

Consultancy Specification Document

Title of Request:	Ministry of Justice - Improving property asset strategy development and asset management through enhanced and active data collection, analysis and reporting.
Estimated Total Budget:	£150k (maximum)
Duration of Engagement:	14 weeks (indicative) with an option to extend by up to 3 months
Required Commencement Date:	30 January 2017

1. Introduction

Should give a brief introduction to the organisation, including the business that the organisation is in.

The Ministry of Justice delivers some of the most fundamental services any state owes its citizens. Our principal duty is upholding the law and keeping people safe. We are responsible for a number of different parts of the justice system - the courts, tribunals, prisons, legal services and access to justice, youth justice and probation services.

Our work spans criminal, civil, family, and administrative justice. We are committed to protecting the public, reducing reoffending and providing effective, transparent and responsive criminal justice system. We work in partnership with other government departments and agencies to serve the public and support those who need our help.

The Ministry of Justice is a ministerial department, supported by 37 agencies and public bodies.

We have five Executive Agencies which are responsible for the delivery of the majority of our services to the public: HM Courts & Tribunals Service, National Offender Management Service (NOMS), the Legal Aid Agency (LAA), Office of Public Guardian (OPG) and, the Criminal Injuries Compensation Authority (CICA) supported by a smaller corporate centre. We provide services across England and Wales, and in the case of HM Courts & Tribunals Service, non-devolved tribunals in Scotland and Northern Ireland.

In addition to managing in the MoJ's property portfolio, the MoJ Estates Directorate is responsible, via a shared service, for the management of the Home Office, Crown Prosecution Service, Department for Education and Department for Communities and Local Government estates.

We also provide, through Functional Leadership in the MoJ, and through our wider shared service responsibility, estates expertise and advice to a broad range of affiliated partners. This includes (but is not limited to) the Attorney General's Office, Government Legal Department (GLD) – previously known as The Treasury Solicitor's Department, The Serious Fraud Office, The National Archives, The National Crime Agency and The Office for National Statistics.

MoJ estates Directorate is the biggest shared estate service in Whitehall, with in excess of 2,000 properties with operating budgets in excess of £2bn.

The scope and focus of this commission is the MOJ estate. However, the findings and recommendations of the review (e.g. data collection systems and access) need to be scalable and employable to the whole shared service cluster estate.

Key points about the MoJ estate are:

- Second largest in Government with around 1,300 main properties
- Reduce the number of properties by over 1/3 since 2010.
- The estate has an asset value of £9.7bn.
- Generated £296m in receipts from disposals between 2010-11 and 2015-16
- This year, over 750 projects in portfolio covering the shared service 'cluster' valued in excess of £440m
- Over 10,000 calls to facilities management helpdesks every month

2. Aims

Should provide details of the main aims and reasons of the tender exercise

The aim of this commission is two-fold. Firstly, to formulate a data management strategy that defines the department's approach to collecting, storing (including the storage and retrieval system), analysing and employing data. This will enable the department to transform its strategic asset management planning, by putting efficient data gathering and management at the heart of what we do. Secondly, the commission includes the development of the department's 2017 Strategic Asset Management Plan (SAMP), linking to the organisation's strategic business objectives and the Government Property Unit's estates/property strategy and planning documents.

Ultimately the new data system will ensure:

- A clear, sustainable and efficient data collection, storage, analysis and reporting process and procedure;
- Easy access, manipulation and reporting of data to provide information to senior management;
- The availability of a critical data set per property (including financial data);
- A data system that links to EPIMS, that enables data 'quick and simple' manipulation and reporting in a professional format for senior management. Also, explore the potential to link to the department's Facilities Management providers data system and finance systems
- Easy links to key documents (leases deeds etc);
- Facilitating better strategic management of the estate
- Data to support the efficient management of the estate on a day to day basis;
- Understanding estates costs, including the opportunity to drive further efficiency savings.
- Increasing MoJ's ability to produce strategic plans for the estate such as annual Strategic asset Management Plans (SAMPs)

The Strategic Asset Management Plan (SAMP) produced by the supplier as part of this commission will be :

- of a high professional standard
- accessible and readable by non-estates specialists
- suitable for presentation to Senior MoJ Boards, HM Treasury and Cabinet office
- supported by high quality data and data analysis based on existing data held by MoJ

3. Objectives

- Any specific objectives should be detailed here
- Can be broken down to include specific outputs and expectations

Specific high level objectives for this commission:

Data Project

Controlled by the necessary documentation, project management process and protocol and presentations (written and verbal) to the department:

- Propose a 'staged' approach to the implementation of transformed data collection and management, taking the department from where it currently stands (in the immediate term helping to meet the current data needs of the department), through to a proposed end-state for exemplar data management. To include, but not limited to systems, business processes and organisational design/ownership. (i.e. develop a challenging, yet considered and manageable programme for step-change and continual improvement of data collection and management.).
- Determine the data sets that the department should collect per facility;
- Identify a fit-for-purpose data management system, with necessary access and links;
- Define roles (and resources), clarifying data management responsibilities (data owners, those responsible for collection, inputting, analysing, reporting, etc.) – create a system that drives data based and driven culture, including benefit realisation;
- 'Easy' data manipulation and reporting;
- Develop a business case and project plan for implementation;

Overall objectives following execution of the plan derived from this commission:

MoJ estates directorate must place up-to-date and accurate data at the heart of its culture and business processes, using effective analysis and reporting to provide a clear assessment of the size cost and condition of the department's estate, enabling the effective reporting to senior management and driving the 'right' asset management decision to be made now and into the future.

Specifically we want to:

- Create a culture of data driven behaviour, decision making and benefits realisation;
- Move towards a single dashboard for each of our property assets covering all estates aspects
- Hold data in a form that can be easily interrogated to assist strategic asset management
- Solution to be c75% automated (drawing data up)
- Solution to be potentially cloud hosted with an appropriate level of security
- Allow data flows to / from the Government Property Unit's ePIMs system and relevant MoJ systems
- Include mapping, document storage and photographs
- Ensure that we deliver a system which is:
 - Capable of phased introduction
 - future proofed
 - easy and cheap to maintain and adapt
 - can be rolled out to additional estate portfolios

Progress is being made in some of these area already but we want to ensure we are moving in the right direction at the right pace and with sufficient ambition.

SAMP project

- To lead on the development of the 2017 SAMP by extracting, organising and validating the data to be used in the plan, drafting the plan and providing a challenge function in terms of the quality of current data and data sources;
- To develop definitions/options for assessing quality/suitability of properties in the SAMP and develop a strategy for compiling this data

4. Background to the Requirement

Provide background information to the project to help the contractor understand how it fits in to the business objectives of the procurement. Consider including issues such as:

- any history relevant to the procurement
- recent developments
- a description of the business activities in the area relating to the procurement
- business functions & processes
- organisation & staffing
- roles & responsibilities

Current Data storage arrangements

MoJ Estate data is currently stored on a variety of systems managed by Estates Directorate and other parts of the MOJ including NOMS, HMCTS and other arms-length bodies.

These systems include:

- E-pims
- CAIP
- Project database
- Viewpoint
- Shared drives
- Sustainable development systems
- Finance systems (MoJ , HMCTS NOMS and ALBs)
- FM systems

The Estates Data team are working on developments of these systems and assistance with and validation of this will be part of the commission.

Estate Reform

Over the next five years the MoJ estate will undergo huge change through major reform programmes including:

- Prison Estate Transformation
- HMCTS Reform
- Probation Estates Reform
- MoJ National - Office estate Reform

To support management of the estate during these reform programme and to ensure the residual estate left after the reform is adequately managed, we will need the right business processes, with a modern data system at the heart, acknowledging that some data to feed systems is derived from sources outside the direct control of MOJED and its staff i.e. NOMS, HMCTS and Finance teams

This will enable us to:

- 1) Manage the new and retained estate to ensure that :
 - a. Lease events are actioned
 - b. Compliance is managed via tracking and alerts
 - c. Estate management (eg dealing with lease disputes, title issues rights of way boundary issues etc can be carried out efficiently
 - d. Maintenance work can be targeted more effectively – dependent on external sources.
 - e. Future modernisation requirements are quantified and included in forward plans
- 2) Build a data set to help inform and target next wave of estate improvements through:
 - a. Utilisation data including m², FTE,
 - b. Condition and suitability data
 - c. Surplus land visibility and housing unit potential
 - d. Valuation data

- 3) Provide comprehensive and meaningful data to senior management and stakeholders to enable options identification and decision making

Management of the Estate

This asset management system would be managed by MoJ Estates Directorate and assist in the following areas:

Estate Strategy (through account management teams): enabling a strategic as well as detailed overview of the estate to be taken, allowing decisions on how to consolidate our estate – vacating unsuitable / expensive buildings and relocating into modern buildings (if available) - correctly located and configured to meet business needs.

Strategic Estate Management (through estate management teams): ensuring that our land and buildings are managed well, lease events are actioned, rent and service charge payments are correctly made, buildings comply with statutory and other requirements disposals and acquisitions are managed correctly and asset registers are up to date.

Strategic Maintenance of the estate (Project Delivery team): identifying maintenance requirements and buildings with excessive forward maintenance liabilities

Finance (Estates Finance Hub): ensuring accurate payments and assisting with internal charging

Facilities Management (FM team and providers): bringing FM data together with other data sources to provide a holistic picture of the estate and ensure that FM activities are tied in with Estate Strategy and Strategic Estate Management.

Monitoring progress and providing information (Estates Communications team): providing up to date information to the rest of the department for the Executive Committee, Non Execs and Ministerial requirements. Enabling reports to DCLG, Cabinet Office and HMT, responding to FOI and PMQ queries.

SAMP

Annual Strategic Asset Management Plans are required by Cabinet office and were produced by MoJ in 2015 and 2016. They are produced for and approved by MoJ's main executive committee following approval by various MoJ boards and before transmission to Cabinet Office.

4) Scope

- be specific on what is to be included
- what is excluded
- what is optional

The commission can be broken down into two main workstreams

- A. The Data Project covered by 1 – 4 below
- B. The SAMP project covered by 5 below

The scope of the commission is to :

Data Project

- 1) Establish the baseline:
 - a. the nature of the MoJ estate and our strategic priorities
 - b. current data,
 - c. Data required to support the delivery of the Strategic Priorities
 - d. current data sources ,
 - e. current data systems
 - f. teams and people who need to access data and for what need
 - g. relevant business processes
 - h. systems and processes operated by other bodies (eg MoD , local and county councils, FCO etc)
 - i. stakeholder experiences
 - j. current plans for developing data systems including Future FM and mapping systems

- 2) Define the end-state for better data
 - a. User requirements
 - b. What do we want to enable through the data management project
 - c. What business process do we need, and to do what
 - d. How should data be stored
 - e. What type of systems would be appropriate – recommendations for specific systems
 - f. What should our business processes be
 - g. What data should be gathered and maintained on our estate
 - h. In particular how can finance data be improved and made readily available to estates staff of strategic asset management purposes
 - i. Matrix of data which can be abandoned (no longer required)
 - j. What reporting is necessary
 - k. Future proofed approach to include the Cluster Partners
- 3) Define potential options for delivery of better data (a long list and detailed consideration of a short list)
 - a. Data mapping, data integration, warehousing and front end systems
 - b. Business processes
 - c. Implications for organisational design including roles and responsibilities
 - d. Recommending a preferred option in agreement with MoJ
- 4) Establish a project plan to deliver the preferred option for better data
 - a. How can the project be delivered in phases to ensure early benefits
 - b. Realistic timescales
 - c. Resources required
 - d. Costs
 - e. Business case and detailed implementation plan

SAMP

- 5) Lead on and deliver the 2017 SAMP
 - a. Extract relevant existing data (assisted by the MoJ estates data team), organise and validate the data to be used in the plan and propose proxies for missing data
 - b. Develop definitions/options for assessing quality/suitability of properties and develop a strategy for compiling this data
 - c. Provide a challenge function on forward rationalisation, maintenance and modernisation plans
 - d. Provide an analysis of expected maintenance liability on the MoJ estate using available information (including building surveys, forward maintenance registers, current maintenance projects and DRC asset valuation data).
 - e. Draft the plan including data driven graphics to illustrate findings

5) Requirement

This is a statement of what is to be delivered and forms the main body of the specification. The 'golden rule' is that specifications need to be Clear, Concise and Unambiguous. It also:

- details what will be expected of the contractor under the contract
- how you see the contract operating to ensure aims and objectives are met
- details specific tasks, outputs and expectations
- do not embed critical requirements in background information – contractors may miss them
- list the important elements of the requirements first, and work through to least important

Specify requirements as:

- *Mandatory* -essential requirements that must be met
- *Desirable* – requirements that whilst bringing benefits are not essential
- *Information* – requirements that request supplementary detail that may be helpful to the overall picture

Note: As a general rule, no information should be provided about the proposed budget availability. The intention is to ensure enough detail is provided about the scope of the project to enable the contractor to gauge the size of the task themselves given their detailed and specialist knowledge, without leading on price.

The commission

The contractor is expected to prepare reports and give advice and recommendations to cover the above scope of services;

Project Activities

Work that the contractor will have to undertake includes:

- Review project scope and requirement and ensure that this is complete and fit for purpose – agree any variations with MoJ
- Reviewing existing literature
- Discussions with MoJ Staff including Data Team, Estates, Finance and arm's length bodies MoJ Digital / technology teams
- Arranging and running necessary workshops and meetings with MoJ teams
- Engagement with other government departments and bodies to review high quality and successful asset management systems and processes.
- Engagement with IT service providers to explore potential solutions
- Obtaining existing MoJ data , organising and reviewing this
- Compiling an agreed set of user requirements
- Regular discussions with MoJ project leads
- Presentation of interim findings to an MoJ board set up for the commission
- Compilation and drafting of reports plans and other documents
- Agreement of content of report/ SAMP and report/ SAMP findings with MoJ
- Presentation of final reports and relevant documents

Project Deliverables

Contractor's Deliverables will cover the contents of the scope section above and include:

- 1) Work on, cover and deliver on the full scope of the project as defined above in section 4 and deliver on the aims and objectives as shown above in section 2 and 3 working with MoJ to obtain necessary inputs.
- 2) Providing an agreed detailed set of user and technical requirements for the proposed system.
- 3) Providing a detailed report covering all aspects of the commission together with an executive summary, slide presentation, detailed implementation plan (agreed with MoJ) findings and board papers
- 4) Document explaining recommended business processes after implementation of the new system and how the system integrates with the new business processes
- 5) Providing a mock-up of what the end user data IT system might look like
- 6) Write an HMT Green Book-compliant Outline Business Case for implementation of the preferred option
- 7) Lead on and deliver the 2017 SAMP as per information set out in the preceding sections and shown immediately below.

The 2017 SAMP

The expected contents of the 2017 SAMP are set out below. The supplier will be expected to draft the plan based on information including but not limited to that mentioned in the italics sections below. The supplier will base the plan on existing data and available information from relevant MoJ teams. The supplier will provide information to MoJ on gaps in data and knowledge that should be filled for future versions of the annual plan.

2017 SAMP Contents

A note of the role of the supplier is in italics along with expected data and information sources

Introduction *(Supplier to Draft and agree with MoJ based on existing MoJ literature, workshops and discussions with MoJ staff)*

The MoJ Estate *(Supplier to Draft and agree with MoJ based on existing data gathered as part of this commission, existing MoJ literature, workshops and discussions with MoJ staff)*

- Types of asset – eg prisons, probation etc. Maps
- size – number of assets, how assets are counted, m²

- cost – current running costs, assumptions for future running costs eg inflation
- condition – from condition surveys – backlog maintenance costs and projected future maintenance costs
- quality and fitness for purpose – what assessments do we have? Changing standards and demographics eg aging and less mobile population, fire safety standards, decency standards
- utilisation
- legal factors – tenure, heritage, ecology

MoJ organisational objectives *(Supplier to Draft based on existing MoJ literature, workshops and discussions with MoJ staff)*

- Secretary of State's objectives and priorities
- Single departmental plan (in preparation)
- Major change and reform programmes

Estate objectives *(Supplier to draft based on discussions with Directors / Deputy Directors and information gained from previous sections)*

- Support the business
- Affordable estate
- Modernise the estate

Change programmes *(Supplier to pull this together based on sections contributed by relevant change programmes)*

- Prison Estate Transformation Programme
- HMCTS Reform
- Probation Estate Reforms
- MoJ National
- Future FM

Efficiency Programmes *(Supplier to Draft based on existing MoJ literature, workshops and discussions with MoJ staff)*

- Rationalisation
- Energy efficiency
- Sub-letting
- Rating appeals
- Maintenance investment to reduce repairs

Modernisation - *(Supplier to Draft based on data gathered as part of the commission, existing MoJ literature, workshops and discussions with MoJ staff)*

- What is the gap between our current estate and the ideal estate?
- What is the strategy (new for old programmes requiring capital funding? Further rationalisation?)
- What is our financial strategy – private finance?

Plans *(Supplier to Draft based on existing MoJ literature, workshops and discussions with MoJ staff)*

- Maintenance funding and prioritisation – what will be the outcome of the maintenance plans we deliver, to what extent will the backlog reduce, what is an appropriate level of maintenance spend for the estate?
- Efficiency programmes – what will the benefits be? What is the ROI overall?
- Modernisation – what impact will the reform programmes have on the current state of the estate?
- Future FM and other FM programmes – what are the benefits of the programme
-Consolidated dashboard of benefits for tracking

Resources *(Supplier to Draft based on existing HR and capability data, existing contract database, existing MoJ literature, workshops, discussions with MoJ staff and findings from the Data and business process part of the commission)*

- People capability across the MoJ

- Supply chains
- Systems

Processes (supplier to draft based on the data part of the project and the report)

- How we collect and assure data
- How we develop plans and take decisions, how are stakeholders involved?
- How we track benefits

Annexes with plans (supplier to draft)

Supplier Team

We are asking suppliers to consider their approach to the delivery of this requirement and submit a team that fits the scope of requirements and within the maximum budget allocation.

Project Roles and Responsibilities (This covers the Data project a similar outline of roles and responsibilities will be drawn up for the SAMP project)

Group	Roles
Project Team For MoJ	1) Senior Responsible Owner (SRO) (main point of escalation) : 2) Project manager (PM) (Main point of contact):
Project Team for Supplier	1) Project Director / (Main point of escalation) : 2) Project manager (Main Point of contact): 3) Project team (analysts, real estate specialists , data and systems specialists , organisational design specialists)
Project Board members	1) SRO 2) Project Manager 3) Representatives from : <ul style="list-style-type: none"> • Data teams • Estates management / transaction assurance • Estates Strategy / account management • Delivery (capital maintenance) • Sustainable development • Communications • FM • Finance • PETP Property team (Estates Directorate) • HMCTS Property team (HMCTS) • MoJ IT/ Digital
Project working Group members	<ul style="list-style-type: none"> • Project managers (provider and MoJ) • The Supplier team • Data teams • Estates management / transaction assurance • Estates Strategy / account management • Delivery (capital maintenance) • Sustainable development • FM • Finance • PETP Property (Estate Directorate) • HMCTS Property (HMCTS) • Cabinet Office - Government Property Unit

6) Timetable

- Lists key targets and/or milestones expected to be achieved
- can act as a performance indicator to enable stage or interim payments to be made against measurable deliverables.
- be specific on when you expect the outputs to be delivered
- if the completion date is fundamental to the success of the project, then say so

Timetable (indicative)

Time – date of award plus:	Activity
1 week	Hold kick-off workshop with MoJ
2 weeks	Provide MoJ with an agreed detailed project plan for the commission
1 week – 8 weeks	Carry out necessary research and review work – draft reports etc.
8 weeks	Deliver draft of deliverables to a project team workshop
10 weeks	Deliver final version of reports including SAMP to project board for approval
12 weeks	Deliver draft Business case for data project for MoJ approval
13 weeks	Deliver final version of data Business case
14 weeks	Assist in presentation of business case to relevant board

Regular activities:

Contact with MoJ project manager (PM) – constant

Catch up with SRO/ PM and weekly brief progress report - weekly

Presenting at Board meetings – monthly (as a minimum)

Workshops with project working group – weekly/ two weekly

7. Security

- Personnel involved in the project will need to be covered by a minimum Baseline Personnel Security Standards (BPSS) from the outset of the contract.

<https://www.gov.uk/government/publications/government-baseline-personnel-security-standard>.

8. Location

The location is Petty France, London SW1H 9AJ

