

# **Early Intervention and Prevention**

*Business Case*



## Document Control

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*N.B: it has been agreed that a commercial case is not required for the planned scope of the EI&P programme business case.*

## 1. Executive Summary

In Birmingham, too many of our citizens are being failed by reactive, transactional service delivery that fails to tackle the root cause of their issues. In addition to generating poor outcomes, **the current model is not sustainable**; increased levels of need coupled with budget cuts is putting significant demand on the council, meaning that we have no choice but to do things differently.

Transforming services to focus on Early Intervention and Prevention (EI&P) will make significant strides to **deliver the level of change we need by improving outcomes, reducing need, and ensuring the financial viability** of the council. Building on the high-level Target Operating Model (TOM) for EI&P approved by Cabinet in March 2022, **this business case outlines how to make EI&P a reality by restructuring council teams, redesigning services and changing culture.**

Implementing EI&P will also **deliver the people principle of the council's Corporate Plan 2022-26 by transforming services to meet citizens needs as effectively as possible.** The changes generated by implementing EI&P will not be limited to the new Directorate. **City Help and Support will act as a catalyst for change** and will support the rest of the organisation transform in line with the corporate vision, including the council's culture, ways of working, and relationships with partners and communities.

In terms of structure, the business case **recommends delivering EI&P through a newly developed Directorate: City Help and Support.** The new Directorate will be 'instead of' rather than 'in addition to' the existing structure, centralising in-scope capabilities from across the council into the Directorate. The new structure will allow us to **reset and refocus how teams work**, removing duplication from across the council and simplifying internal structures and processes.

In terms of redesigning services, **EI&P will transform how services are designed and delivered**, ensuring they take are proactive, flexible, easy to access and focused on meeting needs as early and effectively as possible. To ensure citizens and their needs are at the heart of our recommended model we have **engaged with over 100 citizens and partners as well as over 200 staff as part of the design process.** Building on this insight, City Help and Support will take a 'by the community, for the community'-led approach, focusing on what is strong within communities and amplifying assets such as people, community networks, physical spaces and wider partner offers.

**In terms of culture, a radical shift is required to make EI&P a success.** The programme has identified six ways of working which will need to be embedded into the new structure, and a series of key enablers will be essential to transform how staff interact and support citizens. For example, effective Information, Advice and Guidance (IAG) is essential to ensuring citizens can self-serve without needing direct contact with the council, reducing demand and improving outcomes by empowering citizens to help themselves.

To deliver the new EI&P function, **a phased 'transition then transform' approach** has been proposed, which will see capabilities 'lift and shift' into the new City Help and Support Directorate. Phased in three tranches, this approach will allow us to transition teams into the new structure before embarking on the service design and culture changes required.

The programme is requesting investment of £14.7m to deliver and implement the future programme, spanning ten workstreams (including capital spend for building re-design and IT system procurement), governance and programme management and a contingency fund.

EI&P is fundamentally about improving outcomes for citizens across Birmingham, through building resilience and independence and increasing timely, inclusive, and appropriate access to services to mitigate avoidable demand. A by-product of this shift in approach may however be a generation of net savings for the city.

Forecasting the long-term benefits of prevention is challenging, therefore the programme has **quantified the short to medium term benefits to evidence the feasibility and viability of delivery**. Creating the new City Help and Support Directorate **will release savings** by reducing management and administrative headcount and consolidating commissioned spend. A conservative 1% savings assumption has been applied to the respective EI&P staffing and commissioning budgets.

Implementing EI&P also **enables significant property savings**, in line with the Place Based Approach, by deploying a more joined up offer to our citizens across not only council services but also the wider public sector and the voluntary and community sector. On the ground, this joined up approach means we can **collaborate more, need less space and reduce our operating costs**. Where space is no longer needed, EI&P will further increase the revenue benefit to the council by using these assets to **re-develop and regenerate areas**, rather than simply selling assets.

Based on conservative short to medium term benefits modelling the EI&P programme is forecast to **return the requested investment over a period of 5 years**, after which point it will generate savings to the council. The programme will also track the **long-term cost avoidance benefits, generated by reducing demand on statutory council services** and will work with finance to ensure these are built into future budget plans. These long term benefits are likely to be significant, with the Department of Health and Social Care estimating that £14 of social benefit can be achieved for every £1 invested in prevention across a broad range of areas.

**In summary, EI&P provides a unique and exciting opportunity for Birmingham City Council to fundamentally change how it delivers services for citizens.** Creating the City Help and Support directorate is bold – it shows the council's ambition to challenge outdated ways of delivering services, its desire to do things differently and embrace new ways of working, and its commitment to putting its citizens and their needs at the heart of how it operates.

## 2. Strategic Case

In March 2022, Cabinet agreed early intervention and prevention as the direction of travel for the council. This strategic case reinforces that direction of travel.

The case supports the decision through detailing:

- **Purpose** – the reason we are taking an early intervention and prevention approach
- **Background and context** – how the approach aligns with the corporate vision and strategies
- **Case for change** – an overview of the current approach, why this needs to change and the expected benefits

### 2.1 Purpose

In this section, we have outlined:

- The problem we are trying to address
- How we will address the problem and grasp the opportunity
- How it is aligned to corporate strategies

#### 2.1.1 What is the problem we are trying to address?

**Many Birmingham citizens are facing escalating social and economic challenges, putting increased pressure on our services, and often delivering poor outcomes.**

In 2019 it was identified that 14 million people, a fifth of the UK population, live in poverty. Four million of these people are more than 50% below the poverty line, and one and a half million are unable to afford basic essentials<sup>1</sup>. Four years on, wealth inequality between the richest and poorest communities is rising<sup>2</sup>, with widening gaps in life expectancy for both men and women<sup>3</sup>, and a rise in child poverty levels<sup>4</sup>.

At a local level, Birmingham was one of the fastest growing economies in the UK between 2017-2018, outperforming both London and the UK<sup>5</sup>. Birmingham also has an ambitious inclusive growth agenda aiming to improve the lives and life chances of people and communities across the city. However, there are a range of **health, social, and economic challenges** facing our citizens. In 2019, Birmingham was the third most deprived English core city<sup>6</sup>, with 90% of Birmingham wards more deprived than the England average, and most in the bottom 20% nationally<sup>7</sup>.

<sup>1</sup> UN Rapporteur on extreme poverty and human rights (2019)

<sup>2</sup> Arrears fears: Resolution Foundation analysis (2022)

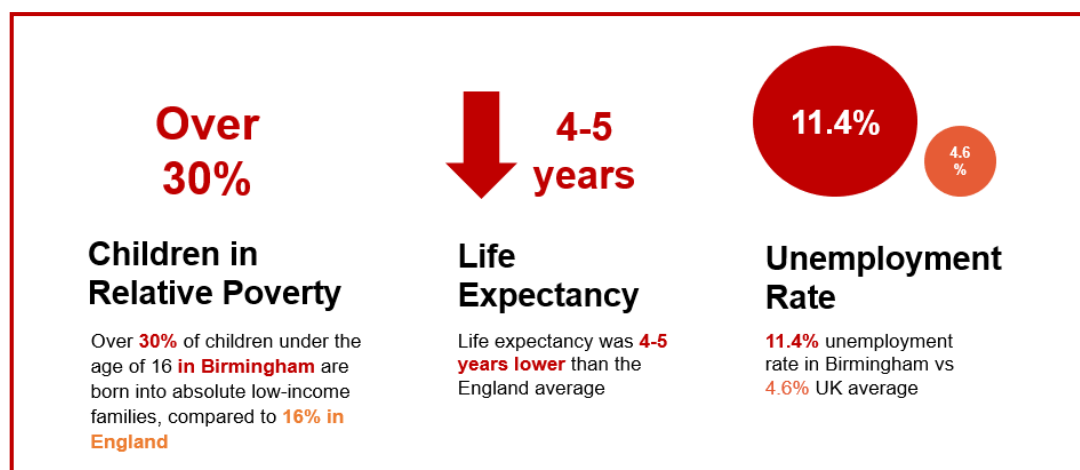
<sup>3</sup> ONS, Health and Life expectancies (2022)

<sup>4</sup> Local indicators of child poverty after housing costs, University of Loughborough (2020/21)

<sup>5</sup> Economic Output in Birmingham (2018)

<sup>6</sup> The UK Prosperity Index (2019)

<sup>7</sup> English Indices of Deprivation 2019, MHCLG (2020)



**Figure 1:** Deprivation and Inequality Statistics in Birmingham (2021/2022)<sup>8</sup>

These challenges have been **exacerbated by the pandemic and the cost-of-living crisis**, which is putting **increasing demand on our crisis services**. The COVID-19 pandemic put significant strain on households in terms of physical health, mental health, emotional wellbeing, and financial pressures. Since January 2022, the cost-of-living crisis has seen **soaring prices and falling real household incomes** plunging those who were less affected during the COVID-19 pandemic into financial trouble. One in six households (4.4m) are estimated to be in “serious financial difficulties”, an increase of over 57% from the end of 2021. **Low-income children, parents and families are disproportionately affected**, with the poorest 10% spending more than half (54%) of their average weekly expenditure on essentials such as housing, bills, and food. The **number of citizens becoming homeless also rose 11.5% in 2021<sup>9</sup>**, with 400 citizens requesting support for homelessness per week during summer months.

In addition to rising demand, austerity measures since 2008 have put pressure on the council to **focus more heavily on statutory services**. For example, in 2021/22, 85% of BCC’s Adult Social Care spend was focussed on targeted and specialist services, compared to 15% on early intervention and prevention<sup>10</sup>.

Consequently, there is a **growing normalisation of crisis** that means people often do not realise they are in crisis<sup>11</sup>. The frames of reference for what is ‘normal’ are broken and the slope into crisis is becoming less obvious to people, resulting in many citizens only presenting to the council at the point of high crisis. The unsustainable increase in demand alongside the lack of consistent prevention services means citizens often enter complex pathways, resulting in them being **‘bounced’ around the system**. This in turn **erodes citizens’ trust** in the council, making them less likely to engage and further exacerbating the challenge of people presenting at the point of high crisis.

While there are substantial challenges, Birmingham also has **significant opportunities** and has the potential to “unlock a golden decade of opportunity for our citizens of today and tomorrow<sup>12</sup>”. Delivering an unforgettable Commonwealth Games in summer 2022 and undertaking a comprehensive legacy programme has given the city and the council **momentum to drive change**, which needs to be maintained.

<sup>8</sup> 2021 Statistics, Birmingham City Council (2021)

<sup>9</sup> The number of homeless people in Birmingham rises | BirminghamWorld

<sup>10</sup> Early Intervention & Prevention Proposal, Levelling Up Strategy (2021)

<sup>11</sup> Early Intervention and Prevention – Research and Insights Report (2022)

<sup>12</sup> Birmingham Levelling Up Strategy (2021)



To respond to these challenges and opportunities the council needs to **fundamentally change how it engages with citizens**. We need to develop a proactive response to tackle inequalities across the city and support our citizens at the earliest opportunity, particularly considering how we support citizens to help themselves.

## 2.1.2. How will we address the problem and grasp the opportunity?

**By creating an early intervention and prevention offer that empowers citizens to help themselves and removes the complexities and silos across existing service provision.**

To address the inequalities our citizens are facing a radical shift from the way the council traditionally responds to supporting citizens. **Starting with what is strong within communities** and supplemented by a strengths-based approach, we need to focus on tackling the root causes that drive citizens to our statutory services, for example: unemployment, low paid work, debt, social isolation, and lack of access to affordable housing. It means taking a **holistic approach and making every contact count**, so regardless of where a citizen encounters the council, we respond to root causes and direct them to the support they need, including the support to help themselves.

This is a significant change from the current model, aiming to stop as many people as possible from getting into the 'system' by increasing timely, inclusive and appropriate access to services and thereby mitigating avoidable demand. The ability to connect citizens to local networks and taking a strengths-based approach will impact how services are delivered across the council. This is a once-in-a-generation opportunity to truly transform the lives of our citizens.

### Definitions

**Early intervention:** Identify risk and protective factors and halt the development of a problem that is developing or already evident, i.e., prevent citizens from 'stepping up' into a higher tier of support

**Prevention:** delivering activities that help to stop a social or psychological problem arising in the first place, i.e., supporting citizens to remain in the 'universal' space.

**Our vision for Early Intervention & Prevention therefore is to:**

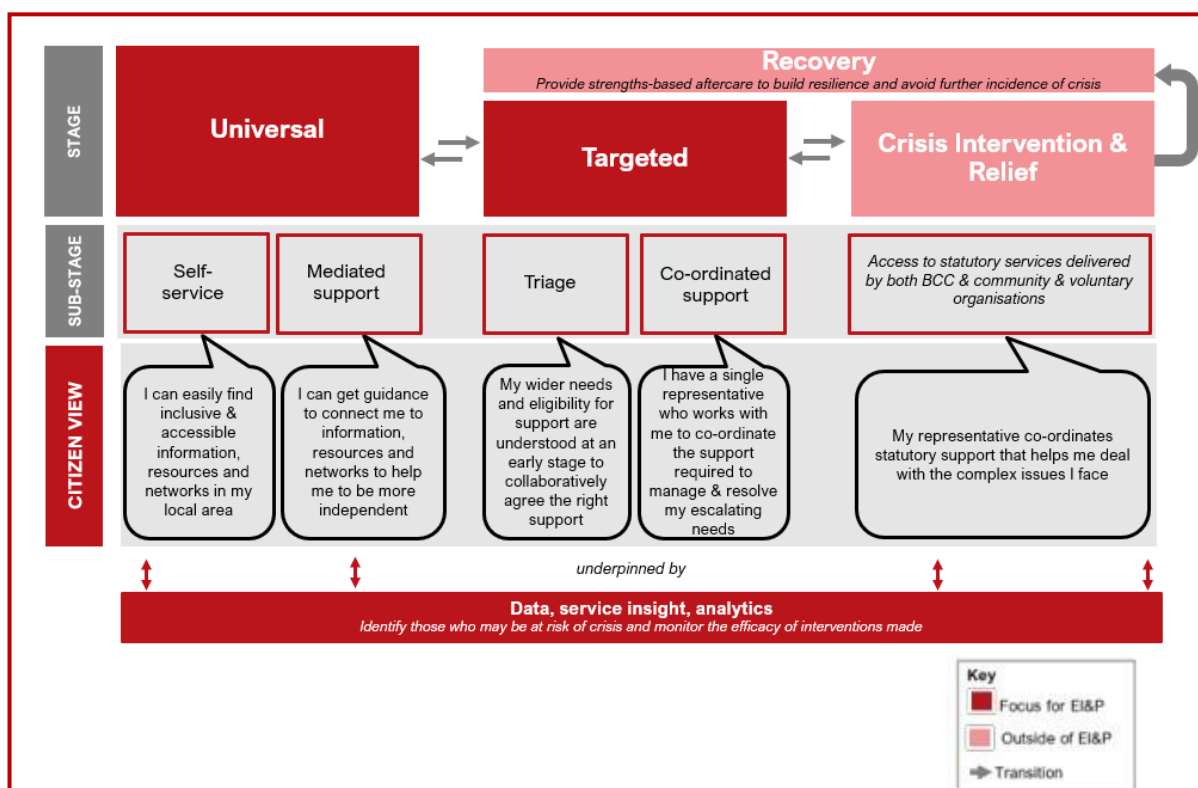
***Enable everyone in Birmingham to become independent, socially and economically active and resilient citizens, starting from when they are children and continuing throughout their lives.***

To support the delivery of our vision, our early intervention and prevention approach is being **designed with the following principles:**

1. Taking a **citizen-centric approach** that supports individuals by connecting them to local community assets, networks and resources to build independence and resilience
2. **Empowering officers to help citizens the first time** by focusing on a strengths based approach, underpinned by data
3. Adopting a **digital-first approach** where possible, with options to support a diverse range of needs
4. Develop a **multi-disciplinary, integrated offer** that leverages the strengths of the council and its partners (e.g., ComVol sector, health, police)
5. **Using data in a secure, ethical and compliant way** to drive improved decision making
6. Driving improved efficiency & effectiveness (quality) by **transforming the way we deliver our services**.



We are using a **prevention pathway**, based on existing prevention models<sup>13</sup>, as the overarching framework for delivering our early intervention and prevention services. It is non-linear and outlines four key stages as citizens could come in at and move between different stages:



**Figure 2:** Prevention Pathway

To make early intervention and prevention a reality our universal services need to be brought together to **respond to root causes and be made more inclusive** of the needs of vulnerable citizens and those who are digitally excluded. At its core, early intervention and prevention is about helping and supporting citizens at the **early stages** of an issue before it manifests as a statutory need. It is important to note that this is not a silver bullet and there will always be cases where referrals into statutory services occur without warning and there are **few indicators that could have predicted and allowed for intervention**. For example, a household unknown to public services where there is a sudden relationship breakdown that results in a family becoming homeless.

There are three key levers that will facilitate the shift from crisis to prevention across the whole council:

- **Structural change** will help us transform and refocus teams and demonstrate the organisational commitment to this direction of travel
- **Re-designing services** to have an early intervention and prevention approach will fundamentally transform how we work and think differently
- **Cultural change and new ways of working** will enable us to equip staff with the tools and techniques needed to support this new way of working.

While undertaking the above changes, we need to avoid **inadvertently creating a new silo** for staff who do not sit within the new structure. It is important that **all services play a role to support citizens at the earliest stages** of a problem or crisis. For example, if our waste

<sup>13</sup> Early Intervention and Prevention – High Level TOM (2022)

collection team identify that a household has failed to put their bins out for four weeks in a row, this could indicate that there is an issue within that household that could require some support. A carefully worded note could be put through the door to 'check in' and signpost to support if needed. Or where our repairs and maintenance service identify consistent issues at specific properties, such as broken doors or holes in the walls, we should be considering how to have a holistic conversation with that household to understand any additional support that might be needed.

### 2.1.3. How is this aligned to corporate strategies?

**The early intervention and prevention approach is fully aligned to key corporate strategies, including the Corporate Delivery Plan and Levelling Up Strategy.**

Birmingham City Council recognises the scale of the challenge and the need for an efficient and effective approach to support the large number of children, parents and families in the city that are living in, or on the cusp, of poverty. In addition to responding to the immediate crisis, the council is unequivocal in the need to **shift our focus from crisis to prevention** to improve citizen outcomes before an issue becomes an acute problem.

Corporately, the council's vision is to design and deliver services in a way that nurtures and empowers citizens, utilising assets within neighbourhoods to build a local foundation and create **greater connections within communities**, alongside strengths-based approaches to emphasise self-determination and support citizens to be resourceful and resilient, having their needs met close to home. This in turn, contributes directly to three of the Birmingham City Council's six key priorities:

1. Birmingham – an aspirational city to grow up in
2. Birmingham – a fulfilling city to age well in
3. Birmingham – a great, clean, and green city to live in

**The EI&P agenda is aligned to the council's** vision to create 'a city of growth where every child, citizen and place matters'. It is also **aligned to the council's values** and will promote desired leadership and staff behaviours, embedding a 'by the community, for the community' design approach and putting our collaboration with partners and citizens at the centre of our work.

This is reflected in the council's corporate strategies such as the **Corporate Delivery Plan 2022-2026** which emphasises early intervention and prevention as one of the three principles (People, Place, Council) that will improve citizen outcomes before acute problems develop, and outlines that to achieve this vision, the council must:

- **Work with people differently**, drawing on the support that exists in the community, as well as different groups of professionals working together; giving them all a common mission to help people stay afloat and then thrive
- **Make best use of customer insight and business intelligence** to ensure we make informed decisions and prioritise our resources appropriately, embedding the principles of prevention, prediction, and early intervention into everything we do
- **Take a whole system approach**, promoting the independence and resilience of service users and communities, collaborating with partners, which places citizens and communities at the heart of our decision making
- Come out of our silo's and **organise services around demand and citizen need**, so we make the best use of our limited resources

This focus and approach are reinforced by Birmingham's **Levelling Up Strategy**<sup>14</sup>, which places early intervention and prevention as one of the five 'Levelling Up Accelerators' to enable prosperity and opportunity for all.

The combination of the council's corporate strategies and values emphasise the key priority for Birmingham in improving opportunities and outcomes for citizens through taking a **system wide preventative approach**. The principles within the EI&P function underpin and enable the city to make a fundamental change from reactive to proactive to deliver the key priorities and continuing to invest in this space will be central to achieving the council's vision.

### Key Takeaways:

1. Birmingham faces significant levels of inequality that have been exacerbated by the pandemic and cost of living crisis.
2. A radical change from the existing operating model is needed to enable long-term sustainable change.
3. EI&P will drive the council's long-term sustainable approach to address the root causes of crisis within Birmingham, through intervening early and preventing citizens reaching crisis point.
4. Three key levers need to be utilised to facilitate the EI&P approach: structural change, redesigning services to have an early intervention and prevention approach and driving a change in culture and ways of working.
5. EI&P is aligned to the council's values and presents an opportunity to embed those values in a new way of working, acting as a catalyst to a wider shift in culture for the council.

## 2.2 Case for change

In this section, we have outlined:

- An overview of the current approach
- Why it needs to change
- Benefits for citizens, staff, and the council

### 2.2.1 What is the current approach?

**While there are some areas of good practice, silos within the council create an inconsistent experience for citizens and make it difficult to navigate to the support required.**

Over September and October 2022, we engaged with over 100 citizens and partners through a range of channels. The research identified the **growing normalisation of crisis**, whereby citizens do not notice they should and can be reaching out for support. This is often coupled with a reluctance to ask for help, due to fear of judgement and **distrust of council services**. When they do reach out for support, citizens often build a reliance on the council and are not supported to help themselves.

<sup>14</sup> Birmingham Levelling Up Strategy (2021)

Key issues with the current approach identified as part of the research and insight work can be summarised into three themes as follows:

### 1. The experience for citizens is complex and services are not joined up

#### What citizens said:

*"The council is a big scary thing...there is a lot of confusion about which council service is called what."*

Current provision is so complex that citizens struggle with where to start. There is a wide range of services people can access, however **navigating this alone can be difficult and leads to greater confusion**. Citizens' experience is also variable dependent upon where they first land in the council. Council teams recognise that the citizen experience could be made easier by being better connected to services, regardless of levels of digital literacy and differences in accessibility. The council needs to develop a simple way for people to access a seamless service that meets their individual needs. Services should provide inclusive, appropriate, timely access for citizens allowing them to engage at an earlier point in the prevention pathway, helping citizens and in doing so mitigate avoidable demand

Citizens often **needlessly come into physical locations**, creating long queues, a back log of cases, and an unnecessary dependency on the council for support. However, many of these siloed ways of working are physical too, operated out of dedicated or specialised assets. For example, separate assets for adult education, libraries, employment support, and revenues/benefits advice all being based in separate buildings, often in close proximity. This provides a **poor citizen experience** preventing joined-up service delivery.

### 2. Current services are reactive and there is limited use of data and insight to enable a proactive approach to meeting citizens needs

#### What citizens said:

*"I needed to know what to do next, it shouldn't be up to me to pick up the pieces...I would have expected proactiveness [from services]"*

The council holds a wealth of data about citizens that engage with our services; however, this is not joined up to present a single view of a citizen. Staff **therefore do not have access to a holistic picture of a citizen's situation** or an understanding of the wider challenges they may be facing. In addition, due to the limited accessibility and availability of data, staff find it challenging to identify which citizens need our support most.

While citizens that engage with the council may have their specific request for support resolved, the lack of an insight-led approach may mean **wider challenges they face are not addressed**. Additionally, groups of citizens that may have characteristics that make them eligible for support or indicate they could be at risk of escalating to crisis are **not identified proactively**. This is also the case when considering how the council could gain a better understanding of the types of culturally specific support needed by citizens.

### 3. There is a desire from staff to deliver holistic support; however, limited capacity and a lack of training to support strengths based practice restricts what support can be provided to citizens

#### What citizens said:

*"I'll never go to the council services because they will look down on me because I don't have a job"*

Due to the challenges posed to the council, detailed in 2.2.1, funding for non-statutory services has been decreasing. This has led **to limited capacity and funding to maintain, let alone improve** the services citizens can access.

For example, funding for employment and skills support, which is largely currently provided by the EU, is soon to reduce. Examples of this include the PURE Project (currently within Adult Social Care), which focuses on supporting vulnerable citizens within the community to enter education, employment or training, and the Skills Programme. This programme is enabled by the Business Enterprise & Innovation team and supports those already in work to upskill and retain their jobs. A reduction in funding will mean the scale and/or quality of employment and skills support available to citizens will also reduce, negatively impacting citizens that are currently eligible for support. Similarly, programmes that are supported by the employment and skills team (currently within Children & Families) are facing a reduction or cessation of EU funding. This comes at a time when Public Health colleagues have identified significant gaps in employment rates of citizens in Birmingham that have complex needs and disabilities, and **are calling for more, not less, to be done**.

In addition, staff in roles that could support prevention are trained to take a transactional rather than strengths based approach. This **limits staff capability to holistically meet people's needs** and the support a citizen receives only meets their presenting challenge.

The high-level design for EI&P completed in March 2022 identified that there are 45 capabilities across the council that have the potential to support early help and prevention. However, the majority of these capabilities are not currently delivered in an integrated, joined-up and citizen-focused way but through a “service lens”. For example, the provision of adult education, or benefits help, are operating as individual services (or ‘service lens’) rather than taking a ‘citizen centric lens’, which would see services focus on supporting people into good work or to afford a decent standard of living.

These themes highlight that there are systemic challenges which are adversely impacting citizens in different ways and that significant change is required to enable Birmingham to help people to achieve better outcomes.

## 2.2.2 Why does it need to change?

**Citizens are reaching crisis before seeking support, and the council is taking a disjointed and reactive approach to supporting them.**

It is well evidenced that crisis intervention is more costly than a preventative approach, for example the Department of Health and Social Care state that a review of international studies suggests around £14 of social benefit can be achieved for every £1 invested in prevention across a broad range of areas<sup>15</sup>. In addition, research confirms that investment in prevention and early intervention leads to demand popping up elsewhere in the wider system<sup>16</sup>.

Where services were previously built on allocated budgets, they have now **evolved based on spending cuts**, government guidance, and statutory inspections. This evolution of services, compounded by the **lack of knowledge about which services are universally available** and how to access them before needs escalate, creates a fragmented experience for citizens. The council needs to improve accessibility of support available across the system (council, community, partners) and **encourage people to identify the challenges they are facing** early so they can be addressed.

<sup>15</sup> Prevention is better than cure, Department of health and Social Care 2018

<sup>16</sup> Austerity 2.0: why it's critical for our health that the government learns the lessons of Austerity 1.0, The King Fund (2022)



Citizens need to **regain their trust in the council** and be confident that they will be provided with the appropriate information to **help themselves or supported to resolve their issues**. In doing so, citizens build a level of resilience and independence, which in turn helps reduce, avoid, or delay high-cost statutory interventions. As a council, we have a duty to respond to the challenges faced by our citizens and accelerate our efforts in supporting people to help themselves, starting with providing clear information, advice, and guidance. This is particularly important in the context of the cost-of-living crisis, which could result in the **council's crisis services becoming overwhelmed**.




Another reason for change is that our current estate is not fit for purpose to successfully enable delivery of the EI&P approach. The cost of delivering services from **the current estate does not deliver best value and buildings are not currently well-equipped** for citizens to seek support or access multi-disciplinary services.

Finally, our initial culture assessment with senior leaders and some managers strongly suggests BCC values and the behaviour framework is not fully embedded and delivering on its intention. An **early intervention and prevention mindset is not shared across the council**, which means that many of our frontline staff are not able to provide holistic support to both help citizens stay afloat and then thrive. This requires a **shift in mindset and culture** to embed a culture of continuous improvement based on citizen experience.

### 2.2.3 What are the benefits of EI&P for citizens, staff, and the council?

**Enabling our citizens to meet their full potential through galvanising existing resources in an efficient, effective and inclusive way.**

By implementing a whole system approach to EI&P we can drive a positive change in how we deliver services, **which draws upon and enhances support that exists in the community**. Through delivering EI&P, we can unlock this “by the community, for the community” approach which has a range of benefits for citizens, the community itself, and the council, which the current approach does not enable. This focus on early intervention and prevention generates net positive value for our citizens, staff and council, based on evidence from practice and learnings from over 30 UK councils, either at service or whole council level<sup>17</sup>.

Benefits to Citizens	Benefits to Staff	Benefits to Council
		
<ul style="list-style-type: none"> <li>Improve outcomes by <b>tackling the root causes of entrenched issues</b> and providing accessible and inclusive support</li> </ul>	<ul style="list-style-type: none"> <li><b>Increase staff capacity, satisfaction and effectiveness</b></li> <li><b>Enable staff to holistically serve citizen need through collaborating with services and partners</b></li> </ul>	<ul style="list-style-type: none"> <li>More integrated services that help <b>deliver the council's strategic priorities</b> from crisis to prevention</li> </ul>

<sup>17</sup> Including Adult Social Care within Birmingham City Council, Birmingham Children's Trust, London Borough of Barking and Dagenham (LBBD), Wigan Council, London Borough of Enfield, and Leeds City Council.

<ul style="list-style-type: none"> <li>• <b>Facilitate independence and resilience</b> to allow citizens to access support in the universal and targeted space</li> <li>• <b>Bringing together community assets and resources</b> both public and community facing to deliver community-led solutions more effectively</li> <li>• Implement <b>effective step up and step down</b> into and out of EI&amp;P as part of the prevention pathway</li> <li>• A digital first approach will be adopted which <b>encourages self-service</b> for citizens and partners and the ability to lead independent lives</li> <li>• Citizens will be <b>supported with their diverse range of needs</b> through an integrated experience across various channels and locations</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Increased engagement</b> as staff come together around a shared agenda for early intervention and prevention</li> <li>• <b>Opportunity to shape</b> the delivery of a new approach to early intervention</li> <li>• <b>Developing continuous improvement</b> skills and mindset that will help with their career</li> <li>• Staff will feel a <b>sense of fulfilment</b> through meeting citizens needs holistically</li> <li>• <b>Reduce frustration</b> of systematic challenges</li> <li>• <b>Opportunities for staff development and learning</b> through new data and insight approaches</li> </ul>	<ul style="list-style-type: none"> <li>• Become an effective, willing, and able partner by <b>collaborating with partners</b> in the community, faith and voluntary sector, health, and police</li> <li>• Building on existing partnerships to further develop a seamless and holistic approach to meeting citizen's needs</li> <li>• Contribute to a <b>better corporate financial position</b> through cost reductions and improve income collection</li> <li>• Embed citizen centric culture to early intervention way of working, <b>with lessons applicable across BCC</b></li> <li>• Embed <b>data and insight</b> into our approach</li> <li>• Increased <b>direct (cashable) and indirect (cost avoidance) savings</b> from earlier intervention</li> </ul>
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**Figure 3:** Benefits to Citizens, Staff, and the Council

#### Key Takeaways:

1. Citizen engagement has validated that an EI&P approach is the most effective way to support citizens at the early stages of an issue.
2. There are multiple reasons why this change in approach is required, including lack of information, lack of trust in the council, the culture and mindset of the organisation and the condition of the estate to support delivery of positive prevention outcomes.
3. Through moving to an EI&P approach the council will significantly improve outcomes for local citizens, improve staff morale, and improve the financial position of the council.



## 3. Economic Case

The economic case outlines the evidence to support the required decision to establish a new Directorate for Early Intervention & Prevention ('City Help and Support') and which capabilities are in-scope.

The case evidences the required decision by detailing:

- **Context** – the programme's journey to date
- **Potential options for the EI&P function** - which capabilities are considered in-scope
- **Preferred option for the EI&P function** – what the recommended EI&P structure will look like
- **What needs to change to support delivery**– what is essential to the delivery of the recommended option
- **How this is an improvement to current ways of working** - how EI&P will feel for citizens and staff, and the new ways of working

### 3.1 Context

In this section, we have outlined:

- The EI&P Programme's journey to March 2022
- An overview of the current phase of the Programme

#### 3.1.1 What was the EI&P journey to March 2022?

**Following extensive internal and external stakeholder engagement the high level design for EI&P was presented to Cabinet in March 2022.**

In January 2021, Cabinet agreed to 'fundamentally shift our focus from crisis to prevention' to **'help people to help themselves'**, as part of an 'Investing in our future' paper<sup>18</sup>. The EI&P Programme was launched in November 2021 with new governance to deliver against this agreed direction of travel for BCC.

In March 2022, a Cabinet report set out the high level design for the future of EI&P and Cabinet approved moving into detailed design<sup>19</sup>. In this report, four key options were considered for moving forward with EI&P:

1. **'Do nothing'** – maintain siloed services
2. **Limited change** – transform current services where they are
3. **New service** – bring our universal and targeted work together into a new Service focused on EI&P

<sup>18</sup> [Document.ashx \(cmis.uk.com\)](#)

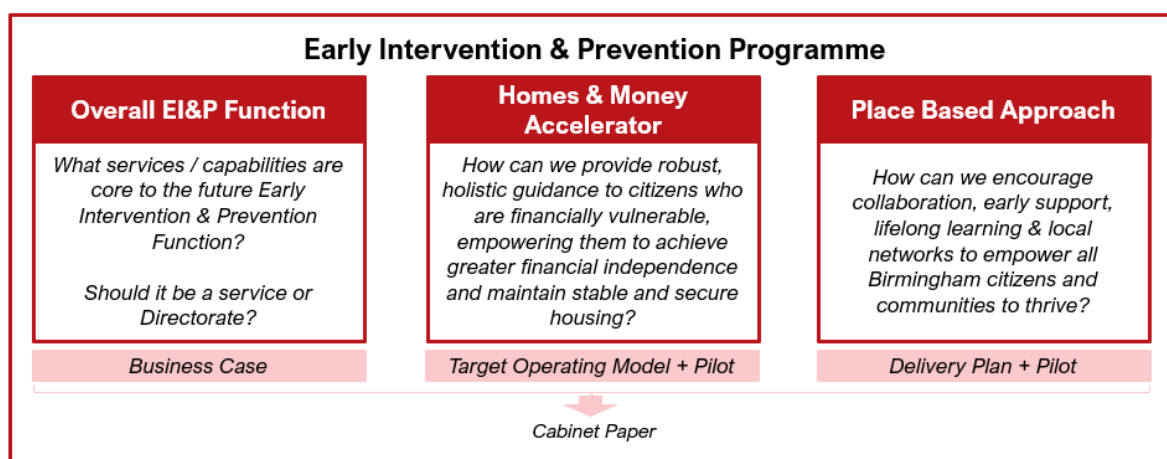
<sup>19</sup> [Early Intervention and Prevention - High level TOM March 2022](#)

4. **New Directorate** – bring our universal and targeted work together into a new Directorate focused on EI&P

To best achieve the desired outcomes for our citizens, our staff, and the council, Cabinet approved the exploration of a new Service and a new City Help and Support Directorate.

### 3.1.2 What progress has been made since March 2022?

Further engagement has led to the design of the future EI&P function, Homes and Money Advice Service and a Place Based Approach for the city.



**Figure 4:** Outline of the EI&P Programme

Since March 2022, the Programme team has undertaken extensive engagement with stakeholders across BCC and with partners to **determine what the future EI&P function** should look like, including:

1. Reviewing a short list of capabilities to be ‘in-scope’ for an EI&P function
2. Recommending what form the EI&P function should take (service or Directorate).

Our approach and recommendations are based on enabling a sustainable and long-term preventative approach to be embedded across the council and address the key challenges facing the city as set out in the strategic case. Our work with partners and BCC staff has been fundamental in developing this approach, we have consistently sourced their input to map the current service and in turn develop a future state that will empower the BCC staff and wider partners who will help us deliver it.

In parallel, substantial work has been undertaken to re-design one EI&P service and two key EI&P enablers to make an impact quickly to citizens, which has culminated in:

- Homes and Money Advice Hub Target Operating Model (TOM) (see Cabinet Report Appendix 3)
- Place Based Approach Shard End Delivery Plan (see Cabinet Report Appendix 4)
- IAG vision and approach (see Cabinet Report Appendix 5)

Alongside development of the above, we have:

- Launched a Homes and Money Advice service pilot in Northfield in December 2022 to start testing elements of the new service on the ground by supporting citizens and enabling the service to iterate the offer based on real life experience
- Launched a Place Based Approach pilot in Shard End library in February 2023, which involves co-locating a range of EI&P services (council and partner) that respond to local need within The Shard building.

Throughout our design phase, we have considered the impacts EI&P will have on citizens, staff, and the wider community. We have completed an Equality Impact Assessment (EIA) (see Cabinet Report Appendix 2) and considered the impacts EI&P will have on protected characteristics such as age, disability, gender, religion, race, and sexual orientation. From the EIA, we have concluded that implementation of the EI&P programme is unlikely to lead to any negative outcomes for any citizens with protected characteristics.

#### Key Takeaways:

1. Since Cabinet in March 2022, we have explored the creation of a new Service or new Directorate to understand how we achieve the **desired outcomes for our citizens, our staff, and the council**
2. Significant engagement with stakeholders across BCC and partners has supported in determining which capabilities **should be in-scope for the new function**
3. The Homes and Money Advice TOM has been developed alongside launching a **pilot in Northfield** in December 2022 to test the new EI&P approach
4. A **pilot of the Place Based Approach** also launched in Shard End in February 2023.

## 3.2 Preferred option for the EI&P function

In this section, we explore:

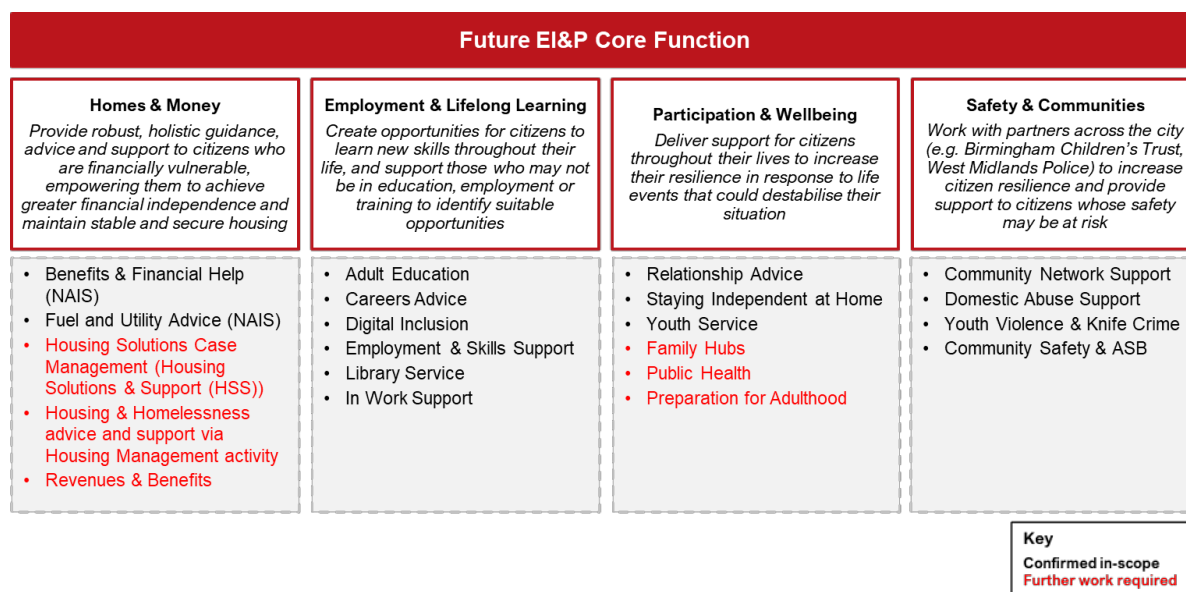
- The capabilities recommended to be ‘in-scope’ which will deliver EI&P
- The recommendation on whether a Service or Directorate would be most effective in delivering the EI&P approach and council vision

### 3.2.2 Which capabilities are recommended to be ‘in-scope’ for the EI&P function?

**Twenty-two capabilities are recommended to be ‘in-scope’ for the EI&P function, from a range of Directorates across the council.**

To determine what should be ‘in-scope’ for the EI&P function from the 45 capabilities identified in the March 2022 Cabinet report (see Appendix A), we assessed each capability against **the impact on citizens, staff, and the feasibility of migration** (for more detail on the methodology see Appendix B). The below ‘in-scope’ capabilities have been grouped into

five categories; however, the EI&P function will not necessarily be structured in this way. Teams that deliver these capabilities will move from existing Directorates into EI&P.



**Figure 5:** Recommended Capabilities to be 'in-scope' for EI&P Function

The capabilities outlined above will form the core of the City Help and Support Directorate. However, this list is not exhaustive and as the EI&P model evolves, **additional capabilities may be considered (where appropriate)** to ensure we are creating a Directorate that is focused on citizen needs.

Each **capability is currently delivered by either a single or multiple teams** within BCC or externally. For example, employment and skills support is delivered by the Employment and Vocational Skills Team, PURE Project team, Employment Access team, and Skills Programme team within BCC, and by partners such as the Prince's Trust. Working collaboratively with partners will form a key part of the new holistic service offering. The value of this approach has already begun to be realised in the Shard End Pilot; partnerships with the West Midlands Police, Barclay's Bank, and Neighbourhood Action Coordinators – to name but a few – has already formed a valuable and intrinsic part of the EI&P service.

The breadth of these capabilities ensures a holistic all-age approach can be taken that tackles root causes and not symptoms. These capabilities are all **focus areas for increasing proactive, preventative delivery**.

It is important to note that for the EI&P approach to be fully effective, many capabilities and services outside of the new function will require a close working relationship with the EI&P function to drive improved citizen outcomes.

### 3.2.3 What is the proposed EI&P function?

The recommendation is that EI&P is taken forward as a Directorate to ensure the EI&P vision is successfully delivered in Birmingham.

In March 2022, Cabinet approved the exploration of two options for a future EI&P function: a service or Directorate. Below we have summarised the key opportunities and challenges associated with each. A full overview of this can be found in Appendix C:

Option	Opportunities	Challenges
<b>Option 1: EI&amp;P Service</b> <ul style="list-style-type: none"> <li>Led by a single Assistant Director</li> <li>EI&amp;P Service would sit within the Adults Social Care (ASC) Directorate with core EI&amp;P focused capabilities under it</li> </ul>	<ul style="list-style-type: none"> <li>+ Able to <b>test and evolve the model</b> by starting with smaller scale change</li> <li>+ <b>Bring together several innovative prevention initiatives</b> that are being delivered / developed</li> <li>+ Facilitate a more <b>holistic approach</b> to service delivery</li> <li>+ <b>Invest in communities to build “by the community, for the community” capacity</b></li> <li>+ <b>Increase the scale of partnership working</b></li> <li>+ Build on the <b>proactive, preventative culture already developed</b> within Adult Social Care</li> </ul>	<ul style="list-style-type: none"> <li>— <b>Does not give EI&amp;P the platform, visibility, and prominence it requires</b>, limiting EI&amp;P influence</li> <li>— The range of in-scope capabilities delivered under EI&amp;P may be <b>too large to sit under a single Service Area</b></li> <li>— Could create a new <b>silos that limits progression</b> if not integrated successfully</li> <li>— Service could be <b>too closely associated with the Adults Directorate</b></li> <li>— Being within the Adults Directorate could lead to <b>EI&amp;P being de-prioritised compared to statutory requirements</b></li> <li>— Remit could be <b>too great a responsibility for a Head of Service</b></li> <li>— The Service approach will <b>make it more difficult to enact council, and city wide, change</b></li> <li>— The <b>level of financial savings achieved would be less in a Service</b></li> <li>— <b>Role of the Service may be unclear</b> if expected to help drive change across the council</li> <li>— <b>Less likely to enable the change required, due to the capability to drive a system wide culture change</b> and adopt new ways of working</li> </ul>

<b>Option 2: EI&amp;P Directorate</b> <ul style="list-style-type: none"> <li>Led by a Director</li> <li>EI&amp;P Directorate would bring a wider range of EI&amp;P focused capabilities together</li> </ul>	<ul style="list-style-type: none"> <li>+ Drive EI&amp;P agenda and culture across the council, with a joined up, integrated approach</li> <li>+ Demonstrate long-term commitment and buy-in</li> <li>+ Enable the creation of a <b>proactive, preventative culture</b>, with a mandate to work in a different way</li> <li>+ Enable BCC to <b>enhance its reputation and status</b> locally and nationally</li> <li>+ Able to <b>adopt a phased implementation approach</b>, limiting risk</li> <li>+ Opportunity to increase the scale of positive impact for citizens, communities and staff <b>and therefore generate financial savings for the city as a by-product</b></li> <li>+ Enable <b>challenges to be corporately visible</b></li> <li>+ Enable staff <b>career progression pathways, with clear objectives, KPIs and rewards system</b></li> </ul>	<ul style="list-style-type: none"> <li>– <b>Slower to implement than a Service</b> due to size and scale</li> <li>– Creates <b>greater disruption across the council</b></li> <li>– <b>Costs</b> associated could exceed those of a Service if not thought through fully</li> <li>– <b>Significant change required</b> to implement for both systems and staff, e.g., structure, culture, process, systems etc.</li> <li>– <b>Savings could take longer to realise</b> compared to a Service due to the need to establish the structure; however, they have potential to be significantly larger through having a wider scope to identify and deliver efficiencies to increase impact</li> </ul>
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**Figure 6:** EI&P Function Options – Opportunities and Challenges

Considering the opportunities and challenges set out above, the recommendation is that a **new EI&P Directorate is formed** to facilitate the level of transformation that is required to deliver the desired outcomes of the EI&P approach.

It is important to note that creating this **structure is ‘instead of’** what currently exists across the council, not ‘as well as’ i.e., existing roles and teams will transition into the new City Help and Support Directorate rather than creating new positions. Where staff roles are adapted or may change as a result of this move, we will engage Trade Unions and undergo formal consultation in accordance with standard procedure.

Setting up a City Help and Support Directorate will also act as a catalyst for enabling the changes needed as an organisation to be bold and fit for the future by transforming the culture, ways of working, and relationships with partners and communities.

#### Key Takeaways:

- Following the identification of a long list of capabilities in the high-level design phase, significant engagement has led to a **refined list of in-scope capabilities for the EI&P function**
- It is recommended that the **EI&P function should be set up as a Directorate**, as this provides the greatest opportunity to support the delivery of the EI&P vision



### 3.3 What is needed to support delivery of the preferred option?

In this section, we highlight:

- What is essential to enable EI&P services to be delivered successfully?
- What EI&P service delivery will look and feel like for our citizens?
- What EI&P service delivery will look and feel like for our staff?
- How EI&P services will be different to current ways of working?

#### 3.3.1 What will be essential to enable EI&P services to be delivered successfully?

**Key enablers have been identified to ensure staff are equipped with the information, tools, and support to deliver a seamless citizen journey.**

Enablers will support successful delivery of the City Help and Support Directorate and help embed the new ways of working. These are **essential to maximise the impact** on our citizens and communities:

Key Enabler	Description	Lead
Data - single view of the citizen	Data and analytics tool that brings together key service data sets from across BCC and partner organisations to inform service development and support service delivery	Led by DTS with City Observatory alongside EI&P requirements
Information, Advice and Guidance (IAG)	A single source of truth for citizens and staff that is timely, accurate and relevant to support citizens	Led by Customer Programme and DTS alongside EI&P requirements
Digital Inclusion	Ensuring citizens have the access, connectivity, and skills to be digitally enabled and support self-service	Led by Digital Inclusion team
Place Based Approach	A local approach to galvanising suitable community assets, both physical and non-physical, that respond to local need and enable citizens to self-serve and access multidisciplinary services in a “Third Space”	TBC – alignment required between Corporate Landlord, Property, and EI&P
Commissioning	Strategic and targeted commissioning to support and execute the EI&P vision. This will be utilised both locally and Birmingham-wide to establish services to meet need	TBC – in context of wider strategic changes
Contact Centre	Streamlined points of contact (telephone and instant messaging) where citizens can receive advice from staff who are able to have strength based conversations and navigate them to appropriate IAG and services as required	Led by Customer Service team
Technology	Staff access to the ICT tools and systems required to deliver improved outcomes for citizens and enable the desired ways of working	Led by DTS alongside EI&P requirements

**Figure 7: EI&P Key Enablers**



**IAG and Place Based Approach** have been prioritised to ensure these enablers are in place as the City Help and Support Directorate is established. Further consideration will be given to the other enablers during the next phase of work.

### Data: Single view of the citizen

The March 2022 Cabinet paper identified the need for a **robust data and insight capability** to enable the council to fundamentally transform how citizens are supported by enabling a **data-driven approach to decision-making and service / resource commissioning**. 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.

Additional features and benefits of the data capability include:

- **Single view of citizen** to bring together disparate data sources and support better understanding of an individual or household's situation, enabling frontline officers to reduce time spent on administrative activities and provide more holistic support
- **Facilitate improved decision-making and commissioning** by using data and predictive analytics to understand the risk factors that lead to individuals reaching 'crisis point'
- **Support the data observatory to build further insight** and ensure a consistency across EI&P and the wider council insight hub, ensuring that data capabilities complement each other rather than replicate

To determine how we will work closely with DTS to outline the service requirements and assess the costs and timescale implications of building the functionality in-house versus going to the market.

### Information, Advice and Guidance (IAG)

High quality, effective and timely IAG<sup>20</sup> is fundamental to a successful City Help and Support Directorate. It will ensure **citizens can self-serve** and **access council resources** at a time and channel of their choosing, without always needing direct contact with the council.

BCC's strategic IAG framework sets out several findings and recommendations related to improving the provision of IAG to support 'better, active and independent lives for Birmingham's citizens with lower demand for reactive crisis support'. This vision is aligned to that of the EI&P Programme.

From our research with citizens in autumn 2022, we know they want to be able to access services through a variety of channels, with the importance on **accessibility, ease of navigation and good service** rather than channel

#### **IAG Definitions (see footnote)**

**Information:** facts or details about somebody or something, often relies on those who access the material interpreting it correctly and acting accordingly.

**Advice:** an opinion or a suggestion about what somebody should do in a particular situation, relies on the individual to act upon the advice

**Guidance:** help, information or advice aimed at resolving a problem or difficulty, especially when given by an authority or experienced body or figure

<sup>20</sup> Birmingham's Advice Strategy 2021 - 2024 (iii) (also known as Birmingham's IAG Strategic Framework and Recommendations)

preference. Our IAG approach will be **digital first**, with **citizens placed at the centre** to facilitate self-service, leveraging interactive tools that facilitates independence for citizens. This will be **supported by a network of community hubs** packed with the same IAG that is available digitally, ensuring the engagement channel does not determine a citizen's experience.

We will **build on what is strong and working well** across Birmingham, including IAG provision in the voluntary and community space. Making **every contact with the council count** across all channels is vital, with the need to co-ordinate and improve the visibility and inclusive access of this provision to citizens whilst mitigating avoidable demand on council services. This aligns to the key focus of our EI&P IAG Strategy, supporting effective universal services through effective, timely and easy to locate IAG services.

Further information on our IAG vision and approach can be found in Cabinet Report Appendix 5.

### **Digital Inclusion**

Many citizens are currently on the wrong side of the “digital divide”, often without the access, knowledge, or confidence to benefit from the digital world. An issue made especially prevalent in the wake of the pandemic and the implementation of digital working and education. Bridging this digital divide will enable citizens to self-serve, **improve employment and education opportunities, and build self-reliance and resilience.**

**The Digital Divide:** The gulf between those who have ready access to computers and the internet, and those who do not.

The EI&P Programme team are **collaborating with the Digital Inclusion project team** to support the roll out of **digital devices and data** to all co-located hubs across the city following a successful pilot in seven of the most deprived areas of Birmingham. In line with the digital neighbourhood strategy, the blended team are also exploring options for a new digital innovation offer within the hubs, to support local citizens in scaling up innovative ideas, encouraging a “by the community, for the community” approach, increasing skills, and ultimately creating jobs.

### **Place Based Approach**

A Place Based Approach will be key to achieving sustainable outcomes for citizens. The Place Based Approach recognises the unique challenges, but importantly, the strengths of local communities. Physical spaces from which services are delivered, the resources within them, and the people offering support can have a major impact on citizens. A good quality, well designed **building can be a great catalyst for achieving better outcomes for citizens**, whereas a poor-quality asset can significantly detract from the experience.

The **current estate is not fit for purpose**: buildings have limited opening hours, poor accessibility, are not always located where they are most needed, have poor energy efficiency and are often poorly utilised with a large environmental impact. We propose to tackle these challenges within the existing estate by developing a place based hub model, **co-locating a range of services that respond to local need within a physical asset.**

The hubs will be designed in consultation with the community, who we also envisage will play a key role in their operation. They will be universally accessible, well located, and

positive spaces, facilitating community cohesion and resilience. This approach will enable a more efficient way of delivering services – allowing us to **spend less on space, and more on service delivery**. In doing so, we will put staff back working in the communities that they serve, being closer to citizens and being able to build a better understanding of the local community and becoming “community connectors”.

In some areas, this may mean **relocation of services into existing buildings, refurbished buildings, or in some cases, new buildings**. Any building considered for a hub must be fully inclusive and should not require additional resource to manage or a business case will be completed to support any additional resource. Separate business cases will be developed using the Shard End library model as an operational blueprint when scaling up across the city. This may result in some council assets becoming surplus to requirements. Where this happens, we will work with local stakeholders to understand the most effective use for these assets. This work is aligned to the current work around the corporate landlord programme being led by the Property team.

*"When we have a rush of people coming in... I think this is my job, my role in society and what I'm supposed to do" –  
BCC Library Staff*

The Place Based Approach will be additive to wider public and third sector initiatives, such as estate and delivery strategies for the Integrated Care System, Department for Work and Pensions and Police, and important local schemes like supporting food banks and local community groups. We are already working with our partners to understand how the place based delivery model can better align to local priorities, for example, the programme will work with planning to understand where Community Infrastructure Levy could support this programme.

*"We want people to come to the library as if it's their library, but we don't have the facilities" -  
BCC Library Staff*

## **Commissioning**

Commissioning will be central to ensuring that there is effective EI&P delivery across all of Birmingham. Taking a strategic approach to this, EI&P will be able to **assess and influence the current commissioned services** in place across both the local authority and those of key partners including the Integrated Care Board, West Midlands Combined Authority, Office of the Police and Crime Commissioner, and **align this to the needs of local areas**. This will allow the council to understand, plan and deliver better outcomes for local citizens. In addition, we will be able to **build on the Prevention First approach to commissioning** that has been developed within Adult Social Care to ensure commissioning across all EI&P services is prevention focused.

For example, commissioned services such as Family Hubs and Public Health services will be considered in line with other services being delivered within EI&P, to assess how the wider picture is supporting citizens locally. The arrangements can be shifted to align outcomes and ensure there is a consistent approach to supporting Birmingham citizens.

## **Contact Centre**

Although our initial findings indicate the telephone is a key channel citizens use to engage the council, it is difficult to determine if this is through choice or necessity due to the complexity of trying to navigate the current pathways to support. **Demand on the contact**

**centre continues to increase** in wake of the cost-of-living crisis, with an existing contact number repurposed and response team created to support with related queries.

The Contact Centre is trying to rationalise the amount of contact numbers that have accumulated over time, for example 10-12 different contact numbers for housing and money enquiries. There is a desire to create a **single automated telephone system** for all homes and money enquiries, allowing citizens to provide and access information without needing a live agent.

The Contact Centre will be replacing its current technology solution in early 2024 with a **single view of the citizen** for Contact Centre enquiries i.e., whether they contact by phone, web form, online chat etc. The EI&P team will support this work being led by colleagues in the Contact Centre.

### **Technology**

At its core technology is about taking human knowledge and sharing it through tools, materials and systems to support efficient and effective service delivery. To successfully deliver our vision for EI&P we need to create **robust, flexible technology for both residents and staff**.

For residents, our technology offer will **focus on ensuring people can easily navigate to the information and support they need**, including self-service so where possible they can resolve their issues themselves. It needs to be accessible, reflect the needs of the population and be part of the broader omnichannel approach to IAG. To ensure people trust the technology offer information needs to be up to date, accurate and to give them another option for engaging if they can't find what they need.

**For staff, our technology offer means equipping them with the right tools** to effectively carry out their job. It means having systems that can be securely accessed from a range of locations to support locality-based and community working and having access to information about which services are available locally to support residents with different types of need.

Our technology offer is being developed jointly with colleagues in IT & Digital to ensure the approach aligns with the corporate strategy. The technology offer will be an ongoing focus for the programme and will continue to evolve over time so we can utilise the latest innovations to drive improved outcomes for residents.

### **3.3.2 What will EI&P delivery look and feel like for our citizens?**





**The EI&P approach will enable citizens to feel connected to the resources and assets within local communities and empower them to help themselves.**

We have outlined below how EI&P services will look and feel for citizens based on our engagement. Across channels, service delivery will be supported by the relevant information, advice, and guidance to **enable citizens to self-serve effectively** or obtain targeted support from the council.

Our learning from citizens tells us that resources that support their wellbeing are equally as important, offering things to do and places to go, overcoming challenges such as isolation



and aloneness. The **local connection of citizens to community assets** strengthens the overall impact of a support offer.

What we thought our citizens wanted...	What our research taught us ...	So our EI&P Directorate will be / provide...
 <p>I can easily find information and advice about local services on the web</p>	<p>1 – It is difficult to navigate and find relevant information</p> <p><i>"There is a lot of information on the website but it's difficult to use and lacks practical and helpful next steps" - Citizen</i></p>	<p><b>Accessible</b></p> <ul style="list-style-type: none"> <li>use <b>simple, easy to understand</b> language with <b>no jargon</b></li> <li><b>one contact number</b> to access telephone support</li> <li><b>intuitive and easy to navigate, facilitates self-service</b> by providing <b>accurate, up-to-date</b> and <b>easy to understand</b> information</li> </ul>
 <p>I can find out about local activities and community events on social media</p>	<p>2 – The Council provides outdated and/ or unhelpful information; self-service is rarely possible,</p> <p><i>"There is a lack of signposting or when there is, it signposts to the wrong places" - Citizen</i></p>	<p><b>Accurate</b></p> <ul style="list-style-type: none"> <li>become the <b>single source of truth</b> for staff, citizens and carers</li> <li><b>one asset register</b> (service directory)</li> <li><b>intuitive, interactive tools</b> that <b>allow citizens to self serve</b>, such as self assessment tools for housing options, income maximisation, budgeting, are embedded within the website</li> </ul>
 <p>We know where we can pop in to speak to someone for information or advice about local services</p>	<p>3 – Citizens want a choice of channels to choose from and engage with;</p> <p><i>"It's important to have different options of how to access support... needs flexibility to what people need" - Citizen</i></p>	<p><b>Channel agnostic</b></p> <ul style="list-style-type: none"> <li>offer <b>improved flexibility</b> across <b>multiple channels</b>, with <b>different 'opening hours'</b></li> <li>dependent on citizen <b>wants and needs</b>, they will receive information via their <b>preferred channel</b> (text, email, webchat and social media) on important and relevant issues</li> <li><b>use data</b> to identify what citizens are accessing services and how can we <b>proactively push out information</b> for these areas</li> </ul>
 <p>I know what number to call to get information or advice about local services</p>	<p>4 – A good citizen experience is key regardless of the channel;</p> <p><i>"A kind attitude and understanding that citizens have lived experience is important here" - Citizen</i></p> <p><i>"It's frightening when you are very ill to reach out for help" - Citizen</i></p> <p>5 – Lack of trust, limited consistency or single source of truth across channels and information provided;</p> <p><i>"Texts may seem like a scam to vulnerable people" - Citizen</i></p> <p><i>"People get a letter from the council now and tear it up straightaway... then suddenly they are in huge arrears and trouble" - Partner Staff</i></p>	<p><b>A good service</b></p> <ul style="list-style-type: none"> <li>staff are able to have <b>strength based conversations</b> offering navigation and direct support where required</li> <li>leverage <b>artificial intelligence</b> to power chatbots, aide triage and develop personalised support packages</li> </ul> <p><b>Consistent and trusted</b></p> <ul style="list-style-type: none"> <li>leverage a shared <b>knowledge repository</b> for all staff</li> <li><b>quality is assured</b> through <b>accreditation and regulation schemes</b></li> <li>staff use the <b>BCC website</b> when advising citizens, use triage and support package tools to support citizens and encourage self-service in the future</li> </ul> <p>Example: Use the <b>BRUM account (2.0)</b> (customer portal) as the single online account to access personalised information, status updates, self-assessments, self-service, build online communities and facilitate two way communications</p>

**Figure 8:** Directorate Design based on Citizen Research and Engagement

Our research with Birmingham citizens and frontline staff has highlighted the **lack of accessibility of services** being a factor in citizen's reluctance to ask for advice and support earlier, rather than when they are in crisis.

Additionally, our research has also shown that EI&P support will have the most impact supporting **people wherever they are present**, on their terms, especially as people's ability to navigate support is reduced when facing adversity. All service touchpoints across the citizen journey should be **connected and locally embedded into communities** to enhance the visibility of available services, transparency of processes, seamlessness of the experience and accessibility.

#### What citizens said:

***"It's not accessible online... I once had to walk over 4 hours with my kids to come into a service myself because I couldn't afford the bus."***

#### What BCC staff said:

***"Multiple places are needed as sometimes people need to go there to recover money...it's really difficult for people with less money and mobility"***

By meeting people where they are, the council has an opportunity to provide **support that is tailored and personalised** to citizens strengths and circumstances and deliver a **flexible 'menu of services'**, enabling people to appropriately access the support most relevant to them. Leveraging local community assets and best practice, the council can **engage with citizens on their own terms**, in a familiar, and adaptable way.

The following sets out how the research and engagement with frontline citizens has been used to shape how the **homes and money advice service will feel for citizens**:

- Citizen will be able to **self-serve** through the updated IAG provision on the BCC website, for example by taking a triage quiz to find information that is tailored to their needs and access to a webchat to help them with any issues experienced with the digital services
- Citizens identified by the service as vulnerable or digitally excluded will be able to access advice through **physical hubs** across the city where they can **speak to someone face-to-face as well as virtually or over the phone**
- Our Community Hubs will support all communication channels, allowing for citizens access to computers, internet, and phones if they do not have access to these means themselves
- Homes and Money advisors will **utilise text, WhatsApp, email, phone calls and letters to contact citizens** who are identified as vulnerable and requiring Homes and Money advice and support:
  - Short term citizens will qualify as vulnerable and selected for targeted Homes and Money advice based on **three sources of data**: those selected for rent arrears panels, those who requested food vouchers via the Contact Centre, and those identified as vulnerable by Think Family team
  - Longer term (12–18 months from the pilot) the service will rely on building the single view of citizen platform pulling data from wider sources, and creating an integrated case management system enabling the teams to see all the interactions with the citizens and outcomes in one place, as well as developing effective pathways for specialist advice such as Domestic Abuse, Mental Health Support, Homelessness, Substance Misuse etc

### 3.3.3 What will EI&P service delivery look and feel like for our staff?

**We are proposing six ways of working to embed into the City Help and Support Directorate to transform how we interact with and support citizens.**

Whilst EI&P should look and feel different for citizens, staff delivering this activity will also need to adjust their ways of working to ensure there is a shared culture across the City Help and Support Directorate which delivers the principles outlined in 2.1.2 of the strategic case. We will work alongside Trade Unions throughout the engagement with staff on future ways of working, to ensure that we are delivering best outcomes for both citizens and staff. Staff delivering EI&P services will work in the following ways:

Our Approach	How we will make this real:
<b>Strength-based approach</b>	<ul style="list-style-type: none"> <li>An approach that focuses on the leveraging the strengths of an individual in facing issues rather than focusing directly on the problem itself</li> <li>Our staff will be informally trained using a 'buddy system' with qualified adult social carers or coaching conversations so that they can confidently have conversations with citizens. For instance, a strength-based approach has been adopted by the Homes and Money staff, creating safe spaces to help citizens develop resilience, and independence</li> </ul>
<b>Whole life course</b>	<ul style="list-style-type: none"> <li>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</li> </ul>
<b>Behavioural science</b>	<ul style="list-style-type: none"> <li>Brings together, data, insight, psychology, and economics to enable citizens to engage earlier in ways which are more accessible and meaningful</li> <li>Throughout the pilot, the service will be conducting qualitative conversations with both citizens and frontline staff to define the impact of the service through stories of difference and to identify opportunities for agile service improvement</li> </ul>
<b>Community connectors</b>	<ul style="list-style-type: none"> <li>Pairing citizens with friendly and approachable sources of information on activities, services, or support available to them in the local community</li> <li>Collaboration with existing work within Public Health, other areas of the council, and those capabilities deemed to be 'out of scope' for the EI&amp;P Function will be essential. Use of an 'asset register' will help staff connect citizens with the right support at the right time. The Homes and Money staff will comprise of paid staff of various grades working closely with partner organisation and voluntary sector to offer specialist advice and deliver community activities</li> </ul>
<b>Equal partnership working</b>	<ul style="list-style-type: none"> <li>We envisage multi-disciplinary teams with staff across the council and external organisations working collaboratively to support citizens into the appropriate universal, targeted, or statutory space and services</li> <li>This requires building upon our collaborations with the voluntary and community sector and seeking securing sustained co-investment of prevention commissioned assets through our leadership and influence, for example with the Integrated Care System (ICS), to establish long-term, efficient and equal management of demand</li> </ul>
<b>Owning and driving performance (ODP)</b>	<ul style="list-style-type: none"> <li>Embed a high performance organisational culture that is focused on proactive support and good outcomes for citizens, staff, and communities.</li> <li>In EI&amp;P this will be driven through embedding a behaviour framework, through activity such as introducing bottom-up feedback forums and creating opportunities for shadow working across Directorates</li> </ul>

**Figure 9:** Proposed New Ways of Working for BCC Staff

### 3.3.4 How is this different and an improvement to current ways of working?

**Delivering EI&P services as set out above will be different for staff and will require a level of change across the areas of people, technology, and buildings.**

#### People

**A significant change to culture and behaviour** is required from a reactive to a more proactive way of engaging citizens, including:



- A **citizen focused way of working** where staff are proactive in offering holistic services, working from a position of empathy
- A **continuous improvement** culture where feedback and challenge are constructive, and development is prioritised
- **Collaboration** across Directorates, communities, and partner organisations to ensure services offered to citizens takes a whole system approach
- A culture at BCC where all feel empowered and there's **clear accountability of responsibility**
- Improving citizen outcomes by **working effectively with communities and partner organisations** encompasses the ethos of the EI&P programme and the wider continued transformation of the council



**Figure 10:** EI&P Cultural Priorities

This will enable EI&P services to be delivered by staff as set out above, in addition to the **structural changes of implementing a City Help and Support Directorate**. Staff will also be equipped with appropriate **new skills**, particularly around how to engage citizens.

The high-level cultural assessment highlighted that the City Help and Support Directorate aligns to the council's values and behaviours. However, while introduction of training such as the management development course for Adult Social Care has helped give managers the tools to align culture to desired BCC behaviours, the desired culture is not fully embedded in service delivery across the council. A City Help and Support Directorate is an opportunity to **fully embed desired BCC behaviours and values** and act as a catalyst for wider cultural change within the council as it begins to embody the core value of putting citizens first through the prevention approach.

To achieve the required cultural shift, the following desired behaviours, gathered through interviews and focus groups as part of the cultural assessment, will be required of EI&P leadership and staff.

Desired leadership behaviours	Desired staff behaviours
<ul style="list-style-type: none"> <li>• Openness</li> <li>• Collaboration</li> <li>• Ownership</li> <li>• Strategic thinking</li> <li>• Clear, consistent communication</li> <li>• Data driven innovation</li> <li>• Role modelling</li> <li>• Staff empowerment</li> </ul>	<ul style="list-style-type: none"> <li>• Thinking outside of one's immediate service to provide holistic citizen support</li> <li>• Empathy</li> <li>• Compassion</li> <li>• Proactive support of citizen (rather than reactive) underpinned by empowerment</li> <li>• Innovation and openness</li> </ul>

**Figure 11:** Desired Leadership and Staff Behaviours

The first step to implementing the outlined behaviours will include defining appropriate actions that embed the Behavioural Framework in EI&P's daily operations to ensure citizens remain at the centre of what every staff member does. The **EI&P programme will work with HR to define and embed this culture in EI&P**; aligning to the desired BCC behaviours and drawing on available leadership and management training where that supports EI&P objectives. Understanding and defining these behavioural actions will be facilitated through activities such as team away days.

**Definition**

**Behavioural Skillset:** Behavioural skills are interpersonal and self-regulatory behaviours designed to help individuals have effective interactions

A high level training needs analysis has shown that training is available within the organisation for the behavioural and technical skills identified for leaders of the future City Help and Support Directorate. EI&P will monitor and plug learning gaps and increase awareness of learning styles by **using existing tools** such as learning profile questionnaires and learning logs, forming a regular part of performance conversations.

**Definition**

**Technical Skillset:** Specialised knowledge and expertise to perform specific tasks and activity aligned to a role

**EI&P will embed a learning culture**, for example through performance management conversations. Whilst learning may be available for the identified technical and behavioural skills, mandatory training will be prioritised. Communication of learning will be made explicit as well as dedicated learning time for staff.

**Technology**

We will need to understand the current systems used by each capability, and their functionality. This will require an understanding of the **data that is captured and utilised, and how**, which will also link to the single view of a citizen project. In addition, a review of system contracts will be required to understand renewal dates and provider commitments.

In parallel, work will be required to set out the **desired future system requirements** which support and enable a data and insight-led approach to service delivery, provide staff with necessary information to support citizens swiftly and **support continuous improvement** as the Directorate evolves. A **plan to achieving this can then be mapped out**, which may involve some 'work arounds' in the short-term until longer-term contracts can be renewed or changed as required. The single view of a citizen data project will complement the underlying technology systems, to build a holistic picture of the citizen's situation and prevent the citizen from having to repeat their story multiple times.

**Buildings**

Asset based community development is central to EI&P. This encompasses development of the range of assets within each area including people, associations, institutions and physical buildings, in order to create better relational life outcomes for citizens.

The **way in which buildings are utilised will fundamentally need to shift** to adopt the EI&P approach, and whilst the overarching desire is to have holistic offers in local

community hubs, each area in Birmingham will have a different range of physical assets with individual requirements to meet different local needs.

In summary, to achieve the desired outcomes from delivering services differently, we must consider how we can change our current behaviours and ways of working to adopt the preventative approach. However, this will only be possible through embedding the enablers throughout the future implementation and undertaking key activity which supports staff to develop their behavioural and technical skillsets. In doing so, we will enable citizens and communities to access effective, high quality and consistent support which will enable them to flourish and thrive.

**Key Takeaways:**

1. Seven **key enablers** have been identified that will be essential to the success of the EI&P Directorate and the EI&P approach across the city
2. The EI&P approach will develop a **prevention first approach that citizens can trust through a channel which most suits them and their needs**
3. **Staff will feel empowered to deliver a citizen-centric service**, embedding six EI&P ways of working
4. EI&P will **adopt a new culture which embeds continuous improvement, collaboration, accountability and citizen focus**, supported by new processes, technology and utilisation of buildings

## 4. Financial Case

The financial case outlines the anticipated financial benefits as a result of delivering the Early Intervention and Prevention through the City Help and Support Directorate, as well as the investment required to deliver and the payback period. It is noted that the primary purpose of Early Intervention and Prevention is to improve outcomes for citizens across Birmingham, but that a by-product of this may be net savings generated for the city.

The case sets this out in the following sections:

- **Overview of financial benefits** – a summary of the forecasting of the financial benefits and the payback period
- **Programme investment** - the programme costs to date and forecast investment for future delivery
- **Financial benefits** – detail on the short to medium term quantified benefits and the anticipated long-term benefits
- **Risks and assumptions** – a summary of risks and assumptions within the financial benefit forecasts

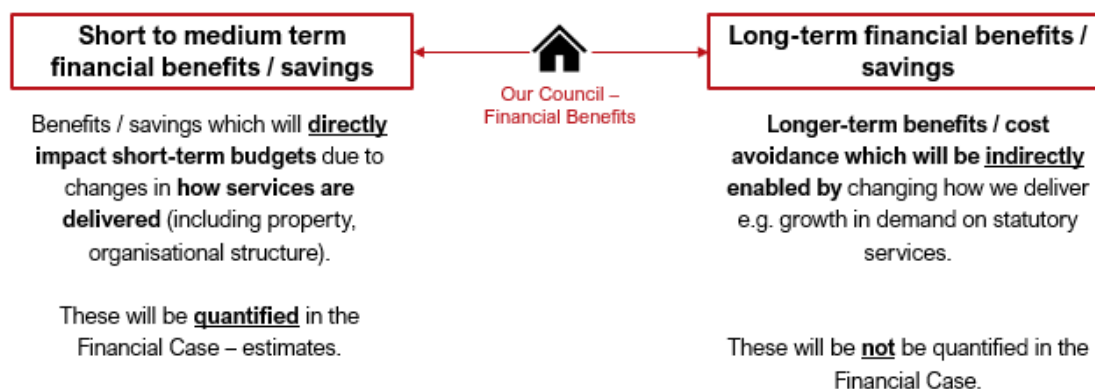
### 4.1 Overview of financial benefits

#### 4.1.1 How is the programme forecasting financial benefits?

The programme will quantify short to medium term benefits to evidence the feasibility and viability of delivery.

The objective of this programme is to create a new delivery model for the council's early intervention and preventative services, with more joined up provision of services creating a holistic experience for citizens, more streamlined support, and ultimately a reduced level of crisis management requiring support from the council and the wider system.

As such, **the main financial impact is likely to be the savings and cost avoidance through upstream intervention**, reducing the need for costly statutory services; however, **forecasting the long-term cost effectiveness of prevention is challenging** to accurately predict (Marczak et al, 2019). There are **additional savings initiatives which can be realised in the short to medium term and are quantifiable**, through the removal of duplication of property, resource and process.



Therefore, the programme has ensured that it can repay the investment made to deliver the EI&P programme through the short to medium term financial benefits, with the longer term financial benefits to be realised and tracked following implementation. **This cost neutrality evidences the value for money of the programme**, with all further financial and non-financial benefits enhancing the lives of residents, as well as the financial sustainability of the council and the wider “by the community, for the community” support systems in Birmingham.

#### 4.1.2 What is the payback period for the investment for EI&P?

It is forecasted that the programme will return the required investment over a period of five years.

Table 1 below sets out the costs to deliver the programme and anticipated savings from short-medium term initiatives. This summarises the net position of the programme, **evidencing the breakeven point between FY26/27 and FY27/28**, enabling full cashable savings to be achieved in FY28/29.

Table 1 – EI&P Programme total costs and savings

Savings '000s	22/23	23/24	24/25	25/26	26/27	27/28	28/29
Phase 1 Programme Cost	2,411						
Phase 2 Programme Cost		6,055	4,224	4,425			
Total Programme Costs	2,411	6,055	4,224	4,425	0	0	0
Cumulative Programme Costs	2,411	8,466	12,691	17,116	17,116	17,116	17,116
Delivery Savings*		-221	-654	-1598	-1598	-1598	-1598
Property Savings		-1,000	-1,500	-3,500	-4,500	-6,000	-6,000
Total Programme Saving		-1,221	-2,154	-5,098	-6,098	-7,598	-7,598
Cumulative Programme Saving		-1,221	-3,375	-8,473	-14,572	-22,170	-29,768
Net Programme Position	2,411	7,245	9,315	8,643	2,544	-5,054	-12,652

\*Delivery Savings are based on the estimated value of capabilities in scope for EI&P.

The table shows the total costs over the course of the programme, including the phase 1 funding spent in 2022/23, as well as the additional funding requirements for phase two of the programme.

## 4.2 Programme investment

### 4.2.1 What are the programme costs to date?

The first 8 months of the programme was funded through £3.6m Invest to Deliver funding; however, due to the delayed start condensing the timescales, has only spent £2.4m.

The EI&P programme has been split into two phases, the first phase, focussed on designing of the future state for delivery of EI&P across BCC, has run from July 2022 to March 2023. This phase also includes the development of the Homes and Money Target Operating Model and pilot, as well as the delivery plan for the Shard End Place Based Approach.

The £2.4m delivery costs are summarised by workstream in Table 2 below.

Table 2 – Phase 1 costs by workstream

Phase 1 by workstream (£'000s)	Cost
Governance & PMO	1,363
Workstream 1: citizen research	
Workstream 2: 'as is' analysis	15
Workstream 3: 'to be' service design	505
Workstream 4: finance	24
Workstream 5: HR, culture change & comms	256
Workstream 6: technology, data & insight	30
Workstream 7: property	217
<b>Total Phase 1 cost</b>	<b>2,411</b>

This has been delivered through the mechanisms below in Table 3.

Table 3 – Phase 1 delivery costs by mechanism

Phase 1 by delivery mechanism (£'000s)	Cost
Strategic Partner (EY) Total	1,966
Dedicated internal Total	263
Notional Internal Total	182
<b>Total Phase 1 Cost</b>	<b>2,411</b>

To date, these costs have been met from the Council's Delivery Fund, which approved up to £3.6m funding for phase one. **The underspend, due to the condensed timescales, leaves an underspend against this funding of £1.2m, which can be carried over to part fund the future phases.**

### 4.2.2 What are the future programme investment requirements?

The phase two programme delivery and implementation costs are £14.7m across ten workstreams, governance and PMO, and contingency funding.

The second phase of the programme is to be delivered from April 2023, following the cabinet meeting in March 2023. The cost is broken down into a series of workstreams, aligned to the implementation plan set out within the management case. Table 4 below details the implementation cost for each workstream within phase two.



Table 4 - Phase 2 delivery costs by workstream

Estimated Workstream by Investment (£'000s)	2023/24	2024/25	2025/26	Total Investment
Workstream 1: IAG	79	53		132
Workstream 2: 'As Is' analysis	69	46		115
Workstream 3: Structure Redesign	233	58		291
Workstream 4: Finance	37	37	37	110
Workstream 5: HR, culture & Consultation	478	239	239	955
Workstream 6: Technology/ data	560	840	1400	2,800
Workstream 7: Place Based Approach	1,077	1,077	1,436	3,590
Workstream 8: Homes & Money	275			275
Workstream 9: Training	310	620	620	1,550
Workstream 10: Engagement, Marketing & Comms	79	79	79	237
Governance & PMO*	2,409	726	165	3,300
Contingency	450	450	450	1,350
<b>Total Phase 2 cost</b>	<b>6,055</b>	<b>4,224</b>	<b>4,425</b>	<b>14,705</b>

\*The Governance and PMO costs include £2.8m of costs for a strategic partner to support delivery, this will be used across all workstreams where required.

**The workstreams include the funding required to deliver the next phase of the Place Based Approach, and continued delivery of the Homes and Money Accelerators.**

Additionally, there is an **additional consideration of contingency funding built into the delivery costs**, which is also considered as part of the payback period.

## 4.3 Financial benefits

### 4.3.1 What are the short to medium term financial benefits?

The quantifiable benefits to be delivered in the short to medium term include delivery efficiencies through and the removal of duplication in activity and commissioning, as well as property savings.

#### Delivery Savings

As mentioned, the short to medium term savings are quantified and evidence the viability of the EI&P programme. The first quantifiable saving comes through the structural redesign of the new EI&P function, centralising EI&P capabilities into the single Directorate. The delivery savings will be achieved through two initiatives:

#### 1. Reduction in Management and Administrative Resource

As capabilities move into EI&P, there will be duplication of management and administration which is currently spread across a variety of council services. **Through the centralisation of the capabilities and teams in scope, there is opportunity to redesign the services, enabling opportunity to deliver more efficiently under a fit for purpose structure** aligned with the required level of management and administrative support. It should be noted that there is **no expectation of reduction on front line services**, in order to allow the new Directorate to deliver EI&P effectively and positively impact longer term benefits. However,



**incorporation of the provision of preventative services in disparate parts of the organisation into one function will inevitably bring savings**, recognised in the form of management and administration of the individual teams.

Based on the data and information available, Finance and HR were unable to align staffing resources within each of the capabilities and teams that are in scope, largely owing to inconsistent HR data, which is being addressed through a separate programme. Therefore, **this saving is represented by applying a 1% savings target to the overall staffing costs of EI&P capabilities** in scope.

## 2. Delivering commissioned services more effectively

There are a range of prevention focused activities that are commissioned across different services, with limited opportunity to align where commissioning similar activity to another service, contracting with the same organisation, or considering a whole life course approach. EI&P will be instrumental in supporting the strategic approach for prevention-focused commissioning activity across the council, which will lead to a reduction in commissioned spend through consolidation of commissioned activity, removal of duplication and potential economies of scale.

As a result, this **saving is represented by applying a 1% reduction**.

It should be noted that whilst it has been assumed that commissioning savings are based on current commissioned spend for in-scope EI&P capabilities, **there is a broader opportunity to review the commissioning model across EI&P, Adults and Children's which could release additional benefits**.

Each of the 1% savings will be applied to the relevant budget in table 5 below.

Table 5 – EI&P in-scope capabilities budget

Budget by Capability (£'000s)	Staffing	Commissioned	Gross
EI&P In-Scope Capability	47,163	112,647	159,810

Therefore, table 6 below applies the 1% saving described to the relevant budget.

Table 6 – Delivery Savings

Delivery Savings (£'000s)	Staffing	Commissioned	Gross Spend
From Table 5	47,163	112,647	159,810
Management and Admin 1%	(472)		(472)
More efficient commissioning 1%		(1,126)	(1,126)
<b>Total Savings</b>	<b>(472)</b>	<b>(1,126)</b>	<b>(1,598)</b>

## Property Savings

The integration of services under EI&P will also give us the opportunity to look at different, more integrated approach to delivery of services. This will include how we can deploy a more joined up offer to our citizens, and using the council as a convener, not only of council services, but also the wider public sector, and the voluntary community sector. On the ground, this more **joined up approach means we can collaborate more and need less space**. Consolidating

our assets into more integrated community hubs will not **only improve the customer experience and outcomes for our residents but will significantly reduce our operating costs**. We can further increase the revenue benefit to the council by using these assets to re-develop areas, rather than simply sell assets. For example, rather than selling a vacant building, we can **repurpose it to a mixed-use development, bringing together retail, offices, business, affordable homes and community assets**, which will not only help regenerate local areas, but provide **additional council income in the form of rent, business rates and council tax**.

Birmingham is a large and diverse city, and each area has unique needs, and unique opportunities. **To support the overarching business case, we are developing individual business cases covering each ward.**

The council owns around 200 buildings that support delivery of EI&P related capabilities, and annually spends £20m+ on these assets, for example libraries, youth centres and revenues and benefits. In addition to this, there are a further 100+ related assets, that could co-locate on a locality-based model, such as local offices, commercial and housing offices. The total spend on “local” assets is estimated to be over £50m. As part of developing the individual business cases above, the assets in three wards have been reviewed. **Most of the key assets in each ward were found to have less than 50% effective utilisation.**

Co-locating these services, and investing in new multipurpose hubs, bringing together council services, wider public services and the voluntary and community sector, to the benefit of residents, **could deliver upwards of £10m in net revenue savings** (after capital investment, cost of borrowing, implementation costs and optimism bias etc) **all enabled by the EI&P approach.**

However, it is noted that, due to there being no effective corporate landlord in place which would centralise property related spend into a single budget, property budgets are devolved around the council. This means that there is a risk of other programmes in place which savings could be ‘double count’. As such, **the proposed EI&P proposed saving figure has been reduced by 40%, to £6m, to account for any potential double counting.**

Individual businesses cases will be developed and go through appropriate governance, work to date suggests the below profile (Table 7) of savings to be achievable.

Table 7 – Property Savings

Property Savings (£'000s)	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28
Property Savings		1,000	1,500	3,500	4,500	6,000

### 4.3.2 What are the longer-term financial benefits?

**The anticipated longer-term benefits of reducing demand for statutory and non-statutory services, which are not quantified as part of the financial case, will be realised and tracked through the course of the programme.**

As previously discussed, forecasting the impact of preventative services is challenging, and is subject to local context. Therefore, the financial long-term benefits have not been quantified for consideration within the payback period. However, as part of tracking further savings impact in the future, **EI&P will make causal links from preventative activities to reductions in the need for statutory services.** It should be noted that this will need to take

into consideration wider impact outside of the programmes control such as legislation, changes in the economic landscape, and wider pressures on health and social care.

The **reductions of demand are anticipated to be across council services and the wider system across Birmingham**, as the early intervention and prevention is accessible for all citizens and aims to take a holistic approach to supporting needs.

## 4.4 Risks & Assumptions

### 4.4.1 What are risks and assumptions?

**The modelling for the savings is based on estimates; however, where these have been made, a low baseline has been used and there is mitigation in place for any challenges in delivery.**

The costs and savings worked up in the business case are based on estimates informed by experience of other local authorities implementing similar changes and learning from the Homes and Money accelerator pilot. To mitigate likely short-term variations from the estimated figures as the programme progresses:

- Programme costs include a 10% contingency budget
- Property savings, based on cumulation of modelled wards across all wards in Birmingham, have taken the worst-case outcome of those wards.

**Capital and revenue costs have been treated at full cost at the time of spend**, whereas in actuality the capital cost will be spread over a longer period due to the cost of upfront borrowing being interest and repayment. Until there is detail of the spend on systems and property redesign, there is no guarantee that this work can be capitalised, so it has been modelled as revenue in the modelling.

**Modelling has been carried out on nominal, not discounted, real term values**, due to the short-term timescales involved. As such, **the impact from any delays is on timing of savings realisation and potential increase in programme costs, but not on the values of savings themselves.**

The services provided are existing services, and as such there are no direct tax implications from the proposed changes to internal delivery structures.

## 5. Management Case

The management case sets out how the EI&P Directorate will be implemented, the activity required for successful delivery, and how delivery will be managed effectively.

In this case, we have outlined:

- **The overarching Programme plan** – Defining the Programme implementation approach
- **Future Programme management arrangements** – Including Programme governance and stakeholder engagement
- **Change management arrangements** – Arrangements for managing change during programme delivery
- **Benefit realisation** – Exploring the process of how benefits will be tracked, measured, and realised
- **Risk management** – Detailing the principles, approach and key captured risks and associated mitigations for programme delivery

### 5.1 Overarching Programme Plan

In this section we outline:

- The high-level implementation approach
- Activity within the implementation phases
- Accelerator project (H&M and Place Based Approach) implementation plans

#### 5.1.1 What is the high-level implementation approach?

It is proposed that the EI&P Programme will be delivered in three tranches, building on the work undertaken in the current detailed design phase.

The proposed approach to implementing the City Help and Support Directorate is **transition then transform**. This approach will see capabilities ‘**lift and shift**’ into the **new Directorate in a phased way** to manage the pace of change. Additionally, this approach will allow for getting an EI&P leadership in place who can drive the wider transition and service re-design required so they have a sense of ownership over the EI&P Directorate. A summary of approaches considered, including considerations, benefits and challenges can be found in Appendix D.

**Transition then transform:** Moving teams and services into the new City Help and Support Directorate before undertaking the subsequent people and culture change, service and delivery design elements as services are re-designed.

This implementation approach has been guided by the following **design principles**:

1. **Establish leadership at the outset** – to successfully manage the transition and embed change and new ways of working
2. **Management consolidation and removal of duplication** – Head of Service roles and above will be evaluated and where possible consolidated to simplify the management structure and reduce duplication
3. **No new money for roles** – Funding will be drawn from current sources, with new roles funded through savings realised and management consolidation
4. **Protecting the frontline** – limited immediate change to frontline roles to minimise impact on citizens
5. **Culture at the centre** – Instilling an EI&P centric culture and new ways of working will be a key priority

It is proposed that the EI&P Directorate is implemented in the following **three tranches**:

- **Tranche 1** – Developing the leadership structure and Homes and Money Advice Hub teams, building on the momentum from the pilot
- **Tranche 2** – Migrating majority of in-scope capabilities
- **Tranche 3** – Migrating in-scope capabilities where further work is required

The provisional allocation of capabilities in respective tranches is detailed in Figure 19 below:

Tranche 1	Tranche 2	Tranche 3
<b>Benefits &amp; Financial Help (NAIS):</b> <ul style="list-style-type: none"> <li>• <b>Benefits help</b> (incl. income maximisation)</li> <li>• <b>Financial help</b> (incl. budgeting)</li> <li>• <b>Fuel and Utility Advice</b></li> </ul>	<ul style="list-style-type: none"> <li>• <b>Careers advice</b></li> <li>• <b>Library service</b></li> <li>• <b>Digital inclusions</b></li> <li>• <b>Community Support Network Officers</b></li> <li>• <b>Adult education</b></li> <li>• <b>Youth services</b></li> <li>• <b>Employment &amp; skills support</b></li> <li>• <b>In Work support</b></li> <li>• <b>Staying Independent at Home</b></li> <li>• <b>Domestic abuse support</b></li> <li>• <b>Relationship advice</b></li> <li>• <b>Youth violence and knife crime</b></li> </ul>	<ul style="list-style-type: none"> <li>• <b>Community Safety &amp; Anti-Social Behaviour</b></li> <li>• <b>Benefits &amp; Financial Help (Revenue &amp; Benefits)</b></li> <li>• <b>Family Hubs</b></li> <li>• <b>Preparation for Adulthood</b></li> <li>• <b>Public Health</b></li> <li>• <b>Housing Solutions Case Management (Housing Solutions &amp; Support (HSS))</b></li> <li>• <b>Housing &amp; Homelessness advice and support via Housing Management activity</b></li> </ul>

**Key**

Confirmed in-scope  
Further work required

**Figure 19:** Tranche Allocation of in-scope EI&P Capabilities<sup>21</sup>

The activity within each Tranche is summarised in the below:

### Tranche 1 Implementation

Tranche 1 will encompass the following key activity:

- Establishing the leadership structure
- Development of business case for staff transition
- Map & matching of necessary job descriptions
- Recruitment to leadership posts (Director & AD's)
- Defining the EI&P culture and supporting EI&P leaders to create that culture

<sup>21</sup> Source: Implementation options Jan post workshop v0.1.pptx

- Establishment of Governance arrangements
- Transition of the existing teams delivering the Homes and Money Advice services
- Complete a review business case and assess workforce impact

## Tranche 2 & 3 Implementation

The key activities that will take place during tranche 2 and 3 implementation include:

- **Transition teams** – migrate in-scope teams into the new City Help and Support Directorate
- **Service Design (where necessary)** – define the ideal front end user experience, and back-end changes (processes, tech, data, training) required to deliver the EI&P focussed redesign of each capability and roles to deliver<sup>22</sup>
- **Service Implementation** – re-designed services will be implemented with the associated structures to facilitate effective delivery.

To maintain momentum, the implementation of the service blueprints/delivery plans for the **accelerator projects** will continue in parallel:

- Pending Cabinet approval, the **Homes and Money Advice** pilot will move to full implementation
- **The Place Based Approach** work will begin to develop beyond Shard End, to Erdington and Northfield in the first instance.

### Key Takeaways:

- 1 It is proposed that the City Help and Support Directorate will be implemented in a **phased way**, migrating the in-scope capabilities in **three tranches** to manage the pace of change
- 2 The first tranche will focus on establishing **the City Help and Support Directorate leadership and senior management structure** as well as migrating the Homes and Money Advice teams to maintain pilot momentum
- 3 The **other in-scope capabilities will be migrated in two tranches over circa two years** to respect existing complexities, legislative changes, and wider organisational implications.

## 5.2 Arrangements for Programme Delivery

This section includes:

- Arrangements for governance and stakeholder engagement
- Change management arrangements
- Benefit realisation
- Risk management

<sup>22</sup> As part of design, there will be a specific piece of work identifying the citizen pathways regarding housing related support, tenancy support to help citizens retain their tenancies and those in housing need – including identifying the boundaries of EI&P (the role and place of EI&P, where it begins and ends) and how that best interfaces with statutory duties with regards to homelessness. This will include consideration of best use of resources and where responsibilities are held.



### 5.2.1 How will governance & stakeholder engagement be managed?

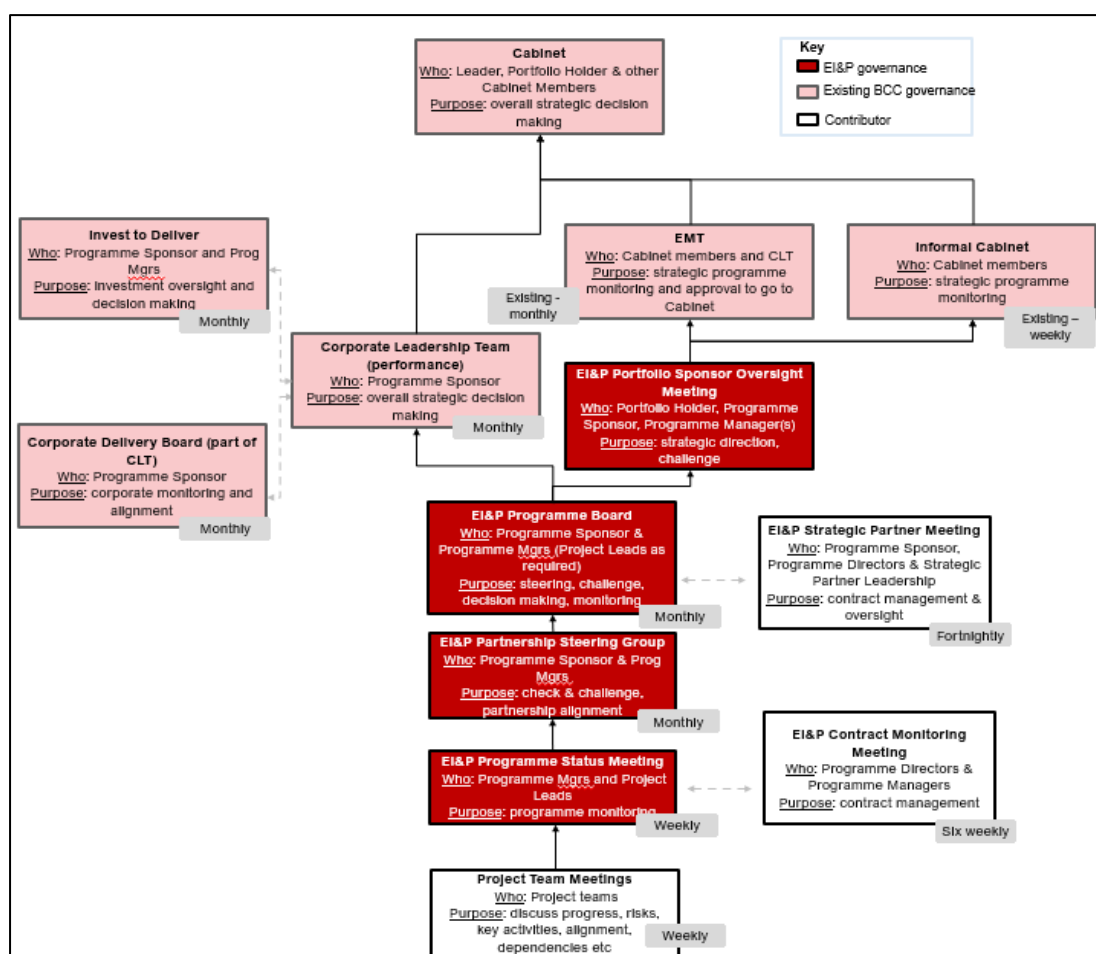
We will continue to incorporate both political and officer governance arrangements to ensure robust governance remains central to Programme delivery.

Strong governance arrangements will remain critical to overall Programme success as implementation will impact several Directorates, either directly (for services that will be moving into the new Directorate) or indirectly (by requiring supporting resource and expertise or pathways into and out of those services).

To date, **the Programme has operated a robust governance model** to oversee the detailed design of the EI&P Programme. These arrangements will largely remain in place.

**Ongoing senior leadership support will be key to enabling successful Programme delivery.** Regular update sessions will continue to be held between Programme representatives and Cabinet members through both EI&P specific governance forums, as well as existing BCC governance channels, including one-to-ones between the Portfolio Holder and Senior Responsible Officer, EMT and Informal Cabinet.

Additionally, officer governance comprised of both EI&P Programme specific governance forums as well as oversight by existing BCC governance forums. This structure is summarised in Figure 20 below:



**Figure 20: EI&P Programme Governance Overview<sup>23</sup>**

<sup>23</sup> Source: EI&P\_Governance Overview\_V0.1.pptx

As outlined above the EI&P Programme Board acts as the primary EI&P Programme governance forum, ultimately accountable to the BCC Chief Executive.

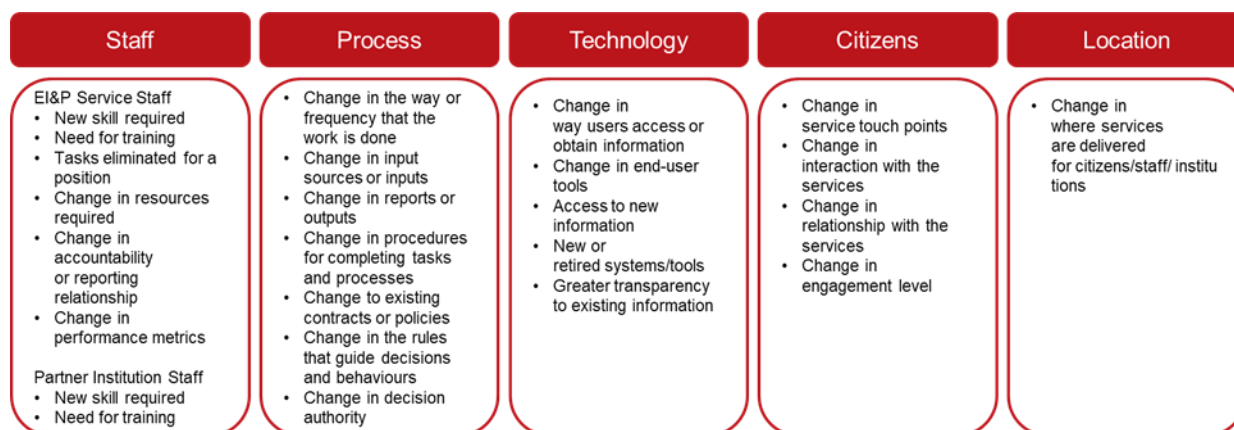
The board, consisting of identified Directors, acts as the key officer decision-making body for the Early Intervention & Prevention Programme. As the programme moved into implementation, it will continue to provide oversight and assurance in respect of the delivery of the actions set out in the Programme plan and the underpinning emerging workstreams. The programme will **continue to engage Senior Members through regular CLT updates**, as well as updating **Cabinet Members in relation to their portfolio delivery**. It will additionally assess and resolve risks and barriers, escalating as required

## 5.2.2 What are the change management arrangements?

**We will utilise change impact assessments (CIA) as a key tool to manage change as the Programme moves into implementation.**

Change impact assessments (CIA) will act as the primary tool for managing change as the Programme moves into implementation. These assessments will **identify and understand changes that will impact BCC** because of implementing the EI&P approach. Through identifying change impacts the Programme can take action to support BCC through the change. It should be noted that identifying changes and their associated impacts will be an iterative process, and we will ensure continued engagement with both staff and trade unions throughout, including formal consultation where necessary, as aligned to due process.

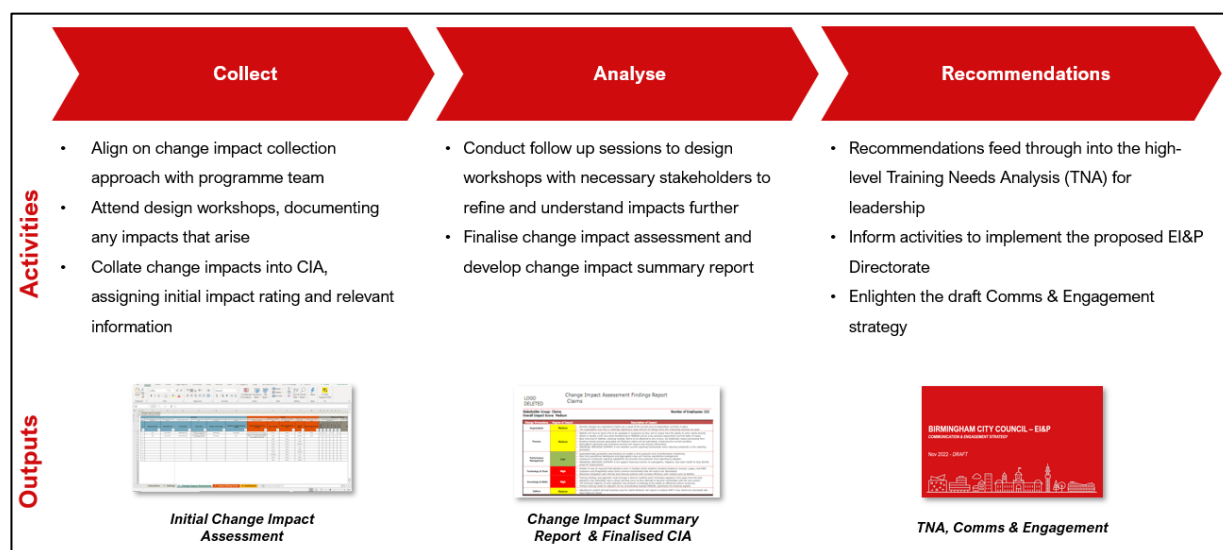
Documenting change impacts identifies the scale of change required across five categories: **staff, process, technology, citizens, and location**. Examples of this assessment are detailed in Figure 21 below:



**Figure 21:** CIA Considerations across five Impacted Categories<sup>24</sup>

<sup>24</sup> Source: High-Level Change impact Assessment Final 09122022

CIAs will primarily identify high level change impacts during the service re-design of capabilities that have transitioned into the EI&P Directorate. This process **form recommendations for implementation**. Key activities and outputs are summarised in Figure 22 below:



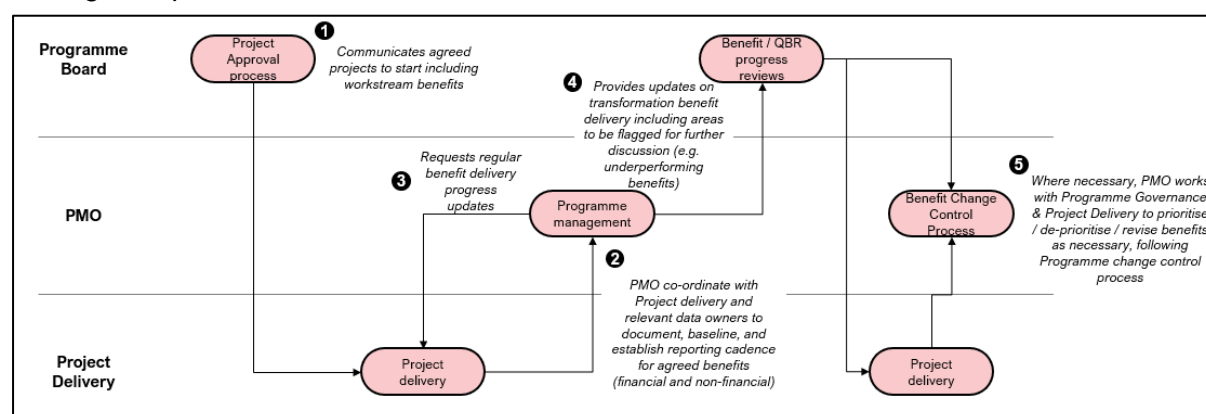
**Figure 22:** Summary of Change Approach<sup>25</sup>

### 5.2.3 What is the approach to realising benefits?

The Programme will manage benefits tracking through the Programme Management Office (PMO), who will baseline, track and report on benefits delivered.

The tracking of benefits will be vital to the Programme, and **ongoing monitoring of the Programme will evaluate progress against plans** and realisation of expected benefits, providing current and accurate information to Programme stakeholders.

The PMO will be responsible for supporting each workstream to track and report **benefits** realised over the delivery of the Programme. This will be done through conducting regular check-ins with benefit owners to track progress, as well as raise and escalate issues where necessary. Figure 23 below further details how benefit tracking and realisation will be managed in practice:



**Figure 23:** BCC EI&P Benefits Tracking Proposed Process Flow<sup>26</sup>

<sup>25</sup> Source: High-Level Change impact Assessment Final 09122022

<sup>26</sup> Source: BCC EI&P Benefits Tracking Proposed Process Flow.pptx

## 5.2.4 How will the Programme manage risk?

**The Programme will continue to manage risk through agreed principles, providing effective assurance to Programme governance.**

As the Programme moves through implementation, it will continue to actively manage emerging challenges through the PMO and governance structure. Anticipated / current risks and issues can be grouped as per below:

Risks	Mitigations	Likelihood	Impact
We do not receive the data and information required to inform the 'future state' design and delivery of the new early intervention and prevention service.	<ul style="list-style-type: none"> <li>• Compile a comprehensive 'data request' that will outline the data required for the detailed design phase. This includes: <ul style="list-style-type: none"> <li>◦ Data to help us understand the current state (for example, demand, performance) and implications for the new service.</li> <li>◦ Draft research questions/ hypotheses for citizens, staff, and partners.</li> <li>◦ Anticipated view of benefits so that we can use the detailed design phase to confirm feasibility, including being able to measure a baseline and positively impact the future state.</li> </ul> </li> <li>• The detailed design Programme plan will include key milestones for the receipt of the data listed above, and where delivery is 'at risk' we will escalate to the agreed stakeholders / EI&amp;P Programme board</li> </ul>	Medium	High
We do not have the capacity to deliver transformation at scale whilst ensuring BAU activity remains consistent.	<ul style="list-style-type: none"> <li>• The business case identifies the additional resource required to deliver the EI&amp;P function to the recommended structure</li> <li>• An Assistant Director for EI&amp;P will be in post to support the transition to the new structure</li> </ul>	Medium	High
Complex technology architecture across multiple services will be required support delivery of EI&P.	<ul style="list-style-type: none"> <li>• Collaborative working with Digital &amp; Customer Services Directorate</li> <li>• Consider additional resource or suppliers who may be required</li> </ul>	Medium	High
Lack of data to establish baseline position, and therefore quantify success and impact (against measures / KPIs)	<ul style="list-style-type: none"> <li>• City Observatory Lead engaged as data lead to lead engagement. SVoD and welfare data request submitted to Data Board for consideration.</li> </ul>	Medium	High
Culture change required of BCC staff, partners and citizens does not land well or have desired effect	<ul style="list-style-type: none"> <li>• Considered and thoughtful approach to culture change through dedicated workstream and capability/ capacity to deliver.</li> <li>• External communications and change resource considered in addition to the strategic partner.</li> <li>• EI&amp;P team to link in with BCC-wide culture work taking place.</li> </ul>	Medium	High
BCC unable to secure permanent resource to deliver EI&P	<ul style="list-style-type: none"> <li>• Initiate resourcing exercise as soon as possible to secure permanent BCC staff to continue to drive forwards the EI&amp;P Programme, and implementation of the new Service/Directorate</li> </ul>	Medium	High

Challenging behaviour from stakeholders who do not agree with the approach or direction of travel for the Programme, potentially derailing or undermining successful implementation.	<ul style="list-style-type: none"> <li>• Appoint 'behaviour observer' (or similar) as part of the detailed design team to observe and reflect on behaviours to leadership and the wider team</li> <li>• Programme board will monitor this risk on an ongoing basis.</li> </ul>	Medium	Medium
Scope overlap and competing priorities across the multiple in-flight Programmes, causing a duplication of work and effort.	<ul style="list-style-type: none"> <li>• Continue to engage with all Programme and project managers for each in-flight Programme</li> <li>• Ongoing one-to-one sessions with Directors and Design Working Group to understand alignment and where opportunities exist to co-design</li> <li>• Ongoing monitoring will continue via the Programme board</li> </ul>	Medium	Medium
As soft launches are currently positioned as a pilot, they would infer an end date so there is a risk around soft launch continuity into the service,	<ul style="list-style-type: none"> <li>• Regular check ins with HR, to ensure the comms to staff is positioned correctly and that we have completed all the necessary checks and stakeholder engagement.</li> <li>• Narrative agreed around use of term 'pilot', with focus on it being iterative and evolving over time – no end date is inferred.</li> </ul>	Low	High
The Cost of Living crisis response work could take focus and resource away from the EI&P Programme, impacting the Programme's ability to deliver outputs required for Cabinet	<ul style="list-style-type: none"> <li>• Programme engaging closely on the Cost of Living crisis response work and ensuring alignment.</li> <li>• Risk raised at EMT and eCLT in September, with ask of stakeholders to help ensure EI&amp;P Programme maintains its separate focus.</li> <li>• Programme team to escalate to EI&amp;P Programme SRO if required to ensure EI&amp;P team's involvement in Cost of Living work does not become unmanageable.</li> </ul>	Low	High

**Figure 24:** Anticipated/Current Risks and Issues Grouping

The Programme is also subject to several dependencies that will continue to be carefully monitored and managed through the EI&P Programme Board. This includes the **continued commitment of key partners**, as well as some of their related development activities, which will be required to support design and deployment of the new directorate, for example with health, police, community and voluntary, community and faith sector, schools and colleges. Partners input will be continually sourced to preserve and develop these existing relationships and embed collaboration to optimise outcomes for citizens.

In addition, the Programme has and will continue to engage with wider BCC Programmes to understand dependencies and risks to ensure that these are considered and managed as the Programme proceeds. This will be an ongoing process, tracked through CPMO & the programme board, with regular monthly meetings in place.

### Key Takeaways:

- The programme will continue to incorporate both **political and officer governance arrangements**, including through the **EI&P Programme Board** as the primary governance forum, to ensure robust governance remains central to Programme delivery
- The programme will utilise ongoing **change impact assessments (CIAs)** to identify change and subsequent actions to mitigate risks as it moves through delivery
- Programme benefits tracking will be managed through the **Programme Management Office (PMO)**, who will work with delivery teams and leadership, to **baseline, track and report on benefits realised**
- Risks and dependencies will continue to be **identified, tracked and managed** through the PMO and programme governance structure



## Appendices

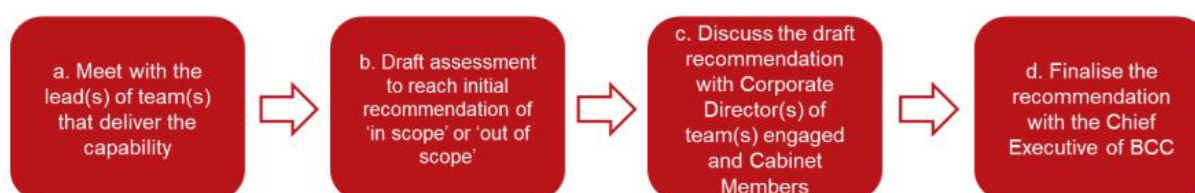
### Appendix A – Long list of Capabilities

The long list below captures the capabilities that were originally considered for EI&P as part of the March 2022 Cabinet Report.

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

### Appendix B - Assessment criteria for capabilities and teams considered to be in-scope for EI&P Directorate

The diagram below summarises the approach taken to reach a recommendation as to whether a capability should be 'in-scope' for the EI&P function.



- a. The EI&P Programme team first **met with leads of teams across BCC and the Birmingham Children's Trust** that deliver each capability to better understand what is currently delivered and how EI&P focused it is. Each meeting explored:
  - what is currently delivered and how

- the desired future vision for the capability including if it were delivered in a more proactive, preventative way
  - key considerations for enabling this vision.
- b. An **assessment was then completed against a set of criteria** signed off by the EI&P Programme Board to identify if a capability and team(s) that deliver it should migrate to the EI&P function and therefore be 'in-scope'. The criteria, below, focused on:
- 1) **Impact on the citizen experience** - considering whether the citizen experience would improve if the capability and team(s) that deliver it is migrated into EI&P
  - 2) **Impact on the staff experience** - considering whether migration to the EI&P function would improve staff experience and increase job satisfaction
  - 3) **Feasibility, or impact on the council** - will the migration be possible, and is it feasible now or in the future

Each criterion was assigned a **red, amber, or green (RAG) rating** to align with narrative captured for that capability. This resulted in the initial recommendation for if a capability should be 'in-scope' for EI&P.

- c. Discussions were then held with Corporate Directors, the Chief Executive and Cabinet Members of BCC to **test and refine this recommendation**.

No	Criteria	Description	RAG Scale		
1	Impact on Citizen Experience	<p>Will the citizen's experience improve if the service/capability is migrated to the EI&amp;P 'function'? For example:</p> <ul style="list-style-type: none"> <li>• Their issue will be resolved earlier</li> <li>• They will get the right help for the challenge/need presented with first time</li> <li>• They will receive more holistic support, with staff taking a <b>whole system approach</b> to promote their <b>independence and resilience, collaborating with partners</b> to do so</li> <li>• They will be supported by staff across teams (if appropriate) that have an <b>EI&amp;P mindset</b> and a <b>common mission to help them stay afloat, then thrive</b></li> <li>• Their access will be via user friendly channels</li> </ul>	The citizen experience will improve significantly	There will be little change to the citizen experience	The citizen experience will be negatively affected
2	Impact on Staff Experience	<p>Will the migration of the service/capability improve staff experience and increase job satisfaction? For example:</p> <ul style="list-style-type: none"> <li>• Reduce level of administrative tasks (<u>e.g.</u> through process improvements / automation), enabling staff to focus on <b>more 'value add' activities</b></li> <li>• Increase access to <b>'right' tools and skills</b> to deliver service effectively</li> <li>• Increase ability to provide the 'right' support to citizens when engaging with them, by coming out of silos and <b>organising support around demand and customer need</b>, enabling <b>greater improvements in citizen outcomes</b></li> <li>• Increase ability to <b>support the citizens that need it most, by using customer insight and business intelligence</b> to intervene early and prevent potential crisis</li> <li>• Opportunities to grow and develop in the early intervention &amp; prevention space</li> </ul>	The staff experience will improve significantly	There will be little change to the staff experience	The staff experience will be negatively affected
3	Feasibility (Impact on the Council)	<p>Will the migration of the service/capability be possible? If migration is not feasible now, will it be in the future? For example, using a PESTLE analysis:</p> <ul style="list-style-type: none"> <li>• <b>Political</b> – are there any political factors to consider? <u>E.g.</u> political mandate, tenability of wider Directorates if services migrated etc.</li> <li>• <b>Economic</b> – are there any economic factors to consider? <u>E.g.</u> growth/demand patterns, significant costs (that could outweigh benefits), contractual complexities (<u>e.g.</u> commissioned services), ability to deliver same outcomes at lower cost etc.</li> <li>• <b>Sociological</b> – are there any social factors to consider? <u>E.g.</u> ability to support all citizens, including from diversity and inclusivity perspective</li> <li>• <b>Technological</b> – are there any technology factors to consider? <u>E.g.</u> if a capability uses a system intrinsically linked to the current service or directorate</li> <li>• <b>Legal</b> – are there any statutory factors to consider? <u>E.g.</u> ability to deliver statutory services, consultation requirements, employment laws, safety regulations etc.</li> <li>• <b>Environmental</b> – are there any factors linking to the surrounding environment to consider? <u>E.g.</u> impact on climate or local area.</li> </ul>	The migration is feasible with limited complexities	The migration is feasible but complex	The migration is not feasible due to significant blockers

## Appendix C - Opportunities & Challenges for EI&P Implementation Options: Directorate or Service

Option	Opportunities	Challenges
<b>Option 1: EI&amp;P Service</b>  Led by a single Assistant Director, the EI&P Service would sit within the Adults Social Care (ASC) Directorate and would have core EI&P focused capabilities under it. The ASC Directorate has previously successfully shifted delivery of services from crisis to prevention and delivered a balanced budget against a previous deficit, highlighting the Directorate has the knowledge and understanding to support wider EI&P.	<ul style="list-style-type: none"> <li>+ Able to <b>test and evolve the model</b> by starting with smaller scale change, that could then be built upon in future phases</li> <li>+ <b>Bring together several innovative prevention initiatives</b> that are being delivered / developed</li> <li>+ Facilitate a more <b>holistic approach</b> to service delivery, that allows some core EI&amp;P teams to work closely together for the benefit of the citizens</li> <li>+ <b>Invest in communities to build community capacity</b>, in turn reducing demand on services</li> <li>+ <b>Increase the scale of partnership working</b></li> <li>+ Build on the <b>proactive, preventative culture already developed</b> within Adult Social Care</li> </ul>	<ul style="list-style-type: none"> <li>– Does <b>not give EI&amp;P the platform, visibility, and prominence it requires</b> to shift focus from crisis to prevention, including with BCC leadership and members</li> <li>– <b>Limits the influence</b> the function could have on driving the EI&amp;P agenda across the council and the city</li> <li>– Service could be <b>too closely associated with the Adults Directorate</b>, limiting change in other Directorates</li> <li>– Being within the Adults Directorate <b>could lead to EI&amp;P being de-prioritised</b> compared to statutory requirements</li> <li>– Remit could be <b>too great a responsibility for a Head of Service</b> given the large number of capabilities identified to be 'in-scope', or a need to reduce desired scope of the EI&amp;P function</li> <li>– <b>Role of the Service may be unclear</b> if expected to help drive change across the council</li> <li>– The Service approach will <b>make it more difficult to enact council, and city wide, change</b></li> <li>– The <b>level of financial savings achieved would be less in a Service</b></li> <li>– <b>Less likely to enable the change required, due to the capability to drive a system wide culture change</b> and adopt new ways of working</li> </ul>
<b>Option 2: EI&amp;P Directorate</b>  Led by a Director, the EI&P Directorate would bring a wider range of EI&P focused Capabilities together.	<ul style="list-style-type: none"> <li>+ <b>Drive EI&amp;P agenda across the council</b> facilitating the platform required to enable a cultural shift</li> <li>+ Demonstrate <b>long-term commitment and buy-in</b> from leadership</li> <li>+ Enable the creation of a <b>proactive, preventative culture</b>, with a leader that role models desired behaviours of staff and gives them the <b>mandate to work in a different way</b></li> <li>+ Provide a <b>joined up, integrated approach</b>, with staff united by a common mission</li> <li>+ Enhance BCC <b>reputation and status locally and nationally</b>,</li> </ul>	<ul style="list-style-type: none"> <li>– <b>Slower to implement than a Service</b> due to size and scale</li> <li>– Creates <b>greater disruption across the council</b>, including Director/AD roles and Cabinet member portfolios</li> <li>– Creating a new Directorate with several services and capabilities <b>could create a new silo that limits progression</b></li> <li>– <b>Significant change required</b> to implement for both systems and staff, e.g., structure, culture, process, systems etc.</li> <li>– <b>Savings could take longer to realise</b> compared to a Service; however, they have potential to be</li> </ul>

	<p>investing in communities to build capacity and capability and achieve <b>partnership</b> working at scale</p> <ul style="list-style-type: none"> <li>+ Able to <b>adopt a phased implementation approach</b> to ensure alignment with broader changes and limit delivery risk</li> <li>+ Provide <b>challenge to wider teams and partners</b> to ensure all driving the desired corporate shift from crisis to prevention</li> <li>+ Enable <b>challenges to be corporately visible</b></li> <li>+ Enable <b>career progression pathways</b> to be developed for staff that are passionate about improving outcomes for citizens</li> <li>+ Enable <b>clear objectives, KPIs and rewards system</b> to be developed</li> <li>+ Opportunity to increase the scale of positive impact for citizens, communities and staff and therefore <b>generate financial savings</b> for the city as a by-product.</li> </ul>	<p>significantly larger through having a wider scope to identify and deliver efficiencies to increase impact</p>
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## Appendix D – Programme Implementation Options

Type	Considerations	Benefits	Challenges
<b>Big bang</b>		<ul style="list-style-type: none"> <li>Everything in from day 1 – full influence / control over changes</li> <li>All change happens at same time</li> <li>Disruption to wider organisation is immediate but quick</li> <li>Clarity and transparency over long term changes required to implement EI&amp;P directorate</li> </ul>	<ul style="list-style-type: none"> <li>Legacy impact of moving all services not fully considered – lots of upheaval at once</li> <li>Maturity of the organisation</li> <li>Ongoing conversations about org wide structure changes – requires thought around sequencing</li> <li>Staff may be moved that don't want to be moved / don't want to go on the change journey</li> <li>Doesn't allow time for lessons learnt</li> <li>Limited time to prepare locations to support service</li> </ul>
<b>Phased</b>	Engagement plan with internal staff to mitigate any confusion about what's moving and when	<ul style="list-style-type: none"> <li>Migrate services that are ready to migrate quickly to start transforming them and driving citizen outcomes quickly</li> <li>Less disruption to the organisation and its structures than big bang</li> <li>Introduce the culture changes at a manageable pace</li> <li>Builds immediate traction and momentum for the EI&amp;P approach</li> <li>Time to do detailed wider organisational impact (and evolve the EI&amp;P directorate offer)</li> <li>Start to demonstrate impact / progress quickly</li> <li>Build allows for lessons learnt along the way</li> </ul>	<ul style="list-style-type: none"> <li>Longer to implement the changes than big bang</li> <li>Disruption to the wider organisation</li> <li>Change fatigue</li> <li>Perception of lack of clarity about what's migrating and when</li> </ul>
<b>Ground up</b>		<ul style="list-style-type: none"> <li>Build the structure around what EI&amp;P needs rather than existing structures</li> <li>Staff who come into the directorate want to adopt that working practice and the EI&amp;P approach</li> <li>Time to understand impact on wider directorates</li> <li>Introduce culture change at a manageable pace</li> </ul>	<ul style="list-style-type: none"> <li>Influencing the redesign of services that do not currently sit within the directorate</li> <li>Potential for dual running costs while services are migrated</li> <li>Lack of pace / momentum</li> <li>Perception that progress is slow in implementing EI&amp;P</li> </ul>