

## Minutes (Part I)

Police Authority

Tuesday 22 March 2016, 9.30 am  
at BTP Force HQ, 25 Camden Road, London NW1 9LN

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### Present:

Rt Hon. Esther McVey, Chairman  
Brian Phillpott, Deputy Chairman  
Dominic Booth  
Dyan Crowther  
Liz France CBE  
Len Jackson OBE  
Bill Matthews  
Ray O'Toole  
Mark Phillips  
Andrew Pollins  
Stella Thomas  
Anton Valk CBE

### In attendance:

Paul Crowther OBE, Chief Constable  
Adrian Hanstock, Deputy Chief Constable  
Mark Newton, Assistant Chief Constable  
Stephen Thomas QPM, Assistant Chief Constable  
Simon Downey OBE, Director of Capability and Resources  
Stephen Park, BTP Interim Finance Director  
Elaine Derrick, Senior Advisor to Chief Constable  
Francesca Annetta, Head of Finance

Andrew Figgures CB CBE, Chief Executive  
Alistair Cook, Temporary Finance Director & Deputy Chief  
Executive  
Samantha Elvy, Strategy and Performance Manager  
Harriet Andrews, Audit and Risk Manager  
Iggi Falcon, Senior Policy Officer & Minutes

Andy Murray, RSM UK Consulting

Steve Marshall-Camm, Department for Transport (DfT)

***Summary of Items considered with only Members present***

**14/2016 Appointments and Remuneration Committee**

Agenda Item 1

*The Authority considered a report from the Appointments and Remuneration Committee and agreed recommendations in relation to the appointment of an Assistant Chief Constable and to an outstanding legal matter between the Authority and the Superintendents' Association.*

**PART I - Items taken in Public  
Standing Items**

**15/2016 Welcome and Introductions**

Agenda Item 2

11. The Chairman welcomed all Members to the second meeting of the year and, in particular, Stephen Park, the Force's Interim Finance Director and Steve Marshall-Camm, from the Department for Transport's (DfT) Sponsoring Team.

**16/2016 Minutes of the Meeting 10 December 2015 - Part I**

Agenda Item 3

12. The minutes (Part I) were approved as a correct record.

**17/2016 Matters arising**

Agenda Item 4

13. **Item 1 - Counter-terrorism** - A report and presentation on CT was on the agenda under Item 13.
14. **Item 2 - Firearms (Scotland)** - The Chief Constable updated Members on the issue of firearms capability in Scotland. The matter remained on the engagement agenda with Scottish Government officials and HM Inspectorate of Constabulary Scotland (HMICS). The Chief Constable intended to follow up the issue at his next meeting with the Cabinet Secretary for Justice.
15. **Item 3 - Airwave Replacement** - There had been progress in securing DfT funding for 4G network for emergency services, but there remained a significant financial pressure on the BTP. The Force continued to challenge its categorisation as a Tier 2 user, which meant less favourable terms in the procurement of licences.

16. The DfT representative commented that progress had indeed been made in some areas as a result of good engagement with the BTP and the Home Office. However, the department was clear that there was no provision to offer additional funding to the project within the current Spending Review period.
17. In summing up the discussion, the Chairman explained that the BTPA would continue to make the case for an appropriate level of DfT funding to the project, as well as for equality of treatment in relation to the Tier 1/Tier 2 categorisation.
18. **Item 5 - Infrastructure Policing** - The Chief Constable provided an update on recent developments concerning the Infrastructure Policing Review led by the Home Office. The review sought to identify opportunities that may come from joining up the capability of police forces with responsibility for rail, roads, ports, defence estate and other critical national infrastructure sites. He confirmed that the timescale for finalising the business case was the end of April, which was extremely ambitious.
19. Some Members were concerned that they were not sufficiently sighted on the progress of the project and therefore requested to arrange a special meeting to receive a briefing on the matter. It was agreed that the meeting should take place before the business case was finalised to allow the Authority to form a view and influence the process. In addition, thought should be given to the need to communicate with the rail industry over this initiative.
20. **Item 6 - TV Programme** - The Chief Constable confirmed that BTP would not take part in a planned TV documentary on Mental Health without strong support from other stakeholders, including Network Rail and the Samaritans.
21. **Item 7 & 8 - Disruption** - Agenda items had been deferred to the June meeting.
22. **Item 12 - Communication with TOCs** - The Chief Executive confirmed that he recently had attended a meeting with one train operator who had sought further details on its PSA charges.
23. All other actions were marked completed.
24. **Agreed:-**
  - 24.1. To bring to the DfT's attention the urgent concerns regarding BTPs continued use of the Emergency Services and Mobile Network, particularly in respect of adequate coverage in underground/ deep tunnels and of the cost and complexity of transitioning to new provider. In particular, to seek:-

- 24.1.1. Clarity over the DfT's funding commitment to the project; and
  - 24.1.2. An equality of treatment with Home Office forces over its Tier 1/ Tier 2 categorisation.
- 24.2. A special meeting to be arranged prior to the Infrastructure Policing Review Business Case being finalised. The purpose of the meeting was to advise Members of the details of the project and form a view of its possible impact.

### **18/2016 Chief Executive's Report**

#### Agenda Item 5

25. The Authority received a report outlining the work of the Authority Executive Team since the last meeting. The report included an update on discussions with the Scottish Government over devolution proposals. The Chief Executive explained that the consultation document over the future of the BTP in Scotland was now expected to begin after the Scottish Parliamentary elections in May.
26. The report was noted.

### **19/2016 Chief Constable's Report**

#### Agenda Item 6

27. The Chief Constable introduced a report which provided an update on the BTP's activity to deliver the key objectives in the Strategic Plan, undertaken since the last Authority meeting.

#### *Performance*

28. The report provided an overview of performance against the 20:20:10 strategic objectives and national Policing Plan targets. This included figures for notifiable crime, which were showing a 5% increase on last year. However, in terms of reduction since the start of the Strategy Plan in 2012/13, an 8% decrease was projected by the end of this performance year. Disruption, in turn, was projected to have increased by 7% compared to 2014/15. This meant overall disruption was to be 13% higher than in 2012/13, the baseline year when the objective was set. Since 2012/13 primary minutes have stayed the same whereas reactionary minutes have increased by 20%. Though the objective remained extremely challenging, the BTP was making significant efforts to reduce the impact of disruption through engagement with industry. Meanwhile, the confidence ratings for the autumn 2015 survey, released in January, showed an improvement from the previous survey with an overall rating of

78.71%, indicating that BTP is on track to achieve the June 2016 target of 78.82%.

29. The report also contained data on the Policing Plan National Targets 2015/16 which showed that notifiable crime was up 5.4% (2,153 offences) against this time last year. Violence against the person, criminal damage, graffiti, sexual offences and serious fraud had seen the greatest increases year to date. Violent crime increased by 21% (1,663 offences) against the same time last year. This increase in violent crime was, nonetheless, below the 25% increase which has been seen in Home Office forces. Overall disruption was 5% over (64,902 minutes) the same period last year. Primary minutes were showing a 1% increase and reactionary minutes, an 8% increase. As for sickness, BTP was projected to achieve the sickness target, with overall sickness currently at 6.39 days per person against a target of 6.69 days. Officers and police staff are both within the target. As requested at the previous Authority meeting, a detailed review of sickness would be presented to the next People & Standards Committee on 27 April.
30. A more detailed overview of performance was expected after the end of the financial year on 31 March and the PRC would undertake a detailed review of full year performance at their next meeting on 19 May.

#### *Transformation*

31. The Director of Capability and Resources indicated that a full progress report would be submitted to the June 2016 meeting.

#### *Counter Terrorism*

32. A detailed report was now on agenda Item 13. The Chief Constable commented on the positive visit by the Transport Secretary to Blundell Street on 21 March. He also referred to the security situation developing in Brussels that morning, explaining that BTP was stepping up patrols in main London stations, particularly at the Eurostar terminal, and providing visibility and reassurance to passengers.
33. A Member sought additional information on the impact of the Demand project, and the Chief Constable explained that implementation was scheduled for October. The project represented a significant change, with 500 roster variations being reduced to 5. It was acknowledged that not all changes were popular among officers, although the changes intended to have the positive effect of reducing the number of cancelled rest days. It was added that there were Estates and occupancy reviews alongside the Demand work, and the Chief Constable commented that this provided a good

opportunity for the Senior Office Team and Members to open up thinking. The Chairman commented that the intention was indeed to arrange an informal meeting between Members and COG as follow-up to the Governance Review.

**34. Agreed:**

- 34.1. A detailed progress report on Transformation to be submitted to the 16 June meeting of the Authority.
- 34.2. To arrange an informal meeting between Members and COG as a follow-up to the Governance Review.

**20/2016 Policing Plan**

Agenda Item 7

- 35. The Chairman of the Policing Plan Group introduced a report giving details of the process conducted to develop the 2016/17 National and Local Policing Plans, and inviting the Authority to consider the targets that would support these.
- 36. The Authority noted the well-run process of engagement with stakeholders which helped to inform the contents of the Plans. The Committee Chairman thanked, in particular, the BTPA's Strategy and Performance Manager and the BTP's Head of Strategy and Performance for their support in arranging this.
- 37. The Committee Chairman gave a summary of the proposed targets (contained in full at Appendix C of the report). He highlighted also the renewed approach to Performance Management which sought to move away from a binary model that considered RAG status, to one which examines the impact of BTP initiatives to achieve results and engender good behaviour.
- 38. A Member commented that whilst the report was well put together, she had not seen much focus on recommendations of the recent Shaw report on the long term future shape and financing of Network Rail. She would hope that future process would take greater consideration of the impact of this.
- 39. In discussion, the issue of primary and reactionary minutes affecting the disruption target was reiterated, and it was suggested that Members might wish to consider how the subject might be tackled with MDs in the future, perhaps at a future Annual Stakeholders' Workshop.

**40. Agreed:**

- 40.1. The National and Local Policing Plan targets to be approved as set out in the report.
- 40.2. The Authority to endorse the proposed approach to performance review as set out in section 9 of the report, to be led by the Authority's Performance Review Committee.

## **21/2016 Finance Committee Report**

### Agenda Item 8

41. The Chairman of the Finance Committee introduced a report setting out an overview of the work of the Committee at its meeting of 3rd March 2016. Business at the meeting included consideration of the latest (period 11) outturn forecasts for 2015-16 for revenue and capital, the BTPA Year-end forecast results 2015-16 and recommendations for the approval of the ISP contract.
42. Also covered was the progress against key BTP projects, including an update on the Integrated Systems Programme (ISP) and Virtual Desktop Interface (VDI). The Committee had expressed concerns about project management principles underpinning the latter of the two, and it was confirmed that Bryan Johnson, a BTPA consultant, would be conducting a review. Members reiterated a need to improve confidence in the management of IT projects.
43. The Authority considered, as part of a separate report attached, a recommendation that the Capita and Niche contracts should now be signed. It was noted that Cabinet Office had approved the additional £1.3m spend that the Authority agreed at its January meeting. Legal assurances had been received that the contracts were as robust as they could be. As part of this, lawyers were keen that lessons were learnt from the experience with the previous supplier and that payments were only made for delivery of evidenced 'value' at each milestone point. The Chief Executive conducted a contract review session focusing on residual risks. These risks were reported to be managed appropriately.
44. The report was noted.

### **45. Agreed:**

- 45.1. The Authority to approve the signing of the Capita and Niche contracts.

## **22/2016 Audit & Risk Assurance Committee**

### Agenda Item 9

46. The Chairman of the Audit & Risk Assurance Committee introduced a report updating the Authority on audit activity and risk

management issues, as considered by the Committee at its meeting on 3 March 2016.

47. A range of issues were covered, including the outcome of the Governance Review, the Finance Review and forensic investigation, the contents of the Governance Statement 2015/16, an update on development across Corporate resources, as well as Internal/External Audit updates. The Committee Chairman highlighted the HMIC Inspection Plan for the coming year, which included the possibility to introduce an inspection programme at the BTP that follows the PEEL format. There was some concern that this move could compromise the existing arrangements that inspections for the BTP would be tailored to fit its unique set-up.
48. The report was noted.

### **23/2016 Quarterly Strategic Risk Reports**

Agenda Item 10

49. The Strategic Risk Reports for the Authority and the Force were noted.

### **24/2016 Governance Review**

Agenda Item 11

50. Andy Murray, partner at RSM UK Consulting, gave a presentation to the Authority on the findings and recommendations arising from the Governance Review which his firm had been commissioned to carry out over the past few months.
51. Mr Murray began his presentation by reminding Members of the scope of the work, which included reviewing the BTPA systems for governing the BTP, and the BTPA systems for internal governance. He explained that he and his team had reviewed over 250 documents, attended 15 events (committee meetings, etc.) and had interviewed 50 people as part of the evidence gathering process. The bulk evidence was made available to Members separately from the report.
52. Mr Murray proceeded to reveal the findings against each of the considerations listed in the terms of references, as follows:-

#### **52.1. Consideration 1: Ensuring the systems take account of and are consistent with the statutory requirements of the Authority and Force.**

*Finding: The Authority and Force take into account relevant statutory requirements, but the governance systems could be strengthened to systematically ensure they continue to do so.*



**52.2. Consideration 2: Ensuring these systems reflect the national scale and significant business operations of the Force and Authority**

*Finding: The governance systems reflect the national scale and business operations of the Force and initiatives are underway to strengthen internal controls and make better use of technology. However, RSM had concerns whether (a) factors external to the Force are systematically scanned for and anticipated, (b) Force personnel have bought into and are ready for the pace/scale of the changes and (c) opportunities for collaboration are systematically explored and considered.*

**52.3. Consideration 3: Identifying whether the system of governance in place ensures appropriate direction and oversight of statutory responsibilities and are in line with best practice for a public sector and policing organisation of this size**

*Finding: The policing activities of the Force are in line with practices adopted by Home Office forces. The Authority falls short when compared against Board/Committee Effectiveness best practice. Both the Authority and the Force fall short on risk management, project/programme management and financial reporting best practice.*

There was some discussion in respect of this finding, with Members seeking greater detail about what specific aspects had given rise to concern. Mr Murray explained that there was a general shortcoming in the overview of projects against the delivery of the strategy. Though there was evidence that the Authority was having ‘the right set of exchanges’ as projects progressed, there were not sufficient mechanisms to provide “a vision” of anticipated benefits.

**52.4. Consideration 4: Reviewing the management and reporting of information to ensure that the BTPA has full and complete access to the necessary objective evidence for assurance and decision making.**

*Finding: The management and reporting of information needs to improve. The mistrust over data appears to have created a vicious circle of seeking more data that challenges the Force to collate and turn is too dense to be easily understood.*

Members discussed these findings in greater detail and it was clarified that the key improvement area was confidence and

assurance. Members were advised that this was not about 'second-guessing' data or the source, but rather about having mechanisms to ensure the Authority received the necessary data to perform its scrutiny functions.

**52.5. Consideration 5: Identify areas of duplication, and make recommendations to clarify roles and responsibilities and on where efficiencies can be made.**

*Finding: There are opportunities to reduce the burden of reviews undertaken by the Force and make them more effective. The Code of Governance will need to be updated to reflect the demarcation between the BTPA Treasurer and BTP FD should the role become permanent.*

**52.6. Consideration 6: Whether relevant individuals responsible for internal governance have the necessary skills to fully discharge all aspects of their governance responsibilities in an effective and appropriate manner.**

*Finding: People have appropriate skills relating to internal governance but there are questions over capacity and experience.*

**52.7. Consideration 7: Review the systems in place for ensuring that the Authority has adequate oversight of the BTP's management of its officers and staff, and the organisation's culture and values, and has the ability to provide an appropriate challenge to the BTP on these issues.**

*Finding: Although a defined set of values are being embedded across the Force, the Authority does not appear to be being measuring their impact. Survey responses and interviews suggested a 'punitive' culture was perceived.*

53. Members agreed that these findings accurately depicted the effectiveness of the Authority systems. They were also satisfied that the 16 key recommendations contained in Mr Murray's report provided a sensible action plan to drive improvements.
54. One Member commented that he expected to see greater analysis about the flow of decision between the Authority, its Executive and the Force, as well as consideration of whether there was a right balance in the ways the three entities worked together. In this regard, Members and the Chief Constable agreed that the most important recommendation was number 16 (*Develop and agree guidelines on the governance boundaries regarding operational independence, using the Code of Governance as a reference point*) and that this should be looked at before setting up a Working

Group to oversee the remainder of the Action Plan. There was a suggestion that the informal meeting to be arranged between Members and Senior Officers (see action 34.2) would be a good opportunity to consider this in the first place.

55. The Chairman thanked Mr Murray and the remainder of the RSM Team for the production of the report.

**56. Agreed:**

56.1. To consider, in the first instance, recommendation 16 of the Governance Review, concerning the working relationship between the Authority and the Force at the informal meeting to be arranged between Members and (see action 34.2).

**PART III - SUMMARY OF ITEMS TAKEN IN PRIVATE**

**25/2016 Minutes of the Meeting 28 January 2015 - Part II**

Agenda Item 12

*The Authority agreed the minutes as an accurate record.*

**26/2016 Counter Terrorism**

Agenda Item 13

*The Authority received a report from the Chief Constable.*

**27/2016 Any other Business**

Agenda Item 12

*There were none.*

**The meeting finished at 13.10.**

**Date of next meeting:**

16 June 2016

G1 & G2, FHQ, 25 Camden Road, London NW1 9LN