

**SURREY COUNTY COUNCIL****CABINET****DATE: 30 APRIL 2019****REPORT OF: MS CHARLOTTE MORLEY, CABINET MEMBER FOR CORPORATE SUPPORT****LEAD OFFICER: MICHAEL COUGHLIN – EXECUTIVE DIRECTOR OF TRANSFORMATION, PARTNERSHIPS AND PROSPERITY****COMMUNITY COUNCIL VISION OUTCOME:****SUBJECT: CONNECTING INFORMATION UP ACROSS THE COUNCIL USING DIGITAL TECHNOLOGIES****SUMMARY OF ISSUE:**

In order to become a truly digital council and provide faster, quicker and better public services the council must make better use of its information. To support this the report sets out recommendations for the procurement of new software for Integration and Enterprise Data Management. This software will link and match information held in databases across the council, and with partners. The joined-up information will provide a shared single view of accurate data to inform decision making and improve the resident experience of our services.

Cabinet approval is required in order to award the contract to Dell for Boomi software to commence the service from 3 June 2019.

Because of the commercial sensitivity the details of assessment results have been circulated as a confidential Part 2 of this report.

**RECOMMENDATIONS:**

Cabinet approves the award of a four year contract (2 year + 1 year +1 year) for the provision of an Integration and Enterprise Data Management Platform to Dell Boomi (Dell Corporation Limited).

**REASON FOR RECOMMENDATIONS:**

Better use of data has been proven to help councils deliver better outcomes for residents and communities.

Integration and Enterprise Data Management (EDM) are two digital technologies which will help the council to harness the power of its data and become truly transformational in the way services are designed, commissioned, delivered, experienced and evaluated.

Investment in tools to help the council link technology systems and join-up and manage data better is essential to providing better services to residents (*refer to Annex 1- Golden Record*). Currently it is very difficult to get a joined-up, complete view of our most important and sometimes vulnerable residents. Critical information is fragmented across numerous technology systems, which do not talk to each other, held in spreadsheets by different teams, or even held outside council walls by partner organisations.

The inability to have the required information can result in decisions being made on partial information and can lead to poor performance and higher costs. Consequently it is hard to understand issues that might arise, forecast costs accurately and plan timely interventions, whether that be for an individual or a community. This also makes it difficult to measure the overall effectiveness of what the council does, or adapt ways of working to improve performance. Pulling together a simple picture of performance is time consuming, resource intensive and error prone as data is often extracted from systems, manipulated and re-entered manually. In addition the data used for operational decision making and analysis is often not real-time and can be of poor quality.

Without solving these problems the ambition to be a digital council will be impossible. Information silos will continue to divide the organisation, impeding the flow of processes, and opportunities to take advantage of new digital technologies like predictive analytics, artificial intelligence (AI), and process automation, will be lost.

These digital technologies therefore underpin delivery of Surrey's Community Vision 2030, the council Organisation Strategy, and Closer Residents Programmes. They are also the cornerstone elements of the Digital Project, which is a key enabling component of the Surrey County Council Transformation Programme 2018-21.

Addressing the accuracy of our data is fundamental. These new technologies build the essential foundations needed to use data in ways that improve the experience of residents, mitigate organisational and reputational risk, drive costs down and reduce duplication. They are the building blocks which could enable Surrey County Council to make that much needed step change in the way it provides services to Surrey residents and the way in which it works and shares information with its partners.

Detailed assessment of the offer received is circulated in the confidential Part 2 of the report.

#### **DETAILS:**

1. Data is a critical and valuable resource for the council and must be used more effectively if the council is to be successful in designing, delivering and transforming council services to improve outcomes for residents.
2. By ensuring technology systems talk to each other and by joining up and matching data, the council will be able to develop 'golden records' (*refer to Annex 1-Golden Record*), on people, organisations, assets, locations and events. This will help create a shared single view of data, and the one version of the truth, that is easily available and can be used in decision making, ensuring we target services and support residents more effectively.

3. This will mean, for example, a social worker will be able to see key information about a child all in one place, know who else is involved with that child and be alerted to potential safeguarding issues that may have previously been hidden by system, process or information division.
4. Sharing information with partners could also become easier ensuring the council, along with its partners like health, police and schools, have a view of all relevant information from which to make decisions. This will not only free-up time spent chasing information, but will also ensure decisions are made on a complete picture.
5. From this foundation the council could access the possibilities and opportunities of other data-driven technologies such as artificial intelligence to highlight families or children who might benefit from additional support and to gain better insights into which activities are most successful at preventing the escalation of issues. Cost of care could be forecast and accurately tracked in real-time by child or adult, setting or supplier and progress of the family recorded and tracked against expected performance enabling support to be increased or decreased more quickly in response to need.
6. To reach this potential the council needs the building blocks of integration and enterprise data management. This will ensure that technology systems talk to each other and that the right data gets to the right place at the right time, supporting good decision making, better cost management and continuous improvement by making it easier to turn data into information, insight and intelligence.
7. Use of these new technologies will help the council to:

*(Also see Annex 2–Outcome Summary)*

- **Ensure residents have the best possible experience** by making sure information is shared across teams, so that residents tell their story only once. For example parents or carers of children with Special Educational Needs and Disabilities will not have to repeat information about their child to numerous practitioners involved in supporting them.
- **Ensure residents trust that we are handling their information in the right way (in line with GDPR regulations)** and are confident that we are transparent in decision making. For example, by being clear on what we are using information for, giving residents access to a comprehensive view of their interactions in one place (through a single front door) and enabling them to update their personal information when needed.
- **Ensure front-line teams spend more time with residents**, and can manage their caseloads more easily by reducing duplication and the time they spend entering and reentering the same information into different systems, or searching for information.
- **Understand and accurately predict the needs of residents** so that the right services are commissioned at the right time and in the right quantities, reducing costs and improving outcomes in support of the Performance Management and Management Insight Business Case. For example accurately forecasting the types of placements needed by children or young

people with an Education Health and Care Plan to ensure their needs can be met locally.

- **Identify support for residents earlier, to address problems before they escalate** by ensuring the council has the foundation that supports the use of predictive analytics, machine learning and artificial intelligence (AI) to create more actionable insights. This earlier intervention will reduce costs. In addition the council will be able to combine information about assets to optimise their use, understand their condition and support maintenance, gaining further efficiencies.
  - **Strengthen the council's ability to share information and work collaboratively with partners** in order to improve services for residents. For example supporting practitioners from different sectors and professions (integrated health and social care teams) to have access to the information they need in order to support children, adults and families more effectively.
  - **Support staff to work anytime, anywhere with anyone** (agile workforce) through better access to information from any location.
  - **Drive efficiencies and value for money** by reducing the amount of administrative, manual work and duplication across the Council to extract and match data. For example by using information from a joined-up view of a resident so that entitlements to concessionary bus passes or blue badges can be done and verified automatically without administrative overheads.
8. The estimated value of the contract for the Integration and Enterprise Data Management Technology over four years is up to £3,000,000. Costs for use of these technologies will start small. We expect a base level commitment for a minimum of two years. Beyond this point, the level of spend, up to the total value of the contract, will be scaled-up on a case by case basis and prioritised by expected benefit. Costs grow in line with the number of connected systems and golden records.
  9. The cost of this technology was included as part of the additional investment figure needed by the Transformation Programme, as approved by Cabinet in February 2019. The remaining and ongoing costs will need to be found from existing IT & Digital budgets, with a contract review point at two years.
  10. Key to the successful adoption and predicted growth of the technology, will be a cultural change in the way the council records, uses and manages its data. Benefit will be inherently dependent on leaders taking ownership of their data, and ensuring that officers within their services place high value on its quality. To support this, clear principles, roles and responsibilities will be developed alongside a robust governance structure. In addition, officers will be given the tools to help manage data (using this platform) along with guidance and training, where required, in line with GDPR regulations.
  11. A number of councils are already benefiting from the use of the same technology, these include:

- Brighton and Hove City Council, who are using it to create a citizen record and for use cases around housing support and occupancy information.
  - Hampshire County Council, who are using it to enable shared services between Hampshire County Council, Oxfordshire County Council and Thames Valley Police specifically around highways information.
  - Suffolk County Council, who are using it to enable a single view of their residents.
12. Early opportunities to join-up and match information across systems in Surrey have been identified within Health, Wellbeing and Adult Social Care and Children, Families, Lifelong Learning and Culture to support the transitions process, for young people as they move to Adult Social Care support, and develop a single view of a child. By supporting the transition process this technology will be a key enabler of the All Age Learning Disability Business Case which has a £3,500,000 direct savings target in 2019/20.

### **Options Considered**

13. An extensive review of the council's requirements, the current market and available solutions was undertaken by IntegrationWorks, (an independent third party) with three main options considered:
- Use of existing technologies and systems
  - Separate integration and EDM platforms
  - Joint integration and EDM platform.
14. The main considerations in evaluating the market were Technology fit (defines platform and technology scope), Deployment model (for cost-effectiveness) and Licensing (subscription based pricing to accommodate a solution which will grow as it is deployed across the Council).
15. The review recommended procurement of a joint integration and EDM platform on the basis that it will give the council the ability to start small and grow over time, maximise the adoption rate, adopt a hybrid approach (a combination of onsite and in the cloud) to give control, security and cost effectiveness and that it provides a low code environment (reduced need to use technical programming languages) making it easier to use and quicker to implement.
16. Orbis Partner, Brighton and Hove City Council, who use this integration platform, shared some of their challenges and learning which supported the findings of the review.

### **Procurement Strategy and Route to Market**

17. Various routes to market were considered for this niche IT market. Clearly documented requirements indicated that the Crown Commercial Service's Digital Marketplace G-Cloud 10 Framework was the most appropriate route to

access relevant suppliers with the additional advantage that it offered a quick and efficient route to market compared with other IT frameworks or undertaking a competitive Official Journal of the European Union (OJEU) tender exercise.

### **Summary of Tender Activity**

18. An online search facility using key technical terms enabled long-listing followed by short-listing of four suppliers who expressed interest in offering suitable solutions.
19. Published service offerings from the G-Cloud website of the suppliers were evaluated for suitability including technical service descriptions, individual supplier terms and conditions and pricing. Following questions issued to each supplier to address the council's specific requirements where the published offers lacked clarity, one tender response was received from Dell.
20. The framework agreement and call off terms and conditions were reviewed by Legal and Dell's supplier terms and conditions (over which the framework and call off contract have precedence) were evaluated and scored by Legal for acceptability.
21. The procurement process and combined technical, legal and pricing scores identified Dell Boomi as the winning platform solution and bidder.
22. The annual price as quoted by Dell and committed to by the council for the base modular package will be fixed annually in terms of the predicted number of data connections and licences required for each of the four contract years. If the council's demands of the platform change over time, then optional priced additional support, professional services and features will enable flexibility to scale up and adapt the platform.
23. The recommended supplier has proposed a variety of social value offerings in support of the council's commitment to obtaining the best possible social value for residents, for example volunteering hours with donations to an approved charity, e-mentoring with one-to-one support provided for the mentee (two hours per week), transformation workshop to open doors of opportunity to young people and the Dell Juniors Program offering the opportunity to upskill a selected group of vulnerable pupils. The council will engage further with Dell to secure the most beneficial and relevant social value offer available.

Detailed assessment of the offer received is circulated in the confidential Part 2 of the report.

### **CONSULTATION:**

24. Stakeholders consulted at all stages of the commissioning and procurement process are:
  - Matt Scott - Orbis Chief Information Officer IT & Digital
  - Mark Edridge - Head of Strategy & Engagement Surrey, IT & Digital
  - Lorraine Juniper - Head of Projects & Innovation Surrey, IT & Digital
  - Transformation Programme Project Managers
  - Business Intelligence Team - Adults Social Care

- Analytics Team – Children’s Schools and Families
- IT & D for Brighton & Hove City Council – through the Orbis Partnership

#### **RISK MANAGEMENT AND IMPLICATIONS:**

25. The call-off contract includes a number of clauses for termination (e.g. material breach). The council may terminate the contract at any time and for any reason by giving the supplier 30 days written notice.

26. Identified risks and mitigations are:

<b>Category</b>	<b>Risk Description</b>	<b>Mitigation Activity</b>
Financial	Implementation of the product will be more difficult than anticipated, and therefore will not be used as extensively as predicted, and benefits/savings not realised.	2 year initial contract term to prove the value of the product followed by a subsequent year, plus one year, providing the opportunity to reassess the contract.
Performance	Organisational maturity in area of data management is low therefore success and realisation of benefits will be dependent on both cultural change and organisational buy in.	Working alongside experienced external partners for support and guidance throughout the project lifecycle. Provide guidance and training where required. Establish clear roles and responsibilities (e.g. data stewards) and governance board to support the successful embedding within business processes.
Performance	There is risk that the performance of the contract will not be monitored comprehensively.	Weekly, quarterly and annual contract performance reviews held with the supplier will ensure that milestones are completed and that KPI's are monitored.
Performance	We will be unable to join up the data held in some of our systems due to commercial or technical constraints.	The software being procured is market leading and has been used effectively by other local authorities. The software is a charged for as a subscription service, therefore we will only pay for connections that we use. Alternative methods of taking information out of systems can be leveraged if needed.

#### **Financial and Value for Money Implications**

27. The overall [estimated] value of the contract over 4 years is up to £3,000,000.



28. Funding for the first three years of the project was included as part of the overall Transformation Programme Investment approved by Cabinet in October 2018. The remaining fourth year of the contract will be funded by existing revenue budgets within IT & Digital.
29. Ongoing contract management of the platform and robust project management will ensure that the benefits of the new contract will be baselined, measured and reported back through the Surrey County Council Transformation Programme.

#### **Section 151 Officer Commentary**

30. The Section 151 Officer confirms that the first three years of this purchase (£2,190,000) is included in the Digital transformation business case. The estimated cost is a maximum of £3,000,000, depending upon the scale of the platform. The IT&D budget will fund any expenditure over £2,190,000, up to a maximum total spend of £3,000,000, from the IT&D Modern Worker budget. It should be noted that, if the platform is to continue beyond year 4 a further similar level of investment would be required.

#### **Legal Implications – Monitoring Officer**

31. The council is a ‘best value authority’ by virtue of Section 1 of the Local Government Act 1999. This means the council “must make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness.” The proposed contract award is intended to meet this duty through the benefits of the platform as set out in paragraph 7 of this report.
32. A procurement of services of this value must be undertaken in accordance with the requirements of the Public Contracts Regulations 2015 (‘PCRs’). The procurement route utilised was a call off from the Crown Commercial Service’s G-Cloud 10 Framework. Legal Services has evaluated the terms of this framework and confirmed it complies with the requirements of the PCRs as a lawful route to market.
33. Cabinet will need to determine whether the proposed contract award is an appropriate course of action for the council. Cabinet Members should take into account their fiduciary duties to Surrey residents in managing the council’s limited resources.

#### **Equalities and Diversity**

34. An equalities impact assessment has not been completed as the results of this procurement process do not impact on any policy or other decisions and is neutral in any impact.

#### **WHAT HAPPENS NEXT:**

35. The timetable for implementation is as follows:

<b>Action</b>	<b>Date</b>
Cabinet decision to award (including the end of ‘call in’ period)	30 April 2019



Cabinet Call in (5 working days, implement on sixth day)	8 May 2019
10 day Standstill Period ends	20 May 2019
Contract Signature	21 May
Contract Commencement Date	3 June 2019

36. The council has an obligation to allow unsuccessful suppliers the opportunity to challenge the proposed contract award. This period is referred to as the standstill period.

**Contact Officer:**

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**Consulted:**

Details of who has been consulted on the issue:

Cabinet Member for Corporate Support – Cllr. Charlotte Morley  
Executive Director for Customer, Digital & Transformation - Michael Coughlin  
Chief Information Officer IT & Digital – Matt Scott  
Surrey County Council’s Sourcing Governance Board  
Orbis Procurement – Kelly Duffus & Sara Walton  
Orbis Public Law – David Cogdell  
Orbis Finance – Eddie Mcatamney & Louise Lawson  
IntegrationWorks – Independent Integration & Enterprise Data Management Specialists

**Annexes:**

Annex 1 – Golden Record

Annex 2 – Outcome Summary Confidential Part 2 Annex

**Sources/background papers:**

- None

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