

APPENDIX D

SUMMARY							
	Option	Unweighted score	Overall weighted score	Weighted score as %	Improvement to services	DfE acceptability	Local acceptability
1	Break up Birmingham	46	0	0%	2	3	2
2	Outsource to private sector	57	0	0%	4	3	1
3	Trust Model - accountable to DfE	64	192	65%	5	5	1
4	Trust Model - accountable to BCC	74	222	75%	5	4	4
5	Integrated Transformation	82	0	0%	5	3	5

Birmingham City Council - Children, Young People & Families
STRATEGIC OPTIONS FOR TRANSFORMING THE SERVICE

1) Break up Birmingham Break up BCC into four councils(districts) with independent political and managerial governance and own budget

1	Better outcomes for children - they are safer as a result	2	Low - med Unlikely to provide cultural change and skills required - need more changes than just structure Highly destabilising for service during change
2	Clear vision	3	Medium
3	Break from the past	2	Low
4	Delivers cultural change	1	Low Does not address any of the cultural issues
5	Focuses on improving practice in short term	3	Medium Arguably simpler to manage in a smaller structure but the ability to focus on practice is more dependent on
6	Support recruitment & retention of staff	4	Med - High Notwithstanding the impact of large scale change on staff retention, the model of 4 smaller councils will be a
7	Provides financial stability	2	Low -Med Likely to cost more than current organisation because of additional management layers, governance
8	Strong leadership and management	2	Low - Medium Fragmenting the council is likely to weaken leadership and management through losing the synergy of the existing leadership teams Split of existing resources across 4 areas is likely to reduce leadership and management capacity unless additional investment made.
9	Injects pace into improvements	2	Low-Med The scale and significance of the change will distract the entire council and its focus and capacity will be consumed by the structural changes rather than delivering improvements in any service. Highly likely to delay pipeline improvements that involve partners (e.g. MASH) because the new model would require 4 interfaces and models rather than 1
10	Alignment of corporate / business support	1	Low Dependent on BCC approach to setting up new structures. Possible to design strong alignment and business support into new model but likely to increase costs which are not accounted for - needs to be determined
11	Provides clear accountability	4	Med -High Assumes that the existing DCS model and statutory accountabilities would be applied to the new arrangements
12	Delivers local political leadership	4	Med-High Assuming the breaking up creates four local authorities, it maintains democratic accountability in each new area, but loses the breadth and depth of experience in the total member cohort
13	Infuses external capacity, skills & energy	3	Medium Assumes that the existing commitments to provide additional resources would still stand BUT likely to need higher level of support if split across 4 new councils
14	Strengthens effective relationships and integration with partners	2	Low-Med Fragments the public services and partner relationships of Birmingham. The entire partner economy of Birmingham is a strength and would be lost and add to the complexity of the relationship management for partners, i.e. dealing with 4 rather than 1. The loss of the council as a single partnership broker with the multiple partners in Birmingham will place heavy demand on Leadership team in the new structures and require additional capacity. The new structure will undermine pipeline agreements for partnership working and set back progress.
15	Acceptability - DfE	3	Med Not discussed but assume that this would be acceptable based on previous suggestions that the size and scale of Birmingham are limiting factors
16	Acceptability - local	2	Low-Med Not supported- the council believes scale of the entire economy of Birmingham is a strength Deeply unpopular with Head Teachers because of impact on community cohesion Unlikely to be supported by partners because it increases the number of interfaces with council services
17	Financial viability	2	Low-Med Likely to be more expensive because loss of any economies of scale and duplication of management & governance frameworks. Process of break up and redesign likely to be high cost and limited capacity of management to focus on both practice and structural change will require high level of external input / expertise - adding to cost
18	Speed of implementation	1	Low Likely to require significant lead in time - minimum 18 months. Unlikely to deliver any benefits for 2+ years. May need to align with political timetables
19	Transparency to DfE	3	Medium Dependent on effective mechanisms in place - but requires 4 governance structures Would require the same agreements around DfE involvement in improvement boards and milestones for assessing progress (multiplied by 4)

2) Outsource to the private sector

Outsource delivery of children's social care services to an external provider for 5 year contract.

1	Better outcomes for children - they are safer as a result	4	Medium Not yet proven elsewhere in children's social care Lead in time likely to distract from focus on front line Will still require programme of improvement in parallel to outsourcing - so if that works, why go ahead?
2	Clear vision	5	High Opportunity to set a very clear vision for the service - would be critical for successful tendering and contracting to choose provider
3	Break from the past	5	High New ground for children's social care locally and nationally
4	Delivers cultural change	3	Medium Likely to deliver some cultural change by moving to a different organisation but learning from other outsourcing deals, does not guarantee a positive change in culture
5	Focuses on improving practice in short term	3	Medium Using private sector / business principles to managing service likely to provide greater rigour But this model does not yet have a proven successful track record for children's safeguarding
6	Support recruitment & retention of staff	2	Low - Med Most people who become SWs do it because it is a vocation and being in a council they support the public service ethos. Unlikely, therefore, they will want to work for private sector organisation. Will be easy for them to transfer to another council due to the high vacancy rates and demand in the region.
7	Provides financial stability	3	Medium Council has already agreed to address historical underfunding in revenue budget and invest in change capacity for two years. Assume this would transfer with the Trust BUT does not include provision for outsourcing process. Also, would need a well constructed contract to ensure that provider does not significantly increase costs and at the same time does not make safeguarding decisions based on resources
8	Strong leadership and management	3	Medium In theory a trust model can provide strong leadership and management Assumes Peter Hay and senior managers from People directorate would not transfer. Dependent on the successful provider recruiting externally and there is a limited pool of high performing senior managers for children's services available in the market
9	Injects pace into improvements	3	Medium Will distract the service from the immediate improvements required and will divert resources into design and management of the outsourcing process. Service does not have sufficient capacity to give both due attention in parallel. Likely to divert frontline staff from improvements because of concerns about the change and time spent in TU / HR consultations
10	Alignment of corporate / business support	4	Med - High Assuming that part of the contract was an agreement that they could buy support from elsewhere
11	Provides clear accountability	3	Medium Possible through effective commissioning.
12	Delivers local political leadership	3	Medium If the contract and commissioning arrangements are well designed, there can be a clear opportunity for political leadership but not to the current extent
13	Infuses external capacity, skills & energy	5	High Assumes that part of the tendering and contracting process would ensure a commitment from any new provider to invest in the required capacity and skills.
14	Strengthens effective relationships and integration with partners	1	Low Risks isolating the service. In delivering better outcomes for children, safeguarding needs to work closely with partners within and outside the council. Outsourcing is likely to fragment existing relationships and the loss of the council as a partnership broker with the multiple partners in Birmingham will place heavy demand on the new Leadership team and require additional capacity. The new structure will undermine pipeline agreements / plans for partnership working modelled on the existing structure and set back progress.
15	Acceptability - DfE	3	Med Not discussed but assume that moving the service out of the council framework would be acceptable
16	Acceptability - local	1	Low Not politically acceptable and unlikely to be unpopular with staff and partners with strong commitment to public ownership of services
17	Financial viability	2	Low-Med Likely to be more expensive because private sector will want to cover risk; potentially high cost of staff redundancy. Additional high cost of managing outsourcing process. Unclear where additional funding would come from for both the improvement and the outsourcing
18	Speed of implementation	1	Low Likely to require significant lead in time - minimum 18 months. Will not deliver any benefits for 2+ years
19	Transparency to DfE	3	Medium Would require highly effective monitoring of provider - not often seen in local or national gov - but can be built in. If accountability rests with BCC as commissioner, unclear how likely a private provider will accept high level of DfE intervention / presence in governance structures

3) Trust Model - accountable to DfE (as per Le Grand paper)

Creation of a Trust for safeguarding children services separate from the Council and with a DfE appointed commissioner and statutory accountability back to Sec of State

1	Better outcomes for children - they are safer as a result	5	High Assumes that the focus and operations of the new organisation will be set up to deliver better outcomes. But will still require a programme of improvement in parallel and does carry the risk of distraction from outcomes for children to managing the structural changes Evidence from ALMOs suggest it can be successful.
2	Clear vision	5	High Safeguarding remit and direction for improvement with a view to return to council in 5 years provide a clear vision for the medium term
3	Break from the past	5	High Innovative for social care - feels different and puts delivery at arms length
4	Delivers cultural change	3	Medium Provides high potential for changing the culture but this is highly dependent on the Leadership & Management team put in place, especially because the workforce in itself will be the same as now. Score assumes Peter Hay and senior managers from People directorate would not transfer. Dependent on recruiting externally and there is a limited pool of high performing senior managers for children's services available in the market
5	Focuses on improving practice in short term	3	Medium Theoretically the single focus on safeguarding would support the short term practice priorities but such a large scale change risks diverting resources and focus from staff, management and the council to the structural change.
6	Support recruitment & retention of staff	4	Med - High For external candidates (and some internal) there is the appeal of working for an org focused on social care but may not appeal to some if the council is no longer the employer. Unlikely to appeal to most internal staff because they are weary of change and craving stability
7	Provides financial stability	3	Medium Council has already agreed to address historical underfunding in revenue budget and invest in change capacity for two years. Assume this would transfer with the Trust BUT does not include provision for costs of design and implementation of the Trust nor any additional running costs as a result of being a separate entity
8	Strong leadership and management	3	Medium In theory a trust model can provide strong leadership and management Assumes Peter Hay and senior managers from People directorate would not transfer. Dependent on recruiting externally and there is a limited pool of high performing senior managers for children's services available in the market
9	Injects pace into improvements	3	Medium Will distract the service from the immediate improvements required and will divert resources into design and implementation of the Trust. Service does not have sufficient capacity to give both due attention in parallel. Likely to divert frontline staff from improvements because of concerns about the change and time spent in TU / HR consultations
10	Alignment of corporate / business support	4	Med - High Potential to have greater alignment of support services if Trust is given freedom to specify and commission support from alternative providers. If still have to buy from BCC, score will be much lower. Corporate alignment within the Trust would be high by virtue of the design and remit. Alignment with the corporate centre of the council likely to reduce significantly because the Trust is taken out of the council framework
11	Provides clear accountability	1	Low Legality of the proposals in relation to statutory accountabilities is unclear and unresolved
12	Delivers local political leadership	1	Low The proposed model removes statutory accountability for children away from the council
13	Infuses external capacity, skills & energy	4	Med - High The injection of additional capacity does not appear to be a core part of the model but there is no reason to believe it couldn't be built into the model subject to the identification of funding
14	Strengthens effective relationships and integration with partners	3	Medium High risk of fragmenting public services and losing partner relationships In delivering better outcomes for children, safeguarding needs to work closely with partners within and outside the council. The new structure is likely to fragment existing relationships and the loss of the council as a partnership broker with the multiple partners in Birmingham will place heavy demand on Leadership team in the Trust and require additional capacity. The new structure will undermine pipeline agreements for partnership working and set back progress.
15	Acceptability - DfE	5	High But question whether they would proceed until accountability issues as a minimum are resolved
16	Acceptability - local	1	Low Not acceptable to the council because of the loss of accountability (statutory for children's social care and democratic) and local political leadership
17	Financial viability	4	Med - High Score is based on 2 key assumptions: 1. The service is given financial stability before creation of the Trust 2. The total costs of design and implementation of the Trust model are funded by DfE

18	Speed of implementation	2	<p>Low - Med</p> <p>Legal issues are not resolved yet so it is likely to delay implementation.</p> <p>Also, the process from in agreement to design to implementation is expected to take at least 18 months.</p> <p>Any benefits in quality of the service are unlikely to be realised until service has settled into new Trust (min 6 months), so 2 years + following decision to establish Trust</p>
19	Transparency to DfE	5	<p>High</p> <p>The high level of involvement and accountability of the DfE in the model - through appointed commissioner and changes in stat accountability - would necessitate a high level of transparency</p>

4) Trust Model - accountable to BCC (as per Doncaster counter-proposal)

A delivery and commissioning Trust for children's safeguarding services, directly accountable to the Council. It allows for the service to be handed back to the council once improvements have been made.

1	Better outcomes for children - they are safer as a result	5	High Assumes that the focus and operations of the new organisation will be set up to deliver better outcomes. But will still require a programme of improvement in parallel. If follow shadow trust approach, allows focus on practice in short term and reduces risk of distraction Evidence from ALMOs suggest it is successful.
2	Clear vision	5	High Safeguarding remit and direction for improvement with a view to return to council in 5 years provide a clear vision for the medium term
3	Break from the past	5	High Innovative for social care - feels different and puts delivery at arms length out of council framework and direct management
4	Delivers cultural change	3	Medium Provides high potential for changing the culture but this is highly dependent on the Leadership & Management team put in place, especially because the workforce in itself will be the same as now. Score assumes Peter Hay and senior managers from People directorate would not transfer. Dependent on recruiting externally and there is a limited pool of high performing senior managers for children's services available in the market
5	Focuses on improving practice in short term	3	Medium Theoretically the single focus on safeguarding would support the short term practice priorities but such a large scale change risks diverting resources and focus from staff, management and the council to the structural change.
6	Support recruitment & retention of staff	4	Med - High For external candidates (and some internal) there is the appeal of working for an org focused on social care but may not appeal to some if the council is no longer the employer. Unlikely to appeal to most internal staff because they are weary of change and craving stability
7	Provides financial stability	3	Medium Council has already agreed to address historical underfunding in revenue budget and invest in change capacity for two years. Assume this would transfer with the Trust BUT does not include provision for costs of design and implementation of the Trust nor any additional running costs as a result of being a separate entity
8	Strong leadership and management	3	Medium Assumes Peter Hay and senior managers from People directorate would not transfer. Dependent on recruiting externally and there is a limited pool of high performing senior managers for children's services available in the market
9	Injects pace into improvements	3	Medium Will distract the service from the immediate improvements required and will divert resources into design and implementation of the Trust. Service does not have sufficient capacity to give both due attention in parallel. Likely to divert frontline staff from improvements because of concerns about the change and time spent in TU / HR consultations
10	Alignment of corporate / business support	4	Med - High Potential to have greater alignment of support services if Trust is given freedom to specify and commission support from alternative providers. If still have to buy from BCC, score will be much lower. Corporate alignment within the Trust would be high by virtue of the design and remit. Alignment with the corporate centre of the council likely to reduce somewhat but can be mitigated through effective provider management
11	Provides clear accountability	5	High Retains clear statutory accountability to council for DCS functions
12	Delivers local political leadership	4	Med-High If the commissioning arrangements are well designed, there can be a clear opportunity for strong political leadership. Opportunity for Political representation on Executive Board (as in some ALMOs)
13	Infuses external capacity, skills & energy	4	Med - High The injection of additional capacity does not appear to be a core part of the model but there is no reason to believe it couldn't be built into the model subject to the identification of funding
14	Strengthens effective relationships and integration with partners	4	Med - High In delivering better outcomes for children, safeguarding needs to work closely with partners within and outside the council. The new structure is likely to fragment existing relationships and the loss of the council as a partnership broker with the multiple partners in Birmingham will place heavy demand on Leadership team in the Trust and require additional capacity. The new structure will undermine pipeline agreements for partnership working and set back progress.
15	Acceptability - DfE	4	Med - High Addresses issues of concern from DfE and based on Doncaster proposal, is deemed acceptable
16	Acceptability - local	4	Med - High Acceptable because of the phasing of the shadow trust and retention of political and statutory DCS accountability

17	Financial viability	4	<p>Med - High</p> <p>Score is based on 2 key assumptions:</p> <ol style="list-style-type: none"> 1. The service is given financial stability before creation of the Trust 2. The total costs of design and implementation of the Trust model are funded by DfE <p>Low additional costs for establishing shadow trust arrangements</p>
18	Speed of implementation	3	<p>Medium</p> <p>Shadow Trust phasing can be set up relatively quickly (within 6 months)</p> <p>But the process from agreement to design to implementation of full Trust is expected to take 18 months.</p> <p>The full benefits in quality of the service are unlikely to be realised until service has settled into new Trust (min 6 months), so 2+ years following decision to establish Trust</p>
19	Transparency to DfE	4	<p>Med - High</p> <p>e.g. through a strategic commissioner approved by DfE</p> <p>Also a mutually agreed lead / team on improvement board who is directly accountable to DfE; clear milestones / intervention points for DfE</p>

5) Integrated transformation

A phased strategy that maintains front line practice as short term priority but signals a clear strategic direction towards integrated commissioning and delivery, including establishment of inter-agency governance and a shadow multi-agency board for commissioning. Taps into the skills and capacity of external improvement partners from the private and public sector.

1	Better outcomes for children - they are safer as a result	5	High Provides stability and maintains a clear front line focus. Children's outcomes are at the core of the strategy with benefit of partnership approach Has benefit of learning from the past attempts in children's plus replication of model for delivering operational excellence and better outcomes for vulnerable people in Adult Social Care
2	Clear vision	4	Med - High Strategy provides a clear vision for the future of children's services - based on integrated commissioning and delivery with partners. Design principles provide clear view of direction. Score will increase once the delivery programme for the strategy is in place
3	Break from the past	3	Medium Analysis of why service has failed to deliver change in the past - and strategy seeks to address those issues For the first time, the issue is accepted as a whole council responsibility Sector support, improvement partner, and skills / inputs from public, private and vol sector represents a shift from traditional in house improvement plans and forces a more outward focused (rather than isolated) approach supported by creation of People Directorate
4	Delivers cultural change	4	Med - High Strategy acknowledges poor change management culture has been key factor in failing to improve - addressed through strategy. Developing a performance management culture also part of strategy. Integration of children's services into People Directorate will naturally result in a change in culture with opportunity to apply learning & methodology for change mgt from Adults Transformation programme
5	Focuses on improving practice in short term	5	High Work to improving practice (eg BIT) and implement changes to strengthen frontline management through increase in Team Mgrs is already in train. Strategy has strong emphasis on improving practice programme in short term alongside projects to set foundations for redesign of children's service model
6	Support recruitment & retention of staff	4	Med - High Existing staff base in place. Many staff are committed to working for Birmingham and craving stability which the strategy delivers. New culture of honesty and transparency together with focus on practice and integrated model appear popular with frontline staff Recruitment strategy includes need to rebrand the council / service and clear vision will support that. New simplified frontline management structure will make sense to potential candidates.
7	Provides financial stability	4	Med - High Council has already agreed to address historical underfunding and agreed permanent increase to the revenue budget and also agreed to invest in change capacity for two years. Two service reviews (Schools relationship and Early Years) are critical for addressing current mismatch in resources and securing financial stability.
8	Strong leadership and management	4	Med - High Creation of the People Directorate provides a strong leadership team to own the transformation agenda for children's services. A workforce development programme will strengthen the management within children's services through training and peer support. Strategy based on transformation through the wider workforce (skills, capacity and relationships) not structures
9	Injects pace into improvements	4	Med - High Injection of capacity, skills and energy is core plank of the strategy. Focus on immediate priorities in the short term ensures that there is no delay or distraction from immediate improvements. Funding for external support and project managers has already injected pace into priority projects / actions. Package of support will sustain the pace.
10	Alignment of corporate / business support	3	Medium Contingent on setting up support services board and changing the relationship between service and corporate services AND explicit changes to increase freedoms on recruitment and procurement. New CE will review corporate arrangements early on Increased score with freedom for service to buy services from elsewhere if level of corporate support not satisfactory / does not meet SLA
11	Provides clear accountability	5	High Keeps clear line of statutory accountability from front line through to Director of People and CEx. New TM structure provides clearer accountability and line of sight on operations. Firmly maintains democratic accountability with view to increase engagement of politicians at local level.
12	Delivers local political leadership	5	High Strong local political leadership already demonstrated by Leader and Children's Cabinet Member in challenging service, supporting the strategy and Leader chairing Improvement Board. Strategy further develops political leadership through strengthening Scrutiny and increasing engagement of members at local service level.
13	Infuses external capacity, skills & energy	5	High Analysis recognises that additional capacity, skills and energy are required to deliver the strategy. It includes commitment of support from within council and makes financial provision for a network of external expertise from partners and the private, voluntary and local gov sectors.

14	Strengthens effective relationships and integration with partners	5	High Strategy is fundamentally based on strengthening partnerships and establishing interagency governance and multi agency commissioning and delivery. Partners have been given a clear signal that they are part of the solution and invited to engage in agreeing a shared vision and shaping the future. Keep the scale and influence of the wider council in brokering and building relationships with partners.
15	Acceptability - DfE	3	Medium Not yet discussed but may not be considered sufficiently "different" and enough of a break with the past but does align with direction from Children's Minister in terms of immediate focus / priorities
16	Acceptability - local	5	High The strategy is the council's preferred option, balancing the need to focus on the immediate practice issues with an acceptance that it needs to do things differently in order to deliver sustained improvements in children's services
17	Financial viability	5	High Council already committed to funding the strategy and improvement plan. Strategy establishes financial stability through service reviews as well as increase in revenue funding. Focus on transformation through workforce (skills, capacity and relationships with partners) rather than structural changes.
18	Speed of implementation	5	High Builds on the current simple plan and is quick to implement. Plan is a phased one that enables short term focus on practice and putting in place foundations for the design of the future operating model and medium term plan.
19	Transparency to DfE	4	Med - High Intention to maintain close and regular engagement with the the DfE through the delivery of the strategy, e.g. an approved lead or team on the improvement board who is directly accountable to DfE and the joint development of agreed clear milestones and intervention points for DfE to assess progress.

Low: 1

Low – Med: 2

Medium: 3

Med – High: 4

High: 5