
Report to: British Transport Police Authority
Agenda item: 6
Date: 28 September 2016
Subject: Demand, Resources and Deployment Programme Update
Sponsor: Deputy Chief Constable
For: Information

1. PURPOSE OF PAPER

1.1 To brief British Transport Police Authority (BTPA) Members on the progress of the Demand, Resources and Deployment (DRD) Programme.

2. BACKGROUND

2.1 With rising numbers of passengers, the growing night-time economy, busier stations and the heightened threat to the United Kingdom from international terrorism, it was identified that British Transport Police (BTP) needed to examine how and when it delivers its policing services with the aim of maximizing productivity and optimizing its “be there first” strategy. The key outcome being to evidence it deploys the right resources at the right place at the right time thereby providing maximum value for money in support of the delivery of the strategic plan 20:20:10. Since April 2015 BTPs DRD Programme has been undertaking a detailed review examining amongst other things the demand for services based on levels of reported crime, disruption, football and events policing and all incidents including those linked to safeguarding.

2.2 The aim of the review was to assess whether frontline operational resources (i.e. police constables (PCs) and police and community support officers (PCSOs)) were being deployed in the optimum way to meet the current and future demand for calls for service from the public and rail industry, taking into account threat, risk and harm. Additionally, with a view to the health and wellbeing of the workforce and following feedback from staff, the Demand Review also sought to identify the frequency and reasons for the short term cancellation of rest days.

3. THE FINDINGS

- 3.1 The review identified that broadly BTPs frontline operational resources are based in the right places across the country but that some realignment is required to ensure efficient allocation of resources. It also found that BTP was cancelling on average 2679 rest days per month (banked rest days in lieu were found to be worth more than £1m); there are over 500 different active shift patterns and over 65 active standard rosters resulting in an unfair distribution of unsocial hours working as well as creating difficulties in identifying what resources are available, when and where. (This could create difficulties in coordinating Divisional or a national response to threats and incidents). It also highlighted 43 locations where BTP regularly plans to deploy officers on their own for full shifts – “lone working”.
- 3.2 The development of a BTP *Demand Model* created the ability to generate resource allocations for PCs and PCSOs combined, for each BTP station and building. Temporal analysis of the core demand identified not only how many resources are needed at each location, but importantly at what time of day for each day of the week they are needed on duty to meet demands for service. It was found current roster arrangements are planning the deployment of in the region of 500 resources at peak time on Saturdays; the Demand Review identified that somewhere in the region of 1000 resources should in fact be deployed to meet the full operational need and to avoid the cost and disruption caused by rest day cancellations and payment of planned overtime. A lack of agreed abstraction levels means Duty Planning teams are consistently changing planned duties to provide the cover required. The planned frontline overtime cost of £1.3m in 2014/15 was mostly claimed for Saturday events policing requirements.
- 3.3 The review found that multiple rosters are in use at the same location with active rosters containing between 130 and 208 rest days. The different shift patterns and rosters, flexible working agreements and local arrangements were found to be causing disharmony between employees. Using the *Demand Model*, the Chief Constables’ Guiding Principles (Appendix A) and extensive engagement with officers and staff a set of proposed core shift patterns and rosters have been developed seeking to match

resources to meet peaks in demand for core policing activities (primarily weekends and evenings).

- 3.4 A number of issues were identified around the current effectiveness of the governance and delivery of both duty and event planning which are clearly contributing to the current level of short notice rest day cancellations and overtime costs. Work is already in train to address some of these issues in advance of the new core rosters going live following formal consultation.

4. NEXT STEPS

- 4.1 At its meeting on 8 September 2016, the Force Executive Board (FEB) approved the draft core rosters to progress to formal internal consultation with staff associations and officers and staff. This is likely to commence in the week commencing 3 October 2016 and will last for 45 days. Other essential stakeholder engagement will be carried out in parallel with this timescale and will primarily include communication with the industry at national and Divisional level.

- 4.2 In order to keep the costs of implementation to a minimum (i.e. changes to estate – which will include 128 locker moves; technology – 31 computer moves; vehicles – 14 response vehicle moves; skills – to be determined; etc.) the FEB also approved a phased implementation programme leading up to full application of the new rosters based on three levels of delivery:

- GREEN – locations which can move onto the new rosters with the recommended resources and will match DRD Programme recommendations completely (55 locations across the country covering 63% of frontline resources) on 9 April 2017.
- AMBER – locations which can move onto the new rosters but either cannot accommodate the recommended resource or will not have the recommended resource in place by 9 April 2017 (31 locations across the country covering a further 20% of frontline resources). These locations will have at least one officer per link on their respective roster with some other links having more than one PC/



PCSO. This will require careful management of abstractions and lone working will remain.

- RED – locations which can move onto the new rosters but either cannot accommodate enough resource or will not have enough resource in place by 9 April 2017 to cover all links on their respective roster. (16 locations across the country and 9% of frontline resources). This arrangement will leave gaps in coverage and there will be extensive lone working.

4.3 Divisional Commanders and their management teams and the Estates Department are working together to seek to address the identified estates issues between now and April 2017 with the Estate Strategy being amended to address any outstanding locations into business as usual post implementation date. The recent freeze on recruitment will mean the number of vacant posts being held around the country are not likely to be filled by the go live date.

4.4 The Deputy Chief Constable is the Senior Responsible Owner (SRO) and chairs the DRD Programme Board. The Demand Implementation Team (DIT) will be led by the Deputy Director of Capability and Resources. Progress will be reported via the DRD Board to the Service Improvement Board (SIB) in line with standard procedures.

4.5 Quarterly reviews will be undertaken by the DRD team following implementation of the new rosters to assess the effectiveness of how the business changes have landed within the organization; identify any changes required, for example to rosters or governance processes and to evaluate the reductions in expenditure on overtime and rest day cancellations achieved.

4.6 Throughout this review the DRD Programme team has engaged with the wider police service and is a member of the National Police Chiefs' Council (NPCC) demand work. BTP's DRD team will continue to work with the NPCC's Performance Management Coordination Committee and College of Policing to identify national best practice. The team will also continue working with Her Majesty's Inspectorate of Constabulary (HMIC) and the London School of Economics (LSE) in enhancing the *Demand Model* to factor in

future predictions (10 years) of likely changes to crime and incidents (volume and type). The team will also continue engagement with the BTPA secretariat in terms of the *Demand Model* synergies with, and any potential impacts on the Charging Model.

- 4.6.1 An initial review of the *Demand Model* methodology vs the Charging Model methodology has already been undertaken and early indications are that any impact the Demand Review will have on the Charging Model will be immaterial. The Charging Model does not go down to police station level (only to sub-Divisional level), therefore the Charging Model will only be impacted if there is movement of officers across sub-Divisional boundaries. The current Demand Review proposals have no officer moves across sub-Divisional boundaries in C or D Division. In B Division there will be some geographic changes where TfL officers are likely to move their home station within Greater London but will still remain policing TfL locations despite an overlap with TOC funded locations.
- 4.6.2 The Charging Model apportions Overhead Costs based on the number of officers in each sub-Division and so will only change if total overhead costs change or the total number of officers within sub-Divisions change. There are no planned officer moves into functions classified as overheads (e.g. CID, Control Rooms), and as outlined above, in actuality there are no officer moves across sub-Divisional boundaries therefore the apportionment of overheads costs will also remain unaffected. That said, work continues on a more detailed evaluation of any potential impacts on the Charging Model.
- 4.6.3 Under the Demand Review proposals, EPSA resources have been ring-fenced and are in addition to resources required at each location to meet the identified policing demand. EPSA resource has been allocated based on the locations specifically stipulated within each of the agreements and as such, this element of resource allocations has not changed because neither the number of EPSA officers/ PCSOs nor the number of total officers has changed for any sub-Division.

5. BENEFITS AND RISKS

- 5.1 There are a high number of interdependencies which will impact on the overall success of this Programme. Some have already been mentioned – Estates Strategy, Technology, fleet, provision of skills and training for the frontline, review of duty and events planning and the implementation of robust governance around the cancellation of rest days. Effective planning and management of all interdependencies will be critical to realizing the full benefits of this programme.
- 5.2 The *Demand Model*, developed in parallel with the Crime Review, relies on CID resources picking up the investigation of Tier 2 crimes and above (e.g. bicycle theft, theft of personal property etc) leaving uniform resources to investigate Tier 1 crimes (e.g. shoplifting, common assault, drunk and disorderly, byelaws, etc). Until the Crime Review is implemented uniform resources will still be required to pick up the investigation of Tier 2 offences.
- 5.3 The core rosters can be applied based on the current resource allocation but full benefits (i.e. reduction in the cost of overtime, and the cost and disruption caused by duty changes and rest day cancellations) will not be realized until resource allocation matches demand. The number of vacancies currently being held on Divisions will therefore have a detrimental impact on benefits realization until the posts are recruited to.
- 5.4 While implementation of the rosters can be achieved with minimal costs, £127k has been ring fenced in the current revenue budget to cover the cost of additional resources required to implement the necessary changes to the HR Origin System and Duty Management System prior to the go-live date. This is a one off expenditure. Necessary upgrades to the Origin System have also been deferred to the next financial year to allow adequate time to update the system with the changes to rosters.
- 5.5 In terms of ongoing revenue costs it has been estimated that unsocial hours working will increase by 5,118 hours (over a full year) which equates to an approximate cost increase of £71,345pa. This is net of the reduction in costs for night shift working which will be achieved through the implementation of the new rosters.
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- 5.6 It is clear that the implementation of the new rosters, improved duty and event planning processes and more robust governance around the cancellation of rest days and use of planned overtime will result in cashable savings for the force. These will be maximized when full implementation of the DRD Programme is completed including resolution of the estates issues and recruitment to vacant posts. A conservative estimate of a 50% reduction in planned overtime hours could save in the region of £2.5m pa. A similar reduction in rest days cancelled with less than 15 days' notice would generate approximately £1.9m in savings per annum. It is anticipated that in the 2017/18, the first year of implementation, within the region of £2m savings could be achieved with this increasing over the subsequent two years while full implementation is phased in. Current estimates suggest full implementation could achieve a potential saving of between £4.5m and £7.5m per annum by 2019/20.
- 5.7 Other benefits include the identification and implementation of the optimum deployment of BTP officers and PCSOs in support of the "be there first" strategy, ensuring effective management of threat, risk and harm to the public and delivering quality of service to industry stakeholders. BTP will have a set of effective tools and templates to enable it to accurately assess demand and to track and enforce effective resource allocation and deployment (rostering) patterns for use in business as and usual continuous improvement activity. The design and implementation of a set of core frontline rosters will enable BTP to have officers and PCSOs on duty at the right time to meet the established pattern of policing demand on the rail network and core policing objectives agreed by the BTPA. All these will lead to a capability to flex and mobilise resources, even at short notice, through improved interoperability of core rosters at a national level.
- 5.8 Through implementation of this Programme BTP will have improved its ability to meet the duty of care to employees through the provision of more stable working patterns, with better protected rest time and fairer distribution of unsocial hours working. Improved engagement and staff morale will lead to increased productivity. BTP should see:
- reductions in planned and casual overtime;
 - reductions in rest day cancellations;



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- reductions in short notice duty changes;
 - reductions in lone working as part of planned rosters;
 - reductions in night working;
 - improved governance over roster patterns;
 - improved duty and event planning;
 - improved management information on deployment;
 - a consistent approach to flexible working agreements;
 - fairer distribution of unsocial hours working;
 - protected rest days.

6. RECOMMENDATION

6.1 Members are invited to note the update provided in this report.



CHIEF CONSTABLES' GUIDING PRINCIPLES

1. One long weekend in five
2. Five days on and two days off
3. As close to 104 rest days per year as possible
4. Night shifts to follow late shifts to follow early shifts
5. No overlap between shifts
6. A minimum of 11 hours rest between shifts
7. Built in additional cover for Thursday, Friday and Saturdays
8. No splitting of rest days
9. An average of 40 working hours per week
10. One training day
11. Fewer resources on nights