Programme Initiation Document

Programme Name: Children's Improvement Programme

Authors
Chris Bush; Commissioning Director Children's Care and Support
Sean Girty; Head of Service Development Children's Care and Support
Heather Storey; Head of Commissioning Children's Care and Support

Prepared for Corporate Strategy Group

Version 3.0

June 2019

Table of Contents

1   Programme Definition

1.1   Background / summary

The model for Children's Care and Support is no longer fit-for-purpose. The entrenched needs of some of our residents, coupled with emerging risks to children are placing an increasing strain on a system that is increasingly unable to meet them. The situation is compounded by a growing, rapidly changing population that, is pushing the existing system close to breaking point.

In February 2019 the service was subject to a two-week OFSTED ILACS Inspection. This inspection judged that the service 'requires improvement' and makes clear and specific recommendations where that improvement is most needed to get to 'good'. In many cases work was already underway to make these improvements, and OFSTED recognised that we were already aware of what needed to improve, that our plans for doing so were sound and - in some cases - evidently making a difference.

To meet these challenges several strands of improvement activity have been carefully compiled. These are described in more detail in section 1.2. These strands of work comprise the Children's Care and Support Improvement Programme. Considerable development of these plans has already been undertaken, with much of this work pre-dating the more recent driver of the OFSTED inspection. As a result, many of the plans outlined within this document have already been presented in other forms to various governance groups e.g. the new Target Operating Model was presented to Corporate Strategy Group in April 2019, and the OFSTED Improvement Plan to Corporate Assurance Group in May 2019. These plans have been co-produced with core staff in Children's Care and Support and represents the shared view of Care and Support of how best to deliver the required improvements.

This PID brings together those plans into a coherent programme of improvement work.

The Children's Care and Support Improvement Programme has been informed by several factors:

- Our population is rapidly changing with increasing numbers of children and young people requiring our help, care and support. There is also growing diversity and we have plans to grow our population further. This provides both opportunities and challenges for our change programme, and we must ensure our services are fit for purpose in our new demographic context.

- Many of the challenges we have been grappling with for some time, including neglect, domestic abuse and poor attainment amongst our care leavers remain unsolved. These issues are complex, intergenerational and pervasive. In last year's school survey over 34% of children and young people felt it was acceptable to hit or be hit by their partner, showing just how entrenched and damaging some of the issues we are trying to solve really are.

- Our residents' survey provides us with lots of rich and valuable information on what they expect from us and we know they are concerned about their children and about safety in the Borough. These are priorities for us and we seek to address residents' worries through this improvement work. We will also do more to understand the views of children and young people living in Barking and Dagenham who do not vote and are not surveyed in this way, through proper consultation and a renewed effort to pay attention to the thoughts and wishes of the children and young people we are working with.

- During our recent inspection OFSTED dove deep into our services and provided detailed feedback on what we need to improve. This augmented the range of external tests that had

already been applied to the system through externally commissioned reviews. The ILACs inspection was both instructive in helping us identify our strengths and weaknesses, and reassuring in that they largely ratified our existing self-evaluation and plans for improvement.

This PID seeks to connect this clear drive for improvement to the financial challenges the Council is facing, addressing the OFSTED improvement plan, the new target operating model (presenting first an improvement structure and then an efficient structure), as well as several policy and strategic requirements. This programme is also closely linked to the emerging Theory of Change and where possible we have referred to this and ensured the programme is aligned to the developing structure and work of the Council, both now and in the future.

1.2   Objectives

Put simply, the objective of the programme is to improve the quality and long-term financial sustainability of Children's Care and Support. This PID incorporates all our work in that area under a single plan, with four key strands:

1. Practice Improvement

This will be a detailed plan to deliver practice/service improvement and respond specifically to learning from OFSTED (and what we already knew). It includes improvements across Assessment and Safeguarding, Public Law Outline, LAC, Care Leavers and Permanence, Supervision and Management Oversight, Early Help and the Community Solutions offer, Pre-Birth and Health Services, and understanding and improving on our children's lived experiences.

2. Service Improvement

These will be delivered through over-arching 'strategies' or, in the case of Commissioning, through specific Commissioning Plans distinct by theme. They include additional work on the Performance Management Framework, Quality Assurance Framework, Practice Framework and Practice Standards, the Principal Social Worker Model, Workforce Development and Commissioning Activity and Plans.

3. Service Design

These are the structural and organisational changes that will need to be made in order to directly support the first two strands, specifically, enacting the new Target Operating Models, including Children's Care and Support, Commissioning and Brokerage, Safeguarding and Quality Assurance, the Outcome of the Disability Service review and relevant elements of Community Solutions i.e. Early Help and the Enhanced Local Offer.

4. Strategic Planning

The core strands of the Theory of Change pertinent to Children's Care and Support. Thought must be given as to how we articulate these individually if required. We need plans to address;
- Neglect and Exploitation;
- Early Help and Prevention;
- Domestic Abuse/Youth Violence/Knife Crime;
- Best Start and Best Education;
- Mental Health and Wellbeing;
- Promoting Independence/Increasing Resilience

The size of this programme should not be underestimated, in terms of scope, ambition and financial implications. Each strand of work has a series of key deliverables and outcome measures attached to them. This is a large programme and each of these strands will have key accomplishments associated with them. Detailed plans of activity will need to sit under each strand (or project), some of which are already underway, and some are in their infancy.

1.3   Outcomes / Critical Success Factors

This programme must:

a.   Deliver the OFSTED Improvement Plan;

b.   Implement the new Target Operating Model for Children's Care and Support. In Phase I this will be the 'Improvement Structure' (an enhanced structure to stabilise the service and continue the rapid improvements required, most notably those specified by OFSTED);

c.   Move to the Efficient Structure Target Operating Model within the specified timescale (a reduced structure that can be moved to once the service is stable and, crucially, on a more sustainable footing having resolved many of the more acute strategies through the Improvement Structure);

d.   Improve outcomes for children and young people, particularly – but not limited to - those identified in the OFSTED Improvement Plan. The outcomes frameworks – and measures – already used will be both the mechanism for tracking outcomes and the baseline against which they will be measured.

e.   Ensure that the relevant policies, procedures and protocols are in place to support high-quality Social Work practice and provide suitable assurance that services are safe, effective and delivery improved practice.

f.   Develop the requisite Commissioning Plans (to make sure that the correct support and intervention services are in place in the most cost-effective way) and Commissioning Mandates to clarify the roles and responsibilities of internal Council services and how each service block contributes to delivering improved outcomes for our children and young people.

g.   Deliver the above objectives within the financial envelope specified and against the projected financial trajectory up to and including 2021/22 once both are agreed and confirmed.

1.4   Lessons Learned

In 2014 Programme SAFE was initiated across Children's Services to drive improvements and contain a large overspend position. In late 2015 this merged into the development of the first Children's Care and Support Target Operating Model under the umbrella of the wider Council Transformation Programme. Whilst there were some notable successes resulting from these two programmes of work, it is also true to say that these endeavours yielded considerable learning.

The appropriate level of suitably skilled resource and strong leadership commitment from across the Council is vital to successfully delivering the improvements required in Children's Care and Support. Whilst using business as usual (BAU) resource wherever possible helps to ensure ownership of the changes and continuity once the programme has ended (as well as helping to contain programme costs) implementing change requires dedicated resource with specialist skills and additional capacity.

Clear lines of governance are equally important and were found to not be sufficiently strong when evaluating the previous programmes. Clarity around the governance, with clear tolerances for each board, will empower decision making and help speed up successful implementation.

We have also learned that taking only a top-down approach to change might get the deliverable produced and immediate saving realised, but only a bottom-up approach will ensure hearts and minds are changed, outcomes achieved, long-term change is sustainable, and benefits are realised. A strong business change function led by the Operational Director and their Operational Management Team will monitor and ensure business readiness for changes being implemented will increase the likelihood of benefits being successfully realised. This function will also ensure the business is ready for any support/programme being closed/removed too early.

The refined Programme Management Office (PMO) monitoring and reporting process helps to focus activity, ensure delivery, and unblock Council-wide issues without stifling bureaucracy.

These lessons have all been considered when shaping this document.

2   Programme Planning

2.1   Approach

Where there is major change there will be complexity, risk, many interdependencies to manage and conflicting priorities to resolve.

Taking the Managing Successful Programmes (MSP) approach, which provides a structured framework and approach to programme management will help avoid pitfalls such as:

- Insufficient board-level support;
- Weak or ineffective programme leadership;
- Unrealistic expectations of capacity and capability to change;
- Inadequate focus on benefits;
- No picture of future capability;
- Poorly defined vision;
- Failure to change culture; and
- Insufficient engagement of stakeholders.

To develop the Improvement, programme a variety of approaches have been used:

- To understand what is required to change several externally commissioned tests of the system were performed. This allowed a full understanding of the strengths and weaknesses of the system and culminated in the production of the Annual Self Evaluation.

- To supplement this, the OFSTED ILACS Inspection provided both a test of the system itself, as well as of our plans (as set out in the Self Evaluation) to improve the system. This was an important stage in evaluating our planned approach.

- The plans for improvement within this document were developed through a series of facilitated workshops with key stakeholders, particularly those with expertise in frontline practice and, most importantly, those who are/will be delivering services to children and young people.

We will continue to use these methods and expand on our use of various user-led forums to ensure the changes being implemented will meet the needs of our vulnerable residents, of our staff, and of the Council. Most importantly this approach – alongside the Programme Outcomes Framework (1.3) – will tell us if the change is working.

2.2   Plan

The detailed programme delivery plan can be accessed through the links in section 5 of this document.

2.3   Key Milestones
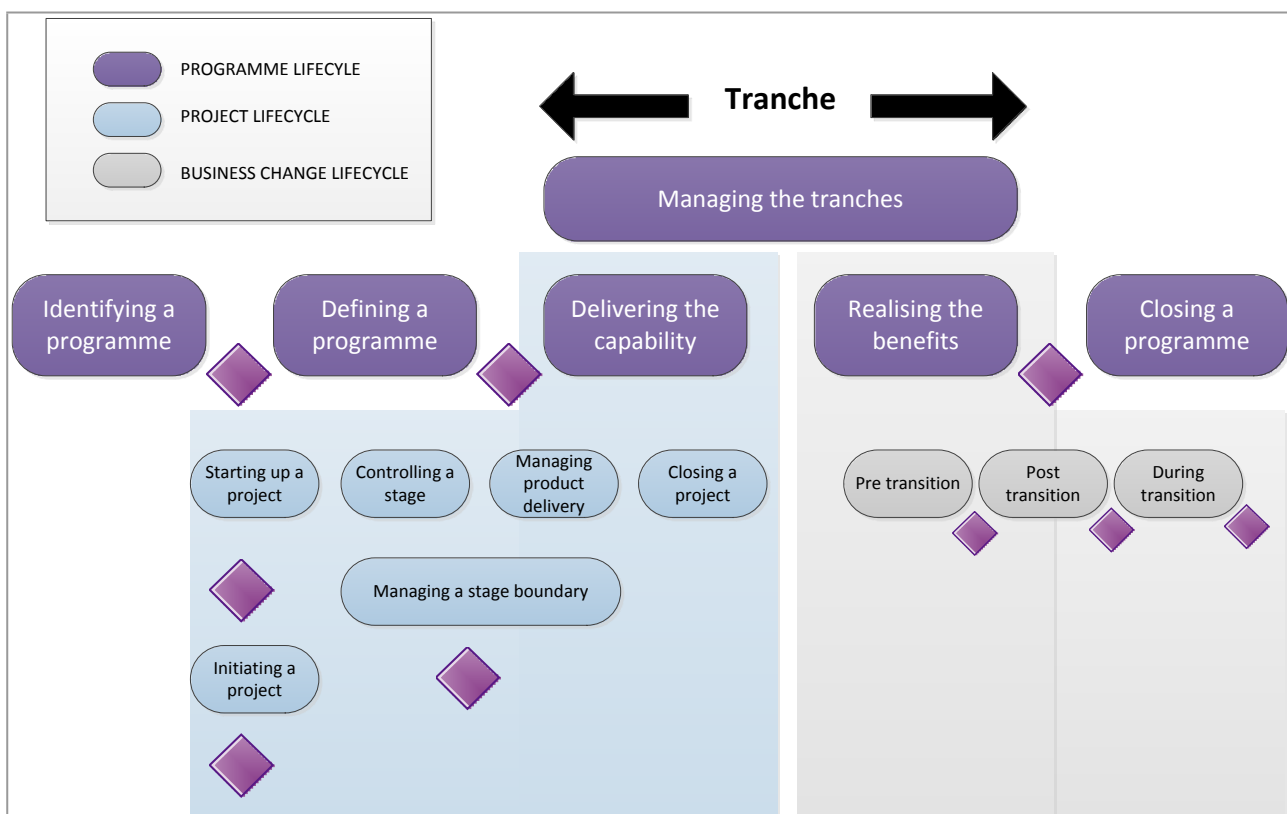
Programme stage	Anticipated Delivery Date	Owner
Identifying a Programme	April 2018 to April 2019	SRO
Defining a Programme	April 2019 to June 2019	SRO
Delivering the Capability • Project lifecycle	June 2019 to April 2020	Programme Manager
Realising the Benefits • Business change lifecycle	April 2020 to April 2021	Business Change Director
Closing the Programme	April 2021	SRO

2.4 Key Deliverables and Governance Summary

Programme Plan with 23 key deliverables has been drawn up which helps to clarify the appropriate governance paths (either within the council or with our strategic partners). In order to deliver this improvement programme there are 355 lines in the programme plan.

Level	Unique ID	Deliverable	Owner	Team/Dept.	Start Date	End Date
1	1	**TOM2 Design Pack Completed**	**Sean Girty**	**Programme Delivery**	**01/06/2018**	**18/04/2019**
1	16	Operational endorsement	Children's Leadership	Governance	09/04/2019	11/04/2019
1	17	CSG endorsement	CSG	Governance	11/04/2019	18/04/2019
1	18	**Programme Initiation Document Completed**	**Sean Girty**	**Programme Delivery**	**30/04/2019**	**16/05/2019**
1	19	CSG endorsement	CSG	Governance	09/05/2019	16/05/2019
1	20	**Programme Budget Set Up**	**Katherine Heffernan**	**Finance**	**16/05/2019**	**01/06/2019**
1	21	**Programme Governance Set Up**	**Sean Girty**	**Programme Delivery**	**16/05/2019**	**01/06/2019**
1	22	**Programme Team Set Up**	**Sean Girty**	**Programme Delivery**	**16/05/2019**	**01/07/2019**
1	23	**Stakeholder Analysis and Communications Plan**	**Sean Girty**	**Programme Delivery**	**TBD**	**TBD**
1	24	Endorsed by Children's Improvement Board	Children's Improvement Board	Governance	TBD	TBD
1	25	**New Recruitment and Retention Scheme Go Live**	**Gail Clark**	**HR**	**03/06/2019**	**04/10/2019**
1	32	Endorsed by Operations	Children's Leadership	Governance	24/07/2019	24/07/2019
1	33	Endorsed by Workforce Board	Workforce Board	Governance	25/07/2019	25/07/2019
1	34	Union Consultation	Jackie Cleary	Governance	05/08/2019	09/08/2019
1	44	**Recruitment Approach and to fill new roles**	**Gail Clark**	**HR**	**29/04/2019**	**20/06/2019**
1	47	Endorsed by Operations	Children's Leadership	Governance	07/06/2019	07/06/2019
1	48	Proposal Endorsed by Workforce Board (or Procurement Board)	Workforce Board or Procurement Board	Governance	20/06/2019	20/06/2019
1	51	**Standardised Induction / Manadatory Training / Linked to Probation Period**			**01/05/2019**	**22/08/2019**
1	54	Endorsed by Operations	Children's Leadership	Governance	02/08/2019	02/08/2019
1	55	Proposal Endorsed by Workforce Board (linked to probation period)	Workforce Board	Governance	22/08/2019	22/08/2019
1	57	**Roycraft Ground Floor and Reception refurbished**	**Andy Bere**	**Accommodation**	**01/05/2019**	**01/11/2019**
1	60	Operational endorsement	Children's Leadership	Governance	02/08/2019	02/08/2019
1	61	Union Consultation	Jackie Cleary	Governance	16/08/2019	16/08/2019
1	64	**Children's Management Posts recruited to (HoS to CSW)**	**April Bald**	**Operations**	**20/05/2019**	**01/03/2020**
1	67	Endorsed by Children's Improvement Board	Children's Improvement Board	Governance	11/07/2019	11/07/2019
1	68	Endorsed by Workforce Board	Workforce Board	Governance	18/07/2019	18/07/2019
1	69	Union Consultation	Jackie Cleary	Governance	22/07/2019	26/07/2019
1	76	If enacted, Sounding Board ends. 2 weeks	Jackie Cleary	Governance	TBD	TBD
1	89	**Assessment & Safeguarding Service (inc Pre-birth) Go Live**	**Carolyn Greenaway**	**Operations**	**03/06/2019**	**01/04/2020**
1	94	Endorsed by Operations	Children's Leadership	Governance	06/09/2019	06/09/2019
1	95	Endorsed by Children's Improvement Board	Children's Improvement Board	Governance	17/09/2019	17/09/2019
1	104	If enacted, Sounding Board ends. 2 weeks	Jackie Cleary	Governance	TBD	TBD
1	121	Decision to go live/not go live	Children's Leadership	Governance	07/02/2020	07/02/2020
1	124	**Adolescent & Youth Offending Service (inc missing & exploitation) Go Live**	**Angie Fuller**	**Operations**	**03/06/2019**	**01/04/2020**
1	128	Endorsed by Operations	Children's Leadership	Governance	06/09/2019	06/09/2019
1	129	Endorsed by Children's Improvement Board	Children's Improvement Board	Governance		
1	139	If enacted, Sounding Board ends. 2 weeks	Jackie Cleary	Governance	TBD	TBD
1	159	Decision to go live/not go live	Children's Leadership	Governance	07/02/2020	07/02/2020
1	162	**Corporate Parenting and Permanent Service (inc RAA) Go Live**	**Joanne Tarbut**	**Operations**	**01/07/2018**	**06/09/2019**
1	166	Endorsed by Operations	Children's Leadership	Governance	06/09/2019	06/09/2019
1	167	Endorsed by Children's Improvement Board	Children's Improvement Board	Governance		
1	185	If enacted, Sounding Board ends. 2 weeks	Jackie Cleary	Governance	TBD	TBD
1	204	Decision to go live/not go live	Children's Leadership	Governance	07/02/2020	07/02/2020
1	207	**Targeted Intervention Hub Go Live**	**TBD**	**Operations**	**01/11/2018**	**01/08/2020**
1	217	Endorsed by Operations - Childrens	Children's Leadership	Governance	04/10/2019	04/10/2019
1	218	Endorsed by Operations - Com Sol	Community Solutions Board	Governance	11/10/2019	11/10/2019
1	219	CSG endorsement	CSG	Governance	18/10/2019	18/10/2019
1	229	If enacted, Sounding Board ends. 2 weeks	Jackie Cleary	Governance	TBD	TBD
1	246	Decision to go live/not go live	Children's Leadership	Governance	10/07/2020	10/07/2020
1	249	**Service Development / BSO Go Live**	**Sean Girty**	**Programme Delivery**	**01/01/2016**	**02/09/2019**
1	250	Endorsed by SD&I (under Anne Bristow)	SD&I	Governance	01/01/2018	01/01/2018
1	251	Endorsed by Workforce Board	Workforce Board	Governance	01/01/2018	01/01/2018
1	270	**Brokerage and Placement Go Live**	**Heather Storey**	**Commissioning**	**01/01/2019**	**02/09/2019**
1	272	Endorsed by Operations	Children's Leadership	Governance	09/08/2019	09/08/2019
1	273	Endorsed by Workforce Board	Workforce Board	Governance	23/08/2019	23/08/2019
1	274	**Digital Enhancements Go Live**	**Sean Girty**	**Programme Delivery**	**01/09/2019**	**01/04/2020**
1	280	Endorsed by Operations	Children's Leadership	Governance	TBD	TBD
1	281	Endorsed by Technical Design Authority	Technical Design Authority	Governance	TBD	TBD
1	282	**Ensure that the relevant policies, procedures and protocols are in place to support high-quality Social Work practice and provide suitable assurance that services are safe, effective and delivery improved practice.**	**April Bald**	**Operations**	**01/01/2019**	**01/04/2020**
1	297	Endorsed by Children's Improvement Board	Children's Improvement Board	governance	01/12/2019	01/04/2020
1	298	Endorsed by Health & Wellbeing Board / Safeguarding Board	Health & Wellbeing Board / Safeguarding Board	governance	TBD	TBD
1	299	Endorsed by Community Safety Partnership	Community Safety Partnership	governance	TBD	TBD
1	300	**Develop the requisite Commissioning Plans (to make sure that the correct support and intervention services are in place in the most cost-effective way) and Commissioning Mandates to clarify the roles and responsibilities of internal Council services and how each service block contributes to delivering improved outcomes for our children and young people.**	**Chris Bush**	**Commissioning**	**01/05/2019**	**01/11/2020**
1	311	Endorsed by Children's Improvement Board	Children's Improvement Board	governance	TBD	TBD
1	312	Endorsed by Council's Procurement Board	Procurement Board	governance	TBD	TBD
1	313	Endorsed by Integrated Care Partnership Board	Integrated Care Partnership Board	governance	TBD	TBD
1	314	Endorsed by Health & Wellbeing Board / Safeguarding Board	Health & Wellbeing Board / Safeguarding Board	governance	TBD	TBD
1	315	Endorsed by Community Safety Partnership	Community Safety Partnership	governance	TBD	TBD
1	316	**Early Help Improvement**	**Mark Fowler**	**Operations - Community Solutions**	**01/05/2019**	**01/04/2020**
1	322	Endorsed by Children's Improvement Board	Children's Improvement Board	governance	TBD	TBD
1	323	Endorsed by Health & Wellbeing Board / Safeguarding Board	Health & Wellbeing Board / Safeguarding Board	governance	TBD	TBD
1	324	**Health Improvement**	**Elaine Allegretti and Jacqui Himbrey**	**DCS and CCG**	**01/02/2019**	**01/11/2019**
1	332	Endorsed by Children's Improvement Board	Children's Improvement Board	governance	TBD	TBD
1	333	Endorsed by Health & Wellbeing Board / Safeguarding Board	Health & Wellbeing Board / Safeguarding Board	governance	TBD	TBD

2.5   Dependencies

Dependency 1*:* Success of Theory of Change in addressing issues of neglect, mental health and homelessness and reducing demand that is elsewhere in the system (though the Target Operating Model does not make any assumptions about a reduction in demand before 2021/22, it does assume that demand can be contained to a large extent).

Dependency 2: Success of partners (Community Solutions, Health, Education and Inclusive Growth) to create effective pathways into housing and employment for our vulnerable children and their families, as well as supporting them to address issues of debt.

Dependency 3: Success of partners (Youth Offending, Police, Integrated Gangs Unit, Courts, Community Safety) on crime, desistance of crime and tackling repeat offenders.

Dependency 4: Success of Mental Health and community provision on substance misuse.

Dependency 5: The Core Transformation programme doesn't jeopardise our transformation by removing/reducing capacity of Finance/HR resources which are required for this programme.

Dependency 6: Decisions on Building and Asset Rationalisation, specifically the redesign of Roycraft ground floor reception and office space, allowing those social work staff supporting children in care and care leavers to be moved from The Foyer in Roycraft, and the relocation of those staff in the targeted intervention hub out in the community (e.g. remodelling Mayesbrook and making better use of other community assets)

Dependency 7: Decisions on growing the Borough via the inclusive growth strategy will likely mean our younger population will continue to grow in the borough. The funding necessary to support this cohort will need to continually be reviewed by CSG and Strategic Partners (particularly the impact on early help, schools, social care etc)

Dependency 8: Decisions on recruitment and retention scheme and other USPs set out in the workforce strategy

Dependency 9: Early help must now impact the demand for statutory services, by preventing families from needing social care intervention and by providing timely interventions that ensure sustainable change in outcomes for those families as per OFSTED finding.

2.6   Constraints / Mandatories

- Programme spend must stay within budget (Section 3) and not exceed the contingency. Delivering in accordance with the timescales set out in the programme plan and with the Programme resource specified (utilising BAU resource wherever possible) will help.

- OFSTED set the quality standards for delivery of statutory children's services, the programme must support the delivery of these standards.

- Applying qualified social work expertise in early help to ensure risk identification, application of thresholds and safety planning is well embedded.

- We expect a follow-up inspection by OFSTED within 2-years (in accordance with the Standard Inspection cycle for Council's receiving a 'Requires Improvement' judgement).

2.7   Assumptions

Assumption 1: All assumptions used in the demand and workforce modelling are linked to in section 5. If demand exceeds the estimates, then the staffing numbers will be too low and further investment will be required to achieve OFSTED endorsed caseloads.

Assumption 2: All external funding sources required to fund the positions in the TOM can be secured.

Assumption 3: All resources (revenue and capital) required for the programme, including BAU resource, as detailed in section 4.1 will be made available. This includes enough flexibility in the MTFP to allow for the implementation of the Target Operating Model Improvement Structure.

2.8   Exclusions

Exclusion 1: Changes to Health provision (except for those changes that are specified in the OFSTED Improvement Plan and where Health colleagues have subscribed to the delivery to be monitored through the Children's Improvement Board).

Exclusion 2: Changes to Education provision (except for Youth at Risk Matrix workers based in schools).

Exclusion 3: Changes to Police provision (except for Youth Offending Service based officers and the Gangs Unit).

Exclusion 4: Wider changes to Community Solutions that are not as specified in the Target Operating Model and the OFSTED Improvement Plan (though the assumption is made that the requirements set out in the dependencies are met).

Exclusion 5: Changes to Adults/Disability Services. This will be delivered by another programme.

Exclusion 6: Changes to Core Services (Commissioning, Finance, HR, IT etc). This will be delivered by another programme.

3   Finance - Budget, Resource requirements, MTFS contribution, Costs, Savings Required

The financial implications of the programme are two-fold.

The implementation of the new Target Operating Model will place demands upon the Council's General Fund, demands that are not currently accounted for in the Medium-Term Financial Plan. The programme itself will incur one-off, time-limited costs to support implementation.

Costs: Revenue

The first phase the proposed Target Operating Model (the 'Improvement Structure) places an additional pressure of £1.9m on the Children's Care and Support budget. This is offset by increased funding for 2018/19 of £2.56m from the Social Care Grant and MTFP growth funding, but this is tempered by a savings target of £1.12m. For 2019/20 there is growth of £1.1m identified in the MTFP, but pre-existing savings targets of £1.46m. There are already savings plans in place totalling £2.45m across the two years, and the delivery of these will be monitored through this programme. In

the second phase of delivery – at the end of 2020/21, for impact in 2021/22 - a reduction in expenditure of £1.15m is planned as the 'Efficient Structure' of the Care and Support Operating Model is implemented.

The implications for the Children's Care and Support budget over the next three financial years is outline at Appendix B. Given the inherent pressure of circa. £5m, the true cost must be considered within this context: the implications of this are a pressure in Children's Care and Support of £4.2m in 2019/20; £4.9m in 2020/21 and £3.7m in 2021/22. It should be noted that were the Social Care Grant (of £1.56m) from government to continue, it would reduce this final figure to a pressure of £2.2m in 2021/22.

Sources of Funding: Revenue

A breakdown of the sources of funding during both phases of the implementation are detailed at Appendix C.

Costs: Capital

£1.095m (anticipated costs of the programme). These are detailed in section 4.1.

Comments from Katherine Heffernan; Head of Service - Finance

The proposed TOM is projected to cost just over £18m in the Improvement Phase. This includes the full cost of staffing based on the 2018/19 pay scales plus some assumptions for agency staffing and the proposed reward scheme. The use of 2018/19 pay scales is in line with the council wide decision not to fund the 2019/20 pay award: for this service a 2% pay rise is estimated to cost £0.36m which would be in addition to the £18m cost. (There is some mitigation in that costings are top of range and assume pension fund membership).

The modelling of the TOM has been carried out based on the service's own projections of likely demand for services in 2019/20. Due to time constraints the Finance service has not had an opportunity to review these calculations.

The costings also include an allowance for 15% of Social Workers and Senior Social Workers posts to be filled by agency staff at a premium of £30k and a reward scheme based on £5k golden handshake and up to 6% reward payment. The total allowance for these two elements is £1.181m. It should be noted that the current level of agency staff is significantly above 15% and that the design of the reward scheme has not been finalised. In addition, it is proposed that staff on the current recruitment and retention scheme will be offered the option to move across to the new scheme but may not chose to do so. The current scheme is paid on a one-off retention award of £15k in the fifth year of service – if all staff in post remain on the scheme then this will cost in the region of £0.9m in 2020/21.

The modelling assumes that the TOM will be part funded by external partners such as the Police and NHS. It is understood that this has been agreed in principle, but it is very important that this be confirmed and formalised. It is also proposed that other existing funding within other Council services be repurposed to support the TOM.

It should be noted that the main services in question, Community Solutions and Public Health Grant, have their own financial and demand-led pressures and both have significant savings targets for 2019/20 so there are some risks in this proposal.

The expected cost for Children's Care and Support is £14.2m in 2019/20 which is £1.9m above the 2018/19 staffing budget. This can be funded within the 2019/20 budget assuming full use of the Social Care grant (£1.5m) and up to £0.4m of the £1m base budget growth allowed in the MTFS.

4 Governance and Control

4.1 Programme Organisation and Resourcing

Roles and Responsibilities

SPONSOR (ELAINE ALLEGRETTI) AND SENIOR RESPONSIBLE OWNER (CHRIS BUSH)

1. Accountable for programme meeting overall objectives
2. Getting money
3. Managing key strategic risks
4. Maintaining strategic alignment between programme & organisation

BUSINESS CHANGE DIRECTOR (APRIL BALD) AND BUSINESS CHANGE TEAM (CHILDREN'S LEADERSHIP TEAM)

1. Ensure business readiness and operational viability
2. Responsible for managing business continuity through any change
3. Responsible for realising benefits as a result of embedding the capability within business practice
4. Responsible for Communication

PROGRAMME MANAGER (SEAN GIRTY) AND PROGRAMME DELIVERY TEAM (BUSINESS PARTNERS & ADDITIONAL RESOURCE))

1. Planning and design of the programme to deliver all required capability
2. Monitoring and reporting progress, resolving issues and escalation, initiating corrective action
3. Defining governance
4. Managing programme budget and resource

Sponsor, SRO, Business Change hold Programme Manager to account to ensure that outputs will deliver required outcomes

PMO: Assurance and support to resolve organisation level issues/dependencies

In order to support the delivery of the improvement plan, this PID proposes the release of £1.095 in capital funding. This funding will enable the project team to deliver the full programme of improvement, including its asks of other areas of the Council, such as Finance, HR, systems and Communications. This budget should be held by the PMO and delegated as posts are recruited to and/or work is delivered.

Job Title	Name/Contract Type/Duration		Notes
Improvement Programme Manager	Consultant; 14 months	Temporary Additional Resource	To programme manage the delivery of the TOM and Ofsted Improvement. Separating out the transformation activity allows Children's to restructure the BAU service development management team and realise savings.
Finance Business Partner	Florence Fadahunsi	BAU Resource	
Finance Project Accountant	TBD, fixed term 12 months	Temporary Additional Resource	To work across improvement activity in Adults', Children's and Disabilities (1/3 of 1 post for 1-year, total cost £75k). Aligned to Florence Fadahusi to give extra finance capacity.
HR Business Partner	Jackie Cleary	BAU Resource	
Recruitment and Resourcing Manager	Rosemary Oduntan-Oke	BAU Resource	

HR Project Support	TBD; consultant 12 months	Temporary Additional Resource	Shared resource to support both the HR Business Partner (Jackie Cleary) and Recruitment and Resourcing Manger (Rosemary Oduntan-Oke) to give extra HR and recruitment capacity
Customer Experience and Digital Business Analyst	Maxine Brown (TBD)	BAU Resource	
Liquid Logic Systems Developer	TBD; consultant 6 months	Temporary Additional Resource	Aligned to the BAU liquid logic systems team (Dan Monahan) to give extra IT development capacity as liquid logic is a workflow system and process and system set up will need to be amended according to the new TOM
Liquid Logic and Digital Trainer	TBD; consultant 6 months	Temporary Additional Resource	Aligned to the BAU liquid logic systems team (Dan Monahan) to provide dedicated training support
Business Objects Report Writer	TBD; consultant 3 months	Temporary Additional Resource	Aligned to the BAU performance & intelligence team (Wassim Fattahi-Negro) to re-design appropriate dashboards based on the new TOM
Service Improvement Manager (with social work qualification)	TBD; consultant 12 months	Temporary Additional Resource	Overseeing the improvement work in early help and applying qualified social work expertise to ensure risk identification, application of thresholds and safety planning is well embedded. Based in community solutions leadership team to give additional specialist social care leadership capacity. Also reports into the Business Change Director for the Programme.
Programme Support / Jr Project Manager	TBD; consultant 12 months	Temporary Additional Resource	To support the reporting, progress monitoring, and deliver small scale project work as required by the TOM and Ofsted improvement
Communications and Campaigns	Emily Blackshaw (Sam Hodges)	BAU Resource	To support dedicated additional recruitment drive to fill new posts with permanent staff (15k for advertising, social media, bespoke recruitment events; £15k for additional communications officer capacity - backfill)
IT Development, Digital and NWOW	Paul Ingram (Ashley Hanson)	BAU Resource	To support scheduling/resource planning/booking functions in targeted intervention hub; web/app development for our offer to care leavers and trail of interpreter apps. Subject to business case sign off by technical design authority
Commissioning Manager	TBD; fixed term contract	Temporary Additional Resource	To support the development of new commissioning plans around the redefined service areas, and ensure that value for money is embedded, including through the development of the Brokerage model.
Asset / Buildings Refurbishment	Andy Bere (Michael McPherson)	BAU Resource	To support the redesign of ground floor and reception of Roycraft; and redesign of Mayesbrook for the targeted intervention hub. Subject to business case sign off by CSG.
		£953k	CSG endorsed budget, delegated to Programme Sponsor(s) and onwards to Programme Manager to manage within tolerances set out above
		£143k	Use of any contingency is subject to business case sign off by CSG
		£1.095	CSG endorsed budget, delegated to Children's Improvement Board to oversee

4.2 Change Control

Children's Improvement Board (as delegated by CSG-plus) will be accountable for delivery, realising benefits, and controlling both quality and costs as per PID. Any change request that have a fundamental impact on either time or cost must be escalated to CSG-plus for a decision.

4.3 Programme Controls

Programme Control	Chair	Frequency	Reporting	PMO Assurance (PDWG Process)
Children's Improvement Programme Team Meeting	Programme Manager	Monthly (before 1st Thursday)	Input: Project/workstream highlight reports Output: Draft Programme & PMO dashboard	Chair Head of PMO (Richard Caton) Frequency Monthly
Children's Leadership (Business Change) Meeting	Business Change Manager (April Bald)	Monthly (before 2nd Thursday)	Input: Draft Programme & PMO dashboard Output: Draft Vital signs & outcome dashboard including budget monitoring	Attendees and Inputs • Programme Manager responsible for Programme & PMO Dashboard • Finance Lead responsible for budget and savings monitoring
Children's Improvement Board	Senior Responsible Owner (Elaine Allegretti/Chris Bush)	Monthly (before 2nd Thursday)	Input: Draft Programme & PMO dashboard Input: Draft Vital signs & outcome dashboard including budget monitoring Output: Final Programme & PMO dashboard + Final Vital signs & outcome dashboard including budget monitoring	• SRO/Commissioning Lead responsible for commissioning led savings update • Business Change Manager responsible for Vital signs & outcomes dashboard Reporting and Output
Corporate Strategy Group (Plus) / Corporate Performance Group	Chris Naylor/ Claire Symonds	Monthly (3rd Thursday)	Input: Final Programme & PMO dashboard + Final Vital signs & outcome dashboard including budget monitoring	• Report to CSG highlighting any concerns and helping to resolve any organisation wide blockages

4.4   Risks

Risk	Mitigating Actions		Owner
	Likelihood	Impact	
OFSTED return visit potentially resulting in inadequate judgement and reputational damage	M	H	• The OFSTED Improvement Plan is a published document and contains much of our commitment to improvement. • Regularly revisit the SEF and outcomes frameworks	Elaine Allegretti
Children's outcomes deteriorate	L	H	• The work outlined here is our plan to improve outcomes against a backdrop of diminishing funding. If this work is not undertaken, there is a risk that our children and young people will be unsafe. • Monitor via Vital Signs and performance dashboards	Elaine Allegretti
Demand could rise	H	H	• Monitor via Vital Signs and performance dashboards • Implement Targeted Intervention Hub • Implement improvement work in early help • Theory of change	Chris Bush
Permanent staff could leave	M	H	• Monitor via Vital Signs / Workforce Dashboard • Implement workforce strategy USPs and new recruitment & retention scheme	April Bald & Gail Clark
Community solutions early help offer might not reduce demand for social care	M	H	• Monitor via Vital Signs and performance dashboards • Improvement work in early help and MASH, applying qualified social work expertise to ensure risk identification, application of thresholds and safety planning is well embedded.	Mark Fowler & April Bald
Funding needed from partners for the TOM might not be secured	M	H	• Develop theory of change and lobby partners and exert political pressure accordingly	Chris Bush, Chris Naylor & Darren Rodwell
Appropriate accommodation/ homes are not made available for homeless 16 &17 yr olds, vulnerable families and care	M	H	• Vulnerable persons panel and process and new 16/17 yr old protocol being developed • Forward planning of demand for accommodation for this cohort • Variety of appropriate accommodation made available	Chris Bush & Mark Fowler & Robert Overall & April Bald

leavers as planned			through commissioning my place/reside, supported accommodation, private rental, semi-independent, staying put in fostering arrangements	

4.5 Issues

Issue	Description & Impact	Actions	Owner
Existing Liquid logic systems team is not adequately resourced to make changes required and support operational staff with floor walking / training support		Programme team to include additional capacity for systems team	Chris Bush
Existing Recruitment and retention scheme is too expensive and HR are not adequately resourced to develop the new scheme	Additional posts required to meet demand and keep caseloads down will add additional cost pressures due to the existing priority recruitment scheme in place	Programme team to include additional capacity for HR to redesign scheme	Gail Clark
Culture of poor management practice and bullying is leading to difficulties in recruiting and retaining permanent staff	Permanent staff will continue to leave, and we will be forced to rely on expensive agency staff	Bullying managers have been exited from the organisation Changes to IJOC managers meetings to help drive improvements in behaviours/set expectations Staff forums so staff have outlets other than traditional line management	April Bald
Caseloads are too high	Permanent staff will continue to leave, and we will be forced to rely on expensive agency staff	Demand and workforce modelling to right size the operating model. Monitor via vital signs. Secure funding, increase establishment accordingly and recruit to new posts	April Bald

5 Appendices

Appendix A: Governance arrangements for the Children's Improvement Programme
Appendix B: Children's Care and Support budget trajectory: 2019/20 – 2021/22

Appendix C: Costs of the Target Operating Model (before and after)

Links to Background Documents

1. Target Operating Model 2.0 and Workforce Development Strategy (click here)
2. Children's Care and Support Workforce Development Strategy – Full Version (click here)
3. Proposed staffing structures (Improvement and Efficient) of new TOM* (click here)
4. Financial Modelling Data* (click here)
5. Full Implementation Plan (click here)

6 Document Control

6.1 Revision History

Version	Date	Amended By	Summary of changes
1.0	01/05/19	Sean Girty	Document initiated and developed
1.1	03/05/19	Heather Storey	Document developed
1.2	08/05/19	Chris Bush	Document reviewed and developed
2	08/05/19	Chris Bush	Document circulated for comment
3	12/06/19	Sean Girty	Amended in response to May CSG feedback

6.2 Document Approval

This document requires the following approvals. ('Approved' assumes review undertaken prior to approval).

Version	Date	Name	Title / Role	Approval Status (Pending/ Approved)
2.1	09/05/19	PRMG	DCS Management Group	Approved
2.2	16/05/19	CSG	Corporate Strategy Group	Pending subject to requested amendments/clarification
3	20/06/19	CSG	Corporate Strategy Group	Pending

6.3 Document Reviews

This document has been reviewed by the following people, in addition to those listed above.

Version	Date	Name	Title / Role
1.2	08/05/2019	Richard Caton	Head of the PMO

		Katherine Heffernan	Head of Finance
1.2	08/05/2019	Elaine Allegretti April Bald	Director, People and Resilience Operational Director, Children's Care & Support
3	12/06/19	Richard Caton Katherine Heffernan Elaine Allegretti April Bald Chris Bush	Head of the PMO Head of Finance Director, People & Resilience Operational Director, Children's Care & Support Commissioning Director, Children's Care & Support

Appendix A: Governance arrangements for the Children's Improvement Programme

Governance₀₉₀₅₁₉

Council Corporate Strategy Group

- Agrees mandate of Programme
- Agrees financial envelope of Programme
- Agrees Programme Initiation Document and holds Children's Improvement Board to account
- Unblocks council wide issues
- Elaine Allegretti is the link to Children's Improvement Board

Strategic Partnership Boards

- Unblocks system wide issues
- Schools rep, Health rep, Safety/Police rep are the links to the Children's Improvement Board and links to decision making in other strategic partner organisations
- Health & Wellbeing Board, Safeguarding Board, Integrated Care Partnership Board, Community Safety Board

Council Workforce Board

- Delegated authority from CSG
- Accountable for decisions on any workforce proposals that will have a council wide implication
- Gail Clarke is the link to Children's Improvement Board

Council Technical Design Authority

- Delegated authority from CSG
- Accountable for decisions on any system/digital proposals that will have a council wide implication
- Paul Ingram is the link to Children's Improvement Board

Council Procurement Board

- Delegated authority from CSG
- Accountable for decisions on contract or procurement approach is needed. Total contract value over £100k
- Chris Bush is the link to Children's Improvement Board

Council Capital Board

- Delegated authority from CSG
- Accountable for on capital spend such as building refurbishment
- Katherine Heffernan is the link to Children's Improvement Board

SIGN OFF ON RECRUITMENT & RETENTION SCHEME
SIGN OFF ON MANAGEMENT STRUCTURE

SIGN OFF ON ROYCRAFT
& MAYESBROOK REFURBISHMENT

SIGN OFF ON ANY REQUESTS FOR
BUDGET OR TIME OUTSIDE OF TOLERANCES

SIGN OFF ON FUNDING FROM STRATEGIC PARTNERS
& CHANGES TO ORGANISATIONS OUTSIDE THE COUNCIL

Children's Improvement Board
3rd week of the month

- Board accountable for delivery, realising benefits and cost as per PID
- Board provides scrutiny and decision making on all transformation activity
- Board determines business readiness and go live (or not)
- Board unblocks issues
- Board identify if further actions are required before a decision can be made
- Board endorses and escalates to corporate decision making boards and strategic partnership decision making boards as required
- Board endorses and escalates to cabinet or health & wellbeing boards as required

Core Members
1) E.Allegretti..........DCS & Strategic Sponsor....................................Council Rep (CSG)
2) C.Bush................Commissioning Director & Day-to-Day Sponsor........Council Rep (Procurement Board)
3) A.Bald................Operational Director & Business Change Director......Council Rep
4) M.Fowler.............Director Community Solutions..............................Council Rep
5) K.Heffernan.........Finance Representative.....................................Council Rep (Capital Board)
6) G.Clarke.............HR and Change Representative...........................Council Rep (Workforce Board)
7) P.Ingram............Digital and IT...Council Rep (TDA)
8) R.Catton............PMO...Council Rep (CSG Plus)
9) TBD..................Health Representative.......................................Strategic Partner Rep
10) TBD.................Schools Representative......................................Strategic Partner Rep
11) TBD.................Community Safety and Police Representative..........Strategic Partner Rep
12) S.Girty.............Programme Manager...Council Rep
*others invited as required

ENDORSES OPERATIONAL VIABILITY
AND BUSINESS READINESS

Children's Leadership / Implementing Business Change
2nd week of the month

- Operational readiness of any business change
- Operational implementation and messages to staff
- Measuring operational impact of changes

Core Members
1) A.Bald   (Operational Director / Business Change Director)
2) V.Rix   (HoS Performance, Systems & Intelligence)
3) H.Storey   (HoS Commissioning)
4) T.Devito   (HoS Quality & Audit)
5) K.Makambe   (HoS MASH & Triage – Community Solutions Rep)
6) B.Nagra   (HoS Disability – Adults Rep)
7) A.Smith   (HoS Operations - Assessment)
8) C.Greenaway   (HoS Operations – Care Management)
9) A.Fuller   (HoS Operations – Adolescent & YOS)
10) J.Tarbut   (HoS Operations – Corporate Parenting)
11) R.Bellenie   (Principal Social Worker)
12) L.Whittaker   (Training & Development)
*others invited as required

Children's Improvement Programme (Delivery Team)
1st week of the month

- Delivery Team responsible for implementation of all transformation activity
- Delivery Team responsibile for delivery, realising benefits, and keeping within budget
- Delivery Team identifies issues and risks and escalates to Board where required
- Delivery Team reports progress to Board

Appendix B: Children's Care and Support budget trajectory: 2019/20 – 2021/22

Children's Care and Support Budget 2019/20

Budget Movement	£	Cost/Savings	£
18/19 Budget	**£32.9m**	**18/19 Out-turn**	**£38.0m**
Transformation Savings	-£1.12m	TOM Cost Implications	+£1.9m
MTFS Growth Funding	+£1m	Existing Savings Plans	-£1.2m
Social Care Grant	+£1.56m	Projected Growth	+£922k
19/20 Budget	**£34.4m**	**19/20 Out-turn**	**£39.6m**
2019/20 Projected Variance		⟶	**£5.2m**

Children's Care and Support Budget 2020/21

Budget Movement	£	Cost/Savings	£
19/20 Budget	**£34.4m**	**19/20 Out-turn**	**£39.6m**
Transformation Savings	-£1.46m	TOM Cost Implications	
MTFS Growth Funding	+£4.56m	Existing Savings Plans	-£1.25m
Social Care Grant	-£1.56m	Projected Growth	+£600k
20/21 Budget	**£35.9m**	**20/21 Out-turn**	**£38.9m**
2020/21 Projected Variance		⟶	**£3.0m**

Children's Care and Support Budget 2021/22

Budget Movement	£	Cost/Savings	£
20/21 Budget	**£35.9m**	**20/21 Out-turn**	**£38.9m**
		Efficient TOM Structure	-£1.15m
		Projected Growth	+£600k
21/22 Budget	**£34.4m**	**21/22 Out-turn**	**£38.4m**
2021/22 Projected Variance		⟶	**£2.4m**

Additional Cost Implications

1. Increase in placement costs (particularly LAC and Care Leavers)
2. Costs of implications of implementation e.g. HR and Finance
3. Increased capacity required in Safeguarding and Quality Assurance and Commissioning e.g. Independent Reviewing Officers and Commissioning
4. Costs to other parts of the Council e.g. the Enhanced Local Offer to Care Leavers or and improved Early Help Offer

*apart from point 1, these will not impact on the Children's Care and Support budget.

Appendix C: Costs of the Target Operating Model (before and after)

The following tables set-out the changes in the financial model between the existing structure (before) and the two stages of the future Target Operating Model. The first is the Improvement Structure i.e. what are the costs of the next version of the proposed structure required to place the service on a stable footing and drive the rapid improvements as outlined in, for example, the OFSTED Improvement Plan. The second (over the page) is the Efficient Structure i.e. what are the costs of the ultimate version of the structure once the service has stabilised, performing better and where the Improvement Structure has addressed some of the demand within the system itself (distinct from demand outside of the system). All projections are based upon demand growth forecasts and adhere to our caseload targets for the service.

Before

Budget Area	Current FTE	Cost of Current FTE	True Cost of Current FTE	Care and Support Funding	Other Council Funding	External Funding
All Children's Care and Support	288	£14,507,300	£15,442,300	£12,312,400	£602,800	£1,592,100

After (Improvement Structure)

Budget Area	Proposed FTE	Cost of Proposed FTE	True Cost of Proposed FTE	Care and Support Funding	Other Council Funding	External Funding
Adolescent & Youth Offending Service	68	£3,137,400	£3,179,400	£702,600	£331,700	£2,145,100
Assessment & Safeguarding (including pre-birth)	132	£6,719,800	£7,553,300	£7,338,900	£110,400	£104,000
Senior Leadership Team	2	£213,200	£213,200	£213,200	£0	£0
Corporate Parenting & Permanence	64	£3,273,700	£3,552,700	£3,440,700	£0	£112,000
Service Development & Transformation Service	27	£1,034,282	£1,034,282	£981,682	£0	£52,600
Targeted Intervention Service	56	£2,481,200	£2,508,200	£1,522,000	£947,300	£38,900
Total	349	£16,859,582	£18,041,082	£14,199,082	£1,389,400	£2,452,600

Appendix C: Costs of the Target Operating Model (before and after) (cont.)

Budget Area	Proposed FTE	Cost of Proposed FTE	True Cost of Proposed FTE	Care and Support Funding	Other Council Funding	External Funding
Adolescent & Youth Offending Service	56	£2,551,200	£2,593,200	£490,700	£329,700	£1,772,800
Assessment & Safeguarding (including pre-birth)	123	£6,151,700	£6,985,200	£6,770,800	£110,400	£104,000
Senior Leadership Team	2	£213,200	£213,200	£213,200	£0	£0
Corporate Parenting & Permanence	64	£3,403,000	£3,682,000	£3,570,000	£0	£112,000
Service Development & Transformation Service	19	£677,377	£677,377	£624,737	£0	£52,600
Targeted Intervention Service	66	£2,865,400	£2,892,400	£1,388,900	£947,300	£556,200
Total	**330**	**£15,861,837**	**£17,043,337**	**£13,058,337**	**£1,387,400**	**£2,597,600**

(Left axis label: After (Efficient Structure))

1. All proposed FTE figures have been arrived at using demand projections and tied back to caseload guarantees and management-to-staff ratios (as set out in the Workforce Development Strategy).
2. The costings for the two structures above are reflected as actual cost and 'True Cost'. The initial 'Cost' figures are essentially a description of the before and after base budgets, equivalent to the number (and type) of FTE required. The 'True Cost' builds upon this to include: a) An Agency Premium that assumes that 15% of the Social Workforce will at any given time be Agency Workers (the target that we have been working towards); b) The recruitment payments of £5k to new Social Workers and Managers that join the Council; and c) the retention payments made to Social Workers and Managers in all services. The 'True Cost' of the new Care and Support funding stream includes the agency premiums – essentially right-sizing the budget once and for all.
3. 'Other Council Funding' includes sources of funding and/or resources provided from other parts of the Council. This predominantly takes the form of funding streams from the Public Health Grant and, in the case of Community Solutions, workers employed by the service that it is proposed become part of the new Target Operating Model.
4. External Funding includes a combination of a) Grant Funding (Home Office, MOPAC, Youth Justice Board and DfE) or where partners (the Police and the CCG/Health) are/will contributing/contribute professionals (e.g. Health Visitors and Midwifes as part of the structure).