Business Case for the Replacement of the Parking Services IT Solutions

MANAGEMENT SUMMARY

The Parking Service software was originally designed by Civica some 14 years ago.

The software is unsuitable for a number of technical and operational reasons both in the current business operating model and the council's proposed Target Operating Model. These reasons are set out in detail within this document.

The Parking Service is currently undergoing a major business change in the way it is to operate from April 2010 and as part of that change programme we are seeking to replace the current software.

On 14 July 2009 a report was considered by the Council's Executive Committee and as part of those recommendations it agreed to replace the software subject to the approval of the Business Applications Board.

A copy of the report is available for your reference

Therefore we are presenting this business case to seek your approval to replace the software.

ADITIONAL PROJECT BENEFITS

Notwithstanding the basic business need to replace the legacy system we believe the following benefits will be realised as a direct consequence of the proposed investment.

- 1) Reduction in the administration resources to undertake the current business requirements from 13.5 FTE to 10 FTE a saving of approximately £65,000 per annum
- 2) Improved business management with a direct impact on the ability for the council to ensure that when a PCN is issued there is a 10% increase in the recovery rate for those PCN's issued via manual on street enforcement and a 5% increase in PCN's issued via CCTV operations. This will achieved by the reduction in invalid PCN's issued and the improved capacity to recover valid PCN's. We estimate the increase net revenue at £100,000 per annum.
- 3) The ability to meet the requirements of the Target Operating Model that will ensure full compatibility with the proposed CRM solution, the proposed replacement parking solution will be in the Microsoft. Net Framework".
- 4) The capacity to administer the Parking Permit process for
 - a. Controlled Parking Zones
 - b. Contract Parking
 - c. Staff Permit Scheme
 - d. Housing Parking- currently no coordinated management or enforcement exists for parking and roads under housing.

INTRODUCTION

The Council reorganisation of 2008/09 saw the consolidation of on and off street parking management under one new service, Streetscene part of the Customer Services Environment and Enforcement Division.

Previously the services were provided by three different teams based in Asset Management, Regeneration and Customer Services.

As part of the integration of the service the GM for Streetscene has undertaken to develop for the Council a Parking Strategy for 2010 to 2015.

In order to maximise the benefit of the Parking Strategy a number of key issues need to addressed.

- 1) The assessment of current and future parking provision.
- 2) The council's current and future approach to enforcement.
- 3) The financial management of the service, specifically the ability to recover payments due as a result of enforcement activity.
- 4) The ability to fully interact with the Target Operating Model.

This report sets out the IT requirements for the service to ensure we can fully address the issues above.

The required solution is not just a database administration tool but a fully legal compliant solution for the management of Penalty Charge Notices (PCNs) that are not paid by the keeper of the vehicle but are either appealed, using the Parking and Traffic Appeals Service (PATAS) or the debt recovery process that requires a warrant issued centrally by Northampton County Court.

BACKGROUND

As previously stated the current software solution is wholly inadequate for the parking service in its current business operating profile and it would be almost impossible to improve the service efficiency in administration and financial terms of the software wasn't replaced.

In financial terms the council has estimated that it will recover some £726,000 in bad debt from an estimated original debt of £6.8m accrued over the last 3.5 years for non payment of PCN's, a major reason for the debt not being managed at a much earlier stage was the council's inability to access quality information from the system

The service has undertaken a Business Process Redesign of the administration processes, this will assist in developing or validating the workflow requirements in the software solution.

Streetscene have been working closely with ICT business development to ensure we minimise any duplication in service provision.

We have consulted and will continue to do so through the process, with council's Barking and Dagenham Direct namely the Contact Centre and the Collections team to ensure that the services fully interact on both an operational and financial management level.

OPTIONS

Three options were considered for the replacement process:

- 1. Do Nothing
- 2. Bespoke system
- 3. Off the shelf

Option 1: Do Nothing

This is simply not an option given the business benefits for change.

Option 2: Bespoke system

Whilst a system could be developed it does seem impractical as there are already fully complaint systems available using the council's preferred Microsoft . NET Framework.

The impracticalities of developing an 'in-house' system are that there would be long a 'learning curve' for the developers to understand the legal implications of such a system. The time frame to develop such system would be unreasonable as it is desirable for us to have a working system by the end of this financial year. Also the trend recently within ICT is moving towards not developing any Major bespoke systems because of the on-going support overheads but to look to purchase 'off the shelf' systems that meet the Councils requirements

Option 3: Off the shelf

This is the preferred and most practical option in financial, operational and timing requirements.

We have a detailed system requirements detailed in this document and could potential procure the system very quickly through the OGC service catalogue procedure.

FUTURE REQUIREMENTS AND OPPORTUNITIES

As stated the current car parking system (PES) is running on 'old' technology and hosted on an old Dell physical server. We need to move to technologies that are industry standard and that will 'future proof' the Authority for the next 3-5 years and fit in with the ICT strategy.

With the Borough moving to predominately Microsoft technologies i.e. CRM-Dynamics and signing a licensing agreement with Microsoft we need to move to similar platforms to make integrating easier and save on license costs. So when looking to replace the current system we should look for:

- Systems that are built on the .NET (Microsoft) framework
- That can be hosted within a virtual environment
- Have workflow
- Reporting on a standard format so we could generate our own reports
- BS7666 compliant
- Integration to other internal Borough systems
- Ability to have a web presence for self-service
- The client application should be delivered through Critrix or a browser

• Can be used on mobile devices and link 'in real time' to the back-end system

The benefits of the above requirements would be

- License cost savings (through using the license agreement with MS, and through client deployment via Citrix or a browser)
- By using virtual servers we will conform to the server consolidation programme, the green agenda, better system resilience and space saving.
- Because we have experience with Microsoft products and virtual environments, maintaining the system infrastructure would not present any problems.
- Make integrating with current and future systems easier i.e. CRM, Zenco digital capture and storage system, cash office...
- Reporting through industry standard tools i.e. Crystal would again future proof us when looking at any corporate BI tools
- A system that comes with web components would make it easy to develop a
 web portal (if not already developed within the application) for customer
 interaction and help reduce enquires and potentially increases revenue
 collection.
- Mobile working with live links or bi-directional updates would make the system more efficient/flexible and aid the introduction of cashless parking.

Any off the self system would still need to have work done to integrate with current systems. But an off the self Microsoft based system would make integration much easier and using the latest .Net platform would 'future proof' the system for next 3-5year if not longer and make supporting the infrastructure easier.

COSTS

It's estimated that the total capital costs for the project are

Total	£288 000
New handheld devices	£15,000
Web hosting	£36 000
Hardware and link costs for internal	£76 000
Implementation costs from supplier	£61,000
Software	£100,000

Original suggested costs for the projects from Civica to be used for budget purposes only.

The charges are based upon

- A new 10 year contract
- A parallel run of PES and CE
- 40 x CE licences*
- Agreement of the final specification
- DVLA charges continues at current rates

	Year 1	Year 2 onwards
SOFTWARE, 40 user licence*		
Batch cash receipting interface	£98,100	
PCN Processing		
CCTV PCN Processing		
Permits		
 Reporting, crystal reports (1 copy) 		
Scanning		
Taskflow		
Digital Camera indexing		
 Suspensions and Dispensations 		
Appeals Pack		
 Debt registration module 		
Crystal Reports		
 Post Code matching interface to CAPSCAN 		

* LBBD would prefer an Enterprise licence and this would be factored into the procurement process.

SERVICES		
Project management, 20 days	£17,000	
Application consultancy, 12 days	£10,200	
Training, 5 days	£4,500	
Consultancy/system configuration, 5 days	£4,250	
Data migration, 15 days	£12,750	
Report generation, 5 days	£4,250	
User Acceptance Testing support, 5 days	£4,250	
Go-live support, 5 days	£4,250	
On line photos and challenges		
Civica hosted web portal for On line evidence and	£36,000	
On line challenges		
Web pages to fit in with LBBD's, Image retrieval		
routines, Generation of pin number		
Liaison regarding the design of web pages and		
security.		
WEB SITE HOSTING		
Web server access – live		
Web server access – test		
Firewall		
Power		
10 MB internet connectivity		
TOTAL	£195,550	£60,000

ICT additional costs

Servers costs, the assumption will be that the servers are hosted 'in-house' on our VM ware virtual environment.

On the assumption that we will need 3 servers, application server, database server and a server in the DMZ for the web-portal element of the project the following costs should be budgeted.

Application server Associated costs	windows server license Tivoli license Nimbus Network connection Total	3000 447.09 2856 285 250 26 838.09	(per processor)
Database server		3500	
Associated costs	windows licence	447.09	
	Tivoli licence	2856	(per processor)
	Nimbus	285	
	SQL server per processo	or 7071.90	(x 2 processors)
	Total	£14 159.99	, ,
DMZ portal server		2500	
Associated costs	windows server licence	447.09	
	Tivoli licence	2856	(per processor)
	Nimbus	285	·· · · /
	Security SSL certificates	1300	
	Total	£7 388.09	

There will be a cost for a 'pipe' to host the web portal

There will also be some development work needed to make sure that all payment information is our Civica ICON system and link needed to the Oracle system. These estimated work need for this 20 days @ 48 per hour

Total £6 720

We also need to have link into our Scancoin payment kiosks we would need a piece of software to link into the Kiosk (PayLink XML) with license and implementation the cost would be

Total £14 373

and 2 days ScanCoin consultancy

Total £1 700

Because of the nature of the project dedicated resources would be needed. I.e. project management and application support for planning, implementation, testing, documentation, go-live and post go-live.

Approximate cost £25 000

Grand total approximately £76 000

ASSUMPTIONS AND DEPENDENCIES

Assumptions:

None required, as the decision are that we either do nothing or procure a new system.

Dependencies:

The project is subject to the following dependencies that will be carefully monitored and managed throughout the lifespan of the scheme.

- That in order to achieve the timing requirements we utilise the OGC framework and if necessary go with a single source supplier approach.
- The project is dependent on the Availability and Reliability of the ICT work stream of the One Barking and Dagenham Programme.

PROCUREMENT

A meeting took place on the 4 September will Paul Ansell, Procurement, to discuss the options available and from that meeting we concluded that a project board with members from Procurement, Legal, Environment and Enforcement and ICT will control the procurement process.

The funding and procurement processes will be presented to CPMO to ensure capital expenditure programme compliance.

CONCLUSION

That the Council replace the current software solution.

SUPPORTING INFORMATION

Additional complimentary Business Process Changes

Debt Management

We will be transferring the end to end recovery arrears process for Penalty Charge Notices (PCN's) from Environmental and Enforcement Services to General Income. A service level agreement will be developed to ensure a value for money service is provided and improved customer experience. This will also include the transfer of existing staff in the Parking Services team to General Income.

To realise this change, plans are in place to ensure this happens by April 2010. Activities include:

- Data cleansing of existing MI for recovery;
- Reviewing unrecoverable debt and write off process(s);
- Developing a Service Level Agreement with General Income and Environmental and Enforcement Services:
- Change management for the transfer of 1.5 staff to General Income team;
- Development of systems and training material for the revised process.

This change is not as a consequence of replacing the software but as part of the consolidation and removal of duplicated services within the council.

Permit Management

We could use the new software to administer the new Staff Permit scheme as well as all other permits.

Additional complimentary Business Process Changes

On street enforcement

The new software would allow us to integrate the abandoned vehicles administration into Parking Services, this would enable the benefits realisation identified in the Streetscene BPR for abandoned vehicles and improve service capacity through the Civil Enforcement Officer (CEO) activities.

The Street Warden Service currently utilise Flare as a mechanism for reporting issues, the new software would make this need for Flare redundant and reduce our licence costs from 2009/10 onwards as the Civica CE can issue Fixed Penalty Notices and record enforcement activity in the same way as we would PCNs.

Current legal guidance

Main points:

Where should we be?

The Department for Transport (statutory guidance for enforcement authorities) states the following:

- Enforcement authorities should make sure that their processes for recovering outstanding penalties and handling challenges, representations and appeals are efficient, effective and impartial.
- Authorities should use IT systems that facilitate speedy and accurate processes.
- Enforcement authorities should deal with motorists promptly and professionally.
- Authorities are encouraged to set time and quality targets for dealing with queries, in addition to any statutory time limits and those set out in the Statutory Guidance.
- Enforcement authorities should offer motorists flexible and efficient ways to contact them, including e-mail and telephone. They should ensure there is an adequate audit trail to rebut any accusations of unfairness.

- Authorities are encouraged to seek independent quality assurance of their CPE processes.
- Authorities are advised to respond promptly to contacts from the adjudicator concerning appeals.
- They should report on performance against these targets in their annual report.
- Enforcement authorities should offer motorists a range of facilities for paying penalty charges.
- The payment system should allow motorists to pay by whatever method is most convenient to them, including:
 - 1. Cash
 - 2. Cheque sent by post without guarantee card;
 - 3. Cheques with guarantee card;
 - 4. Debit or credit cards, in person, by phone or via the internet
- Where a PCN is issued to a Persistent Evader (defined as a vehicle against which there a three or more unpaid PCNs) the authority should take the strongest possible enforcement action.. which is likely to involve immobilisation or removal.

Current and proposed operational positions (based on an actual software comparison)

LBBD's administrative computer system, Civica PES, dates back to 1994 and predates the legislation under which the council is operating by 14 years. It is cumbersome, time consuming and ineffective. Examples include:

the need to scan in all external correspondence (which is considerable given that the council issues 80000 PCNs per annum);

an inability to make available to recipients of PCNs photographs of onstreet contraventions thereby denying them an opportunity to scrutinise the evidence against them (this is our current standard for CCTV-related offences). This also leads to unnecessary enquiries. Civica CE, the latest version of the software, empowers recipients to scrutinise the evidence against them and to contact us in the most convenient manner;

PES is not web based whereas Civica CE is, as is most correspondence and enquiries. This leads to unnecessary lost time in scrutinising information;

Civica CE would enable the council to set SMARTER targets for dealing with queries and provide us with the tools to deliver and measure these;

The council would be able to seek independent quality assurance of its enforcement procedures and processes;

Civica CE allows all information and data relevant to appeals to be held either within the system itself or on compatible accessible systems;

The current system limits the range of data that can be included within the statutory annual report. Civica CE would allow a greater range to be reported, with higher levels of accuracy and require less staff time;

The current process for paying penalty charges does not allow all departments involved to have reliable and timely access to sums outstanding. Manual reconciliation of over and underpayments is therefore required on a daily basis. Civica CE would allow the widest access to the information thereby negating the need for reconciliation;

Currently, there is no practicable way in which the council can mange persistent evaders using Civica PES. Civica CE will allow persistent offenders to be identified speedily and would provide the council with the opportunity to integrate this aspect of CPE with its abandoned vehicles resources.

In addition, Civica CE provides a range of non -enforcement functions and reports which are either not available with the existing system or are necessary enhancements and which are essential for the effective management of the council's parking policies. Specific functions/reports include:

Payments report;

Controlled Parking Zone (CPZ) Permits issued/sold by zone:

Visitor vouchers by zone;

Waiver notices;

Permits issued by address;

Permits issued by street;

Civil Enforcement Officer (CEO) Observations;

Writes-off:

Vehicle Registration Mark;

Vehicle disposal;

Bay suspensions;

Dispensations;

Concessionary travel;

Civica CE is also able to deal with a wide range of Fixed Penalty Notices (FPNs) thereby providing the framework for a total Streetscene service. Examples of these FPNs include:

Section 34 Environmental Protection Act (EPA) (Waste Duty of Care)

Section 46 (Waste segregation and placing of receptacles by householders to facilitate increased recycling etc) Section 47 (Waste segregation and placing of receptacles for commercial premises)

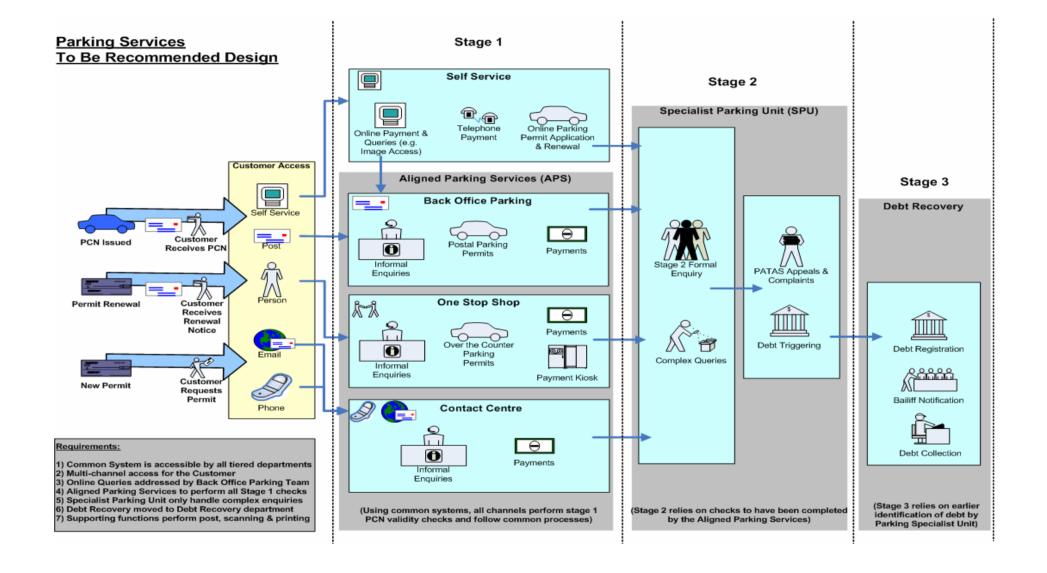
Section 59 (Illegal depositing of waste)

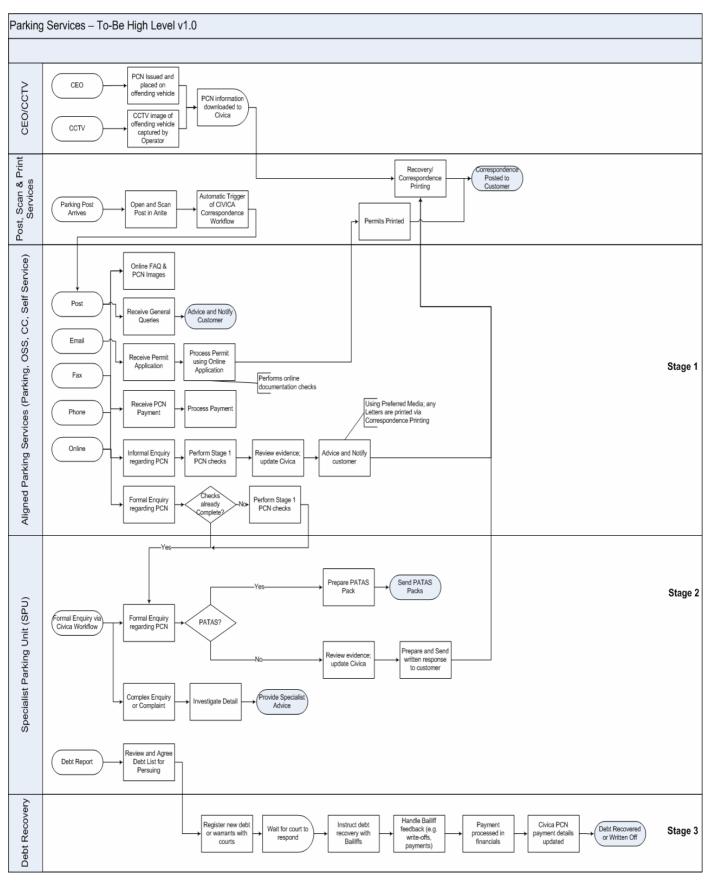
Section 93 (Street Litter Control Notices)

Also:

Dog fouling Graffiti

Fly posting Nuisance vehicles





The proposed solution is dependent on a new system which will fill the gaps and limitations experienced today – we would expect:

Consistent and transparent access across all departments

- Ability to drive self service by the provision of online images, accurate payments, permit renewal and application, appeals process.
- Provision of custom workflows to drive consistent process adherence (e.g. Civica to drive validation checking across all channels)
- Improved recovery correspondence to minimise delays around auto progression and to facilitate the movement of service to printing services
- Integration to Anite to allow post room scanning and for this to trigger correspondence action
- Improved information to CEO and CCTV operators to be able to highlight persistent offenders
- Rapid download and automatic linking of images to PCN for CEO issued tickets
- Improved PATAS gathering and printing process
- Improved debt recovery and debt tracking
- Integration to other applications to reduce material being required by the customer, speed up the processing times, high light persistent offenders and improve accuracy e.g. DVLA, Council Tax, Finance, Experian, CRM etc.
- Improved reporting will provide clear visibility and KPI tracking to aid process and service improvement

Internal Audit report - 2009

AUDIT RECOMMENDATION	PR	THEME	RATIONALE AND LINK TO THIS APPLICATION
The quality of management reports on main PCN statistics needs to be enhanced from pure reporting of figures to more sophisticated analysis of activity statistics, such as identification of major trends, driving forces, making comparisons etc. Given that the capacity of CIVICA software currently in use to produce analytical information is limited to very basic reports, it is recommended that its replacement with a more advanced software tool is considered.	1	Advanced Software System	Civica CE is a web-based system whose reporting capability meets and exceeds this requirement.
Documents provided by the customers to support parking permit applications should be scanned, or copies taken and kept together with the copies of permit applications.	2	Advanced Software System	Civica CE's web-based functionality will allow customers to access information and apply for permits online
Online parking permit processing should be considered by the Parking Services Manager	2	Advanced Software System	Civica CE's web-based functionality will allow customers to access information and apply for permits online
A monthly CIVICA and Oracle GL reconciliation exercise should be carried out. The Parking Enforcement Supervisor should be responsible for generating monthly payment reports from CIVICA and Radius systems, while Oracle GL download data would be provided to the Parking Enforcement Supervisor by the Finance Officer.	1	Advanced Software System/Manageme nt	Civica CE's web-based functionality and superior reporting capability will facilitate this management action.
An IT tool should be developed to monitor and analyse appeals statistics	2	Advanced Software System	Civica CE has a specific function for dealing with appeals under the Traffic Management Act 2004

AUDIT RECOMMENDATION	PR	THEME	RATIONALE AND LINK TO THIS APPLICATION
Traffic Management Orders should be made available on the shared drive, organised by the road order. As the TMOs are issued by the Highways section, the TMOs should be scanned and uploaded on the shared drive when issued. Independent Adjudicator's decisions should also be scanned and made available on the shared drive.	3	Advanced Software System	Civica CE's web-based functionality will allow customers to access photographic evidence of their alleged contravention online and they will also be able to access this contextual information when considering whether they have grounds for appeal against a PCN
Park Maps and sign photographs should be made available on the shared drive/online.	3	Advanced Software System	See above
An information retention policy should be compiled to act as guidance for the retention and disposal of various paper and electronic records the Parking Services Department deals with. The policy should be reviewed on an annual basis and the date of the last review should be indicated on the front cover of the policy.	1	Management/Advan ced Software System	Primarily a management issue, however, Civica CE's enhanced functionality will ensure that greater amounts of data are held and are accessible electronically.