ISS4PS

Information Systems Strategy for the Police Service

Volume 1

Understanding ISS4PS

Safeguarding the Citizen in The Age of Information

Contents

Foreword

Information Systems support many essential aspects of modern life and policing is no exception. For example, we now take for granted the ability to check the details of people and vehicles in seconds via the Police National Computer. A combination of local and national systems support a wide range of fundamental policing tasks, be it the management of intelligence, safe processing of prisoners or effective management of sex offenders. The Bichard Inquiry and the PITO End-to-End Review both clearly showed that more still needs to be done to ensure maximum interoperability between major national systems and the systems developed to meet local needs. Now with our programme to create strategic forces we have an opportunity to accelerate this process and this requires a clear strategy.

This is the Association of Chief Police Officers' overarching strategy for Information and Communications Technology (ICT), the ISS4PS, which calls on the police service to work together to adopt common standards, products and services. It recognises that the police service in England and Wales can no longer afford to treat ICT as isolated programmes of work developed and operated independently by separate organisations. The police service must now advance into an era of integrated services, shared information and common governance. This strategy calls for common administrative and citizen-focused services to be adopted in order to improve police performance and efficiency, and to reduce costs.

The strategy requires all forces and their authorities, as well as organisations that deliver national projects and services, to use the ISS4PS as a reference framework against which they should undertake planning for 2006 and beyond. This process is so vital to the effectiveness of the service that we will examine where parts of the strategy will need to be codified under the Police Reform Act.

Establishing the vision for the development and operation of police Information Systems in the coming years, the ISS4PS will become a major pillar underpinning police efforts to support Transformational Government, the creation of strategic forces, and be a key tool for the National Policing Improvement Agency.

We support ACPO and the Association of Police Authorities in taking the first major step in adopting this single holistic framework for police ICT. The police service must now implement the strategy and use it as a key component in developing 21st century citizen-centric public services.

Tony McNulty MP
Minister for Policing, Security and Community Safety.

"Establishing the vision for the development and operation of police Information Systems in the coming years, the ISS4PS will become a major pillar underpinning police efforts to support Transformational Government, the creation of strategic forces, and be a key tool for the National Policing Improvement Agency".

Executive Summary

ISS4PS[1] is the overarching IS/ICT strategy for Police Services for England and Wales[2]. It has been created to help guide the Police Service, the Forces and Police Authorities through the period of change and transformation that lies ahead.

Major changes are pending that will fundamentally alter the way information and communications technologies are deployed within the Police Service and the axis of influence over such decisions.

In the past, the freedom to select, procure and implement technologies was largely devolved to Chief Constables and Police Authorities, reflecting the wider emphasis on local policing priorities and autonomy.

The impact of this today, however, is that the information and communications infrastructure across the Police Service is heavily fragmented, and policing capabilities that depend on interoperability are difficult and costly to implement.

Information is the lifeblood of policing and the Police Service needs to make better use of information and ICT in the fight against crime.

Recent high-profile reports, especially the Bichard Inquiry Report, have highlighted the lack of information sharing across the Forces and the failure of the Police Service to act corporately to acquire such a capability.

The Government is working with ACPO, APA and others on future reforms to police IS/ICT and will use the National Policing Improvement Agency (NPIA) as a vehicle for change.

Realising much of the National Policing Plan (Transformational Government, Bichard Inquiry Recommendations, NPIA, NIM, Code of Practice), including key performance indicators[3] and cost savings[4], depends on ICT playing a more effective role.

The Government and the Police Service agree that the Forces should work closely together in future in matters of IS/ICT and resist any temptation to go it alone.

ISS4PS represents the collective wisdom of key stakeholders from the Home Office, ACPO, APA, the Forces and Criminal Justice Information Technology (CJIT). It is based on wide consultations within the policing community and the broader criminal justice community.

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1 ISS4PS was originally issued in April 2002 and was a distillation of its predecessor, Valiant.
2 Scottish forces and the Scottish Police Information Strategy have been consulted in order to assist with future alignment.
3 See the National Policing Plan, Statutory Performance Indicators.
4 See the National Policing Plan, paragraph 21.

The ISS4PS Vision

The development and operation of IS/ICT will be effectively and robustly coordinated across the Police Service so that:

- **The Forces acquire the common standards, services, products and technologies needed to interoperate and share information.**

- **Police officers and staff get the support from IS/ICT to fully professionalise their work.**

- **Citizens receive a consistent and high-quality service, irrespective of location.**

Policy Framework Overview

Establishing the Foundations

1   **Defining Governance**
The Home Office, in conjunction with ACPO and APA, will define governance arrangements for police IT as part of police reform.

2   **Securing Alignment Across the Forces**
Chief Constables, in partnership with their Police Authority, will ensure that local IS/ICT strategies are guided by ISS4PS and are compliant with it.

3   **Making National Programmes Accountable**
Senior Responsible Owners for national programmes, in partnership with their Programme Board, will adopt ISS4PS and oversee compliance with it.

4   **Creating an Assurance Function**
The Home Office will establish an assurance function for police IS and ICT as part of police reform.

Delivering Joined-up Services

5   **Delivering National Initiatives**
All national programmes will use a common programme management framework and approach that complies with the ISS4PS Guidelines for National Solutions and the OGC Gateway Process.

6   **Engaging with Industry**
The Police Service will establish a service-wide approach for engaging with industry and suppliers, approving products and procuring solutions.

7   **Sharing Information and Services**
The Police Service will create a joined-up service for information sharing across all Forces and appropriate partner agencies.

8   **Managing Information**
The Police Service will define common information management processes to ensure that information is created, reviewed, retained, deleted, owned and shared in a consistent way across Forces.

Focusing on People

9   **Empowering Police Officers and Staff**
All ICT-based initiatives, both national and local, will make full and detailed provision for the needs of police officers and staff in the professional fulfilment of their work.

10   **Deploying Common Services to Citizens**
Police Forces will deploy common services for the public that provide a consistent experience and level of service for all citizens, as far as possible, irrespective of location.

Making it Happen

11   **Shaping the Future of Police ICT**
The Police Service will harmonise policing business processes and champion the development of new solutions, making best use of local and national innovation.

12   **Adopting a Common Architecture**
The Police Service will define and adopt a common technical architecture using common standards and products where appropriate.

13   **Deploying Corporate Solutions**
Police Forces will implement corporate solutions wherever they have been approved.

14   **Coordinating Service Management**
Police Forces will adopt and implement a common approach to service management, based on the IT Infrastructure Library (ITIL) model.

ISS4PS comes in two parts:

Volume 1:
Understanding ISS4PS

Volume 1 explains why strategic change is required and sets out the direction for moving forward.

It includes a set of policies for change and reform in police IS/ICT and a schedule for realising these in a coordinated, stepwise way.

This volume will be of special interest to those responsible for policy across the Police Service.

Momentum for change in policing

- Government-driven police reform is providing much of the momentum for change.
- Transformational Government aims to transform IT through increased citizen and business focus, a shared services culture and deepening professionalism.
- The Home Office has undertaken to fully implement its recommendations of the Bichard Inquiry. These include changes that require a national approach to IT (Recommendations 1-4).
- The End-to-End Review of PITO and police ICT has issued its proposals on the NPIA, NCPE, PITO and the role for ICT in policing.
- NPP 2006-2009 commits to continuing the work towards an information and intelligence infrastructure.
- Building Communities, Beating Crime, a recent Government white paper, elaborates on the plans for the Police Service in the 21st century.
- ACPO recognises that new measures are needed to tackle inter-force crime, including a more corporate appraoch to Police Service ICT.
- The Police Science and Technology Strategy 2004-2009 prioritises the capabilities needed for the NPP.
- The Gershon Recommendations for 3% annual cost savings have been accepted by the Home Office and incorporated into the NPP 2005-2008.

Volume 2:
Implementing ISS4PS

Volume 2 describes how ISS4PS should be used, and provides the guidelines, standards and action plan for applying it.

This volume is effectively an implementation strategy. It seeks to balance existing national commitments to programmes of work such as IMPACT with long-term strategic imperatives and opportunities.

These include the opportunity to converge in areas of ICT where there is clear benefit in all Forces having technologies that are compatible and services that are consistent.

To this end, Volume 2 sets out how the Police Service should apply ISS4PS in areas such as programme management, supplier engagement and service delivery.

It explains the long-term end-game comprising a common environment for information sharing and other core services in everyday use across the Police Service.

This end-game can be achieved in 7-10 years, provided a committed approach is adopted now. A roadmap to support tactical, stepwise migrations by the Forces and central policing bodies towards a common position is provided in Volume 2.

ISS4PS has been produced to serve and support the collective interests of the Forces, the Police Service, the law-abiding citizen and the country as a whole.

The participation of all Forces is essential and Forces should avoid making local decisions that are in conflict with the national strategy.

ISS4PS provides an opportunity to meet local and national obligations, acquire more effective capabilities and improve performance.

You are strongly encouraged to further your understanding of ISS4PS and to engage actively and constructively in its implementation.

Key references for the ISS4PS

- Bichard Inquiry Report (June 2004).
- Bichard Inquiry Recommendations (Home Office, December 2004).
- Building Communities, Beating Crime: A better Police Service for the 21st Century (Home Office, November 2004).
- Home Office Strategic Plan: Confident Communities in a Secure Britain (Home Office, July 2004).
- Information Management Capability Strategy and Prioritised Plan for the Police Service (Central Customer).
- National Strategic Assessment (ACPO, 2004).
- Police Science and Technology Strategy 2004-2009 (Home Office, May 2004).
- Policing a New Century: A Blueprint for Reform (Home Office, 2001).
- Home Affairs Select Committee Fourth Report on Police Reform (House of Commons, March 2005).
- The Report of the Review of the Police Information Technology Organisation (McFarland et al., February 2005).
- Transformational Government Enabled by Technology (Cabinet Office, November 2005).

Introduction

Why Change?

Since the publication of the white paper Policing a New Century: A Blueprint for Reform (Home Office, 2001), several high-profile reviews of policing have taken place, and in response the Home Office has initiated a programme of police reform.

Much of the reform is aimed at creating a more community-centric Police Service, based on greater visibility of police officers, reduced bureaucratic constraints, and a focus on the needs of the citizen.

Other areas of reform address the need to provide police officers and staff with better tools and technologies for the job.

The reform programme coincides with rising expectations from the public, an emphasis on a performance culture, and targets for year-on-year cost savings. For Chief Constables, delivering policing of the required quality in a way that reconciles local needs with national necessity is therefore increasingly challenging.

On the one hand, there is UK-wide agreement that strong local policing is working well and is here to stay.

On the other, there is growing acceptance that the Police Service should pool its expertise and act corporately on the technology-based capabilities required for modern policing, in order to improve agility, performance and cost-effectiveness.

Recent inquiries have highlighted shortcomings in police ICT capabilities[5], while national attention has focused especially on a lack of information sharing between Forces and the profound impact of this on police work involving inter-force crime.

The case for a joined-up approach across Forces, directed at using information and ICT more effectively, has received unqualified support from government[6].

The police IS/ICT community agree that much has changed and that an updated strategy is needed to reflect the latest government directives and commitments, particularly those published in the National Policing Plan (NPP).

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5 See the Bichard Inquiry and the Home Affairs Committee on Police Reform.
6 See the Home Office document Bichard Inquiry Recommendations
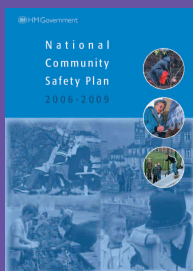
National Policing Plan 2006-2009*

The National Policing Plan 2006-2009 puts the law-abiding citizen at the heart of the Government's vision for policing and emphasises the centrality of operational policing, free from bureaucratic burdens.

***The National Community Safety Plan 2006-09 incorporates the National Policing Plan 2006-2009.**

Who Should Now Act on the Strategy?
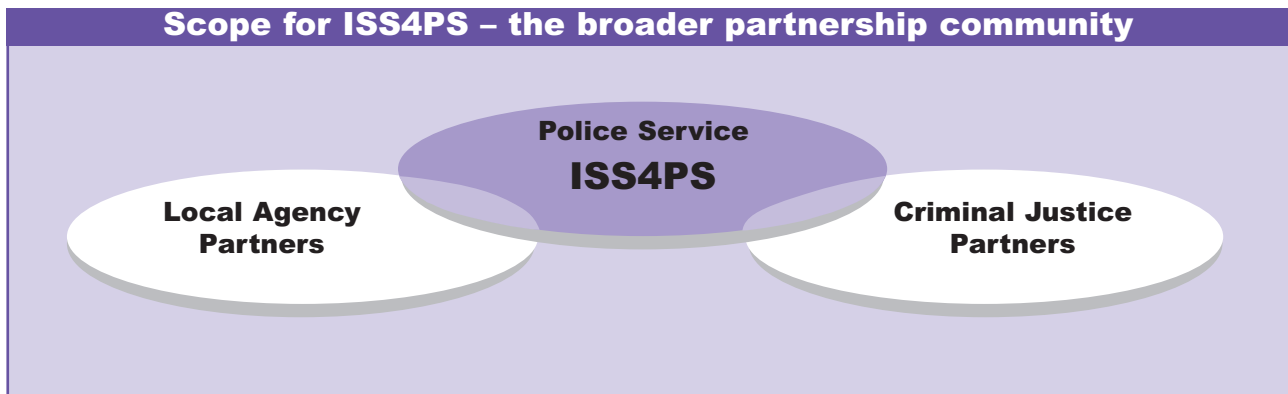
ISS4PS comes in two parts:

- **Volume 1** – Understanding ISS4PS

- **Volume 2** – Implementing ISS4PS

Volume 1 explains why key changes are necessary and sets out the direction that IS/ICT should take, together with the policies for moving forward.

This volume will be of interest to those responsible for policy in the Home Office and the Police Service, all Chief Constables and IT Directors, and key decision makers in partner agencies, especially those within the criminal justice community.

Volume 2 describes how ISS4PS should be used and provides the guidelines, standards and action plan for applying it. As the implementation guide for ISS4PS, this volume addresses the practical needs of Force IT Directors and staff and associated partners and suppliers.

It is intended to help guide local planning cycles and support decision making that involves the design and procurement of ICT products and services.

Scope for ISS4PS – the broader partnership community

Local Agency Partners

Police Service
ISS4PS

Criminal Justice Partners
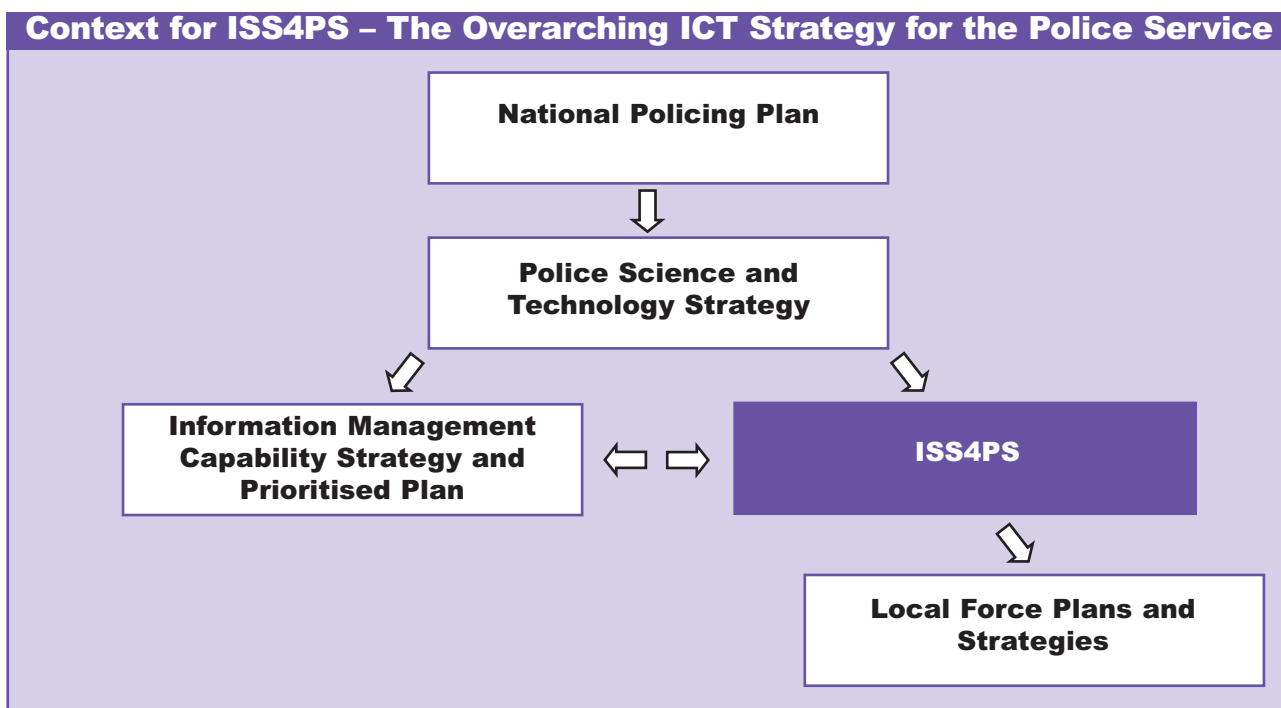
Why an IS/ICT strategy for policing?

An overarching strategy is needed to align IS/ICT to corporate business strategy and to guide Police Service IT along the road ahead. ISS4PS has been produced to meet this need and to underpin the realisation of:

- **The National Policing Plan 2006-2009** which sets out the vision, priorities and milestones for policing in the period ahead.

- **The Home Office Police Science and Technology Strategy** which defines the operational capabilities required to deliver the NPP and considers those that need particular help from science and technology.

- **The Information Management Capability Strategy and Prioritised Plan for the Police Service** which prioritises the capabilities needed to support national strategy and sets out how ICT should help.

ISS4PS is also guided by the IS/ICT related recommendations in the Bichard Inquiry Report. While covered within the NPP, these remain key drivers for change in their own right[7].

In addition to all of the above, ISS4PS takes on board other strategic commitments of government including:

- Joined-up services across criminal justice, as set out in the Home Office Strategic Plan.

- More community-centric policing such as the protection of vulnerable people[8]. Here, information sharing with partner agencies and local crime and disorder reduction partnerships can play an important role.

Context for ISS4PS – The Overarching ICT Strategy for the Police Service

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                    National Policing Plan
                             ⇩
                  Police Science and
                  Technology Strategy
                   ⇙              ⇘
  Information Management                    ISS4PS
  Capability Strategy and    ⇦ ⇨
  Prioritised Plan                            ⇩
                                    Local Force Plans and
                                         Strategies
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7 See the Home Office document Bichard Inquiry Recommendations (December, 2004) and the Home Office letter to Sir Michael Bichard (April, 2005): http://www.homeoffice.gov.uk/crimpol/police/bichard/index.html

8 See Building Communities, Beating Crime (November 2004).

The Situation Today

Over the past few years, the pace of change in society has been such that the Police Service has had to take stock of its position frequently and adapt in order to keep ahead.

Transformational Government Enabled by Technology

The vision of the Cabinet Office is to make government transformational through the use of technology. This will require change in three key areas:

- Services enabled by IT must be designed around the citizen or business.
- Government must move to a shared service culture.
- There must be a broadening and deepening of government's professionalism in terms of the planning, delivery, management, skills and governance of IT enabled change.

National Task Force for Police Reform

The National Task Force led by Sir David O'Dowd conducted a stock check of policing in 2001. It recommended a landmark move towards community – and citizen – focused policing, with an emphasis on greater visibility of police officers, reduced bureaucracy, and better tools and technologies for the job.

Bichard Inquiry

The shortfall in police information technologies received national attention during this inquiry. The Inquiry Report (June 2004) highlighted the absence of an information sharing capability and made five recommendations to improve the sharing and management of information across the Police Service (see table page 14). In response, the Home Office in its report, Bichard Inquiry Recommendations (December 2004), undertook to implement all of the recommendations and set out a timetable for doing so.

National Policing Plan 2006-2009

The Police Reform Act (July 2002), giving effect to many measures from the white paper Policing a New Century, placed obligations on the Secretary of State to produce an Annual Policing Plan and on police authorities to produce annually a three-year strategy plan consistent with this.

Building on the work of the National Task Force and the Bichard Inquiry, the NPP 2006-2009 (November 2005) reaffirms the primacy of front-line policing in police reform, places the needs of citizens at the heart of policing strategy, and gives added focus to public perceptions of policing in the measurement of police performance.

The overall emphasis on a citizen-centric Police Service is reflected in the high proportion of Statutory Performance Indicators (SPIs) for 2006-07 assigned to Force performance in citizen-focused areas.

Those commitments in the NPP with a key dependency on ICT include the National Policing Improvement Agency, the National Intelligence Model (NIM) and the implementation of the Bichard Inquiry Recommendations.

Science and Technology Strategy 2004-2009

To reflect the pivotal role that science and technology plays in modern policing, the Home Office published an annual update to the Police Science and Technology Strategy in May 2004.

This focuses on the national policing priorities that have a requirement for technology-based capabilities.

Those priorities and capabilities with a direct need for ICT-based solutions include effective use of intelligence gathering, secure exchange of data between Forces and other agencies, mobile data input and retrieval, and the use of intelligent systems to assist decision making.

House of Commons Select Committee

Recently, the Select Committee on Police Reform, in reviewing the police reform programme, expressed concern that police officers and staff still do not have the IT systems they need and want (March 2005).

House of Commons Select Committee on Police Reform*

"The real potential for saving police time and resources lies in introducing more effective information technology... Police officers and staff are entangled in paperwork because they do not have the IT systems they need and want. Redressing this deficiency should be a Home Office priority."

* Published 10 March 2005

The Vision for ISS4PS

There is no doubt that IT/ICT can and should play a key enabling role in the police reform programme, performance and efficiency improvements, the creation of a more joined-up criminal justice system and the provision of a more consistent service to citizens.

The ISS4PS Vision

The development and operation of IS/ICT will be effectively and robustly coordinated across the Police Service so that:

- **The Forces acquire the common standards, services, products and technologies needed to interoperate and share information.**
- **Police officers and staff get the support from IS/ICT to fully professionalise their work.**
- **Citizens receive a consistent and high-quality service, irrespective of location.**

To realise this vision, the Police Service and others in the criminal justice community have helped ISS4PS define:

- **The policies** needed to guide the way forward.
- **The timeline** for implementing the policies and moving to the end-game.
- **The end-game** itself and the roadmap and action plan for getting there (Volume 2).
- **The standards, guidelines and checklists** that Forces and others should use (Volume 2 annexes).

In relation to the situation today, the vision effectively means that:

- **The Police Service** will need to change and adopt a corporate approach to delivering ICT for 21st century policing.
- **Police Forces** will need to move in the direction of greater commonality in the broader interests of the service.
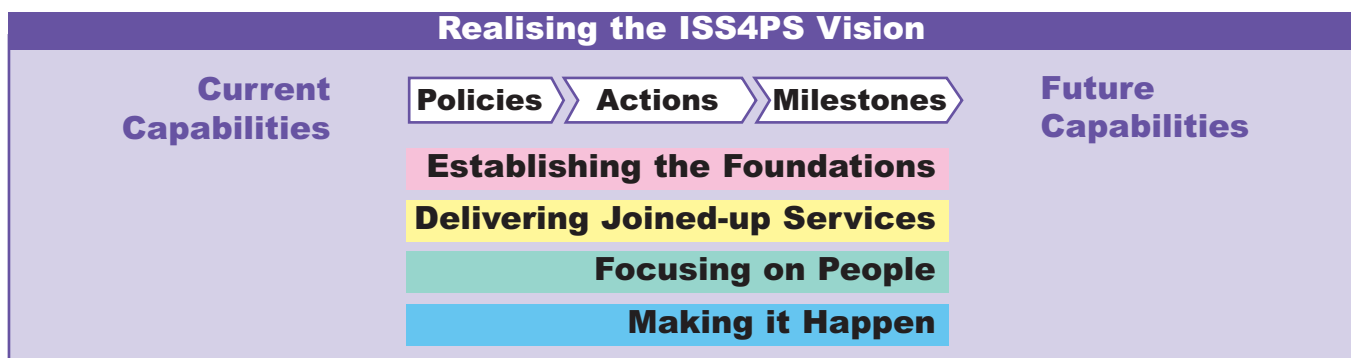
Successful realisation of the vision will confer many benefits:

The Forces will benefit from interoperability, information sharing, and the collective use of tools and services that are compatible and consistent.
Police officers and staff will be more likely to get the tools, technologies and training they require.
Citizens will benefit from an increasingly consistent and familiar experience of service across all Forces.
The country as a whole will be better able to tackle crime operating at local, national and international levels.

Realising the ISS4PS Vision

Current Capabilities	Policies 〉 Actions 〉 Milestones	Future Capabilities
	Establishing the Foundations	
	Delivering Joined-up Services	
	Focusing on People	
	Making it Happen	

Drivers for Change and Reform in Police IT

1 National Information Sharing
Police Forces should share information using a national system and a new Code of Practice.

- The Bichard Inquiry recommends a national system to support police intelligence (Recommendation 1) and a new Code of Practice for information management (Recommendation 5).
- The Home Office commits to continue to work towards an information and intelligence infrastructure across all Forces.

2 Improved Delivery of National Solutions
The Police Service should act corporately to meet national IS/ICT imperatives.

- The Bichard Inquiry Recommendations 1 (Need for a national IT system) and 3 (Need for national solutions for national problems) stimulate debate on corporacy in police IS/ICT.
- The police reform policy paper, Building Communities, Beating Crime, sets out the Home Office commitment to creating the National Policing Improvement Agency (NPIA).
- The Home Office Bichard Inquiry Recommendations led to the PITO End-to-End Review in support of Bichard Recommendation 3.
- NPP restates plans to establish NPIA fully in 2006-07 and identifies its mission critical priorities.
- PITO End-to-End Review delivers detailed recommendations on NPIA and proposed future shape of IS/ICT in policing.

3 Citizen-Focused Services
Citizen-focused policing should be at the heart of policing services.

- Government ministers identify citizen-focused policing as fundamental to police reform.
- Home Office Strategic Plans 2005-08 put the law-abiding citizen at the heart of its vision.
- NPP puts the law-abiding citizen at its heart by providing dedicated, visible, accessible and responsive neighbourhood policing teams.
- Building Communities, Beating Crime elaborates on citizen-focused policing in practice.
- NPP reinforces the primacy of the law-abiding citizen, emphasising the need to improve confidence and satisfaction when delivering services.
- Transformational Government states that services need to be designed around customers and business.

4 Interoperability with Criminal Justice Community
The Police Service should be part of a more joined-up criminal justice service.

- The Home Office Strategic Plan sets out vision for a more joined-up Criminal Justice System, noting: "By March 2008, the police will have access to real-time data about offenders, and case information supporting the police, the Crown Prosecution Service and the courts will be accessible to those who require it."

5 Performance and Efficiency Gains
Performance, efficiency and value for money should be used to guide change and reform.

- The Policing Performance Assessment Framework (PPAF) for 2005-06 puts emphasis on citizen-facing policing and public perceptions of policing.
- NPP commits to changes in Performance Management including consolidation of PPAF and HMIC baseline assessments by summer 2005.
- The statutory performance indicators for 2006-07 put emphasis on user satisfaction and confidence.

6 Better Tools and Technologies
Police officers and staff should be supported by the tools they want and need.

- The Policing Bureaucracy Task Force includes 52 recommendations, many requiring the police to be supported by the information technologies for more effective policing.
- Home Office response commits to many of the ICT-related recommendations and sets new target for the percentage of police officer time to be spent on front-line policing.
- House of Commons Select Committee Report (March 2005) calls for more effective IT to save police time and resources.

Policy Framework

This policy framework will help the Police Service pursue a coherent approach to IS and ICT, further professionalise the work of police officers and staff, and provide more consistent services to the public.

The policy framework is intended to underpin the vision and guide the future in the direction of a coordinated approach to IT across the Police Service.

The policies cover four main areas:

- **Establishing the Foundations** – This sets out the organisational structures needed for success.
- **Delivering Joined-up Services** – This identifies the project delivery prerequisites.
- **Focusing on People** – This emphasises the primacy of police officers and citizens.
- **Making it Happen** – This outlines the essential direction for moving forward.

Establishing the Foundations

At high level, ISS4PS has the mandate and authority from the tripartite group (HO, ACPO, APA). To complement this, it also needs to have in place the structures for successful delivery[9].

The policies below address areas where further change and reform are required:

- Establish governance.
- Secure alignment across the Forces.
- Make national projects accountable.
- Create an assurance function.

Policy 1 – Defining Governance

The Home Office, in conjunction with ACPO and APA, will define governance arrangements for police IT as part of police reform.

The governance of policing services has traditionally involved a combination of national and local government working in partnership with Chief Constables to meet policing priorities[10].

The consensual approach that underpins this works well most of the time. Sometimes, however, national and local priorities are not fully reconciled and delays in decision making arise that impact the common good.

This has happened with information sharing across Forces where, despite a clearly identified and accepted national imperative, progress has in practice been very slow[11].

This delay reflects a long-standing problem that has faced police IS/ICT. This involves national strategy[12] not being entirely clear about its mandate[13] and authority[14].

It is now widely accepted in the Police Service that to be successful, a national strategy for IS/ICT requires a clear mandate, and that the authority and responsibility for realising it must be clearly assigned.

To this end, police IS/ICT requires new governance arrangements so that it can best serve the corporate needs of policing.

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9 This release of ISS4PS coincides with the review of IS and ICT in policing being conducted by Robert McFarland. The policies defined here are intended to support and complement this review.
10 Most Police Authorities have 17 members: 9 Council representatives, 5 local citizens and 3 local magistrates.
11 See Bichard Inquiry Report.
12 Shared by ACPO, PITO and the Home Office.
13 The mandate for ISS4PS as the IS/ICT strategy for the Police Service was previously seen to be lacking, as endorsement from the tripartite group was only partial (the Home Office did not endorse it).
14 Responsibility is not statutory or joint and several. The tripartite organisations as well as PITO each have limited authority. This is a key theme in the End-to-End Review of PITO and Police IT.

Policy 2 – Securing Alignment Across the Forces

Chief Constables, in partnership with their Police Authority, will ensure that local IS/ICT strategies are guided by ISS4PS and are compliant with it.

Police Forces have traditionally had much autonomy over their IS/ICT strategy, plans and budgets.

While local autonomy has some benefits, a key drawback is that many IT environments within Forces are effectively silos and not readily capable of sharing information.

To some extent, ISS4PS has succeeded in moving Forces towards greater commonality.

However, more commitment is required, especially from Forces that have pursued an independent approach to ICT, as this results in products and solutions being adopted at local level that are incompatible at inter-force and national levels.

ISS4PS depends on universal adoption across the Police Service for its success. Therefore, the responsibility for ensuring its adoption and the alignment of local strategy to it should lie with Chief Constables.

The cost of independence

The Forces that pursue an independent line, in their defence, often point to the set of SPIs against which Forces are measured and note that compliance with a national IT strategy is not an element of PPAF or HMIC inspections.

Whatever the reasons, divergence across the Forces creates barriers to interoperability. For national programmes, this leads to complexity and uncertainty and to escalating risks, setbacks and costs.

Policy 3 – Making National Programmes Accountable

Senior Responsible Owners for national programmes, in partnership with their Programme Board, will adopt ISS4PS and oversee compliance with it.

Some national programmes have in the past departed from the national strategy in their delivery of products[15].

This creates frustration at local Force level, a reluctance to adopt such products, and an overall lack of momentum towards greater commonality and interoperability.

It is essential that all national programmes contribute towards the goal of harmonisation by meeting all obligations within ISS4PS that apply to them.

To this end, Senior Responsible Owners for national programmes should assume responsibility for seeing that ISS4PS is used to guide their programme and that they maintain compliance with it[16].

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15 See House of Commons Select Committee Report on Police Reform (March 2005).
16 At times, short-term pain is required for the longer-term gain.

Policy 4 – Creating an Assurance Function

The Home Office will establish an assurance function for police IS and ICT as part of police reform.

There has not traditionally been a national audit function for IS and ICT in the Forces[17]. This leads to a lack of accountability and to uncertainty on the readiness of each Force to participate in inter-force or national initiatives that require interoperability.

From a national perspective, this lack of certainty represents a major challenge for initiatives that are tasked with delivering an information sharing capability across Forces.

If there was greater alignment between local and central ICT services, the complexity, risk and cost of creating a service-wide information sharing capability would be much reduced.

To help deliver a regime of compliance aimed at greater harmonisation, a dedicated assurance function for IS/ICT based on a portfolio approach is needed, and the Home Office will need to appoint HMIC, NPIA or another body to this role.

[17] HMIC addresses some high-level elements as does the National Audit Office.

Delivering Joined-up Services

We live in a highly mobile age, where an individual can cross the country in a matter of hours, traversing numerous police force boundaries along the way.

Police Forces would improve their ability to tackle incidents and criminality with an inter-force dimension if they had access to national information and investigative tools.

The importance of a national approach to information sharing is now uppermost in current strategy for policing, as reflected in the National Policing Plan.

However, this is tempered by a realisation that IS/ICT programmes must substantially improve their track record for timely delivery, reliability and cost-effectiveness.

To this end, this section focuses on those areas where action is required:

- The delivery of national initiatives.
- Engagement with industry.
- Service-wide information sharing.
- Information management.

Policy 5 – Delivering National Initiatives

All national programmes will use a common programme management framework and approach that complies with the ISS4PS Guidelines for National Solutions and the OGC Gateway Process.

Many recent reviews and inquiries have observed that police are not receiving the tools and technologies that are most needed on the front line.

This represents a lack of harmonisation between the business of policing and police ICT. Reflecting this, national IT initiatives frequently experience difficulties involving:

- Escalating costs and delays.
- A low level of adoption by Forces.
- Products and services that disappoint (eg, poor response times).
- Debate over who should pay for associated infrastructure improvements, and support and maintenance.

Such setbacks arose, at least in part, because responsibility for success was spread over too many organisations and overall authority was weakened in respect of:

- Coherent end-to-end alignment of priorities, plans, delivery and roll-out.
- Business requirements, including service level needs and end-user requirements.
- Whole life cycle costs, including the costs of bandwidth, support and training.

Moving forward, national ICT programmes need:

- To be constituted using more effective organisational arrangements, perhaps involving an overall strategy board.
- To be delivered using a management regime that is accountable for whole life cycle costs, measurable Gateway criteria, engagement with the Forces, and business-driven best practices.
- To actively engage local force ICT management to ensure that local resource and operational constraints are considered when implementing corporate solutions.

Policy 6 – Engaging with Industry

The Police Service will establish a service-wide approach for engaging with industry and suppliers, approving products and procuring solutions.

Each Police Force, when faced with a requirement for an ICT service, product or solution, typically conducts a review of potential suppliers and oversees a tender.

The many-to-many relationships between Forces and suppliers and the lack of aggregate procurement is costly and not in the common good:

- The Police Service fails to achieve economies of scale or acquire products and services that are interoperable.
- The Forces duplicate effort in attempting to keep abreast of changing technologies, products and services.

In future, the Forces will need to work in a corporate way with the supplier community in order to achieve economies of scale in the products and services they procure.

As the ISS4PS implementation advances there will be an evolution for a multiple supplier model, currently used, to a service-wide approach in engaging with industry.

Policy 7 – Sharing Information and Services

The Police Service will create a joined-up service for information sharing across all Forces and appropriate partner agencies.

Information is the lifeblood of the Police Service, however the extent of information sharing between Forces, in practice, is low:

- Information captured by a local Force is typically held in a local database and is not available to other Forces.
- Interfaces between the ICT environments of Forces are largely non-existent.
- Attempts to break the deadlock and create a national information sharing capability have yet to come to fruition.

The NPP 2005-2008 proposes the IMPACT programme as the vehicle for delivering information sharing across Forces and across systems.

The Forces need to share information and services so that police officers and staff can be provided with appropriate and accurate information in a secure and timely way, and provide value for money.

Policy 8 – Managing Information

The Police Service will define common information management processes to ensure that information is created, reviewed, retained, deleted, owned and shared in a consistent way across Forces.

Currently there is a lack of consistency from one Force to another in the way records are created, reviewed, retained, deleted, owned and shared. As a result:

- Information is not shared effectively across Police Forces and other agencies.
- Outcomes for citizens are too variable across the country owing to the variation in local approaches and processes.

In the short term, much greater commonality can occur through force-wide adoption of the Code of Practice for Police Information Management.

However, the Code of Practice is relatively high level and more is required to support consistency and commonality.

In the longer term, therefore, service-wide commonality will require convergence around a common set of business processes for information management.

Focusing on People

The needs of two particular groups are prominent in many of the recent inquiries and reports initiated by government and need to be at the heart of future initiatives:

- **Police officers and staff -** The maintenance and improvement of operational policing requires officers and staff to be supported with effective tools and technologies for the job.
- **The law-abiding citizen -** A citizen-oriented culture as advocated by the NPP requires the Forces to adopt a common approach to IT for citizen-facing services.

There is a need for systematic engagement with these groups in order to fully understand their needs.

Policy 9 – Empowering Police Officers and Staff

All ICT-based initiatives, both national and local, will make full and detailed provision for the needs of police officers and staff in the professional fulfilment of their work.

Operational policing is at the heart of the Government's plans for policing[18], especially front-line policing, for which key performance targets have been set[19].

However, despite much police reform in this direction, front-line policing is still not getting the support from ICT that it needs[20].

The work of police officers and staff should be evaluated continuously in relation to the part played by IS/ICT so that shortcomings can be identified and priorities addressed.

Future programmes of work should put the operational and training needs of end-users and police IT professionals at the heart of requirements.

House of Commons Select Committee on Police Reform*

Front-line policing requires better IT: "Police officers and staff are entangled in paperwork because they do not have the IT systems they need and want."

There is no substitute for training: "There is no substitute for in-service training which raises skills levels."

*Published 10 March 2005.

Policy 10 – Deploying Common Services to Citizens

Police Forces will deploy common services for the public that provide a consistent experience and level of service for all citizens, as far as possible, irrespective of location.

The citizen is at the centre of the National Policing Plan 2006-2009, but the Police Service as a whole is not providing a consistent enough experience for the citizen across the country:

- The quality of ICT-related citizen-facing services is too variable.
- The amount of variation in citizen experience is too great.
- The citizen is not receiving a level of service commensurate with the goals of the NPP and the Modernising Government directives and agenda.

Greater coordination is required across all Forces to make services to citizens more accessible and consistent, so that:

- Citizens can benefit from familiarity with police services and fast access to them.
- Forces can benefit from greater cooperation from the public.

[18] As set out in the NPP 2006-2009.
[19] As expressed in SPIs.
[20] House of Commons Select Committee on Police Reform (March 2005), Paragraph 121.

Making it Happen

A common technical architecture for the Police Service has remained elusive.

Instead, the Forces have independently adopted disparate products and technologies, often for identical business functions and purposes. The Police Service needs a more coherent approach if it is to overcome the barriers to interoperability, adopt technologies in a responsive way and achieve cost savings.

This section considers those areas where a more coherent approach will help the Police Service become more responsive to change, achieve interoperability, and adopt consistent practices in service management:

- Shaping the future of police ICT.
- Moving to a common architecture.
- Deploying corporate solutions.
- Coordinating service management.

Policy 11 – Shaping the Future of Police ICT

The Police Service will harmonise policing business processes and champion the development of new solutions, making best use of local and national innovation.

As described earlier, police service ICT should be underpinned by stronger governance (Policy 1) and national programmes should always satisfy essential prerequisites (Policies 3, 5 and 9).

To complement these changes, the Police Service should also move to ensure that ICT programmes are strategy and business-driven and that they are shaped and delivered in a coordinated way. To this end, the Police Service itself requires the structures, functions and expertise that will enable it to champion strategic direction and guide change in the most appropriate way.

Services will be delivered through modern channels to increase ease of access and improve efficiency and effectiveness.

ISS4PS recognises that local innovation will continue to play a crucial role in shaping the future. However, this should be pursued in a balanced way and based on standardisation, commonality and the common good.

Policy 12 – Adopting a Common Architecture

The Police Service will define and adopt a common technical architecture using common standards and products where appropriate.

All Forces have their own IT environments and traditionally these have evolved based mainly on local decisions and preferences.

This has resulted in much diversity across Forces in technical architectures, operating systems, software products, information services, standards and processes.

The lack of coherence in Police Force ICT makes it difficult to deliver ICT solutions that will work across Forces[21]. The diversity also means that:

- Data has to be re-keyed many times into many systems.
- Information entered in one Force cannot readily be shared with other Forces.
- Solutions created in one Force cannot readily be redeployed in other Forces.

It is impractical to provide Forces with identical technical environments as the cost would be excessive.

More commonality of standards and products is essential as a step towards consolidation, interoperability and cost savings. The Police Service will have to identify where common products are necessary and where technical standards are sufficient in order to meet local and national needs.

The architecture will provide information assurance and will support the adoption of national standards for identity management.

Policy 13 – Deploying Corporate Solutions[22]

Police Forces will implement corporate solutions wherever they have been approved.

In many cases, Police Forces have had the choice of whether or not to deploy solutions that have been designed for the Police Service as a whole.

There is a danger that the decision to reject a corporate solution only takes into account local conditions, ignoring the common good.

The collective benefits to the Police Service are reduced by Forces that do not take an enterprise-wide view.

The Police Service needs to tackle the current heterogeneity in the ICT solutions deployed, and identify those capabilities that will be better implemented corporately, particularly when this represents a barrier to the sharing of information or common services .

The ISS4PS Criteria for Corporate Solutions identifies situations under which Forces should deploy a corporate solution.

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[21] Most such solutions, such as NSPIS, require much more local customising, although browser-based applications deployed nationally minimises this problem.
[22] The term corporate solution is used to cover national solutions generally, irrespective of how they are deployed (central, federated, local).

Policy 14 – Coordinating Service Management

Police Forces will adopt and implement a common approach to service management, based on the IT Infrastructure Library (ITIL) model.

As Police Force information systems become more interdependent, there is a risk that a weakness in one Force will have a knock-on effect, degrading the service for others.

To avoid this happening, a consistent standards-based approach needs to be defined and adopted by the Police Service as a whole.

The IT Infrastructure Library (ITIL) is a generic standard for service management to which the Police Service is already aspiring. The Police Service must:

- Adopt a common way of implementing ITIL.
- Coordinate and accelerate the Police Service implementation of ITIL.

Full implementation of ITIL will, over time, significantly reduce operational costs and risks and improve service levels.

Next Steps[23]

Our Starting Position

In preparing this new version of ISS4PS, the Police Service has sought to address fundamental questions about where policing is heading[24] and what ISS4PS can do to help.

The ISS4PS policies provide the framework for aligning police ICT with corporate business needs, including those in the NPP and for taking police ICT forward strategically.

The policies, together with the underlying practical implementation steps described in Volume 2, will help shape the future of police ICT.

The future will also be guided by the End-to-End Review of PITO and its impact on police ICT. This will determine more precisely the remit for NPIA in orchestrating and coordinating change, together with the broader organisational structure of policing ICT required to complement this.

The combination of ISS4PS and NPIA will determine the way information technologies are financed and deployed in the Police Service and the axis of influence over such decisions.

While the precise implications of this remain to be clarified, they will involve the Police Service as a whole acting corporately to meet strategic IS/ICT needs and achieve economies of scale.

The high-level building blocks of the programme of work for delivering ISS4PS together with the intended outcomes[25] are shown in the table below.

Realising the ISS4PS Vision

Policies → **Actions** → **Milestones**   **Strategic outcomes**

Policies	Milestones	Strategic outcomes
1 Defining Governance 2 Securing Alignment Across Forces 3 Making National Programmes Accountable 4 Creating an Assurance Function	Establishing the Foundations	1 National information sharing 2 Improved delivery of national solutions 3 Citizen-focused services 4 Interoperability with criminal justice community 5 Performance and efficiency gains 6 Better tools and technologies
5 Delivering National Initiatives 6 Engaging with Industry 7 Sharing Information and Services 8 Managing Information	Delivering Joined-up Services	
9 Empowering Police Officers and Staff 10 Deploying Common Services to Citizens	Focusing on People	
11 Shaping the Future of Police ICT 12 Adopting a Common Architecture 13 Deploying Corporate Solutions 14 Coordinating Service Management	Making it Happen	

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23 This section contains key highlights from Volume 2 of ISS4PS. Please refer to Volume 2 for further information.
24 Taking special account of the NPP 2006-2009.
25 The strategic outcomes correspond to the Drivers for Change and Reform in police IT, page 14.

Where We Need To Get To

Most of the ISS4PS policies will need one or more phases leading to full realisation:
- Budgeting: the period required for financial provisioning.
- Planning: the period required for planning, design and procurement.
- Implementation: the period from implementation onwards.

The target schedule for taking each policy through to realisation is summarised in the table below.

Timetable for Policy Realisation

		2006				2007				2008			
		Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
1	Defining Governance	P	P	I	I	I	I	I	I	I	I	I	I
2	Securing Alignment Across Forces	P	I	I	I	I	I	I	I	I	I	I	I
3	Making National Programmes Accountable	P	I	I	I	I	I	I	I	I	I	I	I
4	Creating an Assurance Function			P	P	I	I	I	I	I	I	I	I
5	Delivering National Initiatives			P	P	P	I	I	I	I	I	I	I
6	Engaging with Industry		B	B	P	P	I	I	I	I	I	I	I
7	Sharing Information and Services[26]	P	P	P	P	P	I	I	I	I	I	I	I
8	Managing Information		B	B	P	P	I	I	I	I	I	I	I
9	Empowering Police Officers and Staff		B	B	P	P	I	I	I	I	I	I	I
10	Deploying Common Services to Citizens		B	B	P	P	I	I	I	I	I	I	I
11	Shaping the Future of Police ICT		B	B	P	P	I	I	I	I	I	I	I
12	Adopting a Common Architecture		B	B	B	P	P	I	I	I	I	I	I
13	Deploying Corporate Solutions[27]		I/P	I/P	I/P	I/P	I/P	I/P	I/P	I/P	I/P	I/P	I/P
14	Coordinating Service Management		B	B	B	P	P	P	I	I	I	I	I

Key: Budgeting Planning Implementation

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26 Currently in progress with the IMPACT programme.
27 To be conducted on a solution-by-solution basis.

Moving Forward

ISS4PS Volume 2 is effectively the implementation strategy for ISS4PS. It defines the specific practical actions and steps for moving forward and provides a roadmap, action plan and schedule to guide progress and measure achievement.

Volume 2 provides detailed insight into the technical arguments, challenges and options facing current Police Service ICT. It clarifies, from an IT perspective, why a continuation of the situation that exists today (Forces each pursuing local IT strategies in relative independence) is untenable as it risks further diversification in force-based applications, barriers to interoperability, and uncertainty as to whether service-wide information sharing is achievable.

In seeking a robust strategic framework for police IT, Volume 2 discusses the recommended technical options that will support existing programmes of work such as IMPACT while not standing in the way of longer-term strategic opportunities.

These include the opportunity for Forces to converge in core areas of IT where there are benefits in having technologies that are compatible and services that are consistent.

Volume 2 provides a roadmap to interoperability that moves from short-term goals to the longer-term end-game in a progressive, stepwise way.
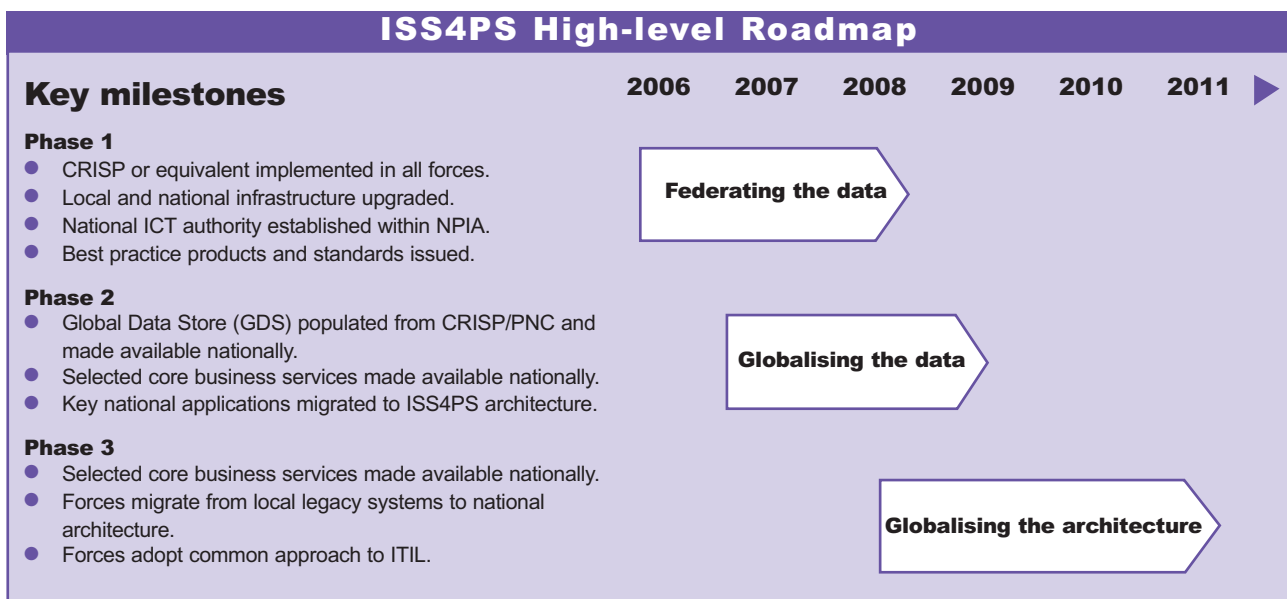
It describes how the Police Service should apply ISS4PS in specific areas of police IT such as information assurance, IT project delivery, supplier engagement and service delivery.

It sets out the standards, references and frameworks that the Forces, central policing organisations and suppliers should adopt.

The roadmap described in Volume 2 contains, at high level, three main phases.

All those involved in police ICT strategy should refer to Volume 2 and act on those areas that are appropriate to them.

This strategy has been produced to serve the common interests of the Forces, the Police Service, the citizen and the country as a whole. We commend it to you and ask for your active and constructive support in taking it forward.

ISS4PS High-level Roadmap

Key milestones	2006	2007	2008	2009	2010	2011 ▶

Phase 1
- CRISP or equivalent implemented in all forces.
- Local and national infrastructure upgraded.
- National ICT authority established within NPIA.
- Best practice products and standards issued.

Federating the data

Phase 2
- Global Data Store (GDS) populated from CRISP/PNC and made available nationally.
- Selected core business services made available nationally.
- Key national applications migrated to ISS4PS architecture.

Globalising the data

Phase 3
- Selected core business services made available nationally.
- Forces migrate from local legacy systems to national architecture.
- Forces adopt common approach to ITIL.

Globalising the architecture

Glossary

Term/Acronym	Meaning/Explanation
ACPO	Association of Chief Police Officers of England, Wales and Northern Ireland. An organisation which develops policing policy and makes decisions on policing and business matters, eg, the adoption of standard procedures.
APA	Association of Police Authorities. An organisation, set up in 1997, which provides a collective voice for police authorities in England, Wales and Northern Ireland.
CDRP	Crime and Disorder Reduction Partnerships. Statutory partnerships formed out of the Crime and Disorder Act 1998 which required the police and local authorities and others to work together to tackle crime and disorder within a local authority area.
CJIT	Criminal Justice Information Technology. A tripartite unit working with the Home Office, Constitutional Affairs and the Attorney General's Department to deliver a modernised, joined-up criminal justice system.
CRISP	Cross Region Information Sharing Project. A solution to enable the sharing and searching of information within a force and between forces (or any other approved organisation).
HMIC	Her Majesty's Inspectorate of Constabulary. The body responsible for inspecting Police Forces in England, Wales and Northern Ireland to ensure they are operating efficiently and effectively.
ICT	Information and Communications Technology. Information technology and the communications infrastructure needed for its operation.
IMPACT	Proposed national intelligence solution for information sharing and investigation.
IS	Information system. The information solution to support the business of an organisation.
ISS4PS	Information Systems Strategy for the Police Service. The overarching IS/ICT strategy for the Police Service. It is managed by ACPO on behalf of the Police Service as a whole.
IT	Information technology. The technology solution to support an organisation.
ITIL	Information Technology Infrastructure Library. A set of best practice standards for information technology service management. The Office of Government Commerce (OGC) is committed to the maintenance of ITIL as a standard.
NCPE	The National Centre for Policing Excellence. A body established in April 2003 under the Police Reform Act. It is part of the Central Police Training and Development Authority (Centrex) and works to establish and develop professional standards.
NIM	National Intelligence Model. A model produced by the National Criminal Intelligence Service to make the intelligence discipline more professional within law enforcement.
NPIA	National Policing Improvement Agency. An organisation which the Government is in the process of setting up to support the implementation of change and improvement.
NPP	National Policing Plan. A document issued by the Home Office each financial year that sets out the priorities for Police Forces in England and Wales for a period of three years.
NSPIS	National Strategy for Police Information Systems. A strategy from 1994 that set out to create a common set of products and systems for police forces.
PITO	Police Information Technology Organisation. A body responsible for the strategic development and delivery of IT systems to the Police Service.
PPAF	Policing Performance Assessment Framework. A set of performance measures that the Home Office uses to measure the performance of forces across the remit of their work.
SPI	Statutory Performance Indicator. A performance measure within PPAF.
SRO	Senior Responsible Owner. The person with overall responsibility for a project, including its scope, value for money, cost-conscious approach and balance in demands from the business, senior user and supplier.

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