

CABINET

24 May 2016

Title: Procurement of New Housing IT System	
Report of the Cabinet Member for Finance, Growth and Investment	
Open Report: Yes	For Decision: Yes
Wards Affected: None	Key Decision: No
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Summary: <p>The Council is embarking on an ambitious transformation of the Housing Service as part of a wider set of corporate initiatives focused on encouraging civic pride, enabling social responsibility and growing the borough. These changes are being delivered through the Housing Transformation Programme (HTP).</p> <p>In January 2016, Cabinet approved the Housing Revenue Account (HRA) Budget and the costs of the HTP are included within the HRA.</p> <p>The HTP established that the existing housing IT system is not fit for purpose and its replacement is included in the approved programme costs. The current housing IT system predominantly comprises; Capita Housing Management (Academy), Codeman, Kirona Xmbrace DRS (Opti-Time), MiCAD, Open Contractor, Repair Finder and Total Mobile. These are serviced by Capita Software Solutions a subsidiary of Capita plc and a number of specialist partner providers.</p> <p>The primary system, Academy, is dated and no longer considered fit-for-purpose. Functionality and performance in comparison to newer systems is limited and users have implemented numerous ad-hoc work-arounds to address constraints.</p> <p>The Council requires a housing IT system to help manage housing assets, housing advice, housing applicants, council tenancies, leaseholders, market rent sector residents, homelessness, rent and service charge records, repairs and maintenance and statutory compliance functions.</p> <p>The system is required to enable the Council to effectively discharge its housing duties; comply with a range of inspection criteria, manage the business of the Housing Service, legal obligations and to meet the statutory requirement to provide statistical data returns to customers, stakeholders and central government departments.</p> <p>It is vital that the Council should have a solution that offers flexibility, adaptability, functionality and future-proofing. A system that has been developed using advanced</p>	

technology with a clear long-term future is likely to offer this. Additionally, such a system will support the broader aim of delivering an enhanced service, efficiently.

The contract with Capita formally expired in 2009/10 following completion of the installation of the Academy system however the annual maintenance and service contract is being renewed on an annual basis. The current maintenance and service contract expires at the end of March 2017.

This report requests authorisation to conduct a procurement exercise to secure a replacement housing IT system as included within the Housing Transformation Programme, and sets out the case for doing so using the Crown Commercial Services (CCS) Local Authority Software Application (LASA) Framework (RM1059) or equivalent.

Recommendation(s)

The Cabinet is recommended to:

- (i) Agree that the Council proceeds with the procurement of a new housing IT system and a maintenance and support contract as provided for within the approved Housing Transformation Programme (HTP) and in accordance with the strategy set out in this report; and
- (ii) Delegate authority to the Strategic Director for Customer, Commercial and Service Delivery, in consultation with the Cabinet Member for Finance, Growth and Investment, the Strategic Director of Finance and Investment and the Director of Law and Governance, to award and enter into the contracts and access agreements, for the initial and relevant extended periods.

Reason(s)

To provide a fit for purpose housing IT system that has sufficient technical resilience to meet the demands of the HTP and Ambition 2020, which is capable of meeting the challenge of service delivery, ongoing legislative changes, flexible working and more efficient assessment, planning and reviewing of assets and customer needs.

1. Introduction and Background

1.1 The Council currently uses a number of systems in support of its Housing Service, the principal system Academy is supplied by Capita, and serves as the core database for storing homeless, housing advice, leaseholder, tenant and resident records and service requests. Further systems are supplied through partnership arrangements between Capita and specialist vendors. The primary asset database is Codeman and it is used for storing detailed information about housing property assets. In addition the service utilises a large number of databases (predominantly Microsoft Excel) for the storage and retrieval of data in support of the service delivery functions.

1.2 Academy was implemented in 2008/09 and a number of changes were made to the configuration and system in 2013 when the Direct Labour Organisation (DLO) transferred back to the Council from Enterprise (the external service provider that previously delivered the housing responsive repairs & maintenance service).

Regular system upgrades have been undertaken since then in line with the annual maintenance and service contract and various adjustments have been made to the system configuration.

- 1.3 This system is dated and no longer considered fit-for-purpose. Functionality and performance in comparison to newer systems is limited and users have established numerous ad-hoc work-arounds to address constraints. It is vital that the Council should have a solution that offers flexibility, adaptability, expandability, functionality and future-proofing. A system that has been developed using advanced technology with a clear long-term future is expected to offer this.
- 1.4 The contract with Capita formally expired in 2010, but has been continued through a 'confidence and supply' exchange of correspondence, which itself is time-limited to March 2017. It should be noted that this 'contract' extension has not been novated to Elevate.
- 1.5 The current annual maintenance and service contract costs circa. £380k per annum. Data gathered during the development of the HTP indicate that this cost will be reduced through the implementation of a new housing IT system.
- 1.6 In April 2015, the Council commissioned Elevate to work in partnership with the service to; analyse the service, identify critical areas requiring improvement, and develop the HTP, this included the replacement of the current systems and these costs have been included within the approved HRA Budget for 2016/17 onward.
- 1.7 As part of the HTP, the functionality and suitability of the current systems in relation to organisational, staff and customer needs of the Housing Service, including how the systems might meet future statutory service requirements, whilst also considering value for money was considered. Each area has identified issues and grounds for concern surrounding 'fitness for purpose', an area which is also of concern in terms of supporting strategic commissioning requirements. Additionally, the lack of integrated portal/web-services functionality significantly inhibits the strategic direction of the Council in delivering its Customer Access And Fulfilment Strategy (CAAF) and in achieving integration with other service systems.
- 1.8 A series of workshops, interviews and an analysis of user confidence in the system, reached the general consensus that the current system was not user-friendly, lacks the functionality required by the service and may, in part, contribute to staff retention issues. The technology appears to be very dated, and is cumbersome due to speed and performance issues.
- 1.9 The technical design is based on Capita's Academy technology (now superseded by Capita's IBS Open Housing system), and provides a disjointed approach to the functions that make up a housing service. It is based upon interfaces between the various software solutions and these additionally sit on top of an underlying relational database within the Academy system. In other words a complex and cumbersome set up. It is though, the main information repository for housing management information.
- 1.10 Ultimately, these factors combine to provide a compelling case for change, and as a result the HTP considered in December 2015 included capital provision for its

replacement. This provision was included within the HRA Budget for 2016/17 and subsequent years and was formally approved in January 2016.

2. Proposed Procurement Strategy

2.1 Outline specification of the works, goods or services being procured

2.1.1 The recommended procurement approach is to use the CSS LASA Framework (RM1059) or an alternative equivalent framework that provides greater advantage to the Council for the procurement of a housing IT system that includes; Asset Management/ Customer Management/ Cyclical Maintenance/ Data and Document Management/ Geographical Information Mapping/ Health & Safety Management/ Homelessness/ Housing Advice/ Housing Management/ Leasehold Management/ Mobile Working/ Performance Management/ Planned Investment/ Rents/ Repairs & Maintenance/ Service Charge Management/ Statutory Compliance/ Workflow Management functions and associated work functions. This Framework expires in August 2016, however, CCS have assured Elevate that the Framework will be extended as provided for under the original Official Journal of the European Union (OJEU) Notice, past practice by CCS also indicates that this will happen. The proposed award is expected to be concluded before this time.

2.1.2 There is a business need to ensure that the processes and systems required to support the Council and the Housing Service; meet regulatory requirements, are fit-for-purpose, have in-built flexibility and are capable of managing critical information. Considerable work is planned to develop the specification upon which a tendering exercise would be built and high level requirements have been documented.

2.2 Estimated Contract Value including the value of any uplift/extension period

2.2.1 The estimate contract value is set out at Appendix 1.

2.2.2 Budget provision is included within the approved HRA and this includes the HTP.

2.3 Duration of the contract, including any options for extension

2.3.1 The contract will be for 5 years, with an option to extend for up to a further 2 years. This includes the initial supply, installation and configuration of the system, as well as the continuing maintenance and support contract(s). This term is proposed to maximise the benefit to the Council from a lengthy and expensive procurement exercise and discounted support costs.

2.3.2 The duration of the individual contracts based on a framework agreement does not need to coincide with the duration of that framework agreement, but might, as appropriate, be shorter or longer. In particular, it should be allowed to set the length of individual contracts based on a framework agreement taking account of factors such as the time needed for their performance, where maintenance of equipment with an expected useful life of more than four years is included or where extensive training of staff to perform the contract is needed.

2.3.3 Due to the long implementation period and the high costs involved in changing provider, officers are of the view that a 5 year duration with an option to extend for

up to a further 2 years is admissible in this instance and complies with regulation 33 (3) of the Public Contracts Regulations 2015.

2.3.4 This contract is subject to the EU Public Contracts Regulations 2015 and is not subject to the light touch regime.

2.4 Recommended procurement procedure and reasons for the recommendation

2.4.1 The contract with Capita and responsibility for it will remain with the Council until it expires at the end of March 2017. Ownership and responsibility for the new contract is expected to remain with the Council. Elevate, under the Incremental Partnership Agreement, maintain the responsibility for all IT procurements, and will therefore conduct the procurement of a replacement system by default.

2.4.2 There is a need to procure an alternative system within an imminent timescale which the usual procurement route via a full open market tender process does not support. However, this can be achieved more quickly by the use of an appropriate Framework arrangement. It is proposed that the most cost-effective and efficient approach to procure a new system is Option 4 (section 3.4 of this report) – through Elevate, via the CCS LASA Framework (RM1059), with a view to procuring the system in the summer of 2016.

2.4.3 The tender process will be conducted in compliance with European Union rules and principles and the Council's Contract Rules. As the recommendation is to procure via the CCS LASA Framework (RM1059), the advert will be released to all suppliers/contractors that are part of it. This means that suppliers who are not in the Framework will not be able to submit a tender.

2.4.4 The table below summarises the expected tender timescales. Appendix 2 sets out the detailed procurement plan.

Cabinet approval	24 May 2016
Advertise and send out tender application packs	3 June 2016
Tender submissions to be returned	1 July 2016
Tender evaluations (completion)	22 July 2016
E-Auction	5 August 2016
Approval and award of contract	22 August 2016
Start of contract delivery	TBC following award

2.5 The contract delivery methodology and documentation to be adopted

2.5.1 The service is to be delivered by external providers. There will be a set of overarching framework terms and conditions that will apply to this service. At the end of the contract period, the Council will be required to take provisions to continue with the contracted supplier, or undergo a re-procurement exercise.

2.6 Outcomes, savings and efficiencies expected as a consequence of awarding the proposed contract

- 2.6.1 The outcome is the award of a contract to one or more providers of housing system solutions that best meet the award criteria for the provision of a replacement housing IT system for the Council.
- 2.6.2 The savings are generated from the reduction of maintenance charges for a new system; the market leading suppliers typically charge around 20% of purchase cost as an annual fee, which usually include all legislative changes (Capita currently charges more for its dated Academy solution).
- 2.6.3 The estimated savings generated by this exercise are set out at Appendix 1.
- 2.6.4 In addition to the savings outlined above, procuring a new system will provide the Council with the opportunity to refine processes and embed service delivery improvements, as well as allowing the capture of all relevant data in the most efficient way possible. A modern and efficient system that allows flexible working and is easy to use will help drive productivity, improve service performance and increase customer satisfaction.

2.7 Criteria against which the tenderers are to be selected and contract is to be awarded

- 2.7.1 The evaluation criteria as detailed in the CCS Framework terms and conditions are as follows:
- 2.7.2 Lot 5 covers the provision of software and associated services for Social Housing.
- 2.7.3 The Framework suggests a price/quality split of 60%/40%, and that is the proposal of this report.
- 2.7.4 Price will be evaluated based upon life cycle cost analysis, including implementation costs, consultancy, licensing, maintenance etc over the proposed 5 year contract term.
- 2.7.5 Quality will be measured based upon; meeting the core specification, adaptability, functionality, aesthetics, usability, installation/ implementation proposals, resource allocation, resilience, system and software development and reference site feedback.

2.8 How the procurement will address and implement the Council's Social Value policies

- 2.8.1 In line with the 'Public Services Social Value Act' public bodies are required to consider the way in which the services they commission and procure might improve the economic, social and environmental wellbeing of the area. This is governed by the Council's Social Value policies. This procurement has no impact upon these.

3. Options Appraisal

3.1 Option 1: Do Nothing

Do Nothing: Continue using current system	
Advantages	Disadvantages
<ul style="list-style-type: none"> No investment will be required in procuring and implementing a replacement system. There is no dedicated resource time required for this option. 	<ul style="list-style-type: none"> The current issues, user dissatisfaction, value for money and technical issues with the system will continue. There will be no change or improvement to the existing systems, or the way users are working. Technology 'future-proofing' of the system is unclear. Systems integration with health systems is non-existent now, and likely to be difficult to achieve in the future specifically if the system is not fit-for-purpose. Financial savings/efficiencies will not be realised.

3.2 Option 2: EU Procurement – Open Market

EU Procurement – Open Market	
Advantages	Disadvantages
<ul style="list-style-type: none"> All suppliers that provide a Housing IT solution are able to submit a tender. 	<ul style="list-style-type: none"> The timescales are significantly longer than the framework procurement, which means that a solution may not be delivered within the required time. It is also a costly option as all tenders submitted must be evaluated, which means that resources will be required for longer periods of time.

3.3 Option 3: Implement a bespoke solution

Implement a bespoke solution – in-house or partner development	
Advantages	Disadvantages
<ul style="list-style-type: none"> The Council will be in control of the roadmap future development, and will have the flexibility to tailor the system to match changing requirements. The Council will own the system and will not be tied down to a supplier that could potentially disappear. Allows more scope for innovation when developing and designing the system. 	<ul style="list-style-type: none"> Due to the size and complexity of the system, it will take longer to implement than off the shelf products. There are significant time constraints involved. A significant amount of time will need to be invested, particularly during delivery. The cost of developing a bespoke system will be greater than off the shelf products. Ongoing costs and the support in general would be difficult to ascertain and control. Selecting appropriate developers will require additional time to scope. Financial savings/efficiencies will not be realised.

3.4 Option 4: Use an existing framework – The preferred option

Use an existing framework	
Advantages	Disadvantages
<ul style="list-style-type: none"> • A reduction in tendering time and costs results in increased efficiencies and better value compared to a full tender process. • Framework agreements comply with relevant EU procurement regulations. • Mini Competitions within the framework secure competitiveness and are less time consuming compared to a full tendering process. • The new system will be implemented earlier than alternatives and benefits will be realised sooner. 	<ul style="list-style-type: none"> • They are closed to new providers for the duration of the agreement.

4. Waiver

4.1 The Councils Contract Rule 5.1 specifically exempts procurements via frameworks from compliance with the tendering requirements of Section C of the Contract Rules.

4.2 A waiver is not therefore required.

5. Equalities and other Customer Impact

5.1 A robust and effective housing IT system is a key tool to safeguarding assets; income, expenditure and customer need by allowing accurate oversight at individual asset and service user level as well as providing the necessary macro-information to support solid performance management of services.

5.2 An application that lends itself to easy integration will allow for a cohesive 'joined-up' approach to service delivery, allowing for improved commissioning of services and a more holistic, and therefore better, experience for service users.

6. Other Considerations and Implications

6.1 Risk and Risk Management

Risk Description	Mitigating Actions	RAG Status
Budget allocation proves to have been insufficient due to the complex nature of the project realising additional pressures.	The Programme Director will inform the Programme Team and Governance bodies of the resources required and expended at all stages of the project. Robust project management methodology has been deployed.	G
Inadequate and ineffective project control resulting in cost and time over-run.	In addition to the Programme Director a dedicated Programme Team has been established to assist the Council in the delivery of the Housing Transformation	G

	Programme, its constituent projects and the new housing IT system.	
There are risks inherent in migrating data from one system to another, and this leads to slippage in the project timescale.	A data migration stream and strategy will be included where appropriate resources are allocated, data is prioritised and sufficient contingency exists within the project plan for this complex component.	G
Lack of buy-in from staff in Housing which leads to resistance to provide support during implementation.	Significant change management investment will be required to ensure staff understand the approach, are trained and familiar with the replacement system. This will require time, training and support.	G
Lack of availability of business resources and IT staff to support the implementation and change, particularly in the context of other IT transformation projects ongoing.	The Programme Director will be responsible for taking an oversight of the IT work stream. Any conflicts will be raised and managed firstly by the Programme Sponsor and then through the relevant governance arrangements.	G
Suppliers tend to underestimate costs, development and integration during the procurement phase and over promise on timescales during delivery.	Ensure a robust pre-procurement phase has been completed, with sufficient organisational and change management capacity to ensure timescales are realistic. Contract terms are clarified in advance of award.	G
The Housing Service may change requirements during implementation, delaying the project and requiring additional work.	Programme Team representatives responsible for managing implementation and engaging with the service should remain the lead throughout the duration of the project and participate in all stages of the work. Change control governance arrangements administered by the Programme Team will be implemented.	G

6.2 TUPE, other staffing and trade union implications

6.2.1 None.

6.3 Safeguarding Customers/ Staff

6.3.1 The implementation of a new housing IT system – assuming a suitable system is procured – will have a positive impact upon the Council's ability to effectively safeguard vulnerable children, young people and adults. A more user-friendly, intuitive system will promote increased accuracy of recording and data availability; ensuring staff can more easily have access to comprehensive information upon which to base decisions.

6.3.2 In addition to the above, an easier to use system is likely to support the recruitment and retention of permanent housing staff which will support continuity and

contribute toward reduced demand, all of which contribute towards a more effective service.

6.4 Customer Experience

6.4.1 The current customer experience is fragmented and in a majority of instances the housing IT system does not support resolution of service requests. Data is incomplete/ incorrect, held in many locations and is inaccessible to those dealing with customer contact.

6.4.2 It is important for the Council to have in place a system capable of meeting the challenge of ongoing increasing customer expectation, legislative changes, flexible working and more efficient assessment, planning and reviewing of service delivery.

6.5 Property / Asset Issues

6.5.1 The Elevate ICT Service Transformation Strategy states that 75% of current back office infrastructure is either end of life or scheduled to be end of life within the upcoming 12 months requiring approximately a £2.5m replacement cost.

6.5.2 Procuring a new housing IT system will reduce the need for additional hardware renewal and on-going fixed costs, it will include a 24/7/365 supplier maintenance support service, improve the effectiveness of the Housing Service, support increased customer satisfaction, reduce incidence of failure, streamline processes and increase flexible working for staff.

7. Consultation

7.1 Consultation for this tender exercise has taken place through the HTP design phase and circulation of this Cabinet Report. The draft report - after having been circulated to the consultees as listed at the beginning of this report - was presented and approved at the Corporate Procurement Board and Corporate Strategy Group meetings of April 2016.

7.2 Consultation for the HTP was performed throughout the entirety of its development; this included Strategic Leadership, Commissioning Leads, Group Managers and staff. The HTP was formally approved by the Housing Transformation Programme Board in December 2015.

8. Corporate Procurement

Implications completed by: Euan Beales – Head of Procurement

8.1 The value of this procurement will necessitate a full OJEU compliant procurement exercise if a framework is not utilised.

8.2 Under the Council's Contract Rules all spend over £50,000 is required to be conducted through a competitive tender process. It is proposed that the tender exercise be conducted by mini-competition within and between providers on, the Framework.

- 8.3 The use of the Crown Commercial Services (CCS) Local Authority Software Applications (LASA) Framework (RM1059) or an equivalent would reduce the costs of performing a full open tender process as the providers on Lot 5 have already been selected through a rigorous process. The time and expense involved in a two stage procurement process is reduced through the need to only evaluate the response from the performance of the mini-competition.
- 8.4 The Framework has 13 suppliers listed and this would be sufficient to establish competition.
- 8.5 Corporate Procurement recommends that the procurement be conducted through the framework based upon the extension period being granted. The supplier list is large enough to provide a good level of competition and the price/quality split will allow sufficient quality which is important for such a large investment, whilst also ensuring value for money is obtained.

9. Financial Implications

Implications completed by: Tasleem Kazmi, Group Accountant

- 9.1 The HTP has a HRA capital budget of £1.750m set aside within the HRA capital programme for 2016/17, which was approved by Cabinet in January 2016 to fund the HTP and the enhancement of the existing housing IT systems.
- 9.2 The HTP via this report seeks to now procure a replacement housing IT system to ensure it is fit for purpose to meet the changing needs and requirements of the Council.
- 9.3 Any cost of procuring a replacement housing IT system above that set aside in the current housing capital programme and any additional on-going revenue costs will need to be contained within existing HRA housing transformation budgets or offset by additional HRA savings identified by the HTP.
- 9.4 The cost of any procurement resulting from the proposed implementation should be contained within the existing HRA budget, as a contractual payment of £305k has already been made in 2016/17 to cover any HRA procurement in year.

10. Legal Implications

Implications completed by: Eldred Taylor-Camara, Legal Group Manager (Strategic Partnerships & Procurement)

- 10.1 This report is seeking approval for the procurement of IT facilities and services for Housing Service use. The contract is intended to be procured via the Crown Commercial Service (CCS) Local Authority Software Applications (LASA) Framework (RM1059) or an equivalent framework agreement, and is proposed to run for a period of five years, with a two year extension option.
- 10.2 Section C of the Council's Contract Rules require that procurements for contracts with a value of £50,000 or more must be procured by competitive tender in accordance with the Contract Rules unless a waiver is first obtained. Contract Rule 5.1 however provides for exemption from the full operation of the Rules and allows

qualifying procurements to be conducted in accordance with the requirements of a qualifying Framework exempt from the provisions of Section C.

- 10.3 The CCS LASA Framework (RM1059), from which the contract is to be procured, was established under the Public Contracts Regulations 2006 (Regulations). Under the Regulations, a local authority may select a provider from an established framework agreement, in accordance with the contract procedures laid down in the relevant framework agreement. It is proposed that a provider of the housing IT system and services be appointed following a mini-competition within the Framework. The Framework is a qualifying framework and as such officers may use it instead of going out to tender in the manner prescribed by Section C. Details of the application, duration and use of the Framework are set out elsewhere in the body of this report.
- 10.4 Provided the procedure for conducting competitions under this framework is adhered to and the prescribed selection and evaluation criteria are applied, the Council may award the contract to the successful bidding contractor from this framework.
- 10.5 The Law and Governance Team are available to assist the client department with the review and execution of relevant contracts in respect of this procurement.

Public Background Papers Used in the Preparation of the Report: None

List of Appendices

Appendix 1 – Housing IT System (Estimated Contract Value and Savings)

Appendix 2 – Housing IT System (Procurement Plan)