

Devon and Cornwall Police Authority Resources Committee
20 November 2008
Open for the purposes of FOI
Report of Tim Bishop, Airwave Development and Services Manager

Airwave Business Benefits Update

Recommendation(s):

- (i) That the Committee notes the contents of this report.

Introduction / Summary

1. Following a request from the Committee, this update report has been written to provide the current state of benefits realisation of the Airwave Service, as deployed within the Devon & Cornwall Constabulary.
2. The measurement of the benefits has been derived from a number of sources, including results from Airwave User surveys and information from a significant number of other reports and reviews. These include the NPIA "Phase II" Mobile Information bid, report by an independent consultant into our use of Airwave and the recommendations within the draft report "Targeted Structural Review of CM&CU to Deliver Excellence in 2012" amongst others.

Background Information

3. The force completed its geographic migration to Airwave in November 2005. In the intervening time, further developments and specialist migrations have taken place, including the use of Airwave by the helicopter, surveillance community, alarms to protect vulnerable people & property and the introduction of the Airwave APLS (Automatic Personal Location System) supporting officer safety and resource management of our officers and staff.
4. During this time the over 4200 Airwave users have become practised in their understanding and use of the features and functionality of the Airwave service as deployed with the Constabulary. This use, supported by technology, policies, working practices and procedures has allowed the majority of the expected, nationally-published business benefits to be realised.
5. New opportunities for benefits realisation have occurred as a result of the mobile data project and the opportunities that Airwave gives for reducing costs in the provision of mobile information.

6. Like most technologies Airwave is an enabling function. It has a series of features that deliver capabilities and work flow and organisational changes may need to be made to deliver the benefits themselves. Appendix B details the reasoning for determining the status of those actions, and progress on achieving those benefits not yet deemed to be met.
7. The team in place within the force's ICT Department is focused on the day to day management of the Airwave service to best practise Service Management (ITIL) standards and the development of its capabilities to support force initiatives such as the 2012 vision, once the requirements are more fully articulated. This is a small, dedicated team of experienced ICT professionals with strong contacts into the control rooms, BCU's & Departments, as well as with other forces, external stakeholders and suppliers.
8. A summary of the NPIA (National Policing Improvements Agency) benefits for Airwave, sorted by importance to this Constabulary is shown in the following section and expanded upon thereafter.
9. The following page gives a summary view of the Airwave benefits and their status. Appendix A details actions and initiatives in place to further develop the Airwave service and meet benefits. Appendix B provides supporting information.

Summary Table of Airwave Benefits Realisation

Benefit Theme	Benefit	Links to COG Objectives 2007/8	Expectation of Realisation (April 2004) ^[20]	Airwave's View on national benefit realisation ^[17]	Devon & Cornwall Benefit Realisation
Health and Safety (HR)	(1) Increased officer confidence	Efficient & Effective HR	High	Benefit Partially Met	<u>This benefit is deemed as met</u>
Coverage	(2) Improved coverage	Citizen Focus (CF), Neighbourhood Policing (NP), Protective Services (PS)	High	Benefit met	<u>This benefit is deemed as met</u>
Coverage	(3) Enhanced in-building penetration	CF, NP, PS	High	Benefit met	<u>This benefit is deemed as met</u>
Clarity	(4) Improved voice clarity	CF, NP, PS	High	Benefit met	<u>This benefit is deemed as met</u>
Security	(5) Reduced criminal scanning	PS, CF, NP	High	Benefit met	<u>This benefit is deemed as met</u>
Security	(6) Less intrusion by non-police	PS, CF, NP	High	Benefit met	<u>This benefit is deemed as met</u>
Performance	(7) More effective use of officers' time	CF, NP, PS	Good	Benefit Partially Met	<u>Opportunities for this remain to be realised.</u>
Performance & Capability	(8) Reduced time in stations/ More effective remote working	CF, NP, PS	Marginal	Benefit Not Met	<u>This benefit is deemed as NOT met.</u>
Capacity	(9) Free to speak	CF, NP, PS	High	Benefit met	<u>Technically enabled but not operationally met.</u>
Availability	(10) Less interference	CF, NP, PS	High	Benefit met	<u>This benefit is deemed as met</u>
Command & Control	(11) No overtalking	CF, NP, PS	High	Benefit met	<u>This benefit is deemed as met, but that is not in line with user requirements.</u>
Capability	(12) Improved interoperability between Forces	PS, CF	High	Unclear	<u>This benefit is deemed as met</u>
Capability	(13) Reduction in geographic constraints	PS, CF	High	Benefit met	<u>This benefit is deemed as met</u>
Capability	(14) More immediate PNC result	NP, CF	Low	Benefit Not Met	<u>This benefit is deemed as NOT met.</u>
Capability	(15) Enables Private Conversations	CF, NP, PS	High	Benefit met	<u>This benefit is deemed as met</u>
Capability	(16) More effective control room	CF, NP, PS	Not assessed	Benefit Partially Met	<u>This benefit is technically enabled but not yet fully operationally met.</u>
Capability	(17) Improved access to other applications	CF, NP, PS	Minor	Benefit Not Met	<u>This benefit is deemed as PARTIALLY met.</u>
Dis-benefit	(18) Queue to speak	CF, NP, PS	Not expected to be a problem	Benefit met	<u>This benefit is deemed as met, in that there is no over-talking but that is not in line with user requirements.</u>

Key: - **Green** – benefit met**Olive** – benefit as defined met but not in line with user requirements**Yellow** – benefit remains to be fully realised**Red** – benefit is not met

Conclusion

10. The Airwave service as deployed in Devon & Cornwall Constabulary has produced the majority of the expected benefits. The engagement with the user community along with the positive and progressive attitude and actions by Devon & Cornwall's use of Airwave is recognised by both NPIA and the Service Provider.
11. In the two areas where benefits have not been met, plans are in place to deliver full realisation, focused around the introduction of Mobile Information and supported by other initiatives such as our increased use of status codes and APLS.
12. Activities and initiatives are underway to enhance benefits for those that are partially met and those met but not in-line with the user expectation. The biggest positive impact on these is linked to the adoption of the CMCU's Control Rooms review, with the numbers and resources dedicated to police radio communication increasing.
13. Further exploitation is also being sought from existing met benefits and examples of this work follows.
14. Detail of these action plans and initiatives are set out in Appendix A. The most significant and exciting of these is to use the investment in Airwave in the force's journey into Mobile Information.

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APPENDIX A

Actions and Plans in Place to Develop and Meet Benefits for the Airwave Service and Supporting the 2012 Goal

Benefits Not Met

1. The most significant areas that remain to be addressed are *Reduced time in station* (benefit 8) and *More Immediate PNC results* (benefit 14). The current PNC service through Airwave handsets is not easy to use, nor does it deliver the information officers need. The NPIA own the PNC access in question and they have not developed this part of the service to take advantage of recent PNC enhancements such as MOT and Insurance details. This can be overcome with a Mobile Information application which will speed up PNC and identity checks (benefit 14) and through access to corporate systems such as email, calendar, contacts and briefings reduce the need for the officers to return to the station (benefit 8).
2. That notwithstanding, ABC data is showing improved time spent out of station by uniformed officers. In August 2006 they were spending 61% of their time out of the station, last month (October 2008) this had increased to 64.8%. It would be reasonable to say that Airwave has made a contribution to this improved performance because of the functionality already available and in use, from effective communication to status messaging and texting details from the Control Rooms to officers. However specific and measurable benefits in these areas will come from the introduction of Mobile Information.

Mobile Information

3. In July 2008 the Home Office announced a further round of central capital grant for Mobile Information "Phase II". Its aim is to place an additional 15000 handheld Mobile Information devices in the hands of frontline officers through a capital investment of £25M^[19]. As part of a South West forces regional collaboration, the Constabulary has made a bid for £1253k to place Mobile Information capabilities into the hands of ALL (some 720) Neighbourhood Policing Officers and PCSO's^[9]. D&C's ACC Taylor and this paper's author were responsible for the collation and submission of the SW collaborative bid.
4. If successful this bid will give functionality such as PNC vehicle and person checks, identity details, "sat nav" and access to force email, contacts and calendars as recommended in the Policing Green Paper^[22]. This should also reduce the demand on our busy Airwave Talk Groups. The Constabulary's plans are to leverage the investment made already in the Airwave service to "piggy-back" on these mobile information benefits, using NPIA's value tested "Acceleration Package". Once the outcome of Project Mercury is known, it is anticipated that both Command & Control and Crime & Intelligence can be

mobilised.

5. The details of the bid are contained in the paper of 09/09/08 to the DCPA Resources Committee, entitled "Mobile Data"^[10]. The announcement on the bid applications is expected by mid November 2008. The bid comprises "Stage 1" of the force's Mobile Information Journey.
6. This initiative will support the Airwave benefits of: -
 - (7) More Effective Use of Officer's time
 - (8) Reduced time in stations / More effective remote working
 - (14) More Immediate PNC result
 - (16) More effective Control Room and
 - (17) Improved Access to other applications

Target Date: Announcement of grant, November 2008
 Full roll out to Neighbourhood teams by April 2010

Funding: Capital grant from Home Office (via NPIA) of £1253k, FY2009/10^[9]
 (supports "Stage 1 of force Mobile Information Journey)
 Revenue cost (up to) £386k FY2009/10 & FY2010/11 then £49k in FY2011/12 ^[9]

Benefits Partially Met

7. The current use of APLS and "status messaging" is well embedded within the force's use of Airwave. In July 2008, a report states "There is significant use of status messages by Devon and Cornwall Constabulary. Analysis ... shows that in total 121,192 status messages were sent from radio terminals during the month." ^[12]. A status messaging update is up to 1,000 times more efficient in terms of Airwave service cost and network usage than the alternate verbal update. It allows officers to give quick simple updates of their status or insert incident log updates without having to speak on our busy Airwave Talk Groups.
8. In response to the recent Policing Green paper ^[22], ACPO are investigating the use of Airwave status messages to reduce the bureaucracy around "stop and account" for recording Self-Declared Ethnicity and the location recorded using our Airwave APLS. Work in this in force continues. The Airwave roadshows in 2008, themed "Airwave – Keeping You Safe" also heavily promoted the use of status messaging and they will continue to be pushed through targeted communications.

These initiatives will support the Airwave benefits of: -

(7) More Effective Use of Officer's time

(8) Reduced time in stations / More effective remote working

(16) More effective Control Room and

(17) Improved Access to other applications

Target Date: Stop and Account using Airwave, in pilot now (West Mids) further Home Office target dates to follow.
Ongoing marketing / best practice activity on status messages

Funding: Stop and Account using Airwave, under investigation, figures in Dec 2008
status messages revenue cost (up to) £3k pa already budgeted for ^[14]

9. The other significant area of concern is around "free to speak". Airwave uses Talk Groups to allow our Control Rooms and officers to communicate. The geographic size of the force, spread of front line resources and constraints within the Control Rooms means that at times these Talk Groups become busy, even congested meaning problems with effective communications and frustrated officers and staff.

Airwave Talk Group Usage and Occupancy

10. July's independent report states "Peak [Talk Group] occupancy of over 46 minutes in the hour is seen [on our busiest Talk Group]. On most days in the month the peak hourly occupancy of this Talkgroup is close to or exceeds 40 minutes in the hour. Occupancy levels of 40 minutes or more often generates frustration on the part of the radio users and suppress demand for access."^[12]
11. However because of initiatives such as "Airwave Speak", promoting communication Accuracy, Brevity & Clarity and the use of status message updates, the report concludes. "When viewed from the perspective of the average daily calls on the busiest talkgroups, there is a reduction of almost 6%" from comparing July 2006 to July 2008. ^[12]

Control Room Review

12. Further significant reduction on Talk Group occupancy, must come from resource, structural and organisation changes. Proposals contained within CM&CU's (Call Management and Communications Unit) review ^[13] will achieve this if implemented. Specifically Proposals 1, 2, 3, 16, 18, 20 & 28 are expected to have a positive impact on Airwave business benefits.
13. In parallel with this, independent consultants are currently undertaking a review into our Control Room systems, known as "SICCS". The outcome of the review could recommend technology enhancements that will give further options around our use of Airwave Talk Groups and associated services.
14. These plans will support the Airwave benefits of: -
 - (7) More Effective Use of Officer's time
 - (8) Reduced time in stations / More effective remote working
 - (9) Free to Speak
 - (11) No Overtalking
 - (15) Enables Private Conversations
 - (16) More Effective Control Rooms and

(18) Queue to Speak

Target Date: Use of Airwave Speak and status messages is ongoing
CM&CU Review is currently with Commander TPP
SICCS review due to complete by 24/12/08

Funding: Costs associated with CM&CU Review are not yet available
Control Room SICCS enhancements are in Capital plans for FY2009/10 [15]
and the amount needed is dependant on the review's recommendations and acceptance.

APLS (Automatic Personal Location System)

15. Our use of the Airwave service as the backbone for APLS (Automatic Personal Location System) is proving a real benefit [2] [4]. Devon & Cornwall Constabulary was amongst the very first to deploy this technology fully to support officer and staff safety and improve resource management. Since its introduction in October 2007, over 1/3 of other UK constabularies have shown interest in our set-up and eight forces have visited us to view APLS, with unanimous approval. APLS supports the new resource deployment policy started in September 2008 that is directing officers to incidents, using APLS to show the closest available resource and removing artificial boundaries, allowing a quicker attendance to incidents and through this an expected increase in customer satisfaction and overall performance. APLS has also been operationally used in the Force Day of Action (Op Everest), the Exeter Bombing incident in and the East Devon extreme weather event (30/10/08).

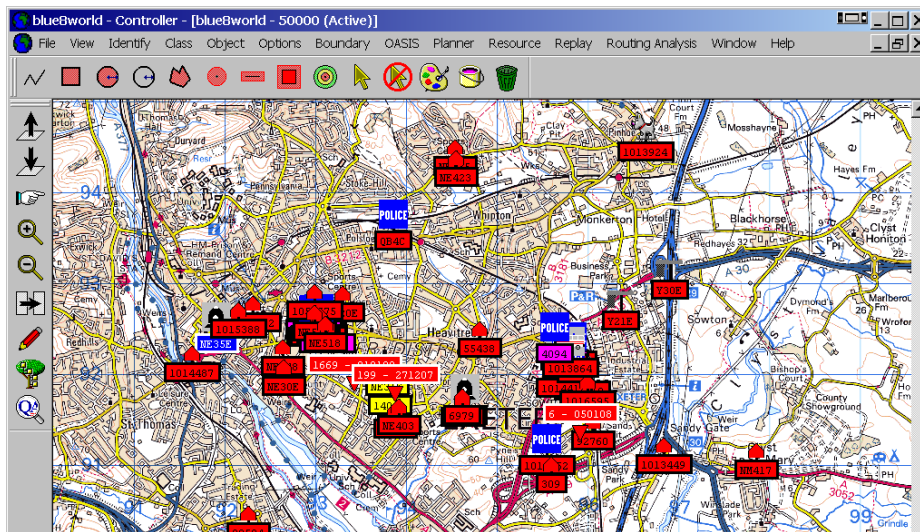


Figure 1: Example of APLS plotting resources on a map in the force Control Room

16. Further development of working practices and consolidation of the resource deployment policy, linked with a quicker position updates from officers using APLS will further improve these partially met and other benefits.

17. This plan will support the Airwave benefits of: -

- (1) Increased Officer Safety / Confidence
- (7) More Effective User of Officer's Time
- (16) More Effective Control Rooms and
- (17) Improved Access to Other Applications

Target Date: APLS is in place with enhancement planned for Q2 2009/10 ^[15]

Funding: A capital requirement of £65k has been built into budget plan for FY2009/10 ^[15]
Revenue costs are in place to support this ^[9]

Benefits Met but Not in Line with User Requirements / Expectations

18. These are "No over Talking" (benefit 11) and "Queue to Speak" (benefit 18). Mostly dissatisfaction from these ^[1] is linked to the busy Talk Groups that we run (see above). Whilst the work already undertaken on status messaging and Airwave Speak has had some impact, as already stated further improvements will mainly stem from CM&CU's implementation of their review's proposals which, in summary will make the Airwave Talk Groups smaller, therefore quieter so officers can better effectively communicate.

19. These plans will support the Airwave benefits of: -

- (7) More Effective Use of Officer's time
- (9) Free to Speak

- (11) No Overtalking
- (16) More Effective Control Rooms and
- (18) Queue to Speak

Target Date: Use of Airwave Speak and status messages is ongoing
CM&CU Review is currently with Commander TPP

Funding: Costs associated with CM&CU Review are not yet available

Other Actions and Impact on Airwave Benefits

20. Additionally, work continues to further exploit the benefits of Airwave that have already been met. These plans and initiatives include:-
- 21. Further End User Engagement, through targeted Roadshows, Monthly Bulletins and a dedicated intranet site. These activities support benefits (1), (7), (12), & (16).
 - 22. Enhanced Airwave proposal which will be completed by January 2009 is investigating geographic areas where current coverage should be further enhanced to support officer safety and performance. This activity supports benefits (1), (2), (3), (4), (8), (12), (13), (15) and if used with Airwave Mobile Information solutions (7), (14), (16) and (17).
 - 23. Airwave vehicle radio enhancements. Trials of "gateways" (beginning in Q3 2008/9) and GPS (Q2 2009/10) will support benefits (1), (2), (3), (4), (7), (12), (13), (16).
 - 24. Project ICARUS, planned for completion by April 2009 will allow the remote reprogramming of handheld Airwave terminals ^[16]. This is mainly an "invest to save" project in that the capital required to complete it, £120k in FY2008/9 will save (typical) terminal upgrade revenue costs of c. £90k per annum. However the delivered functionality will also support Airwave business benefits (1), (7), (8), (12) and (16), as well as supporting the forces Green agenda.
 - 25. Airwave Continuous Service Improvement Plan (CSIP). This is ITIL (ICT service management) best practise and is in place to resolve outstanding issues and to implement service improvements. D&C represent the SW on the national Airwave CSIP as well as maintaining our own plan. This activity supports benefits (1), (2), (5), (6), (10), (16) and (17).

26. Business Continuity Exercises, the two latest of which were held on 9/9/08 and 31/10/08. These check that the plans that the force and Airwave service provider have in place work and are resilient. This again is part of ITIL best practise but also support Airwave benefits (1), (7), (12) and (16).
27. Airwave service improvements. Currently there are two major national projects that positively affect Devon & Cornwall Constabulary Airwave users. These are CHS (Cluster Hot Standby) which provides excellent resilience to the core network at the heart of the Airwave service and GBNr (Ground Based Network resilience) designed to increase availability and reliability for the Airwave sites across the counties. CHS is complete and GBNr in our area should be complete by December 2008^[6]. These projects also support **all** of the Airwave benefits as by enhancing availability and reliability the services are there for us to exploit.
28. Interoperability continuities to be improved as Ambulance start to rollout their use of Airwave in 2009, Devon (& Somerset) and Cornwall FRS in 2008/9. Along with them established "interop" exists between us and the CCTV Control Rooms, Immigrations Service, Highways Agency, Military and RSPCA. Interop of course is well used between forces and will be fully exploited to support the 2012 Olympics. Other users with whom interop is planned include the coastguard and Local Councils(Emergency Planning and/or Street Warden schemes). D&C represent the SW region on the nation Airwave interoperability group and these activities support benefits (12), (13) and (16) as well as enabling us to fulfil our Civil Contingencies Act requirements.
29. An "Airwave Live" trial allowed us to see in "real time" our use of the Airwave service and identified where mitigation may need to be used to support force and wider operational requirements. The second stage of the trial was done over the period of 31/10/08 to 5/11/08 to cover Halloween and Bonfire Night and the latest Force Day of Action. If the trial is successful and later fully deployed in the control rooms, it will support benefits (1), (7), (12), (15) and (16).
30. An active force Airwave User Group is part of the suggested best practise and the overall Airwave service governance structure. In Devon & Cornwall Constabulary the group is chaired by Chief Insp. JARROLD and has representation from all BCU's and operational departments. Its remit is to collect and promulgate good practice, to communicate issues and Airwave developments to the users. It has a ten point action plan taken from learning from the Airwave User survey^[1] and Roadshows^{[7],[8]} for 2008 and 2009. It supports benefits (1), (7), (8), (12) and (16).
31. We have three NPIA accredited ATA's – Airwave Tactical Advisers who have a deeper understanding of the Airwave service's operational use. ATA's support the experience in the force's dedicated Airwave team who focus on Airwave service management and development. The ATA's are within the Contingency Planning team and Control Rooms and support benefits (1), (2), (3), (7), (9), (12), (13) and (16).
32. As part of the Citizen Focus agenda, managed by Chief Inspector JARROLD, we are trialling a different way of the public contacting their Neighbourhood team, making allowances for the availability of a community's dedicated NMB or PCSO. This is in response to the HMIC Baseline Assessment; ^[18] "There is a need to exploit Airwave functionality to best effect in order to maximise opportunities for the public to communicate with NBMs."

Views of Key Stakeholders on Devon & Cornwall Constabulary's Deployment of Airwave

NPIA

33. A consolidated central view from NPIA on Airwave business benefits is not readily available as their own team was disbanded earlier in 2008. However the following has been obtained from the NPIA's Regional Police Liaison Officer.
34. "Your force has been the first in the country to maximise some of potential within Airwave - using APLS for example - I have had a number of forces (including Hampshire and Dorset) who have seen this in operation. At a national meeting Gwent staff, have heard of what D&C have done and wished to come and visit, others also expressed how well received was the D&C presentation at the last ILSF (Airwave National In-Life Services Forum). Again it shows that the D&C team are having an important role to play in insuring the maximum is gained from the Airwave product.
35. The Airwave roadshows have been a huge success - now known as the 'End user engagement programme', which is down to D&C having the vision to see what benefits could be obtained by such an initiative. By the way - you are the only force that has an active Force User group within the [South West] region and only a couple of other forces have the same level of commitment nationally.
36. NPIA would like to thank your [Airwave] team for their continued investigations into this product to maximise it's benefits e.g. status codes - again very few forces have exploited this opportunity!"

Airwave Solutions Limited (the Service Provider, formally O2)

37. From an Airwave perspective, Devon and Cornwall have one of the most progressive, proactive attitudes towards the development of the Airwave Service in UK Policing. The attention to detail and striving for continuous improvement provides a clear and professional focus for all involved. D&C are certainly a leading light in their family of Forces and have encouraged business and technical collaboration between several parties, to the benefit of the end user officer and public.
38. Specific examples include the time and effort afforded to continuously assess and evaluate against measurable standards in the series of Airwave End User Engagement Roadshows and Customer Satisfaction surveys and their continued commitment to Airwave Speak, which is mandatory in Force.

39. Though appearing to be an early adopter with the first national implementation of APLS, the project delivery was in fact the culmination of 2 years planning and risk assessment.
40. Having worked with many Police Forces for over 12 years, it is refreshing in D&C to be part of a meticulous and ongoing programme of review and improvement, and to witness the impact and profile of the Airwave Service within Force and Police Authority, as compared to others who approached Airwave as a Project which has now been left behind, rather than a tool and business enabler for organisational advancement with associated business benefit and process improvement
41. D&C has a high profile within Airwave Solutions as a business, and is frequently consulted as a trusted partner regarding developments in UK Policing.

Extracts From South Western Ambulance Business Case Justifying the Introduction of the Airwave Radio Service ^[23]

42. By way of comparison, please see below the related benefits expected by the local Ambulance trust's introduction of the Airwave service.

Qualitative Benefits

43. Improvements to staff safety due to the introduction of emergency button functionality on the radio terminals. This includes the availability of automatic person location identification and a period of open microphone to allow dispatchers to hear what is going on.
44. Increased radio coverage and reliability. Digital networks do not suffer from some of the problems experienced by analogue networks such as the effects of meteorology. In addition the Airwave service is fully backed up by a hot standby alternative network.
45. Interoperability with other emergency services such as other Trusts, Police and Fire who are either already using the Airwave service or will be in the future. This will be particularly useful at major incidents when inter-agency collaboration and communication is especially critical.
46. The Airwave network is a secure network meaning the risk of unauthorised third parties intercepting messages with patient identifiable information is removed. In addition cross analogue interference between different radio networks such as those used by taxi firms will no longer occur because of the digital trunked nature of the new network.
47. The new system will allow greater flexibility in deciding where to locate control rooms in the future due to the seamless nature of wide area networks which support the new technology. This aspect will also allow for greater resilience between control centres in the fail over scenario.

48. The quality of voice traffic over the digital network is greatly improved when compared to that provided by analogue radio networks. This will save time when passing dispatch messages which in turn has the potential to improve response performance.
49. Communication between control centres, ambulance resources and acute receiving units will be improved. This will allow hospital medical staff to be fully prepared to receive and treat the patient on arrival at the unit. In life threatening situations this will improve the level of care received by the patient.
50. Due to the flexible nature of the new network there are many different ways of using the different functions. This will much more readily support new ways of working. In the future it will also be possible to exploit the benefits of the network in order to provide enhanced functionality.
51. Digital technology allows adjustment of capacity to allow expansion in order to accommodate increased activity. Adequate forecasting arrangements will need to be in place to maximise on the benefits of this.
52. By moving to the new network the ambulance service will be replacing existing ageing systems and modernising the communication infrastructure it uses.

Sources

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23. Extracts From South Western Ambulance Business Case Justifying the Introduction of the Airwave Radio Service