



# The Independent Review of MPS IS/IT Strategies & Strategic Plan

national AGENCY POLICING





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<i>Author</i>	NPIA

<i>Authorisation</i>	Mr Richard Earland NPIA CIO & Director of ICTS
<i>Signed</i>	

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## Controlling documents

This section will contain reference to any source material used in the preparation of the document. This should include reference to relevant standards or guides.

<b>Description</b>	<b>Dated</b>	<b>Revision</b>
MPA Request for Review	9 October 2009	
MPS IS/IT Strategy Review Terms of Reference	4 December 2009	

# 1 Executive Summary

## 1.1 Background

The Metropolitan Police Authority (MPA) commissioned the NPJA to undertake an independent assessment of the Metropolitan Police Service's Information Technology (IT) strategies and strategic plan. This document contains the observations and recommendations from the review and has been prepared for the MPA.

## 1.2 Key Observations

The Review Team noted aspects of good practice in place. Clear proposals for investment have been drafted, and opportunities for cost reduction identified. The DoI is aiming to focus on what the business really needs going forward, and benefits realisation is also being prioritised.

The most important observation from the review is that the existing IS/IT Strategy is now out-of-date and needs to be updated. The Directorate of Information (DoI) is aware of this and is addressing the issue. Other issues, such as the limited understanding of the IS/IT Strategy across the organisation, could also be tackled through updating the Strategy.

Several of the interviews with stakeholders from the Operational side of the MPS and the authority spoke of the high regard with which the DoI was held and the Director in particular. There was recognition that the MPS has achieved much over the last few years in terms of ICT developments on which the service is dependent. All the recommendations in this report should be seen from that perspective.

Significant progress has been made in implementing IT strategies that really matter to the business. In particular the "Improving Police Information" and single sign on were often commented on favourably by those interviewed.

However, the MPS needs to be clearer about which of the future investment proposals are business-critical, and some work is still required to ensure that benefits realisation is embraced by the whole organisation.

## 1.3 Summary of Recommendations

Considering these observations, the review has developed the following recommendations:

### **Existing IS/IT Strategy**

**1. The MPS IS/IT Strategy should be updated:**

The MPS IS/IT Strategy should be updated to reflect changes in the business environment within which the MPS now operates. The updated strategy should be accessible by a non-technical audience (in particular police officers, police staff and external stakeholders such as the MPA).

**2. The revised IS/IT Strategy should be business-led:**

The revised IS/IT Strategy should be 'business-led' to ensure it is clearly linked to the MPS business objectives, and the project lifecycle should be reviewed to assess whether or not individual projects need to be shorter and more focused. In addition, the success of the Relationship Managers should be assessed regularly to ensure they are meeting their fundamental objective of more effectively linking the DoI to the business and encouraging less of a silo approach. This review could form part of a regular update on effectiveness to the MPA.

**3. Improved oversight arrangements should be implemented:**

The refreshed IS/IT Strategy should be submitted to the MPA for sign-off. The MPA should review the DoI's strategy implementation every six months to assess delivery against the plan, increasing visibility, understanding and accountability.

**Investment Proposals**

**4. Capital investment proposals should be clearly mapped to the MPS priorities as outlined in the IS/IT Strategy and resulting delivery plans:**

It should be apparent to both technical and non-technical audiences how the capital investment plans link to the wider strategy. This should help them understand what the impact will be on the organisation if current proposals are not fully delivered. A ranking and prioritisation of proposals according to those which are business critical would also help.

## Impact of the Olympics

**5. The MPS must ensure that the Olympic-related IS/IT requirements identified are comprehensive and meet their overall operational requirements:**

The MPS DoI can only deliver against the Olympic requirements that the business itself sets. The DoI has established a 'fit for purpose' delivery plan for the Olympic IS/IT requirements. We would recommend that the MPS Olympics Command ensures that, with only two years until 2012, it has now captured all of its IS/IT requirements for the Games.

**6. The MPS should identify if there is any need to plan now to meet the ongoing revenue costs of Olympics-related infrastructure post-2012:**

The MPS should identify as early as possible what, if any of, the infrastructure that they will wish to retain, and put in place a plan to meet any potential ongoing revenue costs of these items.

## Opportunities for Cost Reduction

**7. The DoI should explicitly identify how cost savings will be delivered in a single document structure:**

The MPS IS/IT Strategy should be supported with a single document which explicitly references the cuts in funding over the next few years and the areas that will be affected. How and when cuts are to be made should be made clear, and planned work to streamline business processes and therefore reduce costs should be explicitly identified.

**8. All outsourcing arrangements should be reviewed in detail and modified as required, to ensure they are fit for purpose both now and in the future:**

The MPS is an ever-evolving service, meaning that the ICT underlining police operations cannot afford to be static. It must evolve with the service, so flexibility should be built into contractual arrangements to ensure that these can be adapted as required, without undue additional cost. The MPS DoI Team currently have this under review.

**9. A review of all proposed capital projects should be undertaken to identify potential savings:**

All in flight projects should be reviewed to see if any savings can be made. Any new projects should be reviewed at the business case stage to determine they represent only 'that which is absolutely necessary'.

**Benefits Realisation**

**10. Once projects are complete and handed over to 'business as usual', all systems should have a Strategic Business Owner (SBO).**

**After the SRO moves on, when projects are complete, the strategic business owner should ensure the continued expectation and business realisation of the system.**

Benefits realisation must be prioritised within all projects in order to ensure that the IS/IT provided delivers the capabilities required to support operational policing. Considering the increasing financial constraints, monitoring benefits realisation also helps ensure that benefits are tangible in terms of realised cost savings. The DoI should take a retrospective view and consider existing IT systems implemented within the last 24 months in order to identify whether or not maximum benefit was delivered. As already being tested, each information system should have a designated strategic business owner who is the MPS business lead for that system.

**1.4 Conclusion & Next Steps**

In conclusion, the review of the MPS's IS/IT strategies and strategic plan has demonstrated areas of good practice, for example the introduction of Relationship Managers to engage with the business, and the increasing focus on benefits realisation.

The DoI are aware of and responding to many of the areas covered by our recommendation; for instance a review of the CapGemini contract is being carried out to try to establish a more commercially advantageous agreement in these times of increasing financial constraints.

The review acknowledges the broad remit of the DoI and the fact that this review has focused on the IS / IT strategies alone. It is



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pleasing to note the recent enhanced focus on Enterprise Architecture<sup>(EA)</sup> which the NPIA believes is of critical importance. The DoI is well placed to make a significant contribution to National thinking in the EA domain.

The next step for the DoI is to complete the update of the IS/IT Strategy as soon as possible, incorporating the elements suggested within this report. In addition, we propose that the DoI carry out some further reviews. All outsourcing arrangements and capital plans should be reviewed to identify areas of additional saving. A review of the preparation for the Olympics would also be beneficial to ensure that the DoI is on track to deliver the IS/IT required successfully, and to consider the future of the infrastructure after the Games are complete.

## 2 Introduction

The Metropolitan Police Authority (MPA) commissioned the NPIA to undertake an independent assessment of the Metropolitan Police Service's Information Technology (IT) strategies and strategic plan. This review was carried out during January 2010 and this document contains the observations and recommendations from the review and has been prepared for the MPA.

### 2.1 Background to this Review

In October 2009 the MPA requested that the NPIA undertake an independent assessment of the MPS IS/IT strategies and strategic plan and this review was completed during January 2010.

The MPS Information, Communication and Technology Strategy, Information Management Strategy and Technology Strategy set the strategic goals for the provision of effective information communications and technology within the MPS. Further detail is provided in the Directorate of Information's Strategic Plan. These documents reflect the Directorate of Information's long-term vision to:

- Create a unified information infrastructure and single information portal through which all staff can retrieve relevant and role specific information.
- Deliver high quality integrated and efficient ICT services that directly support police operations, help manage key future events such as the Olympics and protect the resilience and responsiveness of the MPS.

The vision contains complex challenges that will be completed in stages over the next 5-10 years. Current investment plans included in the capital plan include funding of £380m over a seven year period for Information Technology-based projects. However, the level of demand for investment is significantly in excess of available funding, which has meant difficult decisions have needed to be made as to which projects can be delivered. This is likely to continue to be the case, as the current economic climate means that there will be a number of future financial challenges affecting the public sector, which will clearly have an impact on policing.

### 2.2 Terms of Reference

The terms of reference for the review as agreed with the MPA were documented in a letter from DCC Roy Toner to the MPS Director of Information (Ailsa Beaton) on 4 December 2009 and are summarised as follows:

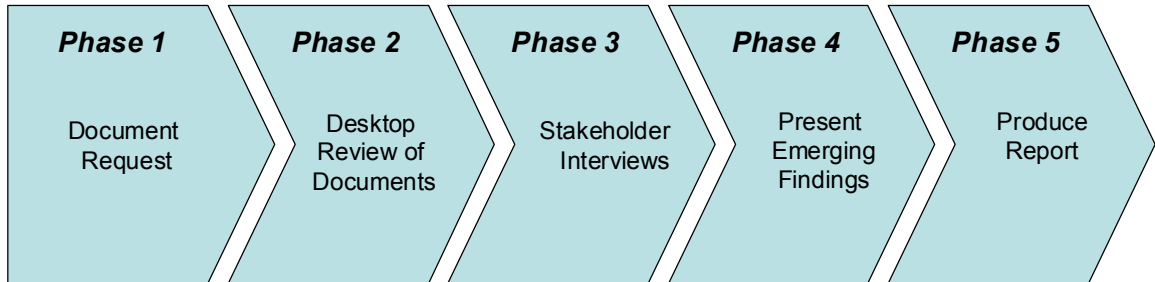
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1. The NPIA is required to review and comment on the existing IS/IT strategy to ensure it:
  - is fit for purpose;
  - supports the Authority and Service in achieving their corporate objectives;
  - reflects best practice;
  - encompasses all aspects of IS/IT;
  - enables the Service to be properly held to account both by the Authority and other stakeholders;
  - reflects current policy; and
  - is "future proofed".
2. To assess current investment proposals included in the capital plans to:
  - determine whether they will enable the IS/IT strategy to be properly implemented;
  - assess the impact on the organisation of the current investment proposals not being fully delivered; and
  - identify which investment proposals are business critical and therefore cannot be deferred.
3. To assess what impact the Olympics will have on delivering the IS/IT strategy.
4. To comment on whether or not all opportunities to minimise costs are being taken, identifying further areas of opportunity where applicable, including:
  - assessing whether the strategy fully reflects developing work to streamline business processes; and
  - identifying opportunities which could free up resources through their more efficient use.
5. To comment on how well benefits realisation is being tracked and monitored.
6. To review constraints imposed by current legislation etc.
7. To comment on the various standards that the MPS are required to comply with, e.g. ACPO.

### 2.3 Approach to the Review

The review was conducted in five phases which are shown graphically in Figure 1 below.

**Figure 1- Approach Followed**



### 2.4 Review Team

The review team consisted of:

- Mr Richard Earland, NPIA Director of ICTS and national police CIO
- DCC Roy Toner, NPIA Senior Operational Policing Advisor
- Chief Superintendent A. Walter
- Chief Superintendent D. Amin
- Chief Inspector P. Hardman
- Chief Inspector D. Miller
- Mr Calum Steen
- Mr Steve Thomson
- Mrs Nasra Jama
- Dr Natasha Grayson
- Miss Frances Lysak

### 2.5 Acknowledgements

We would like to thank Ailsa Beaton and her colleagues within the MPS Directorate of Information for facilitating this review and the interviewees (listed in Appendix 1) for their time and contribution.

### 2.6 Structure of this Report

The report is structured as follows:

- 1 Executive Summary – summary of document
- 2 Introduction – this section
- 3 Existing IS/IT Strategy – observations on existing strategies
- 4 Investment Proposals – review of investment proposals

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- 5 Impact of the Olympics – assessment of how the Olympics will affect the IS/IT Strategy
- 6 Opportunities for Cost Reduction – observations on the approach to cost reduction, and identification of areas where savings could be made
- 7 Benefits Realisation – observations on the approach to tracking benefits
- 8 Constraints and standards – identification of relevant constraints and standards, and assessment of progress in meeting these
- 9 Conclusions & Next Steps – summary of the main findings, and a recommended approach

## 3 Existing IS/IT Strategy

### 3.1 Introduction

This section details the results of our review of the MPS strategy documentation, supplemented by the information provided during our consultation with key stakeholders. During our review we assessed the existing IS/IT strategies and strategic plan in order to seek answers to the following key questions, in line with the terms of reference agreed for the review:

- is the MPS IS/IT strategy fit for purpose?
- does it support the Authority and Service in achieving their corporate objectives?
- does it reflect best practice?
- does it encompass all aspects of IS/IT?
- does it enable the Service to be properly held to account both by the Authority and other stakeholders?
- does it reflect current policy? and
- is it "future proofed"?

### 3.2 Key Findings

The Directorate of Information (DoI) has provided the NPIA review team with a comprehensive set of documents relating to the MPS IS/IT Strategy. These documents are listed in the Appendix (11.2). The DoI Strategic Plan (2009-16) outlines the six strategic themes that the DoI will focus on going forward:

- Improving Policing information
- Developing the ICT platform for the future
- Delivering programmes and services
- Getting closer to our customer
- Building a high performance workforce
- Improving our efficiency and effectiveness

These strategic themes are clearly driven by priorities included in the MPS Policing London Business Plan 2009-12, which refers to the efficient, effective and economic use of resources through ICT, and delivering technologies to ensure that the MPS has a flexible ICT platform that can be continually developed in response to changing policing needs.

However, although the Strategic Plan is reasonably up-to-date, the MPS IS/IT Strategy as a whole is spread across a number of different documents. The majority of these documents were produced in

2006/07 and therefore do not fully reflect recent changes in the business environment within which the MPS now operates. These documents require updating to ensure that the entire IS/IT Strategy is 'fit for purpose'. The DoI have acknowledged this, and the IS/IT Strategy is already under review. A refreshed strategy is scheduled to be completed and signed off in Spring 2010. The final product will be an overarching strategy that sets out the DoI's vision and objectives. This will be accompanied by a series of more detailed sub-strategies covering elements such as enterprise architecture and information assurance.

The existing documentation covers the main areas which would normally be expected as part of an IS/IT Strategy for an organisation as complex as the MPS. It also includes principles and business models which reflect best practice. However, the strategy documentation is written largely in technical language and, therefore, is not particularly accessible for a non-technical audience. This means that the detail of each project is not widely available to operational officers, and while information is available on the intranet, from our research staff across the MPS do not appear to be fully exploiting this opportunity. The production of a Booklet "Lead, Improve, Deliver", is an example of the type of product that assists non technical staff understanding the DoI programme. This approach should be enhanced.

In our view, the strategy documentation needs to be more accessible for police officers, police staff and external stakeholders (such as the MPA) to ensure that the business benefits derived from the implementation of the IS/IT Strategy are clearly understood by all. The DoI accept this and plan to publish the refreshed strategy online, in order to improve accessibility and raise awareness across the business. This supplemented with the Lead, Improve, Deliver document should improve the understanding of the non-technical audience.

**Recommendation 1. The MPS IS/IT Strategy should be updated**

The MPS IS/IT Strategy should be updated to reflect changes in the business environment within which the MPS now operates. The updated strategy should be accessible by a non-technical audience (in particular police officers, police staff and external stakeholders such as the MPA).

It is generally acknowledged that the implementation of any IS/IT Strategy has a greater chance of success if it has clear links with business objectives. Therefore, IS/IT strategies which are business-led (rather than technology-led) usually have a significant positive impact on the functioning of an organisation. However, in common

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with other forces' technology departments, DoI has sometimes struggled to engage and link up with the business when implementing the MPS IS/IT Strategy. In particular, a lack of consultation with regard to the development of new IS/IT systems, and a limited understanding of end-to-end business processes and implications when new IT systems are introduced, have been commented on by key stakeholders. The introduction of the C3i project was cited as one example where other areas of work were displaced as a result of a lack of business involvement and "joined up" thinking in some of the decision-making processes. DoI has made significant progress in addressing this challenge by recruiting a team of Relationship Managers who have been assigned to manage the link between the DoI and individual business areas. The Relationship Managers work with their business areas to develop an understanding of strategic requirements and, more tactically, to make the best use of existing systems and develop replacement systems. They are also part of an effort from the DoI to establish business leadership for technology-enabled projects, as currently the business can sometimes take a "back seat". The establishment of more effective DoI/business relationships should help to overcome this, with the Relationship Managers seeking to develop the MPS as a more intelligent customer for technology systems and services.

However, the DoI needs to remain aware that the decisions they take can have a significant operational impact across the business – this remains a challenge for the Relationship Managers despite their success to date. Additionally, although the Relationship Managers are improving the links between the DoI and the business, the DoI is aware that it must avoid a silo mentality among its own staff. Senior management within the DoI are monitoring this improving relationship management as it progresses.

Additionally it should be noted that many of the IS/IT projects identified seem to be too long, with a two- to three-year life cycle. Consequently, project plans are frequently negatively affected by changes in SRO (which can vary from scope creep to an entire change in direction) or as advances in technology occur, which mean that proposed solutions become redundant. Furthermore, once any major system moves out of project status and into "business as usual" there should be a designated strategic business owner who has oversight of and commissions any change control requests for that system.

Some within the MPS believe that the project lifecycle is overly extensive and challenging, and thus people informally subvert process steps to speed things up. A convoluted approval and procurement process only exacerbates this situation. Police officers are also unused to operating in a project management environment and do not always understand the need for this type of methodology,



seeing the disciplines involved as quite restrictive. While this seems to be improving over time as ways of working are embedded, making projects shorter and more focused could help avoid these problems.

**Recommendation 2. The revised IS/IT Strategy should be business-led**

The revised IS/IT Strategy should be 'business-led' to ensure it is clearly linked to the MPS business objectives, and the project lifecycle should be reviewed to assess whether or not individual projects need to be shorter and more focused. In addition, the success of the Relationship Managers should be assessed regularly to ensure they are meeting their fundamental objective of more effectively linking the DoI to the business and encouraging a less silo approach within the DoI. This review could form part of a regular update on effectiveness to the MPA.

Finally, governance is important in delivering any strategy. The Director of Information, Ailsa Beaton, has overall ownership of the Strategic Plan. The DoI Deputy Director, Patrick Phillips, is responsible for the management of the Plan, and each member of the DoI Senior Management Team is responsible for delivery of activity within strategic themes. As a subset of the Strategic Plan, the DoI has also produced a Business Group Business Plan for 2009-10 which they report monthly against through the DoI Business Group Business Plan Monthly Management Report (MMR).

Despite these sound internal governance arrangements, during the course of our review we were unable to access information on any detailed arrangements to allow the implementation of the IS/IT Strategy to be visible to the Metropolitan Police Authority (MPA). To this end we would have expected evidence of arrangements which have been put in place to allow progress to be monitored. While we were informed that all live projects are submitted to the MPA three times per year, no further detail was provided. In our opinion, enhanced yet streamlined governance arrangements need to be developed to allow the MPA to monitor the progress made during the implementation of the whole IS/IT Strategy. This enhanced capability would facilitate a number of benefits. MPA members would have a greater understanding of the Strategy itself and would thus be able to offer more support, understanding and indeed appropriate challenge to the DoI. The MPA would be able to support the DoI in funding and prioritising bids. Above all, this greater accountability would help build trust and confidence.

**Recommendation 3. Improved oversight arrangements should be implemented**

The refreshed IS/IT Strategy should be submitted to the MPA for sign-off. The MPA should review the DoI's strategy implementation every six months to assess delivery against the plan, increasing visibility, understanding and accountability.

**3.3 Conclusions**

A comprehensive set of documents exists detailing the MPS IS/IT Strategy and these documents cover the main areas which would normally be expected as part of an IS/IT Strategy for an organisation as complex as the MPS. However, the majority of the documents provided are now some four years old and do not fully reflect recent changes in the business environment within which the MPS now operates. Therefore, the MPS IS/IT Strategy needs to be updated to ensure that it remains fit for purpose and continues to support the MPA and the MPS in achieving their corporate objectives. The revised IS/IT Strategy should be business-led and must include suitable arrangements to allow the MPA to monitor the progress made during its implementation.

## 4 Investment Proposals

### 4.1 Introduction

This section details the insights gained during our consultation with key stakeholders, supplemented by materials from our review of the MPS strategy documentation. We discussed planned investment with key stakeholders, and assessed the existing IS/IT strategies and strategic and capital plans. This was in order to seek answers to the following key questions, in line with the terms of reference agreed for the review:

- will current investment proposals included in the capital plans allow the IS/IT strategy to be properly implemented?
- what will be the impact on the organisation of the current investment proposals not being fully delivered?
- which investment proposals are business critical, and therefore cannot be deferred?

### 4.2 Key Findings

The seven year Capital Programme (2010-16) aims amongst other things to create a unified information infrastructure and single information portal through which all staff can retrieve relevant and role-specific information. This will reduce the need to re-key information, and enable information to be re-used throughout the policing process. These are laudable and wholly appropriate objectives.

However, increasing financial constraints mean that there is uncertainty around all future activities. Requests for application and system development in the last few years have exceeded both resources and financial capabilities. So going forward MPS will need to balance the demand for ICT development with the requirement to create financial savings, while at the same time maintaining the effectiveness and delivery of current systems. Key stakeholders have commented that, while efficiency gains will continue to be pursued, resources will be directed towards projects that improve the overall performance of the MPS. This fits neatly with the MPS Policing London Business Plan 2009-12.

It is therefore clear that not all the investment proposals can be delivered. Despite the overarching aims of the Capital Programme, it is not apparent how the Capital Investment Plan aligns to the overall IS/IT Strategy, although the proposals are mapped to the Corporate Objectives included in the Policing Plan. Therefore, there is a need for some additional clarity on what the impact will be if certain proposals are not fully delivered. Proposals are scored against objectives, ranked from that score and included in the Plan. Although

this is an appropriate methodology, this creates numerous proposals and how they are ranked in order of priority is not always clearly visible to the business. Therefore, it is difficult to judge which proposed investments are clearly business/mission critical. This may be more of a communications issue as opposed to one of actual prioritisation. However, both elements must be in place if future investment decisions are to be sound and visible.

**Recommendation 4. Capital investment proposals should be clearly mapped to the MPS priorities as outlined in the IS/IT strategy and resulting delivery plans**

It should be apparent to both technical and non-technical audiences how the capital investment plans link to the wider strategy. This should help them understand what the impact will be on the organisation if current proposals are not fully delivered. A ranking and prioritisation of proposals according to those which are business/mission critical would also assist.

### **4.3 Conclusions**

The high-level aim behind the Capital Investment Plan is clear, but how the proposals within the plan align with the IS/IT Strategy is not. This makes it difficult for the non-DoI observer to identify the impact of particular proposals not being delivered and to judge which proposals are business critical. The proposals should be further aligned with the strategy to alleviate this situation. The review team noted the absence of a long term MPS business strategy against which an IS / IT strategy can be built. In the absence of such a strategy – and an associated business focussed implementation plan the IS / IT strategy has been derived from requests for new systems and best practice in ICT infrastructure.

## 5 Impact of the Olympics

### 5.1 Introduction

This section details the insights gained during our consultation with key stakeholders. We discussed the MPS's role in relation to the Olympics with them, in order to seek an answer to the following key question, in line with the terms of reference agreed for the review:

- what impact will the Olympics have on delivering the IS/IT Strategy?

### 5.2 Key Findings

The previous IS/IT plan for the Olympics has been superseded by a more pragmatic, business-focused and deliverable plan, which has helped ensure that the MPS is well geared-up to help deliver the Olympics. As the majority of the IT required to deliver the Olympics successfully will come from 'business as usual', the Olympics is unlikely to have much direct impact on the planned delivery of the IS/IT Strategy.

However, there will obviously be some additional IS/IT requirements. A specific Olympics team has therefore been created to act as the 'bridge' between the Olympics Command and the DoI. This team includes members from different Operational Command Units (OCUs) within the DoI, in order to develop practical user requirements where additional capability will be needed. These requirements must be assessed against operational benefit and cost-effectiveness, and require guaranteed funding. This is important as the MPA must put in a business case for all business areas to obtain the necessary approvals.

The DoI is well geared-up to deliver the IS/IT requirements for London 2012. However, a substantial risk still exists and the DoI needs to be absolutely certain that it properly understands the systems and applications that are needed to deliver the Olympics safely, and thus be confident that it has got the requirements right. This is to ensure that the necessary ICT contracts can be agreed with suppliers in time to meet the Olympics deadlines, and to avoid retrospective changes to requirements, which can be costly and time-consuming. The review team are unaware of how much scenario planning is currently being undertaken or is planned by the MPS Olympic Command, but it is likely to be substantial. If not already considered, MPA involvement with scenario-planning could be beneficial in providing additional reassurance to the Authority on the IS/IT implications.

**Recommendation 5. The MPS must ensure that the Olympic-related IS/IT requirements identified are comprehensive and meet their overall operational requirements**

The MPS DoI can only deliver against the Olympic requirements that the business itself sets. The DoI has established a 'fit for purpose' delivery plan for the Olympic IS/IT requirements. We would recommend that the MPS Olympics Command ensures that, with only two years until 2012, it has now captured all of its IS/IT requirements for the Games.

The Olympics has its own separate funding stream provided entirely by the Home Office. However, after 2012 this funding will be withdrawn, and it is possible some parts of the MPS will want to retain some, or all, of the infrastructure put in place for the Olympics. If this were the case the MPS will need to find a way to fund this, as the revenue 'tails' could be significant.

**Recommendation 6. The MPS should plan now to meet the ongoing revenue costs of Olympics-related infrastructure post-2012**

The MPS should identify as early as possible what, if any of, the infrastructure and/or systems that they will wish to retain, and if appropriate, put in place a plan to meet any potential ongoing revenue costs of these items.

**5.3 Conclusions**

The MPS Olympics Command and the DoI should ensure it has correctly identified any additional IS/IT requirements that will need to be provided in order to deliver the Olympics safely and effectively. A forward-looking approach should be taken, with the Service identifying in advance capabilities that they will wish to retain, and how to handle any associated cost implications.

## 6 Opportunities for Cost Reduction

### 6.1 Introduction

This section details the insights obtained during our consultation with key stakeholders, supplemented by material from our review of the MPS strategy documentation. We discussed the plans for cost reduction with key stakeholders, and reviewed the existing IS/IT strategies and contract arrangements in order to seek answers to the following key questions, in line with the terms of reference agreed for the review:

- does the strategy fully reflect developing work to streamline business processes?
- have opportunities been identified which could free up resources through more efficient use?

### 6.2 Key Findings

The existing series of documents relating to the MPS IS/IT strategy do not fully reflect developing work to streamline business processes. No explicit reference is made to this. The Strategic Plan refers to pressures to reduce spending and to cuts in the DoI's capital programme, and mentions the aim of achieving efficient and effective use of resources and delivering cashable efficiencies year-on-year. However, although a range of work packages are mentioned, there is no explanation of how these work packages will achieve these aims. A more comprehensive breakdown of where savings have been identified and will be delivered would be of immense value to both the DoI senior management, other senior colleagues across the MPS and the MPA.

**Recommendation 7. The DoI should explicitly identify how cost savings will be delivered in a single document structure**

The MPS IS/IT Strategy should be supported with a single document which explicitly references the cuts in funding over the next few years and the areas that will be affected. How and when cuts are to be made should be made clear, and planned work to streamline business processes and therefore reduce costs should be explicitly identified.

Although the strategy does not fully and clearly reflect work to streamline business processes, the DoI have already begun identifying opportunities to use resources more efficiently. These opportunities for cost reduction have primarily been revealed through interviews with key stakeholders. It is reported that there is a cost-reduction plan in place which focuses on re-negotiating current

commercial arrangements. Outsourcing arrangements may not always be commercially advantageous if high additional costs are incurred in the provision of change requests and additional requirements. The current 'Gen 2' outsourcing agreement with the consortium led by CapGemini can be terminated in 2012, the year of the Olympics, or extended for a further three years. It does not, however, sufficiently cover the provision of new work or services. The services delivered are defined in a binding contract, meaning that additional requirements need to be negotiated, and generally incur additional cost. The DoI have recognised this aspect and are actively responding to it through the recently established Retained Organisation Team, which is currently reviewing the CapGemini contract to ensure value for money, in particular to ascertain whether or not the contract could be modified and extended.

The DOI are considering whether there is a sufficient business case for a three year extension to 2015. This work, known as Gen2+, will reduce risk and also offer strong budget reduction and flexibility built in for increased delivery capability. In our view this is an example of a good practice approach in a complex contractual situation. However, it must be clearly stated that within the terms of the original contract and in the services provided therein that the CapGemini contract does produce significant savings for the MPS DoI over a similar in-house arrangement.

**Recommendation 8. All outsourcing arrangements should be reviewed in detail and modified as required, to ensure they are fit for purpose both now and in the future**

The MPS is an ever-evolving service, meaning that the ICT underpinning police operations cannot afford to be static. It must evolve with the service, so flexibility should be built into contractual arrangements to ensure that these can be adapted as required, without undue additional cost. The MPS DoI team currently have this under review.

However, renegotiating the outsourcing arrangements will not deliver all the savings in the cost reduction plan. Staffing arrangements are also under review as part of the plan. There is currently a reliance on contractors with specialist knowledge to staff the DoI. The DoI would like to reduce the current 250 temporary staff to 100, but this is an ongoing challenge because of the nature of the market, where key skills are only available at high cost from resources usually unwilling to switch to permanent roles. Senior management are fully aware of this challenge and the risk that it poses to the future staffing arrangements.

In addition, a new Retained Organisation Team is being established with the objective of improving value for money, for example by



using benchmarking and improving customer satisfaction with this service. This will help the DoI to allocate resources appropriately. For example, the MPS may need a technical ability available between the hours of nine and five Monday-Friday, or it might be sufficient to provide a call-out capability available to react to a need within a two-hour period. This work is worthwhile, as to save money the DoI must focus on what the business actually needs, rather than what it wants. A technology solution may not always be required. There is also widespread agreement that, where possible, the DoI should look to make best use of the IS/IT that the MPS already has, before new systems are introduced. This is a key principle within the Information Systems Improvement Strategy (ISIS), discussed in more detail in chapter 8. The DoI has recognised this principle through the introduction of an applications management model. In future the Solutions Centre will review existing systems and the use of current corporate technologies in which the organisation has already invested and identify whether or not new requirements could be met through a small modification.

**Recommendation 9. A review of all proposed capital projects should be undertaken to identify potential savings**

All in flight projects should be reviewed to see if any savings can be made. Any new projects should be reviewed at the business case stage to determine they represent only 'that which is absolutely necessary'.

### 6.3 Conclusions

There is no explicit reference to cost reduction in the MPS IS/IT Strategy, although a number of opportunities have been identified where costs could be reduced. The Strategy or a supporting ancillary document should explicitly identify areas of cost reduction, and outsourcing arrangements and proposed capital investments should be reviewed to maximise the opportunities for cost savings.

## 7 Benefits Realisation

### 7.1 Introduction

Again this section details the insights noted during our consultation with key stakeholders, supplemented by material from our review of the MPS strategy documentation. We discussed the approach to benefits realisation with key stakeholders, and assessed the existing IS/IT strategies and strategic plan, and benefits maps and reporting documentation, in order to seek an answer to the following key question, in line with the terms of reference agreed for the review:

- how well is benefits realisation being tracked and monitored?

### 7.2 Key Findings

The current Information, Communication and Technology Strategy (2006-09) states that the DoI will ensure that all projects prior to initiation have a detailed benefits strategy and a benefits realisation plan identifying the intended performance improvement. Key stakeholders also mentioned benefits realisation in interview.

The insights gained from these documents and interviews indicate that focusing on benefits realisation is a relatively new approach for the MPS, but one that is becoming increasingly significant and an integral part of project management. There is a dedicated Benefits Management Team, which reports to the Deputy Director of Information. This team is divided into workstreams such as intelligence and criminal justice, and a benefits manager is responsible for each workstream. All projects have for some time had to go through the team before initiation, who help define proposed benefits before business cases are submitted as investment proposals. Consequently, benefits are now linked with plans, as it is important to ensure that any new systems to be procured are clearly necessary, and not just 'nice to haves'. The team, which uses a benefits management process aligned to PRINCE2 methodology, typically tracks benefits for each project for a year after implementation. A post-implementation review is then carried out, in order to avoid situations where benefits are neither evaluated nor measured properly.

However, although the benefits model is clearly maturing, some cultural change still seems to be required. Many in the MPS see post-implementation reviews as a bureaucratic exercise and believe that no further work, funding or development needs to be undertaken once projects are delivered. For example, there are 62 critical issues outstanding in relation to Covert Airwave. This project has now closed, and there is no way of addressing these issues. DoI are aware of these problems. They are proposing to carry out a 'light touch' review of benefits every six months for the first two years

after delivery. This would provide a report to the benefits owner (the project SRO or the appointed Strategic Business Owner, SBO) with recommendations, where appropriate, on improving benefits realisation. Each information system should have a designated SBO who is the MPS business lead for that system. This approach is currently being tested with the new Automatic Person Location System (APLS) project. This is an example of developing good practice.

**Recommendation 10. Benefits realisation, including post-implementation reviews, must be prioritised and included within all projects**

Once projects are complete and handed over to 'business as usual' all systems should have a Strategic Business Owner' (SBO).

After the SRO moves on – when projects are complete – the strategic business owner should ensure the continued explanation and business realisation of the system.

### **7.3 Conclusions**

The role of benefits realisation is increasingly important in the MPS, both in the project management and post-implementation phases. However, this is a developing area of work and it will take time and continued effort to ensure that benefits realisation is prioritised and included within every project.

## 8 Constraints and standards

### 8.1 Introduction

This section details the results of our review of the MPS strategy documentation, supplemented by the information provided during our consultation with key stakeholders. During our review we assessed the existing IS/IT documentation and sought the views of key stakeholders in relation to constraints (defined as limitations outside of the control of the project that need to be managed) and standards (defined as written definitions, rules or limits approved or monitored for compliance by an authoritative agency or recognised body). This was in order to seek answers to the following key questions, in line with the terms of reference agreed for the review:

- what constraints are imposed by current legislation?
- is the MPS meeting the various standards that it must comply with?

### 8.2 Key Findings

The key constraint identified via consultation with stakeholders is the approvals process for investment proposals. The process from submission of a proposal to acceptance is time-consuming and bureaucratic, and involves a number of mechanisms including, among others, the MPA, the DoI Board, the MPS Management Board, the Contracts Board, and the Approvals Committee. Some of these also have meeting cycles that are pre-determined and require papers to be submitted two weeks in advance. The DoI have recognised this, and efforts to streamline the process are ongoing, including involving more departments such as Procurement and Legal Services in the early stages of business case development, in order to improve the validity of cases going for approval.

The DoI is working to develop an Enterprise Architecture approach to IS/IT within the MPS. This is a structured approach to recording and representing business models and their supporting processes and technology. In 2009, a Security, Standards and Architecture Group was established within the DoI to work on defining and delivering various aspects of the Enterprise Architecture and its associated framework. It is believed that through the Enterprise Architecture approach, a consistent MPS-wide overview of business models, IT requirements and current/planned capabilities will be provided. This will allow better informed decisions with regard to investment proposals, and will mean that change programmes can focus on areas which genuinely do require new capability.

The Enterprise Architecture is currently under development, and it is our view that this is the right approach, as it will help prioritise

investment in ICT capabilities more effectively, and align change programmes to improve the re-use and sharing of ICT capabilities and increase join-up between different areas of the business. Once complete, the DoI will work through the Enterprise Architecture framework, so it should be considered as a future set of standards that will need to be complied with.

The DoI acknowledge these standards and utilise them in the delivery of their projects and programmes. It would therefore be beneficial that during the current update of the MPS IS/IT strategy documents that compliance with MOPI, ISIS, EA and ITIL be made explicit.

### **8.3 Conclusions**

The key constraint facing the DoI is the lengthy and overly bureaucratic approvals process for investment, which should be streamlined as far as possible.

While the MPS is already meeting a range of legal and data standards, the IS/IT Strategy and associated documents should be updated to ensure that they are fully compliant with all current standards, and all infrastructures should be reviewed to make certain they meet the data requirements and can support the business and operational needs effectively. Information assurance requirements should continue to be considered within all new IS/IT projects going forward.

The new Enterprise Architecture approach currently under development will provide a new set of standards for the DoI to work through in future, and it is our opinion that this is the right approach to follow.

There are no recommendations in this area.

## **9 Conclusions & Suggested Next Steps**

### **9.1 Introduction**

This review was commissioned by the Metropolitan Police Authority to independently assess the Metropolitan Police Service's IS/IT strategies and strategic plan.

It considers the existing IS/IT Strategy, proposals for future investment, the impact of the Olympics, opportunities for cost reduction, the role of benefits realisation, and the challenges associated with particular constraints and complying with legal and data standards.

The strengths and areas for development implicit within current practice were identified, and recommendations for improvement then developed.

### **9.2 Conclusions**

The key conclusion drawn from this review is that the existing IS/IT Strategy is out-of-date and needs to be updated and delivered in the Spring of 2010 as indicated by DoI senior management. The MPS are aware of this and have taken action to address the problem - the Strategy is currently under review. It also needs to be even more transparent in terms of the language used, visible to all, and business-led to ensure that it provides the capability that the MPS really needs.

Several of the interviews with stakeholders from the Operational side of the MPS and the authority spoke of the high regard with which the DoI was held and the Director in particular. There was recognition that the MPS has achieved much over the last few years in terms of ICT developments on which the service is dependent. All the recommendations in this report should be seen from that perspective.

Significant progress has been made in implementing IT strategies that really matter to the business. In particular the "Improving Police Information" and single sign on were often commented on favourably by those interviewed.

A range of other conclusions were also established through this review. Clear proposals for investment have been successfully developed, although it needs to be apparent which of these are business-critical and which should be prioritised if future funding is limited.

Opportunities for cost reduction have been identified, and the DoI is aiming to focus on what the business really needs, rather than what is desired, which is good practice.

Benefits realisation is becoming increasingly important, and the benefits model is maturing, with clear structures and processes in place, although some cultural change is still required.

### **9.3 Next Steps**

The MPS IS/IT Strategy should be updated, and this work is already under way. Not only should it be business-led, but it should also meet the relevant legal and data standards, and be shared across the MPS. Investment proposals must be linked to this Strategy consistently going forward, and all proposed savings made explicit.

The next step, which is already underway, is that the DoI carry out a review of all the outsourcing arrangements in place (as well as the CapGemini contract) and capital plans in order to identify areas of additional saving.

Finally, a review of the preparation for the Olympics could be undertaken to ensure that the wider MPS has correctly identified the IS/IT requirements for successful delivery of the Games, and this review could also begin to consider the infrastructure that should be retained after the Games.

## 10 Appendix: List of Recommendations

#	Title	Description
1	The MPS IS/IT Strategy should be updated	The MPS IS/IT Strategy should be updated to reflect changes in the business environment within which the MPS now operates. The updated strategy should be accessible by a non-technical audience (in particular police officers, police staff and external stakeholders such as the MPA).
2	The revised IS/IT Strategy should be business-led	The revised IS/IT Strategy should be 'business-led' to ensure it is clearly linked to the MPS business objectives, and the project lifecycle should be reviewed to assess whether or not individual projects need to be shorter and more focused. In addition, the success of the Relationship Managers should be assessed regularly to ensure they are meeting their fundamental objective of more effectively linking the DoI to the business and encouraging less of a silo approach. This review could form part of a regular update on effectiveness to the MPA.
3	Improved oversight arrangements should be implemented	The refreshed IS/IT Strategy should be submitted to the MPA for sign-off. The MPA should review the DoI's strategy implementation every six months to assess delivery against the plan, increasing visibility, understanding and accountability.
4	Capital investment proposals should be clearly mapped to the MPS priorities as outlined in the IS/IT strategy and resulting delivery plans	It should be apparent to both technical and non-technical audiences how the capital investment plans link to the wider strategy. This should help them understand what the impact will be on the organisation if current proposals are not fully delivered. A ranking and prioritisation of proposals according to those which are business critical would also help.



PROTECT - MANAGEMENT

#	Title	Description
5	The MPS must ensure that the Olympic-related IS/IT requirements identified are comprehensive and meet their overall operational requirements	The MPS DoI can only deliver against the Olympic requirements that the business itself sets. The DoI has established a 'fit for purpose' delivery plan for the Olympic IS/IT requirements. We would recommend that the MPS Olympics Command ensures that, with only two years until 2012, it has now captured all of its IS/IT requirements for the Games.
6	The MPS should plan now to meet the ongoing revenue costs of Olympics-related infrastructure post-2012	The MPS should identify as early as possible what, if any of, the infrastructure that they will wish to retain, and if appropriate, put in place a plan to meet any potential ongoing revenue costs of these items.
7	The DoI should explicitly identify how cost savings will be delivered in a single document structure	The MPS IS/IT Strategy should be supported with a single document which explicitly references the cuts in funding over the next few years and the areas that will be affected. How and when cuts are to be made should be made clear, and planned work to streamline business processes and therefore reduce costs should be explicitly identified.
8	All outsourcing arrangements should be reviewed in detail and modified as required, to ensure they are fit for purpose both now and in the future	The MPS is an ever-evolving service, meaning that the ICT underlining police operations cannot afford to be static. It must evolve with the service, so flexibility should be built into contractual arrangements to ensure that these can be adapted as required, without undue additional cost. The MPS DoI Team currently have this under review.
9	A review of all proposed capital projects should be undertaken to identify potential savings	All in flight projects should be reviewed to see if any savings can be made. Any new projects should be reviewed at the business case stage to determine they represent only 'that which is absolutely necessary'.

## PROTECT - MANAGEMENT

#	Title	Description
10	Benefits realisation, including post-implementation reviews, must be prioritised and included within all projects	<p>Once projects are complete and handed over to 'business as usual', all systems should have a Strategic Business Owner (SBO).</p> <p>After the SRO moves on, when projects are complete, the strategic business owner should ensure the continued expectation and business realisation of the system.</p>

## 11 Appendix: Information Sources

### 11.1 List of Interviewees

Name	Role / Area of Interest	Date
Ailsa Beaton	Director of Information	12/1/10
Patrick Phillips	Deputy Director of Information	12/1/10
Peter Splinder	SRO for a number of projects	14/1/10
David Wish	IS Programme Manager	14/1/10
Tom Conway	Business Services and IT Training	15/1/10
DAC Rod Jarman	SRO for a number of projects	19/1/10
Paul James	Director of Finance	28/1/10
DAC Sue Ayker	Operational Chief Officer	5/2/10
Faith Boardman	MPA Independent Board Member	10/2/10

**11.2 List of Documentation Considered**

Title	Description	Version
MPS Policing London Business Plan 2009-12	Outlines MPS priorities and how they will be achieved.	-
Policing London Business Plan 2010-13	Outlines MPS priorities and how they will be achieved.	DRAFT 0.1
Directorate of Information Strategic Plan 2009-16	Sets out the DoI's strategic approach and themes for 2009-16.	-
MPS ICT Strategy 2010-17 High Level Narrative	Explains the purpose of the strategy and what it will include.	-
Information, Communication & Technology Strategy	Describes the projects that will be undertaken from 2006-9 to exploit technology to deliver MPS policing goals.	1.0
MPS Technology Strategy	Outlines how technology guiding principles and architectures will ensure sound investment choices and support the integration of business solutions.	2.0
MPS Information Management Strategy 2006-11	Outlines information principles and the importance of data quality.	C
MPS ICT Strategy Analysis	Details the requirements behind the strategy, what has been achieved to date and what is still to be achieved.	1
DoI Programme & Project Governance	Evidences at a high level the governance check points for managing DoI programmes and projects.	A
Governance in the DoI Lifecycle	Provides guidance to the Governance Boards that appear in the Lifecycle.	2.0
ICT Contract Guide	Guide to the ICT Core Services Contract and Consultancy and Development Framework.	0.04
Benefit Targeting 2009	Provides a template indicating how to map and prioritise benefits.	1
Benefits Map - extract	Gives examples of some of the benefits projects may aim to realise.	-