



## NATIONAL POLICE AIR SERVICE STRATEGIC BOARD

**Meeting No. 2 – 19th September 2013  
Dudley Hill, Bradford**

### Minutes

#### Attendees

<b>Name</b>	<b>Representing</b>
Mark Burns-Williamson (MBW) (Chair)	Police and Crime Commissioner for West Yorkshire – Lead Local Policing Body
CC Mark Gilmore (MG)	West Yorkshire Police – Lead Local Chief Constable
ACC Mark Milsom (MM)	NPAS Accountable Manager
Ch Supt Ian Whitehouse (IW)	NPAS Chief Operating Officer
Simon Newman (SN)	Home Office - NPAS Programme Manager
Anthony Stansfeld (AS)	Police and Crime Commissioner for Thames Valley - South East Region
Ch Supt Mike Colbourne (MC)	Bedfordshire Police – Representing CC Collette Paul – South East Region
Christopher Salmon (CS)	Police and Crime Commissioner for Dyfed Powys - South West Region
CC Suzette Davenport (SD)	Gloucestershire Police - South West Region
Ron Ball (RB)	Police and Crime Commissioner for Warwickshire – Central Region
ACC Dee Collins (DC)	Representing CC Neil Rhodes - Lincolnshire Police – Central Region
DCC Tim Madgwick (TM)	Representing CC Dave Jones - North Yorkshire Police – North East Region
Erika Redfearn (ER)	Chief Executive - Office of Police and Crime Commissioner – Representing Shaun Wright Police and Crime Commissioner for South Yorkshire - North East Region
AC Mark Rowley (MR)	Metropolitan Police Service – Representing Cmr Sir Bernard Hogan-Howe - London Region
Annabel Cowell (AC)	MoPAC – London Region
John Dwyer (JD)	Police and Crime Commissioner for Cheshire – North West Region
ACC Ian Wiggett (IW)	Representing CC Sir Peter Fahy - Greater Manchester Police – North West Region
CC Alex Marshall (AM)	CEO College of Policing
Judith Heeley (JH)	Chief Finance Officer – West Yorkshire Office of Police and Crime Commissioner
Susan Carte (SC)	NPAS Business Development Manager

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Oliver Dismore (OD)	NPAS Director of Flight Operations
Supt Richard Watson (RW)	NPAS Director of Ground Operations
Richard Pickering (RP)	Home Office (In Part by 'Phone)
Lucy Overton (LO)	NPAS Administrator

### Apologies

Name	Representing
CC Collette Paul (CP)	Bedfordshire Police – South East Region
CC Neil Rhodes (NR)	Lincolnshire Police – Central Region
CC Dave Jones (DJ)	North Yorkshire Police – North East Region
Shaun Wright (SW)	Police and Crime Commissioner for South Yorkshire - North East Region
Cmr Sir Bernard Hogan-Howe (BHH)	London Region
CC Sir Peter Fahy (PF)	Greater Manchester Police – North West Region
Fraser Sampson (FS)	Chief Executive – Office of Police and Crime Commissioner for West Yorkshire

### 1 Welcome & introductions

- 1.1 MBW opened the meeting, welcomed the board members and accepted apologies on behalf of those unable to attend.

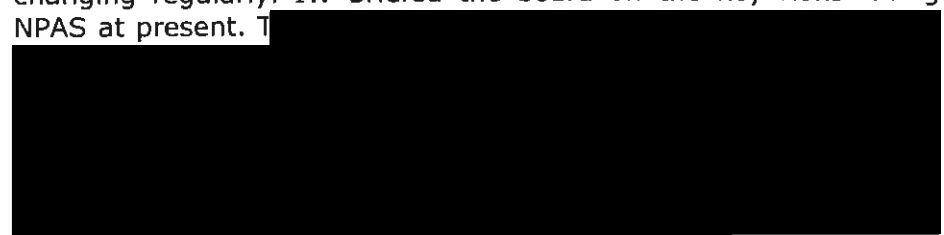
### 2 Review of Minutes/Actions from Last Meeting

- 2.1 JD noted that he had submitted apologies for the last meeting and asked that this be reflected in the minutes. He requested that the meeting dates for the Strategic Board be arranged around APCC meetings in order to avoid a conflict of dates in the future. JH advised that the West Yorkshire OPCC were currently awaiting information around the APCC dates and would ensure that the meetings were suitably arranged if possible.

The actions from the last meeting were reviewed. Please see the action schedule for details.

### 3 NPAS Risks

- 3.1 IW advised the board that there is a detailed Risk Register for the operational running of NPAS within the lead force and project team, and explained that this document is dynamic with the risks changing regularly. IW briefed the board on the key risks facing NPAS at present. T



programme to be discussed in a meeting. It was agreed that the NPAS Risk Register would be circulated to members following the meeting.

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## **ACTION 2.1: LO to circulate the NPAS Risk Register to the NPAS Strategic Board Members**

### **4 Finance Update**

#### Capital Budget

- 4.1 SC advised the board that the capital allocation for NPAS from the Home Office for the current financial year was £13 million. As at 31<sup>st</sup> August, £7.2 million of this had either been spent or was committed for approved projects. The remainder of the funding, although allocated to projects, had not yet been committed as some of the projects had not yet started.

The board was informed that at present, as capital funding cannot be rolled over into the next financial year, there is a risk that the remainder of the current capital allocation may be lost with a potential shortfall in the next financial year

A discussion was held in relation to clarification of the role of the Strategic Board in approval of capital expenditure; MM advised that the board will be requested to approve large capital spends. It was explained that the current capital plan was approved at an interim board prior to the Strategic Board being fully established and there were some unknowns at the time. It is only as NPAS has incrementally rolled out that the requirements are starting to take shape. However all the large purchases were supported with detailed business cases which will be provided to the board in electronic format.

## **ACTION 2.2: SC to circulate the business cases for the large capital spends approved prior to the Strategic Board being fully established**

- 4.2 SD requested clarification in relation to the discussion at the last meeting regarding lobbying the Home Office. MBW advised that it was in relation to a discussion with the Home Office, rather than lobbying as stated in the previous minutes. AM advised that last year some of the capital funding had been earmarked for a base; however the base was not able to be completed within the year. As the current Home Office grant conditions state that any funding that is not used within the year must be returned, NPAS were invited to re-bid for the capital grant from the Home Office under spend by Ziggy McDonald, Senior Official. AM noted that NPAS must demonstrate that the funding has been committed and will be spent within the year.
- 4.3 A discussion took place in relation to the aircraft upgrade costing ~~£13 million~~ more than initially budgeted. SC explained that the figures have come out higher than originally anticipated, although the cost of aircraft upgrades will vary due to the different aircraft specifications. OD advised that the bids are currently out to tender until 25<sup>th</sup> October, and although the initial figure was underestimated the upgrade is based on the Oslo airframe which has a higher level of capability; it was also stated that the figure represents a worse case scenario.

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MM addressed the issue surrounding accurately estimating costs and explained that the projection for the capital funding was based on information provided by the forces. These projections have proved to be inaccurate, and have resulted in discrepancies within the 2013 budget. It was noted that this process is now being refined and will result in NPAS being increasingly able to more accurately estimate these costs and revenue costs in the future. It is only now that detailed finance information is being gathered in a standard way that the true costs of air support will be known. MM explained that he had mentioned at the previous Strategic Board how the incentivised model had resulted in a revenue shortfall.

AS queried the requirement for the aircrafts to be upgraded and requested to know who was advising NPAS on this decision; his concerns were specifically around the [REDACTED] engine upgrade. OD advised that the upgrade significantly increases the all up mass of the aircraft, and the Mission System upgrade will reduce the weight of the aircraft. OD advised that as NPAS operates more widely across England and Wales it is important to increase the time on task and the endurance of the aircraft; SC added that the [REDACTED] cost is for seven aircraft. OD advised that the operational requirement for the upgrade is in the 2009 National Police Air Operations Strategy.

### **ACTION 2.3: OD to provide AS with the 2009 National Police Air Operations Strategy to review the detail in relation to the upgrade requirement**

MM requested that the report should be amended to reflect that the £780,000 is for the upgrade of seven aircraft.

RB aired concerns regarding the remainder of the under spend aside from the Bournemouth build, specifically whether this is also at risk. MM reiterated that this issue highlights the need to be able to roll funding over to the next financial year to allow NPAS to fund projects that may be unable to be completed within the financial year. MM noted that this issue requires addressing by the Home Office and the Treasury in order to allow NPAS to spend capital in a strategic way based on the future delivery model as the current way in which funding is treated is creating problems.

MBW agreed that the issue requires addressing as nearly half of this years budget is predicted to be under spent by the end of the year. Given that NPAS is a new concept and in view of the outlined issues flexibility is required from the Home Office to carry over reasonable amounts. MR added that he fully supported the proposal and that NPAS would require this level of flexibility in order to plan for the long term.

RP advised that the Home Office are fully receptive to the issue, although given the complexities a discussion in more detail will be required prior to any engagement with the Treasury. It was agreed that this issue should be explored by the Project Team away from the meeting with a view to establishing a resolution to the issue. MBW advised he is happy to speak to the Treasury and Senior Home Office officials if required in order to gain clarity on the issue before the next meeting.

**ACTION 2.4: SN to arrange a discussion with the Home Office in relation to rolling over NPAS capital funding**

- 4.4 AS raised concerns regarding the aircraft selected for the Fixed Wing trial. Largely the concerns made were in connection to the perceived lack of liaison with other providers such as

[REDACTED]

Revenue Budget

- 4.5 SC advised the board that at the beginning of the year the projected overspend was £3.4 million, although this figure is now nearer £2.1 million. It was noted that AM is currently in consultation with the Home Office in relation to underwriting the short fall for this year. SC noted that as it had not been possible to provide a quarterly finance update as outlined in the collaboration agreement, the intention was to provide a September update when NPAS will have had a full year of operation.

SD queried if there are any anticipated issues for the next financial year and if so what the plan is to manage this; concerns were also raised as to whether the issue is down to structural underfunding rather than a one off problem. SC advised that the figure for the next year is anticipated to be nearer the budget due to a change in the maintenance contracts which is projected to deliver savings, as a result there will be an opportunity to cash in a service by the hour contract (SBH) which forces have been compensated for; this will provide a one off amount of revenue. It was noted that the discounted model meant that savings were offered in advance of the delivery; previously functions such as HR, IT, Estates and Finance were not reported, whereas now they are established discreet functions.

A discussion took place in relation to the over spend; particularly if the Home Office will not fund the short fall. MM advised that if this were to happen, it could mean an increase in costs to all forces

[REDACTED]  
[REDACTED] would be preferable over additional costs although this would be an issue brought back to the Strategic Board for a definitive decision. MM noted that the reason for highlighting this issue at this early stage in the year is to [REDACTED] compensate for any overspend if necessary, although the early indication is that the overspend will be underwritten. It was added that NPAS is actively looking to reduce flying hours by flying more efficiently without affecting the service provided which will produce savings. Currently flying hours are recorded accurately and are reviewed locally on a weekly basis and also reported through the Independent Assurance Group (IAG).

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Clarity was provided in relation to forces that do not use all their allocation of hours; it was confirmed that a rebate will not be provided to forces for any hours not used as per the collaboration agreement. However, any savings that are made in relation to NPAS under spending will be distributed equally to the forces.

**ACTION 2.6: SN to circulate the Collaboration Agreement in order to clarify the levers available to the Lead Policing Body in relation to managing any overspend and to work with the Home Office to underwrite this years shortfall.**

Concerns were raised by AS in relation to the number of incidents that are cancelled prior to arrival in respect of the costs incurred from the flying hours; from the performance data it was noted that this accounts for approximately 50% of all incidents. RW explained that spontaneous incidents are very dynamic and circumstances can change within seconds, it may become apparent prior to or during transit that an aircraft is no longer required therefore the aircraft is cancelled to reduce the flying time for the incident. OD and MM reassured the group that the data is currently being analysed to develop better tasking processes and increase cost effectiveness; the issue of waste is apparent and it is being addressed.

### 5. Project Update

- 5.1 SN informed the board that work had begun in relation to the base at Bournemouth International Airport and advised that the intention was for NPAS to operate fully from the site by the end of March 2014. It was noted that in the interim a forward operating base is also to be established by NPAS at Middle Wallop for the aircraft to be based on occasions to provide a better service until Bournemouth is up and running.

AS queried the reasoning behind the new base at Bournemouth when the facilities are available at Middle Wallop; AM advised that Middle Wallop is not suitably located for the forces to the West and that the base would have a negative impact on flying time targets and night flying; [REDACTED]

- 5.2 At the Project Board meeting it was agreed that the Honington base would be put on hold whilst work is completed to assess the operational demand within the South East.
- 5.3 SN provided an update in relation to forces that have yet to sign the NPAS collaboration agreement.

The North East Region joined NPAS in April with the exception of Humberside; the agreement in principle is that Humberside will now join at the end of their existing lease arrangement in September 2016; it is anticipated that they will sign the collaboration agreement within the next three months. It was noted that this option is also financially beneficial to NPAS.

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In relation to the South West Region, a meeting took place with Dyfed Powys in June to review the two options available, which was followed with a letter from the Home Office; a response was received from the force which the Home Office are now reviewing. It was noted that South Wales and Gwent are currently part of a consortium that outsources their air support to a commercial organisation; currently all except one of their Tactical Flight Officers (TFO) have declined the opportunity to second across to West Yorkshire. Positive meetings have been held with the Chief Officer Teams for both forces; a proposal for joining NPAS in January 2015 will be submitted to the forces next week in order to agree a way forward. It was advised that a formal response is awaited from Wiltshire in respect of a way forward; although they are not due to join NPAS until 2015 there are complications regarding their current lease agreement. Wiltshire had aired their concerns in relation to the top slicing of capital, although the Home Office has since clarified that it was a government decision and that Wiltshire along with other forces are currently being top sliced in advance of joining NPAS.

In relation to the TFO secondment issue, a discussion developed in relation to whether the officers are required to be warranted. IW advised that this could be an option going forward to save money, although there are occasions where officers are required to use their powers; it was agreed that the frequency of this will be captured from performance reviews and assessed. IW added that there would be a number of considerations to address, specifically linked to training costs although it will be a consideration as part of a future operating model.

SN advised the board that things are progressing well in relation to the Central Region ahead of implementation on 2<sup>nd</sup> October; DCC Collins confirmed that Nottinghamshire and Derbyshire have now signed the collaboration agreement.

AM advised that there have been two meetings that have taken place with the Metropolitan Police Service since the last Strategic Board regarding Air Support; it was noted that they are joining on the basis that they will receive a similar service with exactly the same aircraft they have already got at the point of joining NPAS, although the this will be reviewed in the future. The Metropolitan Police Service are keen to join NPAS subject to issues being resolved.

- 5.4 SN advised that following a decision at the Project Board to compensate forces that held a Service By the Hour Contract, the Metropolitan Police Service and Essex currently remain outstanding, although it was noted that the Project Team would like to conclude this as quickly as possible.

## **6. Governance Update**

- 6.1 Discussions took place in relation to the governance of NPAS. IW advised the board that a Local Strategic Board is now held by the Lead Policing Body which is chaired by the PCC in order to assist with the decision making process. MBW reassured members that

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issues requiring a decision from the Strategic Board will be progressed through the Local Board.

A discussion took place surrounding the Independent Assurance Group (IAG) and its function; it was noted that the group focuses on any operational issues and the day to day business and delivery.

AM advised the group that the Project Board addresses the issues with each project base in detail; it was noted that the Project Board will end once the project is complete.

MBW requested that an update presentation is to take place in the new year in order to address the APCC and ACPO and provide clarification regarding the governance arrangements.

**ACTION 2.7: LO to organise an update presentation to be given to the APCC and ACPO in the new year.**

**ACTION 2.8: SN to produce a schematic of the decision making process and circulate to the board members**

### **7. NPAS Operational Performance Update**

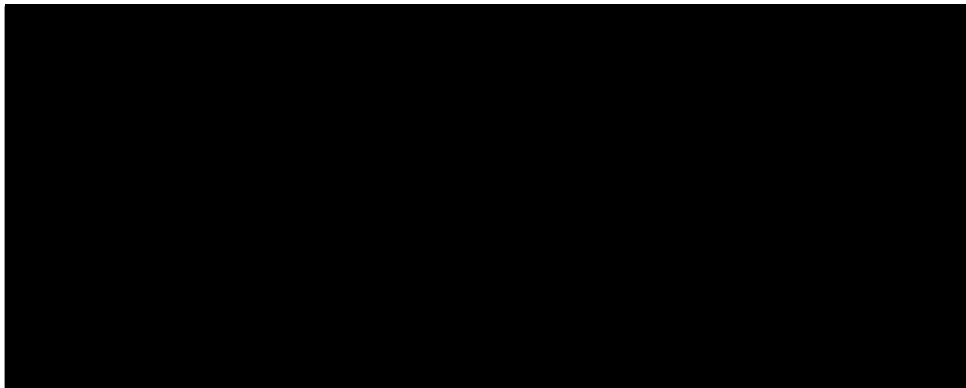
- 7.1 IW advised the board that work was currently underway in order to align all bases onto the performance management system EasyTask. It was noted that there are opportunities to use this data in order to highlight the value that air support is currently providing, specifically showing arrest levels and positive outcomes. MG noted that by providing this information, NPAS would be able to demonstrate the value for money service that is currently being delivered. IW explained that the performance data is reviewed in depth at the IAG, where NPAS is scrutinised in terms of delivering the performance.

**ACTION 2.9: To include the data for sorties and cancelled sorties in future performance data.**

### **8. Circulation of Strategic Board Minutes and Papers**

Further to an action from the previous Strategic Board, SN advised that he had drafted a paper in order to clarify the responsibilities in relation to the circulation of minutes and papers. It was agreed that documents that are not protectively marked will be made available on the West Yorkshire Police website, and anything else should be circulated in line with the Government Protective Marking Scheme.

### **9.**





**10. Future Delivery Models**

A discussion took place following the request from the board for NPAS to develop future delivery models. MM explained that a presentation had been prepared in order to promote discussion, clarity and feedback from the board regarding the direction of the future delivery model. MM also advised the board that IW will be taking over from him as the Accountable Manager in the new year.

The presentation gave an overview of air support prior to the creation of NPAS, the current fleet, strategic assumptions, immediate considerations and opportunities and threats.

IW advised the board that the future delivery model needed to be a long term strategy that balanced the local, regional and national agendas, whilst looking for options to collaborate with other emergency services. NPAS must maintain the flexibility to adapt to a change in priorities whilst reducing the cost of air support, maximising its assets and complying with the requirements of the CAA.

The importance of agreeing a detailed capital programme for 2014 was reiterated, along with decisions regarding the introduction of fixed wing aircraft, particularly in light of the expiry of the South Wales/Gwent contract.

A discussion took place regarding the potential scope for collaboration with the fire and ambulance service. MG advised the board that there is a Government Innovation Fund and he believed that NPAS would be ideally placed to submit a bid for the funding to assist with developing wider collaboration and transforming ways of working.

**ACTION 2.10: SC to prepare a paper for the Local strategic Board to consider submitting a bid to the Government Innovation Fund**

**ACTION 2.11: IW to develop a future operating model in line with the observations from the Strategic Board Presentation**

**11. Any Other Business**

RB advised the board that he had been approached to write an article about NPAS for the journal that is sent to British Airline Pilots. He asked for advice on when air support first came into the police service and for an official sanction to be given prior to the publication of the article.

**ACTION 2.12: OD to provide an update on the implementation of air support within the police service to be provided to RB.**

**12. Date and Time of the next meeting**

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Thursday 12<sup>th</sup> December 2013 at 1pm, WYP HQ, Admin 1, Ground Floor Conference Room