

## CABINET

15 November 2022

<b>Title:</b> Approach and Procurement of Phase 2 of the Council's Predictive Analytics Programme (One View)	
<b>Joint Report of the Cabinet Member for Finance, Growth and Core Services and the Deputy Cabinet Member for Performance and Data Insight</b>	
<b>Open Report</b>	<b>For Decision</b>
<b>Wards Affected:</b> All	<b>Key Decision:</b> Yes
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<b>Accountable Director:</b> Alex Powell, Director of Strategy	
<b>Accountable Strategic Leadership Director:</b> Fiona Taylor, Acting Chief Executive	
<b>Summary</b> <p>Over the last three and a half years, the Council has built a state-of-the-art predictive analytics platform called One View. The One View Programme has joined five key data sets up to give the Council a single view of its residents across revenues and benefits, housing, children's services, adults services and the school census. One View has enabled the Council to work far more effectively with residents to support them moving on from Temporary Accommodation, to move them out of debt, to contact the vulnerable about covid support and revolutionise the delivery of the Supporting Families programme.</p> <p>The initial contract with our suppliers comes to an end in March 2023 and we are looking to procure another three years. Phase 2 of the programme continue the transformation of the Council by helping it to understand its residents better, understand future demand, rapidly respond to urgent issues, target resources where they are most needed and prevent escalation through our services. This will improve outcomes for residents while also avoiding future costs.</p> <p>Based on legal and procurement advice, the proposed procurement route is to rely on Regulation 32 of the Public Contract Regulations 2015 and use a negotiated procedure with the supplier without prior publication due to the specific nature of the contract and the uncertainty around the G-Cloud 13 Framework.</p> <p>For phase 2, we have budgeted £380k and are bidding for this as part of the MTFS growth bid process. This budget envelope includes internal resources, set up and post implementation delivery costs. Over the proposed three-year contract term this totals £1.14m.</p>	
<b>Recommendation(s)</b> <p>The Cabinet is recommended to:</p>	

- (i) Agree to procure phase 2 of the predictive analytics programme (currently delivered in the form of One View) in accordance with the strategy set out in the report; and
- (ii) Delegate authority to the Director of Strategy, in consultation with the relevant Cabinet Members, the Strategic Director, Finance and Investment and the Chief Legal Officer, to conduct the negotiation and award and enter into the contracts and relevant extension periods and all other necessary or ancillary agreements with the supplier, subject to the appropriate funding being agreed as part of the 2023/24 budget setting process.

**Reason(s)**

*A new kind of council* - Procurement of phase 2 of our predictive analytics programme (currently known as One View) will facilitate the expansion of the council's preventative approach to supporting those residents in a holistic way. This programme will enable focus of our scarce resources, resulting in targeted interventions and improved outcomes for residents.

## **1. Introduction and Background**

- 1.1 To meet the unprecedented challenge of rising demand and falling funding, it is essential that we understand the need in our Borough and focus our scarce resources accordingly. In 2018 LBBDC commissioned EY and Xantura to develop the One View programme. The programme aimed to bring most of our key data about residents into one place to enable us to have the whole picture of how that resident was interacting with the Council as well as outcomes from that interaction. Specifically, it aimed to enable:
- a) front line officers to see selected data from across the council when dealing with residents so that they could better support them;
  - b) leaders and managers to pull data together into dashboards to identify correlations and trends beyond single departmental silos – with a much fuller picture of the resident; and
  - c) prevention by using historic data to understand which residents were headed into acute services to change their trajectory.
- 1.2 Over the last three and a half years, officers from Community Solutions, Care and Support and the Insight Hub have worked with EY and Xantura to create a truly cutting-edge data analytics platform. We have built the underlying infrastructure, namely the Master Data Management System, which brings together data from across the Council, enabling a single view of a resident. We have also developed an Information Governance (IG) Bridge which pseudonymises our data before it gets to Xantura and then de-pseudonymises it when colleagues need to access it. This means that Xantura holds very little personal data about our residents and yet the Council can conduct a very wide range of analysis, reporting, cohort identification and evaluation. In addition to this we are currently developing a 'cohort builder' tool for proactive outreach and an 'impact workbench' to conduct easy evaluation of work.

- 1.3 This core functionality is now a critical part of the Council's data architecture. It enables quick analysis for asks from across the organisation, supplementing the Council's other core insight products such as the Social Progress Index, Borough Data Explorer, Resident's Matrix and the B&D poverty tracker.
- 1.4 Using this core infrastructure we have built:
- a) Case management systems which enable a single view of an individual or family so that front line officers in the Ham Hub, Adult Intake, Housing and Supporting Families can identify whole family need and current interventions in under 10 minutes, increasing accuracy and scope of service intervention by knowing who is involved, what's been tried, and who is working with the family.
  - b) Dashboards have been built for covid, debt, housing and vulnerable families. This has enabled managers and leaders to understand the demand in their services and build tailored approaches for residents, in particular to support vulnerable groups.
  - c) We have begun to use the predictive elements of One View to prevent future demand in debt and are considering the scope for working in identifying older people at risk of a fall.
- 1.5 This has brought wide ranging benefits to residents as well as savings to the Council. Many of these are not easily quantifiable but several are, and they give a sense of the magnitude of benefits. One View has enabled us to continue to receive the annual £1.5m grant funding for Supporting Families, enabled us to give £400k additional benefits to residents, avoided costs of £250k and resulted in the Council recovering over £100k of debt following a proactive contact. In addition, there has been a lot of work that One View has enabled that has brought huge benefits but not financial savings such as targeting our covid response to vulnerable households. Appendix 2 sets out further details.

## **2. Proposal and Issues**

- 2.1 In phase 2 of the programme we are aiming to extend access to our predictive analytics platform (currently One View) to a wider set of officers. We are currently working with colleagues to design separate programmes of work in Adults, Children's and Community Solutions (ComSol). The Insight Hub will manage the core infrastructure and support the One View programmes across the Council.
- 2.2 This paper is about maintaining the core infrastructure and how we procure that, as well as giving an idea of the programmes of work being developed by services to give an idea of what a tool like will enable. Attached at Appendix 1 is a summary of the benefits of the Phase 2 programme.

### **Core infrastructure held by Insight Hub**

- 2.3 The core infrastructure includes: the Master Data Management System (where all the data connected and held), the Information Governance Bridge (the way we pseudonymise data so that it can be collected and shared with partners in a GDPR compliant way), Cohort Builder (tool to enable services to design their own cohorts to target) and Impact Work Bench (enables us to evaluate the impact of

interventions we have put in place). We will also hold 4 licences so that our data scientists can have full access to the platform in order to work on it.

- 2.4 In addition to the core infrastructure, we are bidding for additional staff resources to support implementation. The shape of this will depend on service demand but could be a P06-level post and a National Management Trainee (NMT) graduate who will support services to refine their One View propositions, identify the data required, support its input into One View and then work with services on how to embed the data and improve service delivery. They will also deliver a programme of work on the ethics of predictive analytics in B&D. While we are fully GDPR compliant and think hard about the ethics of our approaches we would like to systematise this and draw on best practice. Secondly, we are bidding for a small amount of funding in order to subsidise high priority projects from services in order to catalyse them.

### **Programmes of work across the Council**

- 2.5 Each service area will then draw from this infrastructure to do their own programmes. We detail these here to give Cabinet a view of the work that is being done but we are not asking for sign off at this point. Each area will have its own governance processes to agree their One View programmes.
- 2.6 In ComSol we will be scaling up the use of products we have already built. These are primarily:
- a) *The Single View of debt (SVOD)* - will be built into operational processes and used as part of BAU to proactively target residents for support, reduce debt and prevent residents getting into further debt. The SVOD tool will enable the service to embed proactive work in identifying cohorts for proactive contact by Revenues.
  - b) *The Temporary Accommodation Tool* - will be updated as part of refresh of the tool and used to proactively target families that are ready for move on and explore alternative accommodation options with them. The tool will also be used to look at those that may require wider support outside of their housing need. We will use the TA tool to prioritise 50 households for exit out of PSL TA by March 2023 (to get to under 900 households in PSL TA by end of the financial year) with a net budget saving of c£73,000. Continue to leverage OneView to help the service become cost neutral by the end of 2022/23
  - c) *The Supporting Families Tool* – Supporting Families is a large-scale payment by results programme from the Department for Levelling Up, Housing and Communities (DLUHC) which generates c.£1.5m for LBBB per year. One View has automated much of the cohort identification and recording of outcomes achieved. This has helped to transform support for vulnerable families as well as progression to the highest Data Maturity Model rankings that the DLUHC measure us against. This has put data ranging from School attendance through to Domestic abuse and Offending about our most vulnerable families in one place. The SF Outcomes framework covers 34 areas of need and up to 170 different sources of data to identify the need. The design of the SF dashboard allows for proactive identification and support for families. Without version 1 this tool already being in place the new EH outcomes framework for Supporting Families would have required significant investment to meet new requirements.

- 2.7 In **Children's** we are developing the Supporting Families Dashboard (as above) into a Case Summary tool for family and community hubs. This will enable a single view of the family for officers working in family hubs to support discussions and explore what's needed faster and with increased efficiency. This will support ongoing work with Early Help, Social Care and Universal partners to improve outcomes for families at an earlier stage and shape the offer of support that's needed.
- 2.8 We are exploring how One View can support the children's sufficiency strategy. By understanding how children are moving through our system we will better be able to understand how our demand is changing and what that means about the requirements for the type of placements required in the future.
- 2.9 In **Adults**, Commissioning is proposing the development of a Strategic Insights Tool for the health and care system, in conjunction with a Consent-based App to enable residents to share personal health data with the health and care system to enable more personalised, preventative, and cost-effective models of service delivery.
- 2.10 The app will allow residents to consent to data sharing from their personal smart devices and wearables on a permanent or time restricted window for data, such as biometric data, which includes data generated from Apple and Google devices, along with health data, Summary Care Records and Care Technology related data, generated from residents' own smart devices to support higher quality and more financially sustainable models of service provision.
- 2.11 The App will enable the flow of different Data types into the Strategic Insights Tool within the OneView Analytics platform. On receipt the data will be used in conjunction with other system data to support a range of analytical processes that have been approved from an ethics and Information Governance perspective. All processing will be in support of an overarching objective of '*maintaining independence through earlier intervention*' analytics.

### **Funding and resource requirements**

- 2.12 We are proposing that the programme is funded in three ways. Firstly, there will need to be a central budget for the core infrastructure, existing products, and some licensing costs (as detailed above). All the dashboards, case summaries and predictive approaches will use this core functionality. In addition, the Insight Hub will hold resource to support services implementation. This will put the infrastructure on a sustainable footing in the organisation.
- 2.13 Secondly, when a service wants to create a new tool in the platform, the Insight Hub will support them to create a business case to show the costs and benefits of the work. This will be done with new resource funded by the implementation support aspect of the MTFS bid. Services will then fund the new approaches themselves.
- 2.14 Finally, once a new product is up and running it will be down to directorates/services to fund the relatively low ongoing licencing and maintenance costs.
- 2.15 In addition to financial resources, it should also be noted that some staff time will be required to own the One View work in each directorate. This will ensure the work is business led and we propose that each department sets up a small team which

manages the One View programme in their area. Teams would include at minimum a sponsor, a service implementation lead, a data lead and a governance/GDPR lead (which could be one of the other roles). These do not need to be full time roles and will likely fit clearly with existing staff roles depending on the product that has been developed. This directorate team will work with the Insight Hub and the provider to ensure that outputs are suitable for their areas and will be embedded. The above will form the baseline contract value. However, the new contract will need to allow for a higher spend to allow services to commission the provider to develop their own propositions and pay for licences. We propose that we set this at an additional £100k per year.

## Social Value

- 2.16 During the negotiations, we will discuss what social value Xantura could deliver for LBBD as part of the contract.

## Projected Timescales

- 2.17 The projected timescales are as follows:

November 2022	<ul style="list-style-type: none"> <li>• Report to Cabinet</li> </ul>
November – January 2022	<ul style="list-style-type: none"> <li>• Negotiating Contract with supplier</li> </ul>
February – April 2023	<ul style="list-style-type: none"> <li>• Contract award and sign off</li> </ul>

## 3. Options Appraisal

- 3.1 **Option 1: Do nothing.** If we do not renew our predictive analytics capability, we will lose access to the system and lose the 4 years of work we have spent building it. We will no longer have a system for monitoring Supporting Families outcomes, no longer have dashboards and case summaries that enable us to have a Single View of Debt, be severely limited in terms of the targeted outreach we can do (including activity such as our pandemic response). Given the council's vision to work holistically with residents and in a preventative way this is not the recommended option.
- 3.2 **Option 2: Run an open procurement.** This will be time intensive for officers but not bring the benefits of an open competition because there are a very limited number of providers that can provide this sort of platform and there is only one that we have spent 4 years developing a platform with. This is therefore not the recommended option.
- 3.3 **Option 3: Use the G-Cloud framework.** This allows us to minimise the time input in order to get the system we need. However, as the new G-Cloud Framework is not due to be published until November 2022, there is a level of uncertainty surrounding its terms. Given the timeframes and the expiry of the contract, it is difficult to properly assess whether the new G-Cloud Framework would fit the current needs until it is published. This leaves a level of uncertainty that the current timeframe cannot afford.

- 3.4 **Option 4: Use of negotiated procedure without prior publication (preferred).**  
We have been advised that LBBB could rely on regulation 32(2)(b) of the Public Contracts Regulations 2015. That is, the use of the negotiated procedure without prior publication and subsequently entering a direct contract with Xantura. Given that the software developed by Xantura is bespoke and specially designed intellectual property for LBBB's purposes, if LBBB were unable to contract with Xantura, it's exclusive rights to the use of this software would be lost and the software would become redundant. This option also mitigates the uncertainty around the new terms of the G-Cloud 13 Framework, which have not yet been published.

#### **4. Consultation**

- 4.1 Consultation has been carried out (using a mix of individual meetings) with a range of Cabinet Members, key officers and Council groups as part of the decision-making process underpinning this procurement strategy and proposal. This includes discussion and consideration of the business requirement for the services, the business case, the expected benefits and savings case.
- 4.2 The proposals in this report were considered and endorsed by the Corporate Strategy Group at its meeting on 15 September 2022 and the Procurement Board on 17 October 2022.

#### **5. Financial Implications**

Implications completed by: Gina James – Finance Business Partner

- 5.1 A growth bid has been submitted for the One View procurement for revenue funding of £380K p.a., which would be held in the Insight Hub cost centre F23290.
- 5.2 The Corporate Strategy Group has supported the allocation of the necessary funding for this priority project as part of the budget setting process for 2023/24, which will be determined by Cabinet and Assembly in February / March 2023.
- 5.3 If the bid is successful it will add to the capital programme and will be financed from borrowing. Should the growth bid not be approved, the procurement would be paused and a further report presented to Cabinet.

#### **6. Legal Implications**

Implications completed by: Lauren van Arendonk, Contracts & Procurement Lawyer

- 6.1 This report seeks to recommend that a contract is directly negotiated with Xantura for the provision of the OneView IT service and platform, relying on Regulation 32 of the Public Contract Regulations 2015. Regulation 32 permits the use of a negotiated procedure without prior publication. Under reg 32(2)(b)(iii), the negotiated procedure without prior publication may be used for public service contract if the services can only be supplied by one operator due to the protection of exclusive rights, including intellectual property rights.
- 6.2 Over the last four years, Xantura has worked with LBBB to produce OneView, which has now become a unique, tailored and essential IT service for the Council.

Xantura own the intellectual property rights to the software, which are currently not available to purchase. Given LBBB seeks to use the intellectual property which Xantura has developed specifically for LBBB's purposes, negotiating a contract without publication is a natural conclusion in the circumstances and carries limited risk of challenge, given the PCR 2015 provides for a negotiated procedure.

- 6.3 It is noted that reg 32(12) permits this procedure may be used only during the 3 years following the conclusion of the original contract. The original contract is due to expire in January 2023.
- 6.4 Rule 32(1)(f) of the Contract Rules permits the use of the negotiated procure where the specific grounds apply – the specific ground have been outlined above. The use of the procedure also requires a waiver under Rule 6 of the Contract Rules, specifically Rules 6.6(c)&(e) apply, being the protection of intellectual property and in addition, the circumstances of the proposed contract are covered by legislative exemptions (being reg 32).
- 6.5 Lastly, the Contract shall be prepared in accordance with the Contract Rules and LBBB's standard terms and conditions, with the requirement that the specification sets out the needs of specific requirements of the service over the contract term.
- 6.6 It is recommended that the use of a negotiated procedure under reg 32 is used.

## 7. Procurement Implications

Implications Completed by Sam Woolvett, Category Manager, Commercial Services

- 7.1 The approach to directly negotiate with Xantura for the provision of the contract complies with Regulation 32 of the Public Contract Regulations 2015 and LBBB's Contract Rules.
- 7.2 Corporate Procurement will providing assistance throughout the process.

## 8. Other Implications

### 8.1 Risk Management

Risk	Probability	Impact	Priority	Action
That the council will be unable to fund the amount required for the new contract through service and transformation funding.	Medium	High	High	We need the organisation to come to a decision on whether to and how much to fund a predictive analytics platform. We will ensure that the proposals are seen by the right boards so that the organisation can make the right decision.
That services cannot identify a resource within their service area to work with the Insight Hub and the	Low	High	High	Services will need to only put forward areas that can be resourced and we will work with services to support them to do that.



supplier to deliver service priorities using One View.				
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8.2 **Contractual Issues** - The current OneView contract is held with EY as the main contractor who sub-contract to Xantura. The council has spent the last four years working with Xantura and EY to develop and shape the current One View platform so that it takes in our data, processes it, and then feeds it into the dashboards we have designed. The view from legal and procurement is that it would be unnecessary to rerun a full procurement process for a new predictive analytics system when we already have one which has been tailored for LBBD's needs. The recommendation is a negotiated procedure as discussed above.

8.3 **Staffing Issues** - We are proposing a 'hub and spoke' model so that capacity is built within directorates which means there will not need to be significant extra resources in the Insight Hub. This model will enable us to upskill colleagues in directorates so they can do much of the scoping and maintenance themselves. The Insight Hub will still support with the development of new propositions, the initial data work and the implementation of the new approaches into services. We are requesting two NGDP graduates to support services with these activities. They will be managed by our service designers to give them expert guidance in how to do this.

8.4 **Corporate Policy and Equality Impact** - Outcomes in Barking and Dagenham are amongst the worst in London across several areas, from unemployment and homelessness to lower life expectancy and domestic violence. Within London, we are ranked 1<sup>st</sup> on the Index of Multiple Deprivation, and this is reflected in the rapidly growing demand for our services. Despite this we are determined to improve outcomes for our residents and using data innovatively to target our services is part of the way we will deliver on the commitments agreed in the Borough Manifesto.

The service will help the Council continue to its journey towards greater prevention and will support work with residents that are most in need. It is already enabling residents to maintain their home, their income and to shield during the pandemic. But we want to do much more including supporting employment, public health and reducing risk for vulnerable adults and children. This will support our residents to lead healthy, safe, and fulfilled lives – a key council priority.

An Equalities Impact Assessment has been completed for the use of a predictive analytics system (see Appendix 3).

8.5 **Safeguarding Adults and Children** - The proposed service will provide data, insights and information that will help the council ensure that help and support is targeted at the children, young people and households which are most vulnerable and at greatest risk. In doing so, it will help improve the well-being and outcomes for these children and adults, while ensuring due regards to guidance issued under the Children Act 2006 and the Care Act 2014.). We are already building the data infrastructure to deliver Supporting Families in One View as well as supporting with data into the sufficiency strategy.

8.6 **Health Issues** - The proposed service will provide data, insights and information that will help the council ensure that help and support is targeted at addressing

health and well-being needs early and before they worsen and escalate. As mentioned above we see considerable opportunity to improve health in the borough as well as enable older residents to live independently for longer with Care Technology.

- 8.7 **Property / Asset Issues** - We see One View as a core part of our Family and Community Hubs approach, giving front line workers a single view of a resident or a family's interactions with the Council. This will maximise the value we get from the buildings we are using for the hubs. We are also building an assets map in One View so that staff can quickly identify local services and support for residents that need it. Again this will enhance the value of the assets we have in the Borough.

**Public Background Papers Used in the Preparation of the Report:** None

**List of appendices:**

- Appendix 1 - Potential Savings in Phase 2 of the One View programme
- Appendix 2 - Case studies of how we have used One View
- Appendix 3 - One View Equalities Impact Assessment