



Agenda 21 October 2011

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

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

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

A Special meeting of the **BEDFORDSHIRE POLICE AUTHORITY** will be held at Bridgebury House, Woburn Road, Kempston on **Friday 21 October 2011, at 9.15 am**, the agenda for which is set out overleaf.

JOHN ATKINSON
Monitoring Officer

AGENDA

(*indicates that a supporting document accompanies this Agenda)

GENERAL

1. Apologies

To receive any personal or prejudicial interests from Members

2. Declarations of Interest

3. Project Athena

Report attached and to be presented by Chief Superintendent Julia Wortley the Project Athena Implementation Manager for Bedfordshire, Cambridgeshire and Hertfordshire

(Note Appendix B to this report involves the disclosure of exempt information as defined in paragraph 3 of Part I of Schedule 12A to the Local Government Act 1972. This document will not be sent to the press or made available to the public.)

BEDFORDSHIRE POLICE AUTHORITY

Agenda
item:

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Meeting	Police Authority
Date	21st October 2011
Title	Project Athena
Submitted By	Chief Superintendent Julia Wortley
Purpose	To update Members on the status of Project Athena and ask for their continuing commitment as the Project completes the procurement phase and moves into purchase & implementation.
Suggested Resolutions	<ol style="list-style-type: none">1. The Authority approves the business case and agrees to sign the S23 (Operations) collaboration agreement.2. The Authority authorises the necessary finances, as indicated in Appendix B, Table 2 and Table 3.3. The Authority delegates authority to the Chief Executive, Chair and the Constabulary to sign the S23 Collaboration agreement and the formal contract with the chosen Athena supplier as soon as finalised.
APPENDICES	<ol style="list-style-type: none">A. Athena Business CaseB. Financial Information – Part 2 confidential

1. PURPOSE

- 1.1 This paper asks the Police Authority to approve the Athena business case (attached in Appendix A), to agree signing of the Section 23 (Collaboration), to authorise funding and to facilitate signing of the draft call off contract by 18th November 2011.

- 1.2 Having considered the relevant issues and draft documents, Members are asked to delegate authority to the Chief Executive, the Chair and the Constabulary to sign the S23 Collaboration agreement and the call off contract as soon as required after confirmation with the (soon to be selected) product supplier.

2. BACKGROUND

- 2.1 As previously reported, Athena is a collaborative project currently involving 7 'Founder Forces/Authorities: Essex, Kent, Norfolk, Suffolk, Hertfordshire, Bedfordshire, Cambridgeshire and now an additional four 'Athena members': City of London, British Transport Police, Northamptonshire and Sussex.
- 2.2 The term 'Founder Force' has legal and financial significance as these seven forces/authorities must all agree and sign the S23 Collaboration agreement and must each sign a call off contract to enable the Athena project to proceed.
- 2.3 As previously reported to the Authority, the principal objectives of Project Athena are:
 - To define, procure and implement a single instance IT solution across the Athena forces, comprising a suite of integrated modules to encompass the Intelligence, Investigation Management and Defendant Management (Custody and Case Preparation) business functions;
 - To achieve aligned business processes for use of the Athena IT solution across the Athena forces.
- 2.4 Project Athena will enable a step change in terms of interoperability within and across Force boundaries, thereby radically enhancing efficiency and effectiveness of operational policing.
- 2.5 Athena will, in the longer term also realise significant financial benefits for all Forces involved. It will reduce the cost of delivering IT services on an individual Force basis, whilst increasing operational effectiveness, introducing efficiencies and reducing operational risk.

- 2.6 Athena will also support numerous opportunities for further collaboration across Force boundaries, thereby enabling the release of further cashable efficiencies.
- 2.7 It is of particular note that this project has, uniquely, agreed common ways of working across all participating forces in these core policing functions. This provides the basis of more streamlined and effective processes. The National Police Improvement Agency (NPIA) has provided significant financial, technical and legal support for Athena and it is seen by Government as a leading element of the Information Systems Improvement Strategy (ISIS).

3. EASTERN REGION DEVELOPMENT OF ATHENA

- 3.1 Essex Police Authority is the lead authority for this project and Essex will be the 'reference' Force i.e. will implement the new IT system first. As soon as the procurement process is complete, a framework agreement with the product supplier will be signed by Essex. Each Founder Force (including Essex) must also sign a call off contract to ensure that purchase and technical development of the new IT system can commence.
- 3.2 This project has been discussed and supported by the Eastern Region Joint Statutory Committee on a number of occasions over the last two years with Bedfordshire's full support. Our Strategic Allies Hertfordshire and Cambridgeshire are equally committed to the adoption of Athena.
- 3.3 The support of Project Athena aligns with the Authority's policy to maximise collaboration and partnership efforts across its full range of services outside neighbourhood policing teams.

4. THE S23 OPERATIONS COLLABORATION AGREEMENT

- 4.1 Bedfordshire Police Authority has already signed a S23 agreement signalling its full commitment to the procurement phase of Project Athena. However this new S23 agreement formally commits each of the Founder Forces/Authorities to undertaking its share of the costs. As previously recognised by the Regional DFAs group, it would simply be unfeasible for Essex Police Authority to bear these 'start up' costs alone.

- 4.2 The S23 also formalises the 'cost equalisation methodology' that will ensure that over the lifetime of the contracts (10 years plus), all forces (whenever they join the consortium) will make an equitable contribution to costs, including early development costs.
- 4.3 The S23 also explains the necessity to create a central 'Athena Management Organisation' (AMO). The AMO will be a single, centralised body representing the interests of all the Athena forces to resolve implementation and contract management issues with the product supplier.
- 4.4 The AMO will be a centrally run unit that initially is in two parts, a Central Implementation Team (CIT) and a Client Side Management Team (CSMT). When all of the Founder Forces have successfully implemented Athena the initial CIT part of the Athena Management Organisation will no longer be needed. However, the CSMT will be needed for the duration of the contract to act as the single client / customer interface with the Athena product suppliers.
- 4.5 All Athena Forces are required to make an equitable contribution to the costs of the AMO (in cash or personnel or both), allocated in accordance with the size of each Force's net revenue budget.

5. MASTER LICENCE, FRAMEWORK AGREEMENT AND CALL OFF CONTRACTS.

- 5.1 A Master Licence for Athena will be granted to Essex Police Authority, who under the conditions of the procurement agreement will have the right to grant up to a maximum of 24 sub-licences to other forces within England and Wales during the remainder of the four year term of the framework agreement.
- 5.2 This makes a total of 25 licences for Athena. The Metropolitan Police, GMP and West Midlands police are excluded from this agreement for which separate arrangements are being negotiated should they wish to join. The carefully negotiated terms of the Master Licence do not penalise the Founder Forces and secures an attractive entry point for late adopters.
- 5.3 The Framework Agreement and Call Off contracts are based on standard Office of Government (OGC) templates. Essex signs the framework agreement and a call off contract and every other Athena Founder Force signs a call off contract.

- 5.4 Each Authority will have a number of contractual remedies and protections within the call off contract to protect the Authority in the event of various scenarios such as poor contractor performance, contractor insolvency etc.
- 5.5 Hertfordshire and Cambridgeshire will also be asked to agree to the S23, the business case and the draft call off contract this month (October 2011). Thus the collective position of the strategic alliance Forces is assured.
- 5.6 The project is currently at a key stage. Competitive dialogue with the suppliers is now closed. The contract will be awarded by 1st November 2011 and the framework agreement and call off contracts must be signed by all of the Founder Forces by 18th November 2011.
- 5.7 The current projected timescales for implementation are that Essex should be operationally live with Athena by October 2012 and Hertfordshire, Bedfordshire and Cambridgeshire should go live sometime between October 2012 and September 2013.

6. THE FUTURE

- 6.1 Project Athena continues to generate significant interest across the police service and key stakeholders such as NPJA and central government. Two forces (Northamptonshire and Sussex) have joined the consortium since May 2011 and several others have expressed a keen interest.

7. RISK

- 7.1 As previously acknowledged by the Authority, Bedfordshire remains committed to this project and is willing to share the risk, responsibilities and costs with Essex Police Authority. Essex Police have received independent advice that assures them that they have taken all reasonable steps to reduce the risk profile of the project.
- 7.2 The terms and conditions of the Master Licence and framework agreement have been constructed in such a way that an increased number of Forces joining the consortium would be beneficial to the Founder Forces.

7.3 Furthermore the primary risks regarding 'scalability' i.e. a large number of users subsequently taking the system, have been transferred to the product supplier, where as any potential benefits of others joining Athena will be shared equitably among the early adopter Forces.

8. HUMAN RIGHTS, EQUALITIES AND DIVERSITY IMPLICATIONS

8.1 There are no direct human rights, equalities or diversity implications in this report.

9. FINANCIAL IMPLICATIONS

9.1 All costs are still subject to commercial confidentiality and negotiation with the two remaining bidders. Therefore it is not possible to provide confirmed costs to the Authority at this time.

9.2 However, an estimated capital and revenue cost profile has been drafted (Appendix B, Table 2 and Table 3) to give Members the best possible indication of the financial implications of taking Athena. These figures are also subject to commercial sensitivity. They can not be published under Part 1 disclosure and must be treated as confidential.

9.3 The Athena Project team would like to reassure Members that the projected figures for the basic capital and revenue costs of Athena presented here are worst case scenario i.e. if the costs change once the procurement processes is concluded the bottom line will either be that which is shown here, or a better position.

9.4 The detailed structure (and thereby cost) of the AMO is still subject to discussion at Athena Board level and is not yet confirmed. However, the costings presented are being used for current planning presumptions. These figures are already being built into the budget presumptions for 2012/13.

9.5 Bedfordshire Police Authority has been planning for Athena for some time and consequently has already put aside capital funding to support the programme. It is only now, as the procurement process reaches its closing stages that it is possible to begin to gain detailed clarity on the full capital and revenue costs of taking Athena.

- 9.6 The overarching principle of the commercial agreement is that all Forces will pay an equitable amount for the services they receive. Hence, as more Forces join the consortium, part of their payment will be distributed as a rebate to the Founder Forces. It is not possible to quantify with certainty how much this figure might be and therefore it is not appropriate to 'bank' on this rebate. However, the realisation of some rebate to all the Founder Forces is highly likely.
- 9.7 As explained in the business case there are clearly financial efficiencies derived from the process of several Forces undertaking a single procurement exercise and sharing the cost of one centrally hosted and managed IT solution. By way of illustration, in 2009 a report presented to Hertfordshire Police Authority setting out the capital costs for individually replacing each of the four modules showed costs significantly higher than those currently projected for Athena.
- 9.8 For financial transparency, only clearly identifiable cashable savings are presented here such as the cessation of software contracts on legacy IT systems (Appendix B). As the project moves into the implementation planning phase, further cost benefit analysis will continue to identify all potential non cashable efficiencies as well as cashable ones.
- 9.9 Members will already appreciate the huge operational benefits that this project can deliver. However, they may still be considering the basic question of affordability. Having scrutinised the likely costs, offset against projected savings and budget already set aside, we now have much more clarity as to projected financial implications of Athena.
- 9.10 In summary, having assessed all the available financial projections, it becomes apparent that for a small relatively small outlay Bedfordshire will receive a fully hosted and managed IT solution which offers an unprecedented opportunity to increase the efficiency and effectiveness of our operational policing. Furthermore, these costs can be offset against the high likelihood of a financial rebate in the future (as more Forces join the Athena consortium) plus cashable efficiencies that can be achieved through enhanced collaboration and/or internal restructuring.

10. RECOMMENDATION

- 10.1 The Police Authority is asked to approve the business case, to approve the necessary finances as indicated in Appendix B, Table 2 and Table 3, to support the adoption of the S23 (Collaboration) agreement and the Athena call off contract. The Authority is asked to delegate executive authority in this regard to the Chief Executive, the Chair and the Chief Officer team who will sign the requisite documents as soon as they become available.

13.10.11

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Business Case – Executive Summary

Work Strand	Project Athena – A single IT solution across BCH (and other Athena forces) for the four key business areas of: Intelligence, Investigation, Custody and Case preparation.
Current arrangements	Across BCH there are currently 7 separate IT systems to support these 4 inter-related areas of core business.
Business case proposal	To procure and implement a single IT solution, interlinked within and across Force boundaries, supporting the core policing functions of intelligence, investigation and defendant management. This will introduce more standardised business processes and deliver far greater operational efficiency and effectiveness.
Efficiencies	Cash efficiencies are derived from a single procurement process, one centrally hosted / managed IT solution and combined purchasing power of the Athena consortium. Local operational efficiency is derived from the ability to instantaneously collate and share information across and within Force boundaries and prevent unnecessary duplication of data entry into separate IT systems.
Costs	All Athena Forces are required to contribute to costs of Athena on a proportionate basis, ensuring that over time all Forces (whenever they join) contribute equitably. It is considered that capital replacement costs will be significantly lower than those incurred if each module had been replaced separately on an individual Force basis. In addition, whilst on-going revenue costs are higher than current legacy systems, costings do not take account of the outcome of the competitive dialogue still underway or potential rebates from expansion of Athena beyond the Founder Forces.
Implementation issues	One reference Force (Essex Police) will implement Athena first; aiming to be operationally live by September 2012. BCH have requested to implement Athena in the 'second wave' i.e. between October 2012 and September 2013.
Risks identified	This is an unprecedented IT project and carries a number of significant risks. However, the potential operational and financial benefits of Athena are considered to far outweigh the risks.
Target go-live date	Across BCH between October 2012 – September 2013



Collaboration Programme

Business Case

Name of Project	Athena
Date	11.10.11
Version	1.3
Author	Julia Wortley C/S

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1 Introduction

- 1.1 In 2009 Chief Officers and Police Authorities from the East of England region plus Kent, commenced a collaborative IT procurement process with the support of the NPIA. This is now known as Project Athena.
- 1.2 Athena is a collaborative project, led by Essex, currently involving 11 police Forces, but with the potential to expand to more. The eleven current Athena Forces are: Essex, Kent, Norfolk, Suffolk, Hertfordshire, Bedfordshire, Cambridgeshire¹, City of London, British Transport Police, Northamptonshire and Sussex.
- 1.3 The principal objectives of Project Athena are:
- a) To define, procure and implement a single IT solution across the Athena Forces, comprising an integrated system covering the business functions of: Intelligence, Investigation Management and Defendant Management (i.e. Custody and criminal justice Case Preparation).
 - b) To achieve aligned business processes for use of the Athena IT solution across all the Athena forces.
- 1.4 Project Athena will enable the realisation of significant financial and operational benefits for all Forces involved. It will increase operational efficiency and effectiveness, enable greater collaborative opportunities, reduce operational risk and save money on IT procurement and services.
- 1.5 Most notably, this project has agreed standardised ways of working in all four business areas, across all participating Forces. This will provide a basis for increased interoperability across Force boundaries and collaborated units.

2. Scope

- 2.1 In summary the high level critical success factors for Athena are:
- Better value for money
 - Improved policing performance within each Force and across Forces
 - Improved IT capability for the Strategic Alliance
 - Improved performance and public confidence
- 2.2 The Athena Project will provide a single application for the business functions of investigation, intelligence handling, custody records and case file preparation. This will enable the efficient inputting, searching, distribution and transfer of information relating to these business areas.
- 2.3 In essence this single system will generate 'a Golden Nominal'; that is a single person record which will be used by all systems within the IT suite. This will be a significant step forward as currently different entries for one person exist independently from each other across our many data systems.

¹ These seven Forces are asked to agree to 'Founder Force' status i.e. the Athena Founder Forces are those that seek to go live in the first or second wave, i.e. before September 2013 and will contribute to the hosting capital and master licence fee.

- 2.4 The Project will also ensure that business processes are aligned so that Forces can realise the maximum operational and efficiency benefits in terms of interoperability, resilience, performance improvement and shared training in the use of core systems.
- 2.5 To maximise the cost savings from collaboration, the Project will implement a centrally hosted / managed solution with a second installation for resiliency and disaster recovery. That is to say only one physical system will be installed together with one backup system, rather than all Athena Forces having a full copy of the new system. This has considerable potential in terms of cost saving. It is a genuinely new approach for IT collaboration and is seen nationally as a pathfinder project.
- 2.6 The system will be designed to produce key management information outputs that are timely, accurate and capable of transfer to other systems, to enable effective analysis of raw data in the combined system.
- 2.7 The system will be designed to produce data capable of being shared with other Forces and other partner agencies where required, in alignment with the NPIA's Information Systems Improvement Strategy (ISIS) programme.

3. Current Situation

- 3.1 Currently, across our three Forces a total of 7 different IT systems, from 7 different providers are used to support these 4 core business functions (see below). None of these IT systems 'talk' to each other across Force boundaries, including NSPIS, despite the fact that it is a nationally provided IT product.

Bedfordshire

- | | |
|------------------|--|
| Case and Custody | - NSPIS (Capita, previously Sungard Vivista) |
| Crime | - CMS2 (South Yorkshire Police) |
| Intelligence | - Patriarch (Memex) |

Cambridgeshire

- | | |
|------------------|-----------------------------------|
| Case and Custody | - NSPIS |
| Crime | - Crimefile (Steria) |
| Intelligence | - Intrepid (in house development) |

Hertfordshire

- | | |
|--------------|-----------------------------|
| Case | - NSPIS |
| Custody | - Oasis custody (Northgate) |
| Crime | - Oasis/CIS (Northgate) |
| Intelligence | - IMS (ABM) |

3.2 This 'hotchpotch' of different IT systems, of differing ages and usability is clearly an inefficient way to deliver core policing in the 21st Century. Most critically the collection, storage and exchange of operational information are hampered within each Force and across Force boundaries by our lack of co-ordinated IT.

4. The National Imperative for Joined Up IT

4.1 The NPIA's Information Systems Improvement Strategy (ISIS) programme has been in existence for some time. ISIS is founded on the consensus that police IT can and should be delivered in a more consistent and affordable manner.

4.2 The Athena project's aims and objectives are fully in accord with the ISIS Strategy and the Government's revised ICT Strategy published in March 2011. The NPIA is fully supportive of Project Athena and has assisted the project team throughout, particularly during the procurement phase.

5. Operational Benefits of Athena

5.1 The operational benefits of having a single, linked IT system across our three counties (and beyond) are numerous. The main strategic benefits are:-

- Shared IT supporting collaborative units across the BCH Strategic Alliance
- Shared IT supporting more joined up working across Force boundaries
- Replacement of aged and expensive legacy systems
- Reduction in costs while enabling improved operational performance
- Improved integration of IT and data sharing with Criminal Justice Partners

Need to Replace Legacy Systems

5.2 There is a need to replace many of our current IT systems, both from an operational and financial basis. NSPIS (a product currently provided through the NPIA) is used by Bedfordshire, Cambridgeshire and Hertfordshire and its support contract was due to end in 2012. However, this has been temporarily extended to 2016 while forces find an alternative solution for custody and case preparation. It should be recognised that the three forces have different levels of cost effectiveness in their current systems. For example, Hertfordshire has utilised the Northgate Custody System, thereby avoiding significant cost pressures.

5.3 Hertfordshire's investigation and custody system is more than 20 years old and requires modernisation. In Cambridgeshire, the intelligence system is in urgent need of replacement. Bedfordshire's systems are not in such urgent need of renewal, however it is becoming increasingly more expensive to upgrade and interlink these multiple aging IT systems. Furthermore, our legacy IT systems are inflexible and limit the amount that we can improve on data quality e.g. correcting data errors. This creates more inefficiency and reduces operational effectiveness.

- 5.4 The agreed procurement model under Athena will allow forces to take 1 – 4 of the IT modules. However, BC and H have already agreed that for the maximum operational benefit within each Force and across the Strategic Alliance that the three Counties will take all four Athena modules.

Athena Management Organisation (AMO) - Efficiency

- 5.5 The Athena system will be 'run' by a centralised team, known as the Athena Management Organisation (AMO). The advantage of this model is that the Athena forces will all share the cost of this shared unit.

Supporting the BCH Strategic Alliance

- 5.6 Joined up ICT underpins better joined up working. Currently we have more than 1,020 BCH personnel working in collaborated units. Over the next 2-3 years increasingly more of our personnel will be working in fully integrated collaborative teams.
- 5.7 For these officers and staff the prospect of working to agreed, standardised business processes across Force boundaries and using the same IT system anywhere in the region (and beyond) presents obvious operational benefits. One might go so far as to say that for the BCH Strategic Alliance to succeed, it is essential that we adopt Athena and the sooner the better.

Improving Data Quality and MOPI Compliance

- 5.8 Currently across BCH policing data is entered, stored and accessed through a variety of different IT systems. The same information is often entered numerous times on different systems creating inconsistent and unreliable records that can clutter up our data bases and hamper effective policing.
- 5.9 In contrast this single system will generate 'a Golden Nominal', that is a single person record, with a unique reference number which will be used across the Athena system. This will be a significant step forward for all Athena Forces.
- 5.10 The Athena system will also enable B C and H to be consistently 'MOPI compliant'² with regard to the retention, review and deletion of records.

Custody and Case File Preparation and Management – Benefits

- 5.11 The management of a defendant's case from arrest through charge and on to Court will all be supported by the same IT system. This will reduce the amount of time that staff have to spend in the administration of each criminal case. In particular it will reduce unnecessary 'double keying' entry of information.
- 5.12 Athena will also support better information exchange with criminal justice partners e.g. Courts and CPS. For example, Athena will support modernisation such as the transfer of fully electronic case files to the CPS. Athena will also support other anticipated developments in the Criminal Justice system such as

² MOPI – Management of Police Information, national requirements regarding police data and records management following the Bichard Enquiry.

the use of 'virtual courts' and digital interview records. IT developments such as these will also create other major collaborative opportunities e.g. the potential brigading of CPS with Police Criminal Justice Units.

- 5.13 One standardised custody IT system and business process across our three Counties will greatly improve efficiency and interoperability. This also paves the way for potentially more shared custody facilities across Force boundaries and improves the efficiency of those already in place across the region e.g. Cambridgeshire and Norfolk's shared custody suite in King's Lynn.
- 5.14 Should the Strategic Alliance wish to consider outsourcing some custody functions in the future, a standardised IT system and business process across all our custody suites would help facilitate such a development, but equally would not dictate such a move.

Investigation and Intelligence Management – Benefits

- 5.15 The introduction of a 'federated search' capacity across the whole Athena consortium's intelligence and crime system will be a huge improvement in the investigation of crime and anti-social behaviour. This will enable investigators and crime analysts, at the touch of a button to identify and link crimes, and criminals across Force boundaries without having to request access to data held in other Forces. This improved efficiency will support operational performance. It could also release cashable savings through restructuring and removal of posts, if considered desirable.
- 5.16 Quicker and more extensive intelligence searches could improve every aspect of policing from tackling anti social behaviour and local crime problems through to protecting the vulnerable, tackling terrorism and serious and organised crime.

Training – Benefits

- 5.17 Every officer and staff member who currently uses our investigation, intelligence, custody, and case preparation systems will need to become proficient with the Athena IT system. Clearly this will require a large-scale familiarisation programme in the initial roll out stages. However, The Athena solution will be a modern, web based product built for the 21st Century. Consequently it should be an intuitive system that the majority of users are able to use with minimal formal training e.g. through an on line training package.
- 5.18 In the longer term there are numerous benefits of having to educate new personnel in the use of only one core IT system (rather than many different systems) and against standardised business processes. This change will save time and money. Standardised processes and IT across the region also present new collaborative training opportunities across BCH and beyond.

6. Financial Implications

- 6.1 In summary, at the macro level financial benefits are derived from undertaking a single procurement process (rather than multiple procurements by each Force for each IT system); by undertaking a single IT system development and sharing the hardware and software costs among many Forces. Furthermore, representing a consortium of ten forces the Athena Commercial Advisory Group has been able to negotiate the best possible value for money commercial contract with the suppliers. It is anticipated that capital replacement costs will be significantly lower than if each module had been replaced separately on an individual Force basis.
- 6.2 At individual Force and Strategic Alliance levels, substantial non cashable benefits are accrued from the operational efficiencies described above. These time efficiencies could be converted into cash (by removing officer / staff posts from our establishment) or used to sustain performance at a time when establishment numbers are being reduced in line with savings plans.
- 6.3 Athena also enables a whole range of potential collaborative work streams to be considered, not just across BCH but also across all Athena consortium Forces, such as shared custody suites, shared criminal justice units, collaborated intelligence units, shared ICT departments and many more.
- 6.4 The question might be posed 'what is the alternative to buying Athena? Put simply, there is no 'off the shelf' product available for comparison that would deliver what we require of Athena. Hence, it has been necessary to undertake a comprehensive competitive tendering process under EU procurement Regulations to determine the fairest price and best value for money for the police service in buying an unprecedented product of this nature.
- 6.5 BC and H have already accepted that it is unreasonable to expect the reference Force (Essex) to carry all the risks and initial start up costs for an IT solution that will support more than 32,000 users across the region. Hence all the Founder Forces (including BCH) are asked to contribute to the shared Athena 'start up' costs this includes a capital contribution to Hosting hardware and the Master Licence in 2012.
- 6.6 Further payments (for implementation fees, software support and maintenance, hosting support and maintenance and back records conversion will then be due (as a mixture of revenue and capital payments) when Athena is operationally live across BCH (sometime in 2013). See Appendix A.
- 6.7 All costs are still subject to commercial confidentiality and negotiation with the two remaining bidders. Therefore it is not possible to provide confirmed costs to the Authority at this time.

- 6.8 However, an estimated capital and revenue cost profile has been drafted (Appendix A) to give stakeholders the best possible indication of the financial implications of taking Athena. These figures are also subject to commercial sensitivity. They can not be published under Part 1 disclosure and must be treated as confidential.

Financial Rebate

- 6.9 The overarching principle of the commercial agreement is that all Forces will pay an equitable amount for the services they receive. Hence, the seven Founder Forces bear the initial costs, but subsequently as more Forces join the consortium, part of their payment will be distributed as a rebate to the Founder Forces. It is not possible to quantify with certainty how much this figure might be and therefore it is not appropriate to 'bank' on this rebate. However, the realisation of some rebate to all the Founder Forces is highly likely.

Athena Management Organisation (AMO)

- 6.10 As stated, Athena will be 'run' by the Athena Management Organisation (AMO). This will have two 'arms' a) the Client Side Management Team (CSMT) formerly referred to as the 'Retained Organisation' and the Central Implementation Team (CIT). The CIT is expected to have a finite lifespan and is intended to be disbanded after implementation of the initial Athena Forces is achieved. The CSMT will commence when Athena first goes live operationally (October 2012) and will continue for the duration of the contracts (until c2025). The details of the structure, roles and governance of the AMO are still under discussion at the Strategic Board level. However, some high level projected costings have been supplied for planning purposes (Appendix A).

Localised Interface Costs

- 6.11 The chosen Athena system will need to be able to interface with numerous other IT systems. Some of these interfaced systems are national e.g. the Police National Computer and some of them will be local e.g. mobile data. A list of 21 specific interfaces have been included as part of the competitive dialogue with the potential product providers and consequently will be paid for within the costs itemised in Appendix A.
- 6.12 However, any additional local interfaces that we need between our local IT systems and Athena will cost the relevant Forces additional money. For example:- mobile data, back record conversion and HR data transfer are all likely to need a 'bespoke' interface between each Athena Force and Athena itself.
- 6.13 Some other IT systems are shared by a number of consortium forces e.g. command and control systems (Storm), Socrates (scenes of crime interface) and the i2 data search system. Consequently, development of an interface between these sorts of system and Athena will still be necessary, but the cost is likely to be shared between a number of Forces.

- 6.14 It is not possible at this stage to provide detailed costs for all localised IT interfaces. However, they will be taken into consideration as the detailed budgets and plans for Athena implementation continue to be developed.

Local Implementation

- 6.15 It should be noted that despite there being a Central Implementation Team supporting the roll out of Athena, it will also be necessary for each of the Strategic Allies to provide additional local resources to ensure timely and successful implementation of Athena. Specifically, resources from IT, training and project management will be required. The full understanding and commitment of many middle and senior managers will also be necessary to ensure a smooth adoption of the standardised business processes and new IT system.

7. Dependencies

- 7.1 The successful delivery of Athena is dependent on all Forces within the consortium (particularly the seven Founder Forces) maintaining their current and long term commitment to the project.

- 7.2 Athena is also dependent on the successful and timely delivery of other ICT projects being progressed under the Regional ICT Collaboration Programme, in particular:

- Integrated Access Management (IAM)
- Gazateer
- GIS Mapping system

- 7.3 These projects will carry their own costs but some of them (such as IAM) may be paid for in total (or partially) by the NPIA. Budget and costs of these projects are dealt with outside the remit of the Athena Project. At time of writing these three projects are reported to be on track with no major risks identified.

8. Risks

8.1 Pre-existing risks and issues

- 8.1.1 Many of our existing or 'legacy' IT systems are antiquated and inefficient. If we do not replace them, they will become increasingly less efficient and expensive to maintain.

- 8.1.2 The NSPIS support contract is coming to an end (latest 2016) and all NSPIS products must be replaced by this time or continue to be used unsupported, which presents an unacceptable risk to operational business.

- 8.1.3 With un-joined up data systems and the inability to search for or share intelligence easily, we run the risk every day of not using police held information across our Force boundaries that could prevent a crime, solve a crime or protect a vulnerable person.

8.1.4 Joined up IT is a critical 'enabler' that will support our current collaborated teams and provide the potential for far more collaborative working across BCH.

8.2 Future Risks and Issues

8.2.1 The operational and financial benefits of the Athena IT solution are numerous. However, there are also several significant risks that come with a project of such an unprecedented nature and scale.

Legacy Systems – Double Running

8.2.2 As detailed in Appendix A, all of the Founder Forces are asked to start contributing incrementally with financial payments (some capital and some revenue) over the next 12 months. However BCH will not see the system live operationally for at least another 18-24 months.

8.2.3 It is therefore inevitable that we will incur the running costs of our legacy IT systems, plus some capital and revenue contributions towards Athena. However, many of the costs will not need to be paid until Athena is operationally live across BCH (circa September 2013).

8.2.4 It is likely that once Athena is live we will have to continue to run our legacy IT systems until such time as all relevant data they contain has been successfully transferred onto the Athena system (See Back Records Conversion below). However, steps are being taken to minimise this period of double running.

8.2.5 There is also a risk that our legacy IT systems might collapse in the interim period, presenting the necessity to find an interim solution while we await Athena.

Contractual Risks and Commercial Risks

8.2.6 Great efforts have been made throughout the procurement process to limit the contractual and commercial risks to the reference Force (Essex) who carry the greatest risk and each of the Founder Forces which includes BC and H.

8.2.7 Consequently several of the key financial risks have been successfully transferred on to the product supplier rather than the Athena Forces. For example, all the costs of developing the software for Athena rest with the product supplier not the Athena consortium. Also, all risks regarding potential 'scalability' of the system rest with the product provider and not the Athena Forces.

The relationship with the Athena Management Organisation (AMO)

8.2.8 Establishing a centralised AMO, incorporating a Client Side Management Team has many financial and operational benefits. However it also comes with risks. Each Authority / Force will delegate much control and decision making to the AMO. If one of our Forces is not content with the service they are receiving from Athena they will have to take up their grievance with the supplier through the AMO.

8.2.9 However, any perceived risks from this arrangement will be mitigated by suitable governance arrangements e.g. the formation of an Athena Management Board which will oversee the AMO.

Information Management

8.2.10 The ability to access and share data across Force boundaries presents huge operational benefits. However, it also raises questions about data security and legal responsibility for data that sits in a shared data base. Each party as a data controller will be responsible for ensuring compliance with the Data Protection Act 1998 in regard to the processing of data for which that party is the data controller. This includes the provision and sharing of data for use by the Athena Management Organisation and data which is created by the AMO.

8.2.11 The host Chief Constable and the AMO shall be data processors of data for which the other parties are data controllers and shall comply with any directions or instructions of the other parties relating to that data. Further details regarding the handling of data are contained within the Athena S23 (Operations) collaboration agreement.

8.2.12 Athena data security level has been formally risk assessed and determined as 'Impact Level 3'. Relevant and appropriate data security measures will be put in place to minimise any risks of inappropriate or illegal use of Athena data.

Hosting and Maintenance

8.2.13 Athena will be a 'fully hosted system'. That is the product provider will deliver all the maintenance of the system and Athena forces ICT Departments will not have the knowledge, the access or the resources to fix any problems with the system. However, this situation is not unique in the world of IT management.

8.2.14 There are huge benefits of having a fully integrated suite of IT functions across our core business areas. However, there is a consummate risk of having 'all our eggs in one basket'. i.e. if the final product is sub optimal or faulty, then our core areas of policing will not be properly supported. However, Forces will not have to accept the product or start paying for it (other than the initial hosting costs and Master Licence contribution) until they are fully satisfied with the functionality of the system.

Monopoly of the Market

8.2.15 The benefit of buying as a consortium of Forces is that we can drive down the price at the point of purchase through a highly competitive tendering process. There is a risk that if Athena were to become the only product on the market then the supplier might gain the upper hand in negotiations when it comes to renewing the operating contract or negotiating different terms. This risk seems low and unlikely to manifest itself in the near future, with only 11 Forces showing firm commitment to taking Athena.

Back Records Conversion (BRC)

- 8.2.16 Linked to legacy systems (discussed above). The strategic Athena project board has determined the high level principles by which data should be accepted into the new Athena system from our old data bases. This process is known as 'back records conversion' (BRC). The agreed BRC Athena principles follow the MOPI rules of data handling.
- 8.2.17 However BCH still needs to decide locally what data will be transferred into the new system and how it will be sufficiently 'cleansed' and managed. It is impractical and undesirable to transfer everything from our legacy systems (much of which is unusable or irrelevant) into the new Athena data base. Hence, some data will not be transferred across and eventually access to each legacy system will at some point be denied. Consequently there is a small risk that a piece of information that currently sits in one of our legacy systems is overlooked in an investigation that takes place after Athena goes live. The question of BRC is subject to a separate piece of work which will take these risks into consideration.

9. Partnership Implications

- 9.1 There are numerous primary partners and key stakeholders involved in the Athena project. Firstly there are the seven Founder Forces who all share the initial costs and risks for establishing the system. Then there are four 'other member' Athena Forces i.e. Northamptonshire, City of London, British Transport Police and Sussex who have shown their commitment to joining.
- 9.2 Secondly there are several key stakeholders / partners in other organisations such as NPJA, NewCo, Crown Prosecution Service, HM Courts service, Probation and many more.
- 9.3 The Crown Prosecution Service and by default HMCS are under Governmental pressure to move as soon as possible to the use of completely electronic files (target date April 2012). A development such as Athena will assist our partners with this aim. There is a separate (but inter-related) piece of national work on going to help support digitisation of evidence.

10. Human Resources

- 10.1 The exact shape, structure and individual role profiles of the Athena Management Organisation are yet to be determined by the Strategic Athena Board. As the plans for the AMO gain more definition, it will become possible to consider the medium and longer term impact on relevant personnel in each Athena Force.
- 10.2 Similarly, any formal restructuring or change management programme that arises from the implementation of Athena will need to be subject first to its own business case and change work-stream.

11. Equality Impact Assessment

- 11.1 Norfolk Constabulary has conducted an EIA (in August 2011) for the Athena Project on behalf of all participating Forces. The Assessment concludes that there are no identified risks of Athena having an adverse impact on any particular individuals or communities.
- 11.2 The summary report states: 'The ICT solution will replace current solutions which have no differential impact. The solution is indifferent to race, gender, disability, sexual orientation, age, faith, beliefs, gender re-assignment, marriage or civil partnership status, pregnancy or recent birth of a baby, dependants and caring responsibilities, offending history'.

12. Support Functions

- 12.1 A joint BCH Athena Board has already been established to support the developmental stages of Athena and commence planning for implementation.
- 12.2 Implementation planning for Athena is in its very early stages within BCH. As an overarching principle, this project should not be seen purely as an IT change programme, but more significantly as a significant step change to operational policing, supported by a new IT system.

13. Senior Management Approval

- 13.1 All three Chief Officer teams in BC and H are fully supportive of adopting the Athena IT solution. The chosen option is to adopt all four modules across all three Forces, as this maximises interoperability, enables the brigading of units across Force boundaries and boosts operational efficiency and effectiveness.

14. Implementation

Implementation Plan – 'Wave One' November 2011 – October 2012

- 14.1 Once the procurement process is successfully concluded (18th November 2011), work can begin with the chosen supplier to design, build and test the Athena product commencing in November 2011.
- 14.2 By April / May 2012 there should be a product available for people to see and technical testing with Essex Police should be well underway. By October 2012 Essex should be live operationally with Athena.

'Wave Two' – October 2012 – September 2013

- 14.3 BCH currently sits in the second phase of Athena implementation, known as 'Wave two' under the commercial model. This means that technical testing of Athena for BCH should commence as soon as feasible after Essex goes live (testing for BCH commencing around December 2012 - January 2013) and that Athena should be operationally live in BCH by the end of September 2013. A more detailed implementation schedule is yet to be determined.

15. Conclusions

- 15.1 Strategically and operationally it makes obvious sense to adopt a single IT solution across the Strategic Alliance, with standardised operating procedures, which will support the core policing functions of intelligence, investigation and defendant management. This will enable a significant step change in operational policing across the Strategic Alliance and beyond.
- 15.2 A single IT solution will support our current collaborated teams and provide innumerable opportunities to develop further shared delivery of front, middle and back office functions across the Strategic Alliance.
- 15.3 Our current IT systems that deliver in these areas of business are already inefficient in many places and are rapidly growing in need of replacement.
- 15.4 Cash efficiencies are derived from a single procurement process, one centrally hosted / managed IT solution and combined purchasing power of the Athena consortium. Local operational efficiency is derived from the ability to instantaneously collate and share information across and within Force boundaries and prevent unnecessary duplication of data entry into separate IT systems.
- 15.5 Project Athena is an unprecedented project and consequently comes with a number of financial and operational risks. However, all reasonable steps are being taken to mitigate those risks. Consequently the overall potential benefits of Project Athena are considered to far outweigh the risks.

16. Next Steps

- 16.1 Once the final product supplier has been selected, a Master Licence for Athena will be granted to Essex Police Authority, who under the conditions of the procurement agreement will have the right to grant up to a maximum of 24 sub-licences to other forces within England and Wales during the remainder of the four year term of the framework agreement.
- 16.2 This makes a total of 25 licences for Athena. The Metropolitan Police, GMP and West Midlands police are excluded from this agreement for which separate arrangements are being negotiated should they wish to join. The carefully negotiated terms of the Master Licence do not penalise the Founder Forces and secures an attractive entry point for late adopters.
- 16.3 The Framework Agreement and Call Off contracts are based on standard Office of Government (OGC) templates. Essex signs the framework agreement and a call off contract and every other Athena Founder Force signs a call off contract.
- 16.4 Each Authority will have a number of contractual remedies and protections within the call off contract to protect the Authority in the event of various scenarios such as poor contractor performance, contractor insolvency etc).

16.5 The project is currently at a key stage. Competitive dialogue with the suppliers is now closed. The contract will be awarded by 1st November 2011 and the framework agreement and call off contracts must be signed by all of the Founder Forces by 18th November 2011.

16.6 The current projected timescales for implementation are that Essex should be operationally live with Athena by October 2012 and Hertfordshire, Bedfordshire and Cambridgeshire should go live sometime between October 2012 and September 2013.

17. Recommendations

17.1 Bedfordshire Cambridgeshire and Hertfordshire Police Authorities are asked to approve the business case, to agree the necessary finances, to support the adoption of the S23 (Operations) agreement and the Athena call off contract. Each Authority is asked to delegate executive authority in this regard to their respective Chief Executive, Chair and Chief Constable to sign the requisite documents as soon as they become available.

18. Consultation

Name	Title	Date of Consultation
Mr. Andy Bliss Mr. Simon Parr Mr. Alf Hitchcock	Chief Constables	15.09.11
Mr. James Hurley Mr. John Feavoyour Mr. John Fletcher	SROs for Collaboration	May-October 2011
Mr. Andrew White Dr. Dorothy Gregson Mrs. Stephanie McMenamy	Chief Executives	22.09.11

19. Appendix

A	Finance	Part 2 Confidential
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