



Strategic Services Commissioning – resources to implement

PROGRAMME BUSINESS CASE (PBC)

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	Name	Date
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Executive Summary

Over the next two years the Council is due to embark on an ambitious programme which requires significant resources to implement. The programme broadly covers three areas of the council, IT infrastructure including systems, Environmental Services and customer facing services. All three of these areas are linked and need appropriate resource to ensure they are successfully implemented, delivered to deadlines and managed accordingly.

In January 2023 a paper was approved by Cabinet regarding the future ICT infrastructure and security provision. The paper noted that the current ICT arrangements through the 5Cs Capita contract would end in September 2025. The systems currently hosted by Capita are considered legacy systems as they are inflexible and there are more modern alternatives available which would better support staff requirements and ways of working. The recommendation in that paper was to seek a new contract with a single supplier as the strategy for developing the future ICT infrastructure and security provision for the council. With the migration to a new ICT infrastructure there are knock on effects for a number of services in terms of the systems that they operate.

Going forward cloud-hosted Software-as-a-Service (SaaS – a standalone online service provision) is the preferred option for the Council's core services and systems. SaaS solutions would therefore be sought for Planning, Enforcement, Environmental Health, Licensing and Finance. Moving to SaaS has the potential to markedly reduce the maintenance required by Council staff and ensure that staff have access to the latest features and functionality. SaaS products also help reduce the service deliverability risk in Business Continuity Planning for wider infrastructure disruption scenarios.

Within Environmental Services there is currently a programme of work either in train or about to begin which all lead to the re-letting of the contract when it ends in September 2026. A number of projects such as the digitisation of subscriptions for the garden waste service, beachlands and grounds maintenance require specialist support in order to develop and be integrated into council systems, many of which, as described above are subject to change as part of the IT infrastructure and security plans.

The ending of the 5Cs contract also requires a decision and implementation of a new proposed customer services provision. This customer services provision will include services such as our customer services function (call centre and reception), revenue and benefits, Land Charges. Options for customer service provision could include a new outsourced provider, remaining with the current provider for some or all of the current services or bringing back in house. These options require potential procurement, contracting and/or implementation in order to progress and are tied into the above timetable for completion of September 2025.

Challenge

The Council does not have the capacity within the organisation to procure, contract and implement full new IT systems alongside customer service solutions for services that cover the majority of council operations against the timescales involved. This is a challenging programme to not only replace software for many services, such as Planning and Environmental Health, but also put in place new solutions for processes for Environmental Services, Revenue and Benefits and Customer Services. All these services impacted provide high profile and critical public services.

In order to move forward significant Project Management resource is required to ensure that those systems currently hosted by Capita and which would likely move to SaaS as well as the remaining ICT infrastructure and security are successfully migrated to new providers alongside the work required within Environmental Services and Customer Services. There are clear links and dependencies to ensure that all systems and services are moved in a controlled and effective way to minimise disruption to Council services. It is not feasible or economic to run these as separate programmes or projects and we cannot compromise front line services or strategic commitments. The programme will require adequate financial provision to secure the future of these key strategic services.

Corporate Strategy

The Council has a clear remit within the Corporate Strategy to improve the services we provide and to modernise. In doing this we are seeking to engage and work closely with our partners to reduce barriers, unnecessary interventions and enable growth.

The aims around the principle of improving our services are to create;

- a responsive council, improving our customer services and all the services that we provide;
- becoming a digital council by implementing in full our Digital Strategy; and
- maximising our relationships with our partners to help improve the area for our residents and businesses.

The expected benefits that we would seek to realise in this area are to have council services that are fit for purpose and fit for the future, while remaining cost effective, improved digital infrastructure and security and improved customer experience.

This business case is specifically focussed on the required resources to deliver the programme. It is not a business case for the individual products and/or services that are likely to be procured. Each procurement of either the ICT system, a SaaS system or decision on future service provision, would require a business case and associated procurement which would be run by the programme and project managers that this business case is seeking the funds to have in place.

Strategic Case

Strategic context/organisational overview

The current IT service model, hosted by Capita through the 5Cs contract is due to expire in September 2025. There are a number of dependencies of systems which all need to be re-procured by the time the 5Cs contract expires. In particular these areas are:

- ICT & Infrastructure & Security (ICST I&S)
- Planning and Enforcement
- Environmental Health, Licensing and Grants
- Finance
- Elections
- Corporate Telephony
- GIS, Street Name & Numbering
- Customer Services (Land charges, Revs and Bens, Reception, Call Centre)
- Environmental Services (digitisation of subscriptions and future service provision)
- Payroll & MyView replacement system

The programme of recruiting resources to deliver the above therefore supports significant critical council services which are required to be in place and which have a number of dependencies.

Case for change

The objectives of the programme are to have in place modern systems and services delivered through more efficient processes with greater emphasis on automation, digitisation and data availability across the whole council. Improvement in council systems and services will also allow for improved performance reporting of service delivery. The desired outcomes will therefore be; improved economy, efficiency and effectiveness.

The programme in place to replace services and systems above are highly technical; involving procurement, design and implementation. The procurements are likely to be of high value, requiring detailed contractual arrangements and with long periods of complex implementation. It is recommended that these projects require project managers with strong contractual, technical and subject-matter-based backgrounds, with experience of large-scale project implementations.

The rationale for proposed moves of the systems are detailed below:

System	Existing	Target	Rationale
Grants	Acolaid	Generic Case Mgt.	Relatively easily defined processes Procuring a SaaS generic Case Management.
Planning	Acolaid	Specialist SaaS	Complex system, Procuring a SaaS alternative
Planning Policy	Acolaid	Specialist SaaS	Complex system, Procuring a SaaS alternative
Environmental Health	Acolaid	Generic Case Mgt.	Relatively easily defined processes Procuring a SaaS generic Case Management.
Land Charges	Acolaid	Generic Case Mgt.	Relatively easily defined processes Procuring a SaaS generic Case Management
Licensing	Acolaid	Generic Case Mgt.	Relatively easily defined processes Procuring a SaaS generic Case Management.
Gazetteer	Acolaid	<tbc>	Complex system, look to procure a SaaS alternative
Revs & Bens	Capita	Other	Specialised system. Look to remain with existing system.
Elections	Xpress	Hosted Solution	Highly specialised system. Looking at alternative SaaS hosting
Finance	Integra	<tbc>	Not a prerequisite for the ICT/5Cs deadline but expected in the same timelines, Looking at alternative SaaS hosted products
Customer Services	Capita	<tbc>	Relatively easily defined processes Procuring a SaaS generic Case Management with integrations to Corporate Telephony
Environmental Services	Bartek	<tbc>	Specialised system to assist with the management of Environmental Services

The existing arrangements for project management resource to support council projects is through an established Projects & Change Team within the Strategy Unit. However, this team is focussed on the delivery of corporate strategy priorities and service improvement programmes. If the resource to manage the projects above were allocated from the existing Projects and Change Team, then no other

projects or improvements could be supported. In addition, the development of several of these cases, and associated procurement and mobilisation requirements, requires specialist knowledge, which has to be externally sourced.

By working alongside the external Project Managers, the Projects & Change team can act as 'Change Agents' to support staff and other stakeholders through the change that will be taking place to their ways of working. The role of a Change Agent is to represent the 'user' (be it staff or the customer/resident) and includes engaging, communicating, supporting and training – elements that will be key to the success of these projects. It is recommended that the Projects and Change Team are assigned as Change Agents to the programme, taking on the Change Management elements, in collaboration with the Project Managers.

Change agents will be involved throughout the programme at each phase of the project from design through to implementation. Change Management is a separate discipline from Project management. Project Management focuses more on the implementation of a tangible result – such as an IT system, whereas Change Management seeks to ensure the system is adopted and embedded by the people using it – the focus being more *leading people through a change*. There is much research regarding project success, with figures suggesting only 30-35% of projects are successful (Standish Group & PMI), and there are many reasons why this failure might occur, but one reason is because people impacted by the change (the project) are not led through the change in the right way.

The programme is dependent on all workstreams working together to ensure that services remain operational.

Economic Case

The critical success factor associated with this programme is achievability against a tight timescale and inter-dependencies. Providing the necessary resource will ensure that the programme is delivered on time and to allow for critical services being continually operated. It also provides the necessary level of skills required for successful delivery, those that are not currently available in-house.

Three options have been considered in terms of resourcing delivery of the programme with respective strengths and weaknesses outline below

Option 1 – Internal delivery

This option would be sourced through existing council resources.

Strengths

- Existing knowledge within council
- No extra cost

Weaknesses

- Capacity to deliver other council priorities
- Significant impact on existing programmes of work within the Council
- Lack of knowledge/ experience of detailed IT implementation programmes within the Projects & Change Team

Option 2 – External delivery

This option would see the entire programme management being resources from external resources in order to deliver

Strengths

- Standalone team solely dedicated to programme
- Experience of delivering procurement and contract negotiations
- No 'in-house' preconceived ideas of how solution should look
- Timings likely to be achieved with clear remit

Weaknesses

- Significant cost
- Lack of knowledge of Council operations / internal processes
- Would likely only focus on implementation and not change management

Option 3 – Hybrid delivery

This option would see specialist resource hired to work alongside existing council resource to deliver the programme

Strengths

- Specialist resource, where required
- Experience of delivering procurement and contract negotiations
- Work with existing officers to understand Council operations and opportunity to mentor in-house project managers
- Enables the council to continue delivering corporate priorities

Weaknesses

- Could be reliant on external specialist resource
- Cost to Council

To summarise the four options against the key critical success factors a comparison table below rates the expected 'quality of outcome for the council:

Criteria	Option 1 – Internal delivery	Option 2 – External delivery	Option 3 – Hybrid delivery
Value for money	HQ	LQ	AQ
Achievability	LQ	HQ	VHQ
Minimise risk	AQ	HQ	VHQ
Flexibility	AQ	AQ	HQ
Knowledge	LQ	HQ	VHQ

Key

- VHQ – Very High Quality of outcome
- HQ - High Quality of Outcome
- AQ – Average Quality of Outcome
- LQ – Low Quality of outcome

Risk assessment

All the options contain the following risks associated with the programme namely;

1. Not completing migration by the end of the 5Cs contract would result in an extension of the contract which could prove costly to the council
2. Not making the necessary decisions on service delivery well before the end of the 5Cs contract could result in an extension of the contract which could prove costly to the council
3. The time required for decisions and/or data migration may be underestimated or there may be additional complexities in the decision/data migration
4. Reliance on Capita and Idox for access to migrate systems
5. Procurement processes can be long which risks affecting the timeline
6. Running multiple service and system migration projects concurrently will put a significant strain on existing internal resources
7. Delay could result in significant increased costs and divert even more officer time away from other corporate priorities

Preferred option

The preferred option is option 3 – hybrid delivery as this will likely deliver the following benefits and mitigates the majority of the risks identified above.

- Most efficient use of resources
- Will allow the continuity once the implementation has been completed as existing officers can work with the specialist resource
- Council will still be in a position to deliver corporate strategy priorities and service improvement across services not just those linked with the new IT

software and infrastructure procurement.

- Will enable the opportunity to embed change management practices by utilising existing change management resources

Commercial Case

The project managers will be sourced through a recruitment campaign and will be hired on either Fixed Team or temporary contracts. Job descriptions and role profiles will be drafted to ensure the key competencies required for the role are met and interviews will be held with all prospective candidates to ensure necessary fit. HR support and procurement support will be utilised during the process of onboarding the necessary resources to take the programme of work forward.

If necessary, specialist recruitment agencies will be utilised to ensure the best possible candidates with the right skills are hired.

The contracts would be managed by the in-house programme manager who would oversee the development of the programme and to ensure that it remained on track to deliver. The internal programme manager will review the resources throughout the programme ensuring the necessary resource is only in place for the required time and in order to implement the programme as required.

Financial Case

Indicative costs are included below with respect to the requirement. Those shaded grey would be in-house and therefore no extra cost. Dependent on the progression of the projects the exact requirements for resources in terms of skills may change but will operate within the budget cost below.

Role	Task	Qty	Day Rate	Months	Total Working Days (200 pa)	Cost
Programme Management*	> Oversight & Coordination	1	£-	24		£-
Project Manager	> Overseeing ICT and I&S > Planning, Environmental Health Licensing > Finance & Payment Systems	3	£500	24	400	£600,000
Project Manager/ Customer Solutions Developer	> Customer Services (inc. CRM, Revs & Bens, Front of House, GIS, Land Charges)	1	£500	24	400	£200,000
Technical Support	> Environmental Services Strategy	1	£675	24	400	£270,000

ICT Solutions Architect	> Providing programme level support	1	£647	24	400	£258,800
Admin/Support Officers*	> Planning, Environmental Health > Licensing data migration and integration.	2	£-	24		£-
Projects & Change Team*	> Change Management > Project Support	As required	£-	24		£-
*represents internal resource					TOTAL	£1,328,800

Breakdown over the coming years is provided below

Role	Task	FY 23/24	FY24/25	FY25/26	Total
Programme Management*	> Oversight & Coordination	£-	£-	£-	£-
Project Manager	> Overseeing ICT and I&S > Planning, Environmental Health Licensing > Finance & Payment Systems	£ 150,000	£ 300,000	£ 150,000	£ 600,000
Project Manager/ Customer Solutions Developer	> Customer Services (incl CRM, Revs & Bens, Front of House, GIS, Land Charges)	£ 50,000	£ 100,000	£ 50,000	£ 200,000
Technical Support	> Environmental Services Strategy	£ 135,000	£ 135,000	£ -	£ 270,000
ICT Solutions Architect	> Providing programme level support	£ 129,400	£ 129,400	£ -	£ 258,800
Admin/Support Officers*	> Planning, Environmental Health > Licensing data migration and integration.	£-	£-	£-	£-
Projects & Change Team*	> Change Management > Project Support	£-	£-	£-	£-
*represents internal resource		£ 464,400	£ 664,400	£ 200,000	£ 1,328,800

Options for financing

The proposal is to utilise existing reserves to fund the extra resource in order to deliver the programme. The expectation is that during the course of the programme as requirements become clear there is a potential to make savings as some work packages could be delivered in-house. However, at this stage and until decisions on procurement of systems are made it is unclear exactly how much savings could be made.

Current costings

The annual current costings for the systems amount to £4.4m and through a successful procurement programme run by experienced project managers with clear specification and scoping there is potential for savings to be made, but these savings will not be clear until we proceed with the procurement process.

If we do nothing, then the costs for the systems are likely to increase due to the contracts ending in 2025.

The table below shows the significant cost of the systems that are being procured and hence the required resources to take forward the programme of work reviewing these systems and costings.

System/service	Total annual spend (£)
Regulatory service systems including: <ul style="list-style-type: none"> • Environmental Health • Licensing • Gazetteer • Planning 	120,842
Capita 5Cs services including contract add ons <ul style="list-style-type: none"> • IT • Revenue & Benefits • Customer Services • Finance • Land Charges 	4,326,905
TOTAL	4,447,747

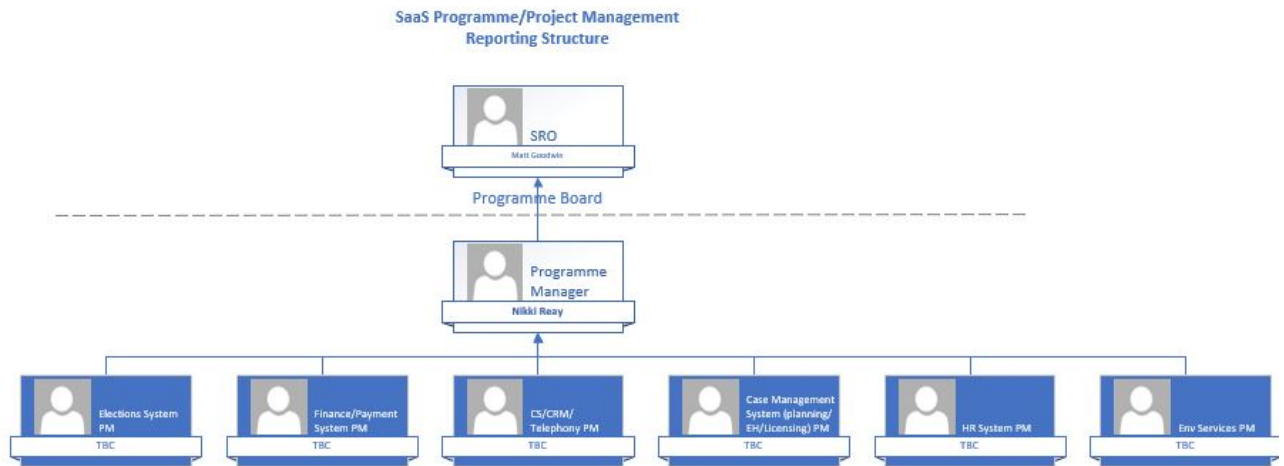
Management Case

The programme is to be managed by an experienced in-house programme manager who will have oversight of all the workstreams and the Digital Service Manager as technical oversight. The programme manager is expected to maintain all programme documentation and report regularly, using highlight reports and dashboards to the Senior Responsible Officers and when necessary, Executive Leadership Team.

The Digital Services Manger will oversee the delivery alongside the Programme Manager to ensure that dependency projects complete to allow the ICT I&S provision to successfully onboard in 2025. A dedicated Solutions Architect and Finance Business Partner will provide a high-level team for oversight at the Programme Level.

Due to the complexities and sums involved, regular updates will also be provided to Cabinet on the progression of the programme.

Within the programme, each project will have an assigned project manager who will



Risks

- Timetable – budget and resources need to be appropriately managed
- Reliance on 3rd party suppliers
- Resource – needs to be identified for mobilization and deployment. There will still be a requirement for officers to undertake data cleansing, specification setting, testing, training and procurement evaluations
- Replacement of ICT system means that deadlines have to be achieved.

A detailed risk register will be developed and maintained by the Programme Manager for the programme of work.