

HEREFORDSHIRE CONNECTS PROGRAMME UPDATE

PORTFOLIO RESPONSIBILITIES: CORPORATE & CUSTOMER SERVICES & HUMAN RESOURCES, CHILDREN'S SERVICES, RESOURCES AND SOCIAL CARE ADULTS AND HEALTH

CABINET

13 DECEMBER 2007

Wards Affected

County-wide

Purpose

To recommend to cabinet the preferred technology to replace the current client systems (including CLIX) used within both Adult Social Care and the Children and Young People's Directorate.

Key Decision

This is a Key Decision because it will result in the Council incurring expenditure over £500,000.

Recommendations

- THAT**
- (a) Cabinet authorise the Head of Legal and Democratic Services to sign the framework agreement with Deloitte**
 - (b) Cabinet confirm Corelogic Framework as the preferred solution and authorise the Directors of Corporate & Customer Services and Resources, in consultation with the Director of Children's Services and Director of Adult and Community Services, to proceed with this acquisition on a fixed price basis through the Deloitte framework agreement.**

Reasons

Herefordshire Council's Adult and Community and Children and Young People's Directorates are undergoing rapid change in the way they work, deliver services to users and measure performance. As these services develop and change so must the processes that deliver those services and the underpinning tools and systems. Central to the delivery of this change is the core information system that supports practitioners in their work, enables managers to manage and allocate resources and provides a stable trusted basis for financial and performance management.

The current CLIX system is outdated and no longer meets the demands of the services it supports. It has been operational for over 11 years. Lack of a modern case management system has been highlighted by the Audit Commission as a significant factor in the poor performance of social care services. The Council has made a commitment to both CSCI (Commission for Social Care Inspection) and the DCSF (Department for Children, Schools

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and Families) that it will have a new solution in place by summer 2008. As recently as 25th October 2007 Herefordshire Council received a letter from the DCSF querying the progress and with a requirement to set out a detailed timeframe.

A new system will provide full case management functionality with built in workflow, compliance with new Government initiatives such as eCaf (electronic Common Assessment Framework), ContactPoint (the 'information sharing index'), Single Assessment and self referral. The system will provide easier access to information by practitioners, safer and easier information sharing with partners, and will also allow other teams with the same process of referral/assessment/outcome to make use of the system. It will provide standard reports to meet statutory requirements, and provide the basis for adequate performance management. At present key performance data and management information requires an increased reliance on internal and external staff to gather the data.

The introduction of a new Social Care system will support the strategic drivers for change within both the Adult and Community and Children and Young People's Directorates.

Considerations

The replacement of systems for Social Care was identified as an early priority within the Herefordshire Connects programme, and formed part of the functional requirements specification within the tender documents. Each of the three suppliers that reached the tender stage of Herefordshire Connects, including Deloitte, proposed a SAP solution which included Social Care; however a combination of factors led the Council to consider alternatives to SAP. These were: -

- Lack of local government customers using SAP Social Care (SAP Social Care had been developed with Trafford MBC, and the only other existing customer was Staffordshire, who were part way through implementation at the time)
- Poor reference site visits for SAP Social Care
- Lack of relevant accreditation
- Cost pressures on the Programme whereby SAP was too expensive
- Real question marks as to whether SAP could be implemented by summer 2008

SELECTION PROCESS

1. In response to the concerns Deloitte worked with the Connects Core Team to determine the most appropriate way forward and developed the Children's and Adult's Services System Solution Verification document which, on the recommendation of Deloitte, was forwarded to Capita, Liquidlogic and Corelogic for completion.
2. Initial discussions were held with these three suppliers. However Capita and Liquidlogic did not fulfil the functional requirements and so OLM were also invited to make a submission.
3. The full functional requirements specification and an invitation to demonstrate were sent to OLM and Corelogic together with the scenarios on which the demonstration would be based. The scenario demonstrations enabled suppliers to demonstrate 'the system at work' to staff. They were the same scenarios used for the earlier demonstrations by SAP. The scenarios used, one covering adult care and other children's services, are listed in Appendix C, with explanatory notes in each column. They embody salient aspects of service delivery which either take too long to deliver at present or processes that cannot be completed with our current systems. They place quality service delivery, partnership working and the availability of management information at the core of our requirements.

4. The Scenario demonstrations were presented to an assessment panel of 32 staff, which included colleagues from the PCT together with staff from Adult Social Care, Children and Young People, Finance, Policy and Performance and ICT against an agreed agenda and format. Each scenario was scored by each member of the assessment panel.
 - Several specialist 'break-out' sessions were also run in the areas of for example, ICT, Finance and Performance Management.
 - Feedback was received from each 'break-out' session.
5. Response to Functional Requirements: Both Suppliers completed the functional requirements document. Their respective responses to identify areas where enhancement was currently underway as well as areas requiring further development.
6. Technical appraisal: A Technical assessment was also made of both proposals. The preferred option from a technical point of view is Corelogic Framework, OLM was seen as being based on obsolete technology.
7. Site visit and references: Both Worcestershire County Council and Nottinghamshire County Council were positive in terms of their experiences in working with Corelogic. Both are pleased with the implementation and could provide a useful learning resource for the authority. Worcestershire County Council had successfully migrated to Corelogic from CLIX, which, like Herefordshire, they had had from the time of the Hereford & Worcester County Council.

OTHER CONSIDERATIONS AND NEXT STEPS

Network Capability

Queries have been raised about the ability of the network feed within Bath Street being capable of supporting the extra load produced by the system, as Bath Street is not on the new network.

The system will be able to be used by employees in Bath Street. The connection from Bath Street to the data centre at Plough Lane (where the servers for the new system will be placed) has been measured and found to have sufficient capacity to accommodate the new social care system.

However, within Bath Street itself due to the age of the network technology inside the building, it is not possible to fully test whether the new system will perform as fast as everyone expects.

ICT Services cannot guarantee the performance of the new application within Bath Street, but will run the subjective performance tests during the design phase to monitor the performance of the application.

Should there be a performance problem post go-live it will be necessary either to relocate staff or upgrade the network within Bath Street.

Electronic Document Management

Queries have been raised around the proposals for electronic document management within Social Care.

The proposal is to use the internal system within Corelogic. This is a pragmatic choice, as it saves the cost of integration, and comes as standard with the Corelogic Framework software at no extra cost.

It does not prevent the later transfer to a corporate EDM system, as Framework has been successfully integrated with other EDM systems elsewhere.

This choice of EDM system does not impact upon the identified benefits in the Herefordshire Connects business case, as the data held is very specific to clients within Social Care, and is held in the system itself rather than being an alternate add-on requiring extra maintenance.

Data Centre Capacity

Although the Data Centre is approaching capacity there is sufficient space, cooling and power for the Social Care System (Corelogic) implementation, providing that the work of virtualising some servers is carried out.

As an identified project of high priority for the Council it is considered that the ability of the project to go ahead is unaffected.

Legal Agreement

Under the terms of a framework agreement currently being negotiated between Deloitte and the Council, Deloitte will be able to provide the Council with the various work packages required to implement the full Connects programme Social Care represents about 10% of the overall Connects requirements and Deloitte would be responsible for delivering the goods and services needed to carry out the Social Care element as the first work package under the terms of the framework agreement.

In order to progress the social care solution it will be necessary to sign the framework agreement. This in no way binds Herefordshire Council to the totality of Herefordshire Connects.

Financial Considerations (from the Head of Financial Services)

Implementation of a social care solution forms part of the overall Herefordshire Connects programme and is included in the Medium Term Financial Management Strategy (MTFMS) 2008/09 – 2010/11. Within the three year timeframe of the MTFMS there is funding of £2.69m for the system. This compares with the cost of the current proposal over the same timeframe including on-going maintenance of £2.47m.

Analysis of the proposed expenditure indicates it is a mixture of capital and revenue expenditure. In line with accepted accounting practice, the revenue expenditure will be incurred in the financial year in which it is made; capital expenditure has been spread over five years (also in line with current accepted practice for an asset of this nature).

The following table is a summary of capital and revenue costs between January 2008 and March 2011.

Summary of costs

	2007/08	2008/09	2009/10	2010/11	Total
Capital Expenditure	£000s	£000s	£000s	£000s	£000s
Hardware	80.0				80.0
Implementation	491.0	407.0			898.0
License	373.0	66.0			439.0
PC Refresh		35.0			35.0
Revenue Expenditure					
Capital Financing Costs					
Hardware	1.8	2.9	2.2	1.4	8.3
Implementation	11.1	36.2	27.5	19.4	94.2
License	8.4	16.0	12.3	8.3	45.0
PC Refresh		1.6	1.3	1.0	3.8
Change Management	99.0	268.0			367.0
Maintenance	39.0	154.0	154.0	154.0	501.0
Total	1,103.2	986.7	197.2	184.1	2,471.2

In addition to the above, some costs will fall outside the current MTFMS timeframe of 2008-2011 and will need to be reflected in future financial strategies. Directorate budgets will need to absorb the ongoing maintenance costs from 2011/12 (£154,000 per annum) and capital financing charges totalling £21,000 to the revenue account will continue until 2013/14. In 2007/08 and 2008/09 there may be some additional internal costs if social workers are required to support the system's implementation. If their posts are backfilled there will be a cost but this is already part of the overall Connects funding built into the current MTFMS.

It is important to place this in the context of the overall budget for the Herefordshire Connects Programme which is £2.656m in 2007/08 and there does have to be a note of caution about the ability to capitalise costs incurred to date. This is because as with any capitalisation, if the overall Connects programme does not proceed and there is no asset created, then the costs incurred to date will have to be treated as revenue expenditure. This

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would not apply to the Social Care element of the programme, because if this proceeds separately it will produce an asset and it will be appropriate to capitalise those costs.

In summary, the overall budget of £2.656m in 2007/08 is sufficient to meet the current financial commitments and the costs of the Social Care element of the programme that will fall in 2007/08. The current funding in the MTFMS for the Social Care programme is sufficient to meet those costs to be incurred up to the end of 2010/11 financial year.

What should be noted is that no further additional work outside of the Social Care programme should be undertaken with the Herefordshire Connects partners in the current financial year until there is certainty that the programme will proceed. This is because without that certainty and the subsequent ability to capitalise the expenditure the funding available is unlikely to be sufficient.

Conclusions and Recommendations

The Connects functional requirements were signed off by CMB last year and remain unchanged. The Directors for Adult and Community Services and Director of Children's Services will consider this report. It has been ratified by CMB. Deloitte have submitted a proposal to us based on Deloitte providing goods **and** services to implement the Corelogic Social Care solution.

Herefordshire Council needs a new Social Care system and all parties, from practitioners to finance to IT technicians have overwhelmingly recorded their confidence in the Corelogic Framework system. Herefordshire Connects endorses this decision and recommends that the Cabinet confirm Corelogic Framework as the preferred solution and authorise the directors of Corporate & Customer Services and Resources, in consultation with the Director of Children's Services and Director of Adult and Community Services to proceed with this acquisition on a fixed price basis.

In order to progress the social care solution it will also be necessary to sign the framework agreement.

Risk

Key Risk	Mitigation
By not starting the solution implementation late, the Council will not be able to meet its obligations to provide a new solution for Social Care.	Deloitte, Corelogic and Council staff are geared up to start the implementation.
The Project is not affordable	Ensure sufficient funding is available and earmarked prior to project start and that full budgeting monitoring is in place. Appoint a full time project accountant to the Programme to monitor spend. Ensure Milestone-based payments based on performance are in place.
The Council cannot meet new legislative changes in Social Care provision over the next two years and beyond	The Deloitte/Core Logic proposal is based on inclusive functionality upgrades to meet new legislative requirements.
If start date is delayed further external funding may be lost	Ensure implementation is started asap.
Staff buy in to new ways of working is not optimal	The Change Management team and the Project team will ensure that all staff are fully engaged throughout the project. This is clear from the breadth in the representation of staff in the selection process itself. 32 council staff as well as colleagues from the PCT, the Voluntary and Community Sector were engaged.
As with all Projects, there is a possibility that the project over runs	Regular monitoring and control coupled with the Project being done on a 'fixed price' milestone based approach with our partner Deloitte should mitigate this.
Council staff are not available	Each role in the proposal has been agreed and staff earmarked to do the role.

Alternative Options

Option A: Do Nothing.

The Council has made a commitment to both CSCI (Commission for Social Care Inspection) and the DCSF (Department for Children, Schools and Families) that it will have a new solution in place by summer 2008. In order to achieve this, a solution must start to be implemented now.

Option B: Variable Cost Option (time and materials).

The time and materials option from Deloitte offers the potential for overall lower cost, but with significantly greater risks. The cost differential is just over £65k. With this form of contract payment is not based on results, and should the project encounter difficulties Herefordshire Council would need to keep paying for the necessary resources until the project was completed.

It is therefore not recommended that this option be pursued.

Consultees

Deloitte

Office of Government Commerce

Audit Commission

Department for Children, Schools and Families

Worcestershire County Council

Nottinghamshire County Council

Appendices

Appendix A – Preference from each area

The results from the scoring of the scenarios are as follows: -

Section	Preference
Adults	Corelogic Frameworki
Children's	Corelogic Frameworki
Finance	Corelogic Frameworki
Performance Management	Corelogic Frameworki
Integrated Teams (Learning Disabilities, Mental Health Trust and Primary Care Trust)	Corelogic Frameworki

APPENDIX B – General Comments / Themes

General Comments / Themes (Corelogic)

- Easy to use
- Impressive depth in finance management
- Very willing for us to talk to their customers
- Very intuitive

General Comments / Themes (OLM)

- Easily identifiable as ICS format
- Can make areas mandatory
- Activity list clear and concise

APPENDIX C – REAL-WORLD WORK PLACE SCENARIOS TO IMPROVE SERVICE DELIVERY

SCENARIO 1: MAUD

Maud is in hospital following a fall and is referred to the Hospital Social Care Team for a social care assessment in order to assess her ability to cope on her own if she is to go home. Following this assessment a package of care is authorised – 1 hour in the morning and 1 hour in the evening each day, including weekends from STARRS, together with Meals on Wheels each lunch time and a British Red Cross mid-day visit, all for an initial period of 4 weeks when a further review will be undertaken. Maud goes home but two weeks into the care period she falls down the stairs resulting in a nighttime visit by the Emergency Duty Team who are able to access her notes on the system and undertake a further assessment of her needs. She is once again taken back into hospital for a further period of medical care. After a week in hospital she is then transferred to the joint initiative Hillside Intermediate Care Unit and arrangements are made for her to go home the following week with daily visits from the Outreach Team, a mobility frame and associated aids from the Integrated Community Equipment Store together with the package previously re-instated.

At the end of the two week period Maud is re-assessed by the Social Worker (Tracy) and following consultation with the Outreach Team the decision is made with Maud that she is unable to look after herself and does require residential care. Her existing care package is extended until the process to locate a suitable care home and ensure finance is available is completed. It will also be necessary for Maud to have a financial assessment to identify how much she is able to contribute to this cost. The necessary work is undertaken and documented by the Social Worker and within a week Maud has a placement agreed in a residential care home. On 10th June Maud is transferred into the home and a month later the Social Worker visits to ensure she is happy and reviews her situation. Maud is content in her new surroundings and the case is placed on review for six months.

Two months later the care home manager contacts Social Care – Maud is very distressed her “pocket monies” have disappeared from her drawer along with her bankbook. An Adult Protection Referral is completed and the case reported to the Adult Protection Committee. The Adult Protection process commences which involves carrying out the initial evaluation, deciding if emergency action is needed, investigating and agreeing the way forward. The outcome of the process also has to be documented.

How this will improve Service delivery:

Step	Details	
1	Referral Process	On admission to hospital notice of possible referral. Workflow. (Information sharing with partners; e.g. when customers leave hospital a care package may be required)
2	Assessment process	Workflow – recording and authorisation process (Assessment is currently paper based at the moment. Parts may be completed by PCT and parts by Social Care leading to multiple visits and duplicated effort)
3	Care Plan	Care Plan showing all services recommended including those provided by family and unmet needs (Currently Care plans are stored on paper records and unmet needs are not recorded)
4	Service provision/ Provider detail	Provider detail/monitoring outcomes/quality Provider’s ability to update system to show availability of service e.g. hours of care/bed etc. Actual service provision, delivery of that service and payment.
5	Re-referral	Ability to show multi-referrals during a period

Step	Details	
6	Out of Hours	Ability to access system 24/7 remotely and update
7	Integrated working	Accessibility by PCT workers and update. Occupational Therapist/district nurse referrals to ICES.
8	Integrated Community Equipment (ICES) Store	Automatic request for aids to be allocated and resourced – asset management identification and notification of stock levels.
9	Consultation	Ability to record reasoning behind decision being made
10	Financial	Once decision/service provided immediate financial assessment referral. Estimated costs available on screen. Commitment accounting. Income and payment monitoring.
11	Review	Systems ability to “flag-up” reviews required
12	Adult Protection Referral	Immediate notification to Adult Protection Committee and carer. Instigation of support process for carer.
13	Adult Protection Procedure	Full process including investigation and outcome recording

SCENARIO 2: FAMILY MOVES

The Smith household is made up of 4 individuals:

Joan Smith: An OAP who is known to Social Care and currently has a mobility aid from the Integrated Community Equipment Store on loan and attends the local Alzheimer Society Day care centre.

Sarah Smith: A Single Parent on housing & council tax benefit and is in receipt of Income Support.

John Smith: A primary school age child with SEN provision including 5 hours per week help. The child has behavioural and attendance issues at school. There have also been issues around his health, as he appears to have a poor diet and a skin condition. A CAF has been completed by the SENCO and that information has been shared with Children & Young People Services by the lead professional.

Robert Smith: Sarah's pre-school nephew whom she has recently started fostering

The family decide, with the help of Home Point (Herefordshire's Partnership with 5 major Registered Social Landlords), to move from a market town into the City, with all the resultant changes in school, nursery etc., and call into the local Info Shop to register their new addresses.

Sarah is no longer able to care for Joan, who has dementia and is moving into a care home following a social care assessment, the cost of which needs to be identified. The house that the rest of the family move into is poorly insulated and needs updating. John is due an annual review of his Special Education Needs statement. The cost of these needs is required by the Director of Children and Young People's Services. Sarah will shortly be looking to apply for a school placement for Robert, his social care case records have been transferred to another team following the move to the city and the Service Manager of that team has requested projected placement costs to the year end for Robert.

How this will improve Service delivery: -

Step	Details
1	<p>Change of address - Info</p> <p>Customer details entered just once and cascaded to all areas – Social Care, Homepoint, Revs and Benefits, Schools, Pre-placements, Electoral Registration.</p> <p>Additional "sales help"/signposting – Library tickets/bus pass etc/Welfare Rights</p> <p>(At present we would have to individually update each system this leads to inconsistent data and time lapses)</p>
2	<p>Adult Social care record – Joan</p> <p>Initial Record set up showing Adult Social Care involvement including ICES, day centre attendance, care process, assessment, etc.</p>
3	<p>Adult Social Care record - Joan</p> <p>Referral/Assessment/Approval of funding & allocation or selection of Care home /move/review</p> <p>Return of ICES (Integrated Community Equipment Store) equipment</p> <p>(Currently this is not linked to any system)</p> <p>To show workflow and document management</p>

Step	Details	
4	Adult Social Care /Children's Service record - Sarah	<p>Identified as Carer for Joan initially then closed. Foster parent and supporting procedures for Robert. Workflow & document management.</p> <p>Support to Sarah?</p> <p>Fostering payments to Sarah?</p> <p>(Ensure support is in place for both foster carer and client which takes much longer at the moment)</p>
5	Children's Services Robert	Assessment/procedure for Fostering/reviews
6	Children's Services Record - John	<p>SEN record detailing help provided, school etc. Referral of behavioural issues etc to Children's Services, health concerns to PCT – One child one record/ Workflow and Document Management – e-CAF referral to Social Care; e-CAF populates ICS template. IS Index</p> <p>(System links to enable information sharing with partner organisations such as PCT and Education are not present at the moment)</p>
7	Strategic Housing	<p>Grant for improvements – application and administration, outputs.</p> <p>Workflow and document management</p> <p>Links with Home Point/Social Care system</p> <p>Risk of Homelessness</p>
8	Children's Services	Ability to apply online for school placement for Robert
9	Adult Social Care Costing	<p>Has the costing element of Adult Social Care been covered?</p> <p>(Cost information is not readily available to Social workers leading to potential overspend)</p>
10	Children's Services Costing	<p>Has the costing element for Children's Services been covered?</p> <p>(Cost information is not readily available to Social workers leading to potential overspend)</p>