

<b>Report to:</b>	<b>EXECUTIVE CABINET</b>
<b>Date:</b>	24 August 2022
<b>Executive Member:</b>	Cllr Jacqueline North, First Deputy, Finance, Resources & Transformation
<b>Reporting Officer:</b>	Sarah Threlfall, Director of Transformation, Policy and Communications
<b>Subject:</b>	<b>INVESTMENT IN ADULTS, CHILDREN'S SOCIAL CARE AND CHILDREN'S EDUCATION IT SYSTEMS</b>
<b>Report Summary:</b>	<p>The Council's Digital Strategy outlines the key role that well-designed integrated systems play in transforming services.</p> <p>Some of our most pivotal systems in Children's and Adult's Services need to be reviewed to ensure they continue to support change and improvements in key services, whilst ensuring value for money. This need is driven by the need to use IT to enable Children's and Adults in their response to key regulatory and legislative drivers, namely the continued improvement aligned to OFSTED areas for priority action as identified in the Improvement Notice issued on 5 July 2022 and the significant changes brought about in the white paper <a href="#">People at the Heart of Care: Adult Social Care Reform White Paper</a>.</p> <p>Eight IT systems are covered in this report which outlines a coordinated plan to reprocure, contractually align and invest in new functionality to support urgent service redesign activity and an overall objective to rationalise the organisations IT system portfolio.</p> <p>This report is part of a wider programme of review and rationalisation of the Council's multiple systems and underlying infrastructure. Part of this will include review the Council's Local Land and Property Gazetteer which will be addressed in a separate report.</p>
<b>Recommendations:</b>	<p>That Executive Cabinet be recommended to agree:</p> <ul style="list-style-type: none"> <li>(i) The proposed programme of procurement activity is agreed for the systems detailed in this report with a view that this will support the overall aim of system rationalisation across the Council's application portfolio whilst maintaining service delivery to our most vulnerable, specifically: <ul style="list-style-type: none"> <li>(a) Call off from framework without re-opening competition 5+2 year contract for Children's Social Care and Early help Services case management system LCS and EHM.</li> <li>(b) Call off from framework without re-opening competition 5+2 year contract for Adults Services case management system LAS.</li> <li>(c) Undertake OJEU tender process to procure a new Children's and Adults Financial systems.</li> <li>(d) Extend (under rolling contract) Adults Financial Assessment software, Abacus, for a further 16 months until Adults Financial system is procured and implemented.</li> </ul> </li> </ul>

- (e) Extend (under rolling contract) Children's Foster Carer Payment system, Softbox, for a further 9 months until Children's Financial system is procured and implemented.
- (f) Call off from framework without re-opening competition a 3 year contract for Education system Capita ONE to achieve co terminus contract with Servelec to enable a single procurement exercise for both systems.
- (g) Call off from framework without re-opening competition a 2 year 7 month contract for Education system Servelec to achieve co terminus contract with Capita ONE to enable a single procurement exercise for both systems.
- (h) Undertake soft market test for Client Finance Assessment system (currently Caspar), to test market and investigate if system can be rationalised.
- (ii) One-off funding for investment in the eight systems is approved to ensure that statutory and regulatory requirements in these key frontline services are digitally enabled. This totals £283,740 for the Adults modules and will be funded from the Community Capacity Grant Reserve and £118,090 for the Childrens modules and will be funded from the Childrens Systems Improvement Reserve.
- (iii) Investment in additional annual licensing and maintenance costs is approved to support the programme of system development. The additional annual revenue cost for the Adults modules of approximately £113,000 per annum will be funded from the Adults Social Care Transformation Reserve. The additional annual revenue cost for Children's modules is approximately £75,000 per year. This will be funded from the balance of the Children's Systems Improvement Reserve and the Joint Commissioning Reserve.
- (iv) Investment in additional staffing is approved, one permanent post and 2 x fixed term posts which will be funded for a period of 3 years to implement and develop the project. The staffing requirement will be reviewed as part of the post implementation review in 2025/26. The £45,000 per annum cost of the permanent post will be funded from the Adult Social Care White Paper funding, the cost of £80,000 per annum for 2 fixed-term posts for 3 years will be funded from the Joint Commissioning Reserve.
- (v) A post implementation review is undertaken in 2025/2026 to quantify deliverables from the programme and assess and realise any additional efficiencies made.

**Corporate Plan:**

The Corporate Plan outlines the priorities for improving the borough of Tameside including the quality of life for its children and families.

**Policy Implications:**

N/a

**Financial Implications:**

**(Authorised by the statutory  
Section 151 Officer & Chief**

The investment in the range of systems outlined in this report a procurement approach proposed will achieve the aim of rationali range of systems across Adults and Children's services, imp efficiencies across the portfolio and placing the Council in a

## Finance Officer)

position to be able to respond to the requirements of the Adults Care White paper and the evolving legislative requirements for Children's Social Care.

The majority of the Council's expenditure (between 70% and 80%) is incurred in Adults and Children's and utilising and consolidating a number of ear-marked reserves to respond to regulatory and legislative drivers as well as improve efficiency and effectiveness in these areas represents a targeted and prioritised use of resources.

Many of the services covered by this project cross over into other services and accordingly it is also proposed to utilise up to £633,000 Joint Commissioning Reserve recognising the importance of investment in this area.

The Council already has existing budget for these systems and this report only shows the additional investment required to get the systems improvements and achieve operational efficiencies, which should become cashable once the planned system improvements are implemented and operating effectively.

The investment required is both one-off and on-going for which the available budget either from ear-marked reserves or from existing revenue provision.

Section 4 of the report sets out in detail the financial costs and funding sources.

A summary of the financial position is set out in the table below:

<b>LAS / LCS Systems</b>	<b>Budget Required:</b>	<b>Funded From:</b>
<b>One-off Funding:</b>		
Adults Modules	£283,740	Community Capacity Grant Reserve
Children's Modules	£118,090	Children's Systems Improvement Reserve
<b>Maintenance and Licenses:</b>		
Adults	£113,000 pa	Adults Social Care Transformation Reserve
Children's	£75,000 pa	Children's Systems Improvement Reserve (£132,000) and then Joint Commissioning Reserve for the remainder of the contract (£393,000)
<b>Additional Staffing:</b>		
1 FTE Permanent	£45,000 pa	Adults Social Care White Paper Grant
2 FTE for 3 years	£80,000 pa	Joint Commissioning Reserve (£240,000 over 3 years)

The contract is set to run for 5 + 2 years so unless otherwise stated costs per annum are assumed for the full 7 years.

This table therefore shows the maximum costs.

The actual additional revenue costs are likely to be less than this as the systems are implemented in a phased way and operational efficiencies realised.

**Legal Implications:**

**(Authorised by the Borough Solicitor)**

This report is seeking a number of decisions to extend existing contracts – within the terms of the existing contracts or framework or to undertake a fresh tender exercise in relation to a new financial system.

Advice has already been sought from STaR procurement to ensure that all of the procurement activity is undertaken compliantly.

Members will also note that permission is sought to undertake soft market testing to help inform the rationalisation going forward in order to continue to deliver improvements and efficiencies.

It is understood that the contract lengths for the services being provided via frameworks have been decided on to allow sufficient time for the necessary due diligence to be undertaken in relation to scoping the procurement need going forward but also with break appropriate break clauses should the council be able to commence a comprehensive reprocurement exercise ahead of the expected timescale.

**Risk Management:**

STAR have been involved extensively in determining the most appropriate procurement routes for the systems in this report.

**Background Information:**

The background papers relating to this report can be inspected by contacting Emily Drake, Head of Transformation and Systems



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## 1. INTRODUCTION

- 1.1 The Council's Digital Strategy outlines the key role that well-designed integrated systems play in transforming services. It states that *'We can use technology to empower our workforce and improve our efficiency, helping them to work more flexibly and using technology to improve quality, outcomes and save money.'*
- 1.2 The Council currently has over 240 systems in its application portfolio with an estimated annual spend of over £3.8m p.a. on these systems. This indicates that there is a case corporately to explore a wide scale review and rationalisation of systems. A strategic programme of rationalisation and reinvestment across the portfolio would ensure systems are maximised, ensure value for money and facilitate the shift towards more joined up data about our residents and services.
- 1.3 A wider strategic approach to an appraisal of IT applications will be considered in the medium term. However, in the short term some of our most pivotal systems will need to be reviewed to ensure they continue to support change and improvements in key services, whilst ensuring value for money.
- 1.4 This report outlines a proposed plan to re-contract, rationalise and reinvest in key Adults, Children's Social Care, and Children's Education IT systems.
- 1.5 These proposals are driven in part by the need to use IT to support Children's and Adults Services in their continued development journey as part of the transformation agenda. They are also important enablers in the organisation's response to key regulatory and legislative drivers, namely the continued improvement aligned to OFSTED areas for priority action as identified in the Improvement Notice issued on 5 July 2022 and the significant changes brought about in the white paper [People at the Heart of Care: Adult Social Care Reform White Paper](#).
- 1.6 The existing systems in scope of this report include:
  - 1 case management solution in Children's Social Care and Early Help (LCS and EHM),
  - systems in Children's Education (Capita ONE - school admissions and SEND and Synergy - early education funding and families information service).
  - 1 case management system in Adults Services (LAS)
  - 1 adults financial assessment system (Abacus)
  - 1 Children's foster carer payment system (Softbox)
  - Client finance assessment system (Caspar)
- 1.7 These systems and any other referred to in this report are listed in more detail at **Appendix 1**.

## 2. SYSTEM RECONTRACTING AND RATIONALISATION

- 2.1 A re-contracting exercise is needed as part of a strategic programme of contract alignment, with an aim to ensure compliance with procurement rules, reduce the overall number of systems and increase integration between them. System rationalisation and integration reduces system administration overheads, reduces duplication of input and increases data quality and oversight by moving towards a more holistic view of residents across IT systems. It also improves the user and customer experience. Organisationally a medium term objective, this is best achieved through a stepped approach of contract alignment, planned procurement and staggered implementation. The SOCITM review of IT Services in Nov 2021 endorsed the role of reducing application numbers and the importance of integration, highlighting the negative impact that multiple systems with duplicate functionality and little or no integration can cause. It recognises reducing duplication of effort and IT systems as an opportunity to save time and money.

- 2.2 This report focuses on key systems in Adults, Children's Social Care and Children's Education. There are a number of procurement options available regarding each system. To determine the most appropriate option a number of factors must be considered for each system and the functionality it provides:
- Achieving value for money
  - Risk / Impact on service delivery of interrupted system continuity
  - Strategic / statutory influences e.g. OFSTED and Social Care Reform
  - Alternate providers in the market
  - Longer term strategic aims regarding the digital roadmap linked to the digital strategy and transformation programme.
  - Capacity to procure and implement new systems.
- 2.3 An options appraisal to identify the most appropriate procurement route for each system in scope of this report, balancing the above factors, has been undertaken and are detailed at **Appendices 2-4**.
- 2.4 For the Council's two main social care case management systems LCS and LAS the recommendation is that a call off from the DAS framework without re-opening competition is the most appropriate route to procure these two key systems. This brings risk in terms of challenge from a procurement perspective. However, on balance it is deemed that the procurement risk is less significant than the impact that a system migration from a competitive procurement activity would bring. Migrating the main case management systems for Children's and Adults at a time when these directorates are responding to significant legislative and regulatory drivers would be catastrophic. The proposed contract duration for both systems is 5+2 years. This will enable a staggered re-procurement for these systems, one at 5 years and one at 7 years, dependent on service readiness.
- 2.5 A full competitive tender process is recommended to procure a Childrens and Adults Financial System to interface with the current LCS and LAS case management systems. This procurement activity will allow two existing systems (Softbox and Abacus) to be rationalised, however both these systems will require short contract extensions until the full financial systems are in place.
- 2.6 For two Education systems, Capita One and Servelec, the functionality can be rationalised into one single system longer term. Staffing capacity will need to be balanced between this rationalisation and the implementation of the Adults and Children's financial systems as recommended in this report. It is therefore proposed that a call off from the DAS framework without re-opening competition is made for both Capita One and Servelec systems to co terminate both contracts in 2026 with re-procurement commencing 18 months prior.
- 2.7 Finally, a soft market test is recommended for the Client Finance Assessment functionality currently provided by the system Caspar to understand if further rationalisation of the existing application estate can be achieved.

### **Summary of Procurement Recommendations**

- 2.8 It is, therefore, proposed following consultation and advice from our procurement providers STAR, that the procurement exercises outlined below are undertaken to ensure co-termination of these key contracts. This will then enable a combination of competitive procurement and call offs via framework without reopening competition to ensure all systems are under contract whilst reducing the number of systems with a focus on integration.

**Table 1**

<b>System</b>	<b>Current Contract End Date</b>	<b>Procurement Route</b>	<b>Procurement Activity Period</b>	<b>Estimate Contract Start Date and Term</b>	<b>New Date</b>
LCS*	31 March 2023*	Call off via DAS Framework without re-opening competition	N/a	1 October 2022 5+2 years (additional functionality included in new contract)	
LAS	31 March 2023	Call off via DAS Framework without re-opening competition	N/a	1 October 2022 5+2 years (additional functionality included in new contract)	
Softbox	31 March 2023	Extend (under rolling contract) existing contract to Dec 24.  Children's and Adults Financial system – OJEU tender process	N/a	N/a (however we will need to run the softbox contract concurrently until Children's finance module is implemented – est date to end contract Dec 24)	
Abacus	31 July 2023 (proposed extension to Oct 2024)	Extend (under rolling contract) existing contract for further 16 months.  Children's and Adults Financial system – OJEU tender process with extended period for parallel run.	N/a	N/a (however if Abacus are not the successful new supplier we will need to run the abacus contract concurrently until Adult's finance module is implemented and embedded – est date Oct 24)	
Capita ONE	31 March 2023	Call off via Framework without re-opening competition - Up to March 26 Then: Children's Education System – Mini competition via DAS framework	Q3 24/25	1 September 2022 3 years	
Synergy	31 August 2023	Call off via Framework without re-opening competition - Up to March 26 Then: Children's Education System – Mini competition via DAS framework	Q3 24/25	1 September 2023 2 years 7 months	
Caspar		Soft market test to determine if functionality can be covered by existing systems or future procurement activity.	TBC	-	

\*EHM contract runs from 27 November 2019 for 5 years. EHM would be included in the LCS procurement exercise and awarded in a single contract as LCS and EHM are interdependent.

- 2.9 As part of this exercise it is proposed to include additional system functionality in any procurement activity to ensure maximum rationalisation and the associated benefits are achieved.

### **3. INVESTMENT IN ADDITIONAL FUNCTIONALITY**

- 3.1 It is recommended that as part of this re-contracting exercise, investment to meet some functionality gaps in these systems is made to improve service delivery. Evidence suggests that Tameside have under-invested in these systems comparatively to other local authorities which has led to inefficient systems and processes not fit for modern day operations.
- 3.2 Health checks of the LCS and LAS systems revealed some shortfalls in current system functionality. These and the proposed resolutions are outlined in more detail below.

#### **Financial Functionality in Children's Social Care**

- 3.3 Softbox is the Council's software used to generate payment files for foster carers, which interfaces with the Council's finance system, Unit 4 Business World, to make payments. Payments to any other children's providers are paid directly from Unit 4 Business World via a purchase order / invoice process.
- 3.4 Whilst LCS and EHM are integrated, they sit independently from these two financial systems Softbox and Unit 4 Business World. There is no Children's specific Financial IT Solution in place so placements and commissioning activity are recorded utilising Microsoft Excel.
- 3.5 This system configuration creates significant risk centred on inefficient manual processes, inconsistent records of care packages, and inaccurate payments to care providers. Furthermore, there are significant gaps in software functionality around commissioning, financial monitoring and forecasting.
- 3.6 Considering that the budget for children's placements is £37m each year and with high demand on children's services, it is pivotal that the Council has full understanding and control of its significant spend in this area both in current and future financial years.
- 3.7 Additional investment in additional system functionality a Children's finance IT solution that is compatible with the existing Children's Social Care, Early Help and corporate finance systems is needed. The aim is to enable more streamlined and accurate financial monitoring and projections around children's payments and automate time-consuming manual processes that currently exist.
- 3.8 In the absence of an IT solution a number of issues will continue to impact on the service's effectiveness and financial oversight.
- 3.9 These inefficient processes and systems lead to a number of significant risks:
- Inability to proactively monitor and predict placement spend
  - Financial loss through inaccurate payments
  - Significant loss of human resource capacity

#### **Financial Functionality in Adults – Implementing the Cap on Care**

- 3.10 [People at the Heart of Care: Adult Social Care Reform White Paper](#) radically changes the Adult Social Care arena. At the heart of the reformed system is a cap on the amount that anyone in England will need to spend towards their personal care over their lifetime. The cap will be set at £86,000 in October 2023.
- 3.11 In addition, the point at which a person is eligible for local authority means-tested support is increasing. From October 2023 the upper capital limit (UCL) will rise to £100,000 from the



current level of £23,250 and the lower capital limit (LCL) will increase to £20,000 from £14,250.

- 3.12 The reforms also bring in requirements for local authorities to provide for new provision including independent personal budget statements, enabling top up payments for self-funders and care accounts with care account statements to monitor people's progress towards the cap.
- 3.13 The existing Adults Financial Assessment software, Abacus provided by Servelec is unable to meet these new requirements in its current guise and as such further investment in a suitable Adults Financial System is needed. Failure to implement this functionality would result in the untenable position of the Authority being unable to implement this statutory change.
- 3.14 In addition to new statutory requirements, the LAS and Abacus systems do not interface. An interfacing Adults finance solution would create more efficient operating models, reducing failure demand and improving the experience of residents.

#### **Multi-Agency Professionals Access to LCS and LAS (LCS Delegation Portals and LAS Client / Delegation / Provider Portals)**

- 3.15 Children's services and Adult's Services work with multi agency professionals from the health, education, blue light and voluntary sectors. Information exchange is currently done via email which in addition to being less efficient, brings a level of data security risk.
- 3.16 Partner access to these systems via a secure portal would facilitate more efficient partnership working whilst reducing the risk of compromising data security.

#### **Local Authority Designated Officer (LADO) / Allegations Workspace**

- 3.17 All Local Authorities are required to have a Designated Officer (LADO) to manage allegations against those working with children.
- 3.18 There is a statutory requirement to keep clear accurate data safe records of all referrals, investigations and outcomes. The current data base requires improvement and this can be addressed with the introduction of a new secure configured workspace within the system. The module will enable all the work to be recorded in one space, ensure timely tracking of work via alerts systems and additionally this will assist greatly with both the quality of data as well as the ability to report accurate timely data to senior managers. Most importantly it will ensure that we have a robust pathway that clearly illustrates the investigation process and safeguarding actions taken in response to allegations aligned to legislative frameworks inclusive of GDPR.

#### **Legal Workspace**

- 3.19 An element of the work Children's Social Care undertakes with Children and Families is Care and Supervision Proceedings and Public Law Outline (PLO). This is underpinned by the following legislative framework:
- Public Law Outline (2014)
  - Statutory Guidance for Local Authorities on Court Orders and Pre-Proceedings (2014)
  - Protocol and Good Practice Model: Disclosure of information in cases of alleged Child Abuse and Linked Criminal Direction Hearings (October 2013).
  - Practice Guidance on Special Guardianship (Family Justice Council June 2020)
- 3.20 All PLO and Care Proceedings work is highly regulated and operates within clear timeframes set out within a clear pathway and involves a suite of documents. These documents must be held within a secure case management system. The current system as it is currently configured enables word documents and templates to be uploaded manually in a standalone section of the system. The bespoke legal work space will ensure practice is streamlined, consistent and more efficient, with all the work recorded securely in one dedicated space.

## 4. FINANCIAL IMPLICATIONS

### Return on Investment

- 4.1 The financial return on investment of the proposals in this report are outlined in table 2 below.

**Table 2**

Financial loss through inaccurate payments	77% of overpayments of overpayments to foster carers are avoidable and would be significantly improved by investment in financial functionality in children's.
Inability to Proactively Monitor and Predict Placement Spend in Children's	The annual budget for children's placements is £37m. A sustainable budget needs to be set under statute as part of the MTFP. The benefits drawn from an integrated system would enable less resource intensive and data matching exercise. The budget will be able to use live information and use reports to enable more robust future modelling.
Ability to serve timely notice on children's placements	Disconnect between systems and processes results in notice being inconsistently served on placements. Although difficult to quantify, integrated case management and placement financials will enable more efficient notification of changes to placements and hence notice periods.
Inability to Proactively Monitor and Predict Placement Spend in Adult's	The annual budget for Adult's placements is £41.7m net, managed with a £62.7m gross costs and £21m Income. The benefits drawn from an integrated system would enable less resource intensive and remove the need for data matching exercises. The budget will be able to use live information and use reports to enable more robust future modelling.
Ability to Manage the Transition of Children into Adulthood using a Single Social Care System	There is work need to improve the connection between information within Children services for those transitioning into Adult Social Care. This will enable more robust future modelling.
Human Resource Capacity	Accounts payable due to reduction in invoice volume, finance and commissioning capacity regarding reconciliation, monitoring and resolving failure demand. Once implementation has taken place there is potential to reduce staffing across the Systems and CSC teams by 1.0 fte Post implementation business review will need to be carried out to release this.
Proficient at turning around financial assessments and setting up Individual contract placements (ICPs)	There is a current bottleneck within the system whereby financial assessments and ICPs are not set up in a timely manner resulting in the loss of income to the Local Authority
Reduce the level of Local Authority Debt and Aged Debt write-off	System will provide timely financial assessed information so that clients are aware of their liabilities from the day they start receiving care.

- 4.2 There will also be cashable financial savings associated with decommissioning of two systems – Softbox and Abacus - through rationalisation (dependent on procurement activity outcomes).
- 4.3 It is expected that further efficiencies from review of systems and processes will be found that can't be quantified at this stage. A post implementation review in 3 years is recommended to reflect on the digitisation process and assess if any additional efficiencies have been made.

### Financial Implications

- 4.4 This report is recommending that contracts are awarded directly with current suppliers with the option for additional "add-on" functionalities that will allow delivery of the changes that are needed.
- 4.5 The investment in the system will allow the Council to improve efficiencies and productivity. It

will prevent the need to reconcile information using spreadsheets, checking records across service areas and the constant communications around discrepancies. The “add-on” system will also provide robust up to date live information that can be used to forecast with accuracy.

- 4.6 The system investment will also draw out other efficiencies that are not just labour costs. It is expected that further efficiencies will be demonstrated through debt reduction and income generation through fees and charges and reduction in complaints. It will support the council to manage information only once.
- 4.7 The investment required is both one-off and on-going for which there is available budget either from ear-marked reserves or from within existing revenue provision.
- 4.8 The total one-off funding of £401,830 is proposed to be funded from the following:
- The one-off funding for the Adults modules of £283,740 to be funded from the Community Capacity Grant Reserve.
  - As part of the 2020/21 budget setting process, Members approved £250,000 for investment in the financial systems for Childrens Social Care. The one-off funding for the Children’s modules of £118,090 is to be met from this Reserve.
- 4.9 The on-going maintenance and licensing costs are proposed to be funded from the following:
- The additional annual revenue costs of approximately £113,000 per annum for the Adults Modules will be funded from the Adults Social Care Transformation Reserve.
  - The additional annual revenue costs of approximately £75,000 per annum for the Children’s modules will be funded initially from the balance of the Children’s Systems Improvement Reserve (£131,920) and then subsequently from the Joint Contribution reserve. Therefore, over the life of the contract, the total Joint Commissioning contribution for on-going maintenance and licensing costs will be £393,000.
- 4.10 There is also a requirement for additional staffing to implement and maintain this project as set out in Section 5. It is proposed that there is one permanent post costing £45,000 per annum, funded from Adult Social Care White Paper Grant, and 2 further posts, funded for 3 years, costing £80,000 per annum, and funded from the Joint Commissioning Reserve.
- 4.11 The proposal to co terminate the Capita One system and Servelec systems currently operating in Education will have no financial impact. The service already has budget set aside for payment of these systems. It is expected that contractual savings could be found by looking at one integrated system across which would enable the single view of the child from Children’s Social Care and Education.
- 4.12 A summary of the additional financial costs and funding source is set out below. These are the maximum costs. The actual additional revenue costs are likely to be less than this as the systems are implemented in a phased way and operational efficiencies realised.

<b>LAS / LCS Systems</b>	<b>Budget Required:</b>	<b>Funded From:</b>
<b>One-off Funding:</b>		
Adults Modules	£283,740	Community Capacity Grant Reserve
Children’s Modules	£118,090	Children’s Systems Improvement Reserve
<b>Maintenance and Licenses:</b>		
Adults	£113,000 pa	Adults Social Care Transformation Reserve
Children’s	£75,000 pa	Childrens Systems Improvement Reserve (£132,000) and then Joint Commissioning Reserve for the remainder of the contract (£393,000)
<b>Additional Staffing:</b>		
1 FTE Permanent	£45,000 pa	Adults Social Care White Paper Grant

2 FTE for 3 years	£80,000 pa	Joint Commissioning Reserve (£240,000 over 3 yrs)
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## 5 PROJECT TIMELINE

5.1 Governance and procurement timeline for the financial system procurement is as follows:

**Table 3**

Project Stage	Action	Deadline
Governance	Cabinet sign off	24 Aug 22
Procurement	Tender publication	1 Sep 22
Procurement	Tender deadline	1st Oct 22
Procurement	Evaluation Deadline & Award decision	14 Oct 22
Contract Award	Governance – ASO sign off Notification/Award letters, 10 Calendar day standstill period, Contract documentation issued	14 Oct 22 – 26 Oct 22
Post Award	Agree Implementation plan & Contract Management requirements	27 Oct – 31 Oct 22
Financial System Contract Start Date	Financial System contract start date	1 Nov 22

## 6. REJECTED ALTERNATIVE OPTIONS

### **Do Nothing**

- 6.1 Doing nothing would result in the continued use of the systems named in this report as they are currently. Contracts would extend into 12 month rolling contracts and potentially open the Council up to challenge under procurement regulations. It would also reduce the Council's ability to demonstrate that value for money is being achieved.
- 6.2 From a business delivery perspective, the *status quo* would prevent any further significant improvements being made to mitigate previously identified risks namely:
- Inability to proactively monitor and predict placement spend
  - Financial loss through inaccurate payments
  - Significant loss of human resource capacity
  - Inability to implement the Cap on Care
  - Inability to enable the OFSTED improvement journey

### **Undertake Full Re-Tendering for all Systems Immediately**

- 6.3 The longer term objective is to procure the systems in this report through competitive means with a view to incorporating functionality from smaller satellite systems to rationalise the digital application estate. In order to achieve this we need to ensure that end dates are aligned and the recommended approach in this report is the first step in achieving this aim.
- 6.4 Undertaking a full tender activity for all the systems in this report at this stage would result in the Council paying for redundant systems for the remaining contract terms. Additional staffing resource would be required to undertake procurement and implementation of any procurement and system implementation exercises bringing significant additional overheads to the project.
- 6.5 However, perhaps more significant, if any incumbent providers were unsuccessful, a full migration exercise would be required. This can take in excess of 12 months and require considerable financial investment and people capacity. This would cause significant and untenable disruption to pivotal frontline services at a crucial time and bring unmitigated risks around service delivery to our most vulnerable and statutory and regulatory compliance.

## **7. CONCLUSION**

- 7.1 This report outlines a proposed plan to re-contract, rationalise and reinvest in key Adults, Children's Social Care, and Children's Education IT systems.
- 7.2 By procuring, rationalising and investing in the systems as outlined, the Council will facilitate statutory and regulatory compliance and enable the implementation of transformational activity in key frontline services. It puts the right tools to be in place to enable implementation of the imminent Cap on Care changes and the continued improvement aligned to OFTED recommendations, whilst reducing the risk of significant service disruption during a crucial time for services to our most vulnerable residents.
- 7.3 Risks around financial controls, process inefficiencies and data quality and security will be mitigated and will provide a basis for contractual stability.

## **8. RECOMMENDATION**

- 8.1 As outlined at the front of this report.

# APPENDIX 1

## System Glossary

Provides functionality to:	System Function	System Name	Provider	Comments
Children's	Children's Social Care Case Management system	LCS	Liquidlogic	Works together with EHM as single interfacing solution
Children's	Early Help Case Management System	EHM	Liquidlogic	Works together with LCS as single interfacing solution
Children's	Education system (Admissions and SEND)	Capita ONE	Capita	-
Children's	Early Education Funding and Families Information Service	Synergy	Servelec	-
Children's	Payment of Children's Foster carers	Softbox	Softbox	Interfaces with Unit 4 finance system to pay carers
Adults	Adults Social Care Case Management system	LAS	Liquidlogic	-
Council wide	Financial System	Unit 4 ERP (Agresso)	Unit 4	-
Adults	Adults Financial Assessment system	Abacus	Servelec	-
Adults	Client Finance Assessment System	Caspar	Trojan	-

# APPENDIX 2

## OPTIONS APPRAISAL Procurement Options Appraisal for LAS and LCS

Report prepared by: Sammy Power, Category Manager at STAR  
For: Emily Drake - Head of Payments, Systems and Registrars at TMBC

### 1. CURRENT SITUATION AND OUTLINE OF PROPOSED REQUIREMENT

Tameside need to complete a re-contracting exercise as part of a strategic programme to align a number of systems contracts, with an aim to reduce the overall number of systems and increase integration between them.

Tameside Council currently use two Liquid Logic standalone single case management systems (LAS and LCS) alongside with the Early Help Module (which works together with LCS as a single interfacing solution to ensure the most efficient operating model). The systems are used by both Adults and Children's departments and are fundamental to both these Services. Both LAS and LCS Social Care Systems supports all aspects of social work within Adults and Children's services and has been specifically developed by and for use by practitioners/social workers to allow case management and record keeping.

Due to the changes being brought in as part of the Social Care reforms and Ofsted inspections, it is imperative that the service are able to maintain long term system continuity whilst these are embedded.

In order reduce the number of systems that fall in scope (with a focus on integration) it is proposed that various procurement exercises are undertaken to ensure that co-termination of a number of Adult and Children's IT system contracts so that they are brought into line, as this will then enable a combination of competitive procurements in the future.

There are a number of procurement options available regarding each system. To determine the most appropriate option, a number of factors must be considered for each system and the functionality it provides.

#### **Potential Spend:**

The estimated budget requirements per annum for the two systems maintenance costs (with all functionality implemented) is £102K (Adults) and £54K (Children's) including purchase for gaps that have been identified in functionality for delegation/client portals.

Give details of the service output objectives that the project is intended to meet (including the Service Plan reference i.e. service plan, service objective and the Corporate Objectives), along with details of how these objectives are to be measured (e.g. 5% increase in x after 12 months). Objectives should also be weighted in order of relative importance if possible (1 = Low, 5 = High) to assist with later assessment of the options

Objective Number	Objective Title	Further Description
1	Performance	Effective provider performance is key for this contract to ensure there is minimal disruption to the current service
2	Compliance	Must be in line with Authority Contract Procurement Rules.
3	Savings	To achieve value for money through the procurement process and generate savings for the council
4	Social Value	To be determined as an impact in the Local and Greater Manchester area, agreed, reviewed and managed throughout the contract term.

## 2. IDENTIFICATION OF OPTIONS

Option Number	Description of Option	Timescales
1	<b>No Action</b> Challengeable by the Market if a compliant process is not completed, risk to having no formal contract in place.	N/A
2	<b>Exemption</b> Not a viable option as above regulation threshold (OJEU)	N/A
3	<b>Call off without re-opening competition</b> DAS Framework (RM3821) Expiring 22 February 2023	Up to a month
4	<b>Mini Competition</b> DAS Framework (RM3821) Expiring 22 February 2023	2-3 Months
5	<b>Open OJEU Tender:</b> Advertising the requirement (Standard 30 days) Selection Stage / Pre-Qualification Questionnaire (PQQ) Evaluation of selection Stage / PQQ. Invitation to Tender (ITT) Evaluation of the tender submissions. Award of contract. Standstill period (standard 10 days)	6 Months

## 3. ASSESSMENT (INCLUDING RISK)

Option Title	Advantages (include info on compliance, time, savings, resources, social value, other benefits)	Disadvantages (include info on lack of compliance, time, social value, savings, resources, legal risks (challenge?) and other disadvantages)
1 – Do Nothing	- None	<ul style="list-style-type: none"> <li>- No opportunity to review Costs</li> <li>- Missed opportunity to benchmark against competitors</li> <li>- No contract</li> </ul>
2 –Exemption	- None	<ul style="list-style-type: none"> <li>- Not an applicable route as contract value will be above regulation threshold</li> </ul>
3 – Call off without re-opening competition	<ul style="list-style-type: none"> <li>- Compliant framework available to call off from</li> <li>- Time efficient</li> <li>- Can award for a maximum period of 5+2 which will create significant stability</li> <li>- Limited disruption to service, gives guaranteed continuity of service</li> </ul>	<ul style="list-style-type: none"> <li>- No opportunity to formally benchmark and evaluate costs and qualitative responses from a range of providers</li> <li>- Risk of legal challenge from the market</li> </ul>
4 – Mini-Competition	<ul style="list-style-type: none"> <li>- Market testing</li> <li>- Longer contract period could be negotiated</li> <li>- Competition will look to drive value for money and targeted objectives, in areas such as Social Value.</li> <li>- Restricted to providers accredited on the framework, no risk of being inundated with unsuitable responses</li> </ul>	<ul style="list-style-type: none"> <li>- More time intensive.</li> <li>- Completion of additional relevant tender documents</li> <li>- Risk of significant disruption to service</li> <li>- Additional work load pressures to implement new system, if current supplier doesn't win</li> </ul> <p>Unknown costs to implement new system</p>
5 - Open OJEU	- Fully testing the market	<ul style="list-style-type: none"> <li>- Resource intensive</li> </ul>



Tender	<ul style="list-style-type: none"> <li>- Competition will look to drive value for money and targeted objectives, in areas such as Social Value</li> <li>- Council hold complete control of process</li> </ul>	<ul style="list-style-type: none"> <li>- Extended timeline due to standstill and minimum publication periods</li> <li>- Risk of being inundated with unsuitable responses</li> <li>- Risk of significant disruption to service</li> <li>- Additional work load pressures to implement new system, if current supplier doesn't win</li> <li>- Unknown costs to implement new system</li> </ul>
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#### 4. SELECTION OF PREFERRED OPTION AND RANKING

Rank	Option Number	Title
1	3	Call off without re-opening competition
2	4	Mini Competition
3	5	OJEU Tender
4	2	Exemption
5	1	Do Nothing

##### ***Reasons for Selection of Preferred Option:***

The reasons for selection of Option 3: A compliant route to market which can be undertaken within the required timeframe with minimum resource/cost implications and no disruption to the service.

Would allow long term system continuity for the business and require no procurement or migration capacity. No risk of serious service disruption during a period of significant flux

Savings can also be generated from awarding directly for a longer term contract, to award for a shorter period would have cost more annually.

#### 5. NEXT STEPS

- A Decision to be relayed to Procurement
- B Procurement to receive all relevant data and Specification
- C Procurement to undertake a procurement plan of the agreed route once this is determined

# APPENDIX 3

## OPTIONS APPRAISAL

### Procurement Options Appraisal for Children's and Adults Finance Systems

Report prepared by: Sammy Power, Category Manager at STAR  
For: Emily Drake - Head of Payments, Systems and Registrars at TMBC

#### 1. CURRENT SITUATION AND OUTLINE OF PROPOSED REQUIREMENT

Tameside need to complete a re-contracting exercise as part of a strategic programme to align a number of systems contracts, with an aim to reduce the overall number of systems and increase integration between them.

Tameside Council Children's Service currently use Softbox which is limited to managing Foster Carer Payments that are interfaced via the Council's corporate finance system. The system is used by Children's Services and is fundamental to ensure payments to foster carers are maintained. It does not however, interface with the Children's Services Case Management system (LCS) and is purely a standalone system which is unable to capture payments needed for other placements and payments to providers. It is proposed to procure a finance system that is able to capture all of the payments on behalf of Children's Service, whether they are private foster carers of providers of long term placements.

Tameside Council Adults Service uses Abacus for adult financial assessments. The Cap on Care white paper introduces significant changes to the statutory requirements in adults services. The existing software is unable to meet these requirements and so it is proposed that a system is procured that is able to meet the white paper requirements in line with legislative timelines.

There are a number of procurement options available. To determine the most suitable option, a number of factors must be considered for each system and the functionality it provides.

#### **Potential Spend:**

The estimated budget requirements for a system which captures the functionality for all of the finance elements within Children's Services is £240K and in adults service is £500K.

Give details of the service output objectives that the project is intended to meet (including the Service Plan reference i.e. service plan, service objective and the Corporate Objectives), along with details of how these objectives are to be measured (e.g. 5% increase in x after 12 months). Objectives should also be weighted in order of relative importance if possible (1 = Low, 5 = High) to assist with later assessment of the options		
Objective Number	Objective Title	Further Description
1	Performance	Effective provider performance is key for this contract to ensure there is minimal disruption to the current service
2	Compliance	Must be in line with Authority Contract Procurement Rules.
3	Savings	To achieve value for money through the procurement process and generate savings for the council
4	Social Value	To be determined as an impact in the Local and Greater Manchester area, agreed, reviewed and managed throughout the contract term.

## 2. IDENTIFICATION OF OPTIONS

Option Number	Description of Option	Timescales
1	<b>No Action</b> Challengeable by the Market if a compliant process is not completed, risk to having no formal contract in place.	N/A
2	<b>Exemption</b> Not a viable option as above regulation threshold (OJEU)	N/A
3	<b>Call off without re-opening competition</b> Using a Framework, such as KCS (expires 31 <sup>st</sup> October 2022)	Up to a month
4	<b>Mini Competition</b>	2-3 Months
5	<b>Open OJEU Tender:</b> Advertising the requirement (Standard 30 days) Selection Stage / Pre-Qualification Questionnaire (PQQ) Evaluation of selection Stage / PQQ. Invitation to Tender (ITT) Evaluation of the tender submissions. Award of contract. Standstill period (standard 10 days)	6 Months

## 3. ASSESSMENT (INCLUDING RISK)

Option Title	Advantages (include info on compliance, time, savings, resources, social value, other benefits)	Disadvantages (include info on lack of compliance, time, social value, savings, resources, legal risks (challenge?) and other dis-benefits)
1 – Do Nothing	- None	- No opportunity to review Costs - Missed opportunity to benchmark against competitors - No contract
2 –Exemption	- None	- Not an applicable route as contract value will be above regulation threshold
3 – Call off without re-opening competition	- Compliant framework available to call off from - Time efficient - Flexibility around length of contract - Limited disruption to service, gives guaranteed continuity of service	- No opportunity to formally benchmark and evaluate costs and qualitative responses from a range of providers - Risk of legal challenge from the market
4 – Mini-Competition	- Market testing - Longer contract period could be negotiated - Competition will look to drive value for money and targeted objectives, in areas such as Social Value. - Restricted to providers accredited on the framework, no risk of being inundated with unsuitable responses	- Slightly More time intensive. - Completion of additional relevant tender documents - Risk of significant disruption to service - Additional work load pressures to implement new system, if current supplier doesn't win - Unknown costs to implement new system

5 - Open OJEU Tender	<ul style="list-style-type: none"> <li>- Fully testing the market</li> <li>- Competition will look to drive value for money and targeted objectives, in areas such as Social Value</li> <li>- Council hold complete control of process</li> </ul>	<ul style="list-style-type: none"> <li>- Resource intensive</li> <li>- Extended timeline due to standstill and minimum publication periods</li> <li>- Risk of being inundated with unsuitable responses</li> <li>- Risk of significant disruption to service</li> <li>- Additional work load pressures to implement new system, if current supplier doesn't win</li> <li>- Unknown costs to implement new system</li> </ul>
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#### 4. SELECTION OF PREFERRED OPTION AND RANKING

Rank	Option Number	Title
1	4	Mini Competition
2	5	Open Tender
3	3	Call off without re-opening competition
4	2	Exemption
5	1	Do Nothing

##### ***Reasons for Selection of Preferred Option:***

The reasons for selection of Option 4: Although a mini competition is the preferred route, due to speed and ease of process, it is likely a full open tender will need to be completed, due to the lack of a suitable framework that includes the incumbent supplier.

#### 5. NEXT STEPS

- A Decision to be relayed to Procurement
- B Procurement to receive all relevant data and Specification
- C Procurement to undertake a procurement plan of the agreed route once this is determined

# APPENDIX 4

## OPTIONS APPRAISAL

### Procurement Options Appraisal for Capita One

Report prepared by: Sammy Power, Category Manager at STAR  
For: Emily Drake - Head of Payments, Systems and Registrars at TMBC

#### 1. CURRENT SITUATION AND OUTLINE OF PROPOSED REQUIREMENT

Tameside need to complete a re-contracting exercise as part of a strategic programme to align a number of systems contracts, with an aim to reduce the overall number of systems and increase integration between them.

The system is currently used in a number of different ways. Admissions and Transfers run the admissions process for all schools in Tameside. Administering applications from parents and allocating schools on a defined agreed process. This team also administers the in-year transfer process, this involves those children that move between school, or move in or out of Tameside within an academic year. The SEND team administer around 2500 EHCP reviews per academic year, they also process all applications to start an EHCP around 500 per academic year. A team of EWOs also use the ONE system to monitor the attendance of all children across Tameside, this is linked in to the attendance prosecutions. Alongside this Chaperone and Child worker licenses are also issued using ONE. We also have in place a citizen portal through which parents make applications for school, transfer school or request and EHCP for their child. There is also a professional portal, through which professionals are able to interact with Tameside to share details about a child's needs and development when requesting or supporting and EHCP application or review.

There are a number of procurement options available regarding each system. To determine the most appropriate option, a number of factors must be considered for each system and the functionality it provides.

#### **Potential Spend:**

The estimated annual spend on this contract is £146,026.25.

Give details of the service output objectives that the project is intended to meet (including the Service Plan reference i.e. service plan, service objective and the Corporate Objectives), along with details of how these objectives are to be measured (e.g. 5% increase in x after 12 months). Objectives should also be weighted in order of relative importance if possible (1 = Low, 5 = High) to assist with later assessment of the options		
Objective Number	Objective Title	Further Description
1	Performance	Effective provider performance is key for this contract to ensure there is minimal disruption to the current service
2	Compliance	Must be in line with Authority Contract Procurement Rules.
3	Savings	To achieve value for money through the procurement process and generate savings for the council
4	Social Value	To be determined as an impact in the Local and Greater Manchester area, agreed, reviewed and managed throughout the contract term.

## 2. IDENTIFICATION OF OPTIONS

Option Number	Description of Option	Timescales
1	<b>No Action</b> Challengeable by the Market if a compliant process is not completed, risk to having no formal contract in place.	N/A
2	<b>Exemption</b> Not a viable option as above regulation threshold (OJEU)	N/A
3	<b>Call off without re-opening competition</b> DAS Framework (RM3821) Expiring 22 <sup>nd</sup> February 2023	Up to a month
4	<b>Mini Competition</b> DAS Framework, Education Technology (RM6103) Expiring 9 June 2023	2-3 Months
5	<b>Open OJEU Tender:</b> Advertising the requirement (Standard 30 days) Selection Stage / Pre-Qualification Questionnaire (PQQ) Evaluation of selection Stage / PQQ. Invitation to Tender (ITT) Evaluation of the tender submissions. Award of contract. Standstill period (standard 10 days)	6 Months

## 3. ASSESSMENT (INCLUDING RISK)

Option Title	Advantages (include info on compliance, time, savings, resources, social value, other benefits)	Disadvantages (include info on lack of compliance, time, social value, savings, resources, legal risks (challenge?) and other dis-benefits)
1 – Do Nothing	- None	- No opportunity to review Costs - Missed opportunity to benchmark against competitors - No contract
2 –Exemption	- None	- Not an applicable route as contract value will be above regulation threshold
3 – Call off without re-opening competition	- Compliant framework available to call off from - Time efficient - Limited disruption to service, gives guaranteed continuity of service	- No opportunity to formally benchmark and evaluate costs and qualitative responses from a range of providers - Risk of legal challenge from the market
4 – Mini-Competition	- Market testing - Longer contract period could be negotiated - Competition will look to drive value for money and targeted objectives, in areas such as Social Value. - Restricted to providers accredited on the framework, no risk of being inundated with unsuitable responses	- More time intensive. - Completion of additional relevant tender documents - Risk of significant disruption to service - Additional work load pressures to implement new system, if current supplier doesn't win - Unknown costs to implement new system
5 - Open OJEU Tender	- Fully testing the market - Competition will look to drive	- Resource intensive - Extended timeline due to standstill

	value for money and targeted objectives, in areas such as Social Value - Council hold complete control of process	and minimum publication periods - Risk of being inundated with unsuitable responses - Risk of significant disruption to service - Additional work load pressures to implement new system, if current supplier doesn't win - Unknown costs to implement new system
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#### 4. SELECTION OF PREFERRED OPTION AND RANKING

Rank	Option Number	Title
1	3	Call off without re-opening competition
2	4	Mini Competition
3	5	Open Tender
4	1	Do Nothing
5	2	Exemption

##### ***Reasons for Selection of Preferred Option:***

The reasons for selection of Option 3: A compliant route to market which can be undertaken within the required timeframe with minimum resource/cost implications and no disruption to the service.

Would allow long term system continuity for the business and require no procurement or migration capacity. No risk of serious service disruption during a period of significant flux.

#### 5. NEXT STEPS

- A Decision to be relayed to Procurement
- B Procurement to receive all relevant data and Specification
- C Procurement to undertake a procurement plan of the agreed route once this is determined