

Information Systems Improvement Strategy (ISIS)

Implementation and development programme for 2009-10



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Introduction

Purpose of this document

1. This document is the proposal of the Chief Information Officer (CIO) of the National Policing Improvement Agency (NPIA) for information systems priorities in 2009-10. It is the first annual plan issued under the Information Systems Improvement Strategy (ISIS). The plan identifies an initial set of priorities for systems convergence, new capabilities for the police service and infrastructure development. The plan refers to national, regional and local development and investments.

Background to the ISIS Programme

2. The ISIS Programme was established by the NPIA with the endorsement of the National Policing Board (NPB) in 2008. The aims and scope of the programme are

To transform police information and communications technology with the aim of progressing a move towards convergence and the use of common, compatible standards and technology throughout the police service. This will result in an improvement in the efficiency and effectiveness of policing through the delivery of information systems that directly improves the experience of policing for frontline officers and the public.

The strategy will deliver:

- joined up efficient processes and IT that enables officers to focus on policing
- modern technology supporting officers in protecting the public
- access for the public to police information as they need in ways they want to access it – online or via their phone
- efficiency gains through the improved development, procurement, implementation and management of police information systems



- 3 In the Green Paper, 'From the Neighbourhood to the National; Policing our Communities Together' (parliamentary publication reference number-Cm 7448), it is proposed that the NPIA, with its tripartite governance arrangements, was ideally placed to maximise the potential for greater efficiency in the development and implementation of information systems in the police service. It proposed that the NPIA should take a lead on behalf of the service and:
- develop convergence plans which will require sign off of new investment against compliance criteria relating to national standards and architecture and procurement policy
 - establish two new major programmes. The first will create a common operating environment for police officers and staff which will be the basis for delivering in practical terms Sir Ronnie Flanagan's recommendations about process improvement. The second programme will seek to create innovative information services for citizens and partners. This work should be done in support of the neighbourhood policing programme
 - in support of these two programmes, deliver a new infrastructure modernisation programme which will converge by 2015 to a nationally owned and operated policing infrastructure, incorporating information services (Police National Computer (PNC), Police National Database (PND), the National Fingerprint Identification Service (IDENT) the national Automatic Number Plate Recognition (ANPR) infrastructure, fixed and mobile networks and applications services to forces
 - prioritise the delivery of local crime information to the citizen, put in place a project to end multiple sign on to police information systems and progressively reduce multiple entries of data
 - identify savings through better procurement over the next three years
 - appoint leads to support forces in convergence at a regional level initially, but within a national framework
 - work with forces on developing their own capability and capacity for the new role for IT in forces.

4. The Green Paper also proposed that change should be mandated where it was desirable to do so, and that consideration should be given to issuing a Code of Practice for forces about how they should participate in convergence.

Governance process and acceptance

5. Following discussion between the Association of Chief Police Officers (ACPO) Council and the National Policing Board in November 2008, it was agreed that proposals should be put forward for a Business Design Authority (BDA) under ACPO chairmanship in order to establish operational policing leadership of the CIO's programme. Following detailed discussions with the partners and the NPB the ISIS programme has established the ISIS BDA, the first meeting took place in June 2009.
6. It is proposed that future CIO plans will be developed in consultation with the BDA and put forward for agreement as part of the policing portfolio which is agreed annually by the Policing Portfolio Group (PPG). This first plan is necessarily put forward in advance of the BDA coming into operation.



Force engagement in the production of this plan

7. The detailed proposals in the plan reflect extensive consultation in a number of areas. In particular, the proposals on convergence have been worked up through joint working between the Chief Technology Officer of the NPIA and the IT Advisory Group (ITAG) of the ACPO Information Management Business Area (IMBA). Work on new capabilities has been taken forward in discussion with police service leads in the Neighbourhood Policing Programme and the Digital Evidence pilot carried out by Lancashire Constabulary. Work on procurement has been discussed with the ACPO finance business area.
8. The plan has been discussed in draft with the ISIS Programme Board¹, ACPO Information Management Business Area (IMBA), the Home Office Workforce Efficiency and Finance Group² and the NPIA Board.

What it means for forces

9. It is intended that the plan should be reflected in police force information systems development and capital investment plans. Forces should align their planning with the proposals on application convergence, new capabilities and infrastructure development. The Green Paper proposes that, where desirable, the Secretary of State should use powers under the Police Act to require forces to comply with the convergence plans. The regulatory framework is being modified by the Policing and Crime Bill 2008 to allow greater precision in the use of the regulatory powers.
10. It is not proposed at this stage to recommend regulation in support of the convergence plan.

¹Chaired by ACPO and including representatives of ACPO, APA, the Metropolitan Police, Ministry of Justice, Home Office, HMIC and Cabinet Office

²Chaired by the Home Office and including representatives of ACPO, APA, the Metropolitan Police, Audit Commission, HMIC, HM Treasury and NPIA.

The plan for 2009-10 includes the preparation of a code of practice for convergence. Consideration will be given in future plans to the need for regulation.

11. For the 2009-10 plan, the CIO of the NPIA will work with forces on implementation and convergence and will report at the end of the year on progress. This will require forces to provide information to the CIO. The collection of information will be done as efficiently as possible in accordance with the Home Office's wish to minimise data requirements for forces and will be carried out as a joint effort between the NPIA and police forces.

Next steps

12. Following the publication of this plan and simultaneously with its implementation, the NPIA will work with stakeholders to support the new BDA. We propose to begin preparation of the plan for 2010-11 in summer 2009 so that it is ready for publication in the autumn. Future plans will be prepared to the same timescale.

ISIS plan for 2009-10: Outline

13. This plan sets out what the CIO of the NPIA will deliver under the ISIS programme in 2009-10. It includes specific systems and services which will provide new capabilities to officers and services to citizens during the year. The plan also identifies initial opportunities for convergence of force developments. Given constraints on time and budget, these are both necessarily limited in scope. The programme also identifies the work which the CIO proposes to take forward on behalf of the service in planning for convergence and new national capabilities and services in future years.

14. The elements of this plan are:

- the alignment of current initiatives that contribute to the achievement of the aims of the ISIS Programme (PND, the national ANPR infrastructure, Pentip, National Casualty Bureau, Holmes 2020)
- delivery of specific new capabilities
- proposals for reducing the cost of ownership of legacy systems
- identification of applications areas and services where there is scope for early convergence
- a description of how the Champion/Challenger model will be used, and identification of the first group of areas where the model will be used
- an infrastructure optimisation programme with forces and the national programmes to identify priorities for building further national infrastructure
- acceleration of the creation of confidential networks in forces
- identification of opportunities for procurement gains
- proposals for the design and commissioning of major new national programmes
- support for regional programmes and projects.



Part One - New capabilities

15. This plan contains sections on the building of support functions within the NPIA, including the regional support network, and on the approach to funding.

Continued delivery of the national programmes

16. During 2009-10, the national information systems and technology developments which are already underway will deliver the following capabilities which support the aims of the ISIS programme:

- Police National Database (PND) / Impact
- National Strategy for Police information Systems (NSPIS)
- Ident1
- Airwave
- IAM – Identity & Access Management
- Automatic Number Plate Recognition (ANPR)

17. These projects, while not being delivered directly by ISIS, will never the less deliver services to the police which will form part of the overall ISIS architecture. During the coming years ISIS will influence and align activities across the agency to drive the convergence of NPIA service offerings.

Specific new initiatives

18. Work with police forces, including that carried out by the Neighbourhood Policing Team and the Mobile Information Programme, in 2008-09 has identified three further priorities for new capabilities, namely:

- integration of information from our separate systems to permit better identification of people who come into contact with the police

- an enhanced crime mapping capability as a service to forces and citizens, taking forward the successful implementation of individual force maps
- management of digital evidence and other material, building on and extending the lessons learned in the Lancashire pilot on Police And Criminal Evidence (PACE) interviews
- integration of common technologies that can support the development of a “common operating picture” (situational awareness for officers based on the information compiled from both people and equipment – based on the model currently used by the military) across the emergency services to aid decision-making, delivering one of the key components of the Multi-Agency Interoperability Programme.

Identification services

19. During 2009-10, we will develop the capability to draw together information about individuals the police need to identify and present it to officers as a single view. Whilst away from their base, officers will be able to enter a suspect’s details into a mobile device and be immediately presented with actionable information from a number of national and local databases, including wanted/missing markers from the PNC, outstanding arrest warrants and similar information from local force intelligence systems. They will also be able to gain access to wider intelligence. Subject to the necessary legislation being in place, we will explore extending links to other government data sources so information can be re-used to support policing. This will speed up identification as police will no longer have to access multiple databases separately; it will strengthen identification as data will be presented in a single view and at the same time warnings, such as a history of violence against the police, can be flagged to officers to improve their safety.

20. This work will build on the lessons learned from the Mobile Information Programme. We will scope the core requirement with forces and develop a costed business case, including a strategic description of the operational requirements, for consideration by the BDA by the end of September 2009.

Information for citizens and neighbourhood teams

21. Working to a commission from ACPO, the Home Office and the NPPIA's Citizen Focus & Neighbourhood Policing Programme, the CIO will develop a national crime mapping service by September 2009. The technical delivery of mapping information will support a business solution which builds on work already done by forces, which is being developed by the NPPIA's Provision of Information Steering Group, chaired by Assistant Chief Constable Steve Mortimore.
22. In April there was a series of sessions with key partners to agree the requirements and scope of the new national solution. Following this there was a national agreement in June 2009 on the standard data that will be presented on maps. In parallel to this, the project will also examine whether the information already being, or planned to be, submitted to the Home Office by forces could be re-used for the national solution, and whether this information could be augmented with court results and other Criminal Justice Service (CJS) data and, finally, where the maps should be made available – for example via DirectGov.
23. Between now and September the NPPIA's Citizen Focus & Neighbourhood Policing Programme will analyse the impact of crime maps on the public and further refine requirements – answering questions such as how crime maps improve public confidence and how the information is best presented. The national crime mapping solution will make it possible for the public to view crime maps across police force borders and,

through the targeted use of technology, ISIS will have made a fundamental contribution to making police (and potentially CJS) information available to the public. This will contribute to changing the relationship the service has with the public, engendering a renewed sense of partnership.

Digital evidence management

24. The Digital Evidence Platform will enable criminal case file information to be shared within and between forces and with CJS partners. This will speed up criminal justice processes by moving case files electronically between partners and free up officer time by capturing data once for multiple uses. Wider digital presentation of cases will support the existing virtual court rollout.
25. The wider use of digital evidence will also lead to more efficient processes, for example by allowing the remote monitoring of suspect interviews by senior investigating officer's (SIO) and providing suspects and solicitors with copies of interviews immediately. The handling of evidence in digital format will make it possible for information captured on mobile devices to be uploaded onto the force's custody system when a prisoner is taken to the station and so reducing the booking in process in the custody suite. There are also opportunities for major improvements in business processes in areas such as disclosure and handling of evidence obtained during interviews with suspects as well as significant savings to be made in areas such as staffing, equipment and training costs resulting from the centralised storage of such material in a regionally or nationally maintained facility.
26. The CIO will create a programme for the development of a digital evidence platform commencing with suspect interviews. A costed business case will be presented to the BDA in December 2009.

Part Two - Applications and services convergence

27. The ISIS programme aims to work with police forces (both individually and in regional and other groupings) to create a roadmap for the convergence of systems and services. This will be a basis for developing the successor services and systems which provide policing operational and business capabilities, such as the National Strategy for Police Information Systems (NSPIS) products.

28. The programme will proceed by analysing forces' investment plans and identifying opportunities for convergence through joint or shared procurement, reuse of existing systems, building shared services or creating new national services. Which is relevant in each case will depend on the business case and the overall convergence plan.

29. During 2009-10, the CIO will publish an outline target state for 2015 and the results of his analysis of force and national service plans.

30. For applications convergence, the CIO will promote the Champion/Challenger process developed by the Cabinet Office. The CIO will publish a list of proposed Champion products during 2009-10 on these areas:

- confidential environments
- crime and intelligence systems
- records management systems
- human resources systems
- service management.

31. The CIO will seek agreement to this list and the proposed implementation approach from the BDA in September 2009 with a view to the model being applied from September 2009.

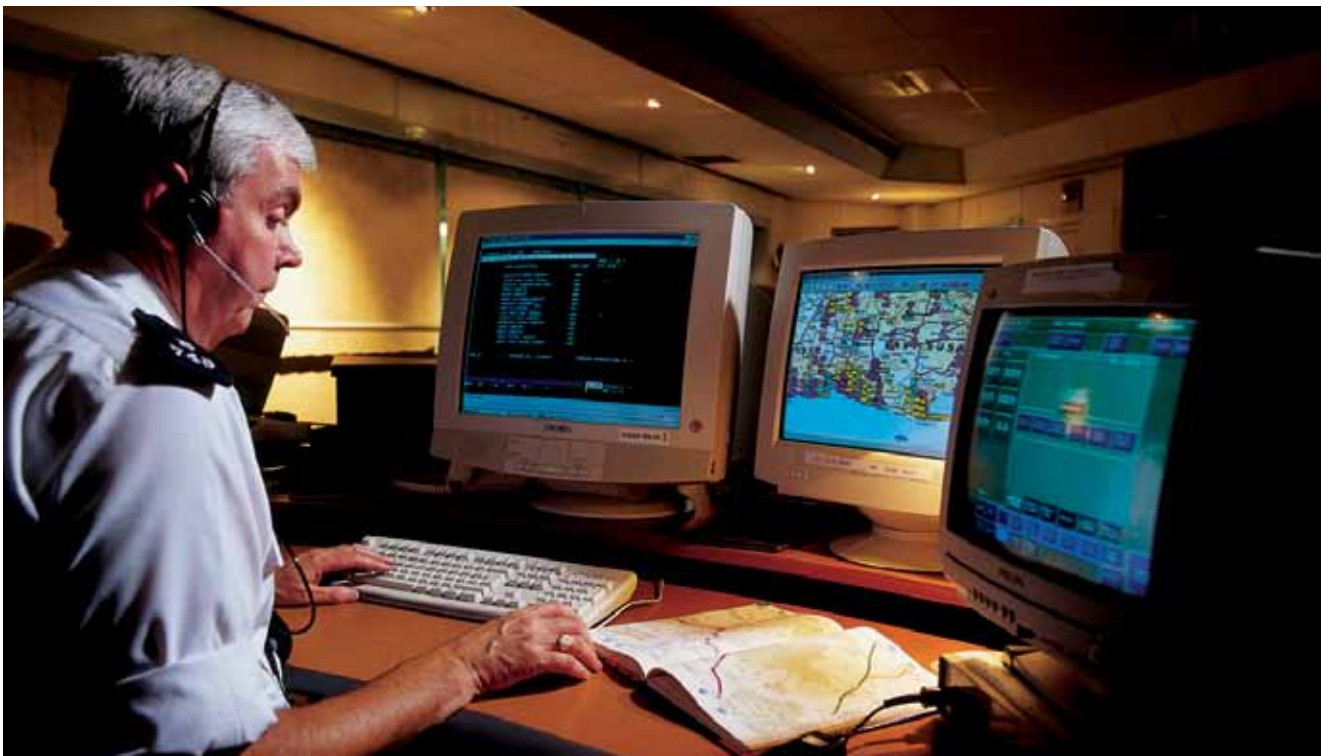
32. During 2009-10 the CIO will deliver a full list of Champion/Challenger proposals for the next three years. This will be ready for inclusion in the 2010-11 plan.



Part Three - Infrastructure convergence

33. The CIO will develop business cases for National Infrastructure³ and services. There will be an initial focus on areas where new infrastructure is required, for example the storage of digital evidence and the provision of confidential networks.

34. The plan will be informed by an infrastructure optimisation study to be carried out by September 2009 which will identify the business case for developing national solutions for force infrastructure requirements. The CIO will in any case carry out an evaluation of the case for data centre consolidation.



³ “Infrastructure” is taken to include networks, desktop devices, servers, data centres, help desks/ service desks, operating systems, middleware, databases, storage (SAN/NAS), collaboration applications, end user computing tools, telephony (GSM, 3G fixed and Tetra) and common application technology services (such as portals, single sign-on, identity and access rights management solutions). “Infrastructure” does not include applications development, applications support or maintenance.

Part Four - Improved procurement

35. ISIS will drive improvements in efficiency and effectiveness through improved procurement at both a national and local level. Through ISIS, police technology procurement will develop a more co-ordinated approach enabling new capabilities to be delivered to frontline policing faster and for less. The ISIS approach builds on the ACPO Procurement Strategy by agreeing contracts that can be used across all forces and sharing best practice between procurement professionals.

36. The strategy has been developed with national and local police procurement staff and suppliers through a series of engagement events and one to one sessions. ISIS is also developing a renewed relationship with suppliers and there have been suppliers events at which we have shared the emerging strategy with the supplier's community. The next phase of this work will be to bring this group of stakeholders closer to the development of the future procurement strategy, changing our relationship with this key group and ensuring that policing can access the latest technology and other innovations.

Category management for the police service

37. Category management is the industry standard for procuring technology and drives benefits in terms of reducing costs. Rather than procurement generalists who buy everything for the force, category management has specialists dedicated to a particular commodity ranging from desk top computers to data centres. The specialist builds relationships with their industry sector in order to access the latest offerings and secure the best price.
38. By July 2009 we will have developed and began to deliver a high level service-wide category management strategy. This will mean the police can start to realise the benefits of category management including reduced costs, timescales and complexity of procuring for forces as well as the delivery of new items.



Establish procurement centre of excellence for information communication technology (ICT)

39. As part of the ISIS commitment to improvements locally and nationally, during 2009 a national centre of excellence for police procurement will be developed. We will increase expertise and professionalism at the local level and help drive collaboration as part of the ISIS strategy by, for example, sharing best practice and improving the skills of local procurement teams.
40. The centre will promote awareness and champion the use of accelerated procurement and category management to reduce the procurement lifecycle both within the NPJA and forces.

Building relationships with suppliers

41. We will develop and introduce a new strategic approach to the supplier community and ensure that the associated benefits both in terms of efficiency and performance are realised. This will increasingly lead to the police approaching suppliers as a service rather than on a fragmented force by force basis. This will mean greater opportunities for collaboration and efficiency realisation as well as acting as



a potential lever to reduce pricing across the police service, especially when linked to the new category management approach detailed above.

42. It is essential that we adopt a more strategic approach to suppliers and we propose to focus on the following areas;
- rationalise the number of major IT suppliers utilised by the police service
 - benchmark value for money of major police IT suppliers with other relevant public sector bodies
 - review “at risk” suppliers and provide an action plan to address relevant issues
 - establish a co-ordinated approach to small and medium enterprises suppliers.

National procurements

43. In addition to the above initiatives to drive our savings for re-investment in the police service, there will be national licensing opportunities. Working in the police domain or as appropriate across pan-government we believe there are potential major savings in this area; for example Oracle, Adobe and i2. An imminent pan-government revised arrangement with Microsoft is another example and will be extensively promoted across forces.
44. The introduction of a consistent and co-ordinated approach to e-procurement should produce savings from lower cost of acquisition.
45. The above strategy is already being implemented by the NPJA. The IMPACT Programme’s contract with the service provider to deliver phase one of the PND has been consciously designed to provide opportunities for an ongoing relationship with the supplier. This will provide future delivery phases of the PND with appropriate commercial mechanisms to protect the NPJA and deliver value for money, should it use this vehicle for further development of information sharing and related services in the police service.

Part Five - The development agenda

46. During 2009-10, the CIO will develop proposals for information systems development in support of emerging business requirements in the police service, including those which involve working with partner organisations.

47. The CIO programme will support the work of the independent review of police bureaucracy, which is led by Jan Berry who is the Independent Reducing Bureaucracy Advocate appointed by the Home Secretary. The review has identified ten processes which provide significant opportunities for process improvement across the service. The processes are:

- accident reporting
- call handling
- case building / file management
- crime & incident reporting
- custody – Eastern, Cambridgeshire, Norfolk and Suffolk
- domestic violence risk assessment
- missing persons
- national intelligence model
- personal development reviews (PDRs) for frontline officers and staff
- tasers

48. Several of the processes, such as case building and file management, may require technology solutions to support and enable the business change. ISIS will work with this programme to identify the information service requirements that will support the programme and link business and technology change into a single improvement for the service. The ISIS citizen and officer programme team is already represented on the Reducing Bureaucracy Practitioner's Group.

49. The IMPACT Programme has established a 'Future Phases Project' that will consider the strategy for the future development of the PND beyond the phase one deployment. Consideration will be given to potential additional capability, increased data sets, and the benefits that could accrue from additional users.

50. The CIO will address the issue of how to support forces in reducing the cost of operating the complex set of national IT systems that were delivered out of the NSPIS strategy (and other national programmes/projects). Many of these systems are now getting old in technology terms and becoming increasingly expensive to operate and support. Much of the hardware concerned will reach the end of its normal operating life in 2009/10 or soon after. It would be very inefficient for each force to attempt to replace this hardware on a like-for-like basis. The ISIS Programme will identify opportunities for reducing these costs. Savings will be possible in terms of power consumption, support and maintenance charges and the cost of replacement hardware.

51. In 2009/10, the main focus of attention will be on reducing the total cost of ownership of the NSPIS Custody & Case Preparation systems and of the Casualty Bureau systems. It is estimated that annual cost reductions of at least 20 percent each year should be possible as a result of this work. These cost reductions will commence in 2010/11.



52. Some of the legacy IT systems delivered under former national programmes/projects are based on modern technology and will have a useful life for many years to come. However, as noted above, certain other systems are no longer economic to operate and it is necessary for the ISIS Programme to establish alternative means of delivering the same functionality. It is most unlikely that any of these systems will be replaced on a like-for-like basis. It is far more likely that each of these systems will be specified in terms of business (and software) services. In 2009/10, the ISIS Programme will produce a road-map for each of the national products which will define an appropriate “end of service life” date in each case. The Programme will also make recommendations about how the functionality provided by these products should best be replaced and the timescale to which the replacement capability will need to be provided.
53. The PNC will continue to be developed over this period to meet operational need. The main focus will be on linking to the Schengen Information System (SIS), specific requirements for the London 2012 Olympics and enhancements to access methods. Other links include the Independent Safeguarding Agency (2009), E-Borders, Prison Service, and direct resulting by HM Court Service (meeting Bichard Recommendation 7).
54. Working with the Mobile Information Programme Board, the CIO will develop proposals for the next phase of mobile information systems development and deployment in police forces. The Mobile Information Programme has capital provision to further develop common applications for the benefit of operational policing which will be delivered for use on the now increasingly universal mobile devices. The development programme will place a strong focus on understanding the relationship between new technology, changing working practices and cultural issues and will consider the prioritisation of operational requirements. This will be considered by the Mobile Information Programme Board by the end of July 2009.



Part Six - Support for forces

55. The CIO will continue to work with police forces to develop proposals for convergence, collaboration and support for their information systems strategies.

56. Proposals for convergence will continue to be developed through joint working between NPfIA and the IT Advisory Group (ITAG) of the ACPO Information Management Business Area (IMBA). The IT Directors have provided substantial input to inform the analysis work to date and in helping to shape the overall strategy as well as convergence. The CIO will maintain engagement with ITAG and the Police CIO Council.

57. The CIO will continue to engage at regional level to understand what convergence activities have taken place and what is already planned. Support teams will be developed to work with forces, offering support in programme management and technical input, and give financial commercial and procurement guidance. It is intended to have teams established in three regions by July 2009.

58. The CIO will work with the regional programmes to support convergence.

During 2009-10, these include:

- East Midlands are planning to undertake a review of their records management capability. We will support them in the development of their programme as noted in the Champion/ Challenger section above
- the Wales forces have been pursuing a convergence agenda for some months which NPfIA have been supporting with resources, guidance and funding. We will continue to support the development of how the Wales forces IT comes together and the convergence projects which materialise
- the Eastern region is in the process of procuring a crime and intelligence system for the six forces in the region. We will look to support them and influence them in the final solution, and learn from the process they have undertaken to get collaboration, if not convergence. The Eastern region are at the beginning of a project to converge their infrastructure which NPfIA will look to integrate into the National Infrastructure.



Part Seven - Legislation and codes of practice

59. During 2009, the CIO will continue to support the Home Office in the remaining stages of the consideration of the Policing and Crime Bill in respect of clauses relating to regulations for equipment, practices and procedures and common services.

60. The CIO will prepare a draft code of practice for convergence which will include advice on how forces should engage with the convergence programme.



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