



**Agenda  
26 SEPTEMBER 2011**

**Bridgebury House, Woburn Road, Kempston, Bedford MK43 9AX**

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For further information, or to see the papers, please contact the Police Authority:



**CALL Janet Wardell** on (01234) 842066



**IN PERSON, (by appointment)** 9am to 5pm, Monday to Friday



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Web-site:- [www.bedfordshirepoliceauthority.co.uk](http://www.bedfordshirepoliceauthority.co.uk)

Email:- [police.authority@bedfordshire.police.uk](mailto:police.authority@bedfordshire.police.uk)

To: **Members of the Bedfordshire Police Authority**

(C Atkins, Mr T Brown, Mrs F Chapman, Mr S Choudhry, Mr P Conniff, Reverend L Denny, Mrs P Fletcher, Mrs D Gurney, Mrs L Hockey, Mr P Hollick, Mrs S Holland, Mrs K Johnson, Mr I Mackilligan, Mrs K Malik, Mr M Pantling, Mr J Williams and Mrs R Whittaker)

A Special meeting of the **BEDFORDSHIRE POLICE AUTHORITY** will be held at Bridgebury House, Woburn Road, Kempston on **Monday 26 September 2011, at 11.00am**, the agenda for which is set out overleaf.

**JOHN ATKINSON**  
Monitoring Officer

## **AGENDA**

(\*indicates that a supporting document accompanies this Agenda)

### **GENERAL**

**1. (a) Apologies**

**(b) Declarations of Interest**

To receive any personal or prejudicial interests from Members

**2 Bedfordshire ,Cambridgeshire and Hertfordshire Collaboration Programme**

(a) Strategic Alliance Update Report **(Pages 3-10)**

(b) Protective Services Business Cases:

- Covering Report **(Pages 11-16)**
- Executive Summary Major Crime **(Pages 17-18)**
- Executive Summary Professional Standards **(Pages 19 -20)**
- Executive Summary Firearms Support **(Pages 21-22)**
- Executive Summary Scientific Services **(Pages 23 -24 )**

(c) Apportionment of costs and benefits **(Pages 25 -32)**

**Programme Director to present the reports**

**3. National Police Air Service ( NPAS)**

Report\* of the Chief Constable **(Pages 33-56)**



<b>Meeting</b>	Police Authority
<b>Date</b>	Hertfordshire – 16 <sup>th</sup> September 2011 Bedfordshire – 26 <sup>th</sup> September 2011 Cambridgeshire – 3 October 2011
<b>TITLE</b>	Strategic Alliance Update Paper
<b>SUBMITTED BY</b>	Philip Wells Collaboration Programme Director
<b>PURPOSE</b>	For information
<b>SUGGESTED RESOLUTION</b>	That members note the progress in respect of the Strategic Alliance.
<b>BACKGROUND PAPERS</b>	None

## 1. Purpose

To provide an update to Members on the significant work that has been undertaken over the summer months in relation to the Strategic Alliance

## 2. Background

Members will recall that during April and May 2011, the three Police Authorities, Bedfordshire, Cambridgeshire and Hertfordshire agreed to a Strategic Alliance Agreement, for which the key deliverables are set out as follows:

- Cashable savings of between £15m and £20m annual savings by the end of 2015/16.
- Equal or improved effectiveness for forces.
- Improved efficiencies in forces, realising non cashable saving for re-investment.
- A service structure and operating methods which are 'fit for purpose', taking account of new and emerging developments and which will meet future, foreseeable demands for the next 3 – 10 years.
- Plans which close the gaps identified within the respective Protective Services Improvement Plans.
- Methods of operating which are equally viable under any force or governance structure.
- Improved and enhanced customer service across the three counties.

Since that date, apart from Members receiving a high level business case on ICT, there has not been the opportunity to sight Members on the ongoing work that has been undertaken across the three Forces.

This paper, prior to Members reviewing the business cases and apportionment paper attached to this agenda, provides Members with an overall update of progress being made within the Strategic Alliance agreement.

### **3. Ways of Working**

#### **3.1 Principles**

The three Chief Constables, with their Chief Officer teams, have agreed a set of Principles which determine the way the three Forces will work to ensure the aims of the Strategic Alliance Agreement will be delivered. These principles consist of the following:

- All three Forces will retain their own identities and the Alliance will support and enable this.
- Policy and service delivery will be standardised across the Alliance partners unless there is a need to meet a local circumstance/demand/pressure.
- Implementation of the Alliance will be aligned to the changes within the three Forces to be as streamlined and least disruptive as possible, in other words the decision to change will only be made once.
- The Alliance will provide all Protective Services, Operational Support and Organisational support functions for the three Forces. These will be implemented in a prioritised fashion that best allows the three Forces to maintain Local Policing (incl. Public Protection).

- Organisational Support will be the strategic priority as it will give the greatest financial gains with the least impact on operational service delivery.
- Protective Services will be progressed so as to realise early efficiencies and improvements in resilience, capacity and capability, thereby reducing threat, risk and harm.
- The priorities will seek to take account of the financial and/or operational risks in one or more of the partner Forces.

These principles provide a clear direction of travel as well as agreeing the priorities for collaborative work across the three Authorities and Forces and enable any departing issues to be fully discussed.

The fulfilment of these principles and the Strategic Alliance Agreement will result in over 50% of our *current* business being undertaken by collaborative units. As savings are driven out as a result of collaboration it is expected that a higher proportion of the three Forces budgets will be aligned to local policing, thus improving the ability to deliver high level local policing to the communities we serve, at a time when resources available to the three Authorities are being cut. The overall outcome by 2015/16 will therefore be a three force structure whereby local policing is locally owned under the direction of control of the appointed Chief Constable, but with all other services delivered jointly by the Chief Constables of the three Forces. This is an ambitious and innovative programme and one to the knowledge of the team that is not being introduced elsewhere in the country.

### 3.2 Governance

To ensure that the strategy is effectively delivered across the three Forces, a structure for governance has also been introduced. The governance arrangements in place provide for both collaborative change and local change to be considered together at the most strategic level, the appropriate level of staff association representation in decision making and scrutiny of performance for those collaborative units. The three distinct governance boards are as follows:

- Strategic Alliance Portfolio Board – the main purpose of this board is to, at the most strategic level, Chief Constables and Senior Responsible Officers, for collaboration, deliver the strategy within the overall Strategic Policing Alliance Agreement.
- Strategic Alliance Programme Board – this Board's role is to deliver the desired organisational capabilities and financial benefits that fall out of the strategy.
- Strategic Alliance Performance Board – whilst a meeting has not yet taken place of this Board due to the business cases not yet being approved, the responsibility of this Board will be to ensure that performance and the associated benefits of the collaborative units are delivered.

To ensure that the three Police Authorities are fully sighted on any developments from these Boards, continued update reports and detailed papers will be discussed at regular Joint Police Authority Working Groups, prior to being presented at the appropriate Committees of the respective Authorities. This joined up governance arrangement provides for timely decision making and heavily assists the ambitious programme the three Authorities and Forces have embarked upon.

## 4. Work-stream update

### 4.1 Existing Collaboration

As Members may be aware, four units went live in April 2011, three of these under the existing Bedfordshire/Hertfordshire arrangements, these being Roads Policing, Police Pensions Administration and Graphics/Print.

The Procurement collaboration between Bedfordshire, Cambridgeshire and Hertfordshire also went live in April 2011, with both stores from Bedfordshire and Hertfordshire moving across to Huntingdon in May and July respectively. The following table summarises details of the collaborative ventures to date.

STAFF & BUDGET OF COLLABORATED UNITS - Budget as at - 01/04/2011								
Bedfordshire & Hertfordshire	Go Live Date	Police Officers	Police Staff	Total Officers & Staff	Annual Budget (based on 09/10 full year figs)		Annual Cashable from 1/4/11 '000'	Cumulative Cashable from Inception '000'
Major Crime Unit	Nov-07	86	55	141	£8.58	million	£468K	£1,599K
Dogs Unit	Apr-09	31	0	31	£1.99	million	£363K	£726K
Scientific Services Unit	Apr-09	4	162.56	166.56	£8.45	million	£526K	£1,050K
Professional Standards Department	Apr-09	18	59.89	77.89	£2.60	million	£176K	£352K
Firearms Unit	Jul-09	104	3.68	107.68	£5.14	million	£437K	£765K
Civil Contingencies/Search	Sep-09	6.56	7	13.56	£0.94	million	£260K	£412K
Vehicle Recovery Contract	Apr-09	0	0	0	0	million	£74K	£148K
ICT	Dec-10	0	114.29	114.29	£13.58	million	£650K	£217K
Pensions	Apr-11	0	5	5	£0.26	million	£105K	£0K
Counter Terrorism & Domestic Extremism	Mar-11	85	28	113	£1.42	million	£124K	£10K
Firearms Licensing	Mar-11	0	17	17	£0.40	million	£173K	£14K
Roads Policing	Apr-11	175	25	200	£11.37	million	£697K	£0K
Graphics & Print	Apr-11	0	7.08	7.08	£0.48	million	£109K	£0K
Procurement (Including Cambridge)	Apr-11	0	26	26	£0.83	million	£254K	£0K
<b>TOTAL</b>		<b>509.56</b>	<b>510.5</b>	<b>1020.06</b>	<b>£56.04</b>	<b>million</b>	<b>£4,416K</b>	<b>£5,293K</b>

Post implementation reviews in each of these areas are soon to be undertaken with reports on the effectiveness of these collaborated units being made available to Members at future meetings of the Authority.

The advanced creation of a Protective Services directorate through a joint Assistant Chief Constable provided the three Forces with greater resilience

and capacity, through the use of an agreed protocol, in the policing of the recent public order disturbances.

#### 4.2 Protective Services

Attached to this agenda are the first four business cases for approval by the Authority which provide budgetary savings of some £2.55M increasing to £3.05M by 2014/15, providing increasing assurance that the target of £15-20M overall savings for the Alliance remains achievable. Work will begin shortly on the scoping and options of the remaining elements of Protective Services, these being:

- Roads Policing;
- Dogs;
- Serious and Organised Crime;
- Operational and Contingency Planning; and
- Counter Terrorism and Domestic Extremism

The programme for these five further elements is that these will be progressed to business case stage by the end of this financial year. Consideration will then need to be given to timing of implementation giving sufficient regard to the impact of the Olympic Games.

#### 4.3 Organisational Support

The Organisational Support work stream covers all of the support service departments including Human Resources, Finance, ICT and Estates.

A considerable amount of work is being undertaken within this area of the Alliance to better develop the understanding, complexity and benefits of the three models, highlighted as appropriate delivery models at the time the agreement was approved, these being:

- Shared Service;
- Joint Venture; and
- Outsourcing.

Informal engagement has taken place with commercial suppliers as well as other forces to better understand the three specific models, the speed at which each will deliver benefits, the risks associated with each model and the level of involvement of a commercial partner for each model.

The three Forces fully recognise that priority sits within this area of collaboration as it has the potential to release a significant level of budget reductions and has the most limited impact on our ability to deliver local policing services. It is anticipated that a range of options and a proposed way forward be presented to Chief Officers and the Joint Police Authority Working Group in October/November with subsequent reports presented to the three Authorities in the November/December cycle of Committees.

In addition, as Members will be aware, a business case for ICT is being produced, post the high level business case being approved, and this will be tabled for Members to consider in due course.

#### 4.4 Operational Support

The Operational Support work stream includes activities such as Contact Management/Call Handling and Criminal Justice.

Significant levels of work being undertaken within this area of the collaboration team. The contact management service area, as expected, proves to be a very complex area of business, however, it is anticipated that a scoping/options paper for management perusal will be available by the end of October. This element of operational support will also need to be cognisant of the three delivery models within organisational support, as the commercial sector becomes more engaged with the policing sector in the delivery of these services.

A further complicated area for the three Forces, continues to be the introduction of a common command and control system, due to the interdependencies of other systems, the ICT issues associated with separate force networks as well as Airwave connectivity and the telephony aspect, as well as the alignment of processes. Further updates on this specific element of the work-stream will shortly be made to each Police Authority.

#### 4.5 HR Advisory Group

To ensure that the Human Resource issues associated with collaboration are aligned across the three forces, a group, Chaired by the Assistant Chief Officer – Business Support, from Bedfordshire, has been created for which the terms are summarised as follows:

- To provide advice, guidance and direction to the Bedfordshire, Cambridgeshire and Hertfordshire Collaboration Programme in respect of HR policy matters.
- To provide advice, guidance and direction to the Bedfordshire, Cambridgeshire and Hertfordshire Collaboration Programme in respect of employment models, externalisation vehicles, legal entities, etc to be used for joint units.
- To review HR procedures and working practices established to support the Bedfordshire and Hertfordshire Collaboration programme to ensure they are fit for purpose within the wider collaboration.
- To oversee the development of new HR procedures and working practices that meet the operational needs of the three forces and in particular joint units as they are established.
- To quality assure the HR elements of individual business cases as they are developed to ensure equal opportunities are available to officers and staff from across the three forces.

- To ensure that HR resources are coordinated so as to best support the different change programmes in the three forces.
- To agree and oversee a prioritised programme of alignment of HR policies and procedures across the three forces.
- To provide advice and guidance on the management of vacancies on joint units to ensure operational needs are met in a fair, equitable and timely fashion.

## **5. HMIC Support and Challenge**

Members will be aware that the HMIC met with the three Chief's and Chairs of the Authorities 15 July 2011 to obtain a better understanding of the aspirations of the Alliance in relation to its collaborative ventures. The HMIC fully recognised the level of work the three Forces and Authorities were putting into delivering the aims of the Strategic Alliance and were complimentary of the fact that all three spoke with one voice. As part of the presentation, the HMIC noted a number of areas that they felt were best practice and that would be cited in any final report that was produced.

Post the meeting the HMI has requested further information with regards to progress made and clarity on some issues by the end of September, for which the collaboration team are actively pursuing. Overall the view of the HMI was one that was complimentary but understood the scale of what the Alliance is trying to achieve.

## **6. Apportionment of Cost/Benefits**

The Alliance Agreement included a section on the sharing of costs and benefits, which centred on the use of Formula Grant or the use of demand data. A number of scenarios have been considered to ensure that the level of budgetary input by each Authority reflects the level of service they receive, as well as one that provides an overall benefit to all Authorities and Force's in pursuit of up to £20M annual budgetary savings by 2015. A paper proposing an appropriate model in achieving this aim is attached to this agenda.

## **7. Conclusion**

A significant level of work has been undertaken across the three Forces and Authorities and within the collaboration team itself which has both enabled the business cases tabled with this agenda to be progressed but also to enable progress made across the Organisational and Operational support areas that assist in fully realising the ambition set out the Strategic Alliance Agreement.

## **8. Recommendation**

That members note the level of activity that has and continues to be undertaken in the realisation of the benefits expected from the Strategic Alliance.

Author: Philip Wells  
Collaboration Programme Director  
☎ 01438 757200



<b>MEETING</b>	<p>Bedfordshire – Full Police Authority</p> <p>Cambridgeshire – Full Police Authority</p> <p>Hertfordshire – Full Police Authority</p>
<b>DATE</b>	<p>Bedfordshire – 26<sup>th</sup> September</p> <p>Cambridgeshire – 3<sup>rd</sup> October</p> <p>Hertfordshire – 16<sup>th</sup> September</p>
<b>TITLE</b>	Protective Services Business Cases
<b>SUBMITTED BY</b>	<p>Phil Wells</p> <p>Programme Director</p> <p>Bedfordshire, Cambridgeshire and Hertfordshire Joint Collaboration Programme.</p>
<b>SUGGESTED RESOLUTION</b>	<p>That members agree the Business Cases and agree that Bedfordshire Police, Cambridgeshire Constabulary and Hertfordshire Constabulary work to bring about the joint units as set out in the cases presented.</p> <p>That the approval of a formal Section 23 agreement be delegated to the Chief Executive and Chair prior to the commencement of formal operations unless there is any significant amendment to the case presented at that time.</p>
<b>BACKGROUND PAPERS</b>	Detailed business cases – Available on the Bedfordshire Police Authority website (Library Section – Police Authority meetings )

## 1. PURPOSE

- 1.1 Within their requirement to ensure the efficient and effective delivery of policing in their respective communities, to enable Bedfordshire, Cambridgeshire and Hertfordshire Authorities, under the terms of the Strategic Alliance, to make a decision in relation to the proposed formation of joint Bedfordshire, Cambridgeshire and Hertfordshire teams for:

- Major Crime;
- Professional Standards;
- Firearms; and
- Scientific Services

## 2. INTRODUCTION

The Strategic Alliance between Bedfordshire, Cambridgeshire and Hertfordshire has been developed to ensure the maximum delivery of operational policing to our communities in these times of austerity.

The key deliverables of the Strategic Alliance centre around the following:

- Cashable savings of between £15m and £20m annual savings by the end of 2015/16.
- Equal or improved effectiveness for forces.
- Improved efficiencies in forces, realising non cashable saving for re-investment.
- A service structure and operating methods which are 'fit for purpose', taking account of new and emerging developments and which will meet future, foreseeable demands for the next 3 – 10 years.
- Plans which close the gaps identified within the respective Protective Services Improvement Plans.
- Methods of operating which are equally viable under any force or governance structure.
- Improved and enhanced customer service across the three counties.

The business cases attached to this report represent the first four areas of Protective Services, since the inception of the Alliance, representing: Major Crime, Professional Standards Firearms and Scientific Services

## 3. BACKGROUND

- 3.1 As previously reported to members, due to the collaborative units in Bedfordshire and Hertfordshire within the Protective Services area, and indeed to assist with the closing of the Protective Services gap, priority has been given to creating tri-force units within Protective Services. Following these Business Cases it is anticipated that work will commence on the remaining 5 Protective Service Areas, these being:

- Dogs
- Operational and Contingency Planning
- Serious and Organised Crime
- Counter Terrorism/Domestic Extremism
- Roads Policing

It is expected that business cases in four of these five areas, excluding Serious and Organised Crime due to its complexity, will be completed to Business Case approval stage by the end of the financial year.

- 3.3 As Members will be aware the three of the four units (excluding Professional Standards which will fall under the control of DCC John Feavoyour), for which business cases are presented today, and the five outlined above, will fall within the joint Protective Services management structure under the remit of the Joint ACC Protective Services and as such implementation of the business cases will have the full involvement of that directorate.
- 3.4 In addition, work currently continues on scoping and options for areas of Operational Support including Contact Management and it is suggested that a paper will come to the November/December cycle of Authority meetings proposing a way forward for the future delivery of Organisational Support Services.

#### **4. BUSINESS CASES**

- 4.1 The following paragraphs provide a brief synopsis of each of the four business cases, providing a summary of the proposal, the level of efficiencies and the costs associated with the implementation. It should be stressed that all business cases provide the three forces with a significant increase in their capacity, resilience and both retain and attain key specialist capabilities, whilst still achieving cashable savings. These savings are derived not only through aligned practices and policies but also through the removal of duplication and bureaucracy across the three individual force processes.

##### **4.2 Major Crime**

The major crime proposals consist of a joint unit with a single head operating from two hubs one in Welwyn and one in Cambridgeshire. Each hub will comprise of two teams being supported by a central team delivering enhanced major crime review capability, including cold case murders and stranger rape. This will be alignment of the units remit across 3 Forces. The proposal also includes the civilianisation of Assistant Investigators and Holmes Operatives as well as creating the ability to draw on expertise during peak periods of demand.

The proposal provides approximately £700k of cashable savings with set up costs of £470k. It also provides a significant level of non-cashable benefits through the minimising of abstractions from front line activities in Cambridgeshire and the ability to continue to achieve this within Bedfordshire and Hertfordshire through greater resilience.

#### 4.3 Professional Standards

The proposal for Professional Standards is a joint capability for all three forces with centralised function based at Biggleswade. In support of the good work each force has undertaken in compliance with the Taylor recommendations the proposal includes investigation teams based within each force which will conduct investigations and support local investigators.

A joint vetting unit will be based at Letchworth police Station and for Herts the CRB function, currently under PSD will move to Criminal Justice, to enable the remit of the tri force unit to be aligned for all 3 forces. The business case is based upon national best practice and provides both anti corruption and unsatisfactory performance capability creating greater capacity in the three forces.

A number of staffing changes are proposed with a reduction in police management roles and a civilianisation of some investigations roles. The likely set up costs total £105k with cashable savings totalling £650k and the go live date is expected to be 1<sup>st</sup> January 2012.

#### 4.4 Firearms

The business case for firearms proposes a joint training team based in Kempston, providing an improved ratio of instructors to staff and one that receives support from the NPIA, as part of the national accreditation process.

It creates 5 teams consisting of 2 Sergeants and 21 Constables in each team, based at 3 locations in Huntingdon, Welwyn and Kempston working to one shift pattern across the three forces.

The proposal equates to a reduction of 8 Sergeants, 5 Constables across the 3 forces and provides cashable savings of some £550k. The implementation costs total approximately £100k, mainly associated with the introduction of the Chronicle ICT system into Cambridgeshire, something that is seen as critical by the NPIA as part of their accreditation.

At this stage, due to discussions between Bedfordshire Police and Luton Airport regarding the level of policing at the airport, no recommendations have been made within the business case for the Airport; but any outcome from these discussions can be incorporated into the overall progressed model. The go live date for FSU is April 2012.

#### 4.5 Scientific Services

The proposal for Scientific Services is the creation of a single Senior Management Team, a single Tenprint Unit based at Kempston with a fingerprint bureau in both Hinchbrook and Welwyn, the Bedfordshire workload being split across these two sites, and a single forensic deployment unit for all 3 forces and centralised forensic research unit at Sandy.

In relation to the technical side, it is proposed that the two chemical laboratories are based in Welwyn and Hinchbrook and two photographic units based at Kempston and Welwyn. It is also suggested that the CCTV and Viper capabilities in each force are delivered by Police Staff.

The level of cashable savings achieved through the collaboration total £670k with a requirement for the Head of the Unit to drive out a further £500k over the next 2 financial years. In addition to these cashable savings the Major Crime Unit will benefit from having dedicated crime scene co-ordinators and the three forces will be able to draw on a cadre of technical and investigative capability in relation to visual evidence.

## 5. DIVERSITY IMPLICATIONS

- 5.1 The move of personnel outside of their home Force may have an adverse impact on those with restrictions around their distance from home to work. Any such difficulties will be explored during the consultation period, with the individuals concerned and the Federation or Unison.

## 6. FINANCIAL IMPLICATIONS

- 6.1 The table below provides the overall level of savings achieved through the implementation of the business cases. In overall terms these business cases provide efficiencies for the 3 forces of £2.551m increasing to £3.051m by 2014/15, with set up costs likely to be in the region of £0.937m. It is anticipated that with go live dates prior to April 2012, that the majority of those savings will be fully realisable in 2012/13.

**Table: Efficiencies and Set up Costs Summary**

Unit	Total Savings	Likely Set Up Costs
	£000	£000
Firearms	542	86
MCU	700	470
SSU *	672	296
PSD	637	105
<b>Total</b>	<b>2,551</b>	<b>957</b>

\* A further £500k will be delivered by April 2014, providing overall savings of **£3.051m** in these four business areas.

- 6.2 The allocation of savings and set-up costs will be based upon the agreed allocation formula featured elsewhere on this agenda.

## **7. RISK ASSESSMENT INCLUDING A SUSTAINABILITY IMPACT ASSESSMENT**

- 7.1 The business cases have been prepared using a proven robust risk management process designed to identify and mitigate all potential organisational, financial and legal risks.

## **8. CONCLUSION**

- 8.1 The business cases provide significant benefits to all three Forces and Authorities, in terms of budget reductions, operational effectiveness and resilience.

## **9. RECOMMENDATION**

- 9.1 It is recommended that members agree the four business cases and agree that Bedfordshire Police, Cambridgeshire Constabulary and Hertfordshire Constabulary work to bring about joint units as set out in the individual business cases.
- 9.2 That the approval of a formal Section 23 agreement be delegated to the three Chief Executive and Chairs prior to the commencement of formal operations unless there is any significant amendment to the case presented at that time.

## **10. ASSOCIATED PAPERS**

- 10.1 Appended to the report is an Executive Summary of each business case to support the recommendations.

### Author

Phil Wells  
Programme Director  
Joint Bedfordshire, Cambridgeshire and Hertfordshire  
Collaboration Programme  
 01438 757200



Business Case – Executive Summary

Work Strand	<b>Major Crime</b>
Current arrangements	<p><b>Bedfordshire &amp; Hertfordshire Major Crime Unit:</b> formed in November 2007, this Unit operates from a single base at Welwyn Garden City. Consisting of 86 officers and 52 staff, it operates to a consistent remit across the two force areas, including all homicides, attempted murders and life-threatening crimes in action. It is structured around 3 operationally autonomous teams with a support team which incorporates the various review functions, including cold case murders and stranger rapes.</p> <p><b>Cambridgeshire’s Major Investigation Team</b> sits within the force’s Major Crime Department and has 39 officers and 16 staff. These are divided into 3 operational teams, based at Histon, March and Peterborough. They are supported by a centrally based team, including a review capability whose cold case work is dedicated to unsolved murders. Intelligence and analytical capabilities are provided from other crime areas. The unit’s remit is similar to BHMCU’s other than not covering attempted murders.</p>
Business case proposal	<p>Creation of a joint unit with a single head, operating from two hubs: one at the existing premises at Welwyn Garden City; the other from a consolidated location in Godmanchester, Cambridgeshire.</p> <p>Four operationally autonomous investigating teams, two at each hub. These teams are to be sufficiently integrated so that they can operate effectively across the three force areas, whilst recognizing the various implications of personnel being required to travel significant distances to work.</p> <p>These teams are supported by a central team, operating from the two hubs, which would deliver an enhanced review capability, including cold case murders and stranger rapes, HOLMES support, house-to-house and CCTV unit, archiving and family liaison co-ordination.</p>

	Increased civilianisation across the Unit's functions, including assistant investigators and HOLMES operatives and managers. Standardised grading of HOLMES staff. Flexible employment model for 12 assistant investigator posts.
Cash Savings	£700,000 p.a. or 6.2% of current combined budgets.
Set-up costs	Between £223,000 and £1,185,000
Implementation issues	<ul style="list-style-type: none"> <li>• Standardising procedures and staff grades.</li> <li>• Creation of suitable northern hub.</li> </ul>
Risks identified	<ul style="list-style-type: none"> <li>• ICT's assessment is that the existing HOLMES servers would eventually require replacing to cope with fully integrated use.</li> <li>• Impact of other change programmes on support functions' ability to service collaboration, including Programme 2011 Bedfordshire force restructure on 3<sup>rd</sup> October and ICT staff being placed at risk of redundancy in October/November 2011.</li> <li>• Securing suitable premises for base within Cambridgeshire.</li> <li>• Inability to source a sufficient number of properly trained and vetted assistant investigators at short notice and over significant geographic area.</li> <li>• Cambridgeshire's Major Crime Department benefit from a dedicated Business Support Manager who has delivered significant savings procuring specialist services. They also manage the finance elements of the Department. The new Unit does not benefit from this capability.</li> <li>• The increased pace of collaboration will push more responsibility for implementation, especially the harmonisation of polices and procedures, and for realising future cash savings onto the Unit's management. These managers are already fully committed with SIO duties, which require precedence.</li> <li>• Unwillingness of personnel to work from bases out of county, particularly those required to travel long distances south.</li> <li>• There is a concern from the professional leads that the restructuring and consequent relocation, coinciding with likely changes to out of force allowances, will affect the retention of the experienced personnel required for this critical area of business to maintain its effectiveness.</li> <li>• Longer distances to travel from bases to locations of crimes and enquiries.</li> <li>• Business continuity during implementation.</li> </ul>
Target 'go-live' date	March 2012



*Business Case – Executive Summary*

Work Strand	Professional Standards Department (PSD)
Current arrangements	<p><b>Bedfordshire and Hertfordshire</b> Centralised PSD function, including Access Control, operating from Biggleswade Police Station.</p> <p>Four Investigation Teams (formerly Taylor Teams) based in Bedford, Luton, Stevenage and Watford.</p> <p>Police vetting services provided by a joint team based at Letchworth Police Station.</p> <p><b>Cambridgeshire</b> Centralised PSD function, including vetting, operating from Monks Wood training centre near Huntingdon.</p> <p><b>Key differences</b> Cambridgeshire deliver all services from an off site premises at Monks Wood with officers being multi skilled to work across disciplines. PSD provide support to local Investigators and HR when required.</p> <p>Access Control is currently administered by the IT Department in Cambridgeshire.</p> <p>Cambridgeshire PSD currently has responsibility for the provision of Legal Services for the Constabulary.</p> <p>Collaboration between Bedfordshire and Hertfordshire in 2009 allowed for the creation of a defined service delivery model from Biggleswade Police Station whilst placing Investigation Teams at strategic locations to conduct local investigations as required.</p> <p>Bedfordshire and Hertfordshire PSD currently has responsibility for the Hertfordshire Criminal Records Bureau (CRB) function.</p>

Business case proposal	<p>Joint capability serving the three Forces with centralised functions at Biggleswade.</p> <p>An enlarged Investigation Team to be based in each Force at Bedford, Luton, Peterborough, Watford and Stevenage, which conducts investigations and supports local Investigators.</p> <p>A joint Vetting Unit at Letchworth Police Station.</p> <p>Cambridgeshire Legal Services to move to a joint three Force department as part of the organisational workstream in the Collaboration Programme.</p> <p>CRB in Hertfordshire to be repositioned under the arm of the Criminal Justice Unit (CJU).</p>
Cash Savings	<p><b>Circa £637k ongoing annual cash savings</b> (17.7% saving on current spend).</p> <p>This represents a net reduction of 6 FTE officers and staff on current combined resourcing across the three Forces.</p> <p>This includes a reduction of 1 Superintendent, 1 Chief Inspector, 5 Inspectors and 4 Sergeants posts and a net increase of police staff posts of 5.0 FTE.</p> <p>3.5 FTE posts will be re-graded in line with current guidelines for police staff Investigators and re-evaluation of roles and responsibilities.</p>
Set-up costs	<p>Circa <b>£105k</b>, of which £12k relates to one-off set up costs and £93k relates to HR costs which are likely to be incurred over a period of 3 years due to the re-location of police staff posts and out of Force allowances. (Minimum costs have been shown as considered to be the most likely outcome). Full figures can be found in Section 12.</p>
Implementation issues	<ul style="list-style-type: none"> <li>• Provision of joint anti-corruption policy in line with unit go live date in consultation with the three Police Authority Treasurers.</li> <li>• Consultation with staff and management of reduction in numbers</li> <li>• Training of staff in different systems and procedures.</li> <li>• Phased reduction of Detective Sergeant and Inspector posts and resourcing of existing police staff posts on appropriate pay scales.</li> </ul>
Risks	<ul style="list-style-type: none"> <li>• Reduction of five Detective Inspector posts.</li> <li>• Reduction of on-call 'cadre' to ten officers.</li> <li>• Existing divergence of policy and procedures in the three Forces.</li> </ul>
Target go-live date	<p>The timescales represented in this paper suggest an achievable go-live by <b>January 2011</b>.</p>



*Business Case – Executive Summary*

<p>Work Strand</p>	<p><b>Firearms</b></p>
<p>Current arrangements</p>	<p><b>Bedfordshire &amp; Hertfordshire</b></p> <p>Beds and Herts Firearms Support Unit consists of 2 Inspectors, 13 Sergeants and 75 Constables, split between operations and training. Not included within this figure are an additional 1 sergeant and 12 constables who are independently funded and cover Luton Airport. (This funding is currently under arbitration).</p> <p>The operations section is made up of: 1 Inspector, 11 Sergeants and 66 Constables (excluding airport funded posts) who provide an armed policing response covering 4 ARVs, 24 hours a day. There are 3.61 Police Staff posts consisting of 1 armourer, 0.61 FTE Admin Assistant, 1 Tasking Manager and 1 Intelligence Support Officer.</p> <p>The training unit consists of 1 Inspector who is the Chief Firearms Instructor (CFI), 2 Sergeants and 9 Constables.</p> <p><b>Cambridgeshire</b></p> <p>Cambridgeshire Tactical Firearms Unit consists of 1 Inspector, 7 Sergeants and 49 Constables split between operations and training. Operational policing consists of 1 Inspector, 7 Sergeants and 43 Constables who provide an armed policing response covering 2 ARV's 24 hours a day. There is 1 FTE armourer Police Staff post.</p> <p>The training unit consists of the Inspector who is also the CFI and 6 Constables.</p> <p><b>Key differences</b></p> <p>Shift pattern, use of conflict management model, IT systems, some equipment and weaponry.</p>

Business case proposal	<p><b>Single unit made up of:</b> 2 Inspectors, 12 Sergeants and 119 Constables. (Excluding Luton Airport funded resources) Consisting of;</p> <p><b>Training</b> A joint training team under the governance of the training Inspector who is the Chief Firearms Instructor, 2 Sergeants and 14 Constables.</p> <p><b>Operational</b> 1 Inspector, 10 Sergeants and 105 Constables. Three operational bases at Huntingdon, Kempston and Welwyn. Five teams, each consisting of 2 Sergeants and 21 Constables split equally between Huntingdon, Kempston and Welwyn.</p> <p>Existing training facilities to be used.</p>
Savings	<p><b>Circa £542k ongoing annual revenue savings</b> (6.4% saving on current budget).</p> <p>Includes overall net reduction of 1 Inspector post, 8 Sergeant posts and 5 Constable posts.</p>
Set-up costs	<p><b>Circa £86k</b> – main cost incurred by introduction of new IT system into Cams. Indicative HR costs of £21k through out of force allowance.</p>
Implementation issues	<p>Requires a phased implementation with the following priorities:</p> <ol style="list-style-type: none"> <li>1) Appointment of Management Team</li> <li>2) Development of joint training plan</li> <li>3) Development of shift pattern</li> <li>4) Development of joint STRA</li> <li>5) Achieving NPIA licence</li> <li>6) Impact of funding decision for Luton Airport (potentially increased recruitment and training)</li> <li>7) Impact of Olympic staffing requirements</li> <li>8) Standardization of Role Profiles</li> <li>9) Consultation with staff and management of post reductions</li> <li>10) Alignment of allowances.</li> <li>11) Alignment of policies and procedures and delivery of training to staff at all levels.</li> </ol>
Risks Identified	<ol style="list-style-type: none"> <li>1) Impact of Luton Airport funding decision</li> <li>2) Olympic requirements</li> <li>3) Budgets</li> <li>4) NPIA accreditation</li> <li>5) IT access</li> <li>6) Management of abstractions</li> <li>7) Impact of internal force change programmes</li> <li>8) Increased line management responsibilities for 1 operational Inspector</li> </ol>
Target go-live date	<p>The complexities of this workstream require a phased implementation with a target go live date of 1<sup>st</sup> April 2012</p>



**Business Case – Executive Summary**

Work Strand	<b>Scientific Services</b>
Current arrangements	<p><b>Bedfordshire and Hertfordshire</b></p> <p>A collaborated Scientific Services Unit comprising of Scenes of Crime, Fingerprint, Imagery and Chemical Laboratory functions headed by a Police Staff manager.</p> <p>A CCTV service delivered by officers based on territorial policing units, with facial evidence services delivered by staff sited under Criminal Justice and located geographically throughout the force areas.</p> <p><b>Cambridgeshire</b></p> <p>A Scientific Support Department comprising of Scenes of Crime, Fingerprint, Imagery and Chemical Laboratory functions headed by a Police Staff Manager.</p> <p>A CCTV service delivered by officers based on territorial policing units with facial evidence service delivered by staff sited under Criminal Justice but located geographically throughout the force area.</p>
Business case proposal	<p><b>Senior Management Team</b></p> <ul style="list-style-type: none"> <li>Establish a Senior Management team with the Head of department responsible for change management and collaboration implementation issues.</li> </ul> <p><b>Fingerprints</b></p> <ul style="list-style-type: none"> <li>A single Tenprint Unit based at Kempston. Criminal Justice DNA samples will also be processed by this team.</li> <li>Two fingerprint bureaux based at Hinchingsbrooke and Welwyn Garden City with a reduction of both a Head of Fingerprints and a senior fingerprint officer. Bedfordshire fingerprint workload to be split between the two sites.</li> <li>Removal of the market rate supplement for fingerprint staff.</li> <li>Introduction of a single shift pattern for fingerprint staff supported by an effective on call system.</li> <li>Introduction of a single Footwear and Glove Wear Unit at Kempston</li> </ul> <p><b>Scenes of Crime</b></p>

	<ul style="list-style-type: none"> <li>• Teams to retain geographic offices and line managed on a North and South basis. The Major Crime Unit cadre to be expanded by a further crime scene coordinator post.</li> <li>• Introduction of a single shift pattern for SOC Officers providing the opportunity to realise cashable savings.</li> <li>• Revision of the on call system for Crime Scene Managers and SOCO/CSIs.</li> </ul> <p><b>Forensic Intelligence</b></p> <ul style="list-style-type: none"> <li>• A single Forensic Deployment Unit for all three Forces.</li> <li>• A centralised Forensic Casework Unit based at Sandy, including central authorisation of all external forensic submissions and NABIS support.</li> </ul> <p><b>Technical Services</b></p> <ul style="list-style-type: none"> <li>• Two chemical laboratories at Welwyn Garden City and Hinchbrook.</li> <li>• Two photographic units at Kempston and Welwyn Garden City with one supervisor covering both sites.</li> <li>• Maintain the single Audio Visual Unit at Welwyn Garden City to provide level two products only.</li> <li>• Police staff delivering both CCTV and VIPER functions from custody stations.</li> </ul> <p><b>Performance and Quality</b></p> <ul style="list-style-type: none"> <li>• Strengthen the existing Performance and Quality Unit based at Sandy with the inclusion of an additional 'performance and quality' post.</li> </ul>
Cash Savings	Circa £670K per annum with additional forensic cost savings estimated to be between £100K - £300K per annum. Further savings of £500K to be delivered by the management team over the following two years.
Set-up costs	Set up costs estimated to be between £220K - £600K. The majority of the cost is incurred by relocation costs and potential redundancy costs.
Implementation issues	Staff Consultation IT Estate Phased approach
Risks identified	Initial risk assessment has been conducted and these are detailed in the Risk, Assumption, Issues and Dependencies (RAID) log at Appendix B.
Target go-live date	TBC



<b>MEETING</b>	Bedfordshire – Full Police Authority Cambridgeshire – Full Police Authority Hertfordshire – Full Police Authority
<b>DATE</b>	Bedfordshire – 26 <sup>th</sup> September Cambridgeshire – 3 <sup>rd</sup> October Hertfordshire – 16 <sup>th</sup> September
<b>TITLE</b>	Apportionment of Costs & Benefits
<b>SUBMITTED BY</b>	Stephanie McMenemy Chief Executive/Treasurer Bedfordshire Police Authority
<b>SUGGESTED RESOLUTION</b>	<p>That the following principles be agreed for the apportionment of costs and benefits for collaborative units within the Strategic Alliance:</p> <ol style="list-style-type: none"> <li>1) For areas of Protective Services and Operational Support services an apportionment method based upon a mix of Formula Grant (67%) and current Demand Data (33%) be used.</li> <li>2) This apportionment method be reviewed for future business cases to ensure it continues to provide the appropriate alignment between medium term financial planning and local accountability.</li> <li>3) For areas of Organisational Support an apportionment based upon Formula Grant be used, unless there is a disproportionate pull on the service demand, for which an alternative approach will be sought</li> </ol>

	<p>4) The apportionment method be amended at the end of three years moving to a method whereby use of the service is the major component of the formula set out in 1).</p> <p>5) The method of apportionment provides for a level of risk sharing through the use of rolling demand data.</p> <p>6) That in the event of a Chief Constable or Police Authority operating a different policy to the norm that impacted on demand this would require an immediate financial amendment to any agreement to recognise the additional burden on a collaborated service.</p>
<b>BACKGROUND PAPERS</b>	None

## 1. Purpose

1.1 To determine, under the Strategic Alliance agreement, an appropriate method of apportioning costs and benefits for the three Police Authorities, that reflect both the demand for the service in the three force areas and the level of fixed costs each force bears in the delivery of specific activities.

## 2. Introduction

2.1 The strategic alliance between Bedfordshire, Cambridgeshire and Hertfordshire has been developed as it is seen significant and critical to the future of the three forces in these times of austerity and for the longevity in the delivery of operational policing to our communities.

The key deliverables of the strategic alliance centre around the following:

- Cashable savings of between £15m and £20m annual savings by the end of 2015/16.
- Equal or improved effectiveness for forces.
- Improved efficiencies in forces, realising non cashable saving for re-investment.
- A service structure and operating methods which are 'fit for purpose', taking account of new and emerging developments and which will meet future, foreseeable demands for the next 3 – 10 years.
- Plans which close the gaps identified within the respective Protective Services Improvement Plans.
- Methods of operating which are equally viable under any force or governance structure.

- Improved and enhanced customer service across the three counties.

2.2 In relation to the apportionment of costs and benefits within the strategic alliance and therefore across the three forces and Authorities, the strategic alliance agreement states the following:

- 1) Running costs for new collaborative ventures be apportioned by Formula Grant received with effect from 2010/11 unless a more accurate method is agreed by the three Forces taking into account demand data and / or the unique nature of the specific unit concerned.

Based on 2010/11 figures this would result in the following apportionments:

Bedfordshire 26.1%  
Cambridgeshire 29.7%  
Hertfordshire 44.2%

- 2) The percentage apportionments will be reviewed and updated annually in advance of Forces agreeing subsequent year budgets.
- 3) This ratio will be checked against the agreed long-term demand data for each collaborative initiative and that any significant discrepancies be explored to identify whether an alternative approach can be justified by exception in that specific area. Any alternative ratio would need to be agreed by the three Forces.

Members will also recall from the workshop of the three Authorities in April 2011 that there was recognition that in the drive to deliver a significant level of savings across a number of individual departments, that potentially, in individual cases, there would be some “winners and losers”. However, overall it was recognised all three Forces and Authorities would receive significant cash benefit from the Alliance.

### **3. Apportionment of Costs & Benefits**

3.1 Using the four business cases, attached to this agenda, as examples, a significant level of work has been completed to develop apportionments that deliver an appropriate share of benefits across the three Forces and Authorities. In undertaking this work, it needs to be recognised that individual forces and Authorities have differing priorities across the breadth of their policing activity, which reflects the needs of their communities and the level of resources required to offset threat, risk and harm. This will therefore inevitably mean that across the breadth of services available some units will have less/more resources in them than either demand suggests is required or indeed the proportion of Government Grant.

3.2A number of scenarios have been calculated, using the four business cases on this agenda, to develop an apportionment method which is consistent and tries to ensure that overall, each Force and Authority receives a cashable benefit, recognising this will vary depending on the level of non cashable/operational effectiveness each force also receives. The approach should also be one that incentivises demand/policy alignment across the three forces. The table below

provides a brief synopsis of the models that have been assessed and the impact based upon the four Protective Services business cases.

<b>Apportionment Method</b>	<b>Financial Impact</b>	<b>Issues</b>
Allocation by proportions of Government Grant	Hertfordshire make an overall loss on the four current business cases	Full allocation by Government Grant bears no reflection on demand levels against the potential risk, threat and harm
Allocation by current levels of demand	Bedfordshire make an overall loss on the four business cases	By utilising current demand data across the individual Forces it is currently impossible to compare 'like with like' Further work post implementation would need to be undertaken to better align demand
Allocation based on Beds/Herts models for respective areas	Overall, this approach provides efficiencies for all three Authorities and Forces	Three different approaches being used across four business cases does not provide for consistency and does not overly provide for Forces to work on aligning demand data.
Allocation by current budget inputs	Overall, this approach provides efficiencies for all Authorities and Forces	Whilst this model reflects the level of resources each Force feels are sufficient to cope with current risk threat and harm, it provides no real incentivisation to align demand.

3.3 Clearly, this important issue is not straightforward. It is suggested that the issues borne out above will be mirrored across the other forthcoming areas of collaboration and therefore an alternative approach needs to be developed, which overcomes these issues and provides consistency. From the above methods the preferred model would be based upon budget inputs but this does not fully recognise current patterns for the use of these services.

3.4 It is recognised that currently all three forces have differing deployment practices which means that historical/usage data are not comparable. Any model chosen should be one that incentivises the alignment of practices over a two to three year period in order that comparable data on the use of the services can be used for future allocation methods. Information on the levels of relevant crimes may inform the assessment of demand. For some services calls for service by the public will also be relevant. However, it should also be recognised that in any department there are a level of fixed costs that would be incurred whether or not there was a demand for the service.

3.5 Following discussion at the Joint Police Authority Working Group, Members agreed that an apportionment method should be fair and equitable, one that factors in how much the services are used by each force and one that is reviewable upon the alignment of data. On this basis further models were discussed with the three Chief Executives based upon a combination of current demand data and Government Grant, but with the incentivisation still to align practices across the three forces in order that data is more comparable for future years' apportionments.

- 3.6 Members agreed that it was necessary for use of service to be a significant feature in any formula to ensure that all parties had an incentive to find ways to reduce use of services rather than being able to make deployments without any or only limited financial consequences.
- 3.7 Members also agreed that it was desirable for all parties to seek to align their deployment policies in each collaborated area but accepted that it may be necessary in limited circumstances to have different policies that met the particular needs of an individual county as set out by the Chief Constable or the Police Authority. In these cases, the Chief Executives believe that a short SLA should be added to the agreement that ensures that the financial impact of any such policy decision is met by the originating force/authority.
- 3.8 The discussion with the three Chief Executives recognised fully that for areas of Protective Services and Operational Support services, that the level of resources required in each Force is mainly based upon demand (including an understanding of the levels of relevant crimes) but that with Organisational Support services, this is not necessarily the case. However, in recognising that at present the demand data was not comparable it was suggested that:

- as a starting point all Protective Services and Operational Support service collaborations would be based upon a mix of Demand Data and Formula Grant, with the Formula Grant be the major component at 67% and demand being the remaining 33%. However, after three years of inception, of the four business case attached to this agenda, and the gathering of common demand data, that the formulas be amended on the basis that use of service becomes the major component;
- That for future business cases, further work is undertaken to ensure that the 67% grant and 33% demand provides the appropriate alignment between medium term financial planning and local accountability; and
- as a starting point for Organisational Support Services, unless there is a disproportionate pull for the service in either Force, the apportionment would be based upon Formula Grant.

It was also recognised that to ensure that risk was shared across the three Authorities and Forces that the demand data used within the apportionment method, after the initial three years of inception, be rolling data, thus smoothing out specific peaks and troughs in any particular financial year.

- 3.8 Using the four business cases attached to this agenda as examples, the overall impact of applying these principles on the savings delivered through these specific collaborations are shown at Appendix A.

#### 4. Conclusion

4.1 It is recognised that in a large programme of collaboration, there will be winners and losers in cash for individual /business cases. A model that provides consistency, overall cashable benefits to all three Authorities and one that incentivises the three forces in the alignment of deployment practices, to better reflect actual demand in each force, should be developed. The model should also reflect the fact that all service areas have a level of fixed costs as well as being driven by the differing needs of the population we serve.

#### 5. Recommendation

5.1 It is recommended that the following principles be agreed for the apportionment of costs and benefits for collaborative units within the Strategic Alliance:

- 1) For areas of Protective Services and Operational Support services an apportionment method based upon a mix of Formula Grant (67%) and current Demand Data (33%) be used.
- 2) This apportionment method be reviewed for future business cases to ensure it continues to provide the appropriate alignment between medium term financial planning and local accountability.
- 3) For areas of Organisational Support an apportionment based upon Formula Grant be used, unless there is a disproportionate pull on the service demand, for which an alternative approach will be sought
- 4) The apportionment methods be amended at the end of three years moving to a method whereby demand is the major component of the formula set out in 1).
- 5) The method of apportionment provides for a level of risk sharing through the use of rolling demand data.
- 6) That in the event of a Chief Constable or Police Authority operating a different policy to the norm that impacted on demand this would require an immediate financial amendment to any agreement to recognise the additional burden on a collaborated service.

#### Author

Phil Wells  
 Programme Director  
 Joint Bedfordshire, Cambridgeshire and Hertfordshire  
 Collaboration Programme  
 ☎ 01438 757200

**PROTECTIVE SERVICES COLLABORATION BUSINESS CASE PAPERS**

**APPORTIONMENT TABLES: MAJOR CRIME, PROFESSIONAL STANDARDS, SCIENTIFIC SERVICES & FIREARMS**

**APPORTIONMENT BASED UPON 33% DEMAND DATA AND 67% FORMULA GRANT**

Major Crime Unit	Current Budget		Proposed Structure		Efficiencies	
Bedfordshire	£3,002,307	26.60%	£2,865,430	27.06%	£136,877	4.56%
Cambridgeshire	£3,282,601	29.08%	£3,438,304	32.47%	-£155,703	-4.74%
Hertfordshire	£5,003,845	44.33%	£4,285,438	40.47%	£718,407	14.36%
<b>Total</b>	<b>£11,288,753</b>	<b>100.00%</b>	<b>£10,589,173</b>	<b>100.00%</b>	<b>£699,580</b>	<b>6.20%</b>
<b>Assumptions:</b>						
Professional Standards	Current Budget		Proposed Structure		Efficiencies	
Bedfordshire	924,700	25.65%	£837,470	28.21%	£87,230	9.43%
Cambridgeshire	963,300	26.72%	£861,220	29.01%	£102,080	10.60%
Hertfordshire	1,717,300	47.63%	£1,270,010	42.78%	£447,290	26.05%
<b>Total</b>	<b>£3,605,300</b>	<b>100.00%</b>	<b>£2,968,700</b>	<b>100.00%</b>	<b>£636,600</b>	<b>17.66%</b>
<b>Assumptions:</b>						
Scientific Services	Current Budget		Proposed Structure		Efficiencies	
Bedfordshire	£2,793,400	29.70%	£2,264,944	25.75%	£528,456	18.92%
Cambridgeshire	£2,681,700	28.51%	£2,752,237	31.29%	-£70,537	-2.63%
Hertfordshire	£3,930,500	41.79%	£3,778,719	42.96%	£151,781	3.86%
<b>Total</b>	<b>£9,405,600</b>	<b>100.00%</b>	<b>£8,795,900</b>	<b>100.00%</b>	<b>£609,700</b>	<b>6.48%</b>
<b>Assumptions:</b>						
Firearms	Current Budget		Proposed Structure		Efficiencies	
Bedfordshire	2,579,968	30.48%	£2,746,644	34.67%	-£166,676	-6.46%
Cambridgeshire	3,199,442	37.80%	£2,388,558	30.15%	£810,884	25.34%
Hertfordshire	2,685,272	31.72%	£2,787,048	35.18%	-£101,776	-3.79%
<b>Total</b>	<b>£8,464,682</b>	<b>100.00%</b>	<b>£7,922,250</b>	<b>100.00%</b>	<b>£542,432</b>	<b>6.41%</b>
<b>Assumptions:</b>						
Combined	Current Budget		Proposed Structure		Efficiencies	
Bedfordshire	£9,300,375	28.11%	£8,714,489	28.78%	£585,886	6.30%
Cambridgeshire	£10,127,043	30.53%	£9,440,320	31.18%	£686,723	6.78%
Hertfordshire	£13,336,917	41.37%	£12,121,214	40.04%	£1,215,703	9.12%
<b>Total</b>	<b>£32,764,335</b>	<b>100.00%</b>	<b>£30,276,023</b>	<b>100.00%</b>	<b>£2,488,312</b>	<b>7.59%</b>





<b>COMMITTEE AND MEETING DATE</b>	<b>SPECIAL MEETING OF THE POLICE AUTHORITY, 26<sup>TH</sup> SEPTEMBER 2011</b>
<b>AGENDA ITEM No:</b>	<b>3</b>
<b>TITLE:</b>	<b>NATIONAL AIR SUPPORT</b>
<b>DATE OF REPORT:</b>	<b>1<sup>ST</sup> SEPTEMBER 2011</b>
<b>REPORT OF:</b>	<b>CHIEF CONSTABLE</b>
<b>AUTHOR:</b>	<b>ACC JOINT PROTECTIVE SERVICES</b>
<b>ACTION REQUIRED:</b>	<b>CONSIDER RECOMMENDATION FOR APPROVAL</b>
<b>APPENDICES:</b>	<b>APPENDIX A: ALEX MARSHALL LETTER</b> <b>APPENDIX B: PROPOSAL FOR A NATIONAL POLICE AIR SERVICE (NPAS)</b> <b>APPENDIX C: WHAT WILL NPAS MEAN FOR BEDFORDSHIRE?</b> <b>APPENDIX D: NATIONAL COVERAGE MAP</b> <b>APPENDIX E: RATIONALE AND BACKGROUND TO THE NATIONAL POLICE AIR SERVICE</b>

#### **EXECUTIVE SUMMARY:**

This report relates to the attached papers from Alex Marshall, Chief Constable of Hampshire on a *Proposal for a National Police Air Service (NPAS)* and three appendices.

The paper describes the benefits for each police force – reducing costs and improving resilience. The paper seeks endorsement from individual Police Authorities for the proposal and agreement for the transfer of assets to the new NPAS.

Since the initial stages of the NPAS are expected to begin from 1 April 2012, a decision in support of the proposal is needed by 30 September 2011.

Air Service to Bedfordshire Police is currently delivered by the Chiltern Air Support Unit (CASU).

#### **RECOMMENDATIONS:**

##### **Recommendation 1:**

Police Authority Members are asked to endorse the recommendation of the Chief Constable to end the current provision of air support through the Chiltern Air Support Unit (CASU), endorse the formation of the NPAS and agree the consequential transfer of Police Authority assets to the NPAS.

**Originators:** Stephen Devine, Assistant Chief Constable, Bedfordshire, Cambridgeshire & Hertfordshire (Joint Protective Services Command)

**Date:** 1<sup>st</sup> September 2011

**Tel No:** 01234 454538

**E-mail:** [stephen.devine@herts.pnn.police.uk](mailto:stephen.devine@herts.pnn.police.uk)

#### **BACKGROUND PAPERS:**

- Alex Marshall's Proposal for a National Air Service
- Appendix A ~ What will NPAS mean for Bedfordshire
- Appendix B ~ National Coverage Map
- Appendix C ~ Rationale and Background to the National Police Air Service

#### **ADDITIONAL PAPERS:**

None

## **1. INTRODUCTION**

- 1.1 Air Service to Bedfordshire Police is currently delivered by the Chiltern Air Support Unit (CASU). CASU is a consortium involving Thames Valley Police (TVP), Bedfordshire Police and Hertfordshire Constabulary. TVP are the lead force for the consortium and they provide direct management of and financial management support to the unit.
- 1.2 Chief Constables in England and Wales have already endorsed a recommendation to move to a national model for delivering air support. The move would involve making changes to the size of the organisation and the aircraft fleet across England and Wales.
- 1.3 The proposals have been developed further and adjusted to reflect feedback from many forces affected.
- 1.4 Under the NPAS, 97% of the population of England and Wales will be within a 20 minute range of air support which would be available 24/7. The new service is expected to save around 20% in costs (approximately £15 million reduction in expenditure) each year (based on 2009/10 budgets). The savings and efficiencies reported in the papers are dependent on all police forces and police authorities signing up to the proposal. Specific impacts for Bedfordshire are outlined in Appendix A.

## **2. FINANCE**

- 2.1 CASU internal plans to meet the financial challenges over the next 4 years with similar savings would have necessitated a reduction in our fleet from two to one aircraft, accompanied by a reduction in staffing and flying hours. The only possible way to maintain the level of service we had grown accustomed to would require selling the service to other forces to more effectively 'sweat the assets'. As part of our interim arrangements to maintain the service, we have been exploring this opportunity with Cambridgeshire Constabulary. The formation of the NPAS provides a more effective mechanism for achieving similar levels of savings and extracting value for money from expensive assets on a national scale. It will, for example, provide the opportunity to negotiate more competitive contracts for aircraft, parts, pilots, servicing etc.
- 2.2 Bedfordshire's 2011/12 revenue budget for air support amounts to £578k. This represents a reduction compared to the 2009/10 budget, and has been achieved through the CASU efficiency programme. (The financial exemplification set out in Appendix A of the NPAS proposal is based on the 2009/10 budget) The CASU funding model is based on the revenue budget covering staff, running costs and maintenance. The cost for helicopter replacement is funded separately from the force capital budget and generates additional borrowing and capital financing costs for the force. Bedfordshire made a capital contribution for helicopter replacement of £329k in 2010/11, when CASU last purchased a helicopter. This represented Bedfordshire's share of net costs, after accessing government grant funding (£238k) and income through helicopter sale/disposal (£154k).
- 2.3 Moving to the NPAS funding model, the force will need to budget for a revenue charge covering staff, running costs and an annual contribution to helicopter replacement. The NPAS financial exemplification shows that this

will amount to £399k per annum (including a credit of £64k until 2016/17 to reflect the transfer of the CASU helicopter which was recently purchased). The new arrangements will therefore generate a direct revenue saving of £179k or 31%. When the on-going cost of helicopter replacement is factored in, it is estimated that the total saving to Bedfordshire of moving to the NPAS arrangements might be greater, however, this needs to be tempered by the real possibility the government will remove all grant funding in future for helicopter replacement and while the cost of the airframe nationally will be reduced costs incurred by government will be transferred to police forces.

- 2.4 To allow the new service to be created, ownership of assets will need to transfer from Police Authorities to NPAS.
- 2.5 The Home Office have agreed to provide capital funding of £4m per annum for the next four years to support a national air service. There is no indication of ongoing funding and while the creation of the NPAS represents a net saving on total national costs of the airframe, future government decisions may mean the entire cost of funding air support may be transferred to forces.

### **3. OPERATIONAL**

- 3.1 Formation of the NPAS will involve a reduction of the 'national' fleet from 31 to 23 aircraft (plus three spares) located at 20 bases around the country. The NPAS will consist of six regional air support units coordinated by a central team.
- 3.2 The NPAS proposal provides 100% coverage for Bedfordshire based on a 20 minute response from Lippits Hill (for Bedford, Luton and Dunstable) and Husbands Bosworth (for Bedford). This is broadly similar to existing provision within 15 minutes, albeit current provision is not 24/7. CASU is budgeted for a staggered shift pattern which means that a single aircraft (from either Henlow or Benson) is available on Monday to Thursday. On the days the service is provided from Benson this is outside the 20 minute standard. By concentrating operational delivery at fewer bases and thereby increasing staffing levels at the reduced number of bases, the service will become more resilient and can move to 24/7 availability.
- 3.3 The NPAS will undertake 'borderless tasking' to 'spontaneous incidents' and follow the principle that the nearest aircraft attends. British Transport Police are being considered as a suitable vehicle to host NPAS dispatch functions.
- 3.4 Planned events will be prioritised through a regional tasking and coordination group process.
- 3.5 While the NPIA had been considered as the host for the NPAS, its demise has necessitated reconsideration. Alternative hosting arrangements are being developed around 'lead force models'.
- 3.6 Implementation dates are outlined in the paper. Since the service provision to Bedfordshire will mainly emanate from aircraft located at the London base, Henlow will not cease operation until 2013/2014 when the MPS will join the NPAS after the Olympic Games.

#### **4. GOVERNANCE**

- 4.1 Governance arrangements for the NPAS Strategy Board are outlined in the attached paper and include APA representation.

#### **5. SPECIFIC OBSERVATIONS ON THE PAPERS FROM BEDFORDSHIRE POLICE**

- 5.1 The creation of the NPAS will involve the closure of the base at RAF Henlow and the withdrawal of the Henlow helicopter from service. It is likely it will continue as one of the 'spares' within the NPAS. Some concern has been expressed that future air support being provided from a location within the Metropolitan Police District might adversely affect the availability of air support to Bedfordshire Police. While, tasking and deployment will be a matter for the NPAS (and not the MPS), the deployment and service provision should be closely monitored and any concerns raised at an early stage with NPAS. It is difficult to see how future reasonable levels of air support can be maintained within Bedfordshire (or any force within CASU) without participating in this development. This will be particularly the case if or when government funding is removed.
- 5.2 The helicopter based at RAF Henlow, an EC135 G-CPSH, was purchased in 2002. There is no financial recompense for a helicopter of this age (more than ten years old) within the proposals. While it might be expected to have a potential sale value of £1.5m, this arrangement is entirely consistent with the transition to a revenue-based model.
- 5.3 The calculated savings are based broadly on the Force and consortium figures for 2009/10 and do not, understandably, take account of the savings being delivered within CASU for 2011/12 and projected savings for 2012/13. The precise savings may need to be adjusted to reflect this. It should be noted that consortium plans for the next three years involve reducing flying hours considerably below current levels (from 2100 to 1400 across the consortium).
- 5.4 There are discrepancies in the paper about the precise date for the withdrawal of the base at RAF Henlow. This needs to be clarified and will need to coincide with, and be dependent, on the MPS joining the NPAS.
- 5.5 Appendix A, page 1 indicates the consortium purchased the EC 135 P2i helicopter, based at Benson RAF Base, in 2009. The helicopter was actually delivered on 30 September 2010. This would affect capital rebate calculations, as the NPAS document refers to seven annual credits when that should be at least eight. We will seek clarity on this.
- 5.6 There is a discrepancy between the body of the proposal and the final status depicted on the NPAS ASU map. One indicates 20 bases and 23 aircraft while the latter shows 22 bases, 23 helicopters and a fixed-wing based in West Wales. This reflects adjustments following national negotiations that we are aware of. However, we will seek clarity about whether increased costs from such adjustments have been factored into the savings outlined.
- 5.7 The above are relatively minor points requiring clarification and finalisation with the national project team. The case for the NPAS remains compelling.

Remaining outside the NPAS is not a viable option for Bedfordshire.

## **6. HUMAN RIGHTS, EQUALITIES AND DIVERSITY IMPLICATIONS**

- 6.1 Broad implications for staff are outlined in the paper. These are important for Bedfordshire staff as the proposal includes the closure of the Henlow base. The NPAS will work with a locally appointed team to manage the process.

## **7. RECOMMENDATION**

**Recommendation 1:** Police Authority Members are asked to endorse the recommendation of the Chief Constable to end the current provision of air support through the Chiltern Air Support Unit (CASU), endorse the formation of the NPAS and agree the consequential transfer of Police Authority assets to the NPAS.

**APPENDIX A**

**Alex Marshall QPM**  
**1.1.1 Chief Constable**

**Police Headquarters**  
**West Hill**  
**Winchester**  
**Hampshire**  
**SO22 5DB**

**Your Ref:**

**1.1.1.1.1 Our Ref: CC/AS Tel: 01962 871002**

**Fax: 01962 871189**  
**Deaf/speech impaired minicom: 01962 875000**  
**Email: chief.officers@hampshire.pnn.police.uk**

Mr Alfred Hitchcock, QPM  
Chief Constable  
Bedfordshire Police  
Woburn road  
Kempton  
BEDFORD MK43 9AX

27 June 2011

Dear Alfred

Please find attached a paper for the consideration of your Police Authority proposing the formation of a National Police Air Service (NPAS). As you will recall from Chief Constables' Council the new service will save around 20 per cent in costs and provide all forces with access to air support 24/7. Under the new model, 97 per cent of the population will be within a 20-minute range of air support. This matches the current 20-minute coverage but with fewer aircraft and a £15 million fall in expenditure. We aim to commence NPAS from April 2012.

I am grateful for the support I have received from all Chief Constable colleagues. In the small number of areas where difficulties have arisen for an individual force, I have worked with the local Chief to find an acceptable compromise. I am very grateful to those chiefs who have moved their original, and fully understandable, position to accommodate the overall gain nationally. At the time of writing I have one personal visit remaining to a colleague who has concerns about operational coverage. I am not aware of any other Chief who is unwilling to join NPAS. As the paper makes clear, the savings are achieved only if we all commit to the new approach.

The Home Secretary, Police Minister and Sir Hugh have all given strong support to the NPAS proposal. There is a clear expectation that forces will reach agreement without government intervention.

Cont'd ...

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Finding a funding model to meet the need of all forces has been problematic. We wish to move to a model based on population, crime and demand in 3-5 years time. The starting position however sees a funding model based on reducing current air support costs for every force. My team have met with Finance Directors and Policy Authority Treasurers to explain the funding principles and received a good degree of support. It should be noted that the costs shown in appendix 'A' are based on information provided by your Force for the year 2009/10. This figure has been adjusted for inflation and includes an assumed level of capital contribution towards replacement of your current/consortium aircraft. Forces who currently own an aircraft purchased in the last 10 years will receive a rebate on the transfer of this asset to NPAS.

It will be a matter for each force and Police Authority to decide whether the report or any part of it should be dealt with in confidential session. I have completed the report on the assumption that it will be tabled in open session.

If you require greater detail or a personal visit for a fuller explanation of any element of this proposal, please contact the NPAS team. We will accommodate all requests and will aim to respond within three working days.

Thank you for your support so far on this project. I believe that the successful delivery of NPAS will send a strong message about ACPO's ability to agree a collective position that ensures operational strength at reduced cost to the public purse. In doing so we may all need to compromise to achieve overall success.

Yours sincerely



**Alex Marshall**  
**Chief Constable**

## APPENDIX B

### **Proposal for a National Police Air Service (NPAS)**

#### **1. Purpose**

- 1.1 *The purpose of this paper is to outline the need for a National Police Air Service (NPAS), describe the benefits for each police force and seek endorsement from police authorities on the proposal for NPAS.*

#### **2. Timescales**

- 2.1 *To enable delivery of NPAS by 1 April 2012, a decision in support of the proposal is sought by 30 September 2011.*

#### **3. Overview**

- 3.1 *Air support gives the police the capability to undertake roles that cannot be achieved by any other means and is an essential tool in maximising the safety of the public. Examples of high risk policing activity where air support provides a significant advantage are searches for vulnerable missing people, policing public order events and catching dangerous criminals.*
- 3.2 *Chief Officers across the country are unanimous in their support for the police service to retain an air support function. However, they recognise that the current structure is inefficient. For example, most of the existing aircraft work within individual force or consortium boundaries and, even when they are the nearest available asset, are rarely deployed to an incident outside of these boundaries.*
- 3.3 *Under the current structure, many forces do not have access to 24 hour air support.*
- 3.4 *Air support currently costs police forces across England and Wales £63.5 million a year. Based on the current structure, the cost (with inflation) will rise to £66.8 million in 2012.*
- 3.5 *Therefore, in the current economic climate, a more efficient and cost effective way of delivering air support needs to be found. The proposed NPAS will deliver this and ensure that each force continues to have access to a rapid response air capability to tackle crime and protect the public. NPAS has firm support from Ministers and is being widely recognised as a model that could be applied to other protective services.*
- 3.6 ***It is important to note that the full benefits and savings that have been identified under NPAS can only be achieved if all police forces and police authorities sign up to the proposal.***

#### **4. Why a National Police Air Service?**

- 4.1 *In 2009, the Association of Chief Police Officers (ACPO) undertook a review of the 1993 National Air Operations Strategy. The review concluded that the overall service was highly fragmented and did not provide value for money.*
- 4.2 *To address this, Chief Constable Alex Marshall (Hampshire), in his capacity as ACPO Aviation Portfolio Holder, presented a paper at Chief Constables' Council in October 2010 that set out three options for the future delivery of air support across England and Wales. The three options recommended that, by moving to a national model of delivery and by making changes to the size and organisation of the fleet, savings of 12%, 22% or 54% were achievable nationally.*
- 4.3 *Chief Constables agreed that the second option (22% saving achieved by moving to a 20 base model) was operationally viable and offered a better balance between local delivery and the need for a more cost effective air support function.*

- 4.4 *The 20 base model will result in the reorganisation of the current helicopter fleet, reducing its size from 31 aircraft to 23 (plus 3 spare). The 3 spare aircraft will ensure continued coverage when other aircraft are undergoing maintenance, refurbishment or repair. This measure alone will increase aircraft availability by 8%.*
- 4.5 *The creation of NPAS under this model has the potential to save the service £15m per year. In addition to the reorganisation of the fleet, NPAS will significantly reduce the amount of bureaucracy and duplication involved in running independent air support units. A national service will also enable the negotiation of competitive contracts, ensuring better value for money for the taxpayer. For example, a national aircraft insurance framework has already been developed by the project team.*
- 4.6 *The creation of NPAS will not only achieve potential savings, it will also ensure that all forces have access to air support 24 hours per day.*
- 4.7 *Over time, it is anticipated that further savings may be achieved through improved technology, a move to a single-type helicopter fleet (reducing maintenance and training costs) and by supporting the service with lower cost fixed-wing assets.*
- 4.8 *Further savings may be possible in the future through collaboration with publicly funded partners that already operate air assets at a national level.*
- 4.9 *Following the Comprehensive Spending Review, the Home Office has agreed to continue to provide capital funding of £4m a year, for the next 4 years, to support a national air service. In support of the move towards NPAS, the Project Board has already committed approximately £4m of capital funding to be used for a small number of base moves, upgrades in technology and the refurbishment of older aircraft.*

## **5. Organisation and Governance Arrangements**

- 5.1 *NPAS will consist of 6 regional air support units that are coordinated by a central team to ensure national consistency and efficient deployment of air support across England and Wales.*
- 5.2 *Since 2009, the Association of Police Authorities (APA) has had both member and officer representation on the NPAS Project Board.*
- 5.3 *When NPAS is launched, the Project Board will be replaced by the NPAS Strategy Board which will provide strategic direction and ensure delivery of a high quality, cost effective air support to forces across England and Wales. The Strategy Board will comprise:*
- *Air Operations Portfolio Holder – Chair;*
  - *Regional ACPO representatives;*
  - *Home Office;*
  - *Host organisation;*
  - *APA;*
  - *Management Board representation.*
- 5.4 *The NPAS Management Board will report to the Strategy Board and advise on operational matters and decisions needed from the Strategy Board. It will be chaired by the host organisation and will comprise senior members of NPAS, representatives from each of the regions and relevant partners.*

## **6. How will NPAS deliver air support?**

- 6.1 *A national user requirement has been developed to provide national consistency on the role, remit and purpose of air support and is available from the Project Team.*

6.2 *Analysis shows that the largest demand for air support is in highly populated areas. However, although demand is lower in rural areas, the challenges of rural policing need to be recognised. To meet these demands, a small number of base moves have been identified. These are:*

- *Western Counties (serving Avon and Somerset and Gloucestershire) and Wiltshire (a consortium arrangement with Great Western Air Ambulance) will relocate to a new base at RAF Colerne and reduce by one aircraft;*
- *Sussex and Surrey will combine, relocate to a new base at Dunsfold and reduce by one aircraft;*
- *Norfolk and Suffolk will combine with Cambridgeshire, relocate to a new base at RAF Honington and reduce by one aircraft;*
- *The Essex aircraft will relocate to Southend airport;*
- *The Dorset aircraft will relocate to Bournemouth airport.*

*In addition to the above base moves, the South Yorkshire and Merseyside aircraft will be withdrawn from service. The base at RAF Henlow will be closed during 2014.*

6.3 *Some forces have already made significant progress towards NPAS. For example, from July, the forces in the north-west region will be sharing their air support function to improve operational availability and achieve savings.*

6.4 *Under NPAS, the deployment of aircraft for spontaneous incidents will be managed through a central dispatch facility enabling aircraft to operate across force boundaries (borderless tasking) and follow the principle that the nearest aircraft attends.*

6.5 *British Transport Police (BTP) are one of the very few organisations that have national control rooms. Discussions are therefore ongoing with BTP to establish whether they are able to host the NPAS dispatch facility.*

6.6 *It is essential that deployments of aircraft are prioritised on risk and the value that air support can provide to the incident. The development of clear deployment criteria using the national user requirement will ensure that a consistent approach is adopted across the country.*

6.7 *Once dispatched, responsibility for tasking the aircraft will rest with the local force. Subject to demand, the aircraft may be re-deployed within the force area without returning to its home base.*

6.8 *Recent trials of borderless tasking across a number of forces have shown that there are significant benefits in terms of cost and the ability of an aircraft to respond quickly to an incident.*

6.9 *For planned events, air support requirements will be prioritised through a regional Tasking and Coordination Group process. NPAS will aim to support all large scale planned events.*

## **7. Funding Model**

7.1 *The provision of air support differs significantly from force to force and it is therefore difficult to find a funding model that is fair and equitable to all. It is proposed that an initial funding model is used to enable the establishment of NPAS with a view to moving towards a more equitable model within 5 years.*

7.2 *The initial model will mean that every force will pay less for air support compared to what they would pay under the current structure. These costs have been adjusted for inflation and assume a capital contribution for the replacement of currently owned or consortium aircraft.*

For information on what your force will pay during the initial phase and potential savings, refer to Appendix A.

- 7.3 The Project Board is committed to implementing a more equitable funding model which will be based on population size, crime rate, proximity to an aircraft and projected flying hours. Under this model, forces that do not currently own or lease their own aircraft will be required to contribute capital to NPAS.
- 7.4 The Project Board has considered the concept of 'top slicing' police budgets to pay for NPAS. However, the current position of the Home Office is that, as this is a police service led collaborative programme, it would prefer police forces and police authorities to reach agreement on the funding of NPAS amongst themselves.
- 7.5 Many forces have suggested moving to a 'pay as you go' model and this option will be considered in consultation with police authority treasurers, force finance managers, ACPO Finance and the Home Office.

## **8. Hosting arrangements**

- 8.1 The National Policing Improvement Agency (NPIA) was originally chosen as host of the new service. However, in light of the agency being phased out, alternative hosting arrangements are being developed, including a single lead force model. A lead force model is an attractive option because it would:
- Be police service owned and led;
  - Ensure national consistency;
  - Reduce bureaucracy and duplication;
  - Make use of existing structures;
  - Be exempt from VAT.
- 8.2 The Project Board recognises the likely impact on staff. There are currently approximately 450 staff involved in air support across England and Wales. Under the proposal, there will be a reduction in the number of bases and changes to shift patterns in order to maximise the resources. Consequently, there will be an overall reduction in staff; however, the exact number of posts has yet to be agreed. This does not mean that all permanent staff currently employed in air support will be put 'at risk'. Instead, it is anticipated that only those staff from the bases scheduled to close will be given formal notification that they are 'at risk'. A formal consultation with staff and staff organisations will take place once the proposal has been approved by police authorities.
- 8.3 To support the transfer of staff into NPAS, a specialist HR advisor with significant experience of TUPE and change management is being recruited to the project team. This person will work with local implementation teams to manage change consistently so as to minimise the effect on staff and operational delivery.

## **9. Implementation**

- 9.1 Subject to police authority approval, NPAS will be launched on 1 April 2012 and will be rolled out on a regional basis starting with the Central and South Eastern regions followed shortly after by the North West and North East. London will join in 2014 due to operational commitments around the Olympics. Negotiations are currently taking place with the South Western region as to their implementation date.
- 9.2 Therefore, whilst some of the savings are already being realised by forces and further savings will be achieved in 2012, the full savings profile will not be realised until all forces participate in the national model.
- 9.3 To create the new service, ownership of all assets will need to transfer from police authorities to NPAS. To compensate those forces that have purchased aircraft in the last 10 years (current lifespan of aircraft), an annual capital payment based on the value of the aircraft will be made to relevant police authorities until the aircraft is 10

years old. For example, if a police authority purchased a helicopter in 2005 at a cost of £3m (after the 40% Home Office contribution has been taken out), the police authority/ consortium would receive approximately £300,000 from NPAS per year until 2015.

## **10. Conclusion**

- 10.1 *In the current economic climate, it is clear that a more efficient and cost effective way of delivering air support needs to be found.*
- 10.2 *The innovative NPAS proposal will enable the police service to provide a consistent and cost effective air support function, whilst delivering a high quality service to the public 24 hours a day across England and Wales. ale*
- 10.3 *To deliver the operational improvements and realise the savings, a decision from Police Authorities in support of the proposal is sought by 30<sup>th</sup> September 2011.*
- 10.4 *The NPAS project team will be available to answer any questions that police authority members may have on the proposals. Please contact Peter Stacy, Project Support Officer on 020 3113 7979 / 07500 078243 or by e-mail: [npas@npia.pnn.police.uk](mailto:npas@npia.pnn.police.uk).*

## Appendix C

### What will NPAS mean for Bedfordshire?

The information below describes the existing arrangements for air support within Bedfordshire. It includes a summary of operational coverage, the availability of the aircraft and costs. Underneath this is a comparison with the benefits Bedfordshire will receive as part of NPAS.

This information should be read together with the two maps below that show coverage within 20 minutes flying time (assuming 2 minutes for take-off and a cruising speed of 120 knots).

#### Bedfordshire – Existing Arrangements:

- Bedfordshire currently operate two Eurocopter EC135 aircraft purchased in 2002 and 2009. The aircraft are managed through The Chilterns Air Support Unit (ASU) - a consortium arrangement with Thames Valley, Hertfordshire and Bedfordshire. One aircraft is based at RAF Benson in Oxfordshire and the other at RAF Henlow in Bedfordshire;
- The Chilterns ASU was budgeted to fly a total of 2100 hours, operating a staggered shift pattern of 18 ½ hours a day 7 days a week. This staggering pattern allowed 2 aircraft to be available on a Thursday, Friday and Saturday evening but only 1 aircraft on the remaining evenings. This means that aircraft a single aircraft was available up to 85% of the time.

#### Bedfordshire – As a Member of NPAS:

- Bedfordshire will pay £220,000 per year less for air support than they currently do. This is based on the delivery of 420 flying hours per year.
- Under NPAS the base at RAF Henlow will be withdrawn. However, this will not take place until 2013. This is due to the Olympic commitments of Metropolitan Police and the availability of alternative air support from Lippetts Hill.
- In relation to the closure of the base at RAF Henlow the NPAS project team will work in co-ordination with a locally appointed team to manage the process.
- Air support will be provided on a nearest asset attends basis. An aircraft will be available 24 hours a day. Bases will operate for either 20 or 24 hours a day. When the 20 hour base has ceased operations the aircraft will be deployed from the nearest 24 hour base.

#### Operational Table:

Current base	Flying time	NPAS base	Flying time	Alternative Bases
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	Henlow (miles)	(mins)	Benson (miles)	(mins)	Husbands Bosworth (miles)	Flying time (mins)	Lippitts Hill (miles)	Flying time (mins)
Bedford	10.67	6½	54.83	26	31.62	15½	38.97	19
Luton	10.53	7	60.16	28	-	-	24.2	12½
Dunstable	12.73	8	64.04	30	-	-	28.98	14½

### Financial Table:

Chiltern ASU	Costs Corrected to FY 12/13 £M	Future NPAS Costs (at 2012 value) £M
Bedfordshire TOTAL	0.730	0.399
Bedfordshire Revenue	0.595 (see Note 4)	0.373
Bedfordshire Capital	0.135 (see Note 5)	0.090 (see Note 6) <b>(0.064) CREDIT</b> (see note 7)
Hertfordshire TOTAL	0.912	0.520
Hertfordshire Revenue	0.743 (see Note 4)	0.480
Hertfordshire Capital	0.169 (see Note 5)	0.120 (see Note 6) <b>(0.08) CREDIT</b> (see note 7)
Thames Valley TOTAL	2.010	1.347
Thames Valley Revenue	1.636 (see Note 4)	1.273
Thames Valley Capital	0.374 (see Note 5)	0.250 (see Note 6) <b>(0.176) CREDIT</b> (see note 7)

### Notes:

1. The figures used to calculate the costs and savings are based on information provided by forces for FY2009/10.
2. Significant funding changes have taken place since this data was collected. Spend figures for FY2010/11 and budgets for FY2011/12 are currently being compiled and an update will be provided in due course.
3. The final configuration of the National Police fleet is to be fully decided after the end of September; this will provide the required information needed to re-calculate the future costs of providing air support. This will form part of the update mentioned above. These figures assume the withdrawal of the Henlow based helicopter.
4. In several cases, the reported figures were corrected to more appropriately reflect the current situation, or to take account of gaps in reported information from some units. The most significant corrections relate to the recent acquisition of new helicopters, which occurred after FY09/10. In the case of Thames Valley Police, this involved the purchase of a replacement EC135 helicopter.

5. This figure represents the (equivalent) annual capital cost for replacing a helicopter, based on a 10 year life. It provides for a more holistic consideration of the cost of ownership.
6. This figure represents the forecast cost of replacing helicopters in the medium-term future; reflecting the rate of inflation of technology which far exceeds RPI.
7. This figure is based on the value of the existing helicopter, over a 10 year life. It represents the capital amount which will be credited to forces who owned their helicopters, until they reach 10 years of life. In the case of the Chiltern ASU, 7 annual credits will be due (until FY16/17) at which point the full capital contribution will become payable.
8. The figures assume a 20:25:55% between Bedfordshire, Hertfordshire and Thames Valley

### ***Bedfordshire / Regional Coverage Map***

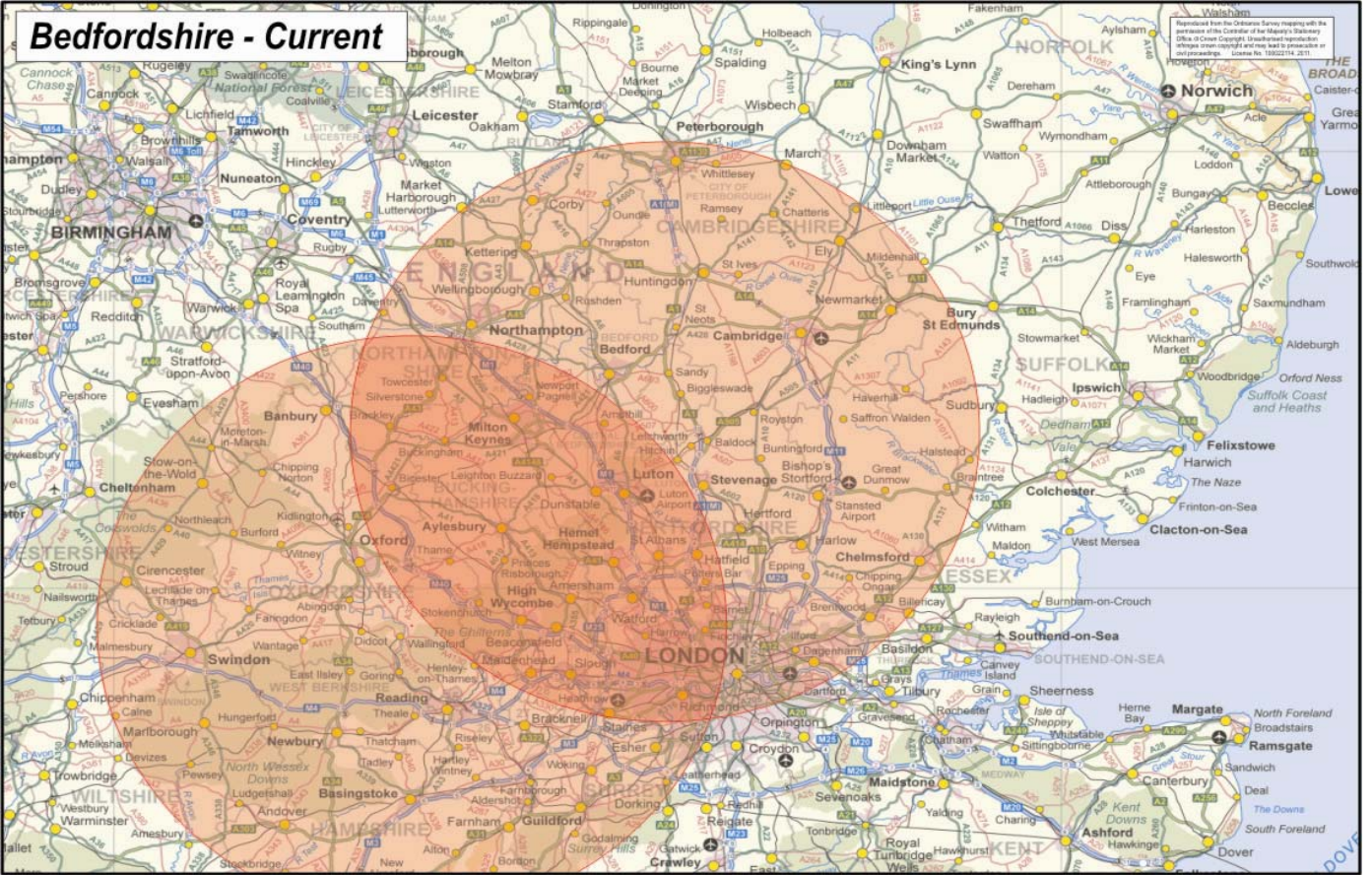
The first map highlights the current base. The circle on the map demonstrates the area covered from that base in 20 minutes flying.

The 20 minute flying time is calculated by including:

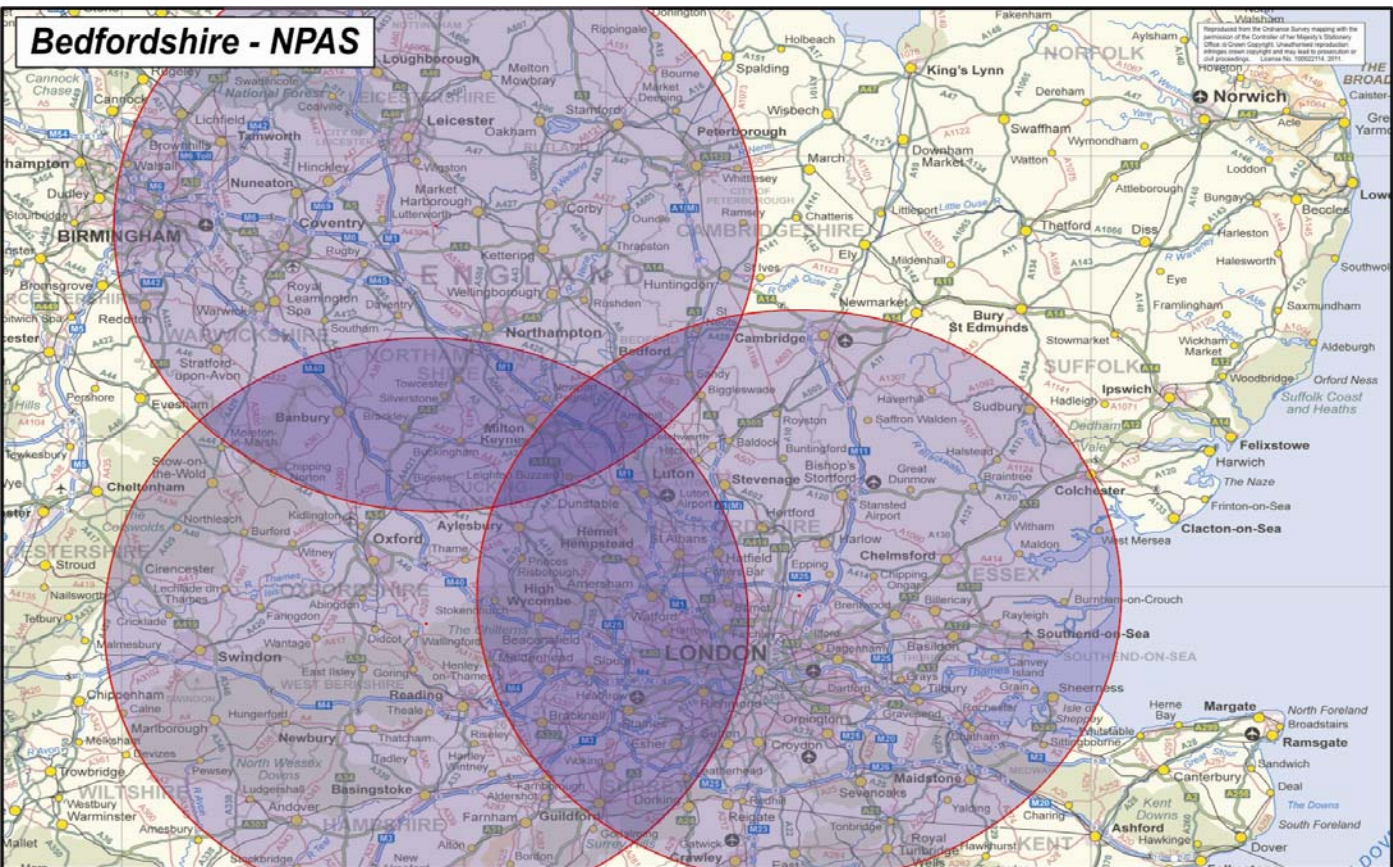
- ground speed of the aircraft of 120 knots (2.3 miles per minute) and;
- 2 minutes to allow the aircraft to get airborne from the base.

The second map indicates the position under the NPAS principles. This map also shows where alternative air support might be derived from.

### Bedfordshire - Current



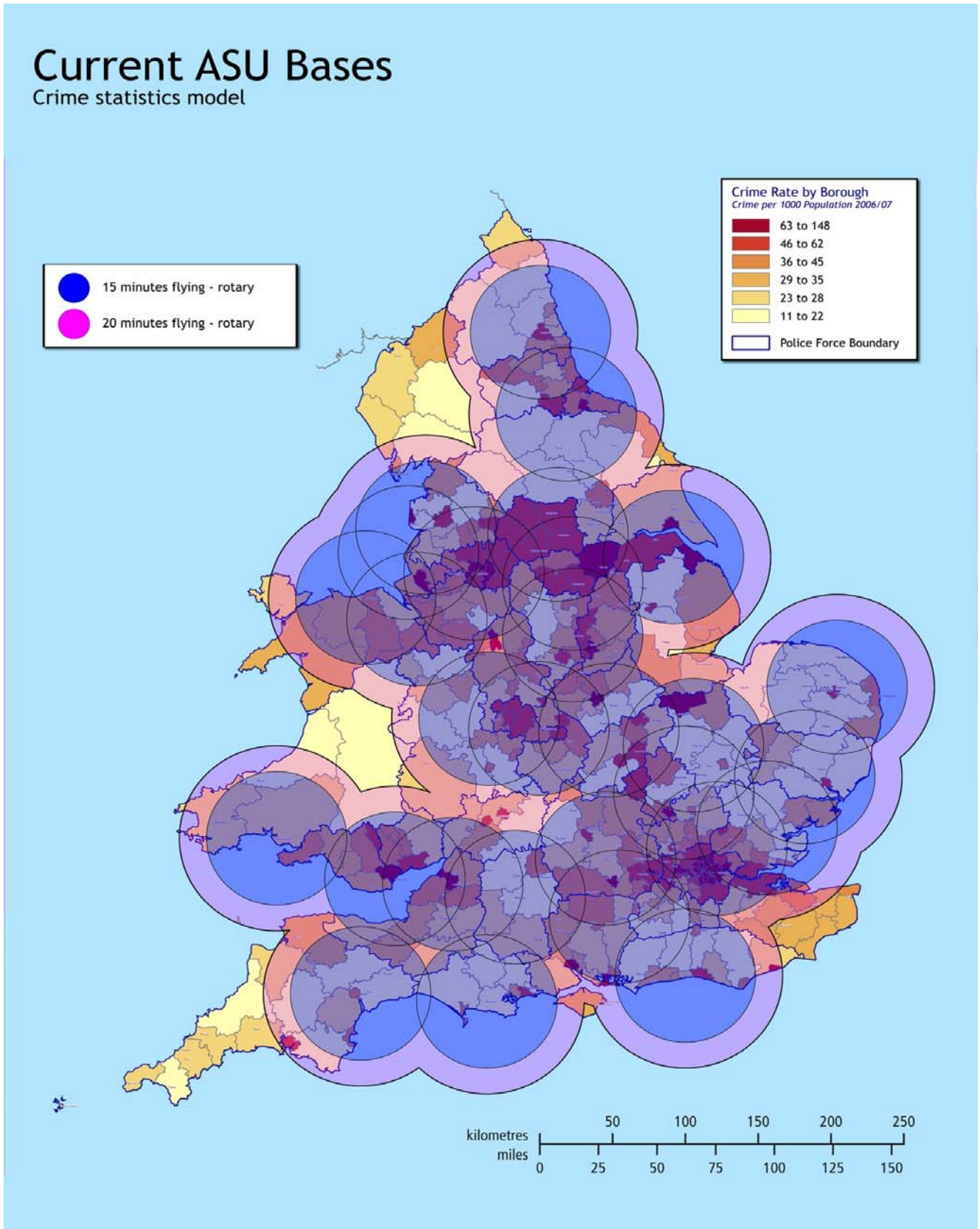
### Bedfordshire - NPAS



### Appendix D

#### National Coverage Map

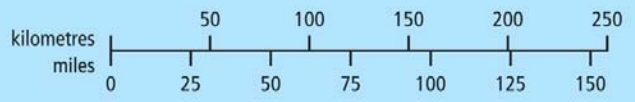
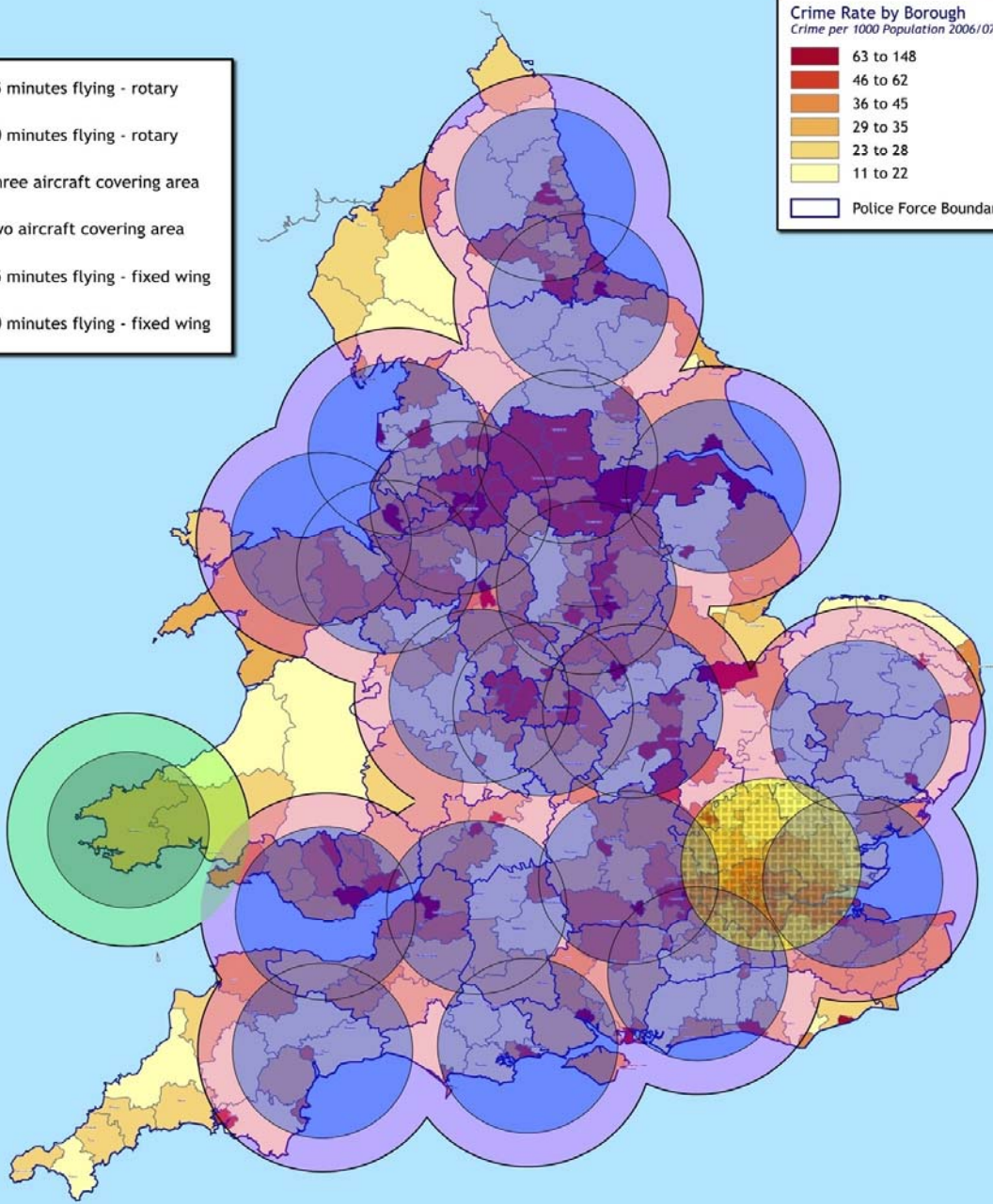
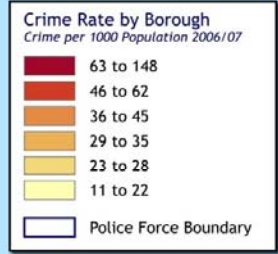
The maps below provide an illustration on the current bases and the change of bases under NPAS.



# NPAS ASU Bases

Crime statistics model

- 15 minutes flying - rotary
- 20 minutes flying - rotary
- Three aircraft covering area
- Two aircraft covering area
- 15 minutes flying - fixed wing
- 20 minutes flying - fixed wing



## Appendix E

### Rationale and Background to the National Police Air Service

In the current demanding economic climate, every police force is under pressure to reduce costs whilst maintaining a high quality service to the public.

Chief Officers recognise that air support is an essential tool in maintaining this service, however, under the current structure, it is both inefficient and costly.

The creation of a national model will enable the police service to address these issues, achieve greater savings and, in many cases, a better service.

This paper aims to assist police authorities in their decision making by providing a more detailed rationale for the creation of NPAS. It also sets out the options presented to Chief Constables in October 2010.

#### 1. Background Information

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In 2009, the Association of Chief Police Officers (ACPO) undertook a review of the 1993 National Air Operations Strategy and assessed the existing provisions within police aviation. The review concluded that, overall, the service was highly fragmented and did not provide value for money. More specifically, it found that:

- The majority of the 31 Air Support Units (ASU) operated in silo.
- There was a lack of coordination in the delivery of the service.
- There was no standard or consolidated procurement approach.

The review made a number of recommendations for the future delivery of the service, including:

- The development of a national user requirement to inform the procurement of all future police aircraft and equipment.
- A stand-alone executive agency to organise and run police aviation on a national basis.
- A national basing structure to deliver a more efficient aviation service.
- 'Borderless' tasking of aircraft to achieve local delivery by a national agency.
- Air Support budgets should be pooled together for allocation to a national police aviation organisation.

By moving to this approach for police aviation, the following benefits can be achieved:

- Greater potential for collaboration/consortium arrangements between forces that will achieve further operational improvements and financial savings.
- Delivery of an efficient and effective air support response by co-ordinating and dispatching police air assets from a central dispatch facility.
- Savings, through:
  - Direct employment or central contracting of pilots;
  - National fuel, insurance & maintenance agreements;
  - National procurement agreements;
  - Reduction in staffing levels;
  - Reduction in the number of operating bases;

- Extending the operational life of the aircraft;
- Borderless tasking.

Chief Constable Alex Marshall (Hampshire) as Aviation Portfolio Holder for the ACPO, commissioned a project team, support by NPIA, to scope the work required to deliver a National Police Air Service.

## 2. Models for Change

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Recognising the need to deliver a more efficient and cost effective air support capability, the following 3 options for change have been considered and subsequently rejected by the NPAS Project Board:

### 1) *No Change*

The 2009 review highlighted the operational benefits of a national model in terms of response times, a rotary / fixed-wing aircraft mix across the country and greater fleet resilience. The current structure is unable to achieve this or make any savings.

### 2) *Commercial Partner*

It was identified at an early stage that keeping air support within the police and restructuring and improving its efficiency through collaboration, could result in greater savings for the service than handing the function over to a commercial organisation.

### 3) *New Technologies/Unmanned Aerial Vehicles*

New technologies, such as unmanned aerial vehicles, could enhance capability. However, some of this technology requires significant public consultation and acceptance by regulatory bodies. It may also need a large injection of capital funding. Longer term, this option may deliver further improvements and savings and will remain under review.

## Proposed Models

In October 2010, Chief Constables were presented with three potential models for delivery. The indicated savings in each model are based on figures collated in April 2010.

### Model 1 - Minimum Change Model (£8.4m / 12.6% savings)

The Minimum Change Model is based on providing the same level of service that currently exists. Under the model, air support will be delivered by establishing national and regional management structures that will enable savings to be made through economies of scale. For example, a small number of voluntary base amalgamations, a reduction in fleet size from 31 rotary aircraft to 28 and the withdrawal of Hampshire's fixed wing asset.

The minimum change model will result in anticipated savings of £8.4m or 12.6% compared to current provision.

However, this model does not improve resilience by providing spare aircraft (to continue coverage when other aircraft are undergoing maintenance, refurbishment or repair) or make best use of the resources available through revised base locations. It is therefore not the recommended model in terms of achieving a more efficient, cost effective and resilient air support service.

**Model 2 - Recommended Model (£15.27m / 22.8% savings)**

The recommended model is based on providing a national service that will deliver air support from 23 aircraft across 20 bases – supported by establishing a national/regional management structure. Resilience will also be improved by the provision of 3 spare aircraft. This measure alone will increase aircraft availability by 8%.

The recommended model will provide a better balance between local delivery and the need for a more cost effective air support function and will result in anticipated savings of £15.27m or 22.8% compared to current provision.

**Model 3 - Urban Only Model (£36.6m / 54.5% savings)**

The urban only model is based on providing a national service that will deliver air support from 12 aircraft (plus 2 spare) across 11 bases. This model will only provide air support to the areas with the highest density of population.

The urban only model will result in anticipated savings of £36.6m or 54.5% compared to current provision. However, this model does not meet the demand for air support in rural areas.

The recommended model was endorsed by the majority of Chief Constables. However, a small number of forces sought further clarification before they were able to present these proposals to their police authorities.

Since October, the project team have been working closely with this small number of forces to find solutions that ensure NPAS will be able to deliver a more cost effective and efficient service whilst meeting the needs of the police service and the public.

