Procurement of Support Contract for Core Business Applications

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I agree the recommended decision below.

Andy Roe
London Fire Commissioner

Date   This decision was signed remotely on 1 April 2022

Executive Summary

The LFB has a significant number of specialist core software business systems that have been developed to address specific LFB business needs. These systems include AWA, LFB Diary, Business Sheet, ICL, IMS, ITRS, ORD, PDP, PDR, StARS, TCP, Training & FSG [1] Each system needs to be supported and maintained during its operational life and due to changing business needs, systems often have requirements for further development / enhancement. Support, development and maintenance for specialist software developed specifically for LFB including: AWA, LFB Diary, Business Sheet, ICL, IMS, ITRS, ORD, PDP, PDR, StARS, TCP, Training & FSG[1].

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[1] Definitions of these systems provided in the appendix

This report seeks authority to re-tender for the development, maintenance and support of the above systems and to subsequently award a new contract.

Recommended decisions

<u>For the London Fire Commissioner</u>

That the London Fire Commissioner agrees to commit capital and revenue expenditure of up to ████████[1] to procure a new support contract for the development, support and maintenance of the systems listed in paragraphs 4 and 5 for a 5 year period from February 2022, with an option to extend by a further 5 years.

Introduction and Background

1. The majority of the core business software systems in use by the LFB today were developed over a number of years. These systems support key business activities like the recording of incidents attended (Incident Management System - IMS), recording of staff absence (Staff Attendance Recording System - StARS) – see the appendix. They were developed through the use of framework contracts, with specific lots established for the creation and support of a range of products and services. Each lot was let to multiple contractors and development work was completed within these frameworks. Subsequently procurement advice has changed and the LFC has now established ongoing annual support and development contracts based on the individual systems. These systems have now become essential to the continued operation of the business.

2. In all cases these applications have been developed to reflect the business needs of LFB. These systems are highly integrated by design. However, these could be categorised to some degree into two loose groups, those that are fire service specific at a national level and those that are LFB specific.

3. Some LFB products that are marketable e.g. StARS is in use in Merseyside; other FRSs have shown interest in both StARS and LFB Diary. The current support arrangements are now coming to an end and it is essential to ensure these applications are supported throughout their lifecycle.

4. Those that are fire service specific at a national level:

   • Staff Attendance Recording System (StARS)
   • LFB Diary (LFBD)
   • Incident Management System (IMS)
   • Fire Survival Guidance (FSG) (future)

5. Those that are LFB specific:

   • Appliance Workload App (AWA)
   • Business Sheet (BS)
   • Incident Command Log (ICL)
   • Training Course Planner (TCP)
   • Individual Training Record (ITR)
   • Integrated Training System for Babcock LMS (ITSB)
   • Mobilising Business Intelligence (MBI) – MDT (Mobile Data Terminal) Data Reporting
   • Operational Risk Database (ORD)
   • Personal Development Plan (PDP)
   • Personal Development Record (PDR)

6. These systems represent LFB assets and need to be managed as such. Ensuring that they continue to fulfil the business requirement. This process requires continual maintenance and at times enhancement. Where

the gap between function and requirement becomes too large the system would be scheduled for retirement and a replacement sought. The LFB would always look to replace systems with 'off-the-shelf' products, where they will meet the LFB's requirements. For example, the replacement human resources and payroll solution is likely to include some of the functionality provided in StARS.

Contract Requirements

7. Applications evolve to meet the changing needs of the LFB and the software environment in which they are deployed. This includes complex inter-system integrations that have been developed over time. The contract needs to reflect these requirements, as such it is considered essential to combine the support arrangements for these systems to allow a software developer to support the applications through the change lifecycle.

8. A key aspect of any new contract will be fault resolution, where knowledge of the systems and an understanding of both LFB and the wider fire and rescue service will be required to ensure responsive and informed support to our critical systems.

9. These systems are fundamental to the daily workings of LFB, particularly at fire stations and there are always requirements to facilitate minor enhancements on an ongoing basis. Most of these systems currently have software releases each quarter, to reflect changes in policy, equipment and legislation.

10. In some cases, corporate projects and initiatives will require major enhancements or the addition of new features or functions to existing systems. Projects such as Development and Maintenance of Operational Professionalism (DAMOP) have involved the adaptation of a wide range of applications (BS, ICL, TCP, ITR, ITSB, PDP, PDR, StARS, LFB D and IMS) to accommodate the changes.

11. The contract needs the flexibility to allow for redevelopments required for technology updates, underlying licensing compliance, maintenance of security protection or vendor support.

12. As the software environment evolves, product support for some aspects of the technology solution will end, requiring redevelopment or upgrade of elements of the solutions. Examples of this could include database versions or web browsers being superseded.

13. From time to time an application will need a complete re-build, usually due to a fundamental change in business requirement, or to exploit newer software development languages. It is at this stage that a change in application would normally be considered.

14. In all new software implementations, consideration is given to the currently deployed solutions with regard to their functionality fit within any new system. This process is continual and several systems in the list above will be reviewed as part of major projects (that are either underway or planned) to replace the current systems for finance and purchasing, HR and payroll and fire safety (Farynor).

15. This requires an in-depth understanding of the complex underlying business processes and the business drivers to replace the systems. This type of change would require careful planning and appropriate approvals as it would introduce significant risk and cause considerable disruption. Changing systems used regularly by fire station staff, would have significant training/awareness implications.

16. These applications will require support for the foreseeable future as LFB requires some certainty over their continued operation. The business change process will inevitably impact on the current application estate over time and the contract needs to be flexible enough to reflect this. This process is continual and a number of the systems in the list above will be reviewed as part of the major projects to replace the current systems for finance and purchasing, HR and payroll and fire safety (Farynor). This will include collaboration opportunities with other Fire Services and within the GLA group as appropriate.

Costs

17. The contract value has been based on historic costs incurred in support of these applications, funding exists as part of the current approved budgets. The exact cost may vary due to several factors including evolving business requirements and level of organisational change.

18. The costs are split between capital and revenue. The capital costs of ▮▮▮▮▮▮▮ are associated with the re-development of systems which are treated as assets. The revenue costs of ▮▮▮▮▮▮ including four percent assumption on indexation are associated with the on-going support and maintenance of systems.

Alternative Options Considered and Consultation

19. Replacement of the existing solutions wholesale has been considered but is felt to be inappropriate at this stage, due to the scale of the change required. These systems all provide functional support to LFB's core business processes. Changes of this nature need to be considered as part of strategic initiatives as there will be very considerable cost and resource impacts, on an already full ICT workplan. This may be appropriate in the medium to long term, but existing solutions will still require support until any such change has been agreed and implemented.

20. A limited support only arrangement would limit LFB's ability to adapt to changes required to transform the way in which the LFC operates and may expose these systems to cyber security threats through the reliance on legacy software environments.

Objectives and Expected Outcomes

21. The objective of this report is to secure authorisation to enter into a development, support and maintenance contract for LFBs specialist applications. This will enable the LFB to ensure ICT systems are effectively supported and remain fit for purpose in supporting its business needs.

Impacts

Equality Impact

22. The London Fire Commissioner and decision takers are required to have due regard to the Public Sector Equality Duty (s149 of the Equality Act 2010) when taking decisions. This in broad terms involves understanding the potential impact of policy and decisions on different people, taking this into account and then evidencing how decisions were reached.

23. It is important to note that consideration of the Public Sector Equality Duty is not a one-off task. The duty must be fulfilled before taking a decision, at the time of taking a decision, and after the decision has been taken.

24. The protected characteristics are: Age, Disability, Gender reassignment, Pregnancy and maternity, Marriage and civil partnership (but only in respect of the requirements to have due regard to the need to eliminate discrimination), Race (ethnic or national origins, colour or nationality), Religion or belief (including lack of belief), Sex, Sexual orientation.

25. The Public Sector Equality Duty requires us, in the exercise of all our functions (i.e. everything we do), to have due regard to the need to:

    (a) Eliminate discrimination, harassment and victimisation and other prohibited conduct.
    (b) Advance equality of opportunity between people who share a relevant protected characteristic and persons who do not share it.

(c) <u>Foster good relations</u> between people who share a relevant protected characteristic and persons who do not share it.

26. Having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard to the need to:

   (a) remove or minimise disadvantages suffered by persons who share a relevant protected characteristic where those disadvantages are connected to that characteristic.
   (b) take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it;
   (c) encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

27. The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities.

28. Having due regard to the need to foster good relations between persons who share a relevant protected characteristic and persons who do not share it involves having due regard to the need to
   1. tackle prejudice, and
   2. promote understanding.

29. An Equality Impact Assessment (EIA) has not been completed for this report as there will be no impact on any groups with protected characteristics. The outcome of the procurement will be for the support of existing systems and will therefore be transparent to users. Change projects will of course be subject to individual EIAs as part of the specific project.

Procurement and Sustainability

30. Following a review of the frameworks currently available it has been agreed with General Counsel that the best route to market will be the use of the OJEU process. This decision has been reached on the basis that there are currently no known frameworks that meet all of the requirements of the proposed specification whilst also offering a longer contract term. A longer-term should encourage greater engagement from this sector of the market and more competitive pricing. It may also encourage new entrants as there are limited suppliers offering these services within the Bluelight sector. Use of the OJEU process allows the flexibility required for this contract.

31. The duration of the contract is intended to be 5 years with the option to extend by up to a further 5 years. In order to allow flexibility in the event of a change in circumstances, it is proposed to include a break clause in the contract that will allow either party to terminate the contract before the default end date without incurring liability.

32. Due to the potential contract value additional sustainability and responsible procurement requirements will be included within the tender including the requirement for bidders to have in place an organisational Carbon Reduction Plan aimed at achieving net zero carbon emissions by 2050.

Strategic Drivers

33. The strategic driver for this proposal would align with the Delivering Excellence' pillar. Once approved, new development and support contracts will ensure that the LFB continues to be able to operate its specialist applications in direct support of LFB activities.

Workforce Impact

34. There is no foreseeable impact on the workforce from this paper and no consultation is planned.

Finance comments

33. This report requests authority to retender for the development, maintenance, and support of the LFB specialist core software business systems that have been developed to address specific LFB business needs for a five-year period from February 2022, with the option to extend by a further five years. These systems include AWA, LFBD, BS, ICL, IMS, ITRS, ORD, PDP, PDR, StARS, TCP, training and FSG. The report notes that this will require commitment of capital and revenue expenditure of up to £██████ for the 10-year period (five years with an option to extend by five years) from February 2022, based on existing spend. The rationale for the capital is set out in above, as the redevelopment would result in a "new" asset which qualifies as capital expenditure, the financing of which is set out in paragraph 3.5 below.

34. Revenue costs are estimated at ████████ including 4% assumption on indexation for the 10-year period.

35. The total cost of up to ████████ estimated for capital costs. Currently, the capital programme incorporates a budget of ████████ in 2023/24, £████████ 2024/25 and £███████ in 2025/26 totalling £███████ for the three-year period.

36. Both the capital and revenue costs are expected to be contained within existing resources and additional cost of indexation will be incorporated as part of the yearly budget process.

Legal comments

37. Under section 9 of the Policing and Crime Act 2017, the London Fire Commissioner (the "Commissioner") is established as a corporation sole with the Mayor appointing the occupant of that office. Under section 327D of the GLA Act 1999, as amended by the Policing and Crime Act 2017, the Mayor may issue to the Commissioner specific or general directions as to the manner in which the holder of that office is to exercise his or her functions.

38. By direction dated 1 April 2018, the Mayor set out those matters, for which the Commissioner would require the prior approval of either the Mayor or the Deputy Mayor for Fire and Resilience (the "Deputy Mayor").

39. Paragraph (b) of Part 2 of the said direction requires the Commissioner to seek the prior approval of the Deputy Mayor before "[a] commitment to expenditure (capital or revenue) of £150,000 or above as identified in accordance with normal accounting practices...".

40. The Deputy Mayor's approval is accordingly required for the Commissioner to enter into a contract for the development, support and maintenance of LFB ICT systems at a cost of up to ███████

41. The General Counsel notes that the procurement of the new contract for the development, support and maintenance of LFB ICT systems shall be conducted in accordance with the Public Contracts Regulations 20215 and the LFC Standing Orders.

42. The statutory basis for the actions proposed in this report is provided by sections 7 and 5A of the Fire and Rescue Services Act 2004 ("FRSA 2004"). Under Section 7 (2)(a) FRSA 20014 the Commissioner has the power to secure the provision of personnel, services and equipment necessary to efficiently meet all normal requirements for firefighting and section 5A allows the Commissioner to procure personnel, services and equipment they consider appropriate for purposes incidental or indirectly incidental to their functional purposes.

List of Appendices

Appendix	Title	Protective Marking
1.	Description of core business systems	None

43.
Consultation

Name/role	Method consulted
CIO	Meeting, e-mail.
Head of Enterprise Applications	Meeting, e-mail
Vision and Incident Systems Project Manager	Meeting, e-mail
Deputy Head of Procurement	Meeting, e-mail
Head of Information	Meeting, e-mail

Description of core business systems

LFB Diary (LFB-D)

This is an LFB specific application predominantly used at Fire Stations although now more widely with the introduction of diaries for Fire Safety, Control, senior officers and FRS Teams.

Main Purpose

Provides an interface for fire stations to plan their work and report what they have done. It is integrated into a wide number of other LFB systems which link to the diary work queue and provides a single one-stop shop for watches to fire station specific systems.

The training diary includes……

Key Interfaces

IMS; StARS; HFSV; ITRS; PDP; Babcock external training systems; ORD; AWA (Appliance Workload Application for tablets); Farynor; Driving Licence Management System

Appliance Workload App (AWA)

Main Purpose

Mobile versions of risk assessment applications on an appliance tablet to assist crews with visits.

Key Interfaces

Azure, LFB Diary, ORD, PRA, HFSV

Incident Command Log (ICL)

OPS, Ops Policy & People Services

Main Purpose

(Formally known as CPD)
The Incident Command Log (ICL) is a centralised system that is used to record how much time an individual has spent commanding an incident and performing other roles at an incident.
In addition, the application allows user(s) to store "evidence" of achievements obtained from other LFB applications or by uploading documents to your portfolio in relation to Continuous Professional Development.

Key Interfaces

Document storage database, ITR, IMS, PDP, LFB Diary

Business Sheet.

Main Purpose

Ability to book SR for any appliance type (current version in UAT only supports PL, P and FRU) – for Aerial stations this must work generically using appliance type code AER (in Business Sheet) which will create SR

applicable to any/all aerial appliances at the target station, to account for when (e.g.) the TL goes OTR and is replaced by an HP or ALP

Additional screen to show which appliances are currently Status 7

Core Modules

Key Interfaces

Incident Management System (IMS)

Main Purpose

Allows the recording of details of all the emergency incidents attended by the LFB (and holds details of all emergency calls received) to meet the requirements of the government's national Incident Recording System (IRS). The IMS also provides the facility to record the outcomes of fire investigation investigations and holds details from the Incident Monitoring Process (which is LFB specific data).

Core Modules

Incident Recording
Fire Investigation
Incident Monitoring

Key Interfaces

Vision, LFB Diary, StARS, PDP, BOSS, DIMS, IRS, SERD, SharePoint (holds documents related to incidents)

IMS fulfils a key Home Office incident reporting requirement which would be difficult to replicate,

Individual Training Record (ITR) Incl. Report Model)

Main Purpose

The ITR is the main repository of learning and development activities for the LFB. It records all qualifications for an individual; training courses from TCP and Babcock's LMS; BPAs, drills & lectures from LFB Diary, Computer Based Training (CBT); PDR records, Sponsorship records and Incident's with comments about an individual's performance from IMS. It flags records where further development is required.

Core Modules

Training History
Qualifications
Maintenance
"Notes"

Key Interfaces

ICL, IMS, PDP, PDR, StARS, LFB Diary, TCP, Training Database (Integrated Training System for Babcock LMS)

Integrated Training System for Babcock LMS

Main Purpose

This is primarily a middleware solution but does contain user interfaces for managing aspects of the data flow between the training contractor and LFB. It provides an Interface for all elements of classroom and online training.

Key Interfaces

StARS, Training Database, LFB Diary, ITR

Operational Risk Database (ORD)

Main Purpose

Provides a way of recording and sharing operational risk information which is key to effective planning and the resulting operational and public safety at incidents.

Core Modules

ORD forms.
Quality Assurance process
Export to Airbus CM

Key Interfaces

Airbus CMS; Airbus Safe Command suite; LFB Diary; CSS

Mobilising BI (MDT data reporting)

Main Purpose

Core Modules

Key Interfaces

Personal Development Plan (PDP)

Main Purpose

The Personal Development Plan (PDP) is a centralised system that is used to create and review development plans for an individual.
You can view at a glance all development plans for a team, Borough or department. You can link a development plan with one or more "observations".
In addition, you can make comments if you feel it has implications for LFB training courses and/ or policies and procedures. The information you provide will be reviewed and can influence the Operational Improvement Process (OIP).

Key Interfaces

ICL, IMS, ITR, PDR, PRDS, StARS, LFB Diary

Staff Attendance Recording System (StARS)

Main Purpose

Recording all attendance/absence of staff including sickness and the associated attendance management process, special leave, overtime, etc.
StARS feeds the Vision mobilising system with dynamic updates on the availability of operational staff (both station staff and senior officers), their equipment and skills. This includes arrangements to deal with industrial action. The business logic of the system contains the complexity of skills, appliances, mobilising and working arrangements required to identify and fill any shortfalls in establishment and skills at fire stations. This in turn informs decisions about which training courses need to be prioritised, staff transfers/detachments, and recruitment/promotion rounds.

Used to organise standbys - moving staff to a different working location for a single shift in order to make best use of available staff and their skills. Feeds the payroll system so that staff are paid correctly for their overtime, acting up, standby moves, etc.

A suite of reports is made available for staff and managers so they can easily access information relevant to their role.

Core Modules

Rota book
Roll Call Board
Reports,
Sickness Management,
Standby,
Maintenance.

Key Interfaces

Vision (mobilising), Payroll, CSS, LFB Diary, IMS, ITR, PDP, PDRS, PDR, HFSV, LMS (training), Farynor, EMS, FRS Leave Form, Authorisation Manager, Active Directory, Cyborg.
Everything, pretty much, interacts with StARS in some way, shape or form. There are also a host of smaller apps too numerous to list.

Training Course Planner (TCP)

Main Purpose

For training not covered by the core provider The Training Course Planner (TCP) allows you to plan and schedule courses, trainers and attendees and record the results of training. Training results are passed to the Individual Training Record (ITR)

Core Modules

Ad-Hoc Training
Maintenance
Course Scheduling (SR/ Watch based)
Course Scheduling (Non-watch based)
Attendee Management
Trainer Diary
Forecasting

Key Interfaces

ITR
StARS
LFB Diary
Training Database