

Summary Sheet

Cabinet and Commissioners' Decision Making Meeting – 11 July 2016

Title

Request for Extension of Timescales for Implementation of Adults' Liquidlogic Social Care Case Management System and Capitalisation of Additional Costs

Is this a Key Decision and has it been included on the Forward Plan?

No

Strategic Director Approving Submission of the Report

Graeme Betts, Interim Strategic Director of Adult Care and Housing

Report Author(s)

Neil Armstrong, Senior Programme Manager, Commissioning, Performance and Quality, Children and Young People's Services

Ward(s) Affected

All

Summary

In its inspection findings in November 2014, Ofsted identified that Rotherham's social care case management system did not support good practice. Ofsted found that workers were unable to locate key case documents, chronologies were rarely up to date, and most chronologies had significant gaps.

"The local authority's ability to measure the performance of children's social care was limited by the capacity of the electronic recording systems, which primarily report on compliance measures such as timescales." Further to this, Louise Casey published her report; "Report of Inspection of Rotherham Metropolitan Borough Council" in February 2015. This report identified that "The IT systems supporting social workers are not fit for purpose."

In April 2015, a contract for the implementation of a new social care IT system for Children's and Adults' services was awarded to Liquidlogic, following a process of competitive tendering. The contract between Rotherham Metropolitan Borough Council (RMBC) and Liquidlogic was signed on the 30th June 2015. A programme plan was developed which included a proposed implementation date of the 8th February 2016 for the Children's system, and the 12th April 2016 for the Adults' system.

It was identified that the implementation of Liquidlogic would provide the social care workforce with the market-leading case management system. Liquidlogic will support staff in maintaining accurate, timely and comprehensive case records, facilitate robust management oversight and improve performance management and quality assurance.

In September 2015, the Programme Sponsor commissioned a report from a consultant from ICT Revolutions. Following this, an internal audit of the new system implementation programme was commissioned by the Council's internal audit services, and received in January 2016.

Both reports made a number of common recommendations, and identified programme critical issues, including issues relating to data migration, staff training and performance reporting.

In response to these recommendations, this report recommends the extension of the proposed implementation date, and sets out the resource and budgetary implications of this extension. This extension is required to enable additional rounds of data migration, allow completion and testing of the interface files required to pay and charge people, provide sufficient timescales to conduct robust testing of the whole solution and ensure that the project does not fail.

A separate report regarding the Children's implementation of Liquidlogic/ContrOCC was approved by Cabinet on the 26th May 2016. This report recommended an extension of the timescales to implementation from 11th April to 31st October 2016 and an increase to the Capital budget of £351, 610.

Recommendations

Cabinet is asked to:

- Agree a revised implementation date for the new Liquidlogic Adults' social care case management and ContrOCC finance systems of 13th December 2016
- Agree to an increase of £291,977 to the already approved capital allocation for this project in 2016/17 and that this be added to the Capital Programme.
- Recommend to Council to approve an increase in the Capital Programme by £291,977

List of Appendices Included

Nil

Background Papers

- Ofsted Report - Inspection of services for children in need of help and protection, children looked after and care leavers and review of the effectiveness of the Local Safeguarding Children Board – November 19th 2014
- Cabinet Report - Improvements to ICT use within Social Care – 26th November 2014

- Commissioner Newsam's Decision Making Meeting Report - Improvements to ICT use within Social Care – Progress Update and Recruitment Approval – 2nd April 2015
- Social Care Systems Improvement Programme Review Report – 21st January 2016
- Cabinet Report - Implementation of a new Social Care IT System and Request for Exemption to Standing Orders for the Liquid Logic Project – 26th May 2016

Consideration by any other Council Committee, Scrutiny or Advisory Panel

None

Council Approval Required

Yes

Exempt from the Press and Public

No

Title (Main Report)

Request for Extension of Timescales for Implementation of Adults' Liquidlogic Social Care Case Management System and Capitalisation of Additional Costs.

1. Recommendations

- 1.1 Agree a revised implementation date for the new Liquidlogic Adults' social care case management and ContrOCC Children's finance systems of 13th December 2016, thereby ensuring the systems are implemented to a high standard.
- 1.2 Agree to an increase of £291,977 to the already approved capital allocation for this project in 2016/17 and that this be added to the Capital Programme.
- 1.3 Recommends to Council to approve an increase in the Capital Programme by £291,977.

2. Background

- 2.1 In its inspection findings in November 2014, Ofsted identified that Rotherham Metropolitan Borough Council's social care case management system did not support good practice. Ofsted found that workers were unable to locate key case documents, chronologies were rarely up to date and most chronologies had significant gaps. In addition, "The local authority's ability to measure the performance of children's social care is limited by the capacity of the electronic recording systems which primarily report on compliance measures such as timescales". Further to this, Louise Casey published her report "Report of Inspection of Rotherham Metropolitan Borough Council" in February 2015. This report identified that "The IT systems supporting social workers are not fit for purpose"
- 2.2 In April 2015, a contract for the implementation of a new social care IT system for Children's and Adults' services was awarded to Liquidlogic following a process of competitive tendering. The contract between RMBC and Liquidlogic was signed on the 30th June 2015. The implementation of the systems is overseen by a Programme Board, chaired by the Director of Children's Services as the Programme Sponsor
- 2.3 In September 2015 the Programme Sponsor commissioned a report from a consultant from ICT Revolutions. This report identified issues with the implementation in the areas of:
 - 2.3.1 Data Migration – the report highlighted that not enough data of the right quality had been migrated to date, to enable the existing implementation dates to be achieved safely
 - 2.3.2 Business ownership. The report recommended that senior operational managers and their key staff be formally involved in reviewing the configuration and design of the system at regular intervals

2.4 This report also identified some strengths within the implementation in the areas of:

2.4.1 Forming of the data migration team. The report indicated that high quality work had been completed to enable this work stream to form

2.4.2 Project Team's enthusiasm. The report indicated that the project team have been able to effectively channel enthusiasm from the business regarding the implementation

2.5 The report concluded with a recommendation that the timescales for implementation be reviewed, with recommended revised timescales of April 2016 for Children's and July 2016 for Adult's

2.6 The recommendations of the ICT Revolutions report were considered at the Social Care Systems Implementation Programme Board on 18th September 2015. Revised implementation dates of 11th April 2016 for the Children's system and 19th July 2016 for the Adult's were agreed at that board meeting

2.7 Additionally, an audit of the new system implementation programme was commissioned by the Council's internal audit services in November 2015.

This review was conducted over the period 15th December 2015 to 13th January 2016. It was undertaken by a programme leader with experience of implementing the same system in another local authority. The report identified the following:

2.7.1 The scope of deliverables on implementation requires reviewing to ensure it is appropriate and manageable

2.7.2 Management and delivery of key interfaces needs to be reviewed, to ensure that these key interfaces are available on implementation. Particular concern was raised about the availability of the interfaces between Liquidlogic and the Electronic Social Care Record (ESCR) document management system and between the ContrOCC finance module and the corporate finance system, E5

2.7.3 The arrangements to deliver a suite of statutory and local performance management reports from Liquidlogic need to be reviewed, including reviewing the technical platform used to provide this service

2.7.4 Business rules/logic applied and assumptions made in order to extract data from the legacy systems for data migration purposes need to be reviewed. This work should be conducted by senior members of staff, representing the business units

2.7.5 That the plan for post live support is reviewed, to ensure the level of support is adequate to meet the needs of the business

2.8 The report identified the following strengths within the implementation:

- 2.8.1 There was universal support for the aims and objectives of the programme
- 2.8.2 The programme was being supported by the highest level of the business
- 2.8.3 The review report commended the programme team for their commitment to a successful implementation, and doing their best to deliver a safe solution in a very challenging timeframe

3. Key Issues

- 3.1 Both reports identified programme critical issues requiring immediate and significant intervention from the Programme leadership. The key issues were:
 - 3.1.1 The identified scope of deliverables for Phase 1 of the implementation were hugely ambitious, given the timescales
 - 3.1.2 The interface between ESCR and Liquidlogic was not available to test
 - 3.1.3 The final specification for the interfaces between the ContrOCC finance module and the corporate finance system had not been agreed for the Adult's implementation. The equivalent interface for Children's has not been tested adequately and its configuration requires reviewing
 - 3.1.4 Progress on the provision of performance management reports was slow, due to resource issues and competing demands on the resources that exist.
 - 3.1.5 The corporate Business Objects reporting platform is out of date and requires upgrading, in order to support Liquidlogic reporting functionality adequately
 - 3.1.6 Decisions on business rules, logic and assumptions were made by data migration specialists, as part of the work to migrate data out of the legacy system. These decisions needed to be reviewed by the business units, to ensure they are correct
 - 3.1.7 Existing programme staff do not have any previous experience of implementing Liquidlogic
- 3.2 The reports recommended that additional and urgent capacity from expert programme leaders with knowledge and experience of implementing the Liquid Logic system was required to prevent the failure of the programme.

4. Options considered and recommended proposal

- 4.1 The receipt of two independent reports identifying high impact risks to the successful implementation of the systems required immediate remedial action. Immediate advice was sought from other Local Authorities where the programme had been successfully implemented.

- 4.2 In response to this advice recommended three experts were identified and deployed with immediate effect.
- 4.3 Of the three additional experts, two have significant experience of implementing the Liquidlogic Children's systems at a number of local authorities. However, they do not have prior experience of implementation of Adult's Liquidlogic or ContrOCC systems. They are not familiar with the business processes of Adults' Social Care, nor are experienced in the configuration and development of Adult's Liquidlogic/ContrOCC. The third additional expert is fulfilling the role of Programme Director, working on the implementation programme 2 days a week. This role primarily delivers overall governance and leadership steer. Although these additional experts have strengthened the governance and management of the programme and provided a high level of expert support to the Children's system implementation, there remains a significant gap in terms of an experienced resource who can manage the operational delivery of the Adults' Liquidlogic and ContrOCC systems. This resourcing issue has been identified as a major risk for the implementation.
- 4.4 The resource gap identified above is compounded by the provision of one full time member of staff currently leading on the implementation of the ContrOCC system. The implementation of the Adults' ContrOCC system is a large and complex undertaking, involving multiple legacy data store systems and numerous business processes. The member of staff currently leading on this workstream has no previous experience of implementation of the Adults' ContrOCC system. This resourcing issue has been identified as a major risk for the implementation.
- 4.5 Notwithstanding the resource gaps identified in sections 4.3/4.4 of this report, the additional consultants have consulted with key programme staff, senior managers within the business units and Liquidlogic staff. The consultants have analysed the findings of the internal audit report and the ICT Revolutions report. A comprehensive base-lining exercise has taken place for the Adults' implementation. This base-lining exercise has identified what work has been undertaken on the implementation and what remains to be done to ensure a successful implementation. The consultants have used this information to rewrite the Adults' implementation project plan. The revised project plan for the Adults' implementation of the Liquidlogic/ContrOCC systems has proposed a go-live date of 13th December 2016. The revised date provides capacity for the following activities: two rounds of data migration, two rounds of user acceptance testing, ongoing work to provide performance management reports, completion and testing of critical interface files so we can pay and charge clients/providers and end user training. These activities are critical to successful implementation and would be compromised if the system were to be implemented sooner than the proposed date.

4.6 The identified options are:

4.6.1 Option 1:

Issue a Request for a Quote on the Yortender bid tendering system for provision of an additional consultant with experience of implementing the Adults' Liquidlogic and Adults' ContrOCC systems. The successful consultant will work with existing programme staff and consultants to drive the operational delivery of the project up to implementation of the systems. Reset the Adults' implementation of Liquidlogic/ContrOCC to 13th December 2016.

Incorporate two additional data migration and configuration rounds into the plan for implementation. This option will allow enough time for the revised project plan to be realised and the systems to be implemented.

This is the recommended option.

4.6.2 Option 2:

Secure additional staff from within Rotherham Metropolitan Borough Council with finance experience to support the current ContrOCC workstream lead on a full-time basis. Reset the Adults' implementation of Liquidlogic/ContrOCC to 13th December 2016.

Incorporate two additional data migration and configuration rounds into the plan for implementation.

This is not the recommended option. Attempts have already been made within the programme to secure additional members of staff internally with finance experience. These attempts have not been successful, due to this option creating resourcing issues elsewhere. This option would not mitigate the risk of implementing Adult's Liquidlogic/ContrOCC without a resource with experience of operational delivery of these systems.

4.6.3 Option 3:

Continue with the existing plan to implement Adult's Liquidlogic/ContrOCC on the 19th July 2016.

This is not the recommended option. The baselining exercise that has taken place within the project has identified that the scale and complexity of the outstanding tasks present a huge risk of failure, if implemented to this timescale. The functionality to pay and charge individuals is not yet present, the amount of migrated data is insufficient and staff training on the new systems has not yet commenced.

5. Consultation

5.1 Consultation on this issue was held with:

- 5.1.1 Helen Chambers. Senior Procurement Category Manager, Finance and Corporate Services
- 5.1.2 Jonathan Baggaley. Regeneration and Environment Services and Capital Finance Manager. Finance and Corporate Services
- 5.1.3 Neil Concannon – Service Manager Litigation and Social Care, Legal Services

6. Timetable and Accountability for Implementing this Decision

- 6.1 The current implementation date for Adults' Liquidlogic and ContrOCC is 19th July 2016.

7. Financial and Procurement Implications

7.1 Costs

7.1.1 Option 1

- Commission an additional consultant to lead on the operational delivery of Adults' Liquidlogic and ContrOCC systems up to implementation.
- Reset the Adults' implementation of Liquidlogic/ContrOCC to 13th December 2016
- Incorporate two additional data migration and configuration rounds into the plan for implementation

Item	Cost
Additional Consultant costs	£57,000
Additional staff/data migration consultants/Assistant Programme Directors costs	£166,177
Additional Liquidlogic costs	£68,800
Additional Costs Total	£291,977

7.1.2 Option 2

- Secure an additional internal member of staff to support the Finance Workstream Lead on the ContrOCC implementation.
- Reset the Adults' implementation of Liquidlogic/ContrOCC to 13th December 2016.
- Incorporate two additional data migration and configuration rounds into the plan for implementation.

Item	Cost
Additional staff/data migration consultants/Assistant Programme Directors costs	£184,409
Additional Liquidlogic costs	£68,800
Additional Costs Total	£253,209

7.2 Current Budget Status

Funding Type	Budget 16/17
Capital	£1,119,728
Revenue	£364,000

7.3 Impact on the Council's Capital Budget. Following approval of additional capital funding of £351,610 at the Cabinet/Commissioners Decision Making Meeting of 26th May 2016, the current approved Capital Budget for this project in 2016/17 is £1,119,728. The 26th May report identified a provisional additional requirement of £165,892 in respect of the implementation of the Adults' system – "In addition, there is a provisional additional requirement of £165,892 in respect of the implementation of the Adult's system. This will be the subject of a further report when the full review of the Adults' implementation has been completed." Following further refinement of the additional resource requirements to achieve a successful implementation, this additional capital funding requirement has risen to £291,977. The table below summarises the implications for the Capital Programme of the revised implementation date for the Adults' system.

Capital Budget 2016/17	£
Current Approved 2016/17 Budget	1,119,728
Adults' Implementation – Additional Budget Requirement	291,977
Revised 2016/17 Budget Requirement	1,411,705

7.4 Following approval of the recommendations in this report, the additional £291,977 capital investment will be built into the 2016/17 Capital Programme in respect of the Adults' system implementation. Finance will consider the most appropriate funding method for this expenditure, which given the short life nature of the assets being purchased, is likely to be the use of capital receipts/other unapplied capital resources. Any revenue implications arising from the funding of this capital expenditure will be built into the Council's medium term financial planning assumptions.

7.5 In accordance with Financial Regulations, "any 'in-year' revisions to the Capital Programme should be considered by Cabinet and approved by the Council throughout the year". As such, should this report be approved by Cabinet, it will need to be referred to Council for final approval to increase the Capital Programme. The additional resources will be managed within the

overall Capital Programme and any resulting pressure will be addressed when the programme is formally reviewed over the coming year.

8. Legal Implications

8.1 The legal implications of this proposal are referred to in paragraph 7.5 above.

9. Human Resources Implications

9.1 Existing contracts for staff members would have to be extended, to cover the new period to implementation.

10. Implications for Children and Young People and Vulnerable Adults

10.1 Implementation of Liquidlogic as a replacement social care case management system, is a key factor in the delivery of the Children and Young People's Services Improvement Programme and the commitment to improvement. This solution facilitates improved and more flexible recording of information relating to children, young people and vulnerable adults. Management oversight and authorisation is enhanced.

11 Equalities and Human Rights Implications

11.1 None identified.

12. Implications for Partners and Other Directorates

12.1 None identified.

13. Risks and Mitigation

13.1 The migration to new social care and finance case management systems at a time of extensive restructuring of the service is a challenge. Close and meticulous project management will need to continue, to ensure implementation is successful and meets the needs of the service.

13.2 All attempts will be made to mitigate the additional Capital budget requirement arising from the project implementation delays, through careful management of the consultancy and internal staffing resource.

14. Accountable Officer(s)

Approvals Obtained from:-

Strategic Director of Finance and Corporate Services:- Jon Baggaley, Finance Manager, Regeneration and Environment Services

Director of Legal Services:- Neil Concannon – Service Manager Litigation and Social Care, Legal Services

Head of Procurement: Helen Chambers, Senior Procurement Category Manager,
Finance and Corporate Services

Neil Armstrong – Senior Programme Manager

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