

Minutes (Part I)

Police Authority

Wednesday 28 September 2016, 9.30 am
at BTP Force HQ, 25 Camden Road, London NW1 9LN

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Present:

Rt Hon. Esther McVey, Chairman
Dominic Booth
Dyan Crowther
Liz France CBE
Len Jackson OBE
Bill Matthews
Mark Phillips
Andrew Pollins
Stella Thomas
Anton Valk CBE

In attendance:

Paul Crowther OBE, Chief Constable
Mark Newton, Assistant Chief Constable
Robin Smith, Assistant Chief Constable
Alun Thomas, T/ Assistant Chief Constable
Simon Downey OBE, Director of Capability and Resources
Marie Daniels, Deputy Director of Capability and Resources
Alistair Cook, Temporary Finance Director, BTP
Paul Brogden, Chief Superintendent
Elaine Derrick, Senior Advisor to the Chief Constable

Andrew Figgures CB CBE, Chief Executive
Lucy Yasin, Authority Business Manager
Charlotte Vitty, Authority Finance Director and Deputy Chief Executive
Harriet Andrews, Audit and Risk Manager & Deputy Treasurer
Iggi Falcon, Senior Policy Officer & Minutes

Dan Moore, Department for Transport (DfT)

Also in attendance:

Andy Odell, Rail Delivery Group (RDG) (not for Item 7)
Brian Drayson, BTP Federation (not for Item 7)

Standing Items

44/2016 Welcome and Apologies

Non-Agenda

1. The Chairman welcomed all Members to the fourth meeting of the year as well as Dan Moore, from the Department for Transport's (DfT) Sponsoring Team, Andy Odell from the Rail Delivery Group (RDG) and Brian Drayson from the BTP Federation.
2. Apologies were received from Ray O'Toole and DCC Adrian Hanstock.

45/2016 Minutes of meeting 16 June 2016 Part I

Agenda Item 1

3. The minutes were agreed as an accurate record, subject to the following line being added to paragraph 9 "The reason the Chairman made the comment was because she had worked in the media for 20 years and she specifically covered Mental Health and Suicide".

46/2016 Matters arising/actions outstanding

Agenda Item 2

4. **Firearms (Scotland)** – The Chief Constable reported on the good engagement with Police Scotland and the Scottish Government, leading to announcement concerning Taser Deployment. Useful guidance had been received from the Scottish Government and Bill Matthews' and a good communication strategy was deployed. There had been no negative reaction to the announcement despite some issues arising in preceding weeks. The Chief Constable anticipated deploying sometime before the autumn recess. Some questions from MSPs on training.
5. Bill Matthews added that the moment these weapons were deployed there would be possible opportunity for the issue to re-emerge, but he was confident this could be managed adequately.
6. **TV Programme on Suicide** – the Authority Chief Executive noted that legal advice had been circulated to Members.
7. **TV Programme on Football** – The Chair confirmed that the initiative would only to be pursued in consultation with the Force given the existing demands and pressures.
8. **Scottish Devolution – Legal Advice** – Dan Moore (DfT) had provided a note confirming that the Department's policy position was that it would be reasonable to use BTP Fund to support

activities arising from devolution. The Chief Executive referred to the discussion at Finance Committee when Members queried the legal basis for that position. The Finance Committee was concerned about the BTPA's exposure to legal challenge at a future date. Mr Moore commented that the Department's position should be able to provide assurance to the Committee, and Members of the Finance Committee agreed to examine this further at their forthcoming meeting.

9. Agreed:-

- 9.1. **The Finance Committee to examine the DfT's policy advice regarding the expenditure on Devolution issues at their forthcoming meeting.**

Strategic Items

47/2016 Chief Constable's Report

Agenda Item 3

10. Members considered a report of the Chief Constable covering key strategic risks for the Force and the Authority. It was noted that the report was being presented in a new format following the Governance Review recommendations.
11. *Counter Terrorism* – the threat was continuing to evolve, with recent incidents in the United States giving rise to a renewed concern about explosive items in crowded places, particularly sites which have a symbolism for Western liberal values. Attacks by lone operators were also registered in recent months. BTP was keeping its threat/risk assessment and its capability under review. The Chief Constable reported challenged in the Force's ability to recruit firearms officers, but remained hopeful of being close to establishment by end of year through consideration of incentives. The Audit and Risk Committee was to monitor this issue. (ACTION).
12. *Finance* – The Finance Director confirmed that three high quality appointments had been recently made to the Finance Team.
13. *Crime Review* – ACC Mark Newton outlined proposals that would be put to consultation. He acknowledged that previous plans could have been better communicated in the summer, and stakeholders management was now a priority, including engagement with MOPAC and other interest groups. New plans propose stronger capability and approach, matching resource with demand across the country. In response to a question, he confirmed that the intention was to create more streamlined processes that would increase capability whilst driving a reduction in staffing.

14. *New Performance Framework* – Good progress with Governance Review and good lessons obtained from the analysis of the Kent model, to be followed up with a visit from Liz France and Mark Philips in order to consider their governance arrangements (ACTION).
15. With reference to paragraph 4.2, a Member praised the BTP's steps to tackle Hate Crime, which had experienced a worrying increase in the wake of the Brexit vote.
16. The report was noted.
17. **Agreed:-**
 - 17.1. **The Audit and Risk Committee to monitor the BTP's challenges in attracting and recruiting firearms officers.**
 - 17.2. **Liz France and Mark Philips to visit Kent OPCC in order to consider their governance arrangements**

48/2016 Infrastructure Policing

Agenda Item 4

18. The Authority received a report of the Chief Executive setting out the latest position on the UK Government's review of the future of Infrastructure Policing. Members had previously considered a think-piece setting out the BTPA's objectives and red lines as part of the review, out of committee in August. Members reiterated the BTPA's position that the case for change has not been made.
19. The discussion on the paper highlighted the challenges associated with the proposals. Although the evaluating team identified 'modest benefits' in pursuing the two merger options, it also pointed out the 'moderately high risks' of the initiative given the difficulty associated with integration. Members stressed, echoing concerns expressed by others involved in the review, that greater assurances are needed over service continuity at this point in time.
20. The DfT representative suggested that the BTPA should consider making its representations at the earliest opportunity as the month of October would be critical to the future of the project. Members agreed that representations should be made as soon as possible (ACTION).
21. Members will also consider the possibility of setting up a small reference group to monitor the development of the proposals, subject to the decisions on the direction of travel (ACTION).

22. The report was noted.
23. **Agreed:-**
 - 23.1. **The Authority to make representations to the UK Government setting out the BTPA's position that a case for change has not been made.**
 - 23.2. **Subject to the Government direction on this, a small sub-group of Members could be formed to oversee the development of the proposals**

49/2016 Airwave Replacement Project

Agenda Item 5

24. The Authority considered a report setting out the operational and financial risks of the Emergency Services Mobile Communications Programme (ESMCP) for the Authority and the Police Force. The report covered key issues relating to the BTP's participation in the programme and drew attention to seven specific issues:-
25. There is a risk of slippage in the timelines currently set by the HO programme and there is a need to estimate how significant that slippage might be.
26. There is a need to clarify the financial profile by year to reflect the timelines. The profile should show the gross cost of the programme, the current cost of all (core & specialist coverage) airwave provision paid for by BTP and the cost borne by the Home Office on behalf of the Authority. It should make clear the net cost of the programme to the Authority taking the current cost of airwave provision to BTP and the Home Office subsidy into account.
 - 26.1. There is a need to compare the coverage of ESMCP compared with the current coverage of Airwave, thereby explaining the gap and thus indicate the operational risk.
 - 26.2. There is a need to understand the cost model used by the ESMCP to determine BTP charges as far as can be determined from the information provided to date by the Programme.
 - 26.3. There is a need to determine what further financial information is required to make a decision to join the programme in terms of value for money.
 - 26.4. There is a need to determine the earliest time the decision to join the programme could be made and the latest time it could be made.

- 26.5. There is a need to clarify the billing arrangements and explain which of these the Force believe puts BTP at a financial disadvantage with respect to other users and why.
27. The Chief Constable commented that preliminary assessment had shown costs of rolling out ESCM could be as much as three times that of Airwave, partly as a consequence of the BTP being categorised as a Tier 2 user. Though Cost-per-device had come down since discussions with project leads had begun, there were still some significant affordability concerns, in addition to operational risks associated with shortcomings in the programme's management (some of which are highlighted in a recent NAO report).
28. The DfT representative commented that his department had now become more closely involved in discussions and that they were currently seeking greater granularity on costs, as Home Office had reassured the department the police service should expect substantially lower costs in the long-term, following the initial investment.
29. A Member queried what the reasons were for lack of a contingency at the DfT. The representative explained that in the rest of the police service was able to meet the expenditure from a top sliced provision from Police Funding Grant, although the Chief Constable commented that it would have been possible for the Department to submit a SRS15 bid at the early stages of the ESCMP. A Member made a further point that the current financial model seemed to rely on not passing on the long-term savings back to PCCs and that this could become a significant political issue in the future.
30. In response to a Member's question, it was clarified that there were operational contingencies in case the timetable for introducing ESCM slipped back beyond the end of the Airwave contract.
31. The Deputy Chairman suggested that it would be a good idea to speak to the Highways Agency regarding their potential interest in participating in the contract, particularly given the proposals on IPP.
32. The report was noted.
- 33. Agreed:-**
- 33.1. The Authority to receive a further update on ESCMP in November, particularly covering any slippages in timetable.**

33.2. The BTP to discuss with Highways Agency's position re use of ESMCP, should IPP progress further.

50/2016 Demand & Resource

Agenda Item 6

34. The Authority received a presentation from the Deputy Director of Capability and Resources providing Members on the progress of the Demand, Resources and Deployment (DRD) Programme. The DRD Programme sought 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 the 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.
35. In presenting the key aspects of the DRD Programme, the Deputy Director explained that the Demand 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. BTP was cancelling too many rest days per month at a significant cost; differences in shift patterns, rosters and flexible working agreements caused disharmony between employees and poor work/life balance.
36. 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. Emphasis will be on the effectiveness of the governance and delivery of both duty and event planning.
37. The Force Executive Board (FEB) approved the draft core rosters to progress to formal internal consultation with staff associations and officers and staff in coming weeks.
38. A phased programme to implement the new rosters will drive down change costs, classifying locations from those which can most easily adapt to those which cannot accommodate as at April 2017. Divisional Commanders and the Estates Department are working together to seek to address any estates issues.
- The DRD Programme team has engaged with the wider police service, NPCC, HMIC, and academia to identify national best practice.

- It was clarified that EPSA resources have been ring-fenced and are in addition to resources required at each location to meet the identified policing demand.
 - Benefits of the DRD Programme were described as follows:-
 - more stable working patterns
 - better protected rest time and fairer distribution of unsocial hours working
 - better morale and increased productivity
 - reductions in planned and casual overtime;
 - reductions in rest day cancellations;
 - reductions in short notice duty changes;
 - reductions in lone working and night working;
 - improved governance over roster patterns;
 - improved duty and event planning;
 - a consistent approach to flexible working;
 - protected rest days.
39. A Member sought further information on the success criteria for the Demand and Resource Changes, how the Force will measure improvements on rest-day cancellations, overtime, abstractions etc. The Deputy Director agreed to present a one-page summary of KPI / Success measures at the next update.
40. The Deputy Director stated that an initial review of the methodologies showed that the impact of the Demand Review on the Charging Model would be immaterial. Commenting on this point, the Chief Executive advised that the Authority should be cautious in terms of promoting the initiative as cost neutral until it was certain that there would be no effect on the actual charges after 2017.
41. The presentation was received.
- 42. Agreed:-**
- 42.1. The Deputy Director to present a one-page summary of KPI / Success measures of the Demand Review when the next update is provided to the Authority.**

51/2016 DfT Efficiency Challenge
 Agenda Item 7

43. Members received a presentation by the Chief Constable and the Director of Capability and Resources.
44. In setting the context of the presentation, the Chief Constable referred to the DfT's letter to the BTPA, setting out efficiency requirement of 8% as a starting point – or, in cash terms, £16 over the 3-year period to 2021. The letter helpfully acknowledged existing pressures on the Force relating to CT and other activities and the Force has now quantified the known Budgetary Pressures at estimated £19.8m. Added to the £16m challenge set by the DfT, the total budgetary pressure comes to a total of £35.8m.
45. The Chief put these figures in the context of the efficiencies and benefits which the BTP Transformation Programme was aimed to generate, that is, £30.4m in cashable efficiencies and a further £47.35m in non-cashable productivity benefits.
46. He further contextualised the figures against the cash-releasing efficiency benefits which the BTP provided to the industry each year which was calculated at £370.95m p.a. He pointed out that this was in line with one of the key goals of the 20-20-10 Strategy, which was to promote the BTP as a “provider of choice”. A ‘price promise’ was intended to support this objective, and when compared to the cumulative difference between the forecasted expenditure at RPI growth over the existing Strategy period and the actual expenditure (around £93m), he felt it was worth highlighting the BTP was currently delivering a great deal more, for less.
47. In the detailed presentation, the Director covered the Cashable Efficiencies per activity, highlighting the expected savings generated from the ongoing reviews into Demand, Central Justice Department and Evidence, Crime, Digital Core, Mobile Technology and Estates. He also covered activities under consideration including the operation of PNC, Workforce (Police Staff), Control Rooms rationalisation, collaborative shared services, and further work on Estate. A Member suggested that it would be useful to see more clearly the probability of each of those initiatives realising the potential. The Chief Constable agreed with this approach as there would be decision points in each of these initiatives, and some choices carried opportunities as well as risks, particularly in terms of our wider working relationship with industry. The rationalisation of Control Rooms was a case in point.
48. In the detailed discussion, Members asked additional questions concerning the effective ratio between Police Staff and Officers, whether we have a clear line of sight into the position within our Estates and how the potential for greater efficiencies through collaboration had been identified and factored in the proposals.

49. With reference to slide 8 the Chairman queried the figures presented in the Operational and Summary Justice Requirements, as it did not appear that the reduction of number of staff (101) featured in the 2014 business case, set against the expected additional resource (91), would deliver a saving of £3.4m savings. The Director explained that the assumptions in 2014 were against the cashable savings that would be delivered by effectiveness of ISP, quantified as a time release. It was further explained that, at that point in time in 2014, the Force absorbed costs for Tranche 2 CT, Safeguarding, and other activities fully within budget because of those efficiencies. The Chairman felt that this was still not sufficiently clear and asked that in the future this is presented in a way that was easier to visualise. The Chief Constable agreed that there were more helpful ways to describe the 'efficiencies journey' and that this would be taken on board.
50. The DfT's representative commented on the anticipated questions which would be asked at the coming DfT Efficiency Panel, where he expected a heavy focus on culture, to test the Authority's commitment to the efficiencies drive. He supported work that would allow Members to see efficiencies in a deliverable form, being mindful of the upcoming HMIC work in this area. He asked whether the Authority and the BTP had had a sense in relation to the Industry Relationship. It was reported that the RDG had voiced concern that downward financial pressure could be seen as penalisation. The Chief Constable further referred on the recent 'Stakeholder Dinner' where Industry players were disinclined to follow a 'efficiencies for efficiencies' sake' logic and strongly supported reinvestment in capability.
51. The presentation was noted.

52/2016 Scottish Devolution

Agenda Item 8

52. Members received a report from the Chief Executive with an update on the progress of the plan for Integrating the D Division into Police Scotland.
53. In introducing the report, the Senior Policy Officer advised Members that the Joint Programme Board which oversaw the Integration plans had met in Edinburgh on Tuesday 20 September. It had been a busy summer for the Programme, with the various Workstream projects taking shape and the Leads being identified. It was also the period of formal consultation which concluded on 24 August to which the BTPA contributed following Members' approval of a response.

54. The BTPA had now initiated engagement with Scottish colleagues on the various areas of interest, such as Workforce, Finance, Charging, Pensions and Estate and has provided a large volume of information as requested by officials. At its last meeting, the JPB Board reviewed the progress of the various workstream and identified a need to produce an overarching plan which details outputs and timeframe for the activities that will deliver integration with a view to April 2019.
55. In the short term, a key milestone would be the introduction of the Scottish Parliamentary Bill which is expected to be in early November. The BTPA has provided Scottish officials and the whole of the JPB with a list of key important considerations for both primary and secondary legislation – Members will have seen those in the appendix to the report, and a formal response is expected from the Scottish Government in due course.
56. He added that the BTPA has recruited a fixed-term Project Manager to oversee the next phases of the Programme. The selected candidate has accepted and the Authority were in the process of obtaining approvals, but expected the individual to be in post in October as anticipated.
57. The report was received.

53/2016 Joint Risk Register

Agenda Item 9

58. Members considered a report presenting the Joint Risk Register to the Authority – one of the recommendations arising from the Governance Review. This was the first time that the report was coming to the Authority in this form.
59. The updated risk report format took account of the input from the Governance Review Working Party including the suggestion that a heat map summarising the status of sub-strategic risks be included. This would allow Members to have sight of more specific risks below the strategic level should they wish to query, for example, risks that appear to be worsening in RAG status.
60. On balance, Members were pleased with the format of the report, and agreed that the Strategic Risk Register should capture those risks that would stop us from the delivering our Business Objectives. Additional comments were made as follows:-
 - 60.1. The Audit and Risk Committee should give consideration to how it will manage the work on the Joint Risk Register,

whether that was by identifying Risk Owners, how they would understand the mitigations, etc.

- 60.2. There should be a risk in relation to loss of life, particularly in terms of officers working trackside.
- 60.3. The Force should ensure that there was a connection between the RAG statuses showing in the Strategic Risk Registers and in the Operational ones.
61. The report was noted.

Items for noting

54/2016 National Joint Disruption Programme

Agenda Item 10

62. The Authority received a presentation from Chief Superintendent Brogden on the joint BTP-industry work to reduce and manage disruption on the rail network, for which he had been seconded to Network Rail since the spring of 2015. The presentation provided Members with an account of how greater joined up work between the BTP and the Industry had led to greater effectiveness in predicting and prevent the main causes of disruption.
63. Chief Supt Brogden explained that the vision and strategy of the Programme focused heavily on trust – the public expect a busy network, but they also expect that disruption will be managed effectively. The strategy is based on four key goals:-
- Increasing intelligence by information flow;
 - Establishing timelines better so that they all actors can make more effective service recovery plans;
 - Promoting a more collaborative industry culture – with over 250,000 people working on the network and engineering sites, how we can maximise eyes and ears;
 - Manage the communication flow from operations to the travelling public.
64. The presentation covered the details of the Operating Model which had been developed to predict and prevent disruption, and the response and recovery activity following a disruption incident. Chief Supt Brogden explained that, to date, the Programme had delivered:-
- Emergency Intervention Units (EIUs) – A valuable frontline resource made-up of key decision makers, and which had proven to be an excellent model that had recently been rolled out across London.

- National Disruption Fusion Unit – A unit bringing together analytical resources across the industry and which also sought to centralise data sets. The Unit also sought to promote a common language to improve incident management.
- Embedded Police Inspectors – working with TOCs and NR, six embedded inspectors on key routes, able to assist command and control decisions at times of need.

Even by conservative estimates, the initial investment into these had been more than offset by cost avoidance.

65. Chief Supt Brogden also referred to initiatives currently in development including a new approach to Information Management Systems based on experience seen in the Netherlands and the creation of a National Operation Centre.
66. Following a round of questions, Members thanked Chief Supt Brogden for a most informative presentation.
67. The presentation was noted.

55/2016 Governance Review Working Group Progress Report Agenda Item 11

68. The Authority considered a report to update on the progress of the Governance Review Working Group (GRWG) included the detailed work plan that followed the roadmap recommended by RSM with a few refinements based on timeframes and interdependencies.
69. The report was noted.

56/2016 Chief Executive's Report Agenda Item 12

70. 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.
71. The report was noted.

57/2016 Q1 Audit and Risk Assurance Committee Agenda Item 13

72. The Authority received and noted a briefing setting the work of the Audit and Risk Assurance Committee at its meeting of 6 September 2016.

58/2016 Extraordinary Finance Committee Agenda Item 14

73. The Authority received and noted a briefing setting the work of the Finance Committee at its extraordinary meeting of 20 September 2016.

59/2016 Minutes of Meeting 16 June 2016 Part II

Agenda Item 15

74. The minutes (Part II) were agreed as a correct record.

6/2016 Brian Phillpott - Last meeting

Non-agenda

75. On occasion of his last meeting, Members of the Authority joined the Chairman in paying tribute to Brian Phillpott, who had so commendably served as Deputy Chairman of the Authority for four and half years. Mr Phillpott spoke briefly of his gratitude towards the officers of the BTP, the Chief Executive and the entire BTPA executive team, as well as his fellow Authority Members. He wished the BTPA and BTP every success in the future.

The meeting finished at 14.00

Date of next meeting:

10 November 2016

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