Cost overruns, delays and terminations:

105 outsourced public sector ICT projects

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(Continuing the work of the Centre for Public Services)

Contents

Tables

1. ICT contract summary

2. Summary of cost overruns, delays and terminations

3. Summary of cost overruns, delays and terminations by outsourcing companies

4. Profit levels in public sector IT contracts

5. Outsourced cost overruns, delays and terminations in central government, NHS, public bodies and agencies.

6. Outsourced cost overruns, delays and terminations in local government

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Part 1: **Introduction and analysis**

Introduction and scope

The Research Report identifies the scope of major cost overruns, delays and terminations of outsourced public sector ICT projects in central government, NHS, local authorities, public bodies and agencies the last decade. Although there has been wide reporting of individual and department or authority-wide project failures in the national and ICT press but little analysis of the overall scope and evidence.

The report draws on the performance of a range of contract models including outsourcing contracts, Public Private Partnerships (PPP), Private Finance Initiative (PFI) and Strategic Service-delivery Partnerships in central and local government, the NHS and other public bodies. It excludes medium/small contracts. Only contracts and projects with major cost overruns, delays and contract renegotiations and terminations have been included in the analysis.

There are many outsourced ICT projects that are delivered on time and within budget. It is clear that some of then problems encountered by ICT projects are a result of over-ambitious projects, a lack of design and development before procurement, and pressures for efficiency savings overtaking the ability to deliver. The technical complexity of projects is also often under-estimated.

Many examples of ICT contract cost overruns, delays and service delivery problems have been excluded because they were relatively small projects ie under £5m (many local authority contracts are excluded on this basis). Contracts operating prior to 1996/97 have been excluded.

Each example is referenced in the Information Sources section which draws together National Audit Office, House of Commons Public Accounts Committee, Audit Commission, local authorities, technical press and other reports on major public sector ICT projects over the last decade.

> *"Central civil government spends annually some £2.3 billion on information technology, equivalent to 16% of total procurement expenditure, yet this Committee has reported on a succession of IT programmes and projects characterised by delay, overspends, poor performance and abandonment"* (House of Commons PAC, 2005).

Key findings

The Research report identifies 105 outsourced public sector ICT contracts in central government, NHS, local authorities, public bodies and agencies with significant cost overruns, delays and terminations. The summary of findings are (from Tables 1 and 2):

- 105 outsourced public sector ICT projects with significant cost overruns, delays and terminations.
- Total value of contracts is £29.5 billion.
- Cost overruns totaled £9.0 billion.
- 57% of contracts experienced cost overruns.
- The average percentage cost overrun is 30.5%.
- 33% of contracts suffered major delays.
- 30% of contracts were terminated.
- 12.5% of Strategic Service Delivery Partnerships have failed.

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Table 1: **ICT contract summary**

Sector	Total value of ICT contracts £m	Total cost overruns and write-offs £m
Central government, NHS public bodies and agencies	28,058	8,876
Local government	1,446	18
Total	**29,504**	**8,994**

European Services Strategy Unit, 2007.

Table 2: **Summary of cost overruns, delays and terminations**

	Number of contracts (105)	% of contracts
Contracts with cost overruns	60	57
% Average cost overrun per contract	-	30.5
Contracts with delays	35	33
Contracts terminated	31	30
SSP contracts terminated or substantially reduced	4	12.5 (% of SSDP contracts)

European Services Strategy Unit, 2007.

Cost increases often underestimated

Cost increases are usually those directly related to payments made to the private contractor and rarely identify the wide range of additional costs borne by the client. These could include:

- Additional client staff engaged to manage a contract;

- Additional systems and staffing for monitoring of the contract;

- Engaging technical consultants to advise the authority of contract problems;

- Carrying out audit reviews of projects;

- Lost income from delays in service delivery and overpayment of benefits/credits.

- Additional procurement costs in re-negotiating contracts or retendering if a contractor withdraws or a contract is terminated;

- Additional work required as a result of technical problems.

- Transition costs when contracts are terminated

- Additional costs, for example, an additional £318m was added to the cost of the £150m Project Connect to fund the provision of Local Area Networks within each GP practice (Hansard, 26 January 2004, col 185W).

- The loss of planned efficiency savings often results in cuts being targeted elsewhere.

Some additional costs are connected with widening the scope of contracts once they are operational although it is almost impossible to determine whether this is for positive reasons connected to service delivery, whether it is connected to inadequate specifications or whether it is linked to private contractor proposals motivated by additional income, or a combination of all of these factors.

Some IT contracts have increased in scope and costs as a result of changes in legislation, benefits and allowances. Others experienced a decline in the volume of benefits, for example the decline in the number of housing benefit claimants in 2000/01 compared to the level of claimants in the latter part of the 1990s.

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"The government too must accept criticism. It was naïve to believe or announce that the only costs of the project were those related to its procurement. Training and implementation has cost much more than the initial procurement costs in every IT system I have ever been associated with. The timescales imposed on this project, as ever, were initially for political expediency rather than having any relationship to common sense."

Richard Holway, Computer Weekly, 24 October 2006.

Cost of consultants

The figures in Tables 1 and 2 are the contract values, which do not include the cost of project planning, Business Case preparation or the cost of the procurement process. They also exclude the cost of management and technical, financial and legal consultants, which can run into millions of pounds.

Why ICT projects have gone wrong

Many reports by the House of Commons Public Accounts Committee, the National Audit Office and other organisations have tried to explain why there have been so many cost overruns, delays and contract terminations. For example the National Audit Office's (NAO) 2003 list of common causes of failure

- *"lack of a clear link between the project and the organisation's key strategic priorities, including agreed measures of success*
- *lack of clear senior management and ministerial ownership and leadership*
- *lack of effective stakeholder engagement*
- *lack of skills and proven approach to project management and risk management*
- *lack of understanding of and contact with the supply industry at senior levels evaluation of proposals driven by initial price rather than long-term value for money (especially securing delivery of business benefits)*
- *too little attention to breaking development and implementation down into manageable steps*
- *inadequate resources and skills to deliver the total delivery portfolio."*

These conclusions are valid but they rarely get to the root of the problem because they focus almost exclusively on the procurement process. There are other problems which need to be identified.

Firstly, many projects are over-ambitious, complex and difficult whilst others are more straightforward. Long-term or delayed projects are often overtaken by new technology, changes in legislation and public policy.

Secondly, the private sector frequently believes its own hype and PR about 'world class' services and thus often overstates its ability to deliver. It also often under-estimates the complexity of public service provision.

Thirdly, too many public sector managers rush to use management consultants who predictably encourage outsourcing, yet their evidence and conclusions are rarely challenged or subjected to rigorous assessment.

Fourthly, clients or 'commissioners' are often under-resourced and/or do not have the required skills and ability to manage large projects through the procurement process. A lack of understanding of service/user needs is mirrored in specifications, which in turn are reflected in inadequate bids. Proscribed evaluation is then followed by limited monitoring of the contract, thus creating a vicious circle. But since contract termination can be more costly politically and financially than performance failures, many contracts continue.

Fifthly, the procurement process is a high-risk strategy, heavily influenced by market forces in respect to who bids, the level of competition and private sector strategies to increase market share. Inadequate bids or loss leaders may result in tight margins and cost reduction strategies.

Sixthly, some projects are driven by the application of the latest information and communications technology to meet 'customer demand' for seamless one stop contact centres combined with pressure to achieve substantial savings. However, a more incremental approach may be more desirable, effective and economical.

Finally, the option of in-house delivery combined with best-in-class external support is often not given adequate consideration.

PFI stopped for ICT

The government announced in July 2003 that the Private Finance Initiative (PFI) would no longer be used for IT projects. The Treasury found that the majority of more successful PFI ICT projects were those where the public sector had renegotiated terms after the contract was signed, moving away from the PFI model. It concluded *"that PFI may not be the appropriate procurement route for IT, because:*

- *"It is difficult to codify long-term IT requirements into an effective contract, because technology changes rapidly and IT is closely linked to business operational needs.*

- *As IT is highly integrated into other business systems, it is hard to define areas of responsibility between the client and supplier, and so transfer risk effectively.*

- *It is difficult to substitute suppliers if a contractor fails to meet its obligations. So when an adequate service is not delivered, departments are often at a disadvantage in negotiating with their existing vendors. The Treasury argued that this problem has not occurred in most non-IT PFI projects.*

- *Most non-IT PFI projects involve third-party finance, but this is rare in IT PFI, removing a source of scrutiny so making it more difficult to ensure risks are allocated effectively; and making it hard for small companies to bid for projects, so weakening competition.*

- *The costs of delivering IT projects are dominated by the annual running costs rather than upfront costs of assets.*

- *The life of PFI IT contracts is relatively short (typically 10 years) compared to other sectors. Even during this period, the contractor has to replace the assets - for example, desktop PCs are generally replaced more than once every ten years. "*

    (PFI: meeting the investment challenge, HM Treasury, July 2003)

The ICT companies

Table 3 identifies the main ICT companies with the contract cost overruns, delays and terminations.

- EDS – 13 contracts

- Liberata - 8 contracts

- Fujitsu and IBM – 6 contracts each

- Accenture, Atos Origin, Capita, ITNET (now Serco) and Siemens – 5 contracts each

- BT – 4 contracts

It is not possible to provide an analysis of total cost overruns and delays for each company because a consortium of companies usually delivers the larger contracts and it is difficult to apportion responsibility in sufficient detail.

Table 3: **Analysis of cost overruns, delays and terminations by outsourcing companies**

Company	Reference Number of Project
Accenture	13, 15, 19, 23, 66
Amey	83
Atos Origin	11, 49, 50, 52, 67
BAE Systems	22
BT	9, 10, 14, 59
Bull (now Steria)	56, 79
Cable and Wireless	6,
CapGemini	37, 101
Capita	28, 47, 85, 89, 96
Compaq	27, 39
Computer Science Corporation	16,
Deloitte Touche	94
EDS	4, 7, 12, 20, 43, 48, 65, 71, 73, 78, 92, 93, 95
Fujitsu	2, 17, 34, 46, 51, 81
General Dynamics	44
HBS Business Services (Mouchel Parkman)	82
Hewlett Packard	36
IBM	1, 40, 51, 61, 73, 77
ICL (now Fujitsu)	30
Integris (now Steria)	42
I-Soft	13, 16
ITNET (now Serco Solutions)	26, 86, 88, 102, 105
Liberata (previously CSL)	21, 84, 90, 91, 97, 98, 99, 100
LogicaCMG	24, 31, 38
McDonnell Douglas Information Systems	29
SchlumbergerSema (now Atos Origin)	64
Siemens	6, 8, 25, 35, 74
Steria	33, 76
Unisys	41
WS Atkins	87

Source: European Services Strategy Unit, 2007

Despite the many problems with public sector ICT contracts, profit levels of private contractors remain relatively high. The National Audit Office analysis identified double figure profit levels for most public sector ICT contracts – see Table 4.

Table 4: **Profit levels in public sector IT contracts**

Project	Contractor	Profit margin
ASPIRE (HM Treasury)	Capgemini	12.3%
EAGLE (HM Treasury – previous contract)	EDS	13.5% - 26.5%
PFI contract with former HM Customs and Excise	Fujitsu	12.97%
PFI hospitals (Department of Health)	Various	18% - 23% initially 12% - 17% on more recent projects
NHS National Programme for IT (Connecting for Health)	Various	7% - 19% target
PFI various schemes	Various	10% - 13.5%

Source: NAO 2006.

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Private contractors have a degree of protection

The name of a contractor with a public sector contract should be a matter of public interest. However, it is often difficult to identify for a variety of reasons. Private contractors are in fact 'protected' because of a reluctance by government departments and agencies to name them in providing contract details.

Firstly, Audit Commission inspection reports rarely name private contractors and focus on the local authority or public body's client responsibilities. This affords a degree of protection from criticism (or praise) in the assessment of contract performance.

Secondly, Written Answers to Parliamentary Questions provide only the information requested. Ministers provide information about public sector contracts but will not name the contractor unless specifically required to do so.

Thirdly, there is often a degree of collusion between client and contractor because neither want adverse publicity about service or contract performance because it can have political and commercial consequences.

Finally, the NAO and Written Answers usually provide information about the current contractor but will not identify where there have been changes in contractor because of termination or withdrawal. For example the list of NHS Connecting for Health contracts excludes the fact that EDS was sacked from a £90m email contract after just two years in 2004 and list only the current contractor, Cable and Wireless (from July 2004).

There is little rationale for such omissions. The reasons lie partly in legal conservatism because managers and lawyers are afraid that private contractors will threaten legal action if they are too critical. This approach is also rooted in neoliberal ideology which deems that criticism of business interests must be tempered because the state is increasingly dependent on the private sector to deliver public services.

Earlier ICT project cost overruns, delays and terminations

A House of Commons Public Accounts Committee investigation of the delivery of government ICT projects in November 1999 identified many with cost overruns, delays and terminations www.publications.parliament.uk/pa/cm199900/cmselect/cmpubacc/65/6505.htm

It included the following reports by the Public Accounts Committee and the National Audit Office:

Public Accounts Committee

> 46th Report 1997-98 The National Insurance Recording System
>
> 22nd Report 1998-99 The National Insurance Recording System
>
> 25th Report 1998-99 Ministry of Agriculture, Fisheries and Food: Arable Area Payments Scheme.
>
> 62nd Report 1997-98 The Purchase of the Read Codes and the Management of the NHS Centre for Coding and Classification.
>
> 58th report 1997-98 Benefits Agency: Jobseekers Allowance.
>
> 52nd Report Intervention Board Executive Agency: Integrated Accounts project.
>
> 33rd Report 1997-98 Crown Prosecution Service.
>
> 7th Report 1996-97 The Hospital Information Support Systems Initiative.
>
> 7th Report 1993-94 Department of Education and Employment: Computer systems for training and enterprise councils.
>
> 63rd Report 1992-93 Wessex Regional Health Authority: Regional Information Systems Plan.

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National Audit Office

HC 812 1998-99 The United Kingdom Passport Agency

HC 277 1998-99 The Immigration and Nationality Directorate Casework Programme

HC 371 1998-99 The 1992 and 1998 Information Management and Technology Strategies of the NHS Executive.

HC 155 1998-99 Council for the Central Laboratory of the Research Councils: Integrated Accounting System.

HC 11 1996-97 Northern Ireland Vehicle System Replacement Project.

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Part 2: **Outsourcing ICT in central government, NHS, public bodies and agencies**

Table 5: **Outsourced cost overruns, delays and terminations in central government, NHS, public bodies and agencies**

No.	Government department, NHS, public body or agency	Contract Value £m	Contractor	Contract terminations, problems, cost increases and delays
1	Department of Work and Pensions	141	IBM, Seibel and Curam	Benefits Processing Replacement Programme to streamline benefits processing cancelled August 2006 after 3 years but never put into use despite being based on commercial off-the-shelf products. £153.2m spent (a 8.6% increase)
2	Department of Constitutional Affairs	184	Fujitsu STL	LIBRA information system now over three times original cost at £487m (August 2006). ICL only bidder and increased price 25% in preferred bidder stage in 1998 (PPP/PFI contract). ICL financial difficulties so provide only infrastructure and separate software contract with STL. Long delays. Transition project launched October 2006 to "manage transfer of ARAMIS, LOCCS and LIBRA IT contracts to new provider." Causing delays and problems in collecting fines.
3	Crown Prosecution Service	240	LogicaCMG	COMPASS PPP/PFI contract signed 2001 but estimated outturn cost is now £408m (70% increase) due to "improved service levels' and extended to more staff.
4	Crown Prosecution Service	9.7	N/a	Finance and accounting record management system (FARMS). Cost estimated at £10.2m (up 5%).
5	Child Support Agency	427	EDS	New IT system 'performed no better than its predecessor' (2006), systemic problems, over 40 internal audit reviews, CSA spent £91m on external advice, soaring costs. Viability and security of national system questioned – other countries developing local/regional systems. £50m over budget and CSA failed to collect £200m.
6	Passport Agency	120	Siemens	Long delays and failures in 1999 cost Agency £13m. Agency had to employ additional staff. Electronic passport application system, EPA2, delayed since late 2004 but system failure when started may 2006, now indefinite delay.

No.	Government department, NHS, public body or agency	Contract Value £m	Contractor	Contract terminations, problems, cost increases and delays
7	Inland Revenue	1,033	EDS	Costs soared from £1,033m to £2,426m, a 135% increase between 1994-2000. The increased costs were due to new work and projects (£533m), capital expenditure (£409m) and post contract verification adjustment (£203m). EDS designed new IT system for New Tax Credits but £174m overpayment to 540,000 of 1.8m overpaid and 10%-14% errors by value. £37m written off in 2003/04 and similar in 2004/05. EDS lost departmental contract to CapGemini in 2004. Dept paid £71.25m compensation for "unsatisfactory system performance" in Nov 2005 based on EDS winning further government contracts!
8	National Savings	635	Siemens	Delays and did not reduce staff numbers in line with original plan. Offshored 200 jobs to India in 2004, wants to increase to 440 in late 2006.
9	NHS Connecting for Health	530	BT	New National Network (N3) for the NHS, 7-year contract started Feb 2004. Paid extra £69m for broadband N3 connections and £90m for integration.
10	NHS Connecting for Health	620	BT	National Data Spine forming the core of NHS Care Records Service holding summary patients information. 10-year contract started Dec 2003.
11	NHS Connecting for Health	64.5	Atos Origin	Choose and Book, 5-year contract started Oct 2003. Most of 261,983 bookings of hospital appointments up to April 2006 made by telephone because GPs unable to book online. Extra £80m for additional services.
12	NHS Connecting for Health	90	EDS	Email and national directory service for all NHS organisations, 10-year contract started 2002 but EDS contract terminated March 2004 because of delays, poor functionality and service capacity. Cable and Wireless awarded 9-year contract from July 2004. EDS received £9m compensation.
13	NHS Connecting for Health	1,099	Accenture and iSOFT	Local Service Provider – North East. 10-year contract started Dec 2003. Accenture quits contract in Sept 2006 which is taken over by Computer Services Corporation at original contract price. Accenture received £173m and repays £63m in compensation to NHS. P1R2 release 12 months late.
14	NHS Connecting for Health	996	BT and IDX	Local Service Provider – London. 10-year contract started Dec 2003. GE Healthcare acquired IDX in January 2006, replaced by Cerner, because it failed to deliver systems on time. Patient Administration System 14 months late.

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No.	Government department, NHS, public body or agency	Contract Value £m	Contractor	Contract terminations, problems, cost increases and delays
15	NHS Connecting for Health	934	Accenture and iSOFT	Local Service Provider – Eastern and East Midlands. 10-year contract started Dec 2003. P1R2 over a year late. Accenture quits contract in Sept 2006 which is taken over by Computer Services Corporation at original contract price. Accenture received £173m and repays £63m in compensation to NHS.
16	NHS Connecting for Health	973	Computer Services Corporation and iSOFT	Local Service Provider – North West and West Midlands. 10-year contract started Dec 2003. Delays in hospitals getting new systems by October 2006.
17	NHS Connecting for Health	996	Fujitsu and IDX	Local Service Provider – Southern. 10-year contract started January 2004. Fujitsu 'lost confidence' in IDX who were replaced by Cerner in April 2005. Fujitsu 18 months behind schedule. Promised system running in 17 acute trusts, 36 community trusts and 8 mental health trusts by April 2006 but only managed 1 installation.
18	Edinburgh Royal Infirmary	30	McKesson HBOC	Project to develop Hospital Information System as part of PFI project. Terminated after 5 years in 2004 with no payments being made to contractor.
19	National Insurance	134	Accenture	9-year PFI contract started 1995 for new national Insurance recording system – NIRS2, renegotiated 1996, extended 2000 re new legislation. 172,000 cases of underpayment of pensions which required over £43m in compensation payments and delays. Accenture profit margin 26% and 54% in 1999/2000 and 2000/01 respectively.
20	Lord Chancellors Department and Court Service	25	EDS	LOCCS – various court based IT systems, original completion October 1996 rescheduled to Sept 2003. Cost increased to £107m, (328% increase) but included 'additional services'. Transition project launched October 2006 to "manage transfer of ARAMIS, LOCCS and LIBRA IT contracts to new provider."
21	Lord Chancellors Department and Court Service	130	Liberata	PPP/PFI project - £50m cost increase (up 38%) and delays in ARAMIS resource accounting project. Transition project launched October 2006 to "manage transfer of ARAMIS, LOCCS and LIBRA IT contracts to new provider."
22	Ministry of Defence	2,570	BAE Systems	Renegotiated submarine contract in 2003 increasing cost by £1bn – delays and failure of computer aided design

No.	Government department, NHS, public body or agency	Contract Value £m	Contractor	Contract terminations, problems, cost increases and delays
23	Department for the Environment, Food and Rural Affairs	34.1	Accenture	Cost increase to £71.5m (110%) by June 2007. Dispute over delays of Single Payment Scheme to farmers by Rural Payments Agency (2006). Cost increases 'largely' due to changes in scope. Each of 6 separate IT component releases were late by up to a year. Contract started Jan 2003 but renegotiated later same year. "Performance fell short of expectations in early stages" (NAO)
24	Department for the Environment, Food and Rural Affairs	16.1	LogicaCMG	Cost increased to £18.4m (+14%) by June 2007.
25	Department for Transport	230	Siemens	10 year PPP/PFI contract started 2000 for vehicle testing. MOT Computerisation contract renegotiated in April and July 2005 – increased support by contractor and greater control over performance by Vehicle and Operator Services Agency. Repeated delays, system crash 2006.
26	Cabinet Office	83	ITNET	Contract started 2003 for data centre and hosting management service – terminated 2004 after just £5m expenditure. "none of services....delivered or accepted and the project is several months behind schedule and was forecast to be considerably over budget if continued."
27	Cabinet Office	6.7	Compaq	Consultancy and IT asset purchases for Government Gateway terminated in 2000 after £5.6m expenditure.
28	Department for Education and Skills	269	Capita	Individual Learning Account project started 2000, closed November 2001 after major security/fraud issues and £70m overspend (26% increase).
29	Northern Ireland Civil Service	3.3	McDonnell Douglas Information Systems	After 9 years of problems and delays caused by deficiencies in software and contractual issues contract was terminated in May 2001. Unrealised savings were £6.1m
30	Department of Social Security and Post Office Counters	1,000	ICL	Benefit Payment Card cancelled after delays and technical problems and contractor's demand for increased prices (2000).
31	Department for International Development	9	LogicaCMG	Quest Electronic Document and Records Management system signed March 2004, cost increases to £11.7m (up 30% by 2007) and 15-month delay in delivery.
32	Department for International Development	11	n/a	Aries Finance, Procurement and Reporting System, cost increase to £13.5m (+23% by 2007).
33	Home Office	84.8	Steria	NPD STEPS project cost increased to £95m (12% increase)
34	Home Office	17.5	Fujitsu	CIS exchange and hosting contract increased to £26m (up 49%) to date.

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No.	Government department, NHS, public body or agency	Contract Value £m	Contractor	Contract terminations, problems, cost increases and delays
35	Immigration and Nationality	100	Siemens	£120m extra costs and delays. Home Office cancelled final phase and had to employ 600 additional staff to deal with backlog of 76,000 asylum and 100,000 nationality cases.
36	Foreign and Commonwealth Affairs	183.5	Hewlett Packard	Future Firecrest project was in-house but 7-year partnership since 2005 between FCO Services and HP - cost increase to £187.5m (2% increase) in first year.
37	Foreign and Commonwealth Affairs	81.9	CapGemini and Ernst & Young	Prism project started 2002– cost increase to £99.9m (a 22% increase). Internal review concluded it is 'substantially behind time' and causing 'great dissatisfaction' in embassies.
38	Foreign and Commonwealth Affairs	6.5	LogicaCMG	FCO website internet project – cost increased to £12.2m (a 88% increase)
39	Foreign and Commonwealth Affairs	180	Global Crossing	FCO global telecommunications network, PFI contract started 2000, costs increased to £240m (+33%)
40	Office of the e-Envoy	36	Compaq	Questions over technical solution and value for money in 2001, £5m work completed when Office decided to manage the project in-house and delivered on time for £15.6m using various IT firms.
41	Solicitor General, Serious Fraud Office	15	IBM	Started 1998 but two years later project 'no longer appropriate' and terminated. IBM paid £4.8m
42	Solicitor General	8	Unisys	Scope Case Tracking System, 1994-97, cost rose to £10.6m (up 32%)
43	Solicitor General	18	Integris	Connect 21-office automation started 2001, cost increased to £23.5m (up 31%) due to electrical work.
44	Prison Service	200	EDS	IT infrastructure contract started 2000 but renegotiated in 2002
45	Ministry of Defence	2,400	General Dynamics	Bowman Combat Infrastructure Platform will replace the Clansman radio network, project 'recast' to include an additional £121m, £51m write-off, £24m training cost plus £204m over 25 years. Projects delays.
46	Home Office	167	n/a	Police information management and sharing, recommendation of Bichard Inquiry following Soham murders, Cost increased to £367m (up 120%) and delayed from 2007 to 2010.
47	HM Treasury Customs and Excise	500	Fujitsu	VAT collection PPP/PFI contract started 2000 but costs rose to £929m by 2003 (a 86% increase) due to additional requirements, Business Case benefits reduced from £4bn to £1.2bn in Nov 2003.

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No.	Government department, NHS, public body or agency	Contract Value £m	Contractor	Contract terminations, problems, cost increases and delays
48	Criminal Records Bureau	250	Capita	PPP contracted awarded August 2000, renegotiated Dec 2003. Business Plan had £18 fee but £28 for standard and £33 for enhanced disclosure from April 2004. Capita penalized £5.0m for defaults but received £8.4m extra for contract changes 2001-03. Deficit of £98.8m between 2000/01 and 2004/05 paid by government. Cost risen to £400m (60% increase).
49	Department of Transport	15	Atos Origin	Repeated delays to Transport Direct going live from November 2003 until autumn 2004.
50	Department of Transport, Vehicle and Operator Services Agency	8.4	Atos Origin	e-test booking system, 2004-2011, cost increase to £12m (a 43% increase) as scope widened.
51	Department of Transport	31	IBM/Fujitsu	Shared Services programme 2005-11, cost increase to £45m (a 45% increase) further 'replanning' in progress.
52	Department of Transport, Vehicle and Operator Services Agency	9.5	Atos Origin	Commercial customer portal, 2004-11, cost increase to £21.7m due to increasing scope (a 128% increase)
53	Department of Transport	13.2	RSA Security	Smart Tacograph, original completion date May 2002 but now February 2007. cost increase to £14.7m (a 11% increase).
54	Department of Transport	7.9	n/a	Mobile Compliance project, original completion date December 2004 but now March 2007, cost increase to £10.4m (a 32% increase).
55	National Air Traffic Services	323	Lockheed Martin	New control centre £300m overspend to £623m (a 93% increase) and six years late.
56	National Probation Service, Home Office	70	Bull (now Steria)	Case recording and management system, CRAMS, cost rose to £118m (up 70%). By 2001 only minority of 42 local probation areas using system.
57	Department for Trade and Industry	9	n/a	Flexible Computing (business tools for mobile workers, 2004-07, (6% cost increase and 3 months late.
58	Department for Trade and Industry, Companies House	22.7	n/a	CHIPS (mainframe replacement), 20 months late, cost increase to £43m (up 89%)
59	Northern Ireland Prison Service	5.1	BT	COMPASS e-human resources system 1999-2002, 3 months late.
60	Department for Education and Skills	14.5	Sun Micro-systems	UK e-University, started October 2001 - development of new learning platform proved more complex, delays in launch of courses until Sept 2003, only 200 out of 900 students used platform. E-University project collapsed.
61	Intervention Board Executive Agency	5.3	Oracle UK, KPMG, IBM, Pricewater house	New integrated accounting system introduced 1996 but major under-performance, accounts discrepancies. Costs rose to £12m (a 126% increase).

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No.	Government department, NHS, public body or agency	Contract Value £m	Contractor	Contract terminations, problems, cost increases and delays
62	Crown Prosecution Service	8	n/a	Operated in only 53 of 93 branches by early 1998, Costs rose to £10.6m capital and £9.6m operating when terminated and replaced by PFI project (see No 3).
63	Ordnance Survey	n/a	Tadpole Technology Group	Software contract to update and maintain national large scale database started June 2002, suspended November 2006.
64	Department of Work and Pensions	n/a	SchlumbergerSema	IT system for medical assessment of incapacity and disability - delays cost taxpayer £40m per annum.
65	Department of Work and Pensions	370	EDS	Started August 1998 but revised agreement October 2000 to include 'new investment in IT' – cost increases to £806.5m – up 118%.
66	Department of Work and Pensions	607	Accenture	Pensions Transformation Project started Jan 2002 to 2006 but expected completion now 2010-11.
67	Department of Work and Pensions	103	Atos Origin	Debt Management project – centres operational but delay in completion date from April 2005 to Feb 2006.
68	Ministry of Defence	32.1	Data Sciences	Trawlerman project, new computer system for Defence Intelligence Staff, never used and £40.7m written off. Replaced 1997 with off-shelf system.
69	Ministry of Defence	10.2	GEC	Common User Data System, RAF, started 1989 but terminated 1997 after system proved unusable. Costs rose to £21m.
70	Ministry of Defence	18.9	n/a	Royal Navy Pay Replacement System 2 abandoned in 1996 with £8.7m loss.
71	Ministry of Defence	3,040	Atlas consortium led by EDS	Defence Information Infrastructure for new IT at defence locations around the world (March 2005). Cost now estimated to be £5,000m and 'major problems' at first site near Bristol. 16,000 terminals installed by October 2007 but missed target of 70,000 by mid 2007.
72	Ministry of Defence	2,775	n/a	Skynet 5, Satellite Communications Services cost increase to £3,660 by spring 2007 (+32%)
73	Ministry of Defence	237	n/a	Joint Personnel Administration, cost increase to £257m (+8%) as a result of delay in roll out to Navy and Army
74	Public Records Office	n/a	ESS/ QinetiQ	Census Online, 2000 – service was overwhelmed and suspended for months after 4 days (Organ)
75	DSS/Benefits Agency	n/a	EDS/IBM	Delays in roll-out of system from 1999 frustrated attempts to combat widespread benefits fraud – (Organ)
76	BBC	1,500	Siemens	10 year ICT contract commenced 2004 with guaranteed annual savings of £35.2m but by April 2006 savings reduced to £21.8m. "While reported performance against key service targets has been high, most of the early technology projects commissioned from Siemens experienced delays or cost overruns." (HC Public Accounts Committee)

No.	Government department, NHS, public body or agency	Contract Value £m	Contractor	Contract terminations, problems, cost increases and delays
77	Department of Health	n/a	Methods	Medical Training and Application Service (MTAS) 2007. System to match junior doctors to specialist training posts shelved after technical failures, complaints and security breaches of online application system.
78	Legal Services Commission	7.5	Steria and Oracle	New online LSC service suspended indefinitely on 19 November 2007. Extensive problems when loaded with live data.
79	Department for the Environment, Food and Rural Affairs	850	IBM	Enabling IT 10-year project began October 2004 to improve desktop infrastructure and new business systems. Cost risen to £97.9m per annum (+15%) by June 2007.
80	Metropolitan Police	17	EDS	Crime Reporting Information System, delivered 5 years late with £3m overspend (+18%). Met and EDS threatened legal action in 1990s. EDS only bidder on retendering in 2000.
81	Northern Ireland Office	5	Bull	Oasis project – contract one year late and cost increased to £5.7m (up 14%)
82	Northern Ireland Office	6.1	Sopra Newell & Bridge	Prism prisoner record system, costs increase to £8.1m (+33%)
83	Northern Ireland Office	45	Fujitsu	Causeway PPP to share information between criminal justice organisations, costs increase to £59m (+31%)

Part 3: **Outsourced ICT in local government**

Table 6: **Outsourced cost overruns, delays and terminations in local government**

No.	Local authority	Contract Value £m	Contractor	Contract terminations, problems, cost increases and delays
84	Bedfordshire County Council	265	HBS Business Services	Started Strategic Service-delivery Partnership in 2001 for IT and related services but terminated contract in 2005 after failure to achieve key deliverables and poor performance.
85	West Berkshire Council	168	Amey	Terminated Strategic Service-delivery Partnership for IT and related services after 3 years in 2005.
86	Redcar & Cleveland Council	250	Liberata	Following a 'strategic review of services' HR and Payroll, Finance and Accounting, ICT, Public Access and Business support will be brought back in-house by September 2006 after only 3 years of the 10 year contract. About 500 staff transferred back to Council.
87	Norfolk County Council	50	Capita	E-government project including exchequer, payroll, pensions and IT services PFI contract started 2001 terminated six years early in 2003 and staff returned in-house. Serious concerns about ability of Capita to deliver project. Capita sought substantial additional fee for completion of financial management information system.
88	London Borough of Islington	39	ITNET	Revenues and Benefits contract terminated May 2003 and returned in-house. Poor performance and backlog of claims.
89	Swindon Council	20 (est)	WS Atkins	Revenues and Benefits, contract terminated August 2002 because of poor performance, taken over by Liberata.
90	London Borough of Hackney	70	ITNET (now Serco Solutions)	Seven-year Revenues and Benefits contract started 1997 but terminated in 2001. Thirty housing associations demanded action to reduce £3m payment delay. Performance fell sharply. £13.7m benefit losses and fraud in 1999/00.
91	London Borough of Lambeth	50	Capita	Termination of 7 year Revenues and Benefits contract in 2001. 40,000 unprocessed claims. Staff returned in-house costing Council extra £1.5m. 81% council tax collection in 2000/01 and declining arrears collection rate.
92	London Borough of Waltham Forest	25 (est)	CSL (now Liberata)	Termination of Revenues and Benefits contract in 2001 following long delays and complaints. 'Poor' service with performance and user satisfaction in lowest quartile nationally. Returned in-house.
93	Taunton Deane DC	17.5	CSL (now Liberata)	Revenues and Benefits started 1998 but terminated 2000. Hundreds of tenants threatened with eviction because claims not resolved. CSL had to employ 20 extra staff. Service returned in-house.

No.	Local authority	Contract Value £m	Contractor	Contract terminations, problems, cost increases and delays
94	London Borough of Kingston upon Thames	17.5	EDS	Termination of Revenues and Benefits contract in 1999 after just 3 years. Contractor employed too few staff.
95	London Borough of Wandsworth	15	EDS	Termination of Revenues and Benefits contract in 1998 after just over two of poor performance and delays.
96	London Borough of Haringey	9	Deloitte Touche and Northgate	Tech refresh programme began 2004 but costs rose to £24.9m by late 2005, contractors absorbed £5.5m leaving council with extra £10.1m (a 112% increase).
97	London Borough of Brent	54	EDS	8 year revenues and benefits contract started 1995, major problems and poor performance, contract not renewed in 2003. 5 month backlog when EDS upgraded its IT system in 1999.
98	London Borough of Bromley	50	Capita	Lost contract on renewal to CSL In 2002 after additional £1m cost in final year.
99	Sheffield City Council	135	CSL (Liberata)	Financial/IT contract. Poor performance and financial penalties. Council brought in consultants to advise how to deliver specified service.
100	London Borough of Newham	50	CSL (Liberata)	7 year revenues and benefits contract started 1999 terminated late 2001 as a result of an increasing backlog of claims and poor performance. Council Best Value Review recommended termination. Returned in-house and "good two star service with promising prospects" inspection in 2003.
101	North Somerset DC	20	CSL (Liberata)	Revenue and benefits contract, financial penalties – processing failure increased from 0.07% to 51.8% in 1999.
102	London Borough of Southwark	50	CSL (Liberata)	5 year contract started 1998. 2000/01 average time to process new claim was 120 days. Poor one star service in 2001. Backlog of 40,000 claims in 1999.
103	Swansea City Council	83	Capgemini	IT outsourced in 2005. Council decided phase 2 with new call centre was not affordable only 2 years into 10-year contract. £7.4m of 'cash realisable benefits' over 10 years achievable but full contract would cost Council £40m more than its normal IT budget over 10 year period.
104	Somerset CC	4.4	ITNET	Payroll services started 1996. Council did not renew contract in 2001 because of poor performance, staff transferred in-house.
105	Tower Hamlets LBC	3.5	ITNET	Helpdesk contract not renewed, returned in-house and now significantly improved service.

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