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Rev	Issue Date	Reason for Issue	Organisation	By	Check	Approve

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Contents

1. Executive Summary	8
1.1 Introduction.....	8
1.2 What is the nature of the proposed investment?	8
1.3 Why is it needed?	9
1.4 What is the best option for delivering the investment?	9
1.5 How much will it cost?.....	10
1.6 Is this project affordable?	11
1.7 Will the project pay back?	11
1.8 When will the project deliver?.....	12
1.9 What are the Governance arrangements for the project?	12
1.10 Is the project dependent on or a key dependency of other programmes?.....	13
2. The Strategic Case.....	14
2.1 Structure and Content of the Document	14
2.2 Organisational Overview.....	14
2.3 Overarching business strategies	15
2.4 Investment Objectives	17
2.5 Existing systems and operational arrangements	17
2.6 Business need - the case for change in standards & accreditation provision	18
2.7 Proposed business scope, timing and key service requirements.....	20
2.8 Main benefits.....	22
2.9 Strategic risks.....	23
2.10 Constraints.....	23
2.11 Dependencies	24
3. The Economic Case	25
3.1 Introduction.....	25
3.2 Critical Success Factors	25
3.3 The Long-listed Options	26
3.4 Short-listed Options	26
3.5 Economic Appraisal.....	27
3.5.1 Introduction	27
3.5.2 Estimating Benefits	27
3.5.3 Calculation	27
3.6 CSI.....	28
3.6.1 CSI accreditation calculation	28

3.6.2	Benefits of each option.....	28
3.6.3	Assessing non-financial but quantifiable and qualitative benefits.....	28
3.6.4	Estimating costs	29
3.6.5	Net Present Value findings	30
3.7	Risk Appraisal.....	31
3.7.1	Methodology	31
3.7.2	Summary of key observations and findings for risk assessment	31
3.8	Optimism bias.....	31
3.9	Analysis of Key Results.....	32
3.10	The preferred option	32
4.	The Commercial Case.....	33
4.1	Introduction.....	33
4.2	Required services.....	33
4.3	Potential for risk transfer.....	33
4.4	Commercial principles	33
4.5	Procurement strategy and implementation timescales.....	34
4.5.1	Proposed charging mechanisms	34
4.5.2	Proposed approach to contract management.....	34
4.5.3	Proposed key contractual clauses.....	34
4.6	Personnel implications (including TUPE)	34
4.7	Financial reporting standard (FRS) 102 accounting treatment	35
4.8	Introduction.....	35
4.9	Affordability analysis assumptions	35
4.10	Impact on income and expenditure accounts.....	35
4.11	Balance sheet impact	36
4.12	Overall affordability	36
5.	The Financial Case.....	37
5.1	Introduction.....	37
5.2	Programme management arrangements	37
5.3	Project management arrangements.....	37
5.3.1	Methodology	38
5.3.2	Project roles and responsibilities	38
5.3.3	Project Plan.....	39
5.4	Stakeholder management and communication plans	40
5.5	Outline arrangements for benefits realisation	41
5.6	Outline arrangements for risk management	41
5.7	Outline arrangements for post project evaluation	42

5.7.1	Post Implementation Review (PIR)	42
5.7.2	Project Evaluation Reviews (PERs)	42
5.8	Gateway review arrangements.....	42
	Scoping options	43
	Service Solution	43
	Service Delivery.....	44
	Implementation	45

Abbreviations and Acronyms

Abbreviation	Meaning
APCC	Association of Police and Crime Commissioners
BDA	Business Design Authority
BI	Business Intelligence
CCC	Chief Constables' Council
CCTV	Closed Circuit Television
CIPFA	Chartered Institute of Public Finance and Accountancy
CMM	Capability Maturity Model
CSE	Crime Scene Examiner
CSI	Crime Scene Investigator
ESMCP	Emergency Services Mobile Communications Programme
ESN	Emergency Services Network
FCN	Forensics Capability Network
FSR	Forensic Science Regulator
FY	Financial Year
HMIC	HM Inspectorate of Constabulary (now HMICFRS)
HMICFRS	HM Inspectorate of Constabulary and Fire and Rescue Services
HOB	Home Office Biometrics
IABS	Immigration and Asylum Biometrics System
ICT	Information and Communications Technology
IDENT1	The UK's central database for holding, searching and comparing biometric information
ISO	International Standards Organisation
JFBS	Joint Forensics and Biometrics Service
MI	Management Information
MOD	Ministry of Defence
MSP	Managing Successful Programmes
NABIS	National Ballistics Intelligence Service
NAO	National Audit Office
S23(1)	*S23(1)*
NDNAD	National DNA Database
NFFNG	National Forensic Framework Next Generation
NGS	Next Generation Sequencing
NLEDS	National Law Enforcement Data Services
NPCC	National Police Chiefs' Council
OBC	Outline Business Case
PCC	Police and Crime Commissioner
PER	Project Evaluation Reviews
PIR	Post Implementation Review

PMO	Programme Management Office
POA	Police Objective Analysis
PTF	Police Transformation Fund
PRTB	Police Reform and Transformation Board
R&D	Research and Development
RAID	Risks, Assumptions, Issues and Dependencies
SIAM	Service Integration and Management
SRO	Senior Responsible Owner
TDA	Technical Design Authority
TF	Transforming Forensics
TFP	Transforming Forensics Programme
TUPE	Transfer of Undertakings (Protection of Employment) Regulations 2006
VFM	Value for money



1. Executive Summary

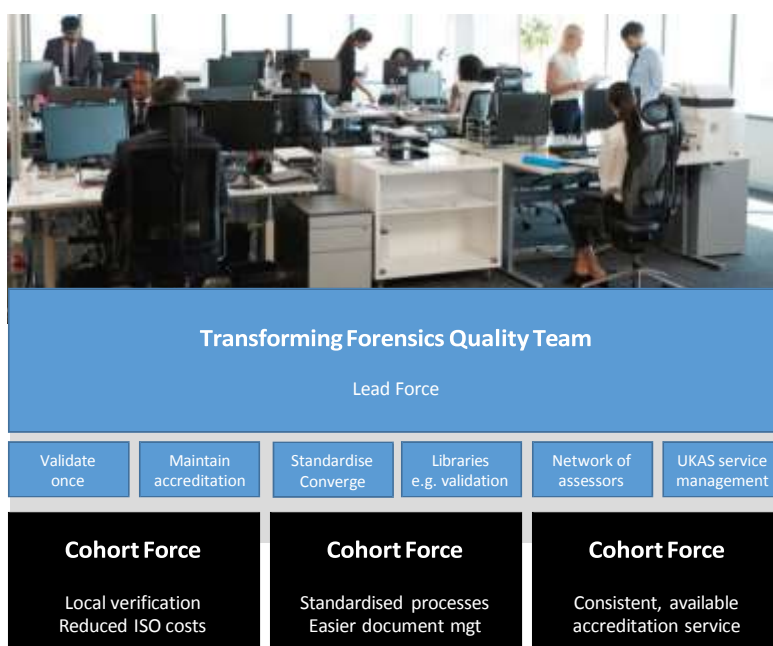
1.1 Introduction

This document sets out the Business Case for the Standards & Accreditation project, part of the Transforming Forensics Programme (TF). The Outline Business Case for TF and by extension this component project was approved with caveats by NPCC / CCC for further investigation. This Business Case contains a full evaluation of the options identified to progress the project in line with the wishes of the NPCC / CCC as expressed through the restricted endorsement of the OBC. The objective of this submission is to gain approval for the recommended option in this Business Case.

1.2 What is the nature of the proposed investment?

The investment requested through this business case will fund the development and delivery of a nationally coordinated approach to forensic accreditation and quality management, thereby reducing the overall time and cost of forensic accreditations and with a higher level of standardisation. This funding pays for the establishment of a small team of people, supported with appropriate systems and processes, to centrally manage and support Quality Management and accreditation, leading to:

- Accreditation cost savings
- Reduced unfunded risk of non-compliance and ISO maintenance
- Coordinated response to the FSR timetable
- Reduced accreditation challenge; simpler more consistent services



1.3 Why is it needed?

Meeting accreditation standards is a significant challenge for police forensic capabilities and the deadlines for compliance are demanding: October 2017 for digital forensics, October 2018 for fingerprints and October 2020 for crime scene examination. In her 2016 Annual Report, the Forensic Science Regulator Dr Gillian Tully found that: “On a practical level, the quality management systems used in police forces were set up to deal initially with relatively small scopes of activity (DNA recovery and fingerprint enhancement). As the scope of activities requiring quality management increases, the quality management systems employed are reaching their capacity limits.” Consequently, many police forces will currently struggle to meet these accreditation standards and deadlines. These concerns were repeated in the 2017 Annual Report, highlighting the failure by many police forces to meet the requirements for Digital Forensics and goes on to say “If there were to be a similar failure to meet the standards for fingerprint comparison by

October 2018, it would inevitably cast doubt on the competence of policing to deliver quality-assured forensic science”¹.

The need to meet these standards goes to the heart of legitimacy and policing by consent. It is imperative that quality standards are universally applied and continuously improved so that the science underlying all techniques is demonstrably well-founded, robust, and ultimately justifiable in a court of law.

In her publication “Codes of Practice and Conduct for forensic science providers and practitioners in the Criminal Justice System – Issue 3, February 2016”, the Forensic Science Regulator states that: “When the provisions in the Codes are fully implemented by all forensic science providers and practitioners and are understood by all end users, the potential for a forensic science quality failure to cause a miscarriage of justice will be substantially reduced. This is of course why, despite the challenging financial environment, the requirement to comply is so crucially important”.



In short, adherence to the FSR codes of practice the attendant ISO standards is not business as usual which generates a significant risk to the value of forensics in the wider CJS. This project provides an opportunity to transform the provision of quality assurance across the policing forensic landscape to deliver a national approach which is financially sustainable and value adding to the wider criminal justice system.

1.4 What is the best option for delivering the investment?

Having examined the dimensions of choice, identified the longlist of options and their pros and cons, identified and discussed a number of assumptions and constraints it was agreed that the relevant choices related to the extent to which the provision of a national quality team is a single central team or a network of regional teams.

The shortlist of options which have been taken forward for examination in the economic case of this business case are:

- Option 1 – Do nothing, allow forces to manage accreditation on an individual basis
- Option 2 – Create a new national quality team
- Option 3 – Create network of regional quality teams cooperating but independent

¹

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/674761/FSRAnnual_Report_2017_v1_01.pdf

Table 1 Economic summary

	Economic costs £'000s	Economic benefits £'000s	Net cost / (benefit) £'000s	Net present value (5-Year) £'000s	Rank
Option 1 – Do Nothing	-	-	-	-	2
Option 2 – Create a National Quality Team	(4,669)	5,375	706	587	1
Option 3 – Create a Network of Regional Quality Teams	(4,669)	3,318	(1,352)	(1,327)	3

Table 2 Summary economic analysis

Evaluation Results	Economic appraisals	Critical success factors	Non-financial benefits appraisal	Risk appraisal
Option 1 – Do Nothing	2	3	3	3
Option 2 – Create a National Quality Team	1	1	1	1
Option 3 – Create a Network of Regional Quality Teams	3	2	2	2

The analysis undertaken as part of the economic assessment shows clearly is that the best option is to adopt a national approach, which will deliver the greatest financial and non-financial benefits, has the best fit with project critical success factors and lowest risk of the options.

It is also clear that time is of the essence if policing forensics is to put forensic on a financially and operationally sustainable footing from the perspective of successfully attaining and retaining the Forensics Regulators demands for accreditation.

1.5 How much will it cost?

Table 3 Headline costs

Cost Category	Cost (£k)
Delivery team	2,578
IT Solution	122

Investment approval is being sought for the total implementation cost of £2.7m over two financial years, 2018/19 and 2019/20. Note these figures do not include VAT and it has been assumed that all VAT will be recoverable.

1.6 Is this project affordable?

The £30.35m funding requested by TF of the PRTB includes an amount of £2.7m for the Standards & Accreditation project which will ensure funding is available to execute the project to completion. The project is affordable.

1.7 Will the project pay back?

The project represents a good investment given the scale of benefits (both cashable and qualitative), risk reduction and transformation of the provision of quality management across policing forensics that will be delivered. Based upon work undertaken to date the Standards & Accreditation project is expected to deliver approximately net £0.5m p.a. cashable savings by 2020, whilst still covering the ongoing cost of the National Quality Team.

Figure 1 Payback graph

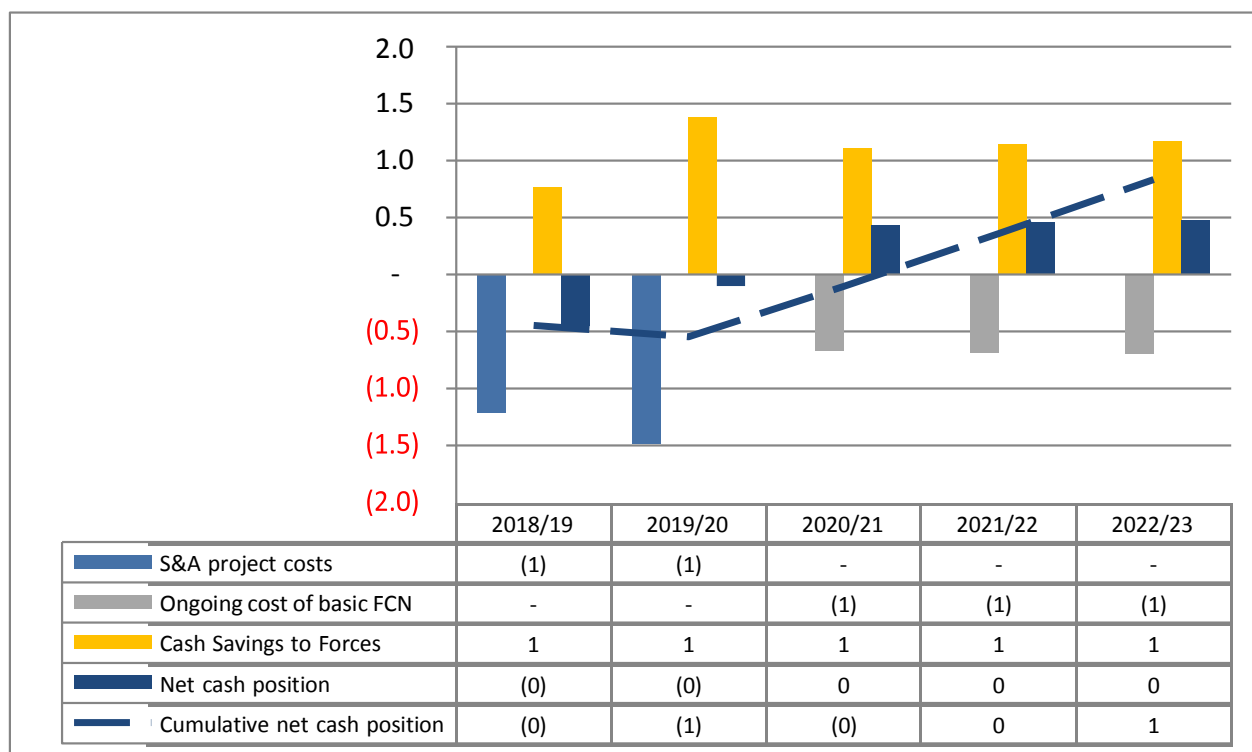


Table 4 Summary cost vs benefits

	2018/19	2019/20	2020/21	2021/22	2022/23	Total
	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s
Total cost	(1,213)	(1,517)	(683)	(696)	(710)	(4,820)
Potentially Cashable Benefits	767	1,431	1,147	1,186	1,210	5,742
Net (Cost) / Benefit	(446)	(86)	465	490	500	922

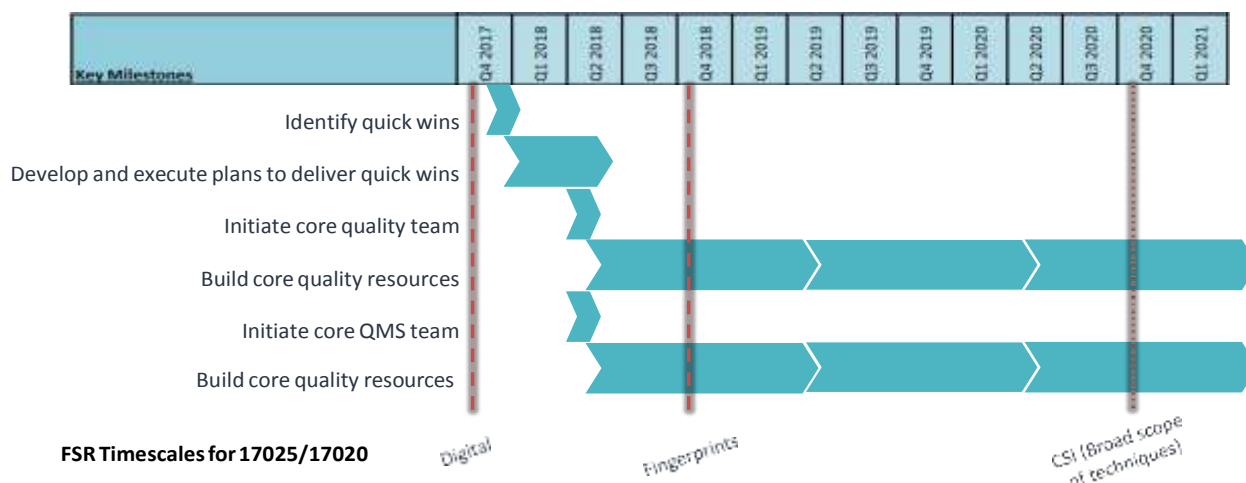
However, the cashable savings, whilst important are only part of the benefits which can be realised through the Standards & Accreditation project. This project is the primary programme vehicle for:

- Transforming the perception and approach to quality management across policing forensics
- Making the retention of accreditation a value adding part of business as usual

- Delivering levels of professionalism, expertise, confidence and trust, which will not only strengthen the link between communities and policing but will also inspire the skilled and dedicated forensic workforce to deliver ever better outcomes
- Creating a future-proofed National Quality Team with the knowledge, capacity and remit to facilitate innovation and R&D investment by setting a clear, understood and facilitative framework for achieving accreditation of new services, equipment, techniques and so on.

1.8 When will the project deliver?

The project will be delivered over the two years to March 2020:



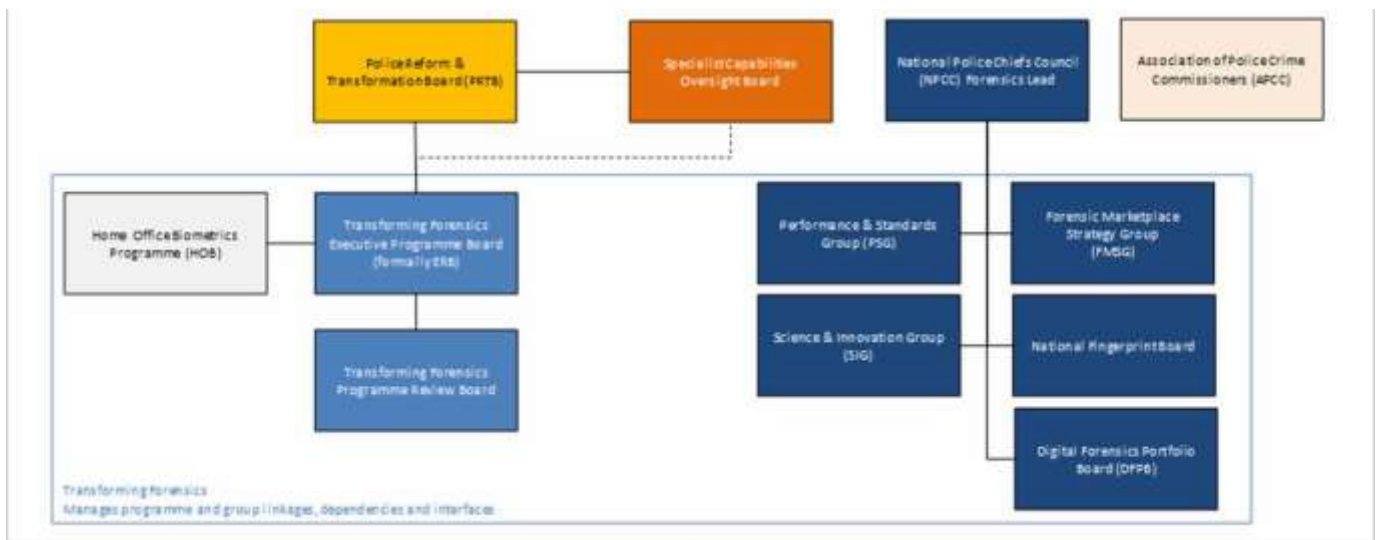
1.9 What are the Governance arrangements for the project?

The Standards & Accreditation project is part of the Transforming Forensics Programme which is being delivered through the NPCC Forensic Portfolio and governed by an already established Executive Review Board with Police and Home Office representatives, the APCC, the Forensic Science Regulator and other expert support, including academia.

A Governance framework has been defined and is in place. Executive and Programme boards are already established, and their roles and responsibilities defined. The Executive Board is jointly chaired by Chief Constable Debbie Simpson (the NPCC Lead for Forensics) and PCC Mark Burns-Williamson (the APCC Lead for Forensics). It reports through the Chief Constables' Council and the APCC. It also reports to PRTB in terms of performance against its funding grant.

Key governance roles currently in place include the APCC Sponsor, the Senior Responsible Owner (SRO), Performance and Standards Portfolio Group, Programme Director, Programme Manager, Business Change Managers and the Programme Office. The multi-disciplinary programme delivery team put in place to support the TF Programme is providing specialist management support in programme delivery, control and technical and business design.

Figure 2 Programme Governance structure



1.10 Is the project dependent on or a key dependency of other programmes?

The Standards and Accreditation project is dependent on other projects within TF to support it in meeting its aims fully, efficiently and effectively, namely the aggregation being delivered through the Fingerprint Capability project and the Forensic Capability Network being delivered through the Governance and Integration work. Other programmes such as HOB may influence the Standards & Accreditation project, however, it is neither dependent on other programmes, nor is it a dependency of other programmes.



2. The Strategic Case

2.1 Structure and Content of the Document

This business case has been prepared using the agreed standards and format for business cases, as set out in HM Treasury “The Green Book (Appraisal and Evaluation in Central Government)”. The approved format is the Five Case Model, which comprises the following key components:

- the strategic case section. This sets out the strategic context and the case for change, together with the supporting investment objectives for the scheme
- the economic case section. This demonstrates that the organisation has selected the choice for investment, which best meets the existing and future needs of the service and optimises value for money (VFM)
- the commercial case section. This outlines the content and structure of the proposed deal / commercial arrangements
- the financial case section. This confirms funding arrangements and affordability and explains any impact on the balance sheets of the participating organisations
- the management case section. This demonstrates that the scheme is achievable and can be delivered successfully to cost, time and quality.

The purpose of this section (the strategic case) is to explain how the scope of the proposed project fits within the existing business strategies of the participating organisations and to demonstrate a compelling case for change, in terms of existing and future operational needs.

2.2 Organisational Overview

This business case forms part of the Transforming Forensics Programme (TFP), which is being delivered on behalf of the Association of Police and Crime Commissioners (APCC) and the National Police Chiefs’ Council (NPCC). TFP is one of the 4 largest police transformation programmes within the Police Reform and Transformation Board portfolio. It operates on an “opt-in” basis and currently has sign-up from 44 of the United Kingdom’s policing / law enforcement organisations, as illustrated by the map below.

Figure 3 TF Cohort Forces



2.3 Overarching business strategies

The Transforming Forensics Programme, to which the Standards & Accreditation project belongs, has been carefully designed to support the delivery of the UK Policing Vision 2025 and the Home Office's Forensic Science Strategy March 2016.

The UK Policing Vision 2025 describes a future where:

- The link between communities and the police will continue to form the bedrock of British policing. **Local policing** will be tailored to society's complex and diverse needs – with the delivery of public protection being informed by community priorities and robust evidence-based demand analysis
- **Specialist capabilities** will be better prepared to respond to existing and emerging crime types. Decisions on how capabilities are positioned, structured and deployed will take into account the need to rapidly protect communities and the vulnerable, as well as provide value for money
- The police service will attract and retain a **workforce** of confident professionals able to operate with a high degree of autonomy and accountability and will better reflect its communities
- **Digital policing** will make it easier for the public to make contact with the police wherever they are in the country, enabling us to make better use of digital intelligence and evidence and transfer all material in a digital format to the criminal justice system
- Policing will be agile and outward focused. Police forces and their partners will work together in a consistent manner to enable **joined up business delivery** around policing support services and community safety
- Clear **accountability arrangements** will support policing at local, cross-force and national levels. This will ensure that there is coherence between the oversight of the police reform programme and local policing and crime plans, as well as developing arrangements that recognise the roles of different policing bodies. Police and Crime Commissioners (PCCs) will continue to be at the heart of engaging communities in the reform plans so that the public understand and have confidence in any change.

At the heart of creating this new future is **making transformative change** across the whole of policing with a keen focus upon the public and improving services for them. Central to this is a focus upon **inspiring the people who work in policing and working with them** to create the capabilities, systems and processes that will enable them to provide the first-class services members of the public deserve.

The Home Office's Forensic Science Strategy sets out a vision for forensic science, based upon a national approach to forensic science delivery in the criminal justice system with "a clearer system of governance to ensure quality standards and proper ethical oversight, and a cost-effective service that delivers to law enforcement and the Criminal Justice System robust and relevant forensic evidence, and in doing so strengthens public and judicial trust in forensic science."

Drawing together both Policing Vision 2025 and the Home Office's Forensic Science Strategy, the **Transforming Forensics Vision**, as agreed with the programme's broad range of stakeholders, is:

"To deliver high quality, specialist forensic capabilities in support of the 2025 policing vision to rapidly protect communities and the vulnerable, which is sustainable to meet future threats and demand."

The Transforming Forensics Programme Business Case provides a comprehensive analysis of how the TF Programme, as a whole, supports each of these elements of the future vision.

In the context of this particular project business case, the key elements of alignment are:

The Link between Communities and the Police will continue to be the bedrock of British policing.

The Transforming Forensics programme has been built upon the premise of policing by consent and recognises the need to embed legitimacy, trust and confidence, underpinned by the Code of Ethics, in all it does. Forensic analysis is a very powerful capability, trusted by the public and valued as a tool for effective policing. The Standards & Accreditation project will ensure that Forensic services remain a trusted tool, available to policing at a cost which is sustainable given current financial challenges.

Specialist capabilities will be better prepared to respond to existing and emerging crime types. Decisions on how capabilities are positioned, structured and deployed will take into account the need to rapidly protect communities and the vulnerable, as well as provide value for money.

The Transforming Forensics Programme is designed to provide or enhance a series of specialist capabilities and services that can be accessed by any law enforcement organisation and centre around victims and public protection. The Standards & Accreditation project is essential to ensuring specialist capabilities are delivered to the quality standards demanded by the regulator at a cost which can be borne by Forces.

The police service will attract and retain a workforce of confident professionals.

The ability to analyse and interpret Forensic material, often in very short timescales, requires a highly skilled workforce. The Standards & Accreditation project will see a renewed focus on workforce training and development as part of the drive to achieve accreditation. A skilled, motivated and trained workforce is a pre-requisite to achieve accreditation, this priority will ensure a sharper focus on workforce management.

Digital policing will make better use of digital intelligence and evidence and transfer all material in a digital format to the criminal justice system

The Transforming Forensics Programme recognises the vital and growing role of Digital in policing today and in the future and will enhance digital capabilities through identifying new and cost effective ways to meet the ever-growing demand for digital forensics. The Standards & Accreditation project is crucial to ensuring that the ability of policing to use digital forensic techniques does not outstrip its ability to demonstrate it is doing so to high quality standards which will build public trust and deliver significant benefits to policing and the wider CJS. The date by which all Forces were required to attain accreditation was October 2017, currently 40% of Forces remain unaccredited for this capability, representing a significant risk to the value of the evidence in court.

Policing will be agile and outward focused. Police forces and their partners will work together in a consistent manner to enable joined up business delivery.

The Transforming Forensics Programme is targeting positive impact across the whole criminal justice system, focused on delivery across the entire supply chain, from crime scene to court. The Standards & Accreditation project will facilitate a continued agile and outward focus by ensuring Policing Forensics is transparently operating to the same quality standards demanded of its partners in the supply chain such as commercial Forensic Service Providers (FSPs). This will enable a much smoother transition of work across policing and provider boundaries and facilitate more consistent ways of working between partners.

2.4 Investment Objectives

Supporting both the 2025 UK Policing Vision and the Home Office's Forensic Science Strategy is the Transforming Forensics Programme's own Vision, Missions, Objectives, Strategies and Tactics (VMOST).

The Programme Vision is organised around 4 mission statements, which also serve as overarching investment objectives:

- Investment Objective 1 – Achieving a shared vision and a collaborative approach
- Investment Objective 2 - Creating a sustainable national capability
- Investment Objective 3 - Developing and Inspiring people
- Investment Objective 4 - Ensuring long-term sustainability.

The aim of Standards & Accreditation is to develop a centrally co-ordinated approach to meeting quality standards and achieving the required ISO accreditations to stipulated timescales, and then to maintain accreditation in the future. The Standards & Accreditation project has been designed to support each of the programme investment objectives in the following way.

Investment Objective 1 - Achieving a Shared Vision and a Collaborative Approach

- Deliver a Standards and Accreditation Requirement Document.

Investment Objective 2 - Creating a Sustainable National Capability

- Establish a Transforming Forensics Quality Team (TFQT) based within a lead force
- Establish a National Police Scientific Knowledge Base

Investment Objective 3 - Developing and Inspiring People

- Implement a critical mass of training design, development and delivery capability to ensure staff are properly trained and competent in the new ways of working

Investment Objective 4 - Ensuring Long-Term Sustainability

- Improve the cost effectiveness and efficiency of delivering quality
- Improve rates of innovation and change by making accreditation easier

2.5 Existing systems and operational arrangements

Policing forensics

There is currently no systematic national approach to managing the attainment and retention of accreditation demanded by the regulator across the Forces of England and Wales. All Forces have a forensic science capability, acknowledging that some Forces have collaborated in the delivery of some aspects of forensic science provision, notably Fingerprints, and currently all Forces are working independently, reactively and with varying levels of success to attain the accreditation they require for these services. Symptomatic of this operationally ad hoc approach are the Quality Management Systems (QMS) Forces are using to support them in managing quality. These vary widely from Force to Force, often using secondary and sub-optimal functionality re-purposed to meet basic QMS requirements within an existing piece of software.

The Forensic Science Regulator

The Forensic Science Regulator is sponsored by the Home Office, but is a public appointee and operates independently of the Home Office, on behalf of the criminal justice system as a whole. It ensures that the provision of forensic science services across the criminal justice system is subject to an appropriate regime

of scientific quality standards. Its responsibilities involve: identifying the requirement for new or improved quality standards, leading on the development of new standards, where necessary, providing advice and guidance so that providers of forensic science services can demonstrate compliance with common standards.

The regulator's priorities and aims are to see that:

- forensic science services are delivered to appropriate standards (usually an international standard) tailored to meet the needs of the criminal justice system and subject to independent and effective assessments of quality
- high quality advice and guidance is provided to forensic science providers, ministers and others on the forensic science requirements of the criminal justice system
- there are effective means to investigate quality failures and to address any issues
- there is effective collaboration with the authorities in Scotland and Northern Ireland to achieve UK-wide quality standards
- the UK is a strong voice on projects to develop European or international standards for forensic science

The Forensic Regulator does not currently have statutory powers and so adherence to the Codes of Practice is not mandated in law, however the Regulator is pressing hard for statutory powers, and this is currently in progress by the Home Office. This would mean that the standards proposed would need to be laid before Parliament and the police forces would have greater influence over agreeing them – this influence would be stronger if the forces had a single unified voice under TF.

United Kingdom Accreditation Service

The United Kingdom Accreditation Service (UKAS) is a not for profit company limited by guarantee, and it is the national accreditation body for the United Kingdom, appointed by government, to assess organisations that provide certification, testing, inspection and calibration services.

UKAS is appointed as the national accreditation body by Accreditation Regulations 2009 (SI No 3155/2009) and the EU Regulation (EC) 765/2008. UKAS operates under a Memorandum of Understanding with the Government, through the Secretary of State for Department for Business, Energy & Industrial Strategy.

Accreditation determines the technical competence and integrity of organisations offering testing, inspection, calibration, verification and certification services (collectively known as conformity assessment). In short, UKAS 'checks the checkers'.

UKAS is a monopoly provider of accreditation services to the forensic industry in the UK, and is the sole route by which forensic services and suppliers can demonstrate conformity with the Forensic Regulator's Codes of Practice. UKAS is currently under-resourced to meet the burgeoning demands for accreditation across the policing forensic landscape, neither is it subject to any competition which might drive improved customer responsiveness or ensure economy, efficiency and effectiveness in the delivery of accreditation services.

There is anecdotal evidence that the service from UKAS is inconsistent, and often delayed due to a lack of UKAS resource, and the expectations of UKAS accreditors are not always consistent. The forces need accreditors to operate to a known standard and offer a reliable and responsive service. The National Quality Team established by TF and representing all participating forces can act as one voice and work more effectively and in partnership with UKAS to deliver this outcome.

2.6 Business need - the case for change in standards & accreditation provision

Meeting accreditation standards is a significant challenge for police forensic capabilities and the deadlines for compliance are demanding: October 2017 for Digital Forensics, October 2018 for fingerprints and October 2020 for crime scene examination. In her 2016 Annual Report, the Forensic Science Regulator Dr Gillian Tully found that: "On a practical level, the quality management systems used in police forces were set up to deal initially with relatively small scopes of activity (DNA recovery and fingerprint enhancement). As the scope of activities requiring quality management increases, the quality management systems

employed are reaching their capacity limits.” Consequently, many police forces are finding it challenging to meet these accreditation standards and deadlines.

And yet the need to meet these standards goes to the heart of legitimacy and policing by consent. It is imperative that quality standards are universally applied and continuously improved so that the science underlying all techniques is demonstrably well-founded, robust, and ultimately justifiable in a court of law.

In her publication “Codes of Practice and Conduct for forensic science providers and practitioners in the Criminal Justice System – Issue 3, February 2016”, the Forensic Science Regulator states that: “When the provisions in the Codes are fully implemented by all forensic science providers and practitioners and are understood by all end users, the potential for a forensic science quality failure to cause a miscarriage of justice will be substantially reduced. This is of course why, despite the challenging financial environment, the requirement to comply is so crucially important”.

To be more specific, there are five major reasons why the current police forensic landscape in England and Wales needs to change from the perspective of standards and accreditation.

The current organisational and operational arrangements are sub-optimal and present a real risk to the value of the forensic service to policing and could significantly impact on public trust in forensics over the next few years:

This is demonstrated by the fact that validation tests, developed locally, are not always shared more widely and innovations are stifled due to the cost and complexity of obtaining approval / accreditation on a piecemeal basis. Current services often lack the scale and resources to achieve accreditation without impacting on performance, manifested in, for example, backlogs in processing forensic evidence, and the QMSs currently employed are reaching capacity and many forces are struggling to meet current accreditation standards and deadlines.

Many forces have failed to achieve the required accreditation in Digital Forensics and this pattern is likely to be repeated for Fingerprints, this will result in forensic evidence to courts being subject to a disclaimer (the wording of which has yet to be defined) but which potentially invalidates or significantly weakens the value of forensic evidence in the eyes of the courts and the public.

The current arrangements are not sustainable given the demand now faced by policing and the financial constraints within which it is operating:

Policing forensic science is facing huge challenges as it seeks to effectively manage the demands of the FSR, whose deadlines are looming (October 2018 for 17025), or in the case of Digital Forensics have already passed (October 2017), within current funding envelopes, often without a clear budget line

Experience from those Forces that have achieved accreditation in some areas, is that retaining the accreditation is no less onerous than attaining it – this is not a one-off cost and workload burden which will reduce. Indications from UKAS are that the bar for attaining and retaining accreditation will be set higher in the future, currently Forces are benefiting from some forbearance of learning curve issues, but over time it is expected that such leniency will fade. This is not a cost to the business which will diminish, it is a new and repeatable overhead which must be funded properly from within an ever-smaller resource pool. To do this policing forensics will have to transform the way it thinks about quality and the way it delivers it. It also needs to develop a new culture in relation to quality – acting collectively to drive and influence ‘fit for purpose’ accreditation standards via commitment to a ‘quality embedded’ culture. TF can influence this by recruiting and creating Quality champions both within TF and the forces.

The current arrangements are out of step with both the UK Policing Vision 2025 and the Home Office’s Forensic Science Strategy:

The Home Office’s Forensic Science Strategy is based upon a national approach to forensic science delivery in the criminal justice system and Policing Vision 2025 states that policing’s specialist capabilities will be positioned, structured and deployed in a way that will take into account the need to rapidly protect communities and the vulnerable, as well as provide value for money. The current fragmented and sub-optimal approach is out of step with both these strategies.

The current organisational and operational arrangements are sub-optimal in terms of working effectively with the Regulator and with the monopoly provider of accreditation services (UKAS)

Currently each Force is one voice amongst 43 Forces and myriad other forensic providers, this leaves policing forensics unable to effectively engage with the Regulator with a single voice and raise legitimate concerns, challenge or recommendations to help shape forensic regulation for mutual benefit in partnership with the Regulator

Policing forensics is faced with an unusual position when trying to attain and retain accreditation, in that there is only one authorised (mandated) provider of accreditation services, UKAS. This has significant implications for the cost and timing of accreditation visits, the current fragmented landscape in forensics prevents Forces engaging with UKAS in a coordinated manner.

The current organisational and operational arrangements are sub-optimal in terms of proactively planning for future retention of accreditation and meeting new requirements,

It is vital that policing Forensics gets on the front-foot and proactively plans and manages future accreditation requirements to ensure it is leading the approach and discussions rather than reacting to a landscape defined by others in the supply chain, most prominently the monopoly provider UKAS, this will not be possible under the current fragmented arrangements

The most immediate obvious upcoming requirement is ISO 17020 which will impact CSIs amongst others, a far larger forensic workforce community, but other areas where a united front could foster significant benefits is in areas such as type-approval for equipment such as Digital Forensic kiosks, an area expected to grow significantly over future years.

2.7 Proposed business scope, timing and key service requirements

Over the next 2-3 years UK police forces face unprecedented demands to achieve ISO 17025 /17020 accreditation of their scientific activities including fingerprint comparison by October 2018 and all CSI activities by 2020. Overlaying this is the additional requirement to achieve compliance with the Forensic Regulator's Codes of Practice within the same timeframe.

All forces face effectively the same challenges, so significant savings in resource can be achieved by central coordination to identify opportunities to avoid duplication of effort and provide a pool of specialist knowledge and expertise to assist in for example in validation planning and training which forces individually would not be able to reasonably resource.

Establishing a National Quality Team will provide a dedicated resource to take an overarching role in leading and co-ordinating police efforts to meeting quality standards and achieving the required ISO accreditations to stipulated timescales.

The project will initially focus on the most immediate and pressing need for forces to achieve accreditation of fingerprint comparison activities. The second focus would be in supporting the Digital activity within forces and it is a key consideration that the deadline for achievement of the ISO17025 for these services passed on 1st October 2017. After the initial accreditation exercises the TF team would support the cohort forces in maintaining a stable quality framework within the police environment and building quality skills in areas such as experimental design.

The specific scope of the project is as follows:

Standards and Accreditation Requirement Document

The TF team will develop a formal requirements document that compiles various informal requirements documents into a structure that will support investment decisions and allow progress to be quantitatively assessed. For example, it will formalise the content of the HOB Programme FSR Fingerprint Quality Standards Requirement document.

Establish a Transforming Forensics Quality Team (TFQT) based within a lead force

The TFQT will be established within a host police force, selected on the basis of willingness and maturity of their quality management processes. This team will be directly employed by the host force and, with the

support of the core TF Management team, will negotiate/clarify agreement with accreditors and regulatory bodies to recognise any new structure. This team would effectively manage all dedicated forensic quality resources across the forces/capabilities that opt into the TF programme. Activities would include:

- Coordination of quality functions, audit capability including blind trials, proficiency testing, competency assessment, document control etc.
- Leading/coordinating role for any initiatives to introduce new science so that quality is built into the fabric of the design right from the planning stages
- Providing technical input into the tendering process to ensure procurement exercises are more effective and coherent
- Developing and delivering training aids focusing on improving knowledge and skill levels within police forces in the planning and conducting of scientific validation studies, including experimental design
- Providing a lead role in partnership with technical experts in standardisation of techniques and processes.

The TFQT will both manage and co-ordinate quality activities and their mandate will be provided by cohort forces agreeing to collaborate under a Section 22. This team would adopt the QMS of the host force as a starting point, and will drive through a programme of standardisation with the aim of achieving sufficient convergence of scientific approach for techniques to enable SOPs to be shared by all participating forces. At this point, the "validate once, verify many" approach can be adopted.

Their initial focus will be on validation of fingerprint comparison, plus the validation and integration/roll-out of the HOB update of Ident1. They would grow over the initial 12 months to develop the skills required to provide direct assistance to forces with respect to specific accreditation challenges they face at local level, principally with regard to scientific validation and experimental design.

The TFQT will work to establish centres of excellence for specific activities around the country within forces that currently lead in their technical capability/ documented processes/ progress towards, or have already achieved accreditation within specific areas. Supported by the TFQT, these centres will take a national lead in establishing best practice in their area of specialism, undertake validation and provide a focal point in assisting other forces to achieve and maintain accreditation. This would include for example digital forensics, plus Road Traffic Accidents and other crime scene activities.

Establish a National Police Scientific Knowledge Base

There are significant volumes of knowledge and supporting evidence for many scientific processes, but these are held in disparate locations and organisations. This project would seek to establish a national police information resource of validation-related material, SOPs and other documentation generated by all forces undergoing accreditation assessment. This would commence with the following tasks:-

- Kick-start the knowledge base with the validation library from the WYP Rapid DNA pilot exercise, and request both SPA and EMSOU to provide their fingerprint validation documentation.
- Make available to the police the substantial collection of scientific validation exercises undertaken by the FSS which is currently held by Forensic Archive Limited (FAL).
- Establish and maintain a ground-truth database of fingerprint marks, accessible to all forces for the purposes of fingerprint comparison validation exercises, and for central evaluation and validation of automated fingerprint comparison software.
- Establish and sustain an up-to-date knowledge database of mobile device download software ("Kiosk") compatibilities and limitations with all common existing and newly released mobile devices.

Improve the cost effectiveness and efficiency of delivering quality

The current quality environment, which includes the FSR Codes, is still an emerging demand on police forces and is therefore currently expensive and time consuming for forces to individually navigate. This project will:

- Explore the current UKAS monopoly status for ISO 17025/ 17020 accreditation, and look at the potential for applying different accreditation models, for example by introducing competition from other assessment companies e.g. European accreditation organisation that are authorised to inspect under ISO17025.
- Challenge current costs associated with accreditation by benchmarking costs against other countries/ for forensic accreditation / other ISO 17025 accredited sectors in the UK.
- Streamline the application of the FSR Codes: review the codes with FSPs who have already been formally assessed, and re-visit these in conjunction with the FSRU. The aim would be to identify the key improvements to make the Codes more user-friendly, understandable and streamlined.
- Establish an appropriate forum within the existing and future landscape for regular tripartite meetings between police, UKAS and the FSR to provide an overview of the most pressing issues pertaining to quality and regulatory compliance of police on a national basis. This could be co-ordinated on behalf of the police by the TFQT and could form part of an existing meeting framework or additional forum as required.
- Refine UK Quality Framework to better fit policing needs, for example by establishing a quality framework for operation of DNA profiling within custody suites.
- Assist all forces to expand their scope of accreditation by aligning under a TF ‘umbrella’ where extensions to scope for cohort forces are driven centrally from TFQT with the aim of validating once and verifying many times for forces operating to the same validated model. This will include the FSR Codes of Practice by 2020. This provides a ready-made code of practice for all police forensic practitioners.
- Addressing the potential inconsistencies in the application of ISO17025 by UKAS assessors through “learning from experience” exercises and incorporating lessons identified.
- Create a pool of trained assessors within the police to bolster auditor resource in areas of most need within UKAS: this would reduce lead times for audits, enable audits to be more effective and increase the long-term collective police knowledge and expertise regarding standards and audit requirements.
- Identify and implement efficiency savings and improvements in consistency of UKAS assessment process for forces against ISO17025/17020 through review of issues experienced by police forces and FSPs. In particular, identify how the accreditation processes especially fingerprint comparison can be streamlined and accelerated.
- Explore ICT based solutions to help manage quality documentation and standards compliance processes.

2.8 Main benefits

Delivering the scope of this project as recommended by this business case will deliver the following high level strategic and operational benefits:

- Improved effectiveness of delivering quality
- Reduced risk of cases dismissed / miscarriages of justice
- Increased buy in to audit findings
- Facilitates R&D and change programmes
- Improved timeliness of attaining and maintaining accreditation
- Reduced cost of delivering end to end forensic service
- Reduced cost of attaining and maintaining quality accreditation

See

2.9 Strategic risks

Risk description (There is a risk that...)	Consequence	Suggested action plan
Forces currently expending significant effort to reach current FSR plan	Forces may want to continue on current path given investment	Engagement and benefits discussions, view the longer term and issues / costs of maintaining accreditation
UKAS capacity is likely to remain an issue even with the recommended streamlined approach to quality assurance	Accreditation is likely to be delayed even if Forces are able to reach a point where they are ready for inspection	Support identification of key resources and grow inspection capabilities within policing resources
Skills are not readily available in market	Presents a challenges to identifying the right resource for the core team	Work with forces with established teams, the Regulator and UKAS
The impact of using unaccredited services not fully known	The impact caused by lack of accreditation is uncertain causing confusion over prioritisation of accreditation over other demands	Keep watching brief on activities in this area
Cultural change elements of gaining and maintaining accreditation	Forces believe the problem is solved once accreditation is gained, without planning for the resourcing and financial impact of ongoing requirements to retain accreditation	Ongoing Engagement to highlight challenges on maintaining accreditation

2.10 Constraints

Constraints are the internal parameters that have been established at the outset of the project. These have been identified as follows.

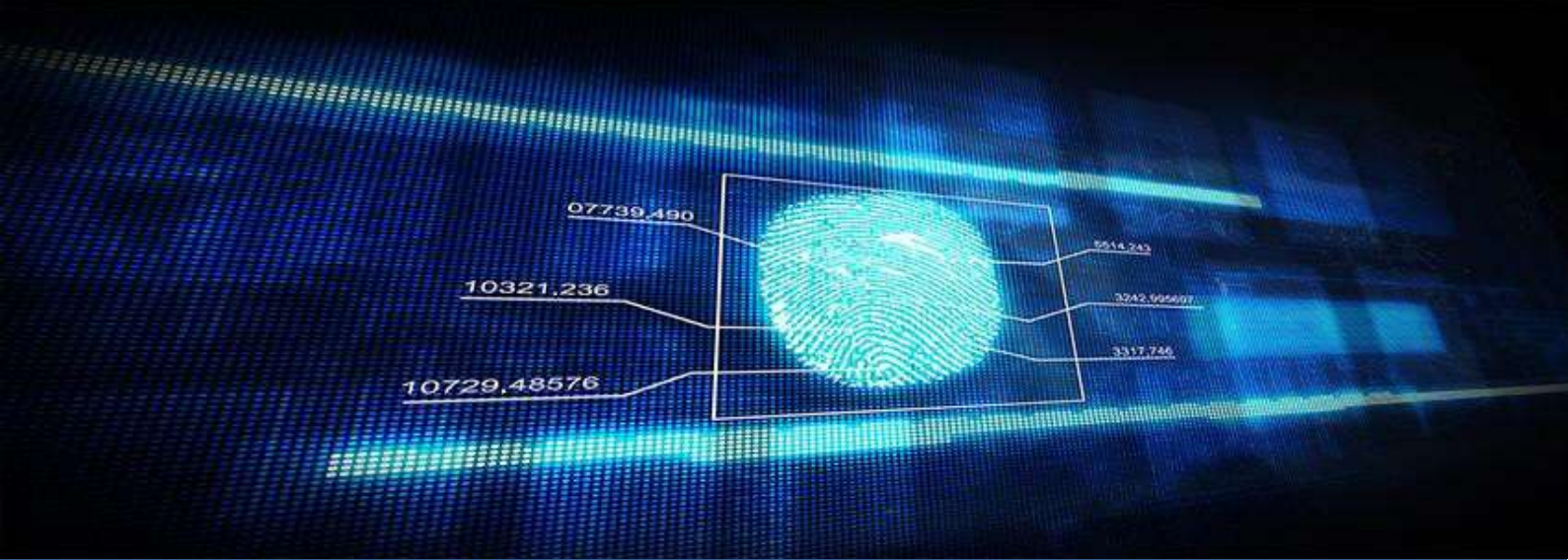
- The TF programme is not a mandatory requirement for forces, therefore participation is through an opt in approach
- The current drivers for accreditation are linked to the delivery to FSR requirements which were set prior to TF initiation
- TF is being introduced at a relatively late stage in the drive toward fingerprint comparison and digital accreditation, so a few forces are close to achieving this goal already and are therefore more likely to play a supporting role in the initial TF developments as lessons learned from their experience can be fed into project to the benefit of other forces following behind them. These forces will reap benefits is in TF support to the maintenance of accreditation which will provide a significant challenge as the pressure from increasing requirements is likely be significant.

- In order to develop to core standards the project will be constrained by the technical leadership groups within ACCP/NCCP in the confirmation of any agreed processes and techniques.

2.11 Dependencies

This project has a considerable number of dependencies both internal and external to the Transforming Forensic Programme. The most significant of these are outlined below:-

- The marketplace quality requirements are increasingly influenced by the Forensic Science Regulator (FSR), this influence would increase significantly if the FSR were given statutory powers to mandate their recommendations. This is currently in progress by the Home Office.
- There are a number of specialist groups under the NPCC/APCC group, working groups linked to core capabilities which the TF Quality project will be dependent on for advice on recommended practice and process. These groups would also act as the arbiter in the event of different views on the preferred approach to maximise the benefits.
- UKAS capacity to perform the required inspections in the desired timeframes.
- The expansion of the existing in-force team into the TFQT is dependent on the skilled resource being available to create the Central Team
- It is recognised that this requirement comes at a time when the pressure on the forces requiring this skill set has never been greater, and the team will evolve taking this into account.



3. The Economic Case

3.1 Introduction

In accordance with the Home Office best practice and requirements of HM Treasury's Green Book (A Guide to Investment Appraisal in the Public Sector), this section of the BC documents the investment appraisal process and provides evidence to show that the most economically advantageous option, which best meets service needs and optimises value for money has been selected.

3.2 Critical Success Factors

The Critical Success Factors (CSFs) are the criteria against which the project will judge its success and which have been used alongside other factors when assessing long and short listed options. The project CSFs are:

Critical success factor	How to evaluate / description / definition
CSF1. Strategic fit	How well the option fits with other key elements of national, regional and local strategies; in the context of this project such strategies include: Policing Vision 2025, Home Office Forensic Science Strategy, Forensic Science Regulator's Code of Practice
CSF2. Potential value for money	How well the option maximises the return on the required spend (benefits optimisation) in terms of economy, efficiency and effectiveness from both the perspective of the organisation and wider society whilst minimising associated risks.
CSF3. Operational Effectiveness	How well the option satisfies the existing and future needs of the organisation to operate effectively and meet customer requirements round quality, timeliness, availability
CSF4. Achievability	How well the option is likely to be delivered in view of policing forensics ability to innovate, adapt, introduce, support and manage the required level of change, including the capacity and capability of skills to implement the change and manage associated risks.
CSF5. Timeliness	How well the option meets the business need to fit with internal and external pressures to deliver a solution in line with the Regulator's timetable and expectations
CSF6. Affordability to Forces	How well the option aligns with expected availability of funding and matches other funding constraints.

3.3 The Long-listed Options

The long list of options was generated through a systematic examination of the choices the project had. An Options meeting was held on 14 November 2017, attended by Programme resource including seconded Policing resource to discuss the options under each choice and identify pros and cons of each. The choices were identified based on:

Scoping options – choices in terms of coverage (the what)

The choices for potential scope are driven by business needs and the strategic objectives; in practice, these may range from business functionality to geographical, organisational coverage and functionality scope.

Service solution options – choices in terms of solution (the how)

The choices for potential solution are driven by new technologies, new services, new approaches, and new ways of working

Service delivery options – choices in terms of delivery (the who)

The choices for service delivery (who builds and who operates the service) are driven by the availability of internal or external service providers.

Implementation options – choices in terms of the delivery timescale (the when)

The choices for implementation (e.g. big bang, phased by geography, phased by data, phased by use case).

The detailed output from the longlisting meeting can be found at Appendix 1 Standards & Accreditation Longlist Options

3.4 Short-listed Options

Having examined the dimensions of choice, identified the longlist of options and their pros and cons, identified and discussed a number of assumptions and constraints it was agreed that the relevant choices related to the extent to which the provision of a national quality team is a single central team or a network of regional teams.

The shortlist of options which have been taken forward for examination in the economic case of this business case are:

- Option 1 – Do nothing, allow forces to manage accreditation on an individual basis
- Option 2 – Create a new national quality team
- Option 3 – Create network of regional quality teams cooperating but independent

Table 5 Shortlisted options detail

	Option 1 – Do Nothing	Option 2 – Create a National Quality Team	Option 3 – Create a Network of Regional Quality Teams
Processes	No change	Responsible for developing new standardise processes, obtaining approval and accreditation, sharing knowledge, training	Each regional is responsible for developing new standardise processes, obtaining approval and accreditation, sharing knowledge, training Establish processes to facilitate cooperation such as regular meetings, data sharing best practice sharing
Capabilities	No change	Standards and Accreditation and forensics experts	Standards and Accreditation and forensics experts

	Option 1 – Do Nothing	Option 2 – Create a National Quality Team	Option 3 – Create a Network of Regional Quality Teams
		Able to interact seamlessly with the FSR and UKAS, providing one voice of the customer	Each region able to act autonomously when dealing with the FSR and UKAS etc.
Governance / management	No change	Single national quality team, part of the Forensic Capability Network (FCN),	Loose cooperative management grouping to join up regional quality teams when necessary and to share knowledge tests etc. on an informal basis
Organisation	No change	Single national quality team	Multiple regional quality teams
Physical infrastructure	No change	Shared or dedicated office space in host force location	Shared or dedicated office space in each regional host force location
Suppliers / Partners	No change	Provide a single interface between suppliers / partners, notably the FSR and UKAS to help shape the direction of the Codes of Practice, how they should be implemented what implementation means for forensic services and assessment of them	One point of contact per region to interface between suppliers / partners, notably the FSR and UKAS to help shape the direction of the Codes of Practice, how they should be implemented what implementation means for forensic services and assessment of them

3.5 Economic Appraisal

3.5.1 Introduction

This section provides an overview of the main costs and benefits associated with each of the selected options. Importantly, it indicates how they were identified and the main sources and assumptions.

3.5.2 Estimating Benefits

The savings from accreditation are partly from the assessment process and acquisition of the accreditation (one off) and partly from maintaining the accreditation (ongoing annual costs). The acquisition savings arise from simplifying the accreditation process, developing the solution once and using it many times, and strengthening the bargaining position vis a vis the accrediting body (UKAS). Maintaining the accreditation will come from creating standard operating procedures based on best practice and better working with UKAS.

The accreditation costs are in part driven by the number of legal entities and the number of sites/units/commands within them and in part driven by having a national approach to accreditation of standardised operating procedures. In calculating project benefits the financial model has assumed half the accreditation benefits accrue to the Fingerprint Capability project (due to aggregation) and half accrue to the Standards and Accreditation project due to the implementation of a national approach to accreditation of standardised operating procedures.

3.5.3 Calculation

The model avoids double counting benefits with the Fingerprint Capability project by focusing on the unfunded risk – i.e. additional to the known baseline:

- Assume the accreditation is carried out at the bureaux level (at least pre-FCN and pre-2020)

- Assume 24 sites to accredit and c£20k/site saved as TF supports implementation using single SoP and so on
- Assume 15 fewer sites to maintain at c£50k/site deleted (similar to HO Impact Assessment)
- Assume ongoing savings at the remaining 9 sites of £50k/site (half attributable to the Standards & Accreditation project and half attributable to the Fingerprint Capability project) as the FCN supports accreditation, QMS and so on

3.6 CSI

Cost of CSIs in the cohort is approximately £65m p.a. (approximately 1,500 CSIs in the HMICFRS data). Savings are available through a more effective and efficient approach to gaining and maintaining 17020 accreditation.

3.6.1 CSI accreditation calculation

- Assume connections are in place at force and hub levels, and an E&W network coordinating body is set up (e.g. the FCN), which facilitates full cross force working.
- CSIs will operate in a more standardised way with local delivery and accountability
- QMS and QA can be provided by FCN
- Accreditation will be by force, but adopting cross-force SoPs etc. assumed to reduce accreditation acquisition costs by £25k per force and maintaining accreditation costs by £10k per force pa.
- Assume non-cashable performance improvements included in CSIs efficiency

3.6.2 Benefits of each option

Financial cash releasing benefits

Table 6 Financial cash releasing benefits

	2018/19 £'000s	2019/20 £'000s	2020/21 £'000s	2021/22 £'000s	2022/23 £'000s	Total cost £'000s	% of highest benefit	Rank
Option 1 – Do Nothing	-	-	-	-	-	-	0%	3
Option 2 – Create a National Quality Team	767	1,388	1,073	1,073	1,073	5,375	100%	1
Option 3 – Create a Network of Regional Quality Teams	515	878	642	642	642	3,318	62%	2

There is an opportunity to deliver cash releasing benefits, the main drivers for cashable benefits are accreditation attainment and retention savings, through reduced UKAS fees, and internal resources dedicated to gaining and retaining accreditation.

3.6.3 Assessing non-financial but quantifiable and qualitative benefits

The Standards& Accreditation project will deliver quantifiable but non-financial and qualitative benefits. Although hard to ascertain their value, these benefits are important and can help in making the choice between competing options. To support this goal, such benefits were discussed and scored by a panel of

project, forensic and fingerprint experts to reach an agreed score between 0 (no benefit) and 5 (maximum available benefit) for each option. The scores for the benefits by option were totalled and ranked based on the percentage of the highest score. The results of this analysis are presented in **Error! Reference source not found.**Table 7 Non-financial quantifiable benefits and Table 8 Qualitative benefits.

Financial non-cash releasing benefits

No financial non-cash releasing benefits have been identified during the preparation of this business case.

Non-financial quantifiable benefits

Table 7 Non-financial quantifiable benefits

Option	Non-financial quantifiable benefit score	% Highest score	Rank
Option 1 – Do Nothing	0	0%	2
Option 2 – Create a National Quality Team	4	100%	1
Option 3 – Create a Network of Regional Quality Teams	2	50%	3

There is an opportunity to improve the timeliness of attaining and maintaining accreditation, this should be quantifiable and measured as part of the on-going benefits realisation work.

Qualitative benefits

Table 8 Qualitative benefits

Option	Benefit score	% Highest score	Rank
Option 1 – Do Nothing	0	0%	3
Option 2 – Create a National Quality Team	13	100%	1
Option 3 – Create a Network of Regional Quality Teams	9	69%	2

There are significant opportunities to generate qualitative benefits, the main drivers are around reducing the risk of cases being dismissed or miscarriages of justice, increasing acceptance of audit findings amongst the forensic workforce and facilitating innovation, R&D and other change programmes by making it easier, quicker and cheaper to gain accreditation for new equipment, processes, procedures validation tests and so on.

3.6.4 Estimating costs

The costs of delivering the project options have been estimated by experienced members of the TF team, recognised for their knowledge of the areas they have responsibility for costing. There are five main categories of cost for this investment:

Cost type	Cost item	Comment
Implementation project resource costs	TF Programme resources including secondees from forces	These costs have been estimated by the programme's experienced project delivery team based on current market knowledge of resource rates, the costs of secondees, experience of the scale and nature of expenses likely to be incurred in such and project implementation.
Technology implementation resource	Likely technology implementation roles include: agile delivery manager, technical business analyst, technical business analyst, tester, BI analyst / developer	These costs have been estimated by the programme's experienced Technical Design Authority (TDA) based on current market knowledge.
Implementation hardware / capital / upfront equipment costs	N/A	Currently no upfront investment in capital / equipment is required
Operating technology costs	Estimated costs items include: document storage, Quality Management System licences	These costs have been estimated by the programme's experienced Technical Design Authority (TDA) based on current market knowledge, investigating publicly available list prices and through discussions with market participants.

3.6.5 Net Present Value findings

The Net Present Value (NPV) is a key economic measure which demonstrates whether a project or an option delivers a good return on the investment.

	Economic costs £'000s	Economic benefits £'000s	Net cost / (benefit) £'000s	Net present value (5-Year) £'000s	Rank
Option 1 – Do Nothing	-	-	-	-	2
Option 2 – Create a National Quality Team	(4,669)	5,375	706	587	1
Option 3 – Create a Network of Regional Quality Teams	(4,669)	3,318	(1,352)	(1,327)	3

Option 2 delivers a positive NPV over five years, that is to say it will return more value than is invested in the project. Option 3 generates a negative NPV (a net present cost) and is clearly a poorer investment financially than even option 1, Do Nothing, due to the expense incurred and the lower benefit returned.

3.7 Risk Appraisal

3.7.1 Methodology

Risk appraisal has been undertaken with a panel of project, forensic and fingerprint experts to identify the strategic risks for the project and reach an agreed probability and impact score of the risks for each option, a final risk score was calculated by multiplying probability and impact scores. All of the risks identified are set out in **Error! Bookmark not defined. Error! Reference source not found..**

The range of scores used to quantify risk was as follows:

- 0 – not a relevant risk
- 1 – a very low probability of the risk occurring or a very low impact if the risk was realised
- 5 – a very high probability of the risk occurring or a very high impact if the risk was realised

The scores for the risks by option were totalled and ranked based on the percentage of the highest score. The results of this analysis are presented in **Error! Reference source not found.**Table 9 Risks

Table 9 Risks

Option	Risk score	% Highest score	Rank
Option 1 – Do Nothing	74	100%	3
Option 2 – Create a National Quality Team	60	81%	1
Option 3 – Create a Network of Regional Quality Teams	63	85%	2

3.7.2 Summary of key observations and findings for risk assessment

This risk assessment indicates there is not a significant difference in risk level between the options, particularly options 2 and 3. It can be concluded that there is no reason why risk considerations would impact the preferred option selection.

3.8 Optimism bias

The business case considers optimism bias: the tendency for projects to overstate benefits while understating costs and the timescales required. The Green Book guidance on the drivers of optimism bias cannot be readily applied to these proposals (the values are developed from construction, IT projects etc. based on experience dating from the 1990s), so the assessment has considered how far the risks to collaboration are mitigated.

Optimism bias looks at the extent to which the inherent project risks and the external influences have been mitigated (i.e. risks beyond those already reflected in the calculation of the NPV). The optimism bias assessment used for the programme takes the headings from the Green Book where these are relevant for the project and external risks but has added risks derived from the HMIC report² on the role of collaboration in delivering efficiency in the police service. This report identified six barriers to and enablers of collaboration, drawing on previous work of the NPIA. The assessment indicates that the differences in unmitigated risk are unlikely to change the assessment of which option has the best NPV.

For more detail on the approach to optimism, see the Programme Business Case.

² HMIC, Increasing efficiency in the Police Service the role of collaboration, 2012

3.9 Analysis of Key Results

Table 10 Critical success factor scoring

	CSF1. Strategic fit	CSF2. Potential value for money	CSF3. Operational Effectiveness	CSF4. Achievability	CSF5. Timeliness	CSF6. Affordability to Forces	Total score	% of Highest Score	Rank
Option 1 Do nothing	0	0	1	5	5	1	12	50%	3
Option 2 - Create a national quality team	5	5	3	4	3	4	24	100%	1
Option 3 - Create a network of regional quality teams	4	3	3.5	3	2	2	17.5	73%	2

When assessed against project critical success factors option 2 achieves the best score.

3.10 The preferred option

The results of investment appraisal are as follows:

Table 11 Summary of overall results

Evaluation Results	Economic appraisals	Critical success factors	Non-financial benefits appraisal	Risk appraisal
Option 1 – Do Nothing	2	3	3	3
Option 2 – Create a National Quality Team	1	1	1	1
Option 3 – Create a Network of Regional Quality Teams	3	2	2	2

Based on the economic assessment above option 2 is the preferred option for delivering a national approach to quality management in policing forensics.



4. The Commercial Case

4.1 Introduction

The commercial case sets out the commercial implications of the preferred option. It considers whether the preferred option, is attractive to the market place, can be procured and is commercially viable, future charging mechanisms and procurement strategy. The case concludes with a description of the existing contractual arrangements that will need to be considered. In this business case, none of the options relies on creating a new market for services or assumes a major procurement process.

4.2 Required services

The Standards & Accreditation project does not require significant expenditure on services. Requirements are expected to be limited to:

- Document storage
- Standards compliance software (Quality Management System)
- Training materials and delivery

4.3 Potential for risk transfer

The National Quality Team will be delivered entirely “in-house” and any supporting software / QMS will be bought. The technical infrastructure will be bought from commercial organisations but beyond the standard terms and conditions and guarantees there is no opportunity to transfer risk away from the service.

This is not unexpected given the nature of the service being developed, the services required for purchase and the prevailing thinking on how to obtain best value from money in digital service development. Risk transfer usually comes at significant up-front costs and involves outsourcing technical design, build and operation to a third party. However, ultimately it has been proven through experience that it is the public sector organisation which has to resolve issues, with limited recourse to contractual remedies.

The recommendation of this business case is that the lower costs, increased flexibility and more agile response to development through an in-house service using standard commercial hardware, software and hosting will off-set any increased risk allocated to the public sector to deliver the best value for money.

4.4 Commercial principles

Standards & Accreditation project will seek to follow established policy, principles and guidelines to achieve competitive, value for money commercial and service outcomes. At high level these principles will include satisfying the following:

- EU Public Procurement Regulations and Policy Directives where relevant
- National Police Chiefs Council (NPCC) Commercial & Procurement Policy

- Collaborative Law Enforcement Procurement (CLEP) Programme
- NPCC Information Management and Operational Requirements Committee
- Home Office Commercial Policy & Architectural Principles (to the extent they apply to NPCC Police led programmes)
- Standards and Codes of Practice set by the Forensic Science Regulator
- Wider Government Commercial Policy including Government Supplier Standard³

Any variation from these broad principles will be subject to business justification underpinned by the relevant evidence base and governance.

4.5 Procurement strategy and implementation timescales

4.5.1 Proposed charging mechanisms

A range of charging models will be applied based on the nature of individual product and service contracts. Given the scope of component services involved in delivering the preferred option, it is likely that the full range of models will be applied to different transactions. For complex transactions, a range of models may be applied within a single contract. The most commonly used charging mechanisms to be deployed will include:

- Catalogue-based unit pricing for standard products and services (fixed and variable)
- Project-based transition and transformation charges
- Managed service charges and fees
- Capacity-based annual or quarterly fees, subject to agreed volume tolerance
- Licence fees charged to individuals or groups of users
- Professional service charges (time and materials based).

4.5.2 Proposed approach to contract management

General Public Procurement policy in recent years has driven toward shorter contract durations for smaller packages of work. This is intended to encourage regular competition, encourage adoption of industry standard cloud-based solutions, acquisition via multi-tenanted framework contracts and marketplace, and to reduce the incidence of bespoke project-based investments, which create long term supplier lock in. Such arrangements will typically apply to the more commoditised service requirements. In these instances, a project contract term or call off award of 1–3 years may be appropriate. Framework contracts will typically have a term of 3 to 4 years, but may be longer if clearly stated at OJEU Notice stage and commercially justified.

4.5.3 Proposed key contractual clauses

No single contracting model will apply to all elements of the preferred option solution. Standards and Accreditation Transforming Forensics will seek to apply established police precedent terms and conditions based on existing collaborative contracts or police model contracts. Where value for money and service specifications are assured, the solution will seek to re-use existing collaborative contracts and frameworks, including those made available via the Home Office or Crown Commercial Service (E.g. Digital Marketplace). This approach reflects the key pillars of the NPCC Collaborative Law Enforcement Procurement Programme, i.e. standardisation, aggregation, and collaboration with strategic supplier relationship management.

4.6 Personnel implications (including TUPE)

No TUPE implications are anticipated for this project.

³ <https://www.gov.uk/government/consultations/supplier-standard-for-digital-and-technology-service-providers>

4.7 Financial reporting standard (FRS) 102⁴ accounting treatment

FRS 102 (which superseded FRS 5) addresses the problem of what is commonly referred to as 'off balance sheet financing'. One of the main aims of such arrangements is to finance an organisation's assets and operations in such a way that the finance is not shown as a liability in the organisation's balance sheet. A further effect is that the assets being financed are excluded from the accounts, with the result that both the resources of the entity and its financing are understated.

FRS 102 requires that the substance of an entity's transactions is reported in its financial statements. This requires that the commercial effect of a transaction and any resulting assets, liabilities, gains and losses are shown and that the accounts do not merely report the legal form of a transaction.

There are no implications for FRS 102. This project is not creating any assets or capitalising any expenditure.

The Commercial Case

4.8 Introduction

This section evaluates the affordability of the preferred option that emerged from the Economic Case.

4.9 Affordability analysis assumptions

The following assumptions have been made when considering affordability of organisations that incur costs as a consequence of this investment:

- Irrecoverable VAT – as VAT goes to HM Treasury, it has no effect on the Public Sector as a whole and so is not relevant to the economic analysis. VAT is assumed to be fully recoverable.
- Inflation has been set to zero up to March 2020 (and will be managed by the programme, from 2020/21 onwards inflation is based on the OBR CPI forecast rate of 2%)
- All implementation technical and resource costs for the Standards & Accreditation project will be funded by the programme.

4.10 Impact on income and expenditure accounts

	2018/19 £'000s	2019/20 £'000s	2020/21 £'000s	2021/22 £'000s	2022/23 £'000s	Total £'000s
Resource one-off	(1,213)	(1,488)	-	-	-	(2,701)
Resource ongoing	-	-	(669)	(683)	(696)	(2,048)
Total Resource	(1,213)	(1,488)	(669)	(683)	(696)	(4,749)
Potentially Cashable Benefits	767	1,388	1,110	1,147	1,170	5,582
Net (Cost) / Benefit	(446)	(99)	440	465	474	833

⁴ FRS 5 has been superseded by FRS 102 The Financial Reporting Standard applicable in the UK and Republic of Ireland for accounting periods beginning on or after 1 January 2015

4.11 Balance sheet impact

The project does not envisage any capital expenditure; any software required will be purchased as a service and there will be no impact on balance sheets.

4.12 Overall affordability

The £30.35m funding requested by TF of the PRTB includes an amount of £2.7m for the Standards & Accreditation project which will ensure funding is available to execute the project to completion. The project is affordable.



5. The Financial Case

5.1 Introduction

This section of the BC will demonstrate the “achievability” of the Standards & Accreditation as previously described. Its purpose is to set out the actions that will be required to ensure successful delivery, demonstrate TF’s readiness to enact these, the organisational readiness to accept the change and describe the mechanisms the Programme will put in place to ensure strong project governance and reporting.

5.2 Programme management arrangements

The Standards & Accreditation project is a cornerstone of the Transforming Forensics Programme which comprises a number of projects for the transformation of Forensics in England and Wales.

The programme is being delivered through the NPCC Forensic Portfolio and governed by an already established Executive Review Board with Police and Home Office representatives, the APCC, the Forensic Science Regulator and other expert support, including academia.

A Governance framework has been defined and is in place. Executive and Programme boards are already established, and their roles and responsibilities defined. The Executive Board is jointly chaired by Chief Constable Debbie Simpson (the NPCC Lead for Forensics) and PCC Mark Burns-Williamson (the APCC Lead for Forensics). It reports through the Chief Constables’ Council and the APCC. It also reports to PRTB in terms of performance against its funding grant.

Key governance roles currently in place include the APCC Sponsor, the Senior Responsible Owner (SRO), Performance and Standards Portfolio Group, Programme Director, Programme Manager, Business Change Managers and the Programme Office. The multi-disciplinary programme delivery team put in place to support the TF Programme is providing specialist management support in programme delivery, control and technical and business design.

A Vision, Mission, Objectives, Strategy and Tactics (VMOST) exercise has taken place, aligned with themes such as creating a shared vision and stakeholder buy-in, creating a national sustainable capability, developing and inspiring people, and long-term sustainability.

For further detail on TF programme management arrangements please refer to the Programme Business Case.

5.3 Project management arrangements

The Standards & Accreditation project will be led by Programme resources, including secondees from Policing, with broad and deep knowledge of the subject area both from a Forensics and Policing perspective. The day-to-day management of the project will be the responsibility of the Project Manager using regular checkpoints, highlight reports, risk, assumption, issues and dependencies (RAID) logs and action logs.

5.3.1 Methodology

The methodology for managing the project will vary with the nature of the activity being undertaken. It is likely that the methodology will include a combination of Managing Successful Programmes (MSP) and PRINCE2⁵ standards, as well as Agile in particular for more technology focused elements of the project.

The Project Team already meets regularly to review progress, manage issues and prioritise tasks. This case assumes that the Project Team will continue to report key points of progress, issues and risks at an appropriate level for a senior audience. Similarly, this case assumes that the Project Team will also produce briefing notes and reports on an ad hoc basis, e.g. to inform decisions by the Programme's governance boards.

5.3.2 Project roles and responsibilities

Table 12 Project roles and responsibilities, sets out the known core project team to date with placeholders for expected roles yet to be filled.

Table 12 Project roles and responsibilities

Core Project team role	Name	Responsibility
SME	Kevin Sullivan	Guidance and influencing marketplace
Project Manager	Katherine Austin	Managing key deliverables
Quality lead –Police	Quality Manager from lead force	Managing inputs into police environment
Quality team in lead force	From Lead force	Provide a range of services to cohort forces including auditing, comp assessment, PT, advice & support on validation, quality standards and accreditation etc.
QMS/Data System Manager	TBC	Management of QMS system and consolidated data sets
QMS/Data Administrators	TBC	Development and maintenance of QMS system and consolidated data sets
CSI lead	TBC	Guidance on standardised processes
Fingerprint tech lead -	Richard Small	Guidance on standardised processes
Digital lead	Leigh Allen	Guidance on standardised processes
Training Manager - ongoing	TBC	Development & support on training plans
TDA/BDA	Ken McNaught/ Sean McCellan	Technical design and business processes

⁵ PRINCE2 (an acronym for PROjects IN Controlled Environments) provides accreditation and best practice guidance on effective project management and is used extensively by the UK Government and the private sector, both in the UK and internationally

5.3.3 Project Plan

Transforming Forensics, guided by the wishes of its 44 participating policing bodies, is taking a pragmatic and iterative approach to programme delivery, which will enable TF to deliver early benefits in a series of incremental changes. The Standards & Accreditation project is also adopting this approach to realise early deliverables and “quick wins” and build momentum on this initial success. The Standards & Accreditation project is therefore building upon existing foundations and recent innovation, in terms of strategic collaborations, partnering arrangements, where they are suitable, and channelling its energies into maximising opportunities for improvement.

The high level project plan set out in Figure 4 High level project plan, sets out the anticipated timeline for the project. There will be an initial period of engagement and consultation with the participating forces to agree the delivery plan and timings of each particular force over the next few months, in parallel work will begin on the technical infrastructure solution to ensure the project is ready and able to deploy rapidly and successfully once plans are agreed at the NPCC and APCC level.

Adopting the wave approach enables those forces able to move faster to do so and realise early benefits, it also allows the project to manage its resources more effectively by reducing peaks in demand for potentially scarce policing or forensic staff to support the project, and importantly, it enables later waves to learn lessons from the preceding waves, potentially reducing disruption cost and overall timelines for delivery. It is important to note that all waves will be engaged at the same time, or as soon as practicable, this is to ensure no one is left behind and all forces wishing to participate can do so from day one, whilst recognising that some forces may need more support in the plan and develop stages.

Figure 4 High level project plan

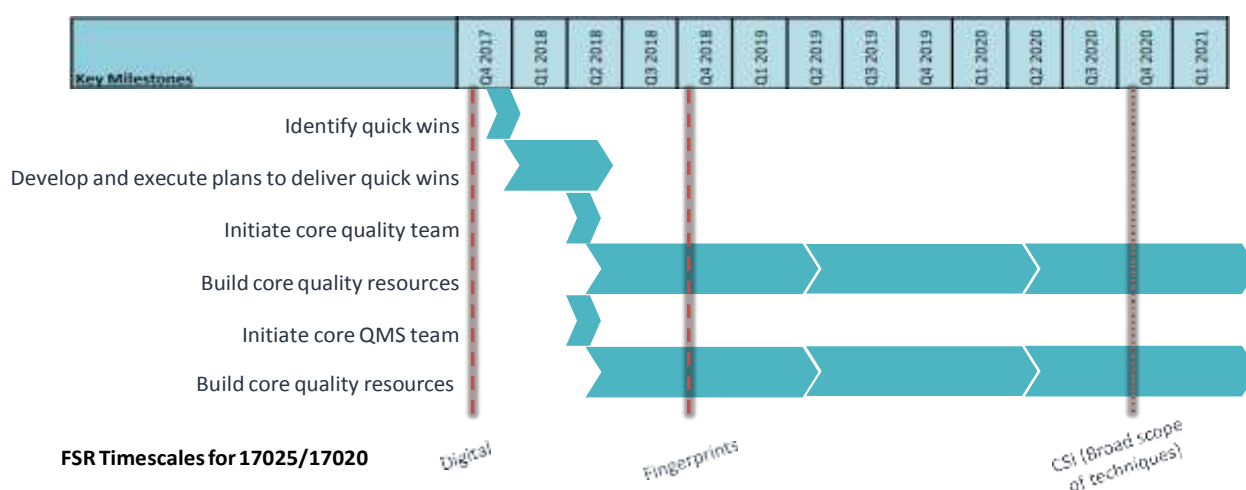
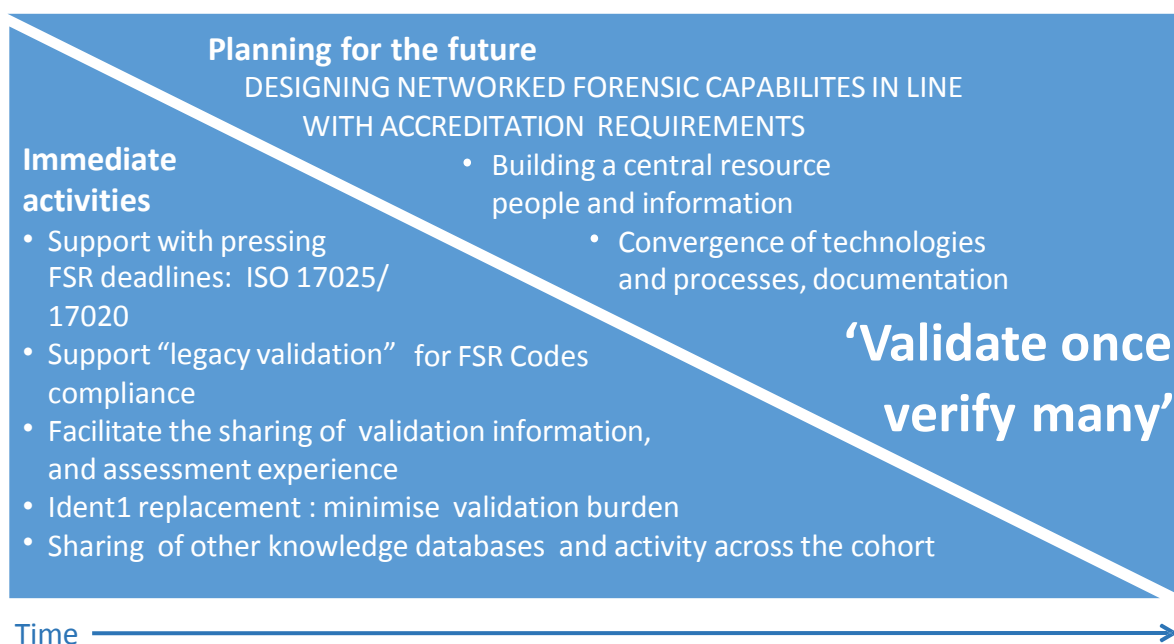


Figure 5 Overview of approach sets out the short term imperatives which the project will focus on together with the areas requiring longer term planning to build a sustainable approach to quality management across policing forensics.

Figure 5 Overview of approach



5.4 Stakeholder management and communication plans

A Communications and Stakeholder Management strategy has been developed to support the Transforming Forensics Programme, the Standards & Accreditation project will work within the framework to ensure a joined up approach to stakeholder management and communications. It acts to support programme objectives by maintaining and increasing awareness and support for its work by building trust and enhancing its reputation as a credible, evidence-based change programme amongst all identified stakeholders.

Stakeholders will be engaged according to their needs and project requirements, aiming to:

1. Increase awareness of and support for the project and build trust among all key stakeholders, with particular emphasis on cohort forces
2. Support development of the business case and mobilisation of the project
3. Allow for test and challenge of the project
4. Establish and enhance Transforming Forensics’ reputation as a credible, evidence-based change programme.

The project will be aim to be open and transparent, demonstrating a willingness to listen and adapt, as well as enthusiasm to engage in debate and receive feedback. Communication style will be varied as needed for varying audiences. Stakeholders will be connected in ways which take account of their preferences and demands on their time, understanding how and when they wish to communicate.

The Standards & Accreditation project will use the following Programme resources and channels to communication is effective, regular and timely, building on a powerful narrative of the vision and deliverables, adapting as needed to ensure that communications are effective. The project will develop and deliver:

- **Internal communications** – an internal communications plan to help ensure awareness of key activity among the Programme team and ensure that everyone gives and receives consistent messages
- **Transforming Forensics mailbox** – A bespoke mailbox to allow communication from the programme to identified stakeholders as well as two-way communication through a single, recognised and consistent point of contact
- **Website** – A bespoke, access controlled website will act as a repository of information about the programme including programme updates, project specific information, links to partner police

reform work and other relevant information and documentation useful for stakeholders. All other correspondence will aim to signpost users to this site as a single information source

- **Newsletter** – Regular email updates will communicate relevant information to identified key stakeholders
- **Cohort workshops & events** – Building on the successful delivery of previous workshops, and using the feedback captured, dates will be set for a series of future events to update stakeholders on the developing work
- **Project strategies** – Work with the relevant Subject Matter Experts (SMEs) for the key delivery projects to develop specific communication strategies that echo and support the overarching the aims of the programme while targeting relevant audiences for the specific areas of work
- **Targeted briefings** – Identification of and securing buy-in for briefings to key stakeholders. These include Chief Constables' Council, general and regional Association of Police and Crime Commissioners (APCC) meetings and more
- **Media / social media** – Proactively engaging mainstream and trade media to promote the work of the Transforming Forensics Programme alongside the wider police reform agenda
- **Attendance at key events** – Identifying and attending key policing events including, but not limited to, Joint NPCC / APCC Summit, College of Policing conference, Police Federation conference and Superintendents Association conference to engage and brief key audiences.

5.5 Outline arrangements for benefits realisation

A detailed benefits analysis has been undertaken during the production of this business case in order to identify the expected benefits. This was described within the Economic Case and so is not repeated here.

In terms of ensuring the expected benefits are actually realised, a Benefits Management Strategy has been produced the objectives of which are to:

- Describe the benefits and responsibility for their delivery
- Establish baseline measurement where possible
- Quantify benefits where possible
- Periodically assess likely realisation and any actions required
- Record further expected benefits identified during the project
- Measure outcomes

TF has appointed a dedicated Benefits Manager with responsibility for ensuring benefits are identified and their realisation properly planned. A detailed benefits realisation plan is being developed which will clearly set out how the benefits will be baselined and the data to be collected over the life of the investment to confirm that each benefit has been realised.

The majority of the quantified benefits relate to the use of new capability to be developed as a result of this investment. Each new service or Force will be managed as a project in its own right, with clear plans setting out how Forces will be engaged to re-confirm the nature of the benefits and agree detailed plans for benefits realisation.

5.6 Outline arrangements for risk management

Building on current risk management arrangements, and in accordance with good practice, the Project will continue to operate a comprehensive risk register containing clearly articulated risks and issues, with individual owners, actively managed mitigating actions and due dates. The current RAID log of Risk, Assumptions, Issues and Dependencies will continue to be maintained and managed particularly to mitigate any risks arising and resolve any issues identified by the Project team and board. Risks and issues will be regularly reviewed to confirm that the Project remains viable and will be managed within the governance structure, for example risks and issues being updated or escalated where necessary at the appropriate board meeting.

Full details of the Risk, Opportunity and Issues Management process can be found in the Programme Risk Management Plan (TFNP-KBR-PRG-PM-PLN-0035).

5.7 Outline arrangements for post project evaluation

5.7.1 Post Implementation Review (PIR)

This review ascertains whether the anticipated benefits have been delivered. The review is timed to take place approximately three months after completion of each major milestone. At this point there will be a clear understanding of the realisation of benefits from the project to date, although this is too early to give a complete picture. The output from this review should provide lessons learned to contemporary and future implementation activity to maximise benefits.

5.7.2 Project Evaluation Reviews (PERs)

This review appraises how well the project was managed and whether or not it delivered to expectations. This review will be planned for shortly before the project close to ensure as many of the relevant staff as possible are available to contribute to the review and provide learnings and recommendations for best practice.

5.8 Gateway review arrangements

The Standards & Accreditation Project forms part of the wider Transforming Forensics Programme, Gateway reviews will be organised at the programme level.

Appendix 1 Standards & Accreditation Longlist Options

Scoping options

No options identified. The project must cover the whole of forensics in terms of activity undertaken (Fingerprints DNA, Digital Forensics and so on), the whole organisation as far as policing forensics is prepared to participate and every aspect of the service (including people, processes, systems and so on).

Service Solution

Ref	Longlist option	Pros	Cons	In / Out
SS01	Create a separate single legal entity	<ul style="list-style-type: none"> Likely to offer the lowest cost of maintaining accreditation with just one legal entity to be accredited Good fit with “Validate once, verify many times” approach 	<ul style="list-style-type: none"> Unclear currently if a single legal entity can be delivered More difficult to get standards and policies agreed for the all locations 	Out
SS02	A Legal entity per Hub	<ul style="list-style-type: none"> A practical solution to gaining agreement to standards and policies Supports Hubs as centres of excellence within the regions they serve Still a much cheaper option than having to obtain accreditation at the Force level 	<ul style="list-style-type: none"> Increased costs compared to single entity Could lead to inconsistencies in standards and policies across the Hubs 	Out
SS03	Lead Force with s22s in place	<ul style="list-style-type: none"> A practical solution to gaining agreement of legal status Familiar to Policing 	<ul style="list-style-type: none"> Can be withdrawn from with notice Can be difficult to put in place Need to test whether this would be sufficient for UKAS 	In
SS07	Organise nationally	<ul style="list-style-type: none"> In line with Policing Vision 2025, and the Forensic Science Strategy Presents a single point of contact for FSR and UKAS Fits with TF FCN strategy 	<ul style="list-style-type: none"> Requires strong stakeholder management to maintain broad buy-in 	In
	Organise regionally	<ul style="list-style-type: none"> Seen as closer to the operations and the stakeholders 	<ul style="list-style-type: none"> Out of step with Policing Vision 2025, and the Forensic Science Strategy 	Out

Ref	Longlist option	Pros	Cons	In / Out
		<ul style="list-style-type: none"> Offers benefits vs individual forces dealing with accreditation 	<ul style="list-style-type: none"> Fails to present a single point of contact for FSR and UKAS 	

Service Delivery

There is not a market for the provision of this service, UKAS could have the knowledge from an inspection and accreditation perspective but lack the forensic understanding in depth, they would also be conflicted out as they are the sole accreditation body. The options have considered internal ways to provide the service:

Ref	Longlist option	Pros	Cons	In / Out
SS04	Quality body sits within TF	<ul style="list-style-type: none"> Deliverable and controllable within the programme 	<ul style="list-style-type: none"> The team could become disconnected from the current operational environment and risk poor alignment with business need Based in a programme the body would have limited longevity Could be perceived to lack operational authority 	Out
SS05	Seconded individuals into a new team	<ul style="list-style-type: none"> Uses existing skills and operational knowledge 	<ul style="list-style-type: none"> Forces are currently facing challenges to deliver on the quality and accreditation agenda - removing the staff with the skills to support this would be counterproductive 	Out
SS06	Quality body sits within a Chartered Society	<ul style="list-style-type: none"> Carries credibility Builds on existing Chartered Institute of Forensic Science 	<ul style="list-style-type: none"> The time taken to set up an appropriate function and governance would be a significant Risk being disconnected from the current operational environment and risk poor alignment with business need Potentially expensive Difficult for TF to manage and control progress to timelines required 	Out
SS07	Create a new	<ul style="list-style-type: none"> Potentially quicker to set up 	<ul style="list-style-type: none"> Could be difficult to find sufficient, skilled 	In

Ref	Longlist option	Pros	Cons	In / Out
	National Quality Team	something new than amend / adjust existing arrangements <ul style="list-style-type: none"> Has a clear mandate and remit Seen to have longevity after the programme Can sit alongside the business to stay operationally aligned 	resource in time <ul style="list-style-type: none"> Could be seen to add to overheads Risks being seen as remote for the service 	
	Create a network of Regional Quality Teams	<ul style="list-style-type: none"> Potentially quicker to set up something new than amend / adjust existing arrangements Has a clear mandate and remit Seen to have longevity after the programme Can sit alongside the business to stay operationally aligned 	<ul style="list-style-type: none"> Costlier to operate multiple teams, likely to duplicate effort and demand for scarce resource Risks not presenting a unified front to the Regulator and UKAS Likely to lose standardisation and knowledge sharing benefits of a national network 	In
SS08	NPCC Forensics Group	<ul style="list-style-type: none"> Existing body Extensive knowledge and technical capability 	<ul style="list-style-type: none"> Already has a clear remit that does not extend this far but adds significant value as an advisor which could be lost if it were managing the quality management process It is not currently resourced to deliver the required level of work It does not have the governance structures to fit with the nature and volume of work likely to be required 	Out

Implementation

No options identified. Given the urgency with which accreditation must be tackled (due to previous, short and medium term deadlines), the project must progress as quickly as possible.

Appendix 2 Standards & Accreditation Benefits Map

