



Open Report on behalf of Andrew Crookham, Deputy Chief Executive & Executive Director of Resources

Report to:	Executive
Date:	04 January 2023
Subject:	Commissioning of the social care client information system
Decision Reference:	I028446
Key decision?	Yes

Summary:

The Council must re-commission its social care client case management system contract and this report recommends the continuation of the existing Mosaic system.

Mosaic records all work and engagement activity with the Council's social care clients. The system holds information that the Council and partner agencies record, and shares information regarding all services that the council provide to vulnerable Children and Adults. The system is used extensively across internal services and with select commissioned providers.

The current contract for Mosaic runs until 5th January 2024, with the maximum permitted number of annual extensions already exhausted. Current contract costs for Mosaic are c£0.352m per annum, including, Licensing, hosting, and support.

Recommendation(s):

That the Executive:

1. Approves the re-commissioning of the Mosaic social care client information system, via a direct contract award with Access Group, using the Crown Commercial Service (CCS) DAS framework agreement, to commence February 2023 for five years initially, with an option to extend for up to two years.
2. Delegates to the Deputy Chief Executive & Executive Director of Resources, in consultation with the Executive Councillor for Resources, Communications and Commissioning, authority to take all decisions necessary to conduct the procurement process up to and including the award and entering into of the contract.

Alternatives Considered:

Other options have been considered as part of this process:

Do Nothing:

This would not be recommended as the Council would be out of contract with its existing supplier and vulnerable to uncontrollable costs and system / security issues. The Council could also face legal challenges from other suppliers for continuing to utilise the Mosaic system and not putting the service out to the market in line with the requirements of the Public Contracts Regulations 2015.

Partnership:

This isn't a viable option at this time and there isn't a well-established approach with other authorities for this system. The Council operates a well configured system, which meets the existing needs of the service and has a roadmap of development to meet future priorities. The Council may want to consider how it uses its configuration to support other authorities if there is a future need.

Influencing:

Commercial aspects of the services cannot be delivered without funding, and it is not feasible for the services to be delivered through influence alone.

Insourcing:

This would not be recommended. Social care case management systems are extremely complex in nature in order to capture the needs of our most vulnerable residents and need to be regularly developed to meet statutory requirements. There is an established, albeit limited marketplace which provide effective case management systems and successfully deliver to authorities across the country. The Council already has an internal system development team which configures and maintains the system.

Bespoke Tender Exercise:

A bespoke tender would not be recommended. This is a relatively limited market. There are significant risks related to the disruption to service delivery arising from uncoupling from the existing system. The achievement of equally significant service enhancements to offset these risks is extremely unlikely. The Council is also unlikely to achieve a better commercial result compared with securing a contract through an established framework, where providers have already agreed to an overarching contract. A bespoke tender exercise would also incur significant cost, time and resourcing pressures.

National G-Cloud framework agreement:

The main issue with G-Cloud compared to the CCS DAS agreement is that the catalogue offers are generic and cannot be updated for the term of the framework. That would mean set prices, service levels etc. and no bespoke Council listing. In addition, it has a shorter call off duration than the CCS DAS (4 years maximum), requiring more resource input for a shortened contracting cycle, as well as a reduced period of time to explore commissioning options in the future and open up the opportunity to competition in the future.

Reasons for Recommendation:

- The Council needs to ensure it operates an effective social care case management system as a key enabler for front-line staff to fulfil the Council's statutory requirements in support of our clients who are the most vulnerable we deal with.
- The Council needs to re-commission the system as the existing contract for Mosaic runs out on 5th January 2024, with the maximum permitted number of annual contract extensions already implemented.
- A direct award through the CCS DAS Framework with the Access Group for the Mosaic system enables the Council to continue to build upon the significant resources invested in configuring the Mosaic system to meet service needs and will minimise; operational service delivery risk, costs and time of transition to a new system and staff disruption.

1. Background

- 1.1. Mosaic is the Council's social care case management system that records all work and engagement activity with the Council's clients. The system holds information that the Council and partner agencies record, and shares information regarding all services that the council provide to vulnerable Children and Adults.
- 1.2. It is a single point, workflow-based system, that has approximately 3,700 users representing both internal, (3,100) and external, (600) services, including Lincolnshire Partnership NHS Foundation Trust (Adult Care & Community Wellbeing) and Barnardo's (Children's Services).
- 1.3. Mosaic went live on 12th December 2016, following a tender procurement process and a highly complex implementation project, with extensive training undertaken, all at a significant cost to the Council. The current contract for Mosaic runs until 5th January 2024 with the maximum permitted number of annual extensions already exhausted.
- 1.4. In September 2021 the Mosaic product owner, Servelec, was acquired by the Access Group. Access Group also provide the Council with other key systems which can integrate with Mosaic, including Abacus which is used for social care finance and Synergy for education management.

Current System Development

- 1.5. The Mosaic system is highly configurable and extensive work has been undertaken over the past six years to constantly develop and improve the system, working alongside business leads in Adult Care & Community Wellbeing (ACCW) and Children's Services, to tailor the system to meet service delivery needs. The Council has also led regional authority groups to help set the forward direction of Mosaic, being involved with many enhancements and integration work with applications beyond those delivered by the Access group

- 1.6. Work is also well underway to upgrade Mosaic in December 22 to the latest version, which will lay the foundations to ensure we are able to develop and comply with any future care reforms and DWP integration when required.
- 1.7. The Council is now in a position where the social care client information system needs to be re-commissioned. The Council is seeking a fully maintained and hosted system to support the Council's delivery of its legislative obligations regarding adults' and children's social care, providing a suitable platform for cross service delivery and mobile working.
- 1.8. Due to the critical public facing services supported by this system, along with the significant investment, lead times and implementation overheads required to evolve the existing system to operational maturity, any new contract award must minimise operational service risk, cost of transition / implementation, and staff disruption.

Commissioning Approach

- 1.9. The marketplace for social care client information systems is extremely niche and is dominated by two main suppliers. The intention is to enter into a direct contract award with Access Group for the existing Mosaic platform as it allows the Council to build upon its extensive investment into the system, and will provide the least disruption to staff and implementation costs incurred.
- 1.10. This would be achieved using a national Crown Commercial Service (CCS) DAS framework agreement, which will enable the provider to upload an offer bespoke to the Council in relation to service levels and price and discussions are ongoing as part of regular contract management.
- 1.11. However, the current Framework is only available until February 2023, and it is currently unknown what contract provision will be available after then. The Council therefore needs to have a decision in place to continue with Mosaic ahead of the Framework ending.
- 1.12. As part of the offering on the marketplace we will agree a performance framework and service levels as well as maintaining the development activities detailed above.

Cost

- 1.13. Current annual contract costs for Mosaic are c£0.352m per annum, this includes Licensing, hosting and support. Exact costs will not be known until the contract catalogue entry has been updated by Access Group, however contract price increases are index linked, and based on current annual costs, plus existing levels of inflation, it's anticipated that annual costs would be in the region of £0.397m for the 23/24 financial year. Future price increases would be subject to the relevant indexation in the Crown Commercial Service framework agreement.

2. Legal Issues:

Equality Act 2010

Under section 149 of the Equality Act 2010, the Council must, in the exercise of its functions, have due regard to the need to:

- Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act.
- Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it.
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

The relevant protected characteristics are age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; and sexual orientation.

Having due regard to the need to advance equality of opportunity involves having due regard, in particular, to the need to:

- Remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic.
- Take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it.
- Encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities.

Having due regard to the need to foster good relations between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to tackle prejudice, and promote understanding.

Compliance with the duties in section 149 may involve treating some persons more favourably than others.

The duty cannot be delegated and must be discharged by the decision-maker. To discharge the statutory duty the decision-maker must analyse all the relevant material with the specific statutory obligations in mind. If a risk of adverse impact is identified consideration must be given to measures to avoid that impact as part of the decision-making process.

An Equality Impact Analysis has been prepared for this system which identifies any potential impact on persons with a protected characteristic. Applicable mitigating factors are set out in the impact analysis, which can be found at Appendix A. The Impact Analysis will act as a live document throughout the delivery of the system and the conclusions drawn from it will be kept under review so that as issues arise, any potential for differential impact can be mitigated wherever possible.

Joint Strategic Needs Assessment (JSNA) and the Joint Health and Wellbeing Strategy (JHWS)

The Council must have regard to the Joint Strategic Needs Assessment (JSNA) and the Joint Health and Wellbeing Strategy (JHWS) in coming to a decision.

The system is critical in supporting the delivery of services to vulnerable adults and children which are specifically focused on improving their wellbeing. The client level information which the system records and reports upon provides key data to support a wider business intelligence analysis, resulting in better focused needs assessments and service design.

Crime and Disorder

Under section 17 of the Crime and Disorder Act 1998, the Council must exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent crime and disorder in its area (including anti-social and other behaviour adversely affecting the local environment), the misuse of drugs, alcohol and other substances in its area and re-offending in its area.

The specific nature of the system itself is not of direct relevance to Crime and Disorder, however maintaining our existing effective system will result in more efficient processes for how staff engage with the system and will support their ability to maintain accurate client information, which should allow resources to be focussed on operational service delivery including those aimed at reducing crime and disorder.

3. Conclusion

- 3.1. Social care case management software is a critical tool to support front-line staff and their effective intervention with the most vulnerable people in our communities. The Council must ensure it has an effective software solution in place and having been configured over the past 6 years, the existing Mosaic system is primed to meet current and future service delivery needs. The Council has a mechanism to directly award a contract for the Mosaic system through the CCS framework and using that framework will best mitigate against potential risks.

4. Legal Comments:

The Council has the power to make the decision proposed. Use of a Framework is a compliant procurement route and consistent with the Council's Contract Regulations.

The decision is consistent with the Policy Framework and within the remit of the Executive

5. Resource Comments:

The cost set out within this report will be met from the budget approved by Council for this service. Any inflationary uplifts will be addressed through our budget setting process for future years.

Accepting the recommendation within the report will offer value for money, as this is more beneficial than the time and investment which would be required to move to a new case management system.

6. Consultation

a) Has Local Member Been Consulted?

N/A

b) Has Executive Councillor Been Consulted?

Yes

c) Scrutiny Comments

At its meeting on 15 December 2022, the Overview and Scrutiny Management Board considered the report and unanimously agreed to support the recommendations to the Executive.

In its discussion on this item, the Board explored the following topics:

- **Marketplace**

The Board explored the alternative suppliers for a social care client information system. It was confirmed that it was a very niche market, and the other main supplier was Liquid Logic which had a similar share of the market as Mosaic. There were also smaller systems which were not used to the same extent as Mosaic and Liquid Logic by local authorities.

- **Commissioning Approach**

The Crown Commercial Service framework agreement would provide the ability to bespoke the service level agreements. These had been reviewed with the Access Group in line with the current service level agreements to ensure that they were suitable for the Council and that the Council would be able to directly manage the contract as it would like to.

It was confirmed that it was currently unclear what would replace the Crown Commercial Service framework, which was due to end shortly. The Crown Commercial Service framework did create great flexibility and there was familiarity within the Council with how the framework worked. However, there would always be the option of the Council conducting its own tender process and letting the market bid for the work with the Council.

- **Costings**

The Board reflected on the unknown costs for renewal and the potential increase in costs year on year, such as from the current £352,000 per annum to an anticipated £397,000 for 2023/24 due to current levels of index-linked inflationary increases. The contract could be implemented for up to seven years, and each year the costs would increase in line with index-linked inflation. It was confirmed that there was currently no protection in place from future inflationary increases, but there was an option to try to enter into a fixed price contract instead. This would depend on whether it would be more advantageous to be in a fixed price contract or rely on indexation each year.

d) Risks and Impact Analysis

- 6.1. Awarding the contract using the Crown Commercial Service Framework agreement presents a number of risks, as it is a national framework agreement and not bespoke to the Council. The contract does allow for a level of adaptation to mitigate against some of those risks, which has to be balanced against the economic advantages of a direct award through the framework and the ability to maintain an existing system which supports our most vulnerable citizens.
- 6.2. Issues which the Council will be seeking to agree or obtain assurance about with the supplier through the scope of the framework agreement include intellectual property rights, matters of liability, supplier terms, business continuity, disaster recovery and exit planning.

7. Appendices

These are listed below and attached at the back of the report	
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Appendix A	Equality Impact Analysis
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8. Background Papers

No background papers within Section 100D of the Local Government Act 1972 were used in the preparation of this report.

This report was written by Louisa Harvey, who can be contacted at louisa.harvey@lincolnshire.gov.uk

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