

West Yorkshire Police
Headquarters
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National Police
Air Service

Christopher Salmon
Police and Crime Commissioner
Police and Crime Commissioner's Office
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Llangunnor
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Simon Prince
Chief Constable
Dyfed-Powys Police
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24 September 2015

Dear Chris/Simon

Re: Your letter dated 17 September 2015

We would like to take this opportunity to thank and congratulate Dyfed Powys Police on your agreement to join NPAS operations from 1 January 2016. The work to achieve this agreement has been significant and we believe that the agreement struck ensures that the NPAS service to Dyfed Powys balances local requirements with the delivery of a national borderless service across England and Wales.

As you are aware the NPAS team has been working alongside local staff and officers to achieve transition from your current provider within the timescales agreed. Chief Superintendent Whitehouse, the NPAS Accountable Manager will support you with your locally elected members meeting on 13 November to maintain momentum. Prior to that Inspector Sue Disley and the NPAS Assistant Operations Director Russ Woolford will meet with your operational teams to progress the finer detail and to work on the implementation plan.

We note the proposal identified within your letter which we support with one slight amendment. Within your letter it states 'Dyfed-Powys will pay £891,000 and receive capital receipts for the sale of the AW109, according to the existing collaboration agreement.' The Agreement will ensure that Dyfed-Powys receive capital credits from NPAS as scheduled. NPAS undertake to dispose of the aircraft eventually achieving capital receipts. We believe that this small clarification is in line with our agreement.

We look forward to a smooth transition and thank you for your support and leadership.

Yours sincerely

Mark Burns-Williamson, OBE
NPAS Chair, West Yorkshire Police
Police and Crime Commissioner West Yorkshire

Dee Collins, QPM
T/Chief Constable
West Yorkshire Police

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6 March 2015

Dear Mr Salmon

Re: Your letter dated 4th March 2015

We would like to firstly thank you for the support you have both provided to date in working towards making a truly national police air service a reality. We realise that this has at times been extremely challenging for both Board members and forces but we believe the service we are building together will be worth the effort. We share your concerns that any operating model must balance the needs of local communities whilst developing the operational capacity to respond to multiple events and major incidents.

We think it may be beneficial to summarise our understanding of why we are in a position of NPAS not yet providing the service to Dyfed-Powys Police.

The Pembury Air Support Unit has operated as a 12 hour base since about 2001 operating 09:00hrs to 21:00hrs, providing 12 hour coverage 365 days a year with a seasonal deviation in the summer months when required to work 11:00hrs x 23:00hrs. The base currently requires the use of 'relief observers' to deliver this service and maintain training without compromising cover.

There are times when the current aircraft is offline for scheduled maintenance. The statutory maintenance schedule means that the aircraft is not available for 20-25 days per year which does not include any unscheduled down time of the air craft due to reliability or mechanical issues. In addition, should there be competing calls for service or a major incident the force does not currently have the opportunity to deploy further additional resources without seeking mutual aid.

The original agreement for provision of air support was between the National Police Improvement Agency (NPIA) which became the Home Office Project Team and Dyfed-Powys Police. This was developed on the assumption that the force would join NPAS in July 2013 and required 500 hours of air support per year. The outline financial agreement at that time can be summarised as

Baseline Cost- Revenue	Baseline Costs – Capital	NPAS Costs- Revenue	NPAS Costs- Capital
£1,065,000	£ 311,000	£850,000	£50,000 - 2012/13 £60,000 - 2013/14 £40,000 - 2014/15

When the baseline and NPAS agreed costs are compared this represented a revenue saving of £215,000 each year and between £251,000 and £271,000 capital savings each year for the force. In addition, the force would have also received capital credits for its aircraft, totalling £518,700 to be paid in Instalments until 2018/19.

It is unfortunate that Dyfed-Powys Police chose not to join NPAS at that time and retained their own aircraft and operating model.

Dyfed-Powys Police commenced negotiation with the Home Office Project Team and NPAS and made it clear that joining the collaboration would be dependent on an aircraft being based at Pembrey.

When West Yorkshire Police took on the role of Lead Local Policing Body we inherited funding for a 20 base model that had morphed to a 23 base model. As you are fully aware this left NPAS with a £3.75m structural deficit in the year 2013/14, underwritten by a one-off Home Office payment following petitioning of the Police Minister. The structural deficit remained, aggravated by a number of factors which included the delayed joining of a number of forces. The National Board subsequently made it quite clear that this was an unacceptable position and required NPAS to achieve a balanced budget and beyond as soon as practicable. We have sought to achieve this by firstly gaining a real understanding of the service each force requires and then developing a more cost effective operating model. This work has been developed within the NPAS Programme of Change in three non-sequential phases-

- Phase 1: Implementation of a national operating framework across England and Wales
- Phase 2: Development of operational stability and governance
- Phase 3: Delivery of innovation and transformational change via an alternative operating model

When the NPAS team became involved in discussions to supply a service to Dyfed-Powys it became clear that your current aircraft could not be utilised to provide air support. The Civil Aviation Authority would not support NPAS operating a further different type of aircraft until the national operating model was in place and in any event the aircraft did not meet the NPAS Fleet Configuration requirements. NPAS was left with no alternative but to endeavour to try and place an aircraft at Dyfed-Powys when it became available. This fact has always been known and accepted by the force and the NPAS National Board.

You signed the Collaboration Agreement in November 2014 with the following agreements

1. That when available a suitable aircraft would operate from Pembrey S31(1)(a)
2. The service cost was set at £891,000 revenue and £40,000 capital contributions in this fiscal year.
3. The force would receive capital credits of £319,200 between 2015- 2019 for the sale of your current aircraft.

It is our belief that these agreements were known and accepted by all parties. The Section 22a Agreement provides what we feel is further unambiguous clarity:

Paragraph 1.1 of Schedule 1B states that *"Dyfed-Powys will join NPAS on 1st April 2015 subject to any postponement at the discretion of the Lead Local Policing Body in accordance with paragraph 1.2 below"*.

Paragraph 1.2 states that *"if such an aircraft is not available on the Join Date, the Lead Local Policing Body will postpone Dyfed-Powys' date of joining until such time as a suitable aircraft becomes available"*.

The relevant aircraft was an NVG capable EC135 helicopter and our understanding is that one of these aircraft was not available and was unlikely to be so until a new model was developed. It is our belief that West Yorkshire Police have not breached the conditions in this schedule.

As you aware since February 2014 Board members have been regularly updated and indeed have shaped the parameters to develop greater understanding of local, regional and national service requirements, underpinned by evidence based modelling. Whilst we don't think it is necessary to reiterate the detail you are already familiar with we feel that the operational needs established from Chief Officer teams across the country and the assessment of current usage from all forces including Dyfed-Powys has been pivotal in developing the new operating model.

In December 2014 Chief Constables Counsel took this work a stage further, advocating the adoption of a deployment model based on threat, harm and risk to communities. This represents a significant shift in culture, placing a requirement for each force to consider how it utilises its flying hours to deliver Strategic Policing Requirements, then 'crime in action' and finally any other local priorities.

We recognise that this placed additional requirements on the NPAS team - I am sure that you are already considering how this will affect your operational deployment and we would reiterate my offer for NPAS Personnel to assist local officers in this regard.

The Board recently considered several operating options which would potentially save between 7-28 percent of revenue within the next three fiscal years. The Board were asked to consider two areas of risk against each option

- i) Do the indicative response times for priority calls provide an acceptable level of risk management?
- ii) Does this option meet the budgetary savings required to operate a fiscally sound business model?

After lengthy deliberation the Board adopted a model that delivered a 14% reduction with air support being delivered from 15 bases across England and Wales. NPAS subsequently developed an optimised operating model based on a number of factors largely within the existing NPAS estate which was approved by the Board members. Clause 15.3.1 of the main Agreement states that *"the lead Local Policing Body, on behalf of the NPAS Strategic Board shall identify throughout the term of the Agreement any proposed new base developments as well as any base alterations or base closures in order for the Service to operate effectively and efficiently. The NPAS Strategic Board shall decide whether such closures should be implemented."*

We can fully understand your disappointment that this did not include a base at Pembrey; however we believe that when Dyfed-Powys joins NPAS there are a number of significant benefits.

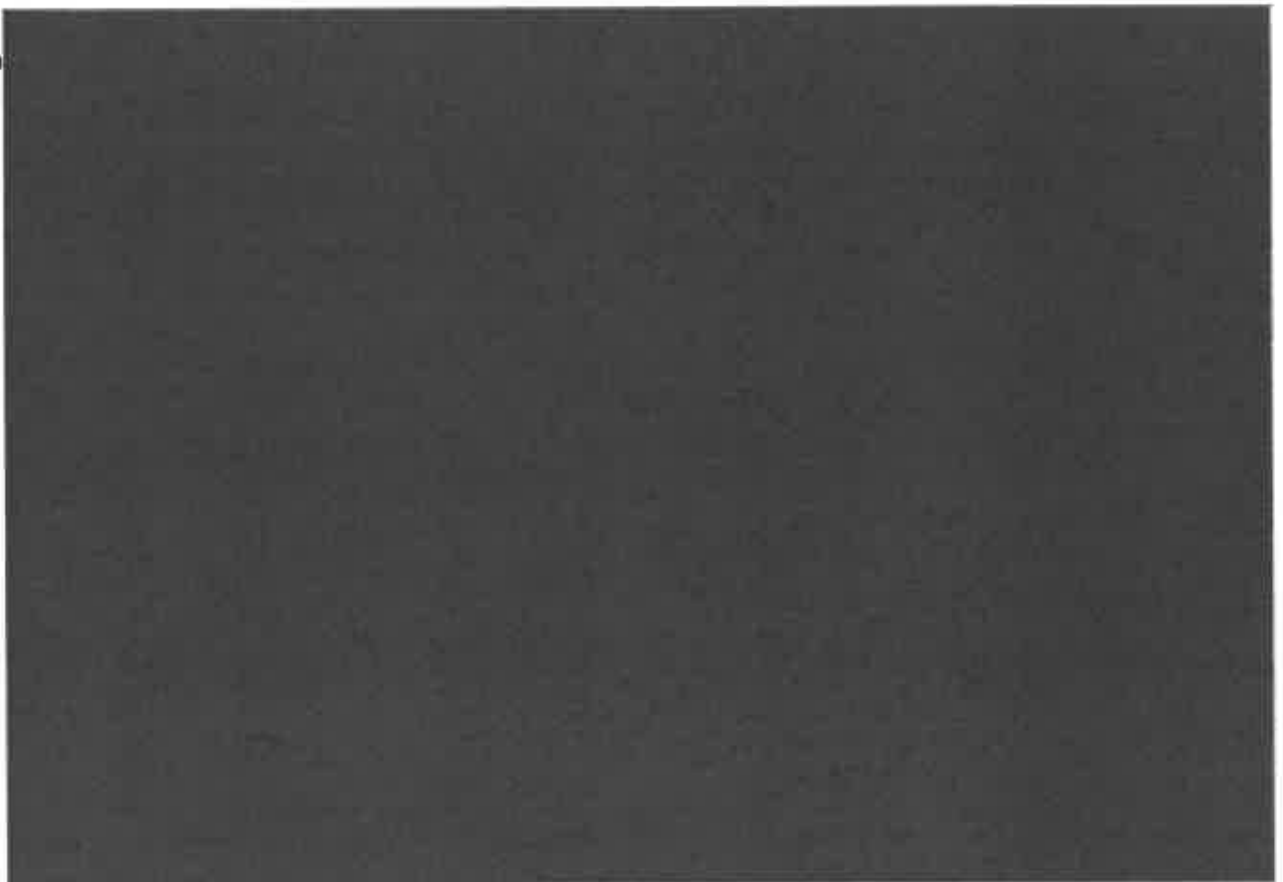
- We recognise that a more equitable funding formula is required and as you know work is progressing in this regard. However, even on the proposed costs Dyfed-Powys will make significant capital and revenue savings.
- Air support availability will move ██████████ 24 hours, 365 days a year.
- By deliberately siting an EC 145 helicopter at Hawarden, NPAS provides the region with the most powerful helicopters in the NPAS fleet, providing additional flight endurance ██████████ ██████████, increased performance and the ability if required to be reconfigured to carry additional passengers.
- In addition to the fixed wing aircraft which will provide patrol and tasking capacity in the region, the EC 145 will be supplemented from other bases in the region by the newly upgraded EC 135 helicopters with improved performance and mission systems, increasing operational capability.

We recognise your concerns that both rural and urban areas within Dyfed-Powys must receive an appropriate service within the hours purchased based on their needs. This will of course be heavily influenced on the decisions made by your Chief Officer Team under the new threat, harm and risk deployment model. However, we have commissioned further work, providing further details on the estimated travel times to towns and areas within the Dyfed-Powys policing area under the new operating model.

As with any modelling there are limitations -- Once introduced the fixed wing aircraft is destined to have its patrolling centre at Llandeilo, potentially significantly reducing the indicative response times. In addition it is very rare for a rotary aircraft to complete one task and return to base; the modelling assume this as a worst case scenario.

Straight line distance to selected towns / areas (based on rotary aircraft only):

S3i(C)ca)



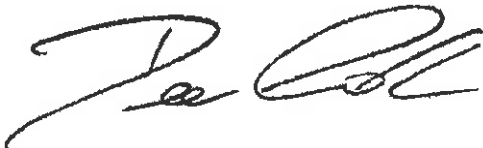
S31(1)(a)

Obviously the response times are a factor to consider but the important piece of the jigsaw is that NPAS focuses on *outcomes* and on ensuring there are aircraft available for any operational demands within Dyfed-Powys. In order to achieve the highest level of service we would urge you to urgently consider the SPR requirements within the force area and would reiterate the offer of NPAS support to achieve this.

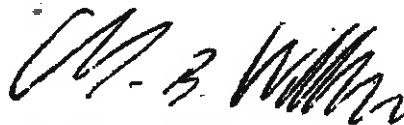
We hope that this detailed summary demonstrates that whilst you are disappointed, NPAS have sought to meet your needs within the challenging financial constraints we all face. In addition we genuinely believe that West Yorkshire Police have complied with the provisions within the Collaboration Agreement in full and that the Board has operated with due diligence, demonstrating appropriate governance on this matter.

We really believe that we can work towards a successful resolution of your areas of concern and support you in delivering an efficient and effective policing service to the communities of Dyfed-Powys. Should you wish, we are happy to support you joining NPAS earlier than is currently anticipated with air support provided from Hawarden, St Athan and Filton until fixed wing operations are introduced.

Yours sincerely



Dee Collins, QPM
T/Chief Constable
West Yorkshire Police



Mark Burns-Williamson, OBE
NPAS Chair /West Yorkshire Police
Police and Crime Commissioner West Yorkshire

