

Birmingham City Council

Report to Cabinet

25th April 2023



Subject: **EARLY INTERVENTION AND PREVENTION –
PROGRAMME BUSINESS CASE**

Report of: **Professor Graeme Betts, CBE
Strategic Director Adult Social Care**

Relevant Cabinet Member: **Cllr Brigid Jones - Deputy Leader**

Relevant O&S Chair(s): **Cllr Sir Albert Bore - Co-ordinating**

Report author: **Kalvinder Kohli,
Assistant Director Early Intervention and Prevention
Email: Kalvinder.Kohli@birmingham.gov.uk**

Are specific wards affected?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No – All wards affected
If yes, name(s) of ward(s):		
Is this a key decision?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, add Forward Plan Reference: 011115/2023		
Is the decision eligible for call-in?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, state which appendix is exempt, and provide exempt information paragraph number or reason if confidential:		

1 Executive Summary

- 1.1 In March 2022, Cabinet agreed the direction of travel for the Council for early intervention and prevention (EI&P) and committed to receiving a further report outlining the business case and target operating model for phase one.
- 1.2 In July 2022, the Council's leadership set out its strategic Corporate Delivery Plan 2022 - 2026 detailing a bold ambition to transform services to meet citizens needs

as effectively as possible, and that evolution from crisis to prevention is a fundamental principle to improve citizen outcomes while reducing cost to the organisation.

- 1.3 To deliver the 'people' principle of the corporate plan and move towards an EI&P approach, a radical departure from the current operating model is required. This will include how we develop our relationships and partnership working with strategic partners, local partners, and communities; how we structure our organisation; how we design and embed a prevention focused culture, and how we deliver exceptional customer services including strong information, advice, and guidance (IAG) to empower citizens to help themselves. Ultimately this is about how we transform our social contract with our citizens to embed a 'by the community, for the community' approach, and is a once-in-a-generation opportunity to prevent as many people as possible getting into the 'system'.
- 1.4 The EI&P approach is focused on creating an offer that empowers citizens to help themselves, removing the complexities and silos across existing service provision. At its core, it is about putting citizens at the heart of our services and creating a new social contract that moves from transactional (whereby citizens are supported with their presenting issue) to outcome-based (where citizens are supported to address the multiple and inter-related issues they face in their lives). Alongside this, EI&P will strengthen relational life, and connection to networks and assets that exist within communities.
- 1.5 The move towards an EI&P approach will revolutionise outcomes for citizens across Birmingham. It provides a significant opportunity to improve social, health, and economic wellbeing, as well as invigorating and empowering staff and achieving financial savings for the organisation.
- 1.6 Work undertaken between April 2022 and March 2023 has developed a business case (**Appendix 1**) that builds on the high-level design for EI&P approved by Cabinet in March 2022 and sets out what the EI&P function will look like and how it will be delivered ('the recommended option').
- 1.7 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) (**Appendix 3**)
 - Place Based Approach Shard End Delivery Plan (**Appendix 4**)
 - IAG vision and approach (**Appendix 5**)
- 1.8 This public report sets out the detail of how the agreed direction of travel for EI&P will be delivered and seeks approval to proceed with setting up an EI&P Directorate ('City Help and Support') to support the delivery of the EI&P vision and the implementation of the re-designed Homes and Money Advice Service.
- 1.9 The Programme is seeking approval for an initial £14.7m to deliver the required structural, cultural, and service re-design transformation. This includes delivery

of ten workstreams, setting up the appropriate governance and programme management structures, and contingency.

- 1.10 Key Cabinet Members will be engaged and kept updated on progress on a regular basis. In addition, where required further businesses cases for elements of the programme, for example technology development/acquisition, will be developed and presented for approval to Cabinet during implementation.

2 Recommendations

That Cabinet:

- 2.1 Agrees the early intervention and prevention approach is the direction of travel for the Council and applies across the whole organisation (see section 3.15 and 3.29)
- 2.2 Approves the establishment of a new Directorate for Early Intervention & Prevention: City Help and Support (see section 3.13 to 3.16 and section 4 of this report and **Appendix 1**).
- 2.3 Grants delegated authority to the Chief Executive, the Strategic Director of Adult Social Care, the HR Director and the Director of Council Management to approve the new structures for the Directorate.
- 2.4 Approves the utilisation of £14.7m to support the transition and transformation of the in-scope services (see section 9 of this report and **Appendix 1**).
- 2.5 Delegates authority to Strategic Director of Adult Social Care, the Assistant Director of Corporate Procurement, in conjunction with the Cabinet Member for Finance & Resources, and the City Solicitor to approve any procurement strategies and subsequent contract award decisions required to support the implementation of the recommendations within this report.
- 2.6 Approves the implementation of the Homes and Money Advice service blueprint in full, leveraging the learning and insight from the pilot (see section 3.24 of this report and **Appendix 3**).
- 2.7 Approves the Shard End Delivery Plan, which outlines how we will be deploying the Place Based Approach across the city in line with delivering EI&P outcomes (see section 3.25 of this report and **Appendix 4**).
- 2.8 Notes the alignment of the EI&P approach with the emerging development of the Corporate Landlord approach, which will be a key enabler of EI&P, and the wider Place Based Approach.
- 2.9 Notes the IAG vision and approach, which will facilitate a more effective self-service model to provide high quality, consistent services that support resilience and independence (see section 3.26 of this report and **Appendix 5**).

3 Background and Case for Change

- 3.1 Many Birmingham citizens are facing escalating health, social and economic challenges, exacerbated by the COVID-19 pandemic and the cost-of-living crisis. This has placed considerable strain on households in terms of physical health, mental health, emotional wellbeing, and financial pressures. The cost-of-living crisis has seen soaring prices and falling real household incomes, plunging households that were less affected during the COVID-19 pandemic into financial trouble.
- 3.2 The consequences of this are growing pressures on statutory services as our citizens reach crisis, with budget reductions since 2008 placing pressure on the Council to focus more heavily on statutory services provision. 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.
- 3.3 In March 2022, Cabinet agreed the *Early Intervention and Prevention - a High Level Target Operating Model (TOM)*, which set out the high level design for the future of EI&P. This report sets out the detailed design of the proposed approach and recommendations to support the Council to achieve the vision.
- 3.4 In July 2022, Council leadership set out its ambitious strategic Corporate Delivery Plan 2022-2026, emphasising early intervention and prevention as one of the key principles (People, Place, Council) that will improve citizen outcomes.
- 3.5 This approach represents a significant shift away from the current operating model, one which creates a new social contract with citizens that enables them to help themselves by increasing timely, inclusive and appropriate access to services, achieving outcomes which previously have not been possible, and preventing people entering the ‘system’ by mitigating avoidable demand. 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.*
- 3.6 To achieve the move from crisis to prevention, a radical change is needed, and three key levers have been identified to facilitate the change. **Firstly**, structural change to help the Council transform and refocus teams. **Secondly**, redesigning services to have an EI&P focus, shifting from reactive to proactive. **Thirdly**, driving change in culture and ways of working for all staff across the whole Council to change how citizens are engaged with.
- 3.7 Engagement with over 100 citizens and partners as well as over 200 staff across the Council has validated that taking an EI&P approach is the right direction of travel. Our engagement identified a growing normalisation of crisis, alongside the following three key themes:

- The experience for citizens is complex and services are not joined up

- Current services are reactive and there is limited use of data and insight to enable a proactive approach to meeting citizen's needs. Proactive services have been developed in silos, e.g., prevention pathways developed in Adult Social Care, however this approach is not widespread among Council services
- 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

3.8 Using the insight above, we have already designed and begun testing the EI&P approach on the ground through our Homes and Money Advice Hub pilot and are beginning to see the transformative impact it can have on citizens lives. Since the pilot launch, the team identified an additional £9,600+ in financial support across 17 households and, where required, connected people to community assets including the specialist domestic abuse hub and a pre- and post-natal support group. There has also been a significant shift in the culture and ways of working from the pilot staff, all of whom have stated they want to continue working in a proactive, strengths-based way with citizens that focuses on connecting people to support within their relational life, and the voluntary and community sector.

3.9 We are at the start of our journey, but we know from our own work in Adult Social Care and other Councils including Wigan Council and London Borough of Barking and Dagenham that, over time, investment in preventative activities improves outcomes for citizens and local communities as well as generating a positive net value to the local authorities:

- Birmingham Adult Social Care went from a budget deficit to a balanced budget by shifting from a crisis to prevention and early intervention model. The approach included the use of strength-based conversations, investment in community assets through Neighbourhood Network Services, and an overall commissioning approach focused on a Prevention First outcomes framework.
- Between 2010 - 2020 the 'Wigan Deal' saved Wigan £160m "through efficiency measures, reforming services and reducing demand". The Centre for Public Impact summary showed that the Wigan Deal was experimental in its approach, rather than based on an existing model and was not rigidly designed ahead of implementation, but instead evolved over time.
- More recently Barking and Dagenham delivered £6m of savings between 2017/18 and 2020/21 against a base budget of £15m. Alongside these savings the work has also generated improved outcomes by putting the resident at the heart of service design and developing cross-sector networks that maximise the collective resources and strengths available. Examples include joint work through the Food Network, early help hubs and networks and re-imagining adult social care networks.

- 3.10 The learning from the above authorities is that the evaluation needs to be built in from the beginning, so we are engaging with Kings Fund and New Local to support external validation of our EI&P journey. A key part of this will be about how we measure the non-financial benefits, for example the relational life outcomes that impact upon communities of place as well as the transformational impact on staff, as we know this is crucial to demonstrate the success of the EI&P approach.
- 3.11 This work has been overseen by the Early Intervention and Prevention Programme Board, which has representation from Directors and Senior Leadership from across the Council. The Board is the key decision-making vehicle for the programme.
- 3.12 A priority for the EI&P Programme Board has been to ensure there is alignment across partners and internally as well as ‘buy in’ to the EI&P approach. The Board has overseen considerable engagement with key stakeholders to date, summarised in section 5.1. Moving forward, collaboration with partners to develop effective pathways and co-design the future state will be critical. We will continue to work closely with all stakeholders, including building our relationships with strategic partners in health, police, and central government to facilitate a joint EI&P approach in the city, for example through modelling the cost avoidance implications for the wider system outside of the Council to demonstrate that this will not only drive better outcomes but is an investable proposition.
- 3.13 The extensive engagement with citizens, staff and partners has supported the programme in determining what the future EI&P function should look like, including:
- Recommending what form the EI&P function should take (service or Directorate)
 - The capabilities that are proposed to be ‘in scope’ for an EI&P function
- 3.14 To address the structural changes required, the recommendation of establishing a new EI&P Directorate (‘City Help and Support’) has been made to ensure we can deliver the level of transformation required and have the impact we need on citizens lives. City Help and Support as a Directorate will provide the platform to drive the EI&P agenda and culture across the Council, supporting the Council to realise benefits through long-term buy in and commitment. The Directorate structure is proposed as ‘instead of’ what currently exists across the Council, not ‘as well as’ i.e., existing roles and teams will transition into the new Directorate rather than creating new positions.
- 3.15 Delivering many of our community-facing universal and targeted services through an EI&P focused Directorate will allow us to understand our local communities, ensure that the services are designed ‘by the community, for the community’ focussing on what is strong within communities, and amplify assets across the city such as people, community networks, physical spaces and wider partner offers.

- 3.16 While this report is focused on the setting up of the City Help and Support Directorate, it is worth noting that the EI&P approach cannot be delivered in isolation and there will be implications across the Council. The EI&P structural changes will 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. In addition, as an organisation we will need to ensure there are clear and consistent pathways between City Help and Support and existing specialist services that dovetail with the EI&P offer and are complementary to existing crisis services.
- 3.17 The programme team has undertaken a series of assessments against the 45 capabilities that were identified in March 2022, using a set of criteria to determine the impact on citizens, staff, and the feasibility of migration. The assessments resulted in the following capabilities being 'in-scope':

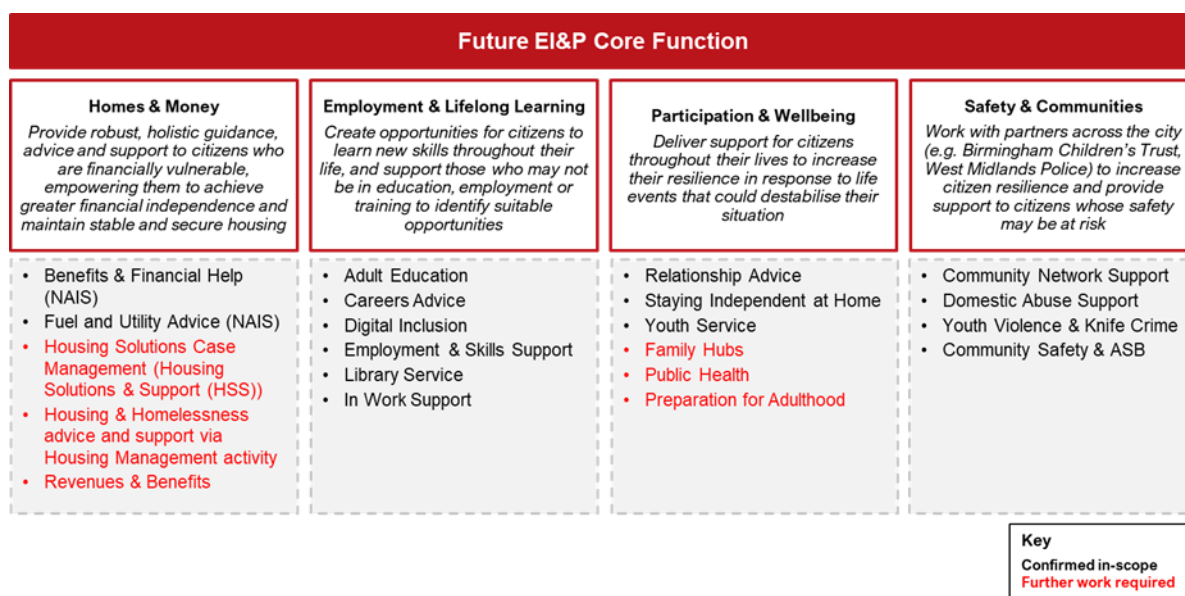


Diagram 1. Capabilities recommended to be 'in scope' for the EI&P function

- 3.18 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). This will continue to be an evolving model as we recognise an agile approach is required for the delivery of services within City Help and Support to ensure we are responding to local need as it arises.
- 3.19 To deliver the EI&P future function, the programme has proposed a phased 'transition then transform' approach, whereby capabilities are transitioned into the EI&P Directorate prior to service design to transform capabilities. This approach will see capabilities 'lift and shift' into the new Directorate in three tranches, which will enable EI&P to undertake transformative work with staff and services whilst having greater influence on culture and service design. Delivering the programme through this structured approach will also support EI&P to assess progress against the planned delivery.

3.20 It is proposed that the EI&P Directorate will be delivered in the following three tranches:

- **Tranche 1** - Developing the leadership structure and Homes and Money Advice 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

3.21 The provisional tranches are detailed below (subject to change):

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

Key
Confirmed in-scope
Further work required

Diagram 2: Capability by Tranche

3.22 As part of the future service design, there will be a specific piece of work identifying the citizen pathway(s) 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.

3.23 The implementation will continue to incorporate both political and officer governance arrangements to ensure robust governance. Additionally, risks will continue to be managed through the EI&P Programme Board and CPMO reporting.

3.24 In parallel to the business case, a Target Operating Model has been developed for the Homes and Money Advice Hub (see **Appendix 3**). This is focused on redesigning the service to reflect the EI&P approach, modelling prevention best practice in the city and setting out the ideal future state for the service. A pilot was successfully launched 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.

- 3.25 In addition, the Place Based Approach is a key enabler to deliver EI&P outcomes and involves bringing together existing local assets that citizens are accessing - including people, networks, services (Council, partner and community), and buildings – and enhancing these to develop responsive, appropriate channels of support. The intention will be to scale the Place Based Approach across all wards, and to bring this to life and test the approach on the ground, a pilot in Shard End has been co-developed with staff, citizens and partners and launched in February 2023. Our approach involves co-locating a range of EI&P services (Council and partner) within The Shard building that respond to local need. This is articulated in The Shard End Delivery Plan (see **Appendix 4**). The emerging development of the Corporate Landlord approach for the management of the Council's operational assets will dovetail with the Place Based Approach and will be a key enabler of EI&P outcomes.
- 3.26 Information, Advice and Guidance (IAG) is another key enabler that is essential to delivering a positive citizen experience and fundamental for EI&P. High quality and easily accessible IAG ensures citizens can self-serve and access Council resources and tools in a way that works for them without needing direct contact with the Council. This means citizens are unlikely to need to engage with frontline officers, reducing avoidable demand and improving outcomes. Our approach to IAG is outlined in the IAG vision and approach (**Appendix 5**).
- 3.27 Building on the high-level TOM and the extensive engagement undertaken with citizens across the EI&P programme, we have outlined how EI&P will look and feel for citizens:



Diagram 3: The look and feel of EI&P delivery for citizens

3.28 The programme recognises that delivering services in this way cannot be facilitated by structural change alone, and EI&P needs to also consider ways of working and culture. The programme has identified six ways of working which will need to be embedded into the new structure to transform how staff interact and support citizens:

- Supporting citizens across a whole life course
- Working with communities and community assets to embed strengths-based approaches, and focussing on the voice of citizens and communities 'what's strong and not what's wrong'
- Utilising behavioural science to make engagement meaningful and create a culture and practice of data curiosity
- Embedding community connectors to link citizens to wider support
- Collaborate to delivery equal partnership working
- Embedding a high-performance organisational culture through owning and driving performance

3.29 The programme has also identified that to successfully deliver EI&P, there are a series of key enablers that staff will need to deliver a seamless citizen journey:

- High quality Information, Advice and Guidance (IAG) - A single source of truth for citizens and staff that is timely, accurate and relevant through different forms of communication, including online, telephone, face to face
- Prevention-focused commissioning - Strategic and targeted commissioning to support and execute the EI&P vision
- Digital Inclusion - Ensuring citizens have the access, connectivity and skills to be digitally enabled
- Place Based Approach - A local approach to galvanising community assets, both physical and non-physical, that respond to local need
- Data (inc. the single view of the citizen) - Data and analytics that bring together key service data sets from across BCC and partner organisations
- 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
- Technology - Staff access to the ICT tools and systems required to deliver improved outcomes for citizens and enable the desired ways of working

3.30 To summarise, EI&P is a key catalyst and opportunity for Birmingham City Council to deliver the organisation-wide change required in terms of our culture and our ways of working, as well as laying the structural foundations to be modern

and fit for the future Council and ultimately drive improved outcomes for our citizens.

4 Options considered and Recommended Proposal

4.1 In the March 2022 paper, four options were considered for the future EI&P function; however, it was recognised that two of the options were not viable:

- Do nothing – maintain siloed services – This was considered not viable as it would not deliver the transformation required within the Council or better outcomes for citizens
- Limited change – transform current services where they are – This was considered not viable as it assumes a level of confidence that the existing structures and services in the Council can transform how they do things to be more collaborative and joined up, however it was felt the organisational maturity to achieve this at the time was not present.

4.2 Therefore, the two options for consideration as part of the detailed design work since April 2022 have been:

4.3 New service – bring our universal and targeted work together into a new service focused on early intervention and prevention: Led by a single Assistant Director an EI&P service would sit within the Adults Social Care (ASC) Directorate. In summary, this option would likely fail to give EI&P the priority focus and remit to drive the EI&P approach across the Council and wider partners. Therefore, this option was **not recommended**.

4.4 New Directorate – bring our universal and targeted services together into a new Directorate focussed on early intervention and prevention: Led by a Director. Moving to a Directorate model provides an effective platform to drive the EI&P agenda and culture across the organisation, as well as ensuring long-term buy-in across the organisation. Setting up an EI&P Directorate will act as the radical first step towards the changes we need to make as an organisation to be bold and fit for the future, acting as a trailblazer for the Council in its structural change and enabling wider change within the Council. Therefore, this option is to be **recommended**.

4.5 Based on the outcomes the programme aims to realise for citizens, staff and the Council, the detailed options appraisal in the EI&P Business Case (see **Appendix 1**) identified that creating a Directorate is the preferred way forward as this will provide the greatest opportunity to deliver the vision for EI&P across Birmingham. It demonstrates a long-term commitment to a proactive and preventative culture that facilitates staff and empowers citizens.

4.6 The formation of an EI&P Directorate will act as a catalyst for change for the wider Council, supporting the Corporate Plan's bold approach to service delivery. Whilst it is recognised that this will lead to some disruption, it is laying the foundations for our journey to becoming a fit for the future and modern Council.

5 Consultation

- 5.1 The Governance structures and boards engaged with in the design of the EI&P future function include:
 - 5.1.1 Member engagement – The programme has provided updates to Cabinet Members through Informal Cabinet/ EMT, one to one engagement, Cabinet Member Briefings, and Scrutiny and wider engagement through one to ones and specifically purposed EI&P engagement, such as with opposition groups.
 - 5.1.2 Senior Leadership Engagement – The programme has presented at Corporate Leadership Team regularly over the course of the programme to provide oversight and progress updates, Directors have also been engaged on a one to one basis as required.
 - 5.1.3 Citizen Engagement – The voice of citizens and communities is at the heart of design and thinking. Throughout the programme there has been consistent engagement with citizens through a range of channels as part of both the research and insight to inform design, and as a result we have engaged with over 100 citizens and partners and over 200 staff.
 - 5.1.4 Partner engagement – Breadth of partner engagement including through our Partnership Steering Group with Birmingham Voluntary Service, Birmingham and Solihull Integrated Care System (ICS), West Midlands Police, and representation from localised voluntary, community, faith and social organisations. The programme recognises the critical role partners play in both the design, implementation, and operation of the changed service and therefore partner input has and will be consistently sought. In the next phase we will also be liaising more closely with schools as they are central to many of our communities.
 - 5.1.5 Trade Union engagement – The programme has attended both Corporate and Directorate Trade Union meetings to update on progress of the programme. The Trade Union have been kept informed and will be formally consulted regularly in line with the Councils Consultation process. Consultation and engagement on the approach will be managed as part of the implementation, ensuring that we are working alongside, and in partnership with, all relevant stakeholders, including Trade Unions and staff.
 - 5.1.6 PDWG – The programme has been reviewed corporately by the Council on a monthly basis assessing progress against deliverables and key risks.
 - 5.1.7 DMTs – The programme has attended all Directorates Management Team meetings to engage with leadership across the Council.
 - 5.1.8 Engagement with wider transformation programmes and Directorate programmes across the Council, including the Customer Programme, New Ways of Working, Corporate Landlord Programme, Oracle Implementation, Debt Recovery Programme, Workforce Savings Programme, and more.

6 Risk Management

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

7 Compliance Issues:

- 7.1 **How are the recommended decisions consistent with the City Council's priorities, plans and strategies?**
 - 7.1.1 The EI&P programme is leading the design and proposing delivery of the People principle of 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.
 - 7.1.2 The EI&P programme is leading the early intervention and prevention 'Levelling Up Accelerator' as part of Birmingham's Levelling Up Strategy to enable prosperity and opportunity for all.
 - 7.1.3 The EI&P programme supports the budget and Medium Term Financial Plan, which sets out the Council's deployment of financial resources to 2025/26.

8 Legal Implications

- 8.1 There are a number of legal issues arising from this report across a broad range of governance and operational issues that will require separate legal advice and support during the implementation and delivery stages of the creation of the new Department and the roll out of the early intervention and prevention programme of work.
- 8.2 As regards the creation of the new Directorate, the Head of Paid Service in accordance with the Local Government and Housing Act 1989 is required to ensure that the Council's services are discharged effectively with the appropriate level of resources and staffing. The Council's Constitution will require amendment to accommodate the establishment of this new Directorate. Appointment of all JNC staff to the new Directorate will need to be done in accordance with the provisions of the Council Constitution.
- 8.3 The Council will need to have regard to its Public Sector Equality Duty as outlined within the Equality Impact Assessment.

9 Financial Implications

- 9.1 Phase 1 of the programme was awarded a funding envelope of £3.6m from the Delivery Plan Reserve and the programme is currently forecasting to spend £2.4m by the end of March 2023.
- 9.2 This report seeks approval to progress to Phase 2 of the programme which will deliver the business case, developed during Phase 1, over a 6-year period at an estimated cost of £14.7m. To be clear this investment is in the implementation and delivery of the EI&P approach through the City Help and Support directorate. These costs will be funded through the Delivery Plan Reserve. There might also be scope to use Capital Receipts under the governments 'Flexible Use of Capital Receipts' scheme to fund expenditure that leads to revenue savings/transformation subject to the availability of capital receipts and the expenditure meeting stringent government eligibility criteria.
- 9.3 The programme is primarily established to benefit citizens across Birmingham. In implementing the EI&P approach however, a by-product will include generating net savings for the city. The programme is estimated to deliver approximately £7.6m savings over this period, £6m of which is expected from improved utilisation of Council Assets, and the remaining through reconfiguration of existing services under the new delivery approach, including management consolidation and commissioning efficiencies. The savings figure against reconfiguration is conservative at this stage to avoid duplication with other transformation programme savings. The cost/benefit analysis for the programme is included in the table below (diagram 4) and indicates a payback period of just over 5 years.
- 9.4 There are several other property-related savings already agreed in the MTFS and the risk of overlap with those savings will be managed carefully to avoid double count.
- 9.5 The programme is also expected to deliver longer term benefits (financial and non-financial) through a reduction in demand for statutory and non-statutory services. These benefits are critical to demonstrate the direct benefit for citizens; however, are difficult to quantify and currently not included in the savings figures; they will be modelled and tracked through the course of the programme. We will also consider the modelling of wider system benefits, for example to health, police and central government (e.g., DWP) whom we will work alongside throughout the implementation of the EI&P approach.

Cost/Savings (£k)	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			
Cumulative Programme Costs	2,411	8,466	12,691	17,116	17,116	17,116	17,116
Delivery Savings*		-221	-654	-1,598	-1,598	-1,598	-1,598
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	7,425	9,315	8,643	2,544	-5,054	-12,652

Diagram 4. *Figure 15: EI&P Programme Total Costs, Savings & Net Programme Position by FY*

10 Procurement Implications (if required)

10.1 There are no direct procurement implications

11 Human Resources Implications

11.1 Once all services have been identified that will be affected by the Early Intervention and Prevention priority, a business case will be drafted and finalised for each service, and an assessment done on what the workforce impact is, for that service. We will work alongside Trade Unions and staff to ensure that any impact and potential change will deliver the best outcomes for both citizens and staff. We will undertake a formal approach to consultation in accordance with standard procedure and due process.

11.2 At this stage of the process, it is too early to know whether the impact will be an increase in permanent roles or whether there will be a displacement due to staff not having the required knowledge skills and abilities for the future EI&P roles. A key principle of the EI&P programme is to maintain frontline staff. Every effort will be made to reduce the impact on staff, and all will be supported through the change process in line with approach outlined in 11.1.

11.3 In delivering the TOM set out in the Homes and Money Advice Hub, where structural change is required, the affected staff will be engaged, alongside associated Trade Unions, and consulted formally in line with due process as outlined in 11.1. At this stage early evidence from the pilot indicates the strength based approach is benefiting citizens and is being positively received by staff, demonstrating that staff will need to work differently going forward to prevent

citizens getting into crisis. The delivery of the new H&M hub will be part of Tranche 1 of the wider EI&P implementation, this will follow the process as outlined in 11.1.

- 11.4 In terms of the Place Based Approach, the workforce implications at this stage will be to upskill current staff where necessary.
- 11.5 Any culture piece of work will be delivered in conjunction with organisational effectiveness and talent. The EI&P Programme has undertaken a culture assessment of impacted tranche 1 services and a training needs assessment; these highlighted the importance of establishing a strong customer focused culture and leadership to drive a new way of working in EI&P. As the EI&P Directorate is established, 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 training where that supports EI&P objectives.

12 Public Sector Equality Duty

- 12.1 With regards to section 149 of the Equality Act 2010, the EI&P programme and approach has no practices that could be considered unfair, unlawful, or discriminatory within this context. The Equality Impact Assessment (EIA) reflects that the equalities considerations will form part of the detailed design work (**Appendix 2**).

13. Environmental and Sustainability Implications

- 13.1 An Environment and Sustainability Assessment has been completed (attached as **Appendix 6**)

14. Appendices

- 14.1 **Appendix 1** - Early Intervention and Prevention Business Case
- 14.2 **Appendix 2** - Equality Impact Assessment
- 14.3 **Appendix 3** - Homes and Money Advice Target Operating Model
- 14.4 **Appendix 4** - Place Based Approach – Shard End Delivery Plan
- 14.5 **Appendix 5** – Information, Advice and Guidance (IAG) Strategy Approach
- 14.6 **Appendix 6** - Environment and Sustainability Assessment

15. Background Documents

- 15.1 Cabinet Report - Early Intervention and Prevention - A High Level Target Operating Model (TOM) – March 2022
- 15.2 Early Intervention and Prevention - High Level Target Operating Model – March 2022