

Birmingham City Council

Report to Cabinet

22nd March 2022



Subject: EARLY INTERVENTION AND PREVENTION - A HIGH LEVEL TARGET OPERATING MODEL (TOM)

Report of: Professor Graeme Betts CBE
Director for Adult Social Care

Relevant Cabinet Member: Cllr Ian Ward, Leader of the Council

Relevant O &S Chair(s): Cllr Carl Rice, Coordinating O&S Committee

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Are specific wards affected?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No – All wards affected
If yes, name(s) of ward(s):		
Is this a key decision?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, add Forward Plan Reference: 009832/2022		
Is the decision eligible for call-in?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, state which appendix is exempt, and provide exempt information paragraph number or reason if confidential:		

1 Executive Summary

- 1.1 The draft Corporate Delivery Plan 2022 - 2026 sets out our evolution from crisis to prevention as a fundamental principle to improve citizen outcomes while reducing costs to the organisation.

- 1.2 Taking a Council wide approach to early intervention and prevention will be fundamental change to the way that our services will work and engage with citizens and communities. The aim is to help and support individuals and families at the early stages of an issue or crisis in their lives before it becomes an acute problem. Through our early intervention and prevention approach we will work with people differently, drawing on the support and assets that exists in communities, bringing professionals together; giving them all a common mission to help people stay afloat and then thrive.
- 1.3 Work undertaken between November 2021 and February 2022 has developed an initial 'high level target operating model' as set out within **Appendix 2**.
- 1.4 This public report seeks approval to proceed to the 'detailed design phase' (full business case and phase one of the detailed target operating model) of the new early intervention and prevention service or Directorate and to seek approval to draw down £3.6m from the Delivery Plan reserve to deliver this work.
- 1.5 Key Cabinet members will be engaged and kept updated on progress on a regular basis and a full business case and detailed target operating model for phase one will be presented to Cabinet in December 2022.

2 Recommendations

That Cabinet

- 2.1 Agrees the direction of travel for the Council for early intervention and prevention.
- 2.2 Notes the progress to date of the early intervention and prevention programme which includes the initial high-level design of the target operating model outlined from 3.13 to 3.27 of this report and **Appendix 2**.
- 2.3 Approves the commencement of the detailed design phase from April 2022 to develop the full business case and design the detailed target operating model for phase one.
- 2.4 Approves the utilisation of the Delivery Plan reserve of £3.6m to support the development of the full business case and phase one detailed target operating model for the new early intervention and prevention service or Directorate.
- 2.5 Receive a further report in December 2022 setting out the full business case and detailed target operating model for phase one with proposed implementation milestones and associated resource requirements.
- 2.6 Notes that Cabinet Members and key stakeholders will be invited to engage in the co-design of the detailed target operating model and receive regular updates.
- 2.7 Delegates authority to the Director of Adults Social Care, the Assistant Director of Corporate Procurement or their delegate, in conjunction with the Director of Council Management or their delegate, and the City Solicitor or their delegate to approve any procurement strategies and subsequent contract award decisions required to support the implementation of the recommendations within this report.

3 Background

- 3.1 Since 2008, local authorities and the wider public system have dealt with growing demand for crisis services amidst a backdrop of reducing financial budgets, which has led to an inability to invest in early intervention and preventative practices. The consequences of this are poorer outcomes for our citizens and growing pressures on the most expensive statutory services as our citizens reach crisis.
- 3.2 The disproportionate impact of the pandemic upon some of the most deprived wards of the City and some of the most vulnerable citizens and communities have been highlighted by previous reports to Cabinet including Initial Analysis of Impact of Covid 19 on Birmingham's Communities (21st July 2020) and Covid 19 – Update on evaluation of impact and recovery planning (9th February 2021).
- 3.3 It is within this context of recovery, and the growing pressures on public services, that the draft Corporate Delivery Plan 2022 – 2026 sets out our evolution from crisis to prevention as a fundamental principle to improve citizen outcomes while reducing cost to the organisation. This builds on the Investing in our Future Cabinet Report (19th January 2021), which set out a greater focus upon early intervention and prevention.
- 3.4 Research from Birmingham City Council and other Councils including, Wigan Council (Kings Fund evaluation), London Borough of Barking and Dagenham, and Leeds City Council demonstrate that, over time, investment in preventative activities generates a positive net value to the local authorities whilst improving outcomes for citizens and local communities:
- Between 2010 - 2020 the 'Wigan Deal' saved Wigan £160m "through efficiency measures, reforming services and reducing demand". They invested £10m in their Communities Investment Fund (wider investment is unknown). The Centre for Public Impact summary showed that the Wigan Deal was experimental in its approach, rather than based on any existing model and was not rigidly designed ahead of implementation, but instead evolved over time.
 - More recently Barking and Dagenham delivered £6m of savings between 2017/18 and 2020/21 against a base budget of £15m.
 - Leeds City Council's award-winning digital inclusion programme led to individual behaviour changes and channel shift that resulted in a return on investment of £6.40 for every £1 spent between 2018 and 2020.
 - Birmingham Adult Social Care generated £23m in savings by shifting from a crisis to prevention and early intervention model. The approach included the use of strength - based conversations, investment in community assets through Neighbourhood Network Services and an overall commissioning approach focused on a Prevention First outcomes framework.
- 3.5 Within Birmingham there are pockets of best practice particularly across Public Health, Children's Trust and Adult Social Care and through voluntary and

community sector partnerships demonstrating the impacts of investment in early intervention and prevention.

- 3.6 However, there remain significant opportunities for our citizens and the Council to develop and embed a much stronger focus on early intervention and prevention across the organisation and wider public system.
- 3.7 Similarly, there are several transformation programmes in progress across the Council and due care and attention will be taken to ensure that the transformation plans for homelessness and special educational needs and disability (SEND) are not disrupted. Through the detailed design work, we will seek to bring together, align, and remove duplication of effort where opportunities arise.
- 3.8 **A Programme Board for Prevention and Early Intervention** ('the Board') was established in October 2021 to oversee the development of a high - level target operating model for the Council. The Board has representation from Directors across the Council Directorates, Children's Trust, Birmingham and Solihull (BSOL) CCG, West Midlands Police, and strategic partner representation from the voluntary, community, faith and social enterprise sector. The intention is to ensure alignment to initiatives and investment activity taking place across the City that supports this agenda.
- 3.9 Broad definitions have been agreed for the term 'prevention', which will be used in its broadest sense referring to activities that stop a social or psychological problem arising in the first place, and the term 'early intervention', which will also be used in its broadest sense referring to activities that are aimed at halting the development of a problem that is already evident.
- 3.10 From November 2021 the Board has initiated a series of workshops and design working groups engaging extensively across the Council, with partner organisations and citizen representatives to establish the preferred way forward for Birmingham.
- 3.11 Based on this engagement, our early intervention and prevention approach aspires to respond to the inequalities our citizens are facing by focusing on understanding and tackling the root causes of those issues that drive citizens to our statutory services, for example unemployment or low paid work, debt, social isolation and loneliness, and lack of access to affordable housing. In addition, Council data shows that 17% of families in our City are struggling with one or more of the 'toxic trio' (domestic abuse, mental health challenges, substance misuse).
- 3.12 It means also taking a more holistic approach whereby we see and respond to root causes and work to address these in the universal space, rather than directing people into statutory silos when often all they require is support to help themselves.
- 3.13 **A high- level target operating model** is set out in **Appendix 2** of the report. It presents the justification for our early intervention and prevention approach and reflects the co-designed model that has emerged following the engagement

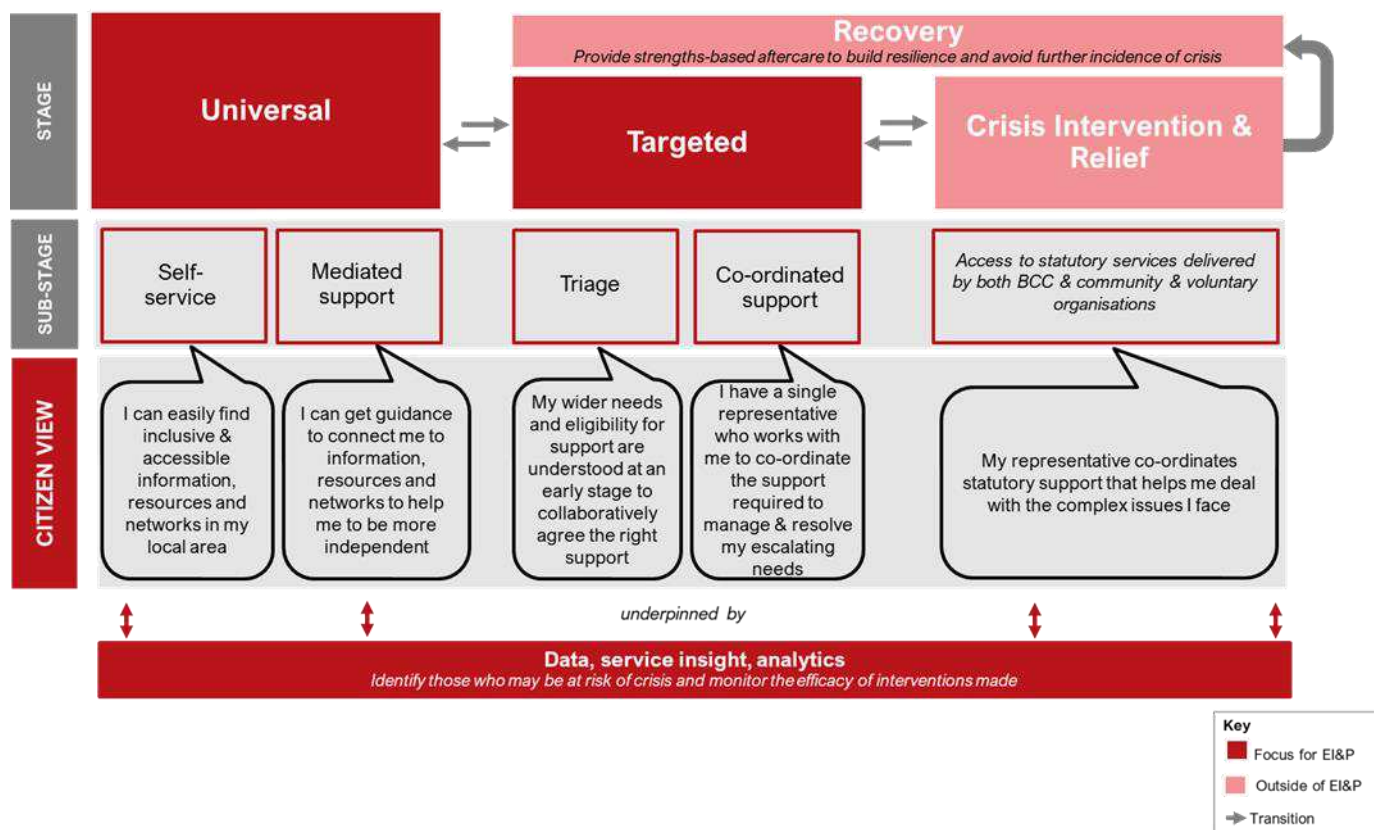
initiated through the Board. The purpose of the target operating model is to set out the first iteration of how we expect to operate going forward including the capabilities required, ways of working, how citizens will interact with the new model, and how people will be organised, recognising there is further engagement required during detailed design (next phase) to articulate the Full Business Case and exact design of services.

3.14 This includes agreement for a new vision to:

‘Enable everyone in Birmingham to become, and to be, independent, socially and economically active and resilient citizens, starting from when they are children and continuing throughout their lives.’

3.15 When considering our approach to early intervention and prevention, the design workshops have highlighted that existing resources within the Council and partner services can struggle to align effectively from a citizen point of view. In addition, Directorate boundaries and competing priorities can result in unclear support pathways for citizens, some of whom have escalating needs before support is provided.

3.16 Therefore, it was important to co-create a positive early intervention and prevention pathway, based on existing best practice prevention models recognised by local authorities and partner agencies. This pathway will be the overarching framework for our high- level target operating model, allowing us to bring together our universal and targeted services in one place, whilst also ensuring our approach is underpinned by robust data and insights.



- 3.17 We recognise this is not a linear model - that citizens will come in and move between different stages. The visual is designed to articulate what we mean by each of the stages and the key transitions that will take place between early intervention and prevention, and wider services.
- 3.18 The importance of the Council's statutory duties, particularly the front doors of homelessness, children and families, and adults, will not be overlooked and through an early intervention and prevention approach we will work to strengthen these. We will develop a universal and targeted space whereby citizens can navigate or be supported to navigate to solutions much earlier to try and avoid them reaching crisis, taking into account the needs of our most vulnerable citizens.
- 3.19 We must also ensure a 'no wrong door' approach so that those citizens that do require targeted or crisis support are able to progress seamlessly into those services by creating the right pathways into and out of early intervention and prevention.
- 3.20 To deliver against our vision we have identified an initial set of capabilities to bring together universal and targeted services to enable us to respond to the root causes of the issues being faced by our citizens, including those who are vulnerable and digitally excluded.

Universal (self-service & mediated support)		Targeted (triage & co-ordinated support)	
Employability	Health & Wellbeing	Citizen Support	
<ul style="list-style-type: none"> • Careers advice and unemployment support for young people (16-29) • Apprenticeships • Adult Education • Employment support • Life skills e.g. literacy, time management 	<ul style="list-style-type: none"> • Early years (0-5) • Sexual health services • Sports and exercise including for young people • Social prescribing • Mental health advice and tools • Health literacy • School nursing • Leisure services 	<ul style="list-style-type: none"> • Not in Education, Employment or Training (NEET) support (15-29) • Special Educational Needs and Disability (SEND) support pre-Education, Health and Care Plan (EHCP) • 6 – 16 support (to be defined) • Team around the school • Preparation for Adulthood (PfA) • Staying Independent At Home: technology enabled care, equipment, adaptation • Adult's Advice, Information and Guidance (AIG) • Unemployment support for 29+ unemployed or off work due to health reasons 	
Community Inclusion	Housing & Money Advice	Citizen Safety	Housing Support
<ul style="list-style-type: none"> • Childcare • Youth clubs and activities • Pre-school activities / classes • Library services e.g. craft • Older people activities • Digital inclusion • Business policy advice and start up help • Employment access for employers • Relationship advice 	<ul style="list-style-type: none"> • Housing and homelessness advice • Benefits help • Financial help • Fuel and utility advice • Neighbourhood Advice and Information 	<ul style="list-style-type: none"> • Drug & alcohol support • Domestic abuse support • Fuel poverty support • Anti-social behaviour • Youth violence and knife crime 	<ul style="list-style-type: none"> • Self navigation housing options • Access to private rental sector (PRS) • Access to social housing • Access to / sustaining tenancy • Supported accommodation / exempt
Data, service insight and analytics - overarching data & insight capability to gain insight into individual / household risk factors & inform intervention / resource commissioning			

* the capabilities above will be tailored based on the needs of different cohorts to be identified during detailed design

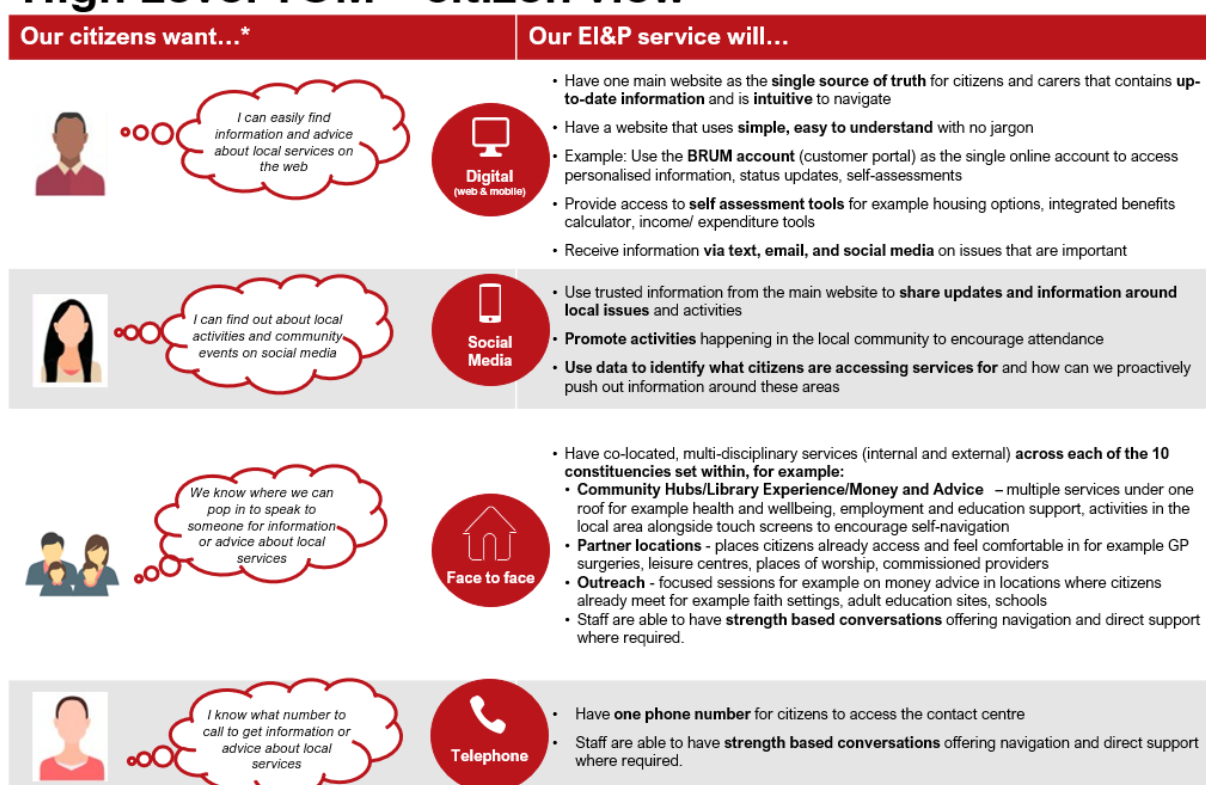
- 3.21 Early intervention and prevention cannot be delivered without refreshing our model of citizen engagement and co-production in a layered way that considers communities of place, identity, and experience. The Director of Public Health is leading pioneer work in this space, building on learnings from the pandemic with

a joint review being commissioned with the NHS Integrated Care System (ICS) to inform this work as it evolves.

- 3.22 A clear priority from the inception of the Board has been the commitment to engage with citizens through the course of the design and testing of the target operating model. The aim of which is to ensure that the voice of citizens remains at the heart of everything we do. There has been citizen representation throughout the design meetings to date and detailed design will also include a specific workstream for citizen engagement.
- 3.23 We have highlighted the citizen view below, which includes multiple channels and locations to support the diverse range of access needs across the City, including those who are digitally excluded, those who are typically excluded from accessing services, and those with accessibility requirements:

**these hypotheses will be tested with citizens during detailed design*

High Level TOM – citizen view



- 3.24 The high- level target operating model is underpinned by **new ways of working**, which are intended to transform the way we interact with and support our citizens, examples of which are outlined in the table overleaf:

Way of working	Description
Strengths based approach	All our frontline staff in both the contact centre and face-to-face locations (libraries, community hubs, potentially GP surgeries) to be upskilled to confidently have holistic conversations with citizens that focus on the strengths of an individual and how they can be utilised to address an issue, rather than focusing only on the problem itself.
Whole life course	Recognising our citizens aren't solely defined by their age and taking an approach that goes from preconception to early years through childhood to adolescence, working age, and into older age.
Partnership working	Multi-disciplinary team approach with staff across the Council and external organisations including those commissioned by the Council and wider partner agencies, working collaboratively to support citizens.
Owning and driving performance (ODP)	High performance and the right organisational culture that is clearly focused on good outcomes for citizens and communities is critical our success. ODP has already been used in parts of the Council to drive change and deliver high performing teams and embed distributive leadership.
Behavioural science	Brings together, data, insight, psychology, and economics to enable citizens to engage earlier with support interventions, tailor communications and information in ways which are meaningful to our citizens.

- 3.25 A robust data and customer insight capability will underpin our approach, enabling the Council to fundamentally transform how citizens are supported by using a data-driven approach to decision-making and the prioritisation of our resources. Through a detailed understanding of both quantitative (for example demand) and qualitative (for example service and customer feedback) data, teams will be able to gain a deep understanding of citizen needs and 'risk factors', and ultimately improve outcomes through the ability to identify risks and intervene early.
- 3.26 We recognise concerns exist regarding the compliant and ethical use of data and analytics, so we will work closely with the Data Protection team to ensure that data-sharing is done in a secure, controlled, ethical and GDPR-compliant manner.
- 3.27 We anticipate designing and deploying the new operating model through a phased approach, between April 2022 and April 2024. This will involve some 'test and learn' activity during this period. The options considered when recommending this approach have been set out below.

4 Options considered and Recommended Proposal

- 4.1 Do nothing – maintain siloed services: this option is unviable as it would not deliver the transformation required within the Council or better outcomes for citizens. In addition, current operations are largely inefficient as there is a focus on symptoms rather than root causes and managing crisis rather than supporting citizens with sustainable help. This is not conducive to the early intervention and prevention approach we want to embed.
- 4.2 Limited change – transform current services where they are: this option assumes a level of confidence that the existing structures and services in the Council can transform how they do things to be more collaborative and joined up. This is not the preferred option because it assumes a level of organisational maturity that we do not feel is present. The key risks with this approach would be ongoing duplicative efforts and struggling to organise services around demand and customer need.
- 4.3 New service – bring our universal and targeted work together into a new service focused on early intervention and prevention: this option will bring together several innovative early intervention and prevention initiatives into a whole system approach, promoting the independence and resilience of citizens and communities, and collaborating with partners to create a strong sense of a shared mission. At this stage, this is a **VIABLE OPTION** which will need to be explored further through the detailed design.
- 4.4 New Directorate – bring our universal and targeted services together into a new Directorate focussed on early intervention and prevention: this option would truly embed early intervention and prevention as a key approach across the Council, giving it the platform, visibility, and prominence, it deserves. At this stage, this is also a **VIABLE OPTION** which will need to be explored further through the detailed design.
- 4.5 Based on the outcomes we want to realise for our citizens and our Council, we have refined the options down to a list of two options that will be taken forward into detailed design stage for validation and decision:
- Option 3) New service – bring our universal and targeted work together into a new service focused on early intervention and prevention
 - Option 4) New Directorate – bring our universal and targeted services together into a new Directorate focussed on early intervention and prevention.

Without such a transformative change, the Council will not achieve a meaningful shift from crisis to prevention and either deploying a new service or Directorate will provide us with a unique opportunity to embed early intervention and prevention as ‘the way we do things in Birmingham’.

Partnerships with external agencies will be crucial to sustaining an early intervention and prevention approach for the City. This includes building upon

our collaborations with the voluntary and community sector and seeking co-investment through our leadership and influence with the emerging Integrated Care System.

5 Consultation

- 5.1 The following governance structures and boards have been engaged in the development of the high- level target operating model:
- 5.1.1 Leveraging leading practice and insights from other early intervention and prevention programmes, for example Wigan, London Borough of Barking & Dagenham, Leeds, London Borough of Enfield.
 - 5.1.2 One to one engagement led by the Senior Responsible Officer and Programme Managers with partners including St Basil's, BVSC & Birmingham Children's Trust, in addition to joint workshops with both internal and external attendees.
 - 5.1.3 Vulnerable Citizens Panel - agreed to act as a sounding board for the detailed design phase.
 - 5.1.4 Integrated Care System governance structures through the Corporate Strategic Director for Adult Social Care.
 - 5.1.5 Prevention & Early Intervention Programme Board - strategic leadership from across the Council and wider partners.
 - 5.1.6 All Cabinet Members and Corporate Directors including the Chief Executive of the Birmingham Children's Trust have been engaged in Programme Board updates by the Senior Responsible Officer and Director for Transformation and are supportive of the approach set out within this report and its recommendations.
 - 5.1.7 Engagement with Birmingham City Council representatives through one-to-one engagement with key areas of the Council, including Citizen Engagement, Finance, New Ways of Working, Skills & Employability, Data Insight, Family Hubs, Early Help Review, Housing, Public Health, Children's, Education & Skills.
 - 5.1.8 Two design workshops with a mix of representatives across Birmingham City Council to agree the case for change and value proposition, whilst also exploring best practice case studies.
 - 5.1.9 Established the Design Working Group, a multidisciplinary group of circa 30 representatives from across Birmingham City Council and partners who provide inputs and feedback that shapes the early intervention and prevention model.

6 Risk Management

- 6.1 A full Risk Assumption Issues Dependencies (RAID) Log has been developed as part of the robust programme management approach deployed on this programme.
- 6.2 Risks will continue to be identified, evaluated, and controlled through the Prevention and Early Intervention Programme Board on a monthly basis for oversight and management. It is chaired by the Director for Adult Social Care and will report through to Corporate Leadership Team where required.

7 Compliance Issues:

7.1 How are the recommended decisions consistent with the City Council's priorities, plans and strategies?

- 7.1.1 The early intervention and prevention programme is fully aligned to the Council's priorities, plans and strategies, including:
- Council's vision to create 'a city of growth where every child, citizen and place matters'.
 - Investing in our Future - the strategic business case approved Cabinet in January 2021, outlining the direction of travel in terms of the Council's move from crisis to prevention.
 - Customer Service Strategy - December 2021 with its focus on prevention and early intervention informing our interactions with citizens.
 - Levelling Up Strategy: Prosperity and Opportunity for All – a focus on early intervention and prevention has been identified as one of the five 'Levelling Up Accelerators'.
 - Corporate Delivery Plan 2022 - 2026 (draft) – early intervention and prevention is one of the three fundamental principles (People, Place, Council).
 - The City's commitment to a Child Friendly City.

7.2 Financial Implications

- 7.2.1 There is a significant programme of work required during detailed design to produce the full business case and detailed target operating model to transform our approach to early intervention and prevention. The cost of the detailed scoping and design is £3.6m. This is to get to full business case and a detailed target operating model for phase one ahead of Cabinet in December 2022.
- 7.2.2 In December 2022, Cabinet will be presented with a cost for the detailed design of future phases as well as the implementation costs for phase one if approval is given.

- 7.2.3 There is a conservative savings target already assumed in the medium- term financial plan (MTFP) allocated against this programme of £2.5m to be realised in 2023/24, but this will be refined, and is expected to increase, as the programme is scoped in detail.

8 Procurement Implications

- 8.1 This is a significant programme and if approved the programme will establish a full business case alongside the detailed target operating model. There will be clear and timely approval gateways with milestones, outcomes, and deliverables. Gateway sign off's at agreed key stages would be required ahead of drawdown of funding for further stages.
- 8.2 It can also be anticipated that the programme will require external support, and where this is the case then compliant procurement processes will be undertaken to identify the suitable preferred supplier (strategic partner) to work alongside the programme. The Council intends to utilise a national framework to secure the award of contracts for this support.
- 8.3 Furthermore, consideration will be taken on whether costs associated with external support (and wider costs in the programme) could be capitalised.

9 Public Sector Equality Duty

- 9.1 With regards to section 149 of the Equality Act 2010, the proposed high- level target operating model has no practices that could be considered unfair, unlawful, or discriminatory within this context. The Equality Impact Assessment (EIA) reflects that the equalities considerations will form part of the detailed design work.

10 Appendices

- 10.1 Appendix 1 – Equality Impact Assessment
- 10.2 Appendix 2 – High Level Target Operating Model

11 Background Documents

- 11.1 Cabinet Report, 19th January 2021; Investing in our Future: What Birmingham City Council needs to do next: 2021 to 2026
- 11.2 City Help and Support Handbook and Outline Business Case 2021
- 11.3 Kings Fund Lessons from the Wigan Deal 2019
- 11.4 Cabinet Report, 21 July 2020; Initial Analysis of Impact of Covid-19 on Birmingham's Communities
- 11.5 Cabinet Report, 9th February 2021; Covid 19 – Update on evaluation of impact and recovery planning
- 11.6 Customer Service Strategy, December 2021

- 11.7 Digital Inclusion Strategy, September 2021
- 11.8 Birmingham City Council Levelling Up Strategy, February 2022