

SCOTTISH POLICE
AUTHORITY

Meeting	Public SPA Board Meeting
Date	28 September 2017
Location	Jurys Inn Hotel, Inverness
Title of Paper	Contact, Command & Control – National Database Enquiry Unit
Item Number	9.2
Presented By	ACC Hawkins
Recommendation to Members:	For Approval
Appendix Attached: YES	Appendix A – NDEU Business Case

PURPOSE

The purpose of this paper is to seek approval for the creation of a National Database Enquiry Unit (NDEU), as described herein.

1. BACKGROUND

- 1.1 In January 2014, members approved the Strategic Direction for C3 Division. This principally focussed upon our call handling processes, including the creation of the Police Scotland Service Centre (PSSC) and 3 regional Area Control Rooms (ACR). However the Strategic Direction also extended to the creation of a National Command Centre in Inverness.
- 1.2 As members will be aware, for some time, what was originally termed the National Command Centre, has been widely referred to as the National Database Enquiry Unit (NDEU).
- 1.3 It is our intention that the NDEU will support operational policing by undertaking quick, live time database checks for frontline staff across the country. Staff within the NDEU will gain expertise in this field, and alleviate demand currently placed upon ACRs, enabling controllers to concentrate upon the management of police incidents. This will result in an improved service to operational officers and the public. The current ACR staffing model is predicated on the creation of the NDEU.

2. FURTHER DETAIL ON THE REPORT TOPIC

Strategic Direction

- 2.1 Key commitments and comments contained within the Strategic Direction, approved by the Scottish Police Authority in 2014, are outlined below for information:

1. **The Centre would be based in Inverness.**

"This critical front line function will be based within the current Inverness ACR, and will provide immediate support to front line officers right across the service area.¹"

2. **The primary function of the unit will be to undertake database checks.**

"It is also necessary to provide national support to both the division and the service in relation to many controller functions. The main ones being in relation to the Police National Computer and the criminal history databases. Across

¹ Strategic Direction Document, para 10.5.

the country these are researched on behalf of front line officers in excess of 1600 times each day. The creation of a unit to undertake this role will allow for individuals to develop expertise in this area, enabling them to assist with more detailed, relevant information in quicker time. This will significantly enhance the service given to our front line officers and, in turn, the public.²

3. That major incidents and events could be commanded from Inverness.

"This will also allow us to command major incidents and events from this location.³"

4. That there was the potential for a staff uplift in Inverness.

"Specifics in relation to this role have yet to be developed," however, "early indications are that it may require an increase of staff in this area.⁴"

- 2.2 The proposed model aligns to the C3 Strategic Direction to maximise operational effectiveness and resilience and ultimately improve service delivery to the public whilst minimising the impact on 'our people'. It provides posts for the existing police staff complement in Inverness but does not extend to an increase in staff.
- 2.3 It is important to note that the Strategic Direction was silent in relation to the existence of the PNC Unit in Govan. This unit, which has been in place since 2011 performs a similar role to that intended for the NDEU. The staff working within the unit have a wealth of experience and the unit currently provides an excellent service to the West region and to E Division.

Current Position and Need for Change

- 2.4 In early 2017, recognising the passage of time since the Strategic Direction had been approved and reflecting discussions at the SPA C3 Governance & Assurance Group and encouragement from HMICS, the Programme Team undertook a review of the Strategic Direction in relation to the NDEU. This was necessary in order to

² Strategic Direction Document, para 11.13.

³ Strategic Direction Document, para 10.5.

⁴ Strategic Direction Document, para 10.5.

ensure that the Strategic Direction remained relevant.

2.5 The review focussed upon:

- The need for database checks,
- Existing processes, and
- Demand.

The Need for Database Checks

2.6 The review concluded that database checks, while not part of the call handling process, are essential to providing an enhanced service to frontline officers and, in turn, to the public.

Existing Processes

2.7 Database checks are currently conducted in a disparate manner across the country. For example:

- In the North region, officers contact the relevant Area Control Room (at present ACR North in Dundee, or Inverness ACR for N Division) where controllers conduct the required check,
- In the East region (with the exception of E Division) this function is conducted by ACR East where, again, checks are carried out by ACR controllers, and
- For officers within E Division and all West Divisions, this function is conducted by the PNC Unit in Govan.

It is assessed that current practices are neither as effective nor efficient as possible.

Demand

2.8 A demand analysis exercise was undertaken which identified that:

- Across Scotland between 1600 and 2200 live database enquiries are conducted each day.
- 50% of checks originate in the West, 30% in the East, and 20% in the North.
- The average transaction time is 346 seconds per enquiry.
- Demand for checks exists 24 hours a day, 7 days a week.

2.9 The key conclusions drawn from the demand analysis are:

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- There is a requirement for 24/7 coverage,
- The coverage must be able to flex towards key demand periods, and
- 56 members of staff with an appropriate level of supervision are required to meet this demand. (This incorporates the accepted 36% shrinkage requirement for staff abstractions, such as annual leave, sickness and training).

The Proposal

2.10 Detailed planning activity for the NDEU commenced in late 2016. The NDEU was discussed at the C3IR Programme Board in November 2016 and again in January and February 2017. It was also discussed at the SPA, C3 Governance & Assurance Group meetings in May, June and September 2017.

Wider engagement is as described in paragraphs 2.32 – 2.34.

- 2.11 As planning progressed it became increasingly apparent that the creation of an NDEU, based solely in Inverness had a number of challenges. Indeed it was clear that such an approach may not represent the most appropriate means of delivering this function in a manner which meets current operational needs and remains flexible to future technological advances.
- 2.12 Consequently, there was a need to reconsider the manner in which an NDEU could be delivered, whilst still, where appropriate, seeking to honour commitments made to the Inverness area.
- 2.12 Consequently 7 options, were identified and assessed.

These were: -

- Do Nothing,
- Create a single National Database Enquiry Unit (NDEU) in Glasgow,
- Create a single National Database Enquiry Unit (NDEU) in Inverness,
- Implement a Twin Centre Model (Inverness and Glasgow) – 24/7 Operating Model,
- Implement a Twin Centre Model (Inverness and Glasgow) – Day/Late Shift Operating Model,

NOT PROTECTIVELY MARKED

- Implement a Virtualised Centre Model (Integrated Inverness & Glasgow Services), and
- ACR Resourced NDEU Services.

Of these only options 3 and 4a were feasible.

Option 1: Do Nothing

Summary Assessment: Discounted

This option maintains the status quo, retaining the current PNC Unit in Glasgow and ACR Controllers undertaking checks elsewhere in the country. Following migration, ACR North would be required to absorb the demand of all dynamic checks previously serviced by Inverness ACR which was not within the approved resource model. This option was discounted as it failed to address the operational need and would not lead to the creation of a unit in Inverness.

Option 2: Creation of a single National Database Enquiry Unit (NDEU) in Glasgow

Summary Assessment: Discounted

This option sees the upscaling of the well-established PNC Unit to provide a Force-wide NDEU unit from a single location. This model is not assessed as being particularly resilient in that a single site represents a potential 'single point of failure'. In addition, the unit would require technical and resource upscaling to meet national demands. It has been identified that this option has a dependency on the implementation of a Digital Integrated Communications Control System (ICCS) platform or equivalent upgrade which would increase the cost and considerably delay implementation of this key service. A business case for the implementation of the Digital ICCS is currently in development to be submitted through governance approvals later this financial year, with initial indications of implementation no earlier than 2019/20.

It is therefore not considered to be a suitable option in terms of addressing operational need and creating a unit in Inverness.

Option 3: Creation of a single National Database Enquiry Unit (NDEU) in Inverness

Summary Assessment: Potential Alignment

This option aligns to the strategic vision and planning assumptions in the initial strategic statement and commitment to Inverness. However, once again, this model is not assessed as being particularly resilient in that a single site represents a potential 'single point of failure'. This option also requires an upgrade to network capacity to improve resilience of the planned C3 Wide Area Network project which introduces additional capital and revenue expenditure.

Option 4a:	Twin Centre Model (Inverness and Glasgow) – 24/7 Operating Model
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Summary Assessment: Delivers to Requirement

This option assumes Inverness is reconfigured to provide database services to the North and East areas, whilst Glasgow is up scaled to provide similarly enhanced NDEU services to the West. Demand will be distributed to both centres in an optimum manner during critical periods thereby ensuring a quicker response to front line officers and ultimately a better service to the public. Further assessment of this 'preferred' model is detailed below.

Option 4b:	Twin Centre Model (Inverness and Glasgow) – Day/Late Shift Operating Model
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Summary Assessment: Discounted

As per option 4a, however, both units are assumed to operate between 0700 and 0230 hours. By removing a night shift component completely, the flexibility of staffing to support peak periods of demand is lost and there would be a need to increase staffing on the day and late shifts to cover critical periods.

Option 5:	Virtualised Centre Model (Integrated Inverness & Glasgow Services)
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Summary Assessment: Discounted

This option builds on option 4 and would provide full interconnectivity between the 2 sites.

However, the requirement of a virtualised service requires significant reconfiguration of the national Airwave and ICCS applications. This is a complex configuration that has not yet been required of Airwave within the UK and is likely to have a more significant impact on the operations of other ACR activity throughout the force.

The risks associated with such a complex implementation are felt to threaten overall timescales, costs and stability of the solution. As a result, whilst the estimates quoted above represent the most appropriate financial estimate for the option, the level of 'unknowns' introduces a marked reduction in confidence around this option. Therefore, this option has been discounted.

Option 6:	ACR Resourced NDEU Services
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Summary Assessment: Discounted

This option assumes there is no specific NDEU model created and the ACR Controllers assume full responsibility for database enquiry services across all 3 ACR areas. This option differs from option 1 (do nothing) as it accounts for an increase in ACR resourcing to meet the demand for NDEU checks across the Force. This option does not align to the strategic direction of C3 and will likely add rather than alleviate demand on ACRs.

Detailed Analysis of Both Viable Options

In summary options 3 and 4a were assessed as meeting the operational need to support frontline officers with database checks. These options were then subject to further detailed review and assessment. This considered both options under the following criteria:

- Resilience,
- Feasibility,
- Cost, and
- Future Proofing

and is shown in full in Appendix A (attached). This has been presented to, and approved by members of the SPA Finance Committee. For members' ease of reference, the key findings are summarised below.

Resilience

- 2.14 The single site model (option 3) represents a potential single point of failure which is a considerable draw-back. Service failure without fall-back provision represents an increased degree of risk to police officer safety, service delivery and reputation. A twin site model reduces these risks and for that reason, from a resilience perspective, option 4a is assessed as being the preferred option.
- 2.15 Also, at a time of significant ongoing structural change within C3, the proposition of disbanding the established PNC Unit in Govan (in line with option 3), is not attractive.

Feasibility

- 2.16 Whilst both single and twin site models (options 3 and 4a) are assessed as being achievable from an ICT perspective, the twin site model is considered to be far less challenging, both in terms of internal delivery and third party suppliers. The configuration required for a single site model has not been implemented anywhere else in the UK and so has an inherent degree of risk not posed by the proven configuration required of a twin site model.
- 2.17 Specifically, if a single site Inverness model were to be progressed:
- A migration of redundant communications systems (i.e. from Aberdeen ACR site) to the Inverness site, would be required in order to meet the capacity requirements for a national site in Inverness. This would be at an approximate cost of £185k for third party services, to create the required working capacity of 18 workstations.
 - In order to protect the resilience of the single site, it is estimated that £30k to £70k will be required to upgrade Network systems beyond the upgrade included within the existing C3 WAN provisions. This is necessary to increase the stability of the network into Inverness and reduce the potential for failure. In addition, such network upgrades are expected to introduce an additional £60 to £70k annual revenue costs for network rental and maintenance for the single site model.

- There would also need to be an additional spend of £46k, for communications configuration in order to replicate the current PNC Bureau functions delivered from Govan.

2.18 The twin site model is therefore preferable in terms of feasibility and achievability from an IT and cost perspective.

Cost

2.19 It is important to note that a considerable proportion of this spend is on a reconfiguration of Airwave arrangements. Airwave is due to be replaced in the near future and therefore significant new expenditure is not considered to be prudent. The proposed Twin Centre model is significantly more cost effective, than the single site alternative. This is demonstrated below.

NDEU based solely in Inverness

Migration of CCI Ports from Aberdeen (Capital)	c. £185k
ICCS/CADI Configuration (Capital)	c. £46k
Network Resilience	£30k (Capital)
Network rental & maintenance (Annual)	£60k (Revenue)
Maintenance (Annual)	£750
TOTAL	£322k

Further to this, members should be aware of the potential for additional costs in respect of VR / VER which could amount to up to £454k should staff in the existing PNC Unit in Govan elect to take this.

NDEU based in Inverness and Govan

ICCS/CADI Configuration (Capital)	c. £52k
Maintenance (Annual)	c. £750 (Revenue)
TOTAL	£52,750

Future Proofing - ESMCP

2.20 Finally, while current levels of demand have been considered it is equally important to assess the impact future developments will have on the need for frontline staff to be supported through the provision of database checks.

- 2.21 One such development is the introduction of greater mobility within policing. For example, the Home Office Emergency Services Mobile Communications Programme (ESMCP), is currently ongoing and seeks to replace Airwave radio communications with a 4G Emergency Services Network (ESN) across the whole of the UK. ESN will offer opportunities for the use of mobile data devices by police officers across Scotland.
- 2.22 The introduction of mobile devices is likely to provide operational officers with the opportunity to conduct some database checks themselves. It is unlikely, however, officers will be able to carry out comprehensive checks across all systems. It is therefore assessed that an NDEU function will still be required in support of front line officers. However, once the ESN system is embedded it is likely the demand placed on the NDEU will reduce.
- 2.23 Consequently, the proposed model which, as explained in paragraphs 2.26 – 2.31, has the vast majority of permanently contracted staff based in Inverness, working in conjunction with a small number of permanently contracted staff in Govan, who will be supported by seconded staff means that should demand fall, the reduction in demand would be offset by releasing secondees back to their base posts and maintaining the staff complement in Inverness.
- 2.24 Given the challenges highlighted in regard to the other options scoped in terms of feasibility, resilience, cost and commitment to 'our people' the twin site option presents as the most viable and achievable option to meet operational demand.**

Implications on Staff

- 2.25 In order to manage demand equally it is proposed that the new site in Inverness will capture demand from the East and North of the country (50%), with the site in Glasgow capturing demand from the West (50%) as it is already doing. The demand analysis had identified the NDEU based across two sites delivering 24/7 service will require 56 FTE operators, 4 supervisors and 1 Police Inspector to manage anticipated demand.

The proposed future operating model is as follows:

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	Inverness	Glasgow
Supervisors	2	2
Operators	28	28

- 2.26 Upon closure of the Inverness Control Room and Service Centre all staff members will be offered posts in the NDEU and provided with the appropriate support and training to undertake the new role. It should be noted that for Service Centre staff the new role represents an increase in grade and salary. The opportunity is also taken to praise the professionalism and commitment shown by the staff at Inverness. Should staff elect to undertake a role in the NDEU, they will provide a wealth of knowledge and experience to the unit.
- 2.27 There are 28.7 (FTE) members of staff currently working in the Inverness SC, although 2 members of staff are scheduled to leave in the coming months. It is also anticipated another 2 members of staff will be appointed as supervisors, resulting in an operator shortfall in Inverness of 4 FTE. These four posts will be advertised locally.
- 2.28 At this time there are 27 (FTE) members of staff based in Glasgow undertaking PNC duties. Of this figure 10 members of staff are permanently contracted with an additional 4 true permanent vacancies and 17 members of staff are currently internal secondees. The proposed model would maintain this balance in Glasgow. The proposed staffing model of 56 FTE is therefore constructed as follows split:
- **28 FTE, permanently contracted in Inverness.**
 - **14 FTE, permanently contracted in Glasgow.**
 - **14 FTE, secondees from across C3 Division.**

The commitment to Inverness is perhaps best demonstrated by this split.

This model provides flexibility to adapt, should demand for database checks decrease, as potentially may happen as described above. This would allow secondees to return to their base posts, and provide further job protection to the new positions created in Inverness.

- 2.29 The Programme Team has always been working from the planning assumption that the police staff working within the ACR and Service

Centre in Inverness would constitute the core staffing within the NDEU and the police officers would return to other policing duties in the local area. As a result of these proposed changes 14 police officers will be redeployed to various divisional duties within the Highlands and Islands Division.

- 2.30 Whilst it is recognised that initial commentary suggested that the creation of the NDEU in Inverness may result in a moderate increase in the number of police staff jobs, the proposal detailed in this paper is assessed as the most appropriate way to meet operational demand and maintain a unit in Inverness. The proposal (subject to Board approval) to offer posts to all members of police staff affected by the closure of the Inverness SC in the NDEU, demonstrates Police Scotland's ongoing commitment to the area.

Engagement

- 2.31 Members of the Force Executive have engaged positively with Highland Council on a number of occasions and further engagement has taken place throughout August and September. Subsequently, representatives from the Programme Team have attended every planned Scrutiny Board during this period across the 4 Local Authorities within N Division and provided a comprehensive briefing (with a question and answer session) to local elected members. Indeed, the planned submission to the SPA Board was delayed until September to allow for a longer period of engagement.
- 2.32 During this period of engagement Highland Council has indicated its disappointment following notification there will be no uplift of staff locally at the Inverness site due to the proposed implementation of a twin centre NDEU.
- 2.33 Engagement with staff associations is also ongoing with the C3 Divisional Commander having met with and updated representatives at ACR North, Dundee, during the week beginning 4th September 2017. Representatives were supportive of the ongoing implementation plan and appreciative of the continuing engagement with C3 Division.

3. FINANCIAL IMPLICATIONS

- 3.1 Implementation of this model would result in capital costs of £52,000, which have already been incorporated and approved within the ICT Core Tech Refresh FBC approved by Corporate Finance & Investment Board on 25th July 2017.

- 3.2 The NDEU operation will also require annual revenue costs in the region of £1,600,962. This relates to £1,600,212 of salary costs which are transferred from existing C3 salary costs and do not represent additional expenditure when compared to current budgeted positions within the division.
- 3.3 The remaining £750 revenue cost relates to a minor increase in ICT support and maintenance costs for the provision of support of the NDEU specific configuration changes to the Airwave and C3 ICCS systems for radio communications.
- 3.4 The broader cost of change associated with this programme and the impact this has on Police Scotland, has previously been reported and is being closely monitored at Force Executive level.

4. PERSONNEL IMPLICATIONS

- 4.1 There are significant personnel implications and these have been detailed throughout this paper.

5. LEGAL IMPLICATIONS

- 5.1 There are no legal implications as a consequence of this paper.

6. REPUTATIONAL IMPLICATIONS

- 6.1 There are significant reputational implications and these have been detailed throughout this paper.

7. SOCIAL IMPLICATIONS

- 7.1 There are no social implications as a consequence of this paper.

8. COMMUNITY IMPACT

- 8.1 The C3IR Programme is focussed upon delivering improved Contact, Command and Control Services (the benefits of which have previously been articulated) and the creation of the National Database Enquiry Unit is a key component in this.

9. EQUALITIES IMPLICATIONS

- 9.1 There are no equalities implications as a consequence of this paper.

10. ENVIRONMENT IMPLICATIONS

10.1 There are no environmental implications as a consequence of this paper.

RECOMMENDATIONS

Members are requested to approve the proposal to implement a twin centre National Database Enquiry Unit (option 4a).



Police Scotland *C3IR National Database Enquiry Unit (NDEU)* Full Business Case (FBC)

Key Background Information	
Primary Driver for Change	C3 Strategic Direction
Predicted Cost Range	£52k Capital (already approved as part of the ICT Core Tech Refresh Project)
Key Benefits Expected	Dedicated live database enquiry service for frontline officers
Predicted Duration Range	

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Strategic Objectives of Policing 2026	<i>Does the proposed investment have the potential to meet the objectives of Policing 2026?</i>
Improving public contact, engagement and activity	Yes
Strengthen effective partnerships	No
Empower, enable and develop our people	Yes
Invest in our use of information and technology	Yes
Enhance cyber and forensic capabilities	No
Transform corporate support services	No

Version Control and Date	0.4
Authors	CS Alan Waddell David Bell, Business Analyst
Peer Review	Derek Kilday
Approved By	ACC John Hawkins

Department	Issued to	Date Issued	Signed off? (Yes/No)
ICT:			Yes
Finance:			Yes
Estates:			Yes
Procurement:			Yes
HR:			Yes
Information Management/Assurance:			N/A

Purpose:

The purpose of the FBC is to set out a detailed analysis of the proposed investment in order to support the appraisal and evaluation process.

1. Executive Summary

1.1 Background Information

This Full Business Case (FBC) revisits the proposals for a National Database Enquiry Unit (NDEU) detailed within an NDEU FBC produced in November 2016.

The C3 Strategic Direction, in January 2014, made a commitment to the implementation of a 'National Command Centre' in Inverness. Subsequently this has been widely referred to as the National Database Enquiry Unit (NDEU).

The FBC produced in November 2016 explored 7 overall options, identifying two clear viable options as:

Option 1: A Single NDEU in Inverness (previously referred to as Option 3)

Option 2: A Twin Centre NDEU in Inverness and Glasgow (previously referred to as Option 4a)

Following significant consultation and engagement, this FBC seeks to revisit these two key options by way of clarification and update. This recognises the changes in circumstances since the original FBC in respect of updated financials and feedback gained during the appropriate engagement.

1.2 Options Overview

Option 1: Creation of a Single Centre National Database Enquiry Unit (NDEU) in Inverness (Originally referred to as Option 3)

This option seeks to implement the complete NDEU function operating and staffed fully from a single site located in Inverness, utilising the facilities to be vacated by the Inverness Area Control Room (ACR) and Service Centre (SC).

The facility would operate 24/7.

Staff would be transferred from the existing Inverness ACR and SC (28 Operators + 2 Supervisors)

Additional recruitment of staff would also be required for Inverness (28 Operators + 2 Supervisors + 1 Inspector).

This would also require the closure of the current Glasgow PNC Bureau and the redeployment of affected staff.

Option 2: Creation of a Twin Centre National Database Enquiry Unit (NDEU) in Inverness and Glasgow (Originally referred to as Option 4a)

This option seeks to implement the NDEU function for Police Scotland operating from two locations – Glasgow (Govan ACR) and Inverness (former ACR).

Both facilities would operate 24/7.

Staff would be transferred from the existing Inverness ACR and SC and the Glasgow PNC Bureau.

Inverness	=	28 Operators + 2 Supervisors
Glasgow	=	14 Operators + 1 Supervisor + 1 Inspector

Additional staffing can be facilitated through the use of secondments from other roles to meet changing demands on the service, utilising existing budgeted staff from Glasgow as is the case at present with the PNC Bureau.

The level of secondments required to support the demand for NDEU would therefore be:

Glasgow	=	14 Operators + 1 Supervisor
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No additional recruitment or redeployments would be required.

1.3 Options Appraisal

For the purposes of assessing the suitability of the options to the business requirement, the options have been considered against the following criteria:

- Resilience.
- Feasibility.
- Best Value.
- Future Proofing.
- Staffing.

Each of these criteria is discussed in detail in section 4 below and a summary of the options appraisal is presented within section 4.4.

1.4 Financial Appraisal

A detailed financial appraisal has been included within Appendix 1.

A summary of the financial appraisal is represented below:

Capital and Revenue Cost Overview (inc. VAT, opportunity costs, staff costs and exc. Inflation)

	Capital (£)	Revenue (£)	Benefits (£)
Option 1	261,000	2,543,852	571,108
Option 2	52,000	1,600,962	0

NPV/NPC Results

	NPC(£)	Rank
Option 1	2,183,579	2
Option 2	1,604,933	1

Current Revenue Spend (Annual): £1,600,212 (not including secondments)

Proposed Revenue Spend (Annual):

Option 1 £2,243,280
Option 2 £1,600,962

Capital Costs (One-Off)

Option 1 £261,000
Option 2 £52,000

Revenue Costs (One-Off)

Option 1 £300,572 (Govan redeployment)

It should be emphasised that Option 1 would require **additional** revenue budgeted to be allocated to the C3 budget to the value of **£582,318 per year** (not including initial potential VR/ER costs associated with Option 1 estimated at £300k).

Option 2 from a revenue perspective represents **existing** revenue budget spend, excepting a small **annual increase of £750**.

The capital funds identified in relation to Option 2 have already been identified and allocated within the ICT Core Tech Refresh project, approved by CFIB on 25 July 2017.

1.5 Recommended Option

Assessing the overall requirements of the NDEU, considered against the identified criteria of resilience, feasibility, best value, future proofing, staffing and the overall financial appraisal it is recommended that **Option 2, Creation of a Twin Centre National Database Enquiry Unit (NDEU) in Inverness and Glasgow** be considered as the preferred option for implementation of the NDEU requirement.

Option 2 from a revenue perspective represents **existing** revenue budget spend.

2. Background Information

A Strategic Direction for C3 Division was published in January 2014. This principally focussed upon C3 Division's call handling processes, including the creation of the Police Scotland Service Centre (PSSC) and the 3 regional Area Control Rooms (ACR). However the Strategic Direction also extended to the creation of a National Command Centre in Inverness.

What was originally termed the National Command Centre, has been widely referred to as the National Database Enquiry Unit (NDEU).

The NDEU will support operational policing by undertaking quick, live time database checks for frontline staff across the country. Staff within the NDEU will gain expertise in this field, and alleviate demand currently placed upon ACRs, enabling controllers to concentrate upon the management of police incidents. This will result in an improved service to operational officers and the public. The current ACR staffing model is predicated on the creation of the NDEU.

In November 2016, recognising the passage of time since the Strategic Direction had been approved and reflecting discussions at the SPA C3 Governance & Assurance Group and encouragement from HMICS, the Programme Team undertook a review of the Strategic Direction in relation to the NDEU. This was necessary in order to ensure that the Strategic Direction remained relevant.

2.1 Early Draft Full Business Case

The outcome of the above review published a Full Business Case (FBC) for NDEU which also contained a full analysis of the requirement. The NDEU review focussed upon the need for database checks, existing processes, and anticipated demand to the service.

Detailed planning activity for the NDEU commenced in late 2016. The NDEU was considered at the C3IR Programme Board in November 2016 and again in January and February 2017. It was also discussed at the SPA, C3 Governance & Assurance Group meetings in May, June and September 2017.

As planning progressed it became increasingly apparent that the creation of an NDEU, based solely in Inverness had a number of challenges. Indeed it was clear that such an approach may not represent the most appropriate means of delivering this function in a manner which meets current operational needs and remains flexible to future technological advances.

It was clear there was a need to reconsider the manner in which an NDEU could be delivered, whilst still, where appropriate, seeking to honour commitments made to the Inverness area.

Consequently 7 options were assessed and presented in the first draft of the FBC. These options are presented for information within Appendix 2.

2.2 Project Governance, Approvals and Engagement

Members of the Force Executive have engaged positively with Highland Council on a number of occasions and further engagement has taken place throughout August and September. Subsequently representatives from the Programme Team have attended every planned Scrutiny Board during this period across the 4 Local Authorities within N Division and provided a comprehensive briefing (with a question and answer session) to local elected members. As a result the planned submission to the SPA Board was delayed until September to allow for a longer period of engagement.

During this period of engagement Highland Council have indicated their disappointment following notification there will be no uplift of staff locally at the Inverness site due to the proposed implementation of a twin centre NDEU.

Engagement with staff associations is also ongoing with the C3 Divisional Commander having met with and updated representatives at North ACR, Dundee, during the week beginning 4th September 2017. Representatives were supportive of the ongoing implementation plan and appreciative of the continuing engagement with C3 Division.

2.3 Requirement for an Updated Full Business Case

In recognition that a number of factors have changed since the publication of the first draft of the FBC, and acknowledging the feedback received through ongoing engagement with stakeholders as detailed above, there is a requirement to review the content of the FBC. This was affirmed at the SPA Finance Committee held on Thursday 14 September 2017.

Key factors to be considered within an updated FBC include:

- Changes to salary related costs resulting from 2017/18 finances and staffing levels.
- Feedback from additional staff and stakeholder engagement.
- Alignment to the latest Police Scotland Programme Office governance procedures.
- The need to reflect 24/7 Inverness capacity following staff engagement and HR assessment.

When considering such factors, it is recognised that the options presented within the initial draft FBC which were discounted from consideration remain unfeasible in terms of the NDEU requirement.

This FBC therefore will focus on reconsidering only those options considered to be feasible within the earlier versions of the FBC:

Option 1: Creation of a Single Centre National Database Enquiry Unit (NDEU) in Inverness (Originally referred to as Option 3)

Option 2: Creation of a Twin Centre National Database Enquiry Unit (NDEU) in Inverness and Glasgow (Originally referred to as Option 4a)

3. Strategic Case

The Strategic Case demonstrates that the spending proposal provides business synergy and strategic fit and is predicated upon a robust and evidence based case for change.

3.1 Purpose

This business case seeks the approval to proceed with the presented recommended option to implement an NDEU function within C3 Division.

As will be presented, the recommended option requires the following investments:

- Estimated £52k capital ICT investment for configuration change to C3 systems to meet the business requirements. This funding has already been identified and approved as part of the delivery of the “ICT Core Refresh” capital project being delivered via ICT Business-As-Usual activity.
- The migration of existing C3 Division revenue staffing budgets to facilitate the permanent movement of staffing from the current Govan PNC Bureau, Inverness ACR and Inverness Service Centre.

3.2 Strategic Fit with ‘Policing 2026’

Strategic Objectives of Policing 2026	Does the proposed investment have the potential to meet the objectives of Policing 2026?	Please provide details of how the proposed investment meets the objective (if applicable).
Improving public contact, engagement and activity	Yes	The NDEU will reduce the demand placed upon controllers within ACRs, allowing more focused attention on the deployment and management of incidents. This in turn will result in a better overall response for the public.
Strengthen effective partnerships	No	The NDEU function services internal demand and will not have a noticeable impact on partners.
Empower, enable and develop our people	Yes	The NDEU provides an improved level of service to officers requiring live-time database checks. The service allows officers to gain access to essential information with minimised delay. The level of information provided will be of a higher quality due to improved quality control and expertise of specialist operators.
Invest in our use of information and technology	Yes	The NDEU requires configuration changes to the radio communication systems enabling improved levels of point-to-point coverage and visibility for this specialist function.
Enhance cyber and forensic capabilities	No	The NDEU relates to live-time response officer database checks only and will not support in this area.
Transform corporate support services	No	The NDEU relates to live-time response officer database checks only and will not support in this area.

3.3 Case for Change

Key commitments and comments contained within the Strategic Direction, approved by the Scottish Police Authority in 2014, are outlined below for information:

1. The Centre would be based in Inverness.

“This critical front line function will be based within the current Inverness ACR, and will provide immediate support to front line officers right across the service area. ”

2. The primary function of the unit will be to undertake database checks.

“It is also necessary to provide national support to both the division and the service in relation to many controller functions. The main ones being in relation to the Police National Computer and the criminal history databases. Across the country these are researched on behalf of front line officers in excess of 1600 times each day. The creation of a unit to undertake this role will allow for individuals to develop expertise in this area, enabling them to assist with more detailed, relevant information in quicker time. This will significantly enhance the service given to our front line officers and, in turn, the public. ”

3. That major incidents and events could be commanded from Inverness.

“This will also allow us to command major incidents and events from this location. ”

4. That there was the potential for a staff uplift in Inverness.

“Specifics in relation to this role have yet to be developed,” however, “early indications are that it may require an increase of staff in this area. ”

The proposed model aligns to the C3 Strategic Direction to maximise operational effectiveness and resilience and ultimately improve service delivery to the public whilst minimising the impact on ‘our people’. It provides posts for the existing police staff complement in Inverness but does not extend to an increase in staff.

It is important to note that the Strategic Direction was silent in relation to the existence of the PNC Unit in Govan. This Unit, which has been in place since 2011 performs a similar role to that intended for the NDEU. The staff working within the unit have a wealth of experience and the unit currently provides an excellent service to the West region and to E Division.

Current Position and Need for Change

The NDEU review conducted in November 2016 focussed upon:

- The need for database checks,
- Existing processes, and
- Demand.

The Need for Database Checks

The review concluded that database checks, while not part of the call handling process, are essential to providing an enhanced service to frontline officers and, in turn to the public.

Existing Processes

Database checks are currently conducted in a disparate manner across the country. For example

- In the North region, officers contact the relevant Area Control Room (at present ACR North in Dundee, or Inverness ACR for N Division) where controllers conduct the required check.
- In the East region (with the exception of E Division) this function is conducted by ACR East where, again, checks are carried out by ACR controllers.
- For officers within E Division and all West Divisions, this function is conducted by the PNC Unit in Govan.

It is assessed that current practices are neither as effective nor efficient as possible.

Demand

A demand analysis exercise was undertaken which identified that:

- Across Scotland between 1600 and 2200 live database enquiries are conducted each day.
- 50% of checks originate in the West, 30% in the East, and 20% in the North.
- The average transaction time is 346 seconds per enquiry.
- Demand for checks exists 24 hours a day, 7 days a week.

The key conclusions drawn from the demand analysis are:

- There is a requirement for 24/7 coverage;
- The coverage must be able to flex towards key demand periods; and
- 56 members of staff with an appropriate level of supervision are required to meet this demand. (This incorporates the accepted 36% shrinkage requirement for staff abstractions, such as annual leave, sickness and training).

In order to manage demand equally it is proposed that the new site in Inverness will capture demand from the East and North of the country (50%), with the site in Glasgow capturing demand from the West (50%) as it is already doing. The demand analysis had identified the NDEU based across two sites delivering 24/7 service will require 56 FTE operators, 4 supervisors and 1 Police Inspector to manage anticipated demand.

3.4 Dependencies

There is a clear dependency with the C3IR Programme for the closure of Inverness ACR and Service Centre. In particular it is the intention to offer existing staff in Inverness roles within the NDEU. There will be a limited acceptable period between the closure of the existing facilities and the initiation of training and services for an NDEU due to HR policy.

Careful planning of the dependency will be critical to successful delivery of both projects.

4. Economic Case

The main purpose of the Economic Case is to demonstrate that the spending proposal optimises public value.

4.1 Options Overview

As explained in section 2.3, 'Requirement for an Updated Full Business Case', this FBC now considers the following options:

Option 1: Creation of a Single Centre National Database Enquiry Unit (NDEU) in Inverness (Originally referred to as Option 3)

This option seeks to implement the complete NDEU function operating and staffed fully from a single site located in Inverness, utilising the facilities to be vacated by the Inverness Area Control Room (ACR) and Service Centre (SC). The facility would operate 24/7.

Staff would be transferred from the existing Inverness ACR and SC (28 Operators + 2 Supervisors).

Additional recruitment of staff would also be required for Inverness (28 Operators + 2 Supervisors + 1 Inspector).

This would also require the closure of the current Glasgow PNC Bureau and the redeployment of affected staff.

Option 2: Creation of a Twin Centre National Database Enquiry Unit (NDEU) in Inverness and Glasgow (Originally referred to as Option 4a)

This option seeks to implement the NDEU function for Police Scotland operating from two locations – Glasgow (Govan ACR) and Inverness (former ACR). Both facilities would operate 24/7.

Staff would be transferred from the existing Inverness ACR and SC and the Glasgow PNC Bureau.

Inverness	=	28 Operators + 2 Supervisors.
Glasgow	=	14 Operators + 1 Supervisor + 1 Inspector.

Additional staffing can be facilitated through the use of secondments from other roles to meet changing demands on the service, utilising existing budgeted staff from Glasgow as is the case at present with the PNC Bureau.

The level of secondments required to support the demand for NDEU would therefore be:

Glasgow	=	14 Operators + 1 Supervisor.
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No additional recruitment or redeployments would be required.

Both models fulfill the commitment to create a unit in Inverness.

Both models result in a staffing complement of:

- 56 Operators.
- 4 Supervisors.
- 1 Inspector.

4.2 Options Appraisal

For the purposes of assessing the suitability of the options to the business requirement, the options have been considered against the following criteria:

- Resilience.
- Feasibility.
- Best Value.
- Future Proofing.
- Staffing.

In addition, section 4.3 below further considers each option from the perspective of a detailed financial appraisal in line with current Police Scotland PMO guidelines.

4.2.1 Resilience

Requirement	<p>As a critical operational function requiring dedicated and efficient response to database enquiries, the service is required to:</p> <ul style="list-style-type: none"> • Be available 24/7 • Have an effective business continuity facility to enable transfer of services efficiently on the event of failure in availability or function from the primary site(s) • Have the flexibility to adjust staffing to meet changes in service demand.
Option 1	<p> Ability to operate 24/7.</p>
	<p> Fall-back business continuity services available in Dingwall, but limited to only a maximum of 8 workstations due to technical and physical constraints of the site.</p>
	<p> Challenging increasing staffing due to recruitment constraints and/or location constraints for sufficiently trained / available staff.</p>
Option 2	<p> Ability to operate 24/7.</p>
	<p> Fall-back business continuity services available in Dingwall (for Inverness) and Jackton (for Glasgow), whilst the primary sites can also act as fall-back facilities for each other (with some minor limitations).</p>
	<p> Ability to utilise on-site resources from ACR, SC and/or IR departments to provide additional staffing levels if required, utilising a flexible secondment model.</p>

The single site model (Option 1) represents a potential single point of failure which is a considerable draw-back. Service failure without fall-back provision represents an increased degree of risk to police officer safety, service delivery and reputation.

Also, at a time of significant ongoing structural change within C3, the proposition of disbanding the established PNC Unit in Govan (in line with Option 1), is not attractive.

A twin site model reduces these risks and for that reason, from a resilience perspective, Option 2 is assessed as being the preferred option.

4.2.2 Feasibility

Requirement	Considering business, governance and ICT requirements of the project: <ul style="list-style-type: none"> • Requirements must be achievable. • Requirements must be achievable within the tolerance of the project's costs. • Requirements must be achievable within the tolerance of the project's timescales.
Option 1	 ICT requirements are achievable.
	 ICT requirements, whilst assessed as achievable, have not previously been implemented. Risk of delays and cost increases in supplier delivery are considered significant.
Option 2	 ICT requirements are achievable.
	 ICT requirements represent similar activity to previous projects. Whilst not fully implemented in the manner of the requirements associated risks of delay and cost increases are considered to be manageable.

Whilst both single and twin site models are assessed as being achievable from an ICT perspective, the twin site model (Option 2) is considered to be far less challenging, both in terms of internal delivery and third party suppliers.

The configuration required for a single site model (Option 1) has not been implemented anywhere else in the UK and so has an inherent degree of risk not posed by the proven configuration required of a twin site model.

Specifically, if a single site Inverness model were to be progressed:

- A migration of redundant communications systems (e.g. from Aberdeen ACR site) to the Inverness site, would be required in order to meet the capacity requirements for a national site in Inverness. This would be at an approximate cost of £185k for third party services, to create the required working capacity of 18 workstations.
- In order to protect the resilience of the single site, it is estimated that £30k to £70k will be required to upgrade Network systems beyond the upgrade included within the existing C3 WAN provisions. This is necessary to increase the stability of the network into Inverness and reduce the potential for failure. In addition, such network upgrades are expected to introduce an additional £60 to £70k annual revenue costs for network rental and maintenance for the single site model.
- There would also need to be an additional spend of £46k, for communications configuration in order to replicate the current PNC Bureau functions delivered from Govan.

The twin site model (Option 2) is therefore preferable in terms of feasibility and achievability from an IT and project implementation perspective.

4.2.3 Best Value

It is important to note that a considerable proportion of this spend is on a reconfiguration of Airwave arrangements. Airwave is due to be replaced in the near future and therefore significant new expenditure is not considered to be prudent.

The proposed Twin Centre model (Option 2) is significantly more cost effective, than the single site alternative. This is demonstrated below.

	NDEU based solely in Inverness (Option 1)	NDEU based in Inverness and Govan (Option 2)
Migration of CCI Ports from Aberdeen	c. £185k (Capital)	c. £52k (Capital)
ICCS/CADI Configuration	c. £46k (Capital)	
Network Resilience	£30k (Capital)	
Network rental & maintenance (Annual)	£60k (Revenue)	
Maintenance (Annual)	£750 (Revenue)	£750 (Revenue)
TOTAL	c. £322k	£52,750
Additional Comments	Further to this, members should be aware of the potential for additional costs in respect of VR / VER which could amount to up to £585k should staff in the existing PNC Unit in Govan elect to take this.	

4.2.4 Future Proofing

Requirement	In relation to NDEU, there is a requirement to: <ul style="list-style-type: none"> • Increase staffing should demand increase. • Reduce staffing should demand decrease. • Re-align the service to be compatible with ESMCP/ESN introduction. 	
Option 1		Limited availability of other C3 staff to transfer to NDEU on secondment.
		Inflexible, permanent contracts resulting in VR/ER or redeployment requirements if future staffing requirements reduce
Option 2		Ability to transfer additional staff to NDEU function on a secondment basis as required.
		Ability to reduce staffing by returning secondees to base posts as required.

While current levels of demand have been considered it is equally important to assess the impact future developments will have on the need for frontline staff to be supported through the provision of database checks.

One such development is the introduction of greater mobility within policing. For example, the Home Office Emergency Services Mobile Communications Programme (ESMCP), is currently ongoing and seeks to replace Airwave radio communications with a 4G Emergency Services Network (ESN) across the whole of the UK. ESN will offer opportunities for the use of mobile data devices by police officers across Scotland.

The introduction of mobile devices is likely to provide operational officers with the opportunity to conduct some database checks themselves. It is unlikely however officers will be able to carry out comprehensive checks across all systems. It is therefore assessed that an NDEU function will still be required in support of front line officers. However once the ESN system is embedded it is likely the demand placed on the NDEU will reduce.

Option 2 has the vast majority of permanently contracted staff based in Inverness, working in conjunction with a small number of permanently contracted staff in Govan. This is felt to meet the demand levels anticipated, and will be supported by seconded staff to meet the immediate peak demand of the service at the point of implementation. However, as demand potentially reduces in future this means that such reduction would be offset by releasing secondees back to their base posts and maintaining the core NDEU staff complement in Inverness.

4.2.5 Staffing

Requirement	In relation to staffing, the requirements are to: <ul style="list-style-type: none"> • Ensure sufficient staffing capacity is achievable. • Reduce the need for redeployment or redundancy from C3 Division. • Maintain staff development and skills. • Retain staff longevity in post.
Option 1	 Additional recruitment of staff will be necessary to meet staffing levels. Recruitment for similar C3 roles within 'N' and 'A' division has been challenging.
	 Requires the closure of Glasgow PNC Bureau resulting in re-deployment or redundancies.
	 Staff possessing the required skill-set of the NDEU are all currently employed within Govan and would be redeployed / made redundant. All Inverness staff would require full training.
	 There is a risk that staff may become unsatisfied with the role and seek alternative career opportunities due to the different nature of the tasks involved.
Option 2	 Utilising existing staffing within Inverness & Govan (including current secondment positions) meets the overall staffing requirement.
	 There is no requirement for redeployment or VR/ER.
	 Experienced Govan staff with NDEU relevant skills are retained. Inverness staff would require full training.
	 Experienced Govan staff are familiar the requirements and nature of the NDEU function. There is a risk that staff may become unsatisfied with the role and seek alternative career opportunities due to the different nature of the tasks involved.

In relation to both proposed options, upon closure of the Inverness Control Room and Service Centre all staff members will be offered posts in the NDEU and provided with the appropriate support and training to undertake the new role. It should be noted that for Service Centre staff the new role

represents an increase in grade and salary. Should staff elect to undertake a role in the NDEU, they will provide a wealth of knowledge and experience to the unit.

However, as reflected in the comparison above, the nature of the NDEU role itself is considerably different from that of both the Inverness ACR and SC roles. There is a reasonable risk therefore that upon familiarisation with the requirements of the role that current Inverness staff may become unsatisfied with the nature and pace of the new role and begin to seek alternative career positions after an initial period of settling into the role. By comparison, staff experienced from the Glasgow PNC Bureau are familiar with the nature of the role and are less likely to experience such dissatisfaction from the changes introduced by the NDEU.

Furthermore the requirement for additional recruitment to enable Option 1 introduces notable risk given recent experiences with limited successful recruitment exercises for C3 roles within 'N' division and 'A' division in the past year. Due to the location and lack of other C3 facilities within the area, there is a reduced access to staff with the required skills and experience to apply for the vacancies. Mitigation for vacant posts would ordinarily be to rely on secondment opportunities, which are also limited as all C3 staff within the area would already have been offered an opportunity to transfer to the NDEU.

Option 2 by comparison offers considerably more flexibility in terms of fulfilling vacancies due to the increased access to other C3 experienced personnel on permanent or secondment positions.

4.3 Financial Appraisal

A detailed financial appraisal has been included within Appendix 1.

A summary of the financial appraisal is represented below:

Capital and Revenue Cost Overview (inc. VAT, opportunity costs, staff costs and exc. Inflation)

	Capital (£)	Revenue (£)	Benefits (£)
Option 1	261,000	2,543,852	571,108
Option 2	52,000	1,600,962	0

NPV/NPC Results

	NPC (£)	Rank
Option 1	2,183,579	2
Option 2	1,604,933	1

NOT PROTECTIVELY MARKED

Current Revenue Spend (Annual):	£1,600,212 (not including secondments)
Proposed Revenue Spend (Annual):	
Option 1	£2,243,280
Option 2	£1,600,962
Capital Costs (One-Off)	
Option 1	£261,000
Option 2	£52,000
Revenue Costs (One-Off)	
Option 1	£300,572 (Govan redeployment)

It should be emphasised that Option 1 would require **additional** revenue budgeted to be allocated to the C3 budget to the value of **£582,318 per year** (not including initial potential VR/ER costs associated with Option 1).

Option 2 from a revenue perspective represents **existing** revenue budget spend, excepting a small **annual increase of £750**.

The capital funds identified in relation to Option 2 have already been identified and allocated within the ICT Core Tech Refresh project, approved by CFIB on 25 July 2017.

Assumptions:

- Figures relating to current Govan staffing relate to permanent contracted positions only.
- VR/ER figures relating to redeployment of Govan staff (Option 1) are based on calculated estimates for those currently in post for permanent contracted positions, and do not represent formalised redundancy/retirement settlement figures.

4.4 Options Summary

Option 1	Option 2
Resilience	
 Ability to operate 24/7.	 Ability to operate 24/7.
 Fall-back business continuity services available in Dingwall, but limited to only a maximum of 8 workstations due to technical and physical constraints of the site.	 Fall-back business continuity services available in Dingwall (for Inverness) and Jackton (for Glasgow), whilst the primary sites can also act as fall-back facilities for each other (with some minor limitations).
 Potential challenges for increasing staffing due to recruitment constraints and/or location constraints for sufficiently trained / available staff.	 Ability to utilise on-site resources from ACR, SC and/or IR departments to provide additional staffing levels if required, utilising a flexible secondment model.

Option 1	Option 2
Feasibility	
 ICT requirements are achievable	 ICT requirements are achievable.
 ICT requirements, whilst assessed as achievable, have not previously been implemented. Risk of delays and cost increases in supplier delivery are considered significant.	 ICT requirements represent similar activity to previous projects. Whilst not fully implemented in the manner of the requirements associated risks of delay and cost increases are considered to be manageable.
Best Value	
£322k Airwave & Network Costs.	£52.75k Airwave & Network Costs.
Future Proofing	
 Limited availability of other C3 staff to transfer to NDEU on secondment.	 Ability to transfer additional staff to NDEU function on a secondment basis as required.
 Inflexible, permanent contracts resulting in VR/ER or redeployment requirements if future staffing requirements reduce.	 Ability to reduce staffing by returning secondees to base posts as required.
Staffing	
 Additional recruitment of staff will be necessary to meet staffing levels. Recruitment for similar C3 roles within 'N' and 'A' Divisions has been challenging.	 Utilising existing staffing within Inverness & Govan (including current secondment positions) meets the overall staffing requirement.
 Requires the closure of Glasgow PNC Bureau resulting in re-deployment or redundancies.	 There is no requirement for redeployment or VR/ER.
 Staff possessing the required skill-set of the NDEU are all currently employed within Govan and would be redeployed / made redundant. All Inverness staff would require full training.	 Experienced Govan staff with NDEU relevant skills are retained. Inverness staff would require full training.
 There is a risk that staff may become unsatisfied with the role and seek alternative career opportunities due to the different nature of the tasks involved.	 Experienced Govan staff are familiar the requirements and nature of the NDEU function. There is a risk that staff may become unsatisfied with the role and seek alternative career opportunities due to the different nature of the tasks involved.

4.5 Recommended Option

Assessing the overall requirements of the NDEU, considered against the identified criteria of resilience, feasibility, best value, future proofing, staffing and the overall financial appraisal it is recommended that **Option 2, Creation of a Twin Centre National Database Enquiry Unit (NDEU) in Inverness and Glasgow** be considered as the preferred option for implementation of the NDEU requirement.

5. Financial Case

The Financial Case demonstrates that the preferred option will result in a fundable and affordable deal.

5.1 Preferred Option & Affordability Analysis

The following affordability analysis assumes that the preparatory work in relation to NDEU would be completed within financial year 2017/18 (Year 0), with the full operation of the NDEU commencing with effect from Q1 2018/19 (Year 1).

	Year 0	Year 1
Option 2		
Capital (£)	(52,000)	0
Revenue (£)	0	(1,641,140)
Total (£)	(52,000)	(1,641,140)

Option 2 from a revenue perspective represents **existing** revenue budget spend.

The capital funds identified in relation to Option 2 have already been identified and allocated within the ICT Core Tech Refresh project, approved by CFIB on 25 July 2017.

6. Commercial Case

The Commercial Case demonstrates that the preferred option will result in a viable procurement and well-structured deal.

6.1 Procurement

The required ICT changes to facilitate the requirement of the proposed option are considered within the remit of existing contracts and therefore no additional procurement activity will be required by this project.

7. Management Case

The Management Case demonstrates that the preferred option is capable of being delivered successfully.

7.1 Estimated Timescales

The following represents an estimate for the delivery of the proposed option:

Stage	Key Activities	Projected Timescale
1 Project Start-up & Data Gathering	<ul style="list-style-type: none">• Assign Activity and Responsibilities.• Establish Project Plan.• Establish Benefits Realisation Plan.• Stakeholder Analysis.	Month 1
2 People Planning	<ul style="list-style-type: none">• Review Consultation Activity.• Issue Communications to Staff.• Achieve Board, JNCC & HRRC for final staffing and structure proposals.	Month 2 to 4
3 Implementation	<ul style="list-style-type: none">• Staff Training.• Technical Configuration Changes.• Communications to dependent divisions.	Month 5 to 6
4 Go Live	<ul style="list-style-type: none">• Communications to dependent divisions.• Soft launch of NDEU Services.• Full launch of NDEU Services.	Month 6 to 7

7.2 Project Management

The project will be managed under the direction and governance of the C3IR Programme Board.

7.3 Resources Required

The project will utilise existing resources from within the C3IR Programme Team and ICT business-as-usual resources.

8. Approval Request

FBC Funding Decision

The capital funds identified in relation to Option 2 have already been identified and allocated within the ICT Core Tech Refresh project, approved by CFIB on 25 July 2017.

Signature (Corporate Finance & Investment Board Chair)

9. Appendices

9.1 Appendix 1 - Financial Appraisal



NDEU Financials
Sept 2017 v0.4.xlsx

9.2 Appendix 2 - Summary of NDEU FBC (November 2016)

The following summarises the options presented within the initial version of this NDEU FBC, November 2016.

It should be noted that the figures quoted here represent 2016/17 salaries and assumed that Inverness did **not** operate 24/7 for all options other than Option 2.

Consequently 7 options, as detailed below, were assessed.

Option 1: Do Nothing

Summary Assessment:	Discounted
Revenue Costs (Year 1):	£1,177,058
Revenue Costs (Year 2):	£606,958
Capital Costs:	£0
Revenue Savings:	£739,111

This option maintains the status quo, retaining the current PNC Unit in Glasgow and ACR Controllers undertaking checks elsewhere in the country. Following migration, Dundee ACR would be required to absorb the demand of all dynamic checks previously serviced by Inverness ACR which was not within the approved resource model.

This option was discounted as it failed to address the operational need and would not lead to the creation of a unit in Inverness.

Option 2: Creation of a single National Database Enquiry Unit (NDEU) in Glasgow

Summary Assessment:	Discounted
Revenue Costs (Year 1):	£2,151,662
Revenue Costs (Year 2):	£1,581,562
Capital Costs:	£2,010,000
Revenue Savings:	£739,111

This option sees the upscaling of the well-established PNC Unit to provide a Force-wide NDEU unit from a single location. This model is not assessed as being particularly resilient in that a single site represents a potential 'single point of failure'. In addition, the Unit would require technical and resource upscaling to meet national demands. It has been identified that this option has a dependency on the implementation of a Digital ICCS platform or equivalent upgrade which would increase the cost and considerably delay implementation of this key service. A business case for the implementation of the Digital ICCS is currently in development to be submitted through governance approvals later this financial year, with initial indications of implementation no earlier than 2019/20.

It is therefore not considered to be a suitable option in terms of addressing operational need and creating a unit in Inverness.

Option 3: Creation of a single National Database Enquiry Unit (NDEU) in Inverness

Summary Assessment:	Potential Alignment
Revenue Costs (Year 1):	£2,156,392
Revenue Costs (Year 2):	£1,701,992
Capital Costs:	£261,000
Revenue Savings:	£606,958

This option aligns to the strategic vision and planning assumptions in the initial strategic statement and commitment to Inverness. However, once again, this model is not assessed as being particularly resilient in that a single site represents a potential ‘single point of failure’. This option also requires an upgrade to network capacity to improve resilience of the planned C3 Wide Area Network project which introduces additional capital and revenue expenditure.

Option 4a: Twin Centre Model (Inverness and Glasgow) – 24/7 Operating Model

Summary Assessment:	Delivers to Requirement
Revenue Costs (Year 1):	£1,676,191
Revenue Costs (Year 2):	£1,676,191
Capital Costs:	£52,000
Revenue Savings:	£0

This option assumes Inverness is reconfigured to provide database services to the North and East areas, whilst Glasgow is up scaled to provide similarly enhanced NDEU services to the West. Demand will be distributed to both centres in an optimum manner during critical periods thereby ensuring a quicker response to front line officers and ultimately a better service to the public. Further assessment of this ‘preferred’ model is detailed below.

Option 4b: Twin Centre Model (Inverness and Glasgow) – Day/Late Shift Operating Model

Summary Assessment:	Discounted
Revenue Costs (Year 1):	£1,682,323
Revenue Costs (Year 2):	£1,682,323
Capital Costs:	£52,000
Revenue Savings:	£0

As per option 4a however both units are assumed to operate between 0700 and 0230 hours. By removing a night shift component completely the flexibility of staffing to support peak periods of demand is lost and there would be a need to increase staffing on the day and late shifts to cover critical periods.

This option has been discounted due to the knock-on effect on ACRs during the NDEU’s closed period (night shift).

Option 5: Virtualised Centre Model (Integrated Inverness & Glasgow Services)

Summary Assessment:	Discounted
Revenue Costs (Year 1):	£1,676,191
Revenue Costs (Year 2):	£1,676,191
Capital Costs:	£87,000
Revenue Savings:	£0

This option builds on option 4 and would provide full interconnectivity between the 2 sites.

However the requirement of a virtualised service requires significant reconfiguration of the national Airwave and ICCS applications. This is a complex configuration that has not yet been required of Airwave within the UK and is likely to have a more significant impact on the operations of other ACR activity throughout the force.

The risks associated with such a complex implementation are felt to threaten overall timescales, costs and stability of the solution.

As a result, whilst the estimates quoted above represent the most appropriate financial estimate for the option, the level of 'unknowns' introduces a marked reduction in confidence around this option.

Therefore this option has been discounted.

Option 6: ACR Resourced NDEU Services

Summary Assessment:	Discounted
Revenue Costs (Year 1):	£2,237,777
Revenue Costs (Year 2):	£1,213,277
Capital Costs:	£0
Revenue Savings:	£1,346,069

This option assumes there is no specific NDEU model created and the ACR Controllers assume full responsibility for database enquiry services across all 3 ACR services. This option differs from option 1 (do nothing) as it accounts for an increase in ACR resourcing to meet the demand for NDEU checks across the Force.

This option does not align to the strategic direction of C3 and will likely add rather than alleviate demand on ACRs.