

Wiltshire Council

Cabinet Capital Assets Committee

19 July 2016

Subject: ICT Capital Funding Bid

Cabinet member: Councillor Tonge, Finance and ICT

Key Decision: Yes

Executive Summary

Wiltshire's Children's Services provide a range of services to support and safeguard children and families. Case management systems facilitate this by supporting front line workers in a wide range of services, providing a recording base, workflow tools and functionality, enabling reporting for local use and national returns.

Most of the current systems have been used for many years and do not fully support the current or future improved ways of working.

Wiltshire's Children's Services currently use 5 case management systems with contracts due to expire in the next 3 years. Following current EU rules, the Council is required to go to market to identify and procure the most suitable case management systems via a compliant procurement process. The aim will be to cover all requirements for Children's Services with a minimum number of suppliers.

This bid is for the funding of the activities in preparation for the replacement, the purchase and implementation of the new applications, ongoing maintenance and all the activities required to support this.

Proposal(s)

To release from the ICT capital budget, an additional amount, as specified in the part II appendix, over the next 3 years to research, procure and implement replacement Children's Services support solutions.

It is proposed that the revenue element is funded from either grant fund bids or if that is unsuccessful the Children's Service. When the procurement process is complete and the providers selected, a full evaluation will be carried out, to assess the requirements around staffing levels in both Children's Social Care and ICT. Future staffing levels and savings will depend on the future system selected.

To delegate powers to enter into resulting contract(s) for these solutions, to the Associate Director, People and Business Services in conjunction with the Section 151 Officer.

Reason for Proposal

Systems that support Children's Services need to be fit for purpose and give the opportunity to streamline working practices and keep pace with change. The current systems are limited in what they can offer to the changing needs of the council and Children's Services. The renewal of contracts offer an opportunity to enable the aims of the council and the Children's Services to offer an improved and mobile solution as well as reducing existing IT solutions and support and maintenance costs.

Dr Carlton Brand
Corporate Director

19 July 2016

Subject: ICT Capital Funding Bid

Cabinet member: Councillor Tonge, Finance and ICT

Key Decision: Yes

1. Purpose of Report

1.1 The purpose of the report is to secure capital funding for the re-procurement and implementation of case management systems in Children's Services.

2 Relevance to the Council's Business Plan

2.1 Children's Services links most closely to the Council's business plan outcomes:

- Wiltshire has inclusive communities where everyone can achieve their potential
- People are as protected from harm as possible and feel safe

2.2 Children's Services are embracing change and adopting a transformational and innovative approach to provision of their services and ways of working to satisfy local and national requirements. Any new system(s) will be in line with local authority legislative requirements and Wiltshire goals to:

- Reduce the amount and cost of paper transaction and storage
- Reduce the risks of data loss by reducing paper transactions and duplicated transactions
- Enabling secure inter-organisational access to and sharing of data
- Move towards mobile working and more efficient ways of working
- Review out of date practices and processes to stream-line existing work patterns in line with the new ways of working within a transformed council setting
- Meeting government's statutory requirements and good practice for Children's Services for educational support, early intervention and social care.
- Improving Council outcomes for children and young people by meeting the objectives of:
 - All children and young people make the best possible start in life.
 - All children and young people are safeguarded from harm.
 - More children and young people are able to remain with their families when safe to do so.
 - More vulnerable children and young people are able to achieve outcomes and progress in line with their peers.
 - More children and young people live above the poverty line.

- More children and young people benefit from a healthy lifestyle.
- All children and young people are equipped with skills, knowledge, opportunities and attitudes to make a successful transition to adulthood.

2.3 The ICT Strategy has been considered and the consolidation of systems will embrace ICT change requirements:

- Move from managing services on premise to a cloud solution (whether public or private)
- To enable the use of mobile solutions to enable access to data and systems locally and provide a means for local decisions to be made when out in the field
- Reduction in complexity and number of ICT systems
- Enable better use of ICT systems to reduce duplication
- Enable better use and access to data to support business decisions (enable improved data consolidation into one place for ease of use)
- Enable business units and individuals to self-manage where appropriate (eg access management, workflow implementation etc)

A consolidated digital system would link into the ICT Strategy and support the digital strategy of the council.

3 Main Considerations for the Council

3.1 The importance and value of information cannot be under estimated. We have high expectations of the quality and availability of information in order to make best use of its information assets and take advantage of the opportunities that new technologies bring. The Council needs good case management systems to record detail at case level and enable effective needs assessment, good planning and productivity; to monitor and evaluate outcomes for children and young people in Wiltshire.

3.2 The need for good systems is further evidenced through national inquiries such as Laming and Bichard related to high profile cases where systems and information sharing have impacted adversely on safeguarding. The Munro report also recommends the streamlining of recording systems.

3.3 High quality, up to date and accurate child level information is vital to provide a history of need, planning, interventions and review, giving an accurate record that can be used by staff and managers, in some cases being presented in court.

3.4 Some systems are public facing and used for allocations and funding, for example the allocation of school places and the funding of early years free entitlement child care places, and their robust operation is vital to the reputation of the council.

3.5 Child level data is submitted to the DFE through statutory monthly, quarterly and annual returns. These returns are large and complex. The results that the DFE aggregates from the data are ranked and benchmarked and used by the DFE and Ofsted to evaluate the work of the local authority.

- 3.6 Much of the format and coverage of the recording and functionality of the case management systems is dictated by statutory guidance and statutory returns however, the way that a system is shaped and configured, and the way that a practitioner uses it, affects the efficiency of that practitioner and success of the service.
- 3.7 Systems need to enable effective management oversight so that consistency, performance and impact can be monitored at service, team and individual worker/case level.
- 3.8 It is the intention of Children’s Services to procure “fit for purpose” case management solutions which support both current and future ways of working, and offer value for money. The preferred option would be to look for a single provider but pre market consultation revealed this is currently unlikely as no single supplier appears to be in a position to deliver the full specification needed at a high enough “tried and tested” standard.
- 3.9 This approach is the only option which will satisfy procurement requirements and avoid the risk of fines from the EU and damages being paid to software companies who are expecting Wiltshire Council to follow a compliant route to market for Children’s Services case management systems. However, it may be that some of the existing suppliers are awarded the contract(s) and that the resources required can be reduced. Other options considered would not satisfy procurement requirements, achieve sufficient improvements and would still require significant investment, see the options section of this report..

4 Background

- 4.1 There are 114,000 children and young people aged 0-19 in Wiltshire, many of which are supported through the Council’s Children’s Services. Services support child care free entitlement for funding of 2, 3 and 4 year olds and arrangements for admissions to schools which impact nearly all children. 66,000 of those children are in the 237 schools in the County. Specific support is provided for early help, targeted support in school, special education needs and disability, youth offending and targeting young people not in education, training or employment. At any one time 3,000 children and young people are being supported by Children’s social care, with around 400 of those in the Council’s care.
- 4.2 The case management systems we use need to not only assist approx. 1500 practitioners to function efficiently (supporting referral, assessment, planning, direct work and review) but also be public facing, ideally through portals allowing appropriate access for clients to see their records and contribute to them, and other agencies to interact with us regarding cases.

4.3 Current Systems:

System	Service Coverage
CACI - Impulse	School Admissions, Early Years payments and directory, Social Inclusion Common Assessment Form register and Single Agency Referral Form records, used by some of Early Help teams, Sensory Module, School census and Pupil Attainment repository holding details of all school children.

OLM Carefirst	- Children's Social Care, including Fostering and Adoption recording. It is also the supplier for Adults Social Care in a separate database.
Daisy Carestore	Integrated electronic document management system (procured through OLM)
CareerVision - Integrated Youth Services System (IYSS)	Youth Offending, Not in Education, Employment or Training / Raising Participation Age tracking, Substance Misuse.
BSL – Bright	Special Educational Needs, Education and Health Care Plans.
Capita - eStart	Used by Wiltshire's Children's Centres to register all families using the centres and their services.
Additional Spreadsheets	A host of spreadsheets are held to cope with deficits in the current case management systems – mainly but not exclusively around tracking workflow.

4.4 Impulse, Carefirst and Bright have all been in place for 15 years, e-start since 2007 and IYSS was procured through a Major Exemption agreement in 2012.

4.5 The contract for Impulse has recently been extended till August 2017; Carefirst is due for renewal in 2018; IYSS is due for renewal July 2017; Bright and eStart both have open contracts.

4.6 Some of the current systems are dated and time consuming to use compared to more recently developed systems. The landscape of Children's Services has changed significantly and some of the systems no longer support our work well or enable us to have an overview of the child/family.

4.7 It takes considerable staff time across a number of teams to maintain, adapt and upgrade these systems. There are workarounds in place to overcome shortfalls in the systems which are not efficient around duplication of effort and bring extra risk.

4.8 Support and maintenance costs of these systems are high compared to others that are available on the market.

4.9 Drivers for Change include:

- Improved outcomes for children and young people – better tracking of child's journey, better evaluation of interventions, workers spending more direct time with families rather than recording would all improve the standard and quality of work. There is also a need to improve the quality of information shared with clients both for current cases and Data Subject Access Requests.
- Improved worker experience – eg more intuitive operation, able to see holistic view of the child/family and who is working with them, alerts, task reminders, family and individuals recording, see journey of the child, enabling mobile/flexible working and more efficient working. This may improve practitioner recruitment and retention.

- Improved manager experience – eg dashboards to see service, team and individual's performance and workflow, ease of allocation/re-allocation of cases, self-service reporting.
- Improved performance management – instant availability of performance indicators with drill down ability to individual cases, automated central government returns, visibility of key metrics which would aid budget decisions.
- Improved financial management – for example clarity of packages of care, enabling monitoring and forecasting and raising the awareness of the cost of client's support and choices made.
- Keeping up with ways of working - nothing stands still. National and local expectations change and so do council structures and service delivery requirements. ICT technology and functionality continues to develop and enable improved ways of working.
- Meet the minimum expectations of regulators – expectations are that local authorities have systems that support current ways of working for frontline professionals, give good visibility of the child's journey and facilitate good decision making and evaluation of outcomes.
- Improved supplier support and maintenance – this has been variable and needs to be more timely, appropriate and accurate. Issues with current delivery have impacted on the Application Team in ICT and the business within Children's Services due to problematic upgrades and installations.
- Value for money – whilst the initial cost of implementing fit for purpose systems would be high, there could be savings through reducing the numbers of suppliers/systems used – both through annual support and maintenance charges and from less IT infrastructure costs. Better functionality could be achieved for workers and managers, and better data quality and productivity would be expected. Revenue payback will be spread over a number of years.
- Further savings will be made from staff costs with improvement in ways of working resulting from the procurement of new systems partnered with the proposed workforce changes in Children's Social Care.
- Cost avoidance of the indirect costs such as future paper storage, insurance, reduced risk around paper storage.

4.10 Consolidating systems to an optimum number would streamline processes towards a much leaner way of working and reduce the time required by staff to access information from different systems and across other service teams. Soft market testing last summer suggested that procurement would be unlikely to yield a single supplier with fully integrated systems with a proven track record. However, reducing from 5 to 2 or 3 suppliers appears to be a possibility and suppliers were offering solutions to create a single view.

- 4.11 Connectivity through portal approaches would allow appropriate role based access to both professionals and clients alike, allowing appropriate information sharing and exchange. Some of the suppliers are offering portal solutions.
- 4.12 Mobile Working and capturing information externally to the office environment is a key requirement for future systems. This will allow staff to access and update information from locations independent of the Wiltshire Hubs and in the client's home with less time wasted in travelling to an office base.
- 4.13 New more flexible systems will improve social worker recruitment and retention.
- 4.14 Systems need to be sufficiently up to date to meet the requirements of new inter county arrangements e.g. Child Sexual Exploitation; Adoption West
- 4.15 Once funding is secured it is proposed to go out to the market in the Autumn to start to procure of appropriate systems to match the requirements. Lead in times for implementation of the different functional areas vary e.g. for children's social care implementation is estimated to take a year once contracts have been signed.

5 Adult Care

- 5.1 It must be noted that this bid is for Children's Services only as there is a separate work stream looking into the future requirements for Carefirst for Adult Social Care. As there are potential efficiencies in using the same case management solution provider for both Children's and Adult's Services, the intention is to include a contractual option for Adult Services as part of the procurement, subject to securing any further funding to exercise that option in the future.
- 5.2 As stated in the risk section if Adults do not also replace CareFirst, residual support costs with OLM (the supplier) will reduce the scope for savings as two social care systems will then be in use. This is mitigated by including an option in the procurement for Adults to exercise enabling them to adopt the solution. If Adults remain on CareFirst we will negotiate with OLM to review and reduce the support and maintenance costs for Adults.

6 Overview & Scrutiny Engagement

- 6.1 Children's Select Committee have noted the challenges of some of the existing case management systems and have asked for an update of the progress of the proposed programme of work at their July meeting. During discussion, they acknowledged the need for robust systems to support practitioners and managers, and the considerable effort that would be required if systems were changed.

7 Safeguarding Implications

7.1 The safeguarding of children and young people is affected by the quality of case management systems and the sharing of information between systems. This has been borne out by national enquiries such as Laming and Bichard which related to high profile cases and have pinpointed the need for better systems to improve information sharing and therefore safeguarding.

8 Public Health Implications

8.1 Public Health endorses the move towards integrating and improving management systems in Children's Services, recognising the need to improve information sharing, safeguarding and service delivery.

9 Procurement Implications

9.1 Procurement rules and contract renewals - EU Regulations implemented into UK law under the Public Contracts Regulations 2015, require above threshold spending to be advertised and subject to competition wherever possible, unless there is an alternative legally compliant route to market such as a framework.

9.2 The procurement project is being supported by a specialist consultant, who in consultation with and supported by the Strategic Procurement Hub and Programme Office has developed a procurement options paper that is in a Part II appendix to this report. This lays out options and a recommendation(s) for the routes to market that can be used to deliver the requirement.

10 Equalities Impact of the Proposal (detailing conclusions identified from Equality Analysis, sections 4 and 5)

10.1 There is a high implication in the development and implementation of this programme for the delivery and promotion of fair, non-discriminatory and equitable access to services.

10.2 The programme aims to:

- adopt, promote and implement a more customer-focused approach;
- promote equality of opportunity in both access to service and service development;
- eliminate any potential discrimination in access to services;
- promote and encourage active citizenship of all in our diverse communities;
- promote involvement of diverse communities in developing services access.

11 Environmental and Climate Change Considerations

11.1 Reduced travelling and associated carbon emissions as a result of enabling mobile working through the new ICT systems purchased.

12 Risk Assessment

13 Risks that may arise if the proposed decision and related work is not taken

- Transformational ways of working not achieved.
- Legally not compliant under procurement law.
- Potential procurement challenge/fines. External challenge and fines could result if contracts are extended and arrangements simply rolled forward. Reputational and political risk is also linked to this.
- Increased support and maintenance annual costs. There would be no guarantee that current or reduced costs for annual support and maintenance could be agreed and contracted.
- At some point, there will be pressure from CACI and OLM to upgrade to new generation systems (ChildView and Eclipse) as old systems are decommissioned.
- Potential to be left with systems that are not supported.
- No new functionality negates practice improvement or efficiencies. Continued staff frustration. Current systems continue not to provide up to date look and feel, workflow or dashboard type functionality or detailed self-service reporting that you would expect from a modern system. No improvements in performance management or analysis of spend. No decrease in bureaucracy for front line staff and thereby no gain in the reduction of safeguarding risks to individuals or the organisation.
- Significant staff time and costs required to keep systems running and maintain/develop workarounds.
- Expenditure creep on current contracts ie time delays lead to contract extension and cost outside of current contractual arrangements.
- Experienced staff lost to other authorities with easier to use IT systems.

14 Risks that may arise if the proposed decision is taken and actions that will be taken to manage these risks

- Insufficient resource dedicated to the project – prioritising this project over others in ICT and Children’s Services and resourcing appropriately
- Estimated costs prove to be insufficient – robust negotiation with suppliers to ensure the best possible deal for Wiltshire
- Poor implementation results in less than optimum systems – ensure the business requirements are well written with engagement from all team across Children’s Service and backfill of necessary posts.
- Overall value not optimised – If Adults do not also replace CareFirst, residual support costs with OLM (the supplier) will reduce the scope for savings as two social care systems will then be in use. This is mitigated by including an option in the procurement for Adults to exercise enabling them to adopt the solution. If Adults remain on CareFirst we will negotiate with OLM to review and reduce the support and maintenance costs for Adults.
- Limited responses from suppliers to procurement process resulting in limited choice - ensure good communication with suppliers and employment of experienced part-time specialist procurement consultant to undertake the tender exercise.

15 Financial Implications

- 15.1 The capital programme approved in February by council included an estimate for this project as detailed in the Part II appendix. This report requests this money to be released. The overall budget will be reviewed during the tender process to identify savings and efficiencies to help mitigate against additional expenditure.
- 15.2 Detailed costings of the preferred option have been prepared based on discussions with other local authorities and from suppliers at the pre-market consultation stage however, exact costs will not be known at this stage of the procurement process. The costings are shown in Part II. The project requires significant capital investment for the Council. Initial costings outline an investment and payback period with regard to revenue expenditure.
- 15.3 Medium to long term savings are anticipated in overall total ICT support costs as well as reductions in Children's Services staffing levels which will be jointly resultant of the proposed data management systems and ways of working and new staffing structures in place to best manage risk and protect vulnerable children and families. Whilst there are one off costs which include training and the cost of borrowing, the current annual support and maintenance costs are greater than those anticipated with the new systems. This means an estimated payback period of 6 years after the investment period. In addition to this and once the procurement process is complete and preferred systems selected, a full evaluation of staffing requirements together with saved future paper storage can be carried out, a very early estimate is included in the part II paper.

16 Legal Implications

- 16.1 The proposed option will allow the council to comply with its obligations under UK contract regulations by undertaking a fresh procurement exercise. There is always the risk that an unsuccessful economic operator might challenge some aspect of the procurement process but this risk can be mitigated by the expertise of the Strategic Procurement Hub officers in their planning and operation of the procurement exercise.
- 16.2 The alternative options considered in this report are:
- the 'minimal change' approach; and,
 - the 'No new suppliers but upgrade/move to new products' approach.
- 16.3 The 'minimal change' approach does not involve any new procurement exercise, rather it involves continuing with the current products and service levels and renegotiating the contracts as and when they expire. For the reasons set out at para 16.3.5 it is likely that this option would require the council to enter into new contracts with values above the regulatory threshold and requiring full procurement.
- 16.4 The 'No new suppliers but upgrade/move to new products' approach would also involve renegotiating new contracts. The new contracts could be compliant with the regulations if they meet the criteria of Regulation 32 (see para 8.1 above) however the criteria is strict and inappropriate use of the regulation would provide a further ground for legal challenge.

17 Options Considered

17.1 The preferred option as in the Proposal is detailed in Section 3, to go to market to identify the best solution(s). Three other options were considered and were discounted due to legality, value for money and the Council's continual drive to both improve systems and lower costs, they are outlined below.

17.2 Option 1 Do nothing is not an option as new contracts will need to be put in place.

17.3 Option 2 Minimal Change Approach - Stay with existing suppliers; continue with the current systems using existing resources and support. When we have an expiry date or renewal date for support and maintenance, negotiate with the suppliers to try to avoid price risks such as inflationary increases etc without any formal procurement/tendering process.

This option is not recommended for the following reasons:

- Significant changes in current products will force us to re-procure
- If we do not re-procure we lose commercial leverage with current suppliers
- Alternative and better solutions are available now, we lose an opportunity to improve
- Legal advice indicates this is a high risk option as extending current solutions without a procurement risks challenge.

17.4 Option 3 No new suppliers but upgrade/move to new products - This option would seek to take advantage of, for example, CACI's and OLM's new upgrade products (Childview and Eclipse) which are in development ie do not exist yet, posing a risk they may not be fit for purpose. This option is not recommended for the same reasons as shown for option 2.

18 Conclusions

18.1 The case management systems within Children's Services serve a complex set of worker and manager needs within the council. They are also the tool to enable significant central government data returns and key allocations to be made. They could, through portal arrangements, serve integrated and partnership working too. They are vital to support front line services and provide both operational and strategic oversight.

18.2 Sometimes prolonged relationships with suppliers can lead to a loss of intelligent client capability, mutual complacency and lack of challenge, unclear agreements, unreasonable cost increase for updates, a lack of product innovation and worsening customer responsiveness and service levels.

18.3 Due to the economic climate, the way forward with this project has to be dictated by the balance of resource availability and our appetite for risk of change against the benefits of implementing new solutions and relationships with new suppliers. Therefore, it is likely that the planned approach will need to be adjusted as the project progresses through the governance stages.

18.4 The preferred option is the only option to both fulfil procurement requirements and allow exploration of the market to find the best systems to satisfy business needs.

Appendix A Capital Funding bid
Appendix B Procurement Process
Appendix C Finance spreadsheet

Barry Pirie
Associate Director, People and Business

Report Author: Paul Broadstock, Acting Head of Service ICT Frontline Services

11/07/2016