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**Decision Maker:** Portfolio Holder for Education, Children and Families

**Date:** 18<sup>th</sup> October 2018

**Decision Type:** Non-Urgent Non-Executive Non-Key

**Title:** RENEW THE LICENCE FOR THE EDUCATION MANAGEMENT INFORMATION SYSTEM AND YOUTH OFFENDING SERVICE MANAGEMENT INFORMATION SYSTEM

**Contact Officer:** Maya Vadgama, Strategic Commissioner, Education, Care & Health Services  
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**Chief Officer:** Ade Adetosoye, Executive Director, Education, Care & Health Services

**Ward:** N/A

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1. Reason for report

- 1.1. Education Services require a supporting Management Information System (MIS) for planning and operational delivery (including business critical functions) of education services. Currently, the London Borough of Bromley (LBB) uses the Capita One system provided by Capita Business Services. LBB purchased the licence for the system in perpetuity several years ago. The system is supported by Capita Business Services through an annual maintenance, support and upgrade agreement. The annual support agreement is due for renewal in April 2019. Renewal of the support agreement requires Portfolio Holder approval as it is technically an exemption to competitive tendering, with a cumulative value of over £100k.
- 1.2. The Youth Offending Service also uses a Management Information System, known as Child View for operational delivery and statutory returns to Government. Currently, LBB uses the system provided by CACI Information Systems. LBB purchased the licence for the system in perpetuity several years ago. The system is supported by CACI Information Systems through an annual maintenance, support and upgrade agreement. The annual support agreement is due for renewal in April 2019. Renewal of the support agreement requires Portfolio Holder approval as it is technically an exemption to competitive tendering, with a cumulative value of over £100k.
- 1.3. This report seeks approval from the Portfolio Holder for Education, Children and Families to renew the annual support agreements for both MI systems for a further year.
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2. RECOMMENDATION(S)

2.1. The Portfolio Holder for Education, Children and Families is recommended:

- i) to note the Education services will be continuing the exploration of the possibilities for joint procurement for the Education and Youth Services MIS, subject to resolution of supporting infrastructure issues, with a Gateway review to be undertaken within the next 12 months
- ii) to approve renewal of both the current Education and Youth Services MIS maintenance and support agreements for a further year, the renewal commencing from 1st April 2019

## Impact on Vulnerable Adults and Children

- 3.1. Summary of Impact: Management Information IT systems to support data collation and recording. .

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## Corporate Policy

1. Policy Status: Not Applicable Existing Policy New Policy: Further Details
2. BBB Priority: Children & Young People

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## Financial

1. Cost of proposal: Estimated Cost, £130,000 Education MIS, Cumulative Value £930,000  
£15,000 YOS, Cumulative Value £192,000
2. Ongoing costs: N/A. £130,000 per annum Education MIS  
£15,000 per annum YOS MIS
3. Budget head/performance centre: 100900 (Education MIS); 483000 (Youth Services)
4. Total current budget for this head: £128,000 (Education MIS); £11,000 (Youth Services)
5. Source of funding: Council's General Fund

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## Personnel

1. Number of staff (current and additional): 2
2. If from existing staff resources, number of staff hours: 1 FTE

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## Legal

1. Legal Requirement: Statutory Requirement. An MIS System supports a range of statutory requirements relating to data returns and business processes.
2. Call-in: Applicable.

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## Procurement

- 3.2. Summary of Procurement Implications: The specific immediate procurement is for the renewal of the existing annual support and maintenance agreements with the current providers of the respective Education and Youth Services MIS. This will be via a single tender action, with suitable authorisation as per section 13 of the Contract Procedure Rules.

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## Customer Impact

1. Estimated number of users/beneficiaries (current and projected): N/A

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## Ward Councillor Views

1. Have Ward Councillors been asked for comments? N/A
2. Summary of Ward Councillors comments: N/A

### 3. COMMENTARY

#### **The Education Management Information System**

- 3.3. The Education Department within Education Care & Health Services (ECHS) is supported by an Education Management Information System (MIS). The MIS is provided by Capita Business Service, with the system known as Capita ONE.
- 3.2 The software and licence for the Capita ONE system was purchased in perpetuity by the London Borough of Bromley approximately twenty years ago (records are not accessible for further information). Subsequently, the LA has purchased an annual maintenance and support agreement from Capita. (I.e. longer term arrangements which may provide cost reductions have not been entered into). The projected spend for 2018-19 is approximately £130K. A budget to support the MIS system is available – the budget covers the costs of the annual support and maintenance agreement only.
- 3.3 The maintenance and support cannot be purchased from any other provider (i.e. we cannot tender for this aspect of the service) as it is a proprietary system. Procurement via competitive tender is only relevant if we choose to go out to tender for a new MIS system in its entirety.
- 3.4 The Capita ONE system is essentially an information database with operational functionality. It is not a case management system, such as Carefirst used in Children's Social Care. As such, it has been advised that the Education MIS cannot be developed as part of the current work stream on the Children's Social Care MIS as the functionality and purpose is significantly different.
- 3.5 The database holds information on children and young people accessing education services in Bromley. The primary data sources are:
- Nursery Records – submitted by Bromley nurseries as part of their Free Early Education Entitlement returns;
  - Admissions Records – based on annual admissions applications for Reception and Secondary Transfer, as well as in-year admissions;
  - School Records – based on data provided by Bromley schools, relating to current information on all pupils attending Bromley schools and records on attendance and achievement. (The live data transfer functionality is currently not functional due to failure to maintain the live data portal links with schools);
  - Special Education Needs – recording of pupils with additional needs , education provision and support
  - User Input – ongoing update of records by LBB staff to record interventions, contacts and general relevant information.
- 3.6 The Capita ONE system also has key operational functionality, in particular for Admissions and Early Years – the services are reliant upon the system for business critical functions such as processing Admissions applications or processing eligibility and payments for the Free Early Years Education Entitlement. Other Education services also rely on the operational functionality of Capita ONE, albeit to a lesser degree.
- 3.7 During the past year further exploration has been undertaken to consider the potential for an electronic system that could meet the needs of Children and Adult Social Care Services,

Children's Education Services and the YOS service. Whilst these discussions have been productive, it was not possible to progress the exploration further as the fundamentals detailed at 3.10 below are pre requisites for any future procurement exercise for the Education MIS. The time frame for this exploration was incompatible with the immediate requirement for Children and Adult Social Care Services, to have in place an electronic system fit for purpose and therefore separate procurement exercises may be necessary.

- 3.8 Although we cannot tender for the required support and maintenance for the current MIS, due to it being a proprietary system, we are able to tender for the MIS itself which will include the cost of the MIS plus the cost of the ongoing maintenance and support. Alternative MIS providers are available and it will be an opportunity to seek better value for money in the support and maintenance requirements, for example by entering into a longer term agreement at a fixed cost or a reduced rate.
- 3.9 Some research was conducted on the use of Education MIS across all London boroughs. The basic research indicates that there are three main providers – Capita, CACI and Synergy - of Education MIS, sufficient to engage in a competitive tender process.
- 3.10 Authorisation for renewal of the support and maintenance agreement for 2018/19 was granted in November 2017. It noted the recommendation that a review into future commissioning options for the MI Systems was to be undertaken. However this was subject to prior resolution of supporting infrastructure issues for the Education MIS. It is suggested that an review of the system is undertaken and solutions implemented to resolve the current data issues as part of the remit.

The immediate top level actions are:

- A project team to be set up and headed by a project lead based within the Education department with support from the ECHS Programme Delivery team,
- Identification of and addressing issues arising with the current system particularly with regard to integrity of data and data sources
- Identifying all service users across Education , their service needs from an MI System and developing a service specification for an MI system
- Engagement of BT support to review the capability of the current system to deliver the service needs identified by each service against their service specifications, and provide their recommendations
- The outcome of the service and BT review of the current system will inform the future MIS options for consideration in the Gateway Review. The suggested timeline is as follows:

Action	Estimate Time for Completion
Project lead identified and project set up	3 months
Identifying service needs and detailed service specification	3 - 6 months
BT review and detailed technical specification ( if required), and future MIS option appraisal	3 months
Gateway review report and if required, a bid to the Capital Fund to implement the	Within 12 months

## **Renewal of the Annual Maintenance and Support Agreement**

- 3.11 In the interim, pending the outcome of the actions above, the arrangements for support and maintenance of the current system need to continue for at least another year. As the maintenance and support agreement cannot be tendered for the current system, it is treated as a technical exemption to competitive tendering via a single tender action with the current provider. The Portfolio Holder for Education, Children and Families is recommended to approve the renewal of the agreement for a further year, commencing April 2019 at an estimated cost of £130k with the option to extend this for a further year should this be required. The cumulative value of the annual support agreements to date is approximately £930k.

## **The Youth Service Management System**

- 3.12 The Youth Offending Service (YOS) is a statutory partnership service whose aim is to reduce re-offending by children and young people between the ages of 10 – 18 years. The service works directly with children and young people, who have entered the youth justice system and also works with families and victims. The service is required to provide detailed client and intervention data to the Youth Justice Board (which is part of the Ministry of Justice) in a number of areas related to youth offending.
- 3.13 In 2006/07, the Council purchased the licence and software for a YOIS system provided by CACI Ltd. This system is now known as “Child View”. The system was developed in partnership with the Youth Justice Board and is used by a large number of local authorities. In more recent years other providers have come on the market and there are now a number of alternative systems available.

The arrangements for the MIS to support Youth Services delivery are similar to the Education MIS – the Council purchases an annual agreement from CACI Ltd for maintenance and technical support. The contract for the ChildView licence commenced in 2006 and has been renewed annually. The cumulative spend to date is £192K, with annual licence and upgrade costs of ~£15K per annum.

- 3.14 The ChildView software was the proprietary software for the Youth Justice Board for a number of years. There are now a small number of competitors in the market for this type of software. Market testing was undertaken with visits to YOS colleagues in other boroughs to review alternative databases in situ, and through telephone discussions and demonstrations from other providers.
- 3.15 The provider of the current Education MI system “Capita” supplies a YOS module and provided a presentation. The Capita module was not found to be user friendly when compared to the current system, and colleagues in other boroughs shared this view. MI systems from two alternative providers were also reviewed; “Career Vision” and “CareWorks”. The alternative provider MI systems were of a similar standard and no real benefits in making any changes were noted.
- 3.16 Cost comparisons did not demonstrate any efficiency or financial savings could be achieved; any new system will incur significant implementation and data migration costs. There are ongoing developments in the youth justice sector which would invariably incur further system update and associated costs. The current system is fit for purpose and annual renewal of

the licence and maintenance agreement is recommended.

- 3.17 Although worthy of consideration, YOS market testing of alternative providers has not produced a more effective system or efficient use of resources by moving to another provider at this time, whilst the opportunity exists for a 'whole system' approach to meet the IT needs of both services in the future.
- 3.18 The Youth Services MIS can be purchased as part of an overall Education MIS (for example, the current system provided by CACI is a module of their overall MIS); it is recommended that this service is retendered as part of any future tendering process for the Education MIS. This will remove unnecessary duplication in the procurement, implementation and contract management process. It will also align the systems and allow better use of data across Education and Youth Services.
- 3.19 In the interim, pending the agreement of the detailed procurement plans and timeline for the Education MIS, the arrangements for support and maintenance of the current system need to continue in line with the Education MIS system support and maintenance. As the maintenance and support agreement cannot be tendered for the current system, it is treated as a technical exemption to competitive tendering via a single tender action with the current provider. The Portfolio Holder for Education, Children and Families is recommended to approve the renewal of the agreement for a further year, commencing April 2019 at an estimated cost of £15K, with the option to extend this for a further year should this be required. The recorded cumulative value of the annual support agreements to date is £192K.

#### **SERVICE PROFILE / DATA ANALYSIS**

- 3.20 This is an internal service to support Education and Youth Services officers in the delivery of day to day operational and business critical functions.
- 3.21 The detailed breakdown of the current modules purchased as part of the annual maintenance and support agreement for the Education MIS is as per the following table:

Description	Cost £ as per 2017/18
ONE Admissions and Transfers	£15,473
ONE Attendance	£5,280
ONE B2B Student	£12,983
ONE Bases	£3,710
ONE Child Support Services	£12,799
ONE Early Years	£12,078
ONE Exclusions	£3,815
ONE Governors	£3,868
ONE Grants and Benefits	£5,218
ONE SEN	£15,518

Oracle Professor Licence	£4,311
ONE Assisted Technical Support Package	£15,088
Online Web Server Service	£13,061
<b>Total</b>	<b>£123,202</b>

3.22 In 2018-19 the invoice totalled £121K together with further in year upgrade costs of £9.5K, total £130K.

#### **4. IMPACT ON VULNERABLE ADULTS AND CHILDREN**

3.4. This decision has been judged to have no or a very small impact on local people and communities. The request relates to renewal of licences for Management Information IT systems to support data collation and recording.

#### **5. POLICY IMPLICATIONS**

N/A

#### **6. FINANCIAL IMPLICATIONS**

6.1 The estimated contract value of the extension for 2019/20 is £130 K, + £15K. There is sufficient budget within the Education and Youth Services budgets to accommodate this.

6.2 Any future developments of a new MIS system may lead to additional costs. Any new provider is likely to incur initial one off set up costs such as hosting, training and project management. This is not currently budgeted for and would need to be funded within any capital bid if any future procurement exercise were to take place.

6.3 This will be clearer once a service specification, and BT review has been undertaken as described in 3.10 above.

6.4 Any additional resource would need to be agreed by the Executive

#### **7. PERSONNEL IMPLICATIONS**

N/A

#### **8. LEGAL IMPLICATIONS**

8.1 This report seeks the approval of the Portfolio Holder to extend the existing maintenance agreement and to investigate a potential new procurement for a management information system for the education service and youth offending service.

8.2 Regarding the extension of the existing maintenance contract, under the Public Contracts Regulations 2015 the total value of previous years' contracts with the same provider aggregate, therefore the total value of the contract is over the financial threshold. However, as it is not possible to go to another provider for technical reasons, Regulation 32 permits the procurement.

8.3 As the value of the extension to the maintenance contract is over £100,000 there is a requirement under the Council's Constitution for it to be authorised by the Head of



Procurement, the Head of Finance and Head of Service.

## **9. PROCUREMENT IMPLICATIONS**

- 9.1 There now appear to be a number of IT systems which cover the service requirements for both the Education MI and the YOS MI system requirements, which was not previously the case. The service and if necessary any future tender, address the issue of subjecting these service requirements to a competitive process.
- 9.2 The Public Contract Regulations 2015 make provision for the extension of Contracts, without Notice, where the issues identified in Clause 32 exist, and the matters set out in the body of the report indicate a number of these to be applicable in this case.
- 9.3 In terms of the Council's own requirements, these are set out in CPR 13.1 (Values between £100k and £1m) with the Approval of the Portfolio Holder being required following the agreement of the Officers identified, which has been satisfied in this case.

<b>Non-Applicable Sections:</b>	5. Policy Considerations 7. Personnel
Background Documents: (Access via Contact Officer)	