	Policy and Resources Committee **11 June 2018**
Title	**Implementation of IT Strategy: Full business case for next phase of implementation of Microsoft SharePoint Online for document management**
Report of	Councillor Richard Cornelius
Wards	All
Status	Public
Urgent	No
Key	No
Enclosures	Appendix A: Full Business Case
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Summary

The Council is committed to providing its staff and service users with a flexible, collaborative working environment in line with modern working practices.

Collaboration is a central theme that runs right through the council's Corporate Plan. Collaboration between Officers, Members and Partners is a foundation stone to spearhead collaboration across the public sector and help us to achieve our ambitious aims for service improvement and cost saving. One key aspect of the council's Corporate Plan is to create new office accommodation in Colindale, which will create cost savings and support the council's commitment to the regeneration of the borough, and in particular the Colindale area. The council has already committed to "invest in new IT to enable staff to work more flexibly

across a range of locations; allowing them to be closer to the residents they work with".[1]

It is important to enable staff, Members and partners to access information when and where they need it (rather than being restricted to office locations), as well as recognising that they need to collaborate effectively (while not restricting this collaboration to physical proximity). Consequently, the provision of document sharing, collaboration and document management technology is critical for supporting the need of our users to work together without restriction. Information is a key asset for the Council, and the effective management and use of it is important for supporting Council decision making and providing information and data for use by our customers and partners.

In February 2017, Policy and Resources Committee approved the business case to implement a small-scale pilot of SharePoint Online as an Electronic Document Management (EDM) system. As the business case at appendix A sets out, this pilot has proved to be successful, and so it is now recommended that a next phase is commissioned for a further roll-out for c.300 users. This incremental roll-out is recommended both to reduce costs and to continue to prove the business benefits of implementation.

Selecting SharePoint allows the council to further capitalise on investment made in the Office 365 (O365) platform, as SharePoint Online is a core part of the Office 365 suite of products and therefore included in its licensing costs. SharePoint has become the standard EDM tool for many local government and central government organisations (including the UK Parliament), along with NHS trusts and within the private sector.

Recommendations

1. **That the Committee approves this phase of implementation of Microsoft SharePoint Online technology at a capital cost of £276,000 and revenue costs of £25,000. This is a maximum cost that may reduce following the technical assurance of the proposal.**
2. **That the Committee notes the intention to commission Leidos, the council's contracted IT technical assurance partner, to scrutinise the technical proposals before funding is released or contracts are signed.**
3. **That the Committee delegates authority to the Deputy Chief Executive, in consultation with the Chairman of Policy and Resources Committee, to enter into contracts and take all other necessary actions to implement the recommendations of this report.**

1. WHY THIS REPORT IS NEEDED

[1] London Borough of Barnet, Corporate Plan 2015-2020, p.9 https://barnet.gov.uk/citizen-home/search.html?keywords=corporate+plan

1.1 The Council is committed to providing its staff and service users with a flexible, collaborative working environment in line with modern working practices. Collaboration is a central theme that runs right through the council's Corporate Plan. Collaboration between Officers, Members and Partners is a foundation stone to spearhead collaboration across the public sector and help us to achieve our ambitious aims for service improvement and cost saving. One key aspect of the council's Corporate Plan is to create new office accommodation in Colindale, which will create cost savings and support the council's commitment to the regeneration of the borough, and in particular the Colindale area. The council has already committed to "invest in new IT to enable staff to work more flexibly across a range of locations; allowing them to be closer to the residents they work with".[2]

1.2 The 'Way we Work' Programme has been set up to deliver these commitments and the programme's vision is to: 'Work with our partners in the heart of our communities to serve our residents and support our Members and staff'. It is focused on these key objectives:

- To develop flexible and attractive accommodation that enables staff to work where they are best placed to do their job effectively;
- To ensure staff and Members have the right tools to work effectively in, and out of, the office;
- To develop a fully flexible, empowered and agile workforce which is better able to meet the needs of our customers; and
- To streamline our processes to maximise agile working benefits.

1.3 The introduction of modern, fit for purpose technology is a key component of this programme, enabling up to date business practices to be realised to support the more flexible working approaches emphasised by this move.

1.4 It is important to enable staff, Members and partners to access information when and where they need it (rather than being restricted to office locations), as well as recognising that they need to collaborate effectively (while not restricting this collaboration to physical proximity). Consequently, the provision of document sharing, collaboration and document management technology is critical for supporting the need of our users to work together without restriction. Information is a key asset for the Council, and the effective management and use of it is important for supporting Council decision making and providing information and data for use by our customers and partners.

1.5 In February 2017, Policy and Resources Committee approved the business case to implement a small-scale pilot of SharePoint Online as an Electronic Document Management (EDM) system. As the business case at appendix A sets out, this pilot has proved to be successful, and so it is now recommended that a next phase is commissioned for a further roll-out for c.300 users. This incremental roll-out is recommended both to reduce costs and to continue to prove the business benefits of implementation.

[2] London Borough of Barnet, Corporate Plan 2015-2020, p.9 https://barnet.gov.uk/citizen-home/search.html?keywords=corporate+plan

2. ELECTRONIC DOCUMENT MANAGEMENT (EDM)

Introduction

2.1 An EDM is a system designed to store and organise electronic and digitised information and enables Council services to manage documents throughout their lifecycle automatically, from creation to secure destruction.

2.2 An EDM is generally part of a modern day working environment, and reference visits to a number of Councils as well as private sector organisations (including a legal firm and a bank) indicate that it is not a new approach to introduce this technology, more a sensible, modern approach to support flexible working and expected by people entering the job market.

2.3 Microsoft SharePoint is a leading EDM on the market. Selecting SharePoint allows the council to further capitalise on investment made in the Office 365 (O365) platform, as SharePoint Online is a core part of the Office 365 suite of products and therefore included in its licensing costs.

2.4 SharePoint has become the standard EDM tool for many local government and central government organisation (including the UK Parliament), along with NHS trusts and within the private sector. Local government organisations who have rolled out SharePoint (or who are in the process of implementing it) are: the London Borough of Camden; London Borough of Merton; London Borough of Bromley; London Borough of Enfield; and the London Borough of Islington.

Results from the pilot implementation of Microsoft SharePoint

2.5 The objective of running a small-scale pilot as opposed to proceeding directly to a full role out was to prove the concept of the proposed technical solution and to also identify any perceived deficiencies and risks prior to a fuller roll-out. The following teams were rolled-out onto SharePoint: Adults Care Quality and Business Improvement; Communications; Governance; Information Management and Special Educational Needs.

2.6 The pilot proved to be very successful for Special Educational Needs and Information Management, with an Assistant Director for Education and Skills making the following comment:

> The implementation of SharePoint is business critical for the SEN team**.** In order for staff to work in an electronic environment we need SharePoint as our recognised EDMS. Without SharePoint additional storage space will be required at Colindale to store the physical paper files we currently have on site here at the North London Business Park. This is because the files are accessed daily. Files that do not require immediate access are already stored offsite however, E&S are the biggest user across the Council, of the recall service provided by Stor A File the offsite storage provider. E&S staff are currently benefiting from the SharePoint pilot by being able to work remotely and from home. Should a full role out not go ahead, many E&S staff would need to work from the Colindale office on most days. Without SharePoint, the physical files would need to be access controlled as the proposed location in Colindale is in

the basement boiler room, the person with access control would need to be someone in the team.

2.7 And an FOI Officer in the Information Management Team writing the following case study:

> SharePoint makes locating, updating and sharing information easier. Using SharePoint, I am able to track changes and version control updates with colleagues within the team. Colleagues can work together in real time editing the document together to make the necessary changes, for example when compiling the Senior Commissioning Board (SCB) report or policies. No longer are there multiple copies of different versions of the same document being sent around as attachments, links to one document in SharePoint are sent, so changes are made in one place, collaboration is auditable and documented with agreed changes locked down so all the end users of the policy will see and use is a final version of the document.
>
> Where I need to store documents that arise from a routine task, for example I prepare a weekly and monthly reports of FOI performance, I am able to locate the place to save the document more easily as my personal view shows the folders I regularly access. I can also allow the document to inherit metadata controls from earlier documents saving me time and make the documents easier to find for others searching SharePoint, making them accessible to all at all times.

2.8 The pilot was also successful for the Adults Care Quality and Business Improvement Team with good feedback received, albeit it is clear that the file plan structure needs amending from the current functional structure to a more team structure to make saving more intuitive. The project team had difficulties in promoting adoption with the Communications Team, making a lesson learned for further roll-out in ensuring that there is management buy-in and commitment to change from managers for that area. While the Governance Team were keen to adopt SharePoint, the usefulness of it was minimised by the lack of integration to the Modern.Gov software. This shows that while it is useful for general document management for this area, it does not provide a synched process for Governance purposes.

The next phase of SharePoint implementation

2.9 The business case recommends a phased approach to further roll-out of SharePoint within the council, which is a cost effective, agile and resilient approach. This phase focuses only on service areas and their respective teams that are currently working under ‘document management stress’ – these are further teams in Adults and Communities, teams in the Commissioning Group, further teams in Education and Skills and teams within Family Services. This

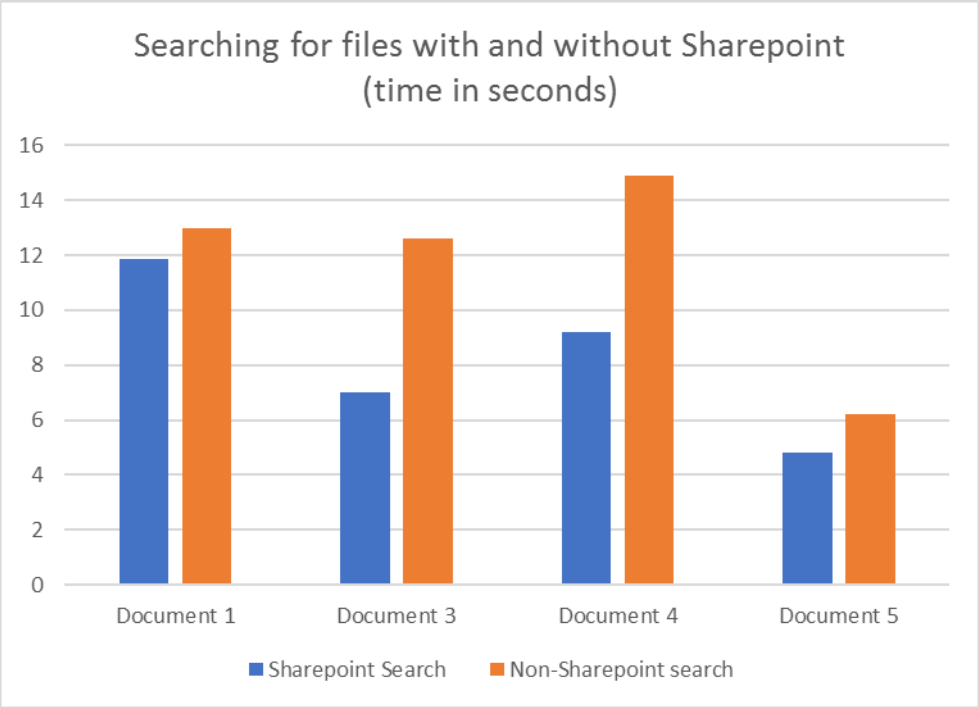
means that we are implementing SharePoint where teams have demonstrated a business need to work better in a digital environment.

Benefits

2.10 The main benefits of implementing an EDM is the reduction in time spent searching for information, and the reduction in storage costs.

2.11 According to a McKinsey report, "staff spend 1.8 hours every day (9.3 hours per week on average) searching and gathering information"[3]. Given the size of the Council, this suggests a substantial waste of effort which could be spent otherwise better supporting our residents and businesses.

2.12 The metrics from the SharePoint pilot indicate that staff spend less time searching for information on SharePoint than on shared drives. This example has been provided by Special Educational Needs who undertook an exercise to illustrate the average time taken to search for documents stored on SharePoint compared to searching for documents on the shared drive:



2.13 In addition, duplicated and redundant information existing on shared and personal drives takes up an increasing amount of server space and significantly increases the search time to find information. The amount of storage held in the Council shared drives is currently 21 Terabytes. Information shared by a Council of similar size to Barnet suggests that removing duplicated and redundant data could result in potential annual cost savings of c.£150k.

[3] . http://utrconf.com/top-3-reasons-why-we-spend-so-much-time-searching-for-information/

Reducing the use of paper could result in potential annual cost savings of c.£70k.

2.14 Other key benefits for implementing an EDM system which also support the full business case for the office move to Colindale, and in particular the reduction in overall office space, include:

- Provide a collaboration platform to support the easier sharing of documents across the organisation and its partners.
- Support office-based and remote access to information and knowledge from their desktops or mobile device which will be seamless to the user.
- Support automated workflows to ensure streamlined transactions and efficient service delivery.
- Deliver the scalability needed to support the Council's 2000 employees when we move to Colindale.
- Provide the flexibility to integrate with new enabling technologies and existing business systems over time.
- Utilise space more effectively rather than using it for physical documents.
- Reduction in consumables including reducing printers, copiers, copier paper, printer, stationary and toner.
- Physical security of information is improved as there is less of a requirement to print confidential documents as they will be securely stored in the EDM system and will be centrally available to authorised individuals. This will make documents securely available remotely and reduce the need for paper documents to be transported where they could be at risk of loss or unauthorised access.
- Enabling the Council to become a "paper-light" organisation - high retrievers of paper records stored off site will deliver a more reliable, efficient service based on reliable records and evidence-based decision-making and scanning physical records at the point of retrieval into EDM system. Enquiries from the public will take less time and be resolved in fewer contact sessions.
- Electronic documents will be automatically managed throughout their entire lifecycle. This means from the point of creation, to draft, to publishing and finally archived in accordance with LBB Information Retention Schedule or deleted.

Implementation approach

2.15 In a time of stretched public finances, it is recognised that committing capital investment and ongoing revenue into a system such as EDM can be difficult. However, by not implementing an EDM system we will continue with the inefficiencies already in place and we will not support our aims to be a modern employer, supporting modern working practices and realising the benefits of moving to Colindale.

2.16 The saving in efficiency (staff time) and storage are real, and this business case supports the wider cost savings established in the main Colindale business case. However, recognising stretched council finances, the business case

recommends a phased approach to further roll-out of SharePoint within the council, which is a cost effective, agile and resilient approach. This phase focuses only on service areas and their respective teams that are currently working under 'document management stress' – these are further teams in Adults and Communities, teams in the Commissioning Group, further teams in Education and Skills and teams within Family Services, making a total of 300 further users in total. This means that we are implementing SharePoint where teams have demonstrated a business need to work better in a digital environment.

2.17 The proposed timescales for this phase are as follows:

Milestone	Date
Full Business Case to P&R	11/06/18
Roll-out team confirmed	31/07/18
Roll-out phase starts	31/07/18
Roll-out phase concludes	31/03/19

Costs

2.18 The costs set out in the business case are for an implementation for up to 300 users (building on the pilot implementation of 102 users). A further tender exercise is not required, as CSG support will continue to be utilised (under schedule 15 of the CSG contract) and the necessary Records Management support to implement the product will be supplied through the Council's Information Management Team.

2.19 The capital cost to undertake this phase of SharePoint implementation for up to 300 users over a period of 12 months will not exceed £276,000 and includes:

SharePoint Phase Implementation	Costs
IT implementation costs (capital)	£153,000
1 x Project Manager, 1 x Records Officer, 1 x SharePoint Developer (capital)	£123,000
IT support costs (revenue)	£25,000
Total Phase Implementation Costs (capital)	**£276,000**
Total Phase Support Costs (revenue)	**£25,000**

2.20 The revenue costs create a pressure, which can be managed through the application of retention and disposal on the council's home drives, shared drives and off-site storage of paper records. The reduction in cost this financial year will at least meet these increased revenue costs to net these off.

2.21 There are low cost EDM products on the market which are free to use (such as Drop Box), but these services are designed largely for personal use rather than corporate use. Furthermore, there are concerns about the security and resilience offered by these free services. In addition, a product such as Microsoft SharePoint, while offered as part of the Microsoft licensing we will have in place through the Smarter Working technology tools, requires configuration to make it fit for purpose. Out of the box and un-configured, it is a system which looks very different to how our staff operate at present in their shared drives set-ups and would be un-controlled and un-managed. Even though SharePoint may therefore be seen as a "free" product, there is configuration (and therefore cost) needed to make sure it is a system that successfully supports the needs of an organisation.

Members

2.22 It is not planned to include Members within this phase of SharePoint implementation; however discussions will be held with the Members about their requirements and whether a move to EDM is appropriate for them, and the timescales for doing so that would best fit their needs.

3. TRAINING AND SUPPORT

3.1 The Information Management Team has been restructured to focus on the introduction and ongoing use of SharePoint, consequently, on a day to day operational basis the administration of SharePoint will be one of the core responsibilities of the Records Management function. The Records Manager and Records Management Officer will have full responsibility for the system from an administrative perspective, including the production of management information, monitoring compliance against the corporate retention schedules, identifying user training weaknesses, including monitoring of user adoption and overall governance of the platform.

3.2 Training will be provided by the Information Management Team to those users rolling out onto the system. This training will be based by team and targeted to that team's need. Refresh training will also be provided according to requirements after a period of use.

4. REASONS FOR RECOMMENDATIONS

4.1 The recommended option to proceed with the next phase of implementation of SharePoint Online recommends the most value for money option and one which considers the most benefits.

5. ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED

5.1 Consideration was given to not continuing with the next phase of SharePoint implementation in the Council. While this would save capital and revenue resource for the organisation, it does not realise further benefits of our investment in Office 365, nor realises the wider benefit of implementing a document management system. Consideration was also given with proceeding with a full implementation of SharePoint across the whole organisation; however, this was discounted due to cost and being contrary to an agile approach and it would be difficult to prove the benefits of this at this stage as not every member of staff has an operational requirement or business need for SharePoint for their core role.

6. POST DECISION IMPLEMENTATION

6.1 Should the business case be approved by Members, the implementation costs will be further scrutinised by the Council's third-party technical assurance partner, Leidos. On the proviso that the proposal passes technical assurance, this phase of SharePoint implementation will commence.

7. IMPLICATIONS OF DECISION

7.1 **Corporate Priorities and Performance**

7.2 A key aspect of the Council's Corporate Plan is to create new office accommodation in Colindale, which will create cost savings and support the Council's commitment to the regeneration of the borough, and in particular the Colindale area. The Corporate Plan 2015-2020 includes the commitment to "invest in new IT to enable staff to work more flexibly across a range of locations; allowing them to be closed to the residents they work with"[4].

7.3 **Resources (Finance & Value for Money, Procurement, Staffing, IT, Property, Sustainability)**

7.4 A capital budget of £9.1m has been allocated for the implementation of the ICT Strategy. The authority to spend significant sums of this budget must be bid for through approval of individual business cases by Policy and Resources Committee – this business case is for this approval.

7.5 This proposal recommends allocating £276,000 from the capital IT strategy budget to the next phase of SharePoint.

7.6 There is an on-going revenue requirement of £25,000 per year for SharePoint support. The revenue costs create a pressure, which can be managed through the application of retention and disposal on the council's home drives, shared drives and off-site storage of paper records. The reduction in cost this financial year will at least meet these increased revenue costs to net these off.

7.7 **Social Value**

7.8 N/A

[4] London Borough of Barnet, Accommodation Office Options Review – Final Business Case https://barnet.moderngov.co.uk/ieListDocuments.aspx?CId=696&MID=8881

7.9 **Legal and Constitutional References**

7.10 No specific legal issues have been identified.

7.11 The Council's Constitution (Responsibility for Functions, Annex A) states that the Policy and Resources Committee has the following responsibility:

(1) "To be responsible for the overall strategic direction of the Council including the following specific functions/activities:

…

- Information Technology provision"

7.12 **Risk Management**

The main risks associated with procuring an EDMS solution are summarised in the table below:

Ref No	Description	Cause, Event & Consequence	Mitigation	Risk Score (up to 20)
1	Insufficient storage capacity affects performance	**Cause:** Insufficient storage capacity available for corporate roll out level. **Event:** The system may reach capacity as more service areas use EDMS. **Consequence(s):** Performance is affected.	Liaise with Technical Infrastructure team to review capacity and monitor storage availability as project progresses.	12
6	Insufficient budget	**Cause:** The project has a set budget to work with. **Event:** The scope increases in an uncontrolled manner **Consequence(s):** Budget may not be sufficient to deliver all objectives.	Close monitoring of budget and highlight to programme board any concerns. Scope will need to be locked down pre contract signature stage	12
7	Insufficient communications	**Cause:** Lack of availability or priority **Event:** Insufficient communications coming out from Change Manager **Consequence(s):** People not sufficiently aware of the changes and resist changing	Monitor delivery against communications plan	12

7.13 **Equalities and Diversity**

7.14 No direct adverse impact has been identified through the initial SharePoint pilot.

SharePoint affects internal working practices to improve the management of information at Barnet and provides users with tools that encourage collaboration and information sharing. There is a positive impact of these projects. Disabled or staff with health conditions will be able to work more flexibly and not have to attend offices for meetings. There are also potential benefits for parents and carers who may be able to work more flexibly at home or other locations.

7.15 An assessment has been carried out on any staff impact of these and we anticipate there will be no impact for the reasons listed below because:

- All staff who will be affected by SharePoint are already working in digitally included ways and selection criteria will be included for new recruits.
- All staff and new recruits will receive training in SharePoint and any particular individual needs will be identified and addressed as part of that programme.
- We will be working with any staff and new recruits who have a disability which requires an adjustment with regard to new technology. Some of these will already be known to managers and some may only become apparent as the new technology is deployed. Any further adjustment required as a result of SharePoint will be accommodated through the management of change process and is dependent on the wider the Way We Work Programme.

7.16 The equality impact assessment will be kept under review as the project develops.

7.17 **Consultation and Engagement**
7.18 N/A

8. Insight
8.1 N/A

9. BACKGROUND PAPERS

9.1 Assets, Regeneration and Growth Committee, 11 July 2016, Accommodation Office Options Review - Final Business Case

9.2 Policy and Resources Committee, 5 October 2016, ICT Strategy

9.3 Policy and Resources Committee, 23 February 2017, Implementation of IT Strategy: Full Business Case for Implementation of Microsoft Smarter Working Tools and a Pilot of Electronic Document Management Technology