FOR PUBLICATION

DERBYSHIRE COUNTY COUNCIL

CABINET

17 November 2022

Report of the Executive Director of Corporate Services and Transformation

Mosaic Social Care Management System migration of system to supplier hosted service
(Corporate Services and Budget)

1.   Divisions Affected

1.1   County-wide.

2.   Key Decision

2.1   This is a key decision because it is likely to result in the Council incurring expenditure over £500,000.

3.   Purpose

3.1   To seek approval for funding for the provision of a hosted Social Care Management Solution.

4.   Information and Analysis

4.1   The Council currently hosts its Social Care Case Management Solution ("**the Solution**"), Mosaic, internally within the Derbyshire County Council Data Centres (DCC Data Centres).

4.2   The system is currently experiencing several issues, and these are summarised as follows:

There are multiple projects which require integration with Mosaic.

- Derbyshire Shared Care Record;
- Discharge to Assess (D2A);
- NHS Number Checker;
- Social Care Reform Act;
- Mosaic Mobilise;
- Integration with other Childrens Systems (Core+ and Synergy);
- Looking Local - Better Care/Better Off;
- Social Care Provider Portal.

All of the above projects are currently in progress and have budget committed to them and are currently stalled.

4.3   The above integrations require significant input from numerous suppliers and the Council's own technical specialists. The projects are already delayed due to conflicting demands on limited technical resources, the scale and scope of the work and recruitment and retention difficulties in filling technical vacancies within ICT Services. Timescales are tight with the potential delivery of Social Care Reform early phases by 1 April 2023 subject to confirmation in the Autumn Statement on the 17th November 2022 and overruns on Derbyshire Shared Care record endangering the timely implementation of this project, which is required for the 2023 Care Quality Commission inspection. The hosting of the Mosaic System will simplify the technical requirements for both of these projects.

4.4   Intermittent performance issues, resulting in regular system outages and slow response times have impacted on the effectiveness of social care and early help practice. This is creating a current risk to the 'Front-door' services within Children's Social Care, where demand pressures are being compounded by unacceptably slow system performance times. This is affecting the timeliness of Safeguarding and Early Help responses, constraining the development of partnership working and impacting staff morale. Both Adult Social Care and Health and Childrens Services will be subject to inspection by the Care Quality Commission and Ofsted respectively during 2023 for which a stable and well performing system will be a key requirement for a successful outcome. To deliver these outcomes a substantial upgrade is required to remedy this and consists of a complete rebuild of all server and software infrastructure. A major upgrade such as this would have a 4–6 month timeline and involve effort from all partners, including the supplier, and a further 2 upgrades are required for the Social Care Reform Act between February and October 2023 and to support the Councils Co-funding policy.

4.5   The system is hosted on a hardware platform for which official supplier support ends in 2023 and requires moving to an alternative environment

4.6   To resolve the current issues, three options have been considered by the project team.

- Software as a Service (SaaS) hosting by Access Group;
- Azure hosting by the Council;
- On-premises hosting on a new hardware platform within the data centre.

4.7   The SaaS option was considered the most suitable for the following reasons:

- On premise support model is no longer sold - the current contract has a maximum of 2 years remaining and SaaS is the only future option available for purchasing this system.
- Critical Solution upgrades will be carried out by the supplier;
- Improved Solution performance and reliability;
- Delivery of and compliance with Social Care Reform Act 2022 and other legislative requirements;
- Reduction in the quantity and in some cases the need for scarce ICT resource required for delivery;
- Mosaic projects can be delivered within service timescales;
- The support model for the system is simplified. The majority of the system components will be the responsibility of the supplier;

This is the only option available which fully delivers all the objectives within the required critical timescales and future proofs the council in light of a quickly changing environment which requires operability and stability to support staff delivering key services and support to vulnerable individuals.

4.8   The supplier has been able to secure resources to provide a delivery timescale of April 2023, however due to other Local Authorities competing for the same resource to address similar issues, this delivery 'window' cannot be met if a decision to award a new contract is delayed. Due to the operational issues detailed above and time critical deadlines, 4 year contract is recommended to ensure continuity of service and delivery of service needs. This will allow the Council time to test the market fully for its future case management solution and to carry out a comprehensive procurement for a contract for up to 10 years.

5. Procurement

5.1 Derbyshire County Council currently has a contract in place for the supply of the Solution and other services as detailed below.

Contract Title: TS15055 – Social Care Case Management Solution and Associated Services.

Contract Details: CCS Framework – RM1059.

Expiry date: 19/04/2024.

Supplier Name: Access UK Ltd

Supplier Address: The Old School, School Lane, Stratford St Mary, Colchester CO7 6LZ.

5.2 The current contract does not provide for hosting of the system and therefore urgent action is required before the contract end date. As we are in the extension period of the current contract, we can end it at any time between now and April 2024. It is therefore proposed to end this contract upon award of a new contract at the end of November 2022.

5.3 The replacement of the current contract was included in the Adult Social Care and Health Service Plan 2022-23 refresh, with an estimated value of £3m.

5.4 CCS offer the following framework, which the Council is able to procure from.

RM3821 Data and Application Solutions Lot 1b: Workflow & Case Management Solutions.

This framework has the following option for a direct award which the Council would be able to utilise.

"The requirement must be intrinsically linked to a system already within the customers organisation".

5.5 As the Council's requirements are intrinsically linked to a system already within the organisation and therefore meet the criteria to facilitate a direct award to Access UK Ltd.

A Business case for the use of the CCS Framework for the provision of a hosted social care management solution has been approved by the Director of Finance and ICT and Director of Legal and Democratic Services in accordance with Protocol 2 A of the County Council's Financial Regulations. Permission to utilise the CCS Framework and the award of the contract from the CCS Framework is a matter which is delegated to the Executive Director of Corporate Services and Transformation in accordance with Protocol 2A and 2B of the County Council's Financial Regulations.

6.   Consultation

6.1   Not directly arising out of this report.

7.   Alternative Options Considered

7.1   Prior to the development of the Business Case, a number of different options were evaluated to look at alternative ways of delivering the project and route to market. The options considered are listed below:

1. **Do Nothing -** This is not a viable option as the Council would become non-compliant with the delivery numerous Mosaic projects and the Social Care Reform Act 2022, which poses major operational risks and legal implications.
2. **Re-procure via the use of a CCS Framework - Further Competition** – reduced timescales compared to other procurement options, but this still does not meet the Council's urgent timescales. Suppliers have been prequalified, and use of framework terms & conditions;
3. **Re-procure via the use of a CCS Framework – Direct Award** – reduced timescales which would allow the Council to meet its urgent timescales. Suppliers have been prequalified, and use of framework terms & conditions;
4. **Re-procure via the G-Cloud Framework** – reduced timescales, process is normally intended for low value and low complexity procurements. This option is not recommended due to the complex nature of the project.   The G-Cloud framework terms and conditions are not a robust as the CCS framework.
5. **Open OJEU Tender** – resource intensive and longer timescales; and
6. **Restricted Tender** - resource intensive and longer timescales.

The Council has investigated the ESPO and YPO frameworks which were not suitable in this case.

8.   Implications

8.1   Appendix 1 sets out the relevant implications considered in the preparation of the report.

9.   Background Papers

9.1   Mosaic - Protocol 2A Business Case

10.   Appendices

10.1   Appendix 1 – Implications.

11.   Recommendation

11.1   That Cabinet approves the first-year costs of £0.504m, which include implementation costs of £0.140m, to be met from a combination of the General Reserve/additional borrowing where appropriate. Further years costs will be met from the General Reserve if necessary as outlined in Appendix One.

12.   Reasons for Recommendations

12.1   The associated timeline for the outstanding the programme of works cannot be met within existing resource constraints.

12.2   The planned full procurement exercise is unable to deliver a solution to current issues within the necessary timeframe.

13.   Is it necessary to waive the call-in period?

13.1   Yes.

13.2   It is necessary to waive the call-in period as the decision is urgent and any delay likely to be caused by the call-in process would delay a contract and extend the project beyond the timelines imposed. The supplier is facing significant demand for these services and any delay could result other customers being provisioned before the Council and a further extension to the timeline. Councillor Stuart Swann, Chairman of the Improvement and Scrutiny Committee - Resources has approved the waiver of the call-in period and agreed both the decision proposed is reasonable in all the circumstances and that it should be dealt with as a matter of urgency.

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Implications

Financial

1.1   The interim contract term is for a total of 4 years (initial 2 years with options for 2 further annual extensions) and the predicted maximum total spend will be £2,323,530. It should be noted that where the ability to flex the usage of the system exists then there is the opportunity to potentially reduce the total cost, e.g., if some elements of additional activity are delayed due to government making adjustments to the implementation date for expected new initiatives.

1.2   Any alternate options for hosting the service, if possible, under the same timelines and meeting the needs of the service, would also incur significant additional costs and would need to be further upgraded to a SaaS approach in 2024 at the latest anyway. The use of the SaaS solution in this case minimises risks of timeliness of delivery, as it minimises the need to utilise scarce in-house capacity, and the ability of the solution to fully meet all user expectations.

1.3   The additional costs over the four-year period over and above existing budgetary provision (£0.724m) amount to £1.599m. The first-year costs of £0.504m, which includes implementation costs of £0.140m, will be met from a combination of the General Reserve/additional borrowing where appropriate. The implementation of the new system is expected to generate efficiencies in social worker time with clients that will be evaluated as the system is bedded in, this is unlikely to be measurable, in a reasonable way that we could currently estimate, to contribute to the costs in the next three years. The remaining 3 annual payments will therefore be subject to either a future cost pressure bid or will be met from the General Reserve assuming that any efficiencies are not able to be captured. Both departments recognise the importance of this upgrade and the fundamental part the new system will play in managing their services and delivering for residents.

Legal

2.1   The provision of a hosted Social Care Management Solution that is both reliable and dependable and which is available for use by Adult Care, Public Health Children's Social Care staff and others supporting them in

their roles is critically important to the Council discharging its statutory responsibilities in safeguarding and meeting the needs of adults, children and young people within Derbyshire by in supplying a system which provides for the accurate sharing of information across teams and also improves overall efficiency and effectiveness.

Human Resources

3.1   None directly arising out of this report.

Information Technology

4.1   The information technology implications are outlined in the main body of this report.

Equalities Impact

5.1   None directly arising out of this report.

Corporate objectives and priorities for change

6.1   None directly arising out of this report.

Risk Management

7.1   This report has highlighted risks and dependencies on the availability of key ICT capabilities and skills, the existing level of vacancies and competing demand of other ICT projects in the Council. The move of the Social Care Management to a hosted service does substantially reduce the need for some of these resources. The key tasks required of ICT Services are the secure connectivity to the hosted system, links to the Councils Active Directory and the Migration of data. Mitigation of these risks can be achieved by early engagement with the supplier and the potential use of other partners to bridge any gap in capability or availability.

7.2   The current risks associated with the system performance issues including outages and slow response times are set out in the body of the report at paragraph 4.4. These risks will be mitigated through the provision of the hosted solution

Other (for example Health and Safety, Environmental Sustainability, Property and Asset Management and Safeguarding)

8.1   None directly arising out of this report.