

# GREATER LONDON AUTHORITY

## REQUEST FOR MAYORAL DECISION – MD2790

### Title: Enhancement of GLA Open Project System (OPS)

#### Executive Summary:

In 2018, MD2293 approved expenditure to begin the corporate roll-out of the GLA Open Project System (GLA OPS) to the rest of the GLA and to allow GLA OPS to be updated and enhanced as required to fit the different departments' needs.

GLA OPS has been successfully implemented and is supporting 39 grant programmes (with a total value in excess of £5.9billion), as well as seven internal programmes, providing officers across the GLA and their external partners with a much-needed digital tool to ensure effective project and programme management and to make and track grant payments.

This decision seeks approval to continue to provide the OPS service, including support and enhancements for existing programmes and to develop new capabilities in order that the system can support additional GLA programmes.

#### Decision:

That the Mayor approves:

1. the following expenditure to allow for the exercise of two existing contractual options to extend contracts between the GLA and Deloitte:
  - a. up to £100,000 capital budget to extend the GLA OPS2 contract by three months; and
  - b. up to £35,000 revenue budget to extend the HLMS replacement contract by three months.
2. expenditure of up to £1,000,000 capital budget and £115,000 revenue budget for the financial year 2021-2022 (July 2021 to March 2022) to procure supplier(s) for a total contracted term of three years ("2+1"), to:
  - a. continue enhancement and development of GLA OPS for existing and new grant programmes; and
  - b. provide the full range of technical services such as system hosting, support and reporting.
3. the annual expenditure of £1.1million and £150,000, subject to the Authority's budget process, for providing the same services as set out in 2a and b respectively for financial year 2022/23, until July 2023/24.

#### Mayor of London

I confirm that I do not have any disclosable pecuniary interests in the proposed decision and take the decision in compliance with the Code of Conduct for elected Members of the Authority.

The above request has my approval.

Signature:



Date:

17/3/21

## **PART I - NON-CONFIDENTIAL FACTS AND ADVICE TO THE MAYOR**

### **Decision required – supporting report**

#### **1. Introduction and background**

- 1.1. GLA OPS was first created to replace the legacy grant management system provided by the Homes and Communities Agency (HCA) when powers were devolved to the Mayor of London. GLA OPS went live in 2016 and was a great success in the Housing & Land directorate, providing a highly effective and user-focussed digital tool for grant and capital projects management including detailed reporting and performance management. As was originally intended, and owing to its success, other GLA departments who manage grants adopted GLA OPS as their digital tool of choice. In part, this was owing to early decisions made by the GLA OPS project team that it should be flexible by design to manage any type of grant programme (and not just Housing & Land-specific grants). GLA OPS now also includes a secondary tool, Skills Gateway. This is a learner records system used to capture details of individual learners. This information forms the basis for calculating and monitoring grant allocations to learning providers. Skills Gateway interfaces with and forms part of the GLA OPS digital solution.
- 1.2. GLA OPS is currently used for 39 grant programmes across four GLA directorates and the GLA Group. These include:
  - 22 programmes for Housing and Land including the new Affordable Housing Programme announced in January 2021 offering a further £4bn of grant funding;
  - the Adult Education Budget (over £600 million for the period 2019/20 – in 2022/23); and
  - four grant programmes for MOPAC and OPDC.
- 1.3. The outcome of the extensive work undertaken as a result of the multiple Mayoral approvals received to date is a robust, highly configurable and reusable grant and project management system. GLA OPS has successfully come through repeated security and vulnerability assessments with a high level of assurance and is fully compliant with Web Consortium Accessibility Guidelines (WCAG) v2.1 AA accessibility standards.
- 1.4. GLA OPS has been delivered using an Agile development method, which takes a user-centred approach. This has resulted in systems which are intuitive and easy to use. Both tools have been built in iterations using feedback from real users, meaning the features delivered have been validated through real use-case scenarios. This has brought about a fundamental improvement in programme and grant management and has eliminated many of the pain points identified in legacy systems and offline processes.
- 1.5. The flexible and configurable nature of the system means GLA OPS administrators can configure and launch new programmes and project types quickly, easily and at a low cost in comparison to bespoke software coding. A 'block' approach has been adopted in order to make grouping of information and features simpler, and to make configuration of new programmes more intuitive. The benefits of this approach have been realised and evidenced by several programmes being launched with little or no development enhancements, through the reuse of existing features. Being managed in-house by GLA staff, such programmes can be launched more quickly and at reduced costs.
- 1.6. The GLA OPS software development code has been published and shared allowing others to reuse and build on the work we have delivered. This helps meet the Government Digital Standards requirement to make all new source code open and reusable (securely) by other government departments.
- 1.7. Over the past two years, we have seen some interest from other local and regional authorities in using GLA OPS. Following discussions, the North of Tyne Regional Authority recently made full use of the GLA OPS code to launch their own version which has been rebranded as "North East OPS".

- 1.8. The annual budget represents costs for hosting, technical support and maintenance as well as for discovery and development work to support ongoing enhancements and the delivery of new features.
- 1.9. During 2020/21, the OPS Board agreed to recharge any works undertaken in GLA OPS that was supported by external funding (e.g. central government funded programmes), as well as hosting, support and maintenance. A total of £462,000 external funding will be recharged in this way in 2020/21.
- 1.10. In 2021/22, the total anticipated development budget for GLA OPS will be funded by the Housing & Land directorate. All features and functions developed are made available to all programmes (but some features are bespoke and cannot be used by all). If any new development requirements arise during 2021/22, in addition to the planned works, then the above recharging model will continue to apply. Where any recharging is applicable, relevant approvals will be required before any work is agreed.
- 1.11. A review of the way that the GLA OPS service works was carried out during June–July 2020, which endorsed its achievements and, through various iterations, has culminated in this decision form.

#### *The funding history of GLA OPS*

- 1.12. In 2016, MD2007 approved expenditure of up to £2.5m to build a new grant and project management IT system for the Housing & Land directorate (H&L) and the Regeneration unit following decommissioning of externally provided legacy systems.
- 1.13. Keytree Ltd was appointed as the supplier via a procurement using the Transport for London's (TfL) IT Solutions Framework. The contract with Keytree for these services (ICT12041; Housing and Land Management System (HLMS) replacement) was entered into pursuant to a call-off contract from the TfL digital framework agreement dated August 2015. This covered an initial term up to 17 August 2019, with the option to extend for a further two years. This extension was exercised via MD2182 in October 2017, approving expenditure of up to £500,000 to extend the contract for development work by three months to 30 June 2018.
- 1.14. A delivery team was then set up consisting of internal GLA staff and members of Keytree who worked from City Hall offices ("Delivery Team"). The GLA Open Project System (OPS), developed by the Delivery Team, successfully replaced both PCS and IMS, the legacy systems used by Housing and Land, and provided a vastly superior service to the GLA.
- 1.15. MD2269 in 2018 approved £480,000 to be spent for Keytree to provide Business as Usual (BAU) costs (covering hosting and data storage, licences and technical support and maintenance) for a two year period. This was exercised as a further option to extend ICT12041.
- 1.16. Extension of the Keytree contract was approved via MD2293 in 2018 (expenditure of £188,000 and extension of ICT12041), as well as further expenditure of up to £1,812,000 to procure a new development supplier to support the corporate roll-out of GLA OPS to the rest of the GLA and updating/developing GLA OPS as required to fit other departments' needs. Following a competitive procurement exercise using TfL's IT Solutions Framework, Keytree Ltd was re-appointed as the supplier, and a new contract was agreed (ICT13023; GLA OPS Corporate Roll Out). This contract again had an option to extend services, works and supplies.
- 1.17. In March 2020, MD2610 approved £1,500,000 budget for extension of ICT13023 and the procurement of a new supplier, the previous tender having expired. Therefore, following a market engagement exercise, it was decided that the best route to market was the Crown Commercial Service's G-Cloud 11 Framework. The shortlisting exercise resulted in a one-supplier shortlist, Keytree. Following evaluation of their submission, a decision was taken to award the new GLA OPS contract (ICT13566; GLA OPS 2) to them.

- 1.18. In 2020, Keytree was acquired by Deloitte as a part of their effort to enhance their digital transformation services. Consequently, the existing GLA contracts (ICT12041 and ICT13566) with Keytree were novated to Deloitte, the deed of novation being agreed by the three parties on 29 September 2020.

*Exercise of option to extend 'GLA OPS 2' contract*

- 1.19. This contract was procured via the Crown Commercial Service's G-Cloud 11 Framework with an option for a 12-month extension. This contract was for software development services only and the GLA now wishes to exercise that option as part of this approval by extending the contract by three months into 2021/22 to allow for development to continue whilst a new procurement is undertaken.

*Exercise of option to extend 'HLMS replacement' contract*

- 1.20. The HLMS replacement contract was procured via TFL's IT Solutions Framework. The original value of the contract was £3.668m comprising £2.5m for the initial three years and an option for a further £1.168m (comprising extended time and services as detailed above). This contract was for the provision of hosting, technical support and maintenance of GLA OPS. The GLA now wishes to exercise that option as part of this approval by extending the contract by an additional three months into 2021/22, to allow time for a new procurement for these services. The duration of the extension and the activities to be undertaken fall within the scope of the option, which was included as part of the original procurement.
- 1.21. The procurement proposed to be carried out in 2021, a single contract will cover both development work as well as hosting, technical support and maintenance, allowing both the GLA OPS 2 and HLIMS contracts to be retired.
- 1.22. To date, a total of £6.5 million has been spent on the development of GLA OPS and £480,000 on technical support, hosting and maintenance of the software.

## **2. Objectives and expected outcomes**

- 2.1. Subject to approval and the Authority's budget process for funding from 2022/23, it is planned that a three year (2+1) procurement is carried out using an appropriate procurement framework.
- 2.2. The objective of this decision is to continue the business-critical services that GLA OPS delivers; to manage new grant programmes as well as the continuous development, maintenance and support of GLA OPS to the benefit of the existing programmes using it, including through:
- increasing the number of customisable features available to GLA staff, saving development costs as time goes on;
  - an aim to create 'one version of the truth', which will enable better and more robust reporting on key outputs across the GLA;
  - helping streamline business processes and reduce the administrative burden placed on GLA partners; and
  - ensuring adherence to good governance and audit practices.
- 2.3. Approval of this decision will enable the extension of the current contracts for software development (GLA OPS 2) and hosting, support and maintenance (HLIMS replacement) from April to June 2021 and the procurement of a single supplier to provide all technical services from July 2021.
- 2.4. During 2021/22 the future of GLA OPS will play an important part of the discussions the GLA will have on the development, support and management of digital systems and services at the GLA.

- 2.5. As in 2021/22, in future, all externally funded programmes will be cross-charged for both capital and revenue costs as applicable.
- 2.6. Some core features identified as priorities for 2021-22 are:

Enhancement area	Description	Value add
System configuration	Further enhancements to the user interface to support GLA OPS configuration (to remove the need for specialist tools)	The more configuration possible via GLA OPS interface, the easier the configuration process.
Reporting	Reporting enhancements to GLA OPS	Streamlined and more efficient process.
Budget management	Enhancements to the budget block to distinguish between forecast and actual spend; add workflow for requesting/approving changes	Allows for a more robust audit trail of requests and decision making re budgets moving between financial years.
Compliance/Audit	Support for due diligence	Risk management/ensuring public funds are administered correctly, including audit recommendations.
Decision Making	Assessment enhancements	Having online/auditable detail of scoring/assessment and grant giving decision making.
Compliance/Audit	Digital solution via GLA OPS for the Partner Qualification Questionnaire (PQQ) process used by Housing & Land	Streamlined and more efficient process, ensures uniform approach, allows easier reporting.
Programme-specific enhancements	Affordable Homes Programme 2021-26 enhancements	Supports the Mayoral priority of increasing the supply of new and genuinely affordable homes as set out in the London Housing Strategy.
Programme-specific enhancements	Skills enhancements to remove complexity	Improves and streamlines existing processes to make them easier to manage.
Contract management	Grant offer/contract workflow – digital contracts simple solution	Streamlined and more efficient process, ensures uniform approach, allows easier reporting.
Workflow	Manage team workloads – assign projects/tasks to individuals based on business rules and monitor their workload	Streamlined and more efficient process.
Workflow	Personalised dashboard reporting	Streamlined and more efficient process.
Workflow	Email notifications/broadcasting	Streamlined and more efficient process.

- 2.7. All procurements will be carried out in accordance with GLA Contracts and Funding Code and governance framework, working with TfL Procurement.

### 3. Equality comments

- 3.1. Under Section 149 of the Equality Act 2010, as a public authority, the GLA must have 'due regard' of the need to:
- eliminate unlawful discrimination, harassment and victimisation; and
  - advance equality of opportunity and foster good relations between people who have a protected characteristic and those who do not.
- 3.2. The public sector equality duty requires the identification and evaluation of the likely potential impacts, both positive and negative, of the decision on those with protected characteristics (age, disability, gender reassignment, pregnancy and maternity, race, gender, religion or belief, sexual orientation) and to set out how the duty is being addressed.
- 3.3. Individual teams will identify and evaluate the likely impact of new programmes on those with protected characteristics. The GLA OPS Delivery Team will also consider those with protected characteristics when analysing business requirements and system design. The minimum requirement for the GLA OPS system is for the site to meet WCAG 2.0 level AA accessibility. Any future development will comply with this requirement.

### 4. Other considerations

#### *a) Key risks and issues*

- 4.1. The key risks associated with this decision are as follows:

Area	Risk description	Mitigation
Funding model	The history of GLA OPS has been an annual bid for new funding for supplier procurement and for internal resourcing. This has led to uncertainty for teams using GLA OPS in terms of ongoing support and service for their grant programmes. This makes planning delivery of grant programmes more difficult.	The funding sought in this decision and the wider discussion planned for 2021/22 on the GLA's future model for digital estate funding, development and management will ensure that GLA OPS continues as a corporate system.
Continuity of development	The provision of development work under the existing contract ends in March 2021. There is a tight timeframe for procurement to be concluded by then, risking a complete halt to development work, technical support and hosting.	Some of the budget for 2021/22 to be used to extend the current supplier. Procurement to be begin in conjunction with this MD approval, and contracts to be subject to MD approval.
Team productivity	If the team is disbanded, no development work will take place and it would likely take several months for a new team to match current productivity.	This approval, if successful, will allow time for the procurement of a new supplier whilst allowing time for handover as required. Whilst it is inevitable that there will be a reduction in the "velocity" of the

Area	Risk description	Mitigation
		team, the work programme will be adjusted so as to minimise the impact.

*b) Links to Mayoral strategies and priorities*

- 4.2. This decision links to Mayoral and corporate strategies across the following areas:

Governance

- 4.3. GLA OPS fully supports the GLA's Anti-Fraud and Corruption Policy & Response Plan, specifically section 5.8, "developing systems in a way that limits and addresses the risk of fraud." GLA OPS has been built with multiple safeguards in place to reduce the risk of fraud. For example, two officers must authorise payments and officers are assigned payment thresholds (controlled by the GLA Finance Department) in accordance with an access and permissions model.

Technology Strategy

- 4.4. GLA OPS' implementation is consistent with a number of aims in the "Digital and Technology Strategy and Programme 2019":
- to support Smart ways of working and Agile development to deliver better designed services;
  - making greater use of Cloud based services to support flexible working;
  - have infrastructure that is scalable, reliable, resilient and with the capacity to cope with greater load;
  - prioritising the use of open source systems (to reduce our costs and to produce reusable and sustainable components); and
  - to create services that customers and citizens find: useful, well designed, meets user needs, gets the information they seek in the fastest possible time and meets digital service standards.

*c) Impact assessments and consultations*

- 4.5. The recommendations in this decision have resulted from input and discussions between the GLA OPS Delivery Team, the Digital Team and the Digital Board, the Technology Group, GLA Governance and Finance. Feedback has also been received from individual users of GLA OPS on an ongoing basis and officers in teams who would like to use the system. All consulted agree with this proposed decision.
- 4.6. There are no conflicts to declare from any of those involved in the drafting or clearance of this decision form.

**5. Financial comments**

- 5.1. Mayoral approval is being sought for expenditure of up to £1,250,000 (£1,100,000 capital and £150,000 revenue) for the continued enhancements and support of the GLA Open Project System. £100,000 of capital and £35,000 of revenue expenditure will be incurred to extend the current contract with Deloitte for the development services for three months. The remaining expenditure (£1,000,000 of capital and £115,000 of revenue) will be used to procure a supplier to continue the enhancement and development of the Open Project System.
- 5.2. Capital expenditure of £1,100,000 will be funded from Housing and Land (Affordable Housing) budget 2021-22. The revenue expenditure for annual maintenance and technical support fees of

£150,000 will be funded through a recharge to Skills and Employment Unit revenue budget 2021-22.

## 6. Legal comments

- 6.1. The foregoing sections of this report indicate that the decisions requested of the Mayor fall within the statutory powers of the Authority to promote and/or to do anything which is facilitative of or conducive or incidental to the improvement of the environment within Greater London and in formulating the proposals in respect of which a decision is sought officers have complied with the Authority's related statutory duties to:
- (a) pay due regard to the principle that there should be equality of opportunity for all people;
  - (b) consider how the proposals will promote the improvement of health of persons, health inequalities between persons and to contribute towards the achievement of sustainable development in the United Kingdom; and
  - (c) consult with appropriate bodies.
- 6.2. In taking the decisions requested of him, the Mayor must have due regard to the Public Sector Equality Duty; namely the need to eliminate discrimination, harassment, victimisation and any other conduct prohibited by the Equality Act 2010, and to advance equality of opportunity between persons who share a relevant protected characteristic (race, disability, gender, age, sexual orientation, religion or belief, pregnancy and maternity and gender reassignment) and persons who do not share it and foster good relations between persons who share a relevant protected characteristic and persons who do not share it (section 149 of the Equality Act 2010). To this end, the Mayor should have particular regard to section 3 (above) of this report.

### *Extension of contract*

- 6.3. Officers have requested approval of for expenditure to allow for the exercise of existing options under two contracts; the OPS2 contract and the HLMS replacement contract. As set out at paragraphs 1.19 and 1.20, the durations of the proposed extension and the activities to be undertaken during them fall within the ambit of the options included in the original contract. Furthermore, as officers have indicated, each contract was let in accordance with the requirements of the Public Contracts Regulations 2015. To that end, the extensions may be approved without the need for an exemption from the Authority's Contracts and Funding Code.

### *Procurement*

- 6.4. Furthermore, officers have sought approval for up to £1,000,000 capital expenditure and £115,000 revenue expenditure in 2021/22 (and the same for 2022/23 to July 2024 subject to the Authority's budget process) in relation to the enhancement and development of GLA OPS and for system hosting, support and reporting. Officers should note that all services, works and supplies, which are to be procured in furtherance of the project, must be procured in accordance with the Authority's Contracts and Funding Code and with the assistance of Transport for London's commercial team. Furthermore, officers must ensure that appropriate contractual documentation be executed by both the Authority and the relevant contractors prior to the commencement of the required services.

## 7. Planned delivery approach and next steps

Activity	Timeline
Procurement of supplier to support enhancements of the GLA OPS system	April – May 2021
Announcement of successful supplier	May 2021
Delivery start date	July 2021

**Appendices and supporting papers:**

None.

**Public access to information**

Information in this form (Part 1) is subject to the Freedom of Information Act 2000 (FoIA) and will be made available on the GLA website within one working day of approval.

If immediate publication risks compromising the implementation of the decision (for example, to complete a procurement process), it can be deferred until a specific date. Deferral periods should be kept to the shortest length strictly necessary. **Note:** This form (Part 1) will either be published within one working day after it has been approved or on the defer date.

**Part 1 - Deferral****Is the publication of Part 1 of this approval to be deferred? YES**

If YES, for what reason: Publication of this decision could impede the pursuit of best value in the procurement which will take place in Spring 2021.

Until what date: July 2021.

**Part 2 - Sensitive information**

Only the facts or advice that would be exempt from disclosure under FoIA should be included in the separate Part 2 form, together with the legal rationale for non-publication.

**Is there a part 2 form -NO****ORIGINATING OFFICER DECLARATION:**

Drafting officer to  
confirm the  
following (✓)

**Drafting officer:**

Nahida Miah has drafted this report in accordance with GLA procedures and confirms the following:

✓

**Sponsoring Director:**

Niran Mothada has reviewed the request and is satisfied it is correct and consistent with the Mayor's plans and priorities.

✓

**Mayoral Adviser:**

David Bellamy has been consulted about the proposal and agrees the recommendations.

✓

**Advice:**

The Finance and Legal teams have commented on this proposal.

✓

**Corporate Investment Board**

This decision was agreed by the Corporate Investment Board on 15 March 2020.

**EXECUTIVE DIRECTOR, RESOURCES:**

I confirm that financial and legal implications have been appropriately considered in the preparation of this report.

**Signature**

**Date**

*D. Gane*

15 March 2021

**CHIEF OF STAFF:**

I am satisfied that this is an appropriate request to be submitted to the Mayor

**Signature**

**Date**

*D. Bellamy*

15 March 2021