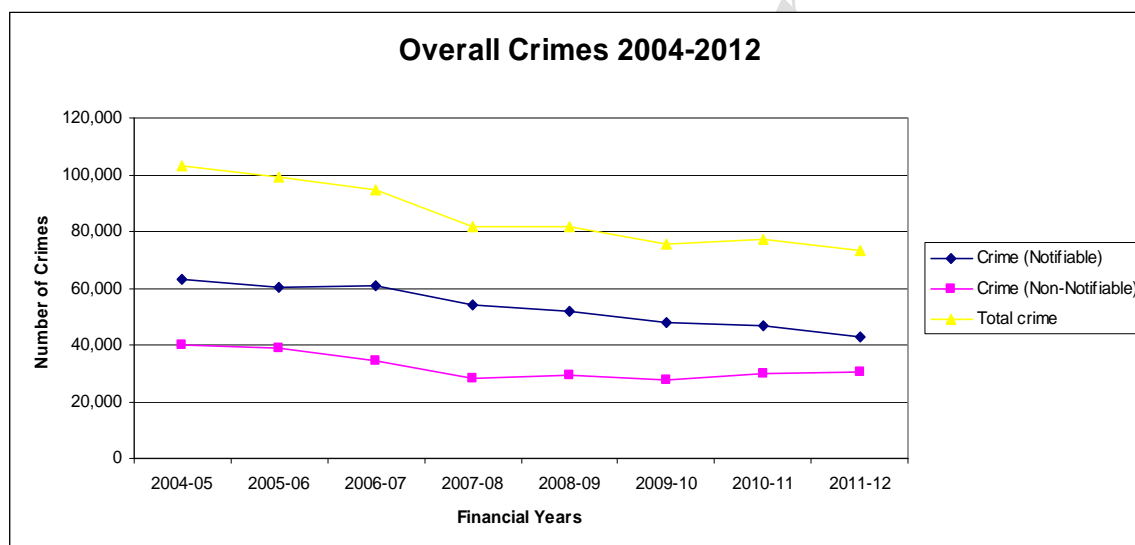
We will underpin our values by being a police service that is;

- Highly responsive and customer focused, recognising the impact of our actions in all that we do and assisting industry colleagues to minimise disruption to the railways
- A manager of risk, making critical decisions using strong evidence based methodologies
- Highly motivated, outcome driven , focused on tackling crime and committed to protecting the vulnerable and serving the public
- Committed to demonstrating integrity, transparency and being open to challenge
- Responsible for our own actions and for challenging the actions of others where our standards are not met
- Prepared to acknowledge mistakes and committed to service recovery when things go wrong
- Determined to deliver the best possible service and results for the public, the railways and our people – exceeding expectations wherever possible
- Commercially astute and business focused without compromise to our role in protecting and serving the public
- Entrepreneurial, innovative and creative, constantly seek new ways to deliver better service and appropriately pushing the boundaries of existing Police practice

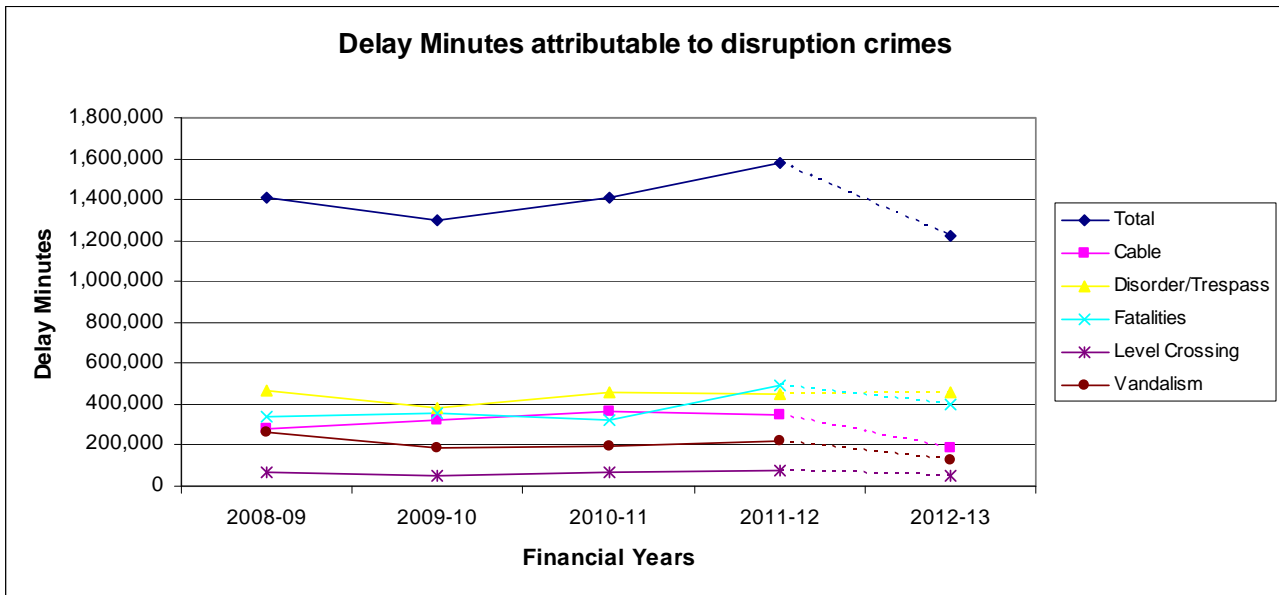
Our achievements

[Graphics to be formatted]

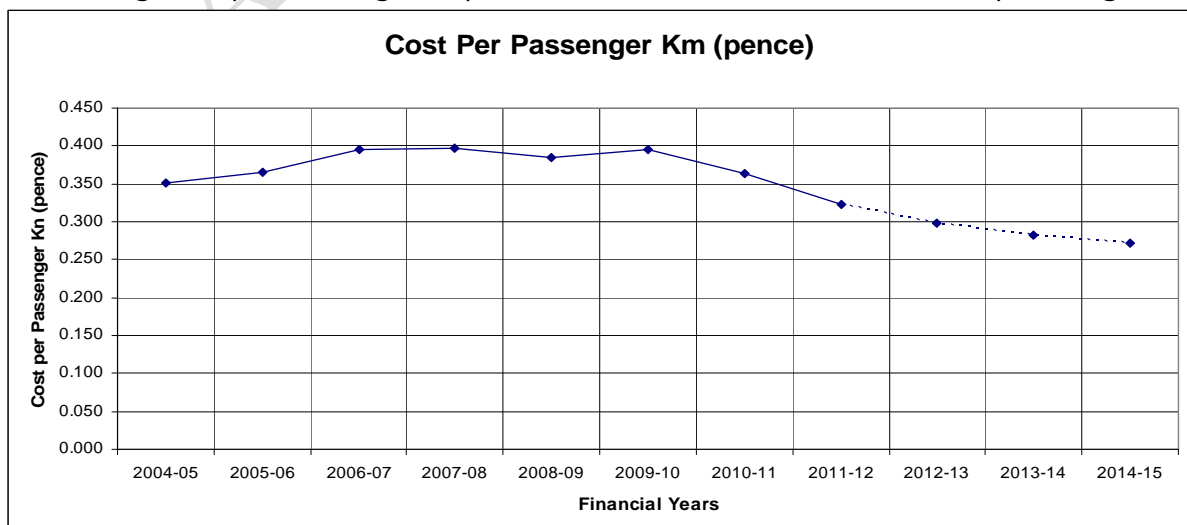
Passenger journeys on Britain's railway have risen from 720m to over 1.3bn between 1994 and 2010. In addition, the distance travelled has increased from 30bn km to 54bn km over the same period. During this time BTP, in partnership with train operators and Network Rail, has made considerable progress during the life of the last Strategic Plan. The railway is now a safer place than it has ever been for those who work and travel on it. Crime has reduced by 33% in the last eight years, whilst at the same time the number of people travelling on the railway has increased by nearly 50%. Significant reductions have been made in crimes which are priorities for those who use the railway – robbery has been reduced by 70%, theft by 48%, violent offences by 19% and motor vehicle crime by 71%. At the same time, more criminals who commit offences on the railway are being arrested. BTP's detection rate has risen from 17% to 32% since 2004-05 and the number of offenders detected has increased by 20%.



We have also worked with train operators and Network Rail to reduce disruption. This year has seen a 27% reduction in minutes lost to police related disruption incidents and a particular focus on live cable theft has seen a 48% reduction in this type of crime during 2012-13 and minutes lost as a result have gone down by 58%



We recognise that the rail industry has to work within tight financial constraints and we have made every effort to reduce our unit cost and provide value to stakeholders. BTP is in a very strong position to deliver the 30% reduction in cost per passenger kilometre that was recommended by the McNulty Report and is significantly further ahead than most other industry sectors in this regard. As well as achieving significant reduction to the cost per passenger kilometre, BTP has also undergone a prolonged period of real budget reduction. After the growth experienced between 2004-09, BTP's real budget has been steadily reducing. Using Treasury RPI forecasts it is likely that, throughout the period under review by McNulty (2008/9 – 2014/15), BTP's real budget will have reduced by 13.58% from £194.6m – £168.2m at 2008/9 prices. This prolonged focus on organisational efficiency has resulted in BTP comparing very favourably to other police forces; a higher proportion of the budget is spent on frontline policing than any other force in England and Wales and the Force has one of the highest percentage of police officers dedicated to local policing.



The context for our plan to 2019

In London alone, total travel is projected to increase by four million journeys every day by 2025. There are also significant forecasts for growth contained within the Government's Command Paper. By the end of Control Period 5 (2019) it is forecast that there will be a 16-20% increase in passengers, a 25-30% growth in freight and a significant growth in non-commuter traffic and traffic outside of London. In addition, there will be several high impact developments on the railway network. As part of the HLOS the Government announced the creation of a high-capacity 'electric spine' running from Yorkshire and the West Midlands to South Coast ports allowing more reliable electric trains to cut journey times and increase capacity for passengers and freight.

If HS2 goes ahead as planned, it is anticipated that Phase 1 will open in 2026 and will include 4 high-speed stations in London and the West Midlands. Other major projects include the new Crossrail network which will consist of 37 stations, linking Maidenhead and Heathrow in the west, to Shenfield and Abbey Wood in the east. New stations will be built along the central route of the line and it is anticipated that the route will provide a 10% increase to rail capacity in the capital and around 200 million passengers will travel on the new network each year.

The importance of reducing disruption as a focus on all rail systems is likely to increase as its cost and impact continues to rise. On critical parts of the network, such as the West Coast Mainline, which is planned to double its capacity, and in strategically important locations around London any delay will have a serious impact on passengers and lead to severe financial loss for the railway industry and the UK economy generally. BTP's response to the prevention and management of this type of incidents will be crucial. This will require the redeployment of police resources to provide the necessary response and coverage to critical locations, which can often be outside urban and easily accessible areas. The pressures from growth of the network, increased freight and a more diverse and demanding travelling public will be compounded by a likely increase in the reporting of ASB and the continued terrorist threat.

There is, therefore, likely to be a general and significant change in demand for BTP from staff, passengers and the industry in the next decade. To address this we have set the following strategic objectives for 2013-19:

Our objectives

- Keep transport systems running
 - Reduce minutes lost to police-related disruption by at least 20%*
- A safe and secure railway
 - Reduce crime on the railway by at least 20%
- Promote confidence in use of railway
 - Increase passenger confidence by at least 10%**
- Deliver value for money
 - Deliver the above within an MTFP constrained by RPI

* To be measured in customer hours for TfL and LUL

** To be measured via the National Passenger Survey and a measure agreed with TfL and LUL

How will we get where we want to be

We have set out our operating context above and in the next section of the Strategy we describe in more detail our plans for building our strategic foundations in terms of activities relevant to;

- Our operational activities
- Financial/commercial plans
- Our customers
- Our people
- Wider society

This work is at an early stage and we are developing more detailed plans relating to our people and our organisation. Given the acknowledged ongoing financial and operating pressures, it is clear that BTP will need to operate differently in order to secure the operational capacity necessary to deliver the 20% reduction in crime, 20% reduction in delay minutes and an increase of 10% in passenger and staff confidence by 2019. Organisational change is likely to be required to control costs within RPI and find the savings necessary to invest in improved efficiency and effectiveness in order to deliver a strengthened frontline.

BTP will therefore explore a range of operating models that provide the capability and capacity to achieve these objectives, improve stakeholder engagement, reduce BTP's unit cost and continue to enable the railway industry to meet the challenges of the NcNulty report. Any model will need to be adaptive in the context of a fast-changing railway infrastructure and must also provide the command resilience, operational grip and ability to respond that led to the significant reductions in crime and disruption during the last Strategic Plan.

Such a major change programme will require us to embed and project the key values and behaviours identified within this new Strategy and implemented throughout BTP as part of Operation Inspire. An analysis of key personnel and positions within BTP has been conducted and provides the basis to identify involve and nurture the key change agents required to deliver this ambitious changes.

A review of BTP's People Strategy, IT Strategy Estates Strategy and ways of working, will also be key early enablers required to deliver this change. Implementing and overseeing this programme of work will be one of the most important priorities for the Authority.

Our strategic foundations

Our strategic foundations describe the capability we will build in order to deliver our strategic objectives – delivery plans will be developed for each foundation which take into account the required systems, skills, values and culture to deliver our objectives.

<i>Our vision: Working together for a safe, secure, reliable and expanding transport system.</i>					
	Operational	Commercial & financial	Our customers	Our people	Society
By integrating our policing services with railway service providers planning and processes, as well as with the wider policing community	Integrate BTP's planning process with TOC, FOC and Network Rail processes in order to optimise resource, design out crime and reduce disruption				
	<p>Draw on the wider policing landscape to increase BTP's effect in order to optimise resource and commission effectively</p> <p>Exploit BTP's position within the policing family, its experience and national accreditation to provide a national lead in areas where it is beneficial to the railway industry to do so</p>	<p>Map the industry planning cycles and ensure BTP integrates into national and local structures</p> <p>Work with the DfT to ensure BTP is integral to the franchise procurement process</p> <p>Ensure transparency by being able to demonstrate clear links between financial inputs and operational outcomes</p>	<p>Work closely with railway service providers so that BTP is inextricably linked as an enabler in improving and expanding the railway network</p> <p>Ensure that all resources that contribute to railway safety are tasked through a joined up process to maximise effectiveness</p>	<p>Embed the leadership and management qualities necessary for BTP staff at all levels to integrate with railway service providers and other agencies so that resources are deployed to maximum effect</p>	<p>Include the public, private sector and Home Office Police Forces in consultation arrangements in determining local priorities and actions that support wider social needs</p>
By demonstrating improved performance and reduced costs through a range of measures including integration, outsourcing, commissioning and broadening our customer base	Create economic, legal and structural conditions necessary to effectively collaborate, commission and broaden BTP's client base in order to improve performance and reduce cost				
	<p>Explore legislative and other opportunities to overcome the organisational constraints imposed on BTP including:</p> <ul style="list-style-type: none"> • NDPB status and VAT liability • Pensions position with Home Office forces • Legislative anomalies • Jurisdiction 	<p>Benchmark BTP's support functions and supervisory ratios against a wide range of other organisations to establish the optimum ratio of back office, supervisory and operational resources</p> <p>Identify direct and indirect economic benefits delivered by BTP</p> <p>Provide effective and efficient frontline services to railway service providers, their staff and their passengers through an unrelenting focus on reducing back office costs and overheads</p>	<p>Create the conditions so that BTP is able to commission a range of services where appropriate to improve safety and reduce disruption</p> <p>Determine what stakeholders value most about BTP and what it does, and link these findings to activity and resource levels</p>	<p>Maintain a strong performance culture within BTP. Recruit leaders who are able to drive organisational improvement and change, constantly seek new ways to deliver better service and appropriately pushing the boundaries of existing police practice</p>	<p>Protect the national rail infrastructure and the vital economic and societal role it plays</p> <p>Ensuring the reliability, safety and security of the rail infrastructure by being at the forefront of developments in protective security and counter-terrorism</p> <p>Providing added value to the tax payer by driving out efficiencies to re-invest in frontline service delivery</p>

	Operational	Commercial & financial	Our customers	Our people	Society
Focusing on reducing crime and also understanding the needs of staff, passengers and the public on the transport system in order to care for and protect them	Develop and embed BTP 's policing ethos, values and behaviours across the organisation in order to promote confidence and reduce crime				
	Optimise BTP's resource profile and deployment strategy to provide the best possible response and policing service to victims of crime Establish an agile workforce able to respond to the needs to BTP's stakeholders	Ensure BTP has the optimum workforce mix to provide the services over a national footprint, taking into account the varying degree and nature of demand	Effectively engage with railway service providers so that their priorities and concerns are built into BTP's strategic planning processes	Ensure that BTP can recruit and retain exceptional individuals who are highly motivated, committed to protecting the vulnerable and serving the public, commercially astute, customer focused, entrepreneurial, confident in managing risk and committed to service recovery	Engage with rail staff and the travelling public and ensure that their concerns and priorities effectively influence BTP planning processes Identify and engage with vulnerable and minority passenger groups and addressing their concerns in order to promote confidence in the use of the railways
By continuously innovating the way we police in order to anticipate the impact of new technologies and social change on a safer, more secure and more reliable transport system	Create conditions which embed entrepreneurship, creativity and innovation at all levels of BTP in order to deliver value for money, reduce crime and reduce disruption				
	Implement an effective horizon scanning process so that BTP is well placed to anticipate and exploit changes in the policing landscape and the wider political, social and economic environment	Further developing expertise in transport policing through national and international best practice review Creating income opportunities through knowledge export programmes	Through integration in the railway industry's long term planning process, identify at an early stage and enable the industry to take full advantage of technological advancements to make the railway safer and more secure	Embedding an ethos of creative and innovative problem solving in all our staff	Being at the forefront of technological change and innovation in order to contribute to the best possible passenger experience
By developing confident, competent and trained officers, PCSOs and police staff that are equipped for the future.	Develop the skills and influence which enable BTP staff to effectively command people, incidents and situation even when they have no direct authority				
	Introduce and embed a leadership academy to develop a comprehensive talent management programme Create the conditions to allow easy transfer of talent and experience into and out of BTP	Ensure BTP's terms and conditions of employment enable the recruitment and retention of the very best people whilst still retaining the benefits of an agile and flexible workforce	Seeking out opportunities to share learning and development with that of stakeholders to further develop commercial awareness and skills Promote a culture of risk management and service recovery, and ensure that there is a bias to service continuation wherever possible and appropriate	Embed a culture of inclusiveness within BTP and ensure that all staff are treated fairly and with dignity and respect Promote BTP's unique policing style and structure so that it is regarded as the best police force to work for By valuing the workforce and recognising, talent, skills and experience in order to ensure the best possible conditions exist for recruitment, retention and progression	Recruit and retain a diverse workforce in order to improve the level of trust and understanding between the BTP and the railway community Develop and retain a workforce that more accurately reflects the profile of the community in order to ensure we deliver the best possible service and understanding of needs Build a culture of transparency and openness, share information whenever possible and adhere to the highest standards of corporate governance

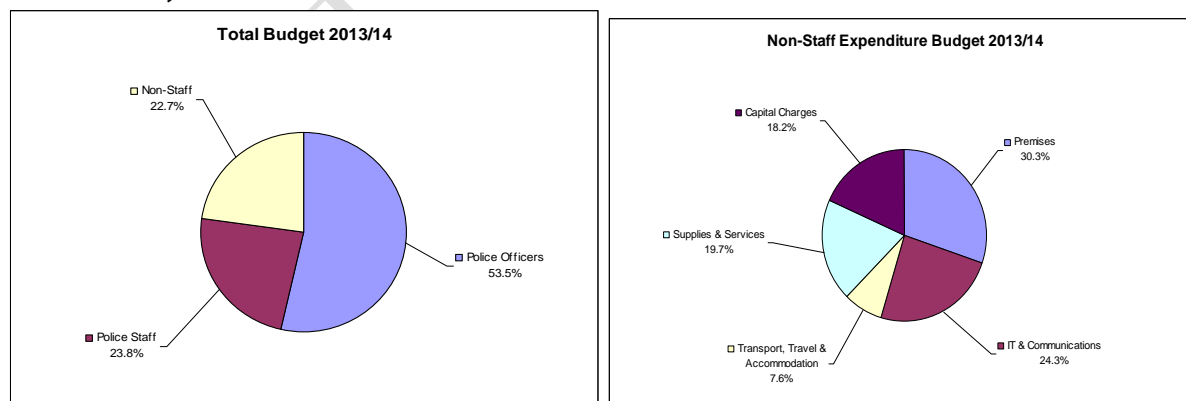
Our resources

We will control our costs such that annual increases for the period 2013-19 will be within RPI; subject to our assumptions on crime and terrorism and major cost drivers not changing.

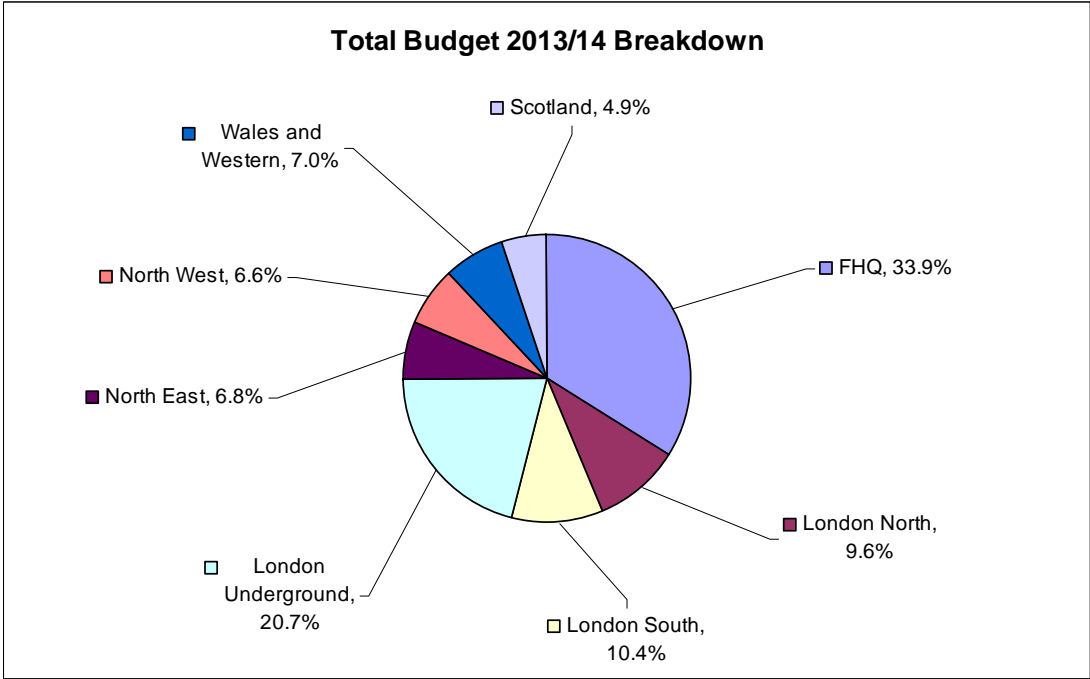
The following table sets out the refreshed Authority Medium Term Financial Plan (MTFP). There are a significant number of additional pressures which have emerged since the Authority considered the MTFP last year; these include Winsor reform, pensions and Airwave usage costs. These additional pressures have been considered by the Force Executive Board and scrutinised by the Authority to find additional savings in order to keep the budget within our proposed PSA charge and control the MTFP.

	2012/13	2013/14	2014/15	2015/16	2016/17
	£m	£m	£m	£m	£m
BTP Net Budget Requirement	200.307	202.092	205.609	212.679	219.113
Authority Internal Net Budget Requirement	1.870	1.870	1.919	1.984	2.043
Total Authority Budget Requirement	202.177	203.962	207.528	214.663	221.156
Release of previously found savings	3.338	1.600	0.000	0.000	0.000
Funding required for BTP from PSA	196.969	200.492	205.609	212.679	219.113
Funding required for Authority from PSA	1.870	1.870	1.919	1.984	2.043
Total Authority proposed PSA charge	198.839	202.362	207.528	214.663	221.156
Increase in PSA charge over previous year	0.0%	1.8%	2.6%	3.4%	3.0%

Resource allocation in year 1 of our Strategy - Pay/non-pay (to be formatted)



Area allocation³ (to be formatted)



DRAFT V 6.0 for comment

³ FHQ costs includes the cost of a range of support functions including Control Rooms, Crime Recording Centre, Counter Terrorism, Scientific Support, Human Resources, Learning & Development, Corporate Resources & Finance, Major Investigation Unit, Special Branch, Information Technology and Professional Standards



BRITISH TRANSPORT POLICE STRATEGIC ASSESSMENT

Owner: Charlotte Crabtree, Head of Performance and Analysis
Date: October 2012

Introduction

Horizon scanning has been undertaken to look at the key PESTELO (Political, Economic, Social, Technological, Environmental, Legal and Organisational) issues which may impact upon BTP over the forthcoming 10 years.

Summary

The table below provides a quick guide to the likely timescales and impact upon BTP of the issues discussed in this document.

	IMPACT	TIMESCALE	PAGE
Political			
Directly elected Police and Crime Commissioners	High	Short	3
Scottish Independence	Medium	Medium	4
Increased victim focus	Medium	Medium	5
Restorative justice	Low	Medium	6
Rail industry reform	High	Medium	7
Economic			
World copper prices	High	Short	8
Expansion in railway capacity	High	Short	9
Franchising strategy and vertical integration	High	Short	11
Public and private debt	Medium	Medium	12
Public spending cuts	High	Short	13
Social			
Ageing society	Low	Long	15
Increasing ethnic complexity	Medium	Medium	17
Technological			
Cyber crime	Medium	Short	18
Social Media	High	Short	19
Near field communication	Medium	Medium	20
Environmental			
Nuclear and coal trains	Low	Medium	21
Legal			
Police.uk	Low	Short	22
Alcohol strategy	Low	Medium	23
Globalisation of crime	Low	Medium	24
Organisational			
Force collaboration	Medium	Medium	25
New police ICT company	Low	Medium	25

Political

Issue	Directly elected Police and Crime Commissioners¹
Timescale	Short Term
Impact	High

Directly elected Police and Crime Commissioners (PCC's) are to be introduced in England and Wales following from the Police Reform and Social Responsibility Act 2011. This will bring directly elected democratic accountability to forces for the first time. Elections will take place on 15 November 2012. For London this took place in May as part of the Mayoral elections. Responsibility has been legally delegated to the Deputy Mayor of Policing and Crime, Stephen Greenhalgh. BTP and the City of London Police will not have PCCs.

The powers of PCC's include:-

- Appointment and dismissal of Chief Constables, although the Chief Constable will appoint all other officers within the force;
- Set out and publish a five-year police and crime plan, although it may be refreshed each year;
- Receive the policing grant from the Home Office, various grants from Department for Communities and Local Government and the local precept;
- Commission policing services from the Chief Constable. These services shall be set out in the plan where their objectives and funding will be publicly disclosed; and
- Able to require a report from Chief Constables at any time about the execution of their functions;

PCC's will replace police authorities in Wales as well as in England. So far as possible, the intention is that the arrangements in Wales and England will be the same, but the Police Reform and Social Responsibility Act reflects the Welsh devolution settlement and the specific powers of the National Assembly for Wales and Welsh Ministers. In order to minimise bureaucracy and prevent disruption to programmes, ministers have decided that existing arrangements for community safety and partnership funding will continue during 2012/13. In 2013/14, in addition to the main police grant and precept, PCC's will also receive funding from the Community Safety Fund which will support local priorities which might include tackling drugs and crime, reducing re-offending, and improving community safety.

Impact for BTP

The impact of the PCCs is likely to result in more locally focussed Home Office forces, which could alter their relationships with BTP. For example, the provision of custody space free of charge is currently provided to BTP and Home Office forces also regularly attend BTP incidents where it would take BTP too long to be first-attenders themselves. These informal arrangements also cover the provision of services from Crime Scene Examiners and other specialist officers. These arrangements could come under scrutiny from PCCs who will be under intense political pressure to fulfill election mandates and will wish to ensure that as many resources as possible are prioritised accordingly. The impact of any changes to the current arrangements could be significant. There would be considerable cost to BTP if it were obligated to pay for custody space (or build its own facilities) and other services, and the impact on BTP's resource deployment if it were expected to attend all incidents without Home Office assistance would need to be managed.

There will inevitably be implications for BTP and BTPA's stakeholder management strategy given that there will be 43 new stakeholders with differing and possibly narrowly focused priorities. An internal communications plan will also be required. PCCs will undoubtedly take an interest in stations and railway infrastructure if they are seen as having crime or ASB problems which affect the satisfaction of local residents and will expect BTP to work with them in tackling any issues. There is also potential for an extra focus on crime and incident levels around stations and crime, and incident data will be requested more frequently from BTP's analysts. BTP's Area will be required to develop good working relationships with PCCs to exploit collaborative and partnership opportunities that may arise. Given the PCC's significant influence over funding streams there could be opportunities to focus joint resources on problem areas.

¹ <http://www.homeoffice.gov.uk/publications/police/pcc/what-partners-need-to-know?view=Binary>

Issue	Scottish Independence²
Timescale	Medium
Impact	Medium

Scotland's first minister, Alex Salmond, has announced plans to hold an independence referendum in the autumn of 2014. The Referendum Bill is a proposed parliamentary bill to set out the arrangements for this referendum which is likely to put forward in 2013.

The Electoral Commission watchdog is set to make sure everything is conducted properly. It is an independent body with recognised expertise in such issues, and whose values are "fairness, impartiality and "transparency". The Scottish National Party (SNP) previously expressed concern that the commission was accountable to Westminster and not Holyrood, and its board were appointed politically. But it now seems certain that the Scottish government will not insist on a new and similar Scottish body being set up to keep an eye on proceedings.

With now over 21,000 responses, this is the third highest consultation in the history of devolution – behind only the same-sex marriage and smoking in public places consultations, and over seven-times the level of response to the UK Government's consultation.

The Scottish National Party officially state they will maintain police numbers. However it is unclear what the Scottish government budget would look like post-independence.

Impact for BTP

The initial task for BTP will be to ensure that the currently good working relationships with the Scottish Office forces are maintained with the single Scottish Police Service. Although ACPOS will continue to exist up to the formation of the new Scottish Police Service in 2013 and provide an appropriate forum for strategic engagement with Scottish partner police forces, discussion of the successor arrangements will not be possible prior to the appointment of the Chief Constable for Scotland. There is also a need to work with the Scottish Government over the impact of the Police and Fire Reform (Scotland) Bill and ensure that all of the statutes that BTP requires to exercise constabulary powers are maintained.

The Scottish Police Service is unlikely to bring about the increase in localism or politicisation which many expect from the introduction of the PCCs in England and Wales. However, any new Chief Constable may examine the provision of services such as custody to the BTP and decide that they should be chargeable. If the current willingness of Scottish police services to respond to some BTP incidents was withdrawn, this would be felt especially keenly in Scotland given the geographically inaccessible nature of some of the country.

Supporters of Scottish independence may see the move towards a single police service as a catalyst for the taking over of the BTP Scottish Area, despite the benefits that a specialist police service for the railways brings. This would lead to significant work being required by both BTP and the BTPA in order to ensure that the Scottish Area remained part of BTP and that BTP and the railway community's interest were properly represented. There is also a risk of read-over from Scotland to London and Wales from politically motivated groups.

² <http://www.bbc.co.uk/news/uk-scotland-scotland-politics-16745395>

Issue	Increased victim focus
Timescale	Medium
Impact	Medium

Over recent years there has been an increasing focus of government policy around victims of crime. For example through the appointment of a victims champion Sara Payne and to the government strategy on Violence against Women and Girls to policies directed to tackling repeat victims of anti-social behaviour.

There is now a push from the legal establishment to make the law more transparent to victims and to make the workings of the law more transparent to the public. The Coroners and Justice Bill 2009 purpose is to establish more effective, transparent and responsive justice and coroner services for victims, witnesses, bereaved families and the wider public, updating parts of the criminal law to improve its clarity, fairness and effectiveness.

The anti social behaviour white paper '*Putting victim's first – more effective response to anti-social behaviour*' sets out the government's plans to deliver on the commitment to introduce more effective measures to tackle anti-social behaviour. The White Paper also puts these plans in the wider context of reforms to the policing and criminal justice landscape.

Impact for BTP

It is widely understood that anti social behaviour is increasingly worrying members of the public and is linked to factors beyond the police service's ability to deal with such as lack of parental discipline and schooling, lack of respect for authority including police and economic factors such as poverty and unemployment. However, the police are expected to deal with this type of behaviour and, increasingly, provide reassurance to victims or residents. Although the nature of anti-social behaviour on the railway network is generally different from that experienced elsewhere, the same expectation is held for BTP and this is likely to grow in the future.

Key to providing reassurance is visibility and response; activities which are resource intensive and will be a challenge for BTP to increase in the future. In order to manage this, BTP has already ensured that its patrol and deployment strategy reflects the times and places where ASB and related crime are more prevalent, but resources will always be pressurised given the scale of the railway network. The deployment of Neighbourhood Teams has also helped increase confidence of passengers and staff. BTP will also need to ensure that it understands and responds to the differing needs of discreet groups within its community such as young people, the elderly, ethnic minorities and railway staff.

There will also be a requirement for BTP to ensure that its officers and staff are trained to integrate with the new and more responsive criminal justice system and that the costs required in implementing new national policy, especially in relation to repeat and vulnerable victims, can be met. Officers and staff will be required to spend more time updating victims of crime and the already busy Criminal Justice Units will experience an increase in demand and statutory requirements. BTP must also ensure that its IT systems are able to communicate with all of its criminal justice partners in the future.

<i>Issue</i>	Increase in restorative justice
<i>Timescale</i>	Medium
<i>Impact</i>	Low

Cost savings, the decrease in re-offending rate and the current agenda to involve the victim as a stakeholder in the criminal justice system will potentially lead to restorative justice becoming more prevalent in the criminal justice system in the near future. The acceptance of a criminal justice framework that also focuses on the victims, witnesses and impact of crime on communities is reflected in the Scotland Justice Bill consultation where offenders shall be obliged to offer some reparation to their victim.

The Ministry of Justice evaluation of restorative justice in November 2011 extols its virtues, however potential obstacles against the proliferation of restorative justice in the Criminal Justice System remain. This includes eradicating poor restorative justice practices such as coercing the offender or victim to participate. In addition, high 'moral panic' about crime allied to notable sections of the public who equate justice with punishment could stifle the wider introduction of restorative justice as it is perceived as a 'soft' option.

Impact for BTP

BTP currently administers restorative justice through Neighbourhood Policing Teams on a limited scale. For example, BTP Manchester Neighbourhood Policing Team run a Yellow Card Scheme, a scheme working with schools and rail to prevent low level anti-social behaviour using education and a warning system. In an era where restorative justice becomes much higher on the criminal justice agenda both in theory and practice, it is clear that will need to ensure that relevant police personnel have an enhanced knowledge of restorative justice practices and that relationships are built with external agencies to implement process on a wider scale.

Feedback from the railway industry is that restorative justice is not generally supported. However, it is likely that it will become more prevalent and will take up more of BTP's officers and staff's time and training needs. The cost of adopting restorative justice practices will also need to be understood and a consistent, national approach will be needed to develop so opportunities for positive action that could potentially lead to improved stakeholder relationships and reduced crime and ASB levels in the medium to long term can be identified and exploited.

Issue	Rail industry reform
Timescale	Medium
Impact	High

The Government's vision for the railways is set out primarily within the March 2012 Command Paper *Reforming our Railways; Putting the Customer First*. The four key aspects of the government's reform programme are securing value for the passenger, dealing with the current fiscal deficit, supporting economic growth through investment, and delivering environmental goals by encouraging people to use the railway rather than private transport.

The Government are committed to finding £3.5 billion savings within the rail industry (around 30%) by 2019. However, they are clear that this is to be achieved through smarter working, not by cutting services or raising fares. Ultimately, the aim is to end above-inflation fare rises and to reduce the burden on the taxpayer.

In terms of investment, the Command Paper states that £18bn will be invested in the railways for this spending period. This growth is discussed in the next section of this paper. The Command Paper also makes a number of commitments to improve the passenger experience such as to reduce crowding, cut journey times, better information about rail performance, including real time data on train running and timetables, a more powerful role for Office of Rail Regulation and local bodies such as Passenger Transport Executives and local authorities, a more flexible and user-friendly fares and ticketing system and a more resilient, reliable rail network, with more services on time.

Impact for BTP

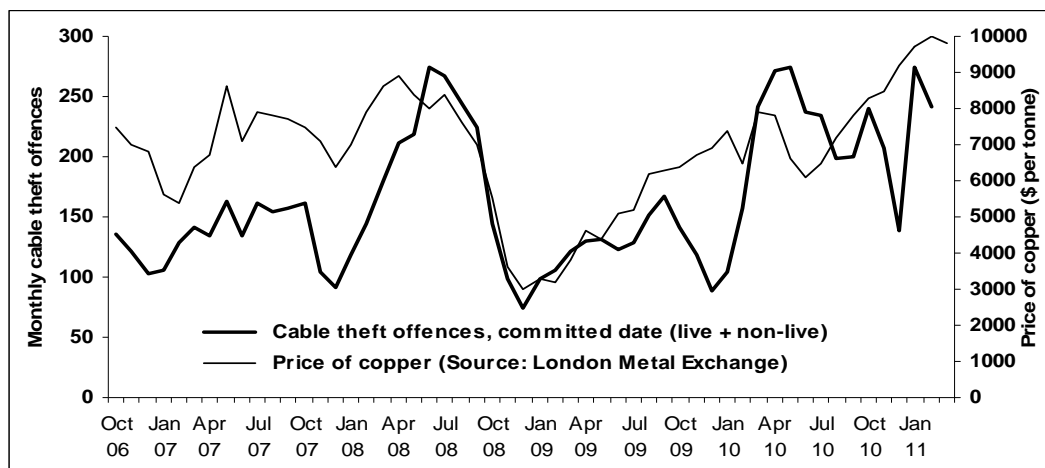
There are clearly significant issues for BTP with respect to the future railway strategy. BTP must continue to play an enabling role in helping the industry meet the financial challenges contained within the Command Paper as well as meeting the additional demand which will ensue as a result of the investment and growth invested in by the government. The direct relationship between BTP's activity in reducing disruption, crime and ASB with increased revenue, ridership and the achievement of performance targets should be clearly articulated. Relationships with sub national bodies such as PTEs will need to be established as they become more influential in planning and service delivery. The BTPA Executive has carried out a detailed piece of analysis on the implications of the rail reform programme and this is attached as Appendix A.

Economic

Issue	World Copper prices
Timescale	Short
Impact	High

The relationship between world copper prices and the theft of cable is well established as can be seen in the chart below.

Chart 1 Cable theft offences recorded by BTP and the price of copper, since October 2006



The consensus amongst experts is that demand for copper from China and other developing countries will continue to grow. As a result, in the short term demand will outstrip supply as world capacity will grow by around 4% per annum until at least 2015. The price is likely to remain between \$10,000 and \$11,000.

Impact for BTP

Cable theft has been one of BTP's key priorities for three years and has required intensive resourcing to enable crime to be reduced to the level it is currently at. As well as operational resource deployments, including a national dedicated task force, BTP has also diverted considerable resources to leading on metal theft nationally for the Association of Chief Police Officers, engaging with external agencies such as the Serious Organised Crime Agency and the Environmental Agency, working with National Rail and other in setting up a national intelligence fusion centre, educating scrap metal dealers and raising the profile of metal theft in the press. If the value, and subsequent demand, for copper continues to rise then it is likely that BTP will be required to sustain or increase the resources currently dedicated to combating cable theft. Current funding levels received from partners such as Network Rail and central government are significant and would need to be sustained through the long term.

The majority of cable theft takes place in rural, hard to reach areas, so the impact on BTP's resource deployment is significant, often requiring long distance travel. The disruption caused by cable theft will become more damaging and expensive as the network grows over the next decade, compounding the requirement for BTP to work with the industry in reducing crime. This is likely to lead to a further resource shift from London and the South into the Midlands and Northern England so that a quick response by BTP can be achieved. Between April and October 2012, there were 710 (51 per cent) fewer thefts of cable from the railway than in 2011. There is an opportunity for BTP to publicise this success to stakeholders so that the benefit of a specialised and dedicated police service is fully appreciated and to fully articulate its long term ambitions with regard to the reduction of disruption in the Strategic Plan.

Issue	Expansion in Railway Network, Passengers and Freight
Timescale	Short
Impact	High

The Office of Rail Regulation highlight a steady growth in passenger journeys and kilometres travelled since privatisation.

- Passenger journeys have risen from 720 million to over 1,300 million between 1994/95 and 2010/11;
- In addition passenger kilometres travelled has increased from 30 billion to 54 billion over the same period;
- National rail trends data indicates that rail passenger trips have increased by around 70% over the last 20 years and there is little evidence of growth slowing down. In London, total travel is projected to increase by four million journeys every day by 2025.

Forecasts for growth by 2019 (Rail Command Paper):

- 16-20% passengers
 - 23-30% freight
- Significant growth in non-commuter traffic, also all traffic outside of London – and proposed development of light rail (tram)

There will be several high impact developments on the railway network over the next thirty years. In July the government announced the creation of a high-capacity 'electric spine' running from Yorkshire and the West Midlands to South Coast ports allowing more reliable electric trains to cut journey times and increase capacity for passengers and freight. This comprises an £800m electrification and upgrade from Sheffield – through Nottingham, Derby and Leicester – to Bedford, completing the full electrification of the Midland Main Line out of London St Pancras, and the electrification of the lines from Nuneaton and Bedford to Oxford, Reading, Basingstoke and Southampton.

If HS2 goes ahead as planned, it is anticipated that Phase 1 (London to West Midlands) will open in 2026. This phase will include 4 high-speed stations in central London (Euston), West London (Old Oak Common), Birmingham Airport (Birmingham Interchange) and central Birmingham (Curzon Street). Phase 2 (West Midlands to Manchester and Leeds) would be completed by 2032/33. This phase will add further stations in Manchester, The East Midlands, South Yorkshire, Leeds and Heathrow. It is predicted that HS2 would double capacity on the West Coast Mainline. In moving current inter-city services onto HS2 lines, more space would become available for additional commuter, regional and, likewise, freight services, (especially the container market).

The Crossrail network will consist of 37 stations, linking Maidenhead and Heathrow in the west, to Shenfield and Abbey Wood in the east. New stations will be built along the central route of the line at Paddington, Bond Street, Tottenham Court Road, Farringdon, Liverpool Street, Whitechapel and Canary Wharf. It is anticipated that around 200 million passengers will travel on the network each year and the route will provide a 10% increase to rail capacity in the capital. It is expected that Crossrail services will start on the central section in late 2018.

The Thameslink expansion programme will further increase network capacity, through more trains, increased stations on the network and new rolling stock to be rolled out 2015/2018. Improvements at Blackfriars, Farringdon, London Bridge and other stations will likewise increase capacity. Both Crossrail and the Thameslink upgrade will enable travel across/through London, without the need to change trains, which we would expect, in the short term at least, to reduce passenger footfall on the underground.

The Intercity Express Programme (IEP) will see the removal of the current High Speed Trains from the network, to be replaced with new "first-generation" electric trains, principally on the ECML and GWML. The project was started in 2007 and despite initial delays following the economic downturn, will see old diesel rolling stock replaced over the next 25-30 years, which will increase capacity between London and Wales and the South West.

Impact for BTP

There are several significant areas where this growth will impact on BTP in the future. Increased passenger numbers on the network are likely to lead to an increased demand for BTP and a rise in crime and ASB. BTP's role in reducing crimes such as staff assaults, route crime, vandalism and graffiti, which can impact on the running of the railway will be crucial. Although recent increases in passenger numbers have been accompanied by reductions in crime, this is not sustainable and a tipping point will soon be reached where the significantly increased use of the railways results in rising crime levels. A rise in incidents has already been recorded and demand in this area is also expected to increase, compounding the pressure on an already stretched frontline. Overcrowding will become more serious and frequent and the requirement for BTP to use its expertise and powers to ensure such situations do not result in public order issues will also be very important.

With a much busier railway, the cost and impact of disruption will rise exponentially. For example, at hotspots such as the West Coast Mainline (which is planned to double its capacity) and at strategically important locations around London any delay will have knock on effects which, as well as putting passengers in danger, will have severe financial effects for the railway industry and the UK economy generally. BTP's response to these types of incidents will be crucial, and there will be an expectation that resources continue to be deployed and available at critical locations, which can often be outside of urban and easily accessible areas.

The growth in the network will obviously require extensive civil engineering, which can suffer from theft and vandalism if not properly secured and policed. Valuable cable and other infrastructure equipment is often at these locations for prolonged periods and experience during other large scale upgrades such as the West Coast Mainline show that there is vulnerability given the scale and duration of the projects. In terms of asset management, it is important that BTP understands fully the ambitions in the transport strategy to increase the commercial uses for the railway through infrastructure development so that it can deploy resources to optimum effect. In order to do this, it is essential that BTP is fully embedded in developing this strategy in the same sort of way that Crime and Disorder Reduction Partnerships involve Home Office police forces in multi agency work to target crime and anti-social behaviour.

There are opportunities for BTP to work with the railway operators to ensure that projects are completed on time and to minimise disruption during the project so that that penalties for over-running work are not suffered. However, if mechanisms such as EPSAs are not utilised and BTP are expected to police such locations with normal resource levels then there will be significant strain on resource levels and response capability.

Issue	Franchising Strategy and Vertical Integration
Timescale	Short
Impact	High

Since the government's announcement in January of its strategy towards franchising, it has become apparent that significant and permanent change will take place with regard to the franchise landscape between now and 2015. The government found that two main factors were acting as disincentives to TOCs investing more in their franchises. These were a tendency towards short-term franchises and the inability of a TOC to recover economic value for the investment, should another company be awarded the franchise at the end of its term. The government has therefore implemented a number of reforms to the present system, which will see much longer franchises being awarded (between 15 and 25 years) to much larger franchise operators (often referred to a 'super franchises').

As well as this, a new Network Rail structure has been implemented, which consists of 10 regions, each headed by a Regional Managing Director. These Managing Directors have responsibility and accountability for the whole of their Region including that of safety, customer service, asset management and spend, operations and maintenance. The McNulty review encouraged Network Rail to take this devolvement further and introduce Vertical Integration within the Regions, which would mean that there is a combined responsibility for both track maintenance and train operations, essentially merging the management of TOC and Network Rail into one entity. This approach would have obvious benefits in the way the network is managed, for example joint goals in relation to performance, cost reduction and network availability.

Impact for BTP

There could potentially be advantages to BTP in relation to these changes. For example, longer franchises will provide the opportunity for operators to invest more in stations and rolling stock as they are more likely to see a return on their money. This would also have the effect of further exacerbating the effects of any disruption to the network and would increase the importance of BTP's activity to the industry in this area. Improvements such as better security with the installation of new CCTV, lighting, help points, ticket gating etc, will hopefully make the railway environment safer and therefore reduce crime. There is also likely to be closer alignment between TOC security priorities and BTP's Policing Plan objectives and there could also be opportunities to review the current charging structure and local policing agreements.

The vertical integration model could also have potential benefits for BTP if it were possible to align its own organisational structure to that of Network Rail. This could lead to stronger relationships between BTP and industry stakeholders with a more responsive, transparent and aligned service provision. Economies of scale could also be achieved for all partners if the tasking and sharing of transport security resources were more closely linked.

In the future (CP6) there is likely to be a further emphasis on integration with rail, ports and airport and also a further development of light rail. BTP must ensure it has a clear organisational position within this new operating context. For example, would BTP seek to police all light rail systems and what opportunities and risks are there associated with seeking to expand its remit into other transport environments.

Issue	Growing public and private debt³
Timescale	Medium
Impact	Medium

As of end of January 2012 total UK personal debt stood at £1,456 trillion. The average household debt in the UK (excluding mortgages) is £7,975 and with mortgage is £55,988. The average amount owed per UK adult (including mortgages) was £29,634 this is around 122% of average earnings.

The UK public sector net debt in March 2012 was £1,022.5 billion, equivalent to 66.0 per cent of GDP – (note this excludes financial sector intervention.) If all financial sector intervention is included (e.g. Royal Bank of Scotland, Lloyds), the Net debt was £2311.6 billion (147.3 per cent of GDP). This is known as the unadjusted measure of public sector net debt.

- The Public sector net borrowing PSNB (annual government borrowing) for 2010/11 was £143.2 billion or 11.7% of GDP.
- The equivalent OBR forecast for 2011/12 is £122 billion.

Consumer costs are expected to rise over the next decade. In the next 10 years food prices will remain well above the levels of the last decade, according to the United Nations Food and Agriculture Organisation and the Organisation for Economic Co-operation and Development. Energy costs are also expected to rise, leading to further pressure on people's finances.

Impact for BTP

During a recession there is usually a rise in certain crime types such as robbery, theft of property and burglary. After the first year of the current recession there was a 25% increase in theft crime nationally and burglary and robbery have also increased, especially in rural areas. Crime on the railway has largely bucked this trend although the beginning of 2012 did see a rise in theft of passenger property in some Areas. With a prolonged downturn forecast, together with an increasing number of passengers, it is highly likely that the railway will suffer from a increased number of criminals attempting to carry out these types of crime. BTP will need to be able to respond to these threats and ensure that it has the ability to effectively deter and respond in the future. Public debt will compound these problems, with less investment in public services accompanied by a drop in police numbers. This is addressed in more detail below.

³ Office of national statistics

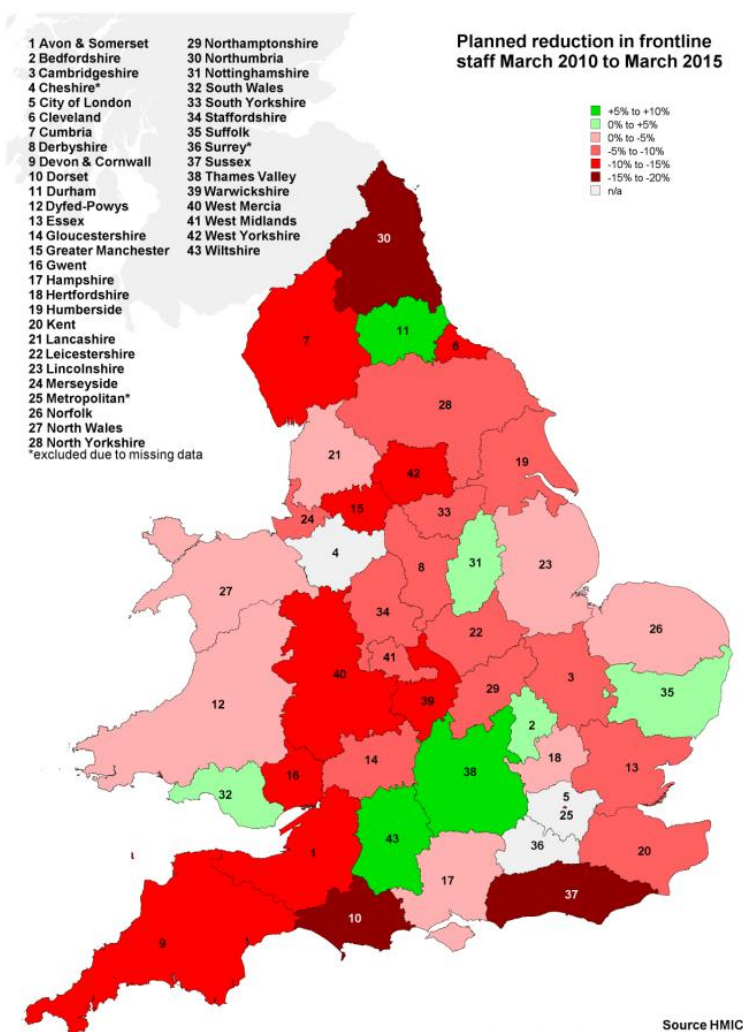
<http://www.ons.gov.uk/ons/publications/index.html?pageSize=50&newquery=public+sector+debt&sortBy=pubdate&sortDirection=DESCENDING&content-type=publicationContentTypes&pubdateRangeType=>

Issue	Public spending cuts⁴
Timescale	Short
Impact	High

In October 2010, the Government announced that the central funding provided to the police service would reduce by 20% in the four years between March 2011 and March 2015. HMIC carried out an inspection of all 43 police forces in England and Wales in Spring 2011, to see how they were planning to meet this financial challenge. Results were published in July 2011 and, a year on, an updated document was released to assess whether there had been any impact on the service provided to the public.

Overall police services in England and Wales are forecast to shrink by 13 per cent, with the total number of uniformed officers and civilian staff falling by 32,400. The nature of frontline policing is changing, with forces merging response and neighbourhood policing teams, spending more on police investigations and police protection and making increasing use of volunteer special constables. Forces are balancing their books by cutting the workforce and reducing their spending on goods and services.

The map below shows the planned reduction in frontline staff from March 2010 to March 2015. Of note Metropolitan Police, Surrey and Cheshire are not included due to missing data.



Source HMIC
Created by 6409 Jamie McDougall, July 2012
© Crown copyright. All rights reserved. British Transport Police 100033561 [2012]

⁴ <http://www.hmic.gov.uk/media/policing-in-austerity-one-year-on.pdf>

The report concluded that as a result of these cuts the Metropolitan Police Service, Devon and Cornwall and Lincolnshire Police may not be able to provide a sufficient or effective service for the public in the future.

Impact for BTP

The consequences of the recession and the resultant cut in public service spending will have a significant impact on BTP over the next decade. Police numbers in Home Office forces are declining and, despite a renewed focus on collaborative opportunities and back office cost reduction, the frontline strength of the police service generally will continue to reduce. This will put pressure on police resources across the board and could lead to increased crime and ASB levels with a reduced capacity to respond. In the context of the other pressures outlined in this document, this could have serious consequences in terms of Home Office forces' ability to work with and support BTP and specifically in responding to BTP incidents and crimes where no BTP resource is available within a short space of time. This will exacerbate the pressure on BTP's frontline especially in rural and remote areas where resources are already stretched. This is likely to be particularly acute in areas that are highlighted as not well prepared to make the required cuts such as the Metropolitan Police, Devon and Cornwall, and Lincolnshire.

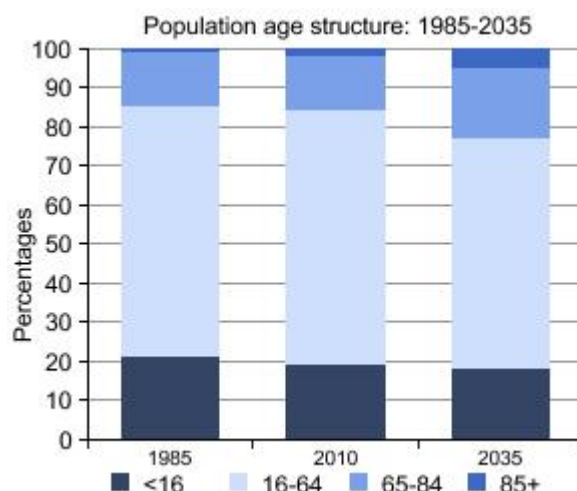
The reduction in public service financing could also see a growth in privatisation of police service provision, such as contract recently tendered by Surrey and West Midlands police. Although the recent high profile failure of G4S in providing Olympic security resources has dampened enthusiasm for such contracts, it is likely that such ventures will become increasingly common in the future. Although there are potential opportunities for BTP and the railway industry in reducing some costs through collaboration or outsourcing, the risks associated with such ventures are extremely high and will require significant effort in ensuring that the benefits of a specialised police service with full constabulary powers are recognised and that the railway community are not subjected to two tier or an inferior level of protection or policing service.

Social

Issue	Policing in an Ageing Society⁵
Timescale	Long
Impact	Low

The population of the UK is growing in size and becoming increasingly older. There are now more people aged 65 and over in the UK than children under 16, which has never occurred before. According to the Office for National Statistics, by 2035, 23% of the UK population is projected to be aged 65 and over compared with 18% aged under 16.

Table showing the projected population age structure between 1985 - 2035



An ageing society brings many different implications for policing. In particular, an ageing society poses questions around possible shifts in the nature of crime and the fear of crime. Elderly people aged over 60 are less likely to be victims of crime than those in other age groups however people aged over 60, especially women are found to be the most worried about crime and personal safety. Age Concern in a survey of 4,000 older people found almost half of those aged over 75 were too afraid to leave their homes after dark because they believed they would be subject to verbal abuse or mugging.

Whilst there is no evidence to support the contention that older people largely vote as a homogenous block, they nonetheless retain a potential voting power and this could further accelerate the focus on the 'fear of crime'. 'Fear of crime' is an abstract concept to measure, however it remains real and therefore policing organisations will have to become accustomed to devising formalised, sophisticated and localised strategies towards reducing the fear of crime. Potential obstacles remain, such as instigating initiatives that aim to reduce the fear of crime without unduly raising the fear of crime.

⁵ ONS, NRS, NISRA Mid-year population estimates 1985, 2010; ONS National Population Projections 2035, 2010-based: British Crime Survey 2008/09

<http://www.ageuk.org.uk/northern-ireland/latest-news/archive/elderly-fear-of-crime-highlighted-in-pensioner-survey/>; Alan Walker, Professor of Social Policy and Social Gerontology at the University of Sheffield (2009)

<http://www.guardian.co.uk/society/2009/jul/06/government-policy-ageing-population>

Judith Healy, 'The benefits of an ageing population' The Australia Institute, Australian National University, March 2004

The Observer (2010) Pensioner crimewave marks the rise of the 'Saga' Lout

<http://www.guardian.co.uk/uk/2010/nov/21/pensioner-crimewave-saga-lout>

The Centre for Strategic Analysis

The Telegraph (2008), Japan struggles with elderly crime wave

Fazel S, Hope T, O'Donnell I, Jacoby R (2002). Psychiatric, demographic and personality characteristics of elderly sex offenders. *Psychological Medicine*; 32:219-26.

Aston University, Tackling obesity and diabetes in an ageing population.

<http://www1.aston.ac.uk/about/news/releases/2012/april/tackling-obesity-and-diabetes-in-an-ageing-population/>.

http://assets.dft.gov.uk/statistics/series/rail/110805_Rail_Factsheet.pdf

There are two broad schools of thought when it comes to the impact of an ageing society on the rate of crime. On one hand, some argue that currently, young people are responsible for by far the most crime and therefore an ageing society is likely to lead to a more law-abiding society since older people are less likely to commit crimes against property and people. In contrast, there is a school of thought for the phenomenon of a 'grey crime wave'. Statistics by police forces in 2008/09 show rises of 15% and 25% in the numbers of pensioners being arrested. In Derbyshire, 260 over 65s were arrested for serious crimes in 2009, compared with 88 in 2008 and the Borough of Croydon saw a 14% rise in a single year.

A study on older prisoners revealed that the proportion of sexual offenders in the prison population increases with age and the proportion of offences against property decreases with age. In 2000, 33% of adults aged 60 or more received into prison under immediate sentence had been convicted of a sexual offence, compared with approximately 3% of all the adults received into prison that year. About half of older male prisoners under sentence are sex offenders. The most common offences for which older women are imprisoned in England and Wales are fraud and drug offences (though the numbers are very small). Custody facilities for policing organisations will have to adjust to take account of the health needs of this population. For example, Kingston Prison in Portsmouth has become the first in the country to provide a special 'elderly wing' with stair lifts and other adaptations.

Impact for BTP

It is difficult to predict with any certainty the impact of an aging society on BTP. Less than half of over 65s and less than a quarter of over 75s used the train in 2010/11 and the largest use of the rail network by retired people is for leisure with many trips being taken in off peak times. However, an ageing society is likely to bring an increase in health issues such as diabetes and coronary heart disease and could lead to an increase in rail disruption as a result of passengers taking ill. Passenger incidents make up a third of all delays on the Underground and people taken ill on trains make up a large proportion of those.

An ageing society and the 'grey' vote could lead to law and order and in particular issues pertaining to the fear of crime being placed highly in the policing agenda in the next 10 to 20 years, putting even greater pressure on BTP to deter and respond to ASB incidents and provide visible reassurance to the railway community. There may also be a shift in passenger use to off-peak trains, requiring BTP's deployment strategy to be reviewed.

BTP will also need to consider changes to custody facilities to account for the health and physical needs of an potentially ageing prisoner population.

Issue	Increasing ethnic complexity in the UK⁶
Timescale	Medium
Impact	Medium

The UK is becoming more ethnically diverse, and patterns of ethnicity are changing more quickly. According to the 2001 Census, people from minority ethnic groups made up 7.9% of the population in 2001, up from 6.6% in 1991. A 2007 population estimate suggests that 11% of people in England are from ethnic minorities.

Ethnic groups show considerable regional concentration, especially in urban areas. However, there is no evidence of widespread segregation along ethnic lines in the UK. The relationship between ethnicity, migration and nationality is becoming more complex as increasing freedom of movement within the EU means that migrant populations are ebbing and flowing according to the labour market, and staying in the UK for a shorter time. Improved international travel and cheaper long-distance communication have also strengthened links between immigrant communities and their countries of origin. These links are economic as well as cultural, as breadwinners in the UK increasingly send remittances overseas. Children in England are more ethnically diverse than other age groups. Over half of school children in maintained primary schools in London (53%) are from non-White ethnic groups.

A communities and local government report (Communities and Local Government (2007) *The Role of Muslim Identity Politics in Radicalisation*) suggested that identity fragmentation may lead to increasing radicalisation among the 'Muslim community' in Britain, partly as a result of social exclusion and poverty among young Muslims, and to some extent anger at British foreign policy in the Middle East. It is thought that some young British Muslims are suffering an 'identity crisis' which will bring their religious and national identities into conflict.

Hard-right nationalist political feeling is growing in prominence and may continue to widen its appeal if the rate of immigration continues. The BNP's political successes have predominantly been in deprived areas of the country with high immigrant populations. Research by Ipsos MORI suggests that immigration has become more high-profile in the last decade. Britain's European commissioner has attributed recent BNP successes to increasing dissatisfaction with mainstream parties and to anxiety about public services and cost of living driven by the recession.

Impact for BTP

This development could potentially impact on BTP in terms of counter terrorism activity, public order and those crime types associated with different ethnic populations, for example human trafficking and fraud. Any increased radicalisation amongst young British Muslims would add to the terrorist threat which is currently at 'Substantial' level. Counter terrorism is the number one priority for BTP and a significant amount of resource is deployed through Operation Alert and other activities to protect the railway and support the Government's 'Contest' Strategy.

The riots in Summer of 2012 illustrated how community tensions could result in large scale disorder and damage to property. BTP was successful in defending the railway from major disorder and was able to support Home Office forces in keeping the peace throughout the country. However, the financial costs of this type of activity are significant, for example in terms of overtime payments, accommodation etc and the implications for future deployment are large as officers take owed time off after working intense periods of time.

Any increase in related crime types would also obviously result in increased demand for BTP's services. Offences such as human trafficking and serious fraud are resource intensive and require specialist knowledge, competing for relatively scarce resources.

⁶ Census 2001, of note Census 2011 due 16 July 2012.

Technological

Issue	Cyber crime
Timescale	Short
Impact	Medium

Recently, a number of increasingly high profile cyber attacks have been seen, highlighting a number of groups and individuals using a varying set of tactics on the internet. Recent reports have suggested cyber crime is a key threat to financial institutions although an increasing amount are occurring from ideological aims, targeting information or aiming to harm the reputation of organisations, including law enforcement. Whilst the general victim of e-crime can be an individual or organisation, the attacks are increasingly becoming sophisticated, requiring resolute security responses, specialised investigations and increased personal vigilance.

The past two years have seen an increasing amount of 'hactivist' groups, who share a common ideological, political or social belief, highlighting key issues, events, or organisations that they believe are unethical or undemocratic. Whilst the majority of attacks are 'not for profit', an increasing amount have seen information disclosed in to the public domain, potentially releasing personalised information that can be used for criminal gain. A large amount of these 'attacks' come under the following types; computer intrusion; distribution of malicious code; denial of service attack; internet-enabled fraud, with the latter often only used for profit.

Additionally, the increase in availability of advanced technology such as smart phones and the rise in malicious software on such devices, has resulted in sophisticated organised criminal networks being able to obtain significant amounts of financial and personal data. Anonymising technologies such as proxy servers and 'onion routers' allow individuals to mask their IP addresses from web servers they visit and to hide usage patterns from the Internet Service Providers. Illegal materials such as child sexual abuse images are more easily and more anonymously shared online. Online payment methods provide insecure and anonymous infrastructures for money laundering, while online auctions provide a way of fencing stolen goods. Police forces are expected to have to deal with increasing demand for such incidents, which may replace more traditional types of fraudulent activity.

Impact for BTP

There is likely to be an expectation that law enforcement agencies as a whole will be able to respond to these incidents and be aware of the risks of being a victim of such attacks, through internal security issues and being actively targeted. There is potential for BTP to have to investigate an increased number of serious fraud cases. BTP will need to ensure that an effective information security policy and adequate protection is in place for its own network as well as training officers and staff in how to identify and deter potential attacks.

It is estimated that the losses currently suffered by the train and ticketing companies could easily exceed £1m and any increased threat from cyber crime could impact significantly on BTP, increasing the requirement to investigate theft of financial and personal data. There will be a need to need to increase officer awareness and provide training in investigation and ability to trace offenders and victims and gather evidence of cyber crime.

Issue	Social Media⁷
Timescale	Short
Impact	High

Social media continues to grow with increasing amounts of people using social networking within their personal and business lives. Its use has provided unique challenges for police in the reporting of crime and how law enforcement agencies can respond.

The past 10 years has seen a plethora of different social networks grow to a point where the majority of persons in the UK has access to, or has part of their life on the internet. Social media such as Facebook, which has over 900 million users worldwide, has seen a number of high profile investigations focusing on child exploitation, grooming and persons organising and documenting their criminal activity online. Other forms of social media, such as Twitter and Youtube provide a platform for individuals to report incidents 'direct' to the internet, rather than to the appropriate authority. This may require considerable adaptations for police forces to identify, prioritise, manage disclosure and develop work on incidents reported through social media outlets. In addition, there are key reputational issues that may result in dealing with investigations due to the timeliness of reporting, the urgency involved and the specific police response in comparison to reporting through current methods.

Social media has also provided a key driver to assist police, with over 2.5 million 'tweets' from Twitter made during the 2011 summer riots. This helped assist police in identifying potential hotspots, directing resources and identifying key resources. Conversely the use of Blackberry messenger (BBM) was the communication method of choice to help arrange the original disorder of the riots and use of Facebook, Twitter and Youtube were shown to precede events during the Arab Spring. The use of open source methods and the specific use of 'closed' systems such as BBM, clearly show the potential for such systems to underpin the development of events, and help or challenge law enforcement in the way they respond.

Impact for BTP

The expected increase in demand for BTP's services will be further compounded by the increasing use of social media in the criminal justice arena. The police service as a whole has reacted positively to this new development and BTP are implementing a system whereby members of the public are able to upload photographs and videos to the 'BTP Cloud', which is an arrangement BTP has with a secure on-line storage provider. Data can be uploaded anonymously or by providing contact details with only the location of the photo or video being mandatory.

It is expected that this method of contacting and reporting to the police will continue to grow, further stretching already scarce resources. The resources required to ensure that BTP can effectively identify, prioritise, manage disclosure and develop work on incidents reported through social media outlets will also be considerable. Opportunities exist however, to harness social media to improve engagement with the public generally and, during periods of tension, to utilise social media to detect and deter criminals.

⁷ <http://www.pcmag.com/article2/0,2817,2403410,00.asp> <http://www.bbc.co.uk/news/uk-england-london-15923875>
<http://www.bbc.co.uk/news/uk-wales-17853048>
<http://www.guardian.co.uk/uk/2011/dec/07/bbm-rioters-communication-method-choice>
<http://pitpi.org/?p=1051>

Issue	Near Field Communication⁸
Timescale	Medium
Impact	Medium

Improvements in mobile technology have led to major developments of portable communications methods, such as wifi devices. Near field communication (NFC), is the ability to transfer information through radio communications via contactless technology. This information can be present on a non-powered form, such as an Oyster Card or 'tag', or increasingly, next generation mobile phones are able to include such technology. The use of 'tags' for transport tickets, is now relatively established in many countries, including the UK, while a number of further developments are being made in this field, with several banking organisations currently involved in developing 'contactless payments' for small denomination payments of under around £15.

Security around the technology is believed to be strong with communication only possible from less than 20cms. However, security concerns are raised with the increase in use of such technology and the information contained on them including personal details, banking information and so forth. There has been some incidents of attacks noted and there is the potential for such fraud, including travel fraud to rise in the future.

Impact for BTP

In terms of the railway industry, this new technology is likely to reduce the need for staffed booking offices and ticket checking staff as the use of remote booking facilities increases. This could have positive effects for BTP as a reduction in booking offices and staff at ticket barriers could potentially reduce the number of ticket office related crime as well as staff assaults. As staff assaults make up a significant percentage of hate crime, reduction in this crime group could also be expected. This could potentially allow BTP to redeploy resources currently working in Workplace Violent Units and other associated activities.

However, there may be an increase in related crime, such as skimming offences, compromised credit cards and identity theft associated with on line booking. In order to investigate and deter these crimes BTP will need to develop a specialist skill set amongst investigators and a different awareness amongst frontline staff. It may also impact on BTP's need for international investigations and co-operation, with a stronger investment in intelligence gatherers and engagement with the Serious and Organised Crime Agency and the National Crime Agency.

⁸ <http://eprint.iacr.org/2011/618>

Environmental

Issue	Nuclear & Coal Trains⁹
Timescale	Medium
Impact	Low

The increase in demand for clean and renewable energies has led numerous different political parties to lobby for different energy agendas. While the sustainability of certain off-shore wind farms is debated and solar energy is questioned for being commercially viable in the UK, the British Government continues to look at using nuclear energy to meet its low carbon energy needs. The UK rail network considerably supports the energy networks with movements of coal and nuclear trains. Subsequently the rail network has previously seen a certain amount of protest activity aimed at these train movements due to the amount of environmental concerns. With half of the UK's coal power stations expected to close by 2023, the risk of coal being transported will fall. However, the British government in 2011 announced that it has sanctioned a possible further 8 sites for nuclear development indicating the UK rail network supporting both the infrastructural development, as they have in the past, and the movement of contentious material such as coal or nuclear material.

Recent news has suggested that the future framework of nuclear and coal power, with some energy companies pulling out of developing nuclear energy in the UK, and conversely, some suggestions of future technological improvements in helping reduce carbon emissions from coal plants, making them a more attractive energy alternative in the future.

Impact for BTP

Although the impact for BTP cannot be accurately ascertained until government policy is clear, any increase in the transportation of nuclear fuel by train will increase the resources required from BTP to prevent public disorder and to ensure that it travels safely.

⁹ <http://www.economist.com/node/21530995>

<http://www.economist.com/node/21532330>

<http://www.bbc.co.uk/news/world-17546420>

http://www.engineerlive.com/Power-Engineer/Focus_on_Coal/New_technologies_reduce_environmental_impacts_of_coal-fired_plants/22603/

Legal

<i>Issue</i>	Crime and outcomes published on Police.uk¹⁰
<i>Timescale</i>	Short
<i>Impact</i>	Low

As part of the government's commitment to increasing the transparency of the Criminal Justice System the public will now have easy access to crime data as well as being able to see what action the local police and wider criminal justice system have taken.

From 31 May 2012, Police.uk will start to show what cases are being sent to court and what sentence was issued, or if the offender was dealt with by the police issuing a caution or a fine for example.

Impact for BTP

BTP's crime data is already on the police.uk site and the criminal justice outcomes data will be uploaded towards the end of the year. Although the impact of this will be relatively low, BTP will be required to respond to the concerns of residents and other stakeholders who will be very well informed around local crime issues.

¹⁰ <http://www.police.uk/> <http://www.homeoffice.gov.uk/media-centre/news/crime-maps-and-outcomes>

Issue	Alcohol strategy implementation¹¹
Timescale	Short
Impact	Medium

The Home Office is working closely with the Department of Health to implement the government's Alcohol Strategy published by the Home Secretary on 23 March 2012.

The strategy aims to tackle the problems caused by excessive alcohol consumption, cutting alcohol-fuelled violence and disorder and health harms. It includes the commitment to introduce a minimum unit price for alcohol in England and Wales for the first time. The government intends to consult publicly on commitments in the strategy, including the level of the minimum unit price; the proposal to ban the sale of multi-buy promotions; the effectiveness of the mandatory code under the Licensing Act 2003 and plans to introduce health as a material consideration for introducing cumulative impact policies. Work is in hand to gather evidence and assess impacts prior to consulting on the proposals and plans in due course.

The government will shortly publish its response to the public consultation on new powers to tackle late night drinking - new extended early morning alcohol restriction orders (EMROs) and the late night levy. It will also lay new secondary legislation setting out the detail of how this will operate.

A major tranche of alcohol reforms in the Police Reform and Social Responsibility Act 2011 were commenced on 25 April 2012. These aim to rebalance the Licensing Act 2003 in favour of local communities and to give the police and licensing authorities stronger powers to tackle irresponsible premises. The reforms include increasing the penalties for under-age sales; lowering the evidence threshold for decision-making; abolishing the "vicinity test" so anyone can have a say about licensing, regardless of where they live; giving health bodies a say by making them "responsible authorities"; and reforms to the system of Temporary Events Notices, which have taken into account residents' views on public nuisance issues. Of note the legislation states that BTP are not a 'responsible authority'.

Impact for BTP

There is potential for this initiative to cut the number of alcohol-related crime on trains and stations, which would obviously be welcome and, as well as reducing the demand for BTP to deal with ASB and alcohol-related crime, could also increase passenger and staff confidence whilst on the network. BTP will need to ensure that processes are established to work with licensing authorities in identifying and taking action against problem premises which are on or nearby the railway.

¹¹ <http://www.homeoffice.gov.uk/publications/alcohol-drugs/alcohol/alcohol-strategy>

Issue	Globalisation of crime¹²
Timescale	Medium
Impact	Low

Criminal activity is increasingly taking place across international borders and further enlargement of the EU could exacerbate this. Increased global mobility and communication have made it easier for organised criminal activity to operate across national borders.

Within the European Union, the open borders policy has made it more difficult to track and contain international crime, and the opening up of EU membership to new Eastern European countries has seen an increase in activity by criminal gangs from these countries in the more affluent nations of Western Europe. Activities supervised by these gangs include begging, pick-pocketing, smuggling, fraud and human trafficking, all of which have increased significantly in the UK.

Gang-related and sectional violence has also gained an international dimension as existing territorial feuds have been imported to the UK by migrant groups. A Ministry of Defence report warned that diaspora communities may experience violence as inter-communal tensions are played out between migrant groups here.

Globalised crime is made easier by variations in the quality and extent of law enforcement. One major feature of international crime is 'jurisdiction shopping', in which criminals in one country move their operations to another where the law or its enforcement is more lax. There is also concern that law enforcement agencies are not well enough equipped to cooperate internationally.

Impact for BTP

BTP will be impacted by any increase in crime types that accompany more mobile international criminal groups. For example, many of the pickpockets that came to the UK during the Olympics were of Eastern European origin. Other crime types that have been identified as being particularly likely to rise include begging and human trafficking. There will be a requirement for BTP to work and engage with international police organisations to manage this problem in the future.

¹² Ministry of Defence (2006) DCDC Global Strategic Trends Programme 2007-36 :K-K. R. Choo et al. (2007) *Future directions in technology-enabled crime*; House of Commons Home Affairs Committee (2008) *Policing in the 21st century: Seventh report of session*; Futures Working Group (2008) *SAG Intelligence Committee*; NPIA Digest, March 2009; CIA; PBS Wide Angle website, <http://tinyurl.com/m5bf5x>

Organisational

Issue	Force collaboration¹³
Timescale	Medium
Impact	Medium

The 43 police authority and force structure has been criticised by politicians and think tanks as being an inefficient way of organizing the UK police service. In 2006, the Home Office proposed a radical restructure of police forces but these plans were shelved after prolonged debate and resistance.

Changes to police structures were originally recommended to tackle the capability gaps identified in the delivery of protective services. Collaboration is one of the key mechanisms which forces and authorities are now employing. Hertfordshire Major Crime Task Force and Bedfordshire Major Incident Team were brought together as a single co-located unit and report delivering ongoing savings of £168k per annum.

Sir Ronnie Flanagan's Review of Policing recommended that the governance bodies of policing should clarify their roles to increase accountability for performance. Subsequent political debate has focused on how policing decisions can be taken at the right level, for example local, regional or national.

Impact for BTP

BTP is well placed to take advantage of collaborative opportunities and is currently engaged with the City of London Police in ascertaining whether improved efficiency or operational delivery could be achieved through closer working or shared resources. The future impact on BTP is likely to be positive as long as appropriate collaborative opportunities can be found. BTP may be required to explore collaboration with central government and other agencies as well as other police forces.

Issue	New police ICT company
Timescale	Medium
Impact	Low

The government has established a new company for the procurement, management and implementation of police ICT, which will commence in Spring 2012. It will initially take on ICT services currently managed by the NPIA. The overall objectives of the company are to:

- Improve the value for money that the police receive from their spending on ICT services
- Enable greater innovation in police ICT so that officers have access to the best new technologies
- Free-up chief officers from in-depth involvement with ICT management
- Ensure services and products support forces and other customers in their drive for interoperability.

The company will be owned by PCC's and Chief Constables, as customers are seen as key determiners of what services the new company provides. It is expected to be responsive to local operational needs, offering forces a route to better services and better deals.

Impact for BTP

The BTPA is not included in the initial ownership of the company. However, BTP is well placed to ensure that it is fully consulted and that the impact on BTP is positive in terms of being able to benefit from the wider procurement strategies. More detail around how the new company will operate will be required before an accurate impact assessment can be made.

¹³ Bassett, D, Haldenby, A, Thraves, L, Truss, E (2009). *A new force*. London: Reform (446); Matrix Insight (2008). *Collaboration Programme Bedfordshire and Hertfordshire Major Crime Unit Guidance Note*. Flanagan, R. (2008) *The Review of Policing: Final report*. Home Office (2008) *From the Neighbourhood to the National: Policing our communities together*. London: TSO

Railway landscape to 2018/19; headline Strategic issues and implications for BTP¹

Strategic theme	Implications for BTP
<p>i) Government's 'vision' for the railways:</p> <p>To deliver a rail network that will;</p> <ul style="list-style-type: none"> * offer commuters a safe and reliable route to work; * facilitate an increasing amount of business and leisure travel; * support regional and local public transport as a key means of connecting communities with public services, workplaces and other economic opportunities; and * transport millions of tonnes of freight around the country, relieving congestion on our road network and helping to meet our environmental goals. 	<p>We have good evidence that we understand and can respond to a range challenges faced by the rail industry, particularly in building a safe and reliable network that can accommodate and respond to future growth in traffic.</p> <p>We will need to refine and build on this experience, and our skills base, and find ways to work with partners to support their delivery of the wider rail industry vision.</p> <p>See Page 7 of the Strategic Assessment</p>
<p>ii) Industry's 4 overarching objectives:</p> <ul style="list-style-type: none"> * Deliver value for passengers * Deal with fiscal deficit – reduce reliance on subsidy * Support economic growth * Deliver environmental goals (incl. modal shift of freight from road to rail) 	<p>All (especially first 3 of 4) can be directly linked to BTP's current and historic activities to deliver value, reduce disruption and improve confidence. Changes in volume and patterns of usage (passenger and freight) and resultant crime and incidents will have a potential impact on BTP's deployment and resource mix – we need to develop an initial assessment of this with partners</p> <p>See Page 9-10 of the Strategic Assessment</p>
<p>iii) A growing network:</p> <ul style="list-style-type: none"> * 17-21% passengers² (long distance 22-28%) * 23-30% freight³ * Significant growth in non-commuter traffic, also all traffic outside of London – and proposed development of light rail (tram) <p>Exploit underused capacity and develop additional network capacity – likely to include increased traffic in new geographic locations (several urban centres outside of London) and a</p>	<p>We need to demonstrate and evidence our understanding (jointly with partners) of the likely impact of this growth on our business.</p> <p>What is our collective assessment of the likely changes in volume and patterns of usage (passenger and freight) and resultant crime and incidents - what impact does this forecast have on BTP's deployment and resource mix?</p> <p>What is our (BTP/A and partners') evidence for this?</p> <p>See Page 9-10 of the Strategic Assessment</p>

¹ Based on a review of the following documents, Department for Transport (March 2012) Reforming our Railways; Putting the Customer First (the 'Rail Command Paper'); Department for Transport (2012) Railways Act 2005 Statement for CP5 (the High Level Output Specification (HLOS) for CP5) read in conjunction with guidance to ORR and Transport Scotland's Railway Statement for Scotland; Network Rail et al. (September 2011) Initial Industry Plans (IIP) for i) England & Wales and ii) Scotland.

² DfT (2012) 'Command paper', p 13

³ DfT (2012) HLOS E&W, para 4

different times of day	
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Strategic theme	Opportunities/risks for BTP
<p>iv) Reducing cost: Command paper acknowledges, but moves focus away from the previous metric of 30% unit cost reduction £ per passenger km – which headlined in the McNulty report. The key cost reduction metric is now a reduction £3.5bn pa or ‘about 30%’</p> <p>(An additional reference to a unit cost reduction could still be made as it demonstrates that BTP will police an expanding railway without increasing costs)</p>	<p>Our focus for strategy has been unit cost reduction – while this is still an ambition of the RDG we will need to re-express our ambitions in terms of cost savings using a wider range of metrics.</p> <p>We have done some initial calculations which suggest our current MTFP can make a contribution to reducing BTP’s costs (in the order of £28m) – but we will also need to demonstrate that our strategic focus can contribute to wider costs savings e.g. reducing disruption by x%/mins = £y saved for operators</p> <p>See Page 7 of the Strategic Assessment</p>
<p>v) Service and coverage:</p> <p>Services and network coverage should not be reduced to reduce cost</p>	<p>BTP’s offer should be consistent with this message – could a proposal to reduce BTP’s scope/coverage be said to be consistent with the Government’s direction for the railways?</p> <p>See Page 7 of the Strategic Assessment</p>
<p>vi) Devolution:</p> <p>Of decision making – will lead to new operating structures, partnerships and new partners</p> <p>Of delivery – a range of operating models is likely to emerge from cost and revenue/target sharing to full integration and letting of new infrastructure concessions in some regions</p>	<p>New partners for BTP and BTPA emerge for us to form relationships with – (PTEs and ORR are examples). Both are likely to be significant future stakeholders in planning and service delivery.</p> <p>There are likely to be new regional operating structures for BTP to engage in - how will we do this and how will we prioritise – we should demonstrate that we understand and are able to engage in the new operating environment and that we can add value to all partners by doing so.</p> <p>See Page 7 of the Strategic Assessment</p>
<p>vii) Franchise reform:</p> <p>Longer franchise periods⁴ - should encourage investment by operators – performance metrics likely to be specified in franchises (see HLOS metrics)</p> <p>Local commissioning of services – PTEs emerge</p>	<p>There is an opportunity for BTP to develop meaningful partnership arrangements and play an active role in directing investment (capital and revenue) and planning in order to improving passenger experiences, encourage greater footfall and reduce disruption.</p> <p>There will be new partners for BTP and BTPA to form relationships with – PTEs and ORR emerge as key ones of these. Both are likely to be significant future stakeholders in planning and service delivery.</p> <p>BTP should be in a position to demonstrate a role in contributing to delivery of new franchisees’s performance targets.</p> <p>See Page 7 and 10 of the Strategic Assessment</p>

⁴ Now on hold following West Coast Franchising issues

Strategic theme	Opportunities/risks for BTP
viii) Ongoing threat from metal theft: Metal theft task force established	BTP is the lead for the taskforce – state experience gained and results delivered thus far, also articulate strategic ambitions around this area of work for the period of the strategy See Page 8 of the Strategic Assessment
ix) Infrastructure/expansion projects: Crossrail Electric spine programme Edinburgh Glasgow Investment programme (EGIP) Northern Hub development	New risks to infrastructure emerge during construction – electrification of more of the network increases the risk of metal theft and resultant disruption New infrastructure will lead to changes in volume and patterns of usage (passenger and freight) and resultant crime and incidents will have a potential impact on BTP’s deployment and resource mix. A joint assessment of what we think that change is likely to look like and how BTP proposes to respond – our take on locations, sequencing of change – barriers (if any) to BTP/partners responding to changes and proposals to overcome them? Clarify the opportunities that the new environment creates for BTP and operators and how we will respond to them – demonstrate how we believe BTP’s engagement will help the rail industry to achieve its own objectives. See Page 10 of the Strategic Assessment
x) Industry performance metrics: * Maintain/improve current safety levels * Reduce risk of accidents at LXs * PPM of 92.5% * CASL of <2.2% * Increase capacity * £3.5bn pa reduction in costs * Improve satisfaction as per NPS	BTP has already engaged in activities to support industry improvements in all of these areas – we can demonstrate both an understanding of the challenge, experience of the tackling the issues involved and how we think can make a positive contribution. BTP’s potential role/contribution should be reflected in the strategic commentary and objectives. Include our own metrics on what we will specifically do to contribute. See Page 7 of the Strategic Assessment
xi) Emerging issues/likely to be CP6: * look to improve integration of rail, ports and airports (including infrastructure improvements) * Further development of light rail	What is BTP’s view of its preferred position in this new operating context – would we seek to expand out remit within this more integrated environment? Are there risks that other forces might also seek to extend their remit onto the rail network? Will we seek to police all light rail systems? What are partner’s views about whether this could enhance/undermine BTP’s capability on the rail network? See Page 11 of the Strategic Assessment

AGENDA ITEM 6c

Date: 28 September 2012
Subject: BTPA Planning workshop 27.09.12
summary report
Sponsor: BTPA Chairman
Author: Sam Elvy
For: Information and comments

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Key messages:

BTP/A's assessment of the rail landscape and rail operating and the implications for BTP's strategic plan was broadly endorsed. It was proposed that the forecast growth in passengers and infrastructure was likely to impact the demand on BTP although not necessarily in terms of increased crime levels.

The four current strategic priorities were agreed as being relevant for the new planning period and no new strategic priorities were proposed at this time.

The need for further development of a BTP/industry partnership/integrated working approach to service improvements and efficiency savings - from planning to delivery - was agreed.

Partners seek additional engagement on strategic and operational planning, both nationally and locally, and in particular they require greater certainty about future policing costs.

Delegates want greater transparency about the efficiency and effectiveness of BTP in relation to both business and operational performance.

Operational policing objectives for 2013/14 should be organised around the four current strategic themes though the balance between national and locally focused priorities should be reviewed for the coming year.

BTP's significant efforts and success in responding to the challenge of reducing disruption were noted and further work in this area supported for 2013/14.

Carefully targeted further crime reduction, addressing ASB, maximising responsiveness and visibility were recommended for inclusion in the 2013/14 operational policing plan.

1. Purpose of paper

- 1.1. To provide a summary of the feedback gathered at the BTPA planning workshop on 27th September 2012 which inform our further work to developing a Strategic Plan for the period 2013-18 and the 2013/14 operational Policing Plan.
- 1.2. To provide a record of the discussion for both delegates and other stakeholders who were unable to attend on the day for their information and further feedback.

2. Background

- 2.1. The planning workshop brought together senior representatives from the British Transport Police Authority (BTPA), the British Transport Police (BTP) and the rail industry; a list of delegates is attached to this report at Appendix A. The event had two main aims:
To provide an initial overview, from BTP/A, of the future police and rail landscape and our assessment of the implications of this for the forthcoming BTP Strategy.
To seek stakeholders' views on this analysis of the future operating context and our proposals about the implications of this for BTP in relation to its strategic direction to 2018 and its operational focus in 2013/14.

3. Our analysis of the future operating context

- 3.1. Delegates received a pack of information ahead of the workshop which included strategic assessments of both the future policing landscape and the rail operating environment to the end of Control Period (CP) 5. The headlines from these assessments were presented to attendees by the Chief Constable and the Chairman and feedback sought on both the comprehensiveness of this research and our evaluation of the likely impacts of our findings for BTP.
- 3.2. Delegates confirmed they were broadly supportive of the scope of our research and the main conclusions the Force and Authority had drawn from it; however a number of key challenges and additional considerations were put forward for discussion.
 - 3.2.1. In terms of our assessment of strategic impacts, delegates proposed that our proposed **link between growth of both passenger and freight traffic and a resultant increase in**

demand on BTP was perhaps too simplistic and the relationship was likely to be far more complex. Assertions were made that increased passenger traffic may actually reduce opportunities for some crime types but growth could change/increase the overall demand on BTP; for example in relation the impact of public disorder resulting from network disruption.

There was an acceptance that patterns of demand on BTP were likely to change over time as latent network capacity was exploited but this did not necessarily mean that additional BTP resource was needed, rather that resources may need to be differently skilled or deployed. Attendees also acknowledged that there was an opportunity to consider how the totality of policing and industry/security resources could be planned and deployed in order that the rail industry (including BTP as a key partner) most effectively responds to the new demands of industry growth.

3.2.2. Delegates highlighted new threats that would need to be considered in developing the new strategy and operational plans. The first of these was **fraud** arising from both fare evasion and fraudulent use of e-ticketing and other new purchasing systems such as 'contactless' technology. The risks arising from **cyber-crime** on the railway was felt to be something of an unknown quantity but it was agreed that this was clearly an emerging threat that should be explored further. BTP agreed to carry out a short problem profile exercise to better understand the nature of the threat and who might be best placed to engage in a response.

3.2.3. Using fraud/cyber-crime and BTP's access to the new National crime Agency as an example, it was proposed that there were opportunities for BTP to communicate to stakeholders the range of external expertise and resources it had access to as a professional police partner which may be able to provide advice or a response to a range of issues on the railway. Equally rail stakeholders may also have access to wider support which could be utilised via national or local planning and tasking activities.

3.2.4. The need to underpin all future work with enhanced **partnership working** in order to deliver performance improvements and greater efficiency which includes all industry partners and BTP was acknowledged by delegates. Although the proposal had been made before it was felt that had not been driven forward consistently and there was an opportunity to do far more in this regard. It was noted that this type of approach could range from informal to formal

regional 'alliancing' efforts at a strategic level to improved collaboration and resource deployment to better exploit or address very local opportunities and threats.

3.2.5. As an example attendees suggested that designing out opportunities for crime at an early stage as new ways of working, such as ticketing systems, were developed would be a sensible and proactive approach and that there were clearly opportunities for BTP and the industry to work together differently to enable this to happen. The principle of better **engagement with BTP in designing out crime** early on in projects was equally applicable to infrastructure developments such as the electric spine programme and Crossrail project. It was agreed that the principle of better integration of partners from planning through to delivery should be taken away in order that a protocol be developed between BTP and the industry to inform future working.

3.2.6. The unknown impact on BTP of incoming Police and Crime Commissioners (PCCs) was explored and this element of police reform was recognised as a complex issue that would need to be monitored and managed as PCCs were appointed later in the autumn. In particular, delegates noted the potential threat posed by cost reduction activities in local forces which may have an impact on BTP's local responsiveness and the subsequently an increased demand placed on BTP in more remote areas. BTP recognised that this challenge existed and explained that recent work on resource deployment patterns and improving response times was intended to mitigate such future threats as far as possible.

3.2.7. **Improving transparency** emerged as the final but significant theme to be considered. While there no overall consensus about how this might be delivered there was a general view that all stakeholders had an interest in better understanding how their investments had been used to deliver general policing services and to address their particular local priorities. Suggestions included new and more granular information flows about matters such as current operational performance and resource deployments/availability. As noted later in this summary stakeholders expressed a particular interest in understanding how efficient and effective BTP's support/business functions in addition to understanding how well it performed as a police force.

3.2.8. Some attendees took the opportunity to reiterate concerns about the detail of the emerging draft Police Services Agreement (**PSA**) and the distraction this had caused from other strategic and operational issues. It was agreed that in addition to the dialogue that had already taken place on this

topic, further discussions outside of the workshop could be arranged.

4. Our strategic themes

- 4.1. It was proposed by BTP/A that, although our horizon scanning had indicated rapid changes in both policing and on the railway environment, the four high level themes within the current strategy were still valid and could be taken forward for the 2013-18 Plan. Delegates reviewed this suggestion and agreed that their current priorities, and our responses to them, could reasonably be organised within four current strategic themes to;

Reduce Disruption
Reduce crime
Improve confidence
Deliver value for money

No new or alternative strategic themes were proposed at the event.

5. Our operational focus

- 5.1. Delegates were invited to consider the possible operational priorities for the 2013/14 Policing Plan emerging from the four strategic themes that they had endorsed. In doing so they were asked to review the impact of the targets within the current national and local operational plans and consider whether, and how targets, of this sort might be refined for the coming year if they were still felt to be relevant.
- 5.2. A recurring theme which emerged from the discussions was a desire for a greater shift in focus from national to local priorities. This approach was generally recommended along with a joint commitment that BTP should align its initiatives with those of its industry stakeholders and work together to resolving issues.
- 5.3. The need to further develop the excellent progress already made on partnership working was generally accepted. Such an approach had potential benefits across the entire industry from earlier identification of emerging risks, to better planning during project development, to more effective sharing of good practice and greater co-ordination in the use of resources. However it was also noted that this would require a commitment and

ongoing input from all stakeholders, including BTP, to maximise the chances of success. Attendees generally felt that the working relationship between BTP/A and the industry had reached a stage where more mature partnership working of this sort was now possible.

5.4. Reducing disruption

- 5.4.1. The Force's significant efforts, to address disruption in the current and previous year were widely recognised and applauded. BTP's approach to, and success in, reducing metal theft and managing fatalities were highlighted as particular examples of good practice which could be built on in the coming year. BTP's responsiveness in this respect and its ability to enable better network running were described both in terms of the value BTP added to operation of the railway and a way in which the Force could use its knowledge to build the confidence of its end users. As part of this debate it was suggested that co-ordinating the new Network Rail 'red routes' with BTP's operations may be a lever which could drive further disruption improvements in the coming year.
- 5.4.2. It was acknowledged that improving attendance times in some remote areas would always remain a challenge but there was a general feeling that there were still some opportunities to reduce response times in places. Attendees also recognised that reducing disruption was not a major priority in all areas so to deliver real benefits efforts should be prioritised accordingly.
- 5.4.3. CCTV image processing times was proposed as a possible area with further scope time savings (perhaps in the order of 10-15%) and a suggestion was made that BTP and industry staff could be deployed to incidents together to facilitate this. A focus on joint BTP/industry working on initiatives to prevent fatalities was also proposed.
- 5.4.4. Some concern was expressed that as issues are successfully addressed dedicated resources have been entirely redirected leaving a residual vulnerability. Delegates recommended that as new issues emerged these should rightly be responded to but the learning from current initiatives, for example around management of suspicious/unexplained fatalities should be retained and standards maintained.
- 5.4.5. Problem Solving Plans (PSPs) were recognised as a useful tool in co-ordinating partner planning and resource deployment in the locations where they are in place; however it was noted that they do not always deliver a consistent approach across BTP – especially where similar PSPs do not

exist. BTP was invited to consider, with partners, how the good practice emerging from the PSP approach could be identified and shared in the future so that benefits could be felt more widely and more routinely. Delegates noted that working together was a critical success factor in the coming years to avoid duplication of effort and to prevent a 'them and us' culture developing which may otherwise limit improvements in efficiency and effectiveness.

5.5. Reducing crime

- 5.5.1. Views on the crime reduction theme were mixed though all agreed that crime prevention was the core business of a police force. Some attendees suggested that as crime reduction had been so successful in recent years a simple commitment to further reduce crime 'all crime' was now too simplistic; particularly as a focus on a previously unexplored crime type was likely to drive up recorded crime initially and this should not be deterred. This unintended consequence of target setting needed to be recognised and balanced with a need to address both 'national' and the 'local' priorities.
- 5.5.2. Should an overall crime reduction target be developed again it was likely that this would require a focus on volume crime seen to be 'outside' of the railway, such as cycle crime. While this clearly needed to be part of BTP's focus, this needed to be balanced against other industry priorities such as more serious/violent crime Anti Social Behaviour (ASB) which though often lower in volume were higher impact incidents.

5.6. Improving confidence

- 5.6.1. The challenge of ASB in its different forms remains a priority on the railway and has a significant impact on both rail passenger and staff confidence. It was recommended a focus on ASB be considered for inclusion in the forthcoming policing plan though there was a wide ranging discussion about whether it would be most appropriate to focus efforts via local activities rather than a single national target. It is clear that BTP's efforts will need to be closely aligned with operators' initiatives in this area and a number of pilot projects were highlighted as potential good practice from which other approaches could be developed.
- 5.6.2. BTP's current confidence target to maximise visible deployments post 8pm was welcomed by partners and a similar approach for 2013/14 was supported. However some delegates suggested that there was more that all partners could do to coordinate deployment of resources (from

warrant holding officers and PCSOs to accredited rail/security staff) to achieve even better coverage at off peak times. Resource planning protocols for special events were proposed as an effective way of working that could become more routine and which would take into account the relative flexibility of the various resource types from completely static to fully mobile.

- 5.6.3. BTP's responsiveness to calls for assistance was highlighted as a major driver of passenger, staff and operator confidence. However it was noted that this covered the whole of the interaction with the force from initial contact via a call for immediate help or to report a crime to the final follow-up on the outcome of an investigation. Any appropriate opportunities to improve responsive (at all stages of contact) were recommended for inclusion in a plan for 2013/14.
- 5.6.4. Attendees suggested that as the railway was now a far safer place than it had been in recent years there was more that all partners could do to communicate this message (internally and externally) to improve confidence and build on the good work already done. In particular BTP's efforts to be responsive to local needs should be recognised by the industry, for example its ability to adapt and respond to the various demands placed on it from both long distance and local operations which included tackling issues ranging from reducing disruption to theft of luggage and gateline/ticket fraud.
- 5.6.5. Delegates highlighted the growing level of passenger expectation around communications and action which impacts on their perceptions of both the industry and BTP. A consequence of this shift in expectations was the need for all partners to provide a timely and co-ordinated response and accurate information about the response in the event of an incident. It was suggested that there was also a widening gap between the law and passenger expectations about what BTP and partners were required to do. Social media was proposed as a tool that the industry and BTP could use to manage real time information flows and to begin to close the gap between expectations and legal requirements.

5.7. Delivering value

- 5.7.1. Attendees explored specific opportunities for BTP to deliver further efficiency savings and/or to improve communications which demonstrated the value improvements already achieved. Industry partners questioned whether there was a 'unit of currency' for policing and, if not, whether a meaningful alternative could be provided which would help partners understand progress. This would allow BTP to report back on progress both in relation to other forces and in terms of its own linear improvement. This would give partners confidence that the force was focused on seeking further efficiencies where it was most appropriate to do so and that it had meaningful data to evidence improved performance. Sickness rates and unit cost ratios were proposed as possible indicators which the industry used and so these would have some resonance with partners.
- 5.7.2. Partners generally felt that it was not the industry's place to recommend targets in this area but that BTP/A should commit to activities which could drive down costs and/or improve service delivery and report back on progress against these. Partners confirmed that, as for operational delivery, they placed significant value on information about the efficient operation of the business; robust evidence of lean business processes and structures would go a significant way to achieving this.
- 5.7.3. It was widely recognised that BTP had responded to the efficiency challenge in an energetic way so far and the Force and Authority were congratulated on this. It was also noted that despite the intrinsic value attached to BTP by the industry, the trust between the industry and BTP/A would not be where it currently is without the significant efforts to date contain costs whilst maintaining operational performance. However the challenge from the industry remains for BTP to reduce its absolute costs whilst also improving certainty about expenditure in the future. As noted above, better integration of BTP' operations with those of the rail industry was felt to be an essential factor in moving partners' views of BTP from a tax to an investment.

5.8. Other issues arising

- 5.8.1. Some particular examples of effective local post franchise strategic planning activities were provided with arrangements on London South put forward as good practice which should be replicated elsewhere.
- 5.8.2. Attendees recognised that potential franchisees were now more aware of the costs of policing and were better at reflecting this in their bids which may help to alleviate some tensions in that area. However greater certainty about future policing costs was sought and a recommendation made that the current MTFP be extended to the end of CP5 to provide that planning certainty for operators.
- 5.8.3. The relationship between costs for core policing and 'extraneous' activities was also explored with a proposal being made that core policing costs be capped and the Department for Transport providing funding for additional activities that were not then part of an EPSA as agreed with a PSA holder. An alternative proposal was offered that a contingency be built to accommodate these additional costs; however it was noted that this would likely require a review of the current workforce mix.
- 5.8.4. It was recommended that in order to better influence the next industry planning period BTP/A sit on the industry planning oversight group that is leading work on CP5.

6. Chair's closing comments

- 6.1. In summing up at the Stakeholder Workshop the Chairman proposed that the Authority, Force and stakeholders should seek to develop a relationship such that if the statutory requirement for BTP to police the railways did not exist, the industry and its customers would not consider any other provider since no other provider could compete in terms of quality, range and unit cost of service.
- 6.2. Attendees were very supportive of this proposal and confirmed that they believed the relationship was now sufficiently mature that this was a realistic ambition.

7. APPENDIX A: Delegate list

Name	Organisation
Lew Adams	BTPA
Millie Banerjee	BTPA Chairman
Stewart Barr	First Scotrail
Richard Bowley	c2c
Ch Supt. Paul Brogden	BTP
Ian Bullock	Arriva Trains Wales
Chris Burchell	Southern
Steve Burton	Transport for London
Patrick Butcher	BTPA (and Network Rail)
Mike Carroll	Mersey Rail
Jay Chaudhry	Abellio
Howard Collins	BTPA (and London Underground Ltd)
Andy Cooper	Cross Country
Gary Cooper	ATOC
DCC Paul Crowther	BTP
Elaine Derrick	BTP
Paula Durrans	First Great Western
Sam Elvy	BTPA
Andrew Figgures	BTPA
Ch Supt. Miles Flood	BTP
Colin Foxall	BTPA (and Passenger Focus)
Liz France	BTPA
David Franks	BTPA (and Keolis)
Gilbert Fraser	London Midland
Mike Furness	BTP
Tim Gledhill	East Midlands Trains
Phil Halewood	Merseytravel
Neil Henry	Network Rail

Michael Holden	BTPA (and East Coast)
Charles Horton	Southeastern
Keith Jipps	First Capital Connect
Jake Kelly	South West Trains
Jay Newton	High Speed 1
Jon Newton	BTPA
Gary Nicholson	Network Rail
Andy Odell	ATOC
ACC Alan Pacey	BTP
Jenny Payne	Chiltern
John Phillips	London Midland
Mark Phillips	National Express
Brian Phillpott	BTPA Deputy Chairman
Liz Pike	BTPA
Maggie Simpson	Rail Freight Group
Steven Shiels	Merseyrail
Ch Supt. Mark Smith	BTP
Nikki Swanson	Merseytravel
ACC Steve Thomas	BTP
Jay Thompson	Greater Anglia
Wendy Towers	BTPA
CC Andrew Trotter	BTP
Anton Valk	BTPA
Jeroen Weimar	BTPA
Andrew Wilkinson	Eurostar
Lucy Yasin	BTPA

Report to: Strategy Group

Agenda #: 5

Date: 12 February 2013

Subject: Analysis of stakeholder feedback on draft
Strategy and MTFP

Sponsor: Chief Executive BTPA

Author: Sam Elvy

For: Recommendation to the Authority

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1. Purpose of paper

- 1.1 To provide an overview of the feedback received from the Authority's recent consultation on the draft Strategic Plan and Medium Term Financial Plan (MTFP). In doing so highlight those areas where significant issues have been raised and where Members will want to consider options available before making a recommendation to the full Authority.

2. Background

- 2.1 The requirement for the Authority to consult from time to time on policing matters is stated in Section 62 of the Railways and Transport Safety Act 2003 (RTSA).
- 2.2 Following the successful first stage of consultation which took place at the September stakeholder workshop, a detailed written consultation exercise was launched in December 2012. As prescribed in the RTSA all statutory consultees were contacted by letter and invited to provide feedback on detailed proposals on a draft strategic vision/mission and objectives and a proposed MTFP.

3. Summary of representation of feedback received

- 3.1 In addition to a collective response from ATOC which provided overarching feedback from 10 operators/groups; separate responses were received at both a group level and from individual operators. A response was provided by Passenger Focus and we are still expecting responses from a number of

partners including Transport for London/London Underground¹. We have not received any feedback from freight operators or their representatives to date².

- 3.2 We received two responses from staff unions – the BTP Federation and the Transport Salaried Staff Association (TSSA).
- 3.3 No feedback was received from our wider statutory consultees including the office for Rail Regulation, and Health and safety Executive.
- 3.4 A summary of the feedback received is provided at Appendix A and copies of all the responses received are attached at Appendix B for information.

4. Feedback on the draft strategic vision and objectives

4.1 Vision

No specific comments were received in relation to the strategic vision/mission statements therefore no amendments are proposed.

4.2 Objectives

Broadly, there was strong support for the objectives proposed and that these should continue to be organised around the four themes of:

- * Reducing disruption
- * Reducing crime
- * Improving confidence
- * Delivering value

One recurring request which Members will want to consider is whether strategic objectives should be described in terms of a year on year improvement (where appropriate) or an overall commitment to delivery by the end of the Plan. Many of the proposed objectives would lend themselves to a description in terms of year on year improvement.

- 4.3 There was consistent support for a continued and widened focus on **reducing disruption** generally and on retaining the momentum for reducing metal theft in particular. ATOC proposed an option of trading off a more ambitious target for reducing disruption with a less ambitious crime reduction

¹ The TfL response was received as papers were about to be circulated on 8th February – the response will be analysed and a verbal update provided in the meeting.

² The BTPA CEO and FD met the MD of Freightliner on 10 Jan 2013 who gave support to the proposals. The BTPA CEO meets the CEO of DB Schenker on 19 March 2013.

target; this option is considered further below.

A further question arising was the scale of the challenge posed by a **metal theft** reduction objective when ongoing funding for this area work had not yet been secured. Members will want to explore with BTP colleagues the current position on metal theft funding and the scale of any risk this is likely to pose to achievement of the proposed target.

- 4.4 The proposal to seek to **reduce all crime** by a further 20% was generally supported with most respondents recognising the impact that low level/high volume crime has on both passenger confidence and overall satisfaction with their rail journey. While the significant impact of more serious crime was acknowledged, particularly its influence on levels of discretionary travel, the overall view was that a focus on just one group of crimes would not be appropriate for the medium term. Therefore members will want to consider the ATOC proposal to trade a less ambitious crime reduction target for a more stretching disruption reduction target.
- 4.5 The importance of continuing to improve **detection rates**, rather than quantum of detections was endorsed as both an important confidence building tool and a crime deterrent.
- 4.6 Work with partners on improving National Passenger Survey (**NPS**) scores for personal security was widely encouraged and the value of this to the industry in meeting its own franchise requirements was demonstrated. There was a mixed response to the proposal that we broaden our passenger research beyond the NPS though in broad terms it was supported if it was felt to add value at a reasonable cost.
- 4.7 A range of additional metrics which might demonstrate the value BTP delivers were proposed in response to the options we offered in our consultation document. Members are asked to reflect on the discussion which will take place at the meeting on the value work streams already underway, and the draft value metrics. This discussion will take place elsewhere on the agenda at Item 3b.

5. Feedback on the MTFP

- 5.1 Feedback received was broadly supportive of the proposals made and in particular the ongoing commitment to control cost increases was welcomed. Respondents generally indicated that a commitment to contain costs within the Retail Price Index (RPI) would be an acceptable position for the Authority to adopt although this view was not universal. Members will want to take a view about whether a commitment to contain

increases within RPI is consistent with the requirements of the RTSA 2003 and whether this target might best be expressed as a guiding principle.

- 5.2 A minority of respondents indicated that they did not support the Authority's proposal to reinvest any savings delivered over the course of the plan and they proposed that some or all of this should be returned to PSA holders to contribute to reducing costs externally. Members will want to reflect on this as an option, in doing so it might be useful to take into account that the industry is currently also considering a reinvest to save principle in responding to the Rail Command paper.
- 5.3 There was significant interest in the as yet unquantified risks identified in the supporting commentary on the MTFP; a great deal more certainty around these is sought in the final draft of the Plan. Of particular note was the feedback received on both the quantum and the principle of the risk around Virgin Travel Passes – separate discussions are ongoing in that regard but the risk seems to have been closed for the initial period of the Strategic Plan³.

6. Other issues emerging

- 6.1 In terms of the tone of the final Strategy a number of respondents recommended that the scale of progress delivered by previous Strategies should not be lost, in particular a narrative around reductions in both crime and disruption and improvements in partnership working should be considered.

7. Issues for discussion/decision

- 7.1 Members are asked to discussed whether the narrative within the Plan should describe our aspirations in terms of year on year improvements rather an overall target which may lead to back end delivery.
- 7.2 Members will want to explore the current position on metal theft funding and the scale of any risk this poses to achievement of the proposed target with BTP colleagues at the meeting.
- 7.3 Members should consider whether a commitment to contain increases within RPI is consistent with the requirements of the Railways and Transport Safety Act 2003 (RTSA) and whether this target could otherwise be expressed as an aspiration.

³ Virgin's West Coast franchise has been extended to at least 2015 and they have agreed to roll the scheme forward for that period.

- 7.4 Members are invited to clarify whether they will recommend to the full Authority that any savings achieved over the life of the plan should be reinvested, returned to PSA holders or a combination of both options. This should take into account the impact this may have on the achievement of the overall strategic vision, the detail of the plan and on opportunities for further benefits to be delivered through business improvement and/or invest to save initiatives.
- 7.5 Members are asked to discuss what level of detail they would like to include on risks to the MTFP, in particular the detail narratives on as yet unquantified risks, this may include estimates of timescales for quantification of these risks.

BTP – updated SWOT Analysis (last updated 24.10.12)

Strengths	Weaknesses
<div><p>Performance Consistently excellent operational performance Strong performance ethos</p><p>Critical incident resolution</p><p>Good operational relationships</p><p>Good media profile</p><p>Network wide understanding and solutions</p><p>CT Expertise</p><p>Major incident experience and expertise</p><p>ACPO presence and influence</p><p>Successful efficiency programme (compare with industry)</p><ul style="list-style-type: none">20% cut in senior rolesPay freeze two yearsReduction or standstill budget<p>Wider police family links – influence, cooperation, assistance and recognition</p><p>Ability to use warranted powers</p><p>Responsive to industry priorities e.g. cable theft & disruption</p><p>Enabling role Maintaining service operation</p><p>Risk-based approach/risk appetite i.e. HOT principles, fatality management</p><p>Specialist knowledge and practical experience Due to geography of force - local officers/first line supervisors demonstrate initiative/autonomy in a way that other forces may not</p><p>Transferable skills/models LUL examples (ERUs) – could be rolled out across the network – already tested – LN partial line reopening</p><p>Economic/commercial understanding Disruption Cable theft Fatality management</p><p>Breadth of transferable skills/models/experience Experience on LU ERUs, HOT principles, LN partial line reopening</p><p>Strong industry support 2005/6 DfT review of BTP 2006 TSC report 20010/11 McNulty/AECOM review</p></div>	<div><p>Geography Command distribution Incident response Movement of staff Recruitment and retention</p><p>Funding arrangements Charging model can detract from excellent operational relationships PSA/EPSA balance NDPB arrangements DfT interest in policing Outside HO policy, legislative and funding considerations In the eyes of the PSA holders there is no clear linkage between PSA charges and policing effort and effect</p><p>Multiplicity of targets vs single crime fighting ethos</p><p>Profit and commercial considerations of stakeholders vs public good</p><p>Bureaucracy</p><p>Influence of passenger voice</p><p>Management of senior stakeholders Coverage Process Preparation for new landscape</p><p>Ability to influence legislation (BTP/A) Firearms Licensing Pensions</p><p>Relationship with and ability to influence strategic planning and decision making bodies within the industry</p><p>Transparency: ability to demonstrate linkages between BTP costs and delivery of services to the industry</p></div>
<div>Balance change/stability/morale</div>	
<div>Consistency of approach</div>	

Opportunities	Threats
<p>Attractiveness of police careers Compared to other career options may still be seen as more attractive due to longevity/benefits Public esteem Pensions – scheme change, transferability easier to move into BTP BTP is be able to recruit/retain workforce needed to respond to future context Winsor – potential savings to be realised</p> <p>Closer Alignment Improved customer focus Potential for more efficient mix and tasking of security resources Potential for pan-London alignment</p> <p>Creation of NCA Opportunity to work in conjunction and across boundaries Access to additional intelligence and resources</p> <p>Exponential growth in demand on BTP Growth of network (passenger & freight) appetite for better partnership working and investment in BTP New targets for criminal activities – e.g. electric spine programme – demonstrates value added by BTP and strengthens position Expansion of social media – encourages reporting and engagement with victims of crime</p> <p>Growth in network Investment opportunities Partnership working Value of BTP in enabling infrastructure growth – protecting assets, enabling programmes to be delivered on time, preventing disruption (e.g. electric spine programme)</p> <p>New franchising landscape BTP can influence franchise specifications – e.g. CCTV investment Investment opportunities through alignment of priorities Collaborative and partnership working improvements</p> <p>Police Reform</p> <ul style="list-style-type: none"> • NPIA Decommissioning – opportunity for positive change and operational benefits for BTP • Professional Body – BTP a partner and benefits from improvements • Information Systems Improvement Strategy – BTP has full access to police information • NewCo • Winsor Recommendations – savings <p>Police Reform & Social Responsibility Act 2011 PCCs – perception that they are responsible for totality of policing in their area – may engage more with BTP More/exclusively local focus for PCCs would increase informal support for BTP as they see wider benefits for their area of responsibility</p> <p>Rail command paper Services should not be reduced to save money How are savings counted – if unit cost reduction (passenger km costs) good opportunity for BTP to contribute Devolution of decision making – new partnerships and relationships Contribution to rail industry objectives is demonstrable – we can align our objectives with their metrics</p> <p>RDG Potential to support BTP through NcNulty period</p> <p>Technology Opportunities to reduce and detect crime Social media</p> <p>Strategic Transport Agency Joining up transport security functions More coherent approach to national transport security Economies of scale BTPA/industry appetite?</p> <p>Develop relationship with and ability to influence strategic planning and decision making bodies within the industry</p> <p>Improve transparency: better demonstrate linkages between BTP costs and delivery of services to the industry and passengers</p>	<p>Attractiveness of police careers T&Cs – incl. regionalisation of pay – inhibits mobility Public esteem Pensions – scheme change, transferability Winsor BTP may not be able to recruit/retain workforce needed to respond to future context</p> <p>Closer Alignment (define who with)</p> <p>Creation of NCA Another national agency Transfer of CT responsibilities? NCA ability to deploy force resources</p> <p>Exponential growth in demand on BTP Growth of network (passenger & freight) exacerbates threats of disruption New targets for criminal activities – e.g. electric spine programme Expansion of social media – ASB reporting</p> <p>Growth in network Investment opportunities may not be exploited Partnership working may be problematic and additional pressure to growth in demand Value of BTP in enabling infrastructure growth may not be recognised/supported</p> <p>New franchising landscape Relationships are longer lasting so problematic working relationships/unwillingness to invest in BTP (economically/culturally) are difficult for longer</p> <p>Police Reform</p> <ul style="list-style-type: none"> • NPIA Decommissioning – loss of expertise/corporate memory • Professional Body – new demands/costs for BTP without significant benefits • Information Systems Improvement Strategy – new demands/costs for BTP without significant benefits • NewCo – new demands/costs for BTP without significant benefits • Winsor Recommendations – unintended costs <p>Police Reform & Social Responsibility Act 2011 PCCs – perception that they are responsible for totality of policing in their area More local focus for PCCs would reduce informal support for BTP, e.g. attendance, custody Fragmentation of 43 police services – more complicated landscape for BTP to police in Resource burden of PCCs requesting information on BTP activities/performance/priorities</p> <p>Rail command paper How are savings counted – if pro-rata share of 30% threat to BTP's MTFP Devolution of decision making – new partnerships and relationships Contribution to rail industry objectives must be demonstrable</p> <p>RDG May argue for reduced funding</p> <p>Technology New crime threats emerge</p> <p>Privatisation of public services</p> <p>Single Scottish Force Threat to BTP Scottish Area Read across into Wales and London (existential threat)</p> <p>Economic downturn and impact on levels/distribution of; Acquisitive crime – Robbery, TPP and industry assets Suicides Mental Health – demand from people seeking refuge/help – Home Office forces less willing to take cases from us ASB</p>

BTP Strategic Planning Matrix

Contextual statements:

- Option 1) BTP is the national specialist force for policing the railways and its jurisdiction covers England, Wales and Scotland. BTP is funded under the 'user pays' principle through statutory Police Service Agreements (PSA) with Network Rail (NWR), Transport for London (TfL), train and freight operating companies (TOCs and FOCs). It also receives an annual capital grant from the DfT. Although unique in its funding arrangements, BTP's statutory duties are the same as for all police forces; the impartial maintenance of law and order; the prevention and detection of crime, and the reassurance and support for communities. BTP's policing objectives are set by the British Transport Police Authority who are responsible for ensuring an efficient and effective police force for the railways.
- Option 2) BTP is an integral element of the UK policing landscape and counter terrorism effort, protecting the public, preventing crime and bringing offenders to justice on the rail system. As the only public facing UK national police force, BTP fulfils its statutory responsibilities on a system-wide basis, working closely with geographic police forces and national bodies such as the National Crime Agency. The railway environment requires a specialist policing approach. BTP has developed a service delivery model that recognises that uniqueness, yet maintains the overarching statutory responsibilities of impartiality and independence that a police force must maintain.

Our vision: integrating our policing services to railway service providers to enable them to effectively create a safer, more secure, more reliable and expanding transport system for passengers and public. We will achieve this by acting, notwithstanding legislation, as if we are a supplier of choice.

	Operational	Commercial & financial	Our customers	Our people	Society
By integrating our policing services with railway service providers planning and processes, as well as with the wider policing community	Integrate BTP's planning process with TOC, FOC and Network Rail processes in order to optimise resource, design out crime and reduce disruption				
	<p>Draw on the wider policing landscape to increase BTP's effect in order to optimise resource and commission effectively</p> <p>Exploit BTP's position within the policing family, its experience and national accreditation to provide a national lead in areas where it is beneficial to the railway industry to do so</p>	<p>Map the industry planning cycles and ensure BTP integrates into national and local structures</p> <p>Work with the DfT to ensure BTP is integral to the franchise procurement process</p> <p>Ensure transparency by being able to demonstrate clear links between financial inputs and operational outcomes</p>	<p>Work closely with railway service providers so that BTP is inextricably linked as an enabler in improving and expanding the railway network</p> <p>Ensure that all resources that contribute to railway safety are tasked through a joined up process to maximise effectiveness</p>	<p>Embed the leadership and management qualities necessary for BTP staff at all levels to integrate with railway service providers and other agencies so that resources are deployed to maximum effect</p>	<p>Include the public, private sector and Home Office Police Forces in consultation arrangements in determining local priorities and actions that support wider social needs</p>
By demonstrating improved performance and reduced costs through a range of measures including integration, outsourcing, commissioning and broadening our customer base	Create economic, legal and structural conditions necessary to effectively collaborate, commission and broaden BTP's client base in order to improve performance and reduce cost				
	<p>Explore legislative and other opportunities to overcome the organisational constraints imposed on BTP including:</p> <ul style="list-style-type: none"> NDPB status and VAT liability Pensions position with Home Office forces Legislative anomalies Jurisdiction 	<p>Benchmark BTP's support functions and supervisory ratios against a wide range of other organisations to establish the optimum ratio of back office, supervisory and operational resources</p> <p>Identify direct and indirect economic benefits delivered by BTP</p> <p>Provide effective and efficient frontline services to railway service providers, their staff and their passengers through an unrelenting focus on reducing back office costs and overheads</p>	<p>Create the conditions so that BTP is able to commission a range of services where appropriate to improve safety and reduce disruption</p> <p>Determine what stakeholders value most about BTP and what it does, and link these findings to activity and resource levels</p>	<p>Maintain a strong performance culture within BTP. Recruit leaders who are able to drive organisational improvement and change, constantly seek new ways to deliver better service and appropriately pushing the boundaries of existing police practice</p>	<p>Protect the national rail infrastructure and the vital economic and societal role it plays</p> <p>Ensuring the reliability, safety and security of the rail infrastructure by being at the forefront of developments in protective security and counter-terrorism</p> <p>Providing added value to the tax payer by driving out efficiencies to re-invest in frontline service delivery</p>

BTP Strategic Planning Matrix

Focusing on reducing crime and also understanding the needs of staff, passengers and the public on the transport system in order to care for and protect them	Develop and embed BTP 's policing ethos, values and behaviours across the organisation in order to promote confidence and reduce crime				
	Optimise BTP's resource profile and deployment strategy to provide the best possible response and policing service to victims of crime Establish an agile workforce able to respond to the needs to BTP's stakeholders	Ensure BTP has the optimum workforce mix to provide the services over a national footprint, taking into account the varying degree and nature of demand	Effectively engage with railway service providers so that their priorities and concerns are built into BTP's strategic planning processes	Ensure that BTP can recruit and retain exceptional individuals who are highly motivated, committed to protecting the vulnerable and serving the public, commercially astute, customer focused, entrepreneurial, confident in managing risk and committed to service recovery	Engage with rail staff and the travelling public and ensure that their concerns and priorities effectively influence BTP planning processes Identify and engage with vulnerable and minority passenger groups and addressing their concerns in order to promote confidence in the use of the railways
By continuously innovating the way we police in order to anticipate the impact of new technologies and social change on a safer, more secure and more reliable transport system	Create conditions which embed entrepreneurship, creativity and innovation at all levels of BTP in order to deliver value for money, reduce crime and reduce disruption				
	Implement an effective horizon scanning process so that BTP is well placed to anticipate and exploit changes in the policing landscape and the wider political, social and economic environment	Further developing expertise in transport policing through national and international best practice review Creating income opportunities through knowledge export programmes	Through integration in the railway industry's long term planning process, identify at an early stage and enable the industry to take full advantage of technological advancements to make the railway safer and more secure	Embedding an ethos of creative and innovative problem solving in all our staff	Being at the forefront of technological change and innovation in order to contribute to the best possible passenger experience
By developing confident, competent and trained officers, PCSOs and police staff that are equipped for the future.	Develop the skills and influence which enable BTP staff to effectively command people, incidents and situation even when they have no direct authority				
	Introduce and embed a leadership academy to develop a comprehensive talent management programme Create the conditions to allow easy transfer of talent and experience into and out of BTP	Ensure BTP's terms and conditions of employment enable the recruitment and retention of the very best people whilst still retaining the benefits of an agile and flexible workforce	Seeking out opportunities to share learning and development with that of stakeholders to further develop commercial awareness and skills Promote a culture of risk management and service recovery, and ensure that there is a bias to service continuation wherever possible and appropriate	Embed a culture of inclusiveness within BTP and ensure that all staff are treated fairly and with dignity and respect Promote BTP's unique policing style and structure so that it is regarded as the best police force to work for By valuing the workforce and recognising, talent, skills and experience in order to ensure the best possible conditions exist for recruitment, retention and progression	Recruit and retain a diverse workforce in order to improve the level of trust and understanding between the BTP and the railway community Develop and retain a workforce that more accurately reflects the profile of the community in order to ensure we deliver the best possible service and understanding of needs Build a culture of transparency and openness, share information whenever possible and adhere to the highest standards of corporate governance