

BIRMINGHAM CITY COUNCIL

PUBLIC REPORT

Report to: **CABINET**

Report of: **Corporate Director Adult Social Care and Health**

Date of Decision **14th November 2017**

SUBJECT: **PUTTING PREVENTION FIRST: SUPPORTING THE IMPLEMENTATION OF THE VISION FOR ADULT SOCIAL CARE AND HEALTH**

Key Decision: Yes **Relevant Forward Plan Ref:004372/2017**

Chief Executive approved
O&S Chair approved

Relevant Cabinet Member(s) **Cllr Paulette Hamilton - Health and Social Care
Cllr Majid Mahmood - Value for Money and Efficiency
Cllr Tristan Chatfield - Transparency Openness and Equality**

Relevant O&S Chair: **Cllr Mohammed Aikhlaq – Corporate Resources and Governance
Cllr John Cotton - Health and Social Care**

Wards affected: **All**

1. Purpose of report:

- 1.1 To propose a renewed commitment by the local authority to invest in targeted prevention activity and the development of community assets. This signals a step change in prioritising funding for prevention through the improved Better Care Fund (iBCF) in order to support the implementation of the vision for adult social care and health.
- 1.2 To advise Cabinet of the strategy to be applied to deliver this vision which includes the extension of current contracts to existing organisations set out in this report in order to allow time for the re design and commissioning activity to take place.
- 1.3 To seek approval to commence the re commissioning activity outlined within paragraph 5.5 and Appendices 4 and 5 of this report. The accompanying private reports include financial information relating to this proposed procurement activity.

2. Decision(s) recommended:

That Cabinet:

- 2.1 Approves priority work to be undertaken in relation to the re-commissioning and investment contained within this report which include:
- Three Conversations, a strengths based approach to social work to be funded through iBCF
 - Neighbourhood Networks Service to be funded through iBCF
 - Prevention Pathway Approach for the future commissioning of housing related support and third sector grants provision
- 2.2 Notes the proposed use of Single Contractor negotiations for the following:
- Existing Youth Hub to support the delivery of the prevention pathway
 - Three Conversations Provider
 - Capacity building, monitoring and governance support for the Neighbourhood Networks Service and third sector grants provision to be funded through iBCF.
- 2.3 Approves the delegation of the approval of the procurement strategy to the Corporate Director Adult Social Care and Health, the Director of Commissioning of Procurement, the Interim Chief Finance Officer and the City Solicitor for the Neighbourhood Networks Service.
- 2.4 Notes the proposed extensions to the Third Sector Grant Funded Organisations up to 30th September 2019 and the intention to extend current Supporting People contracts for a further period of two years in order to allow time for the re commissioning activity to be undertaken.
- 2.5 To note the updated position in respect of the required savings within Supporting People & Third Sector Grant funded services.

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3. Consultation

3.1 Internal

Cabinet Members for Housing and Homes, Children Families & Schools have been consulted on the contents of this report and support the recommendations. Legal and Governance and Financial Services Officers have also been consulted.

3.2 External

There has been on-going dialogue through the provider forums, discussions with health partners within the CCGs, Police, BSMHFT, Probation, BVSC, Crisis UK, Homelessness Partnership Board, DCLG, Big Lottery and Citizens Panel to shape the proposed vision set out in this report. This will continue through the Commissioning process as part of the co design work. Further public consultation will be conducted as part of the commissioning proposals in order to fully understand the impacts of the proposals and to enable the Council to manage any associated risk and to minimise any disruption to service users, their families and the commissioned service providers. The responses to date have informed the initial Equality Analysis and the proposals set out in this report.

4. Compliance Issues:

4.1 Are the recommended decisions consistent with the Council's policies, plans and strategies?

4.1.1 This report supports the Vision and Priorities, as agreed by Cabinet on 16th May 2017 across all four priority areas:

- Children – a great place to grow up in: Make the best of our diversity and create a safe and secure city for our children and young people to learn and grow.
- Housing – a great place to live in: Provide housing in a range of types and tenures to meet the housing needs of all the current and future citizens of Birmingham.
- Jobs and Skills – a great place to succeed in: Build on our assets, talents, and capacity for enterprise and innovation to shape the market and harness opportunity.
- Health – a great place to grow old in: Help people become healthier and more independent with measurable improvement in physical activity and mental wellbeing.

4.1.2 The recommendations also clearly support the Corporate Parenting responsibilities of the local authority by ensuring that housing support services continue to be available to young people in care or leaving care that require access to supported accommodation and support to live independently within their own homes.

4.1.3 The commissioning approach is compliant with the Birmingham Business Charter for Social Responsibility and the Commissioning Strategy for 2017+ with specific reference to working with Partners in order to deliver innovation and better outcomes for Citizens.

4.2 Financial Implications

4.2.1 The investment required to progress the new proposals in relation to the Neighbourhood Networks Service, Three Conversations model and the Prevention Pathway totals £2.88m. This will be funded from iBCF resources.

4.2.2 In order to allow time to implement the vision and the associated commissioning activity it is necessary to extend a number of current contracts in relation to Supporting People and Third Sector grants. These proposed extensions, up to September 2019 total £34.1m and will be funded from currently approved budget provision.

4.2.3 The proposed usage of the iBCF has been signed off with NHS partners at the BCF Commissioning Executive Board and the STP Board and by Cabinet on 27 July 2017. It is also recognised that whilst the iBCF is time limited, it is anticipated that further funding sources may be present in the future particularly those relating to proposed future supported housing changes.

4.2.4 Whilst it is anticipated that these new initiatives will lead to a more efficient use of resources it is difficult at the present time to quantify this. A robust outcomes based evidencing methodology (including financial impacts) will be developed alongside the commissioning to evidence the benefits of this proposed approach.

4.2.5 Further commercially confidential information in relation to the proposed procurement activity is contained within the private report.

4.2.6 The approved budget for Supporting People & Third Sector Grant funded services required savings of £5m to be made by 2018/19. The report to Cabinet on 27th June 2017 identified a remaining savings balance of £3.8m to be achieved. This remaining saving will be delivered from identified underutilised resources of £1m within the Directorate and £2.8m from the improved Better Care Fund.

4.3 Legal Implications

4.3.1 The relevant legal powers afforded to Birmingham City Council as Administering Authority for the Supporting People programme are contained in section 93 of the Local Government Act 2000. The Council's relevant legal powers are contained in the Care Act 2014 together with the associated legislation and guidance relating to the provision of preventative services.

4.3.2 Under Section 111 of the Local Government Act 1972, a local authority has the power to take action which is calculated to facilitate, or is conducive or incidental to, the discharge of any of its functions and therefore has a general power to enter into contracts for the discharge of any of its functions.

4.4 Public Sector Equality Duty

- 4.4.1 An initial Equality Analysis has been completed and is attached as Appendix 1 of the Public Report. The possible high level impacts have been identified through a combination of discussions with external partner agencies contract and grant intelligence held by the service area, information and comment received via previous public consultations and specific feedback from providers and service user representation. This in turn has shaped the recommendations to the savings and proposed commissioning of future prevention services set out within this report.
- 4.4.2 It is important to note, that the on-going risks relating to the possible closure of services due to the significant historic reductions to prevention services remain. Furthermore, the proposals set out in this report set out a growth agenda for prevention services, where existing service models require change to support this agenda, the implications of that change will continue to be identified and addressed via the on-going update to the Equality Analysis.
- 4.4.3 The re commissioning for 2018/19 and beyond will include the on-going dialogue with providers, service users and key stakeholders in order to retain the Equalities Assessments and impacts and mitigations log. This will be managed through the Adults Social Care and Health Directorate reporting to the relevant Cabinet Members as appropriate.

5. Relevant background/chronology of key events:

5.1 Vision and Strategy

- 5.1.1 The vision and Strategy to modernise Adult Social Care approved by Cabinet on the 3rd October 2017. The vision provides a fundamental and radical shift to the way that the Council will deliver the desired outcomes for adults and older people in Birmingham. The vision has also been informed by the October 2016 Peer Review of the authority which recommended that Birmingham should develop an asset – based approach with the voluntary and community sector to transform our traditional Social Work model.
- 5.1.2 The desired outcomes for adults and older people in Birmingham are that they should be resilient, exercise choice and control, live happy healthy independent lives within communities for as long as possible. The vision and strategy for delivering the key outcomes comprises of eight key elements:
- 1) High quality information, advice and guidance to help people self – serve in the first instance.
 - 2) Community assets which enable local groups to provide the wide range of support that helps people to remain in the community.
 - 3) Prevention and early intervention services are available and can be accessed quickly at any time to help maximise people independence.
 - 4) A personalised support for social care which assesses people for the outcomes they want and the assets to achieve them.

- 5) An effective use of resources to deliver the vision and strategy for Adult Social Care including effective monitoring and review.
- 6) Partnership working between the Council and its partners.
- 7) Making safeguarding personal and understand what outcomes people want from safeguarding enquiries and actions.
- 8) Co – production of all service and responses with service users and carers.

5.1.3 In order to support delivery of the vision the proposed commissioning activity set out in this report signals the importance for Putting Prevention First and provides a step change for re-investment in prevention and community asset development.

5.1.4 A Prevention First model (Appendix 2) has been developed which has two integrated components: 1) community assets and local networks are the natural first point of contact when citizens or carers need support. 2). Where appropriate, effective and integrated pathways are available into targeted or more structured prevention activity through a prevention pathway.

5.1.5 The model will deliver against the following key prevention outcomes for Citizens;

- Reducing and overcoming isolation
- Maximisation of income
- Improved health and wellbeing
- Good quality housing and housing support
- A good quality of life for Carers

5.2 Three Conversations: Strengths Based Social Work

The new vision for adult social care establishes a new approach to Social Work. This will be through a practice which is embedded in building resilience and Securing community based (Prevention First) solutions where possible to deliver better outcomes for citizens. This new approach requires a level of capacity building and training for social workers.

- 5.2.1 A strength based approach to social work practice will be commissioned through the Three Conversations Model. The model has been adopted by a number of local authorities to date. This provides a paradigm shift in how to deliver adult social care, and how it collaborates with NHS, Housing, Voluntary Sector and other colleagues to make the whole joined up system of community asset based support, work differently and better. It seeks to replace the 'contact, re-enablement, then assessment for services' culture with a new approach based on the assets, strengths and capabilities of people, families and communities.

It is built on, and has proved, the assumption that if you collaborate with and allow people to be co-designers of their support – then their outcomes go up, and their use of health and social care resources goes down.

- 5.2.2 Market intelligence available for this type of provision shows that there is only one provider with a proven track record of this type of expertise to deliver the changes required to social work practice. Therefore it is proposed that officers will enter into single contractor negotiations with the provider to secure the support to develop this model of delivery for the local authority.

5.3 Neighbourhood Network Services for Older People

- 5.3.1 The new model of social work is organising its resources into 10 locality management teams that will cover the City. A Neighbourhood Networks Service (NNS), a community asset based first response (initially) for older people, is being proposed for commissioning to mirror and support social work staff in each of the 10 locality management teams.
- 5.3.2 Whilst there are a number of definitions for community based asset development, the overall emphasis is upon creating sustainable community solutions. These are based upon the strengths, potential, resources, skills and experience that is available and empowering people and communities to organise around issues and actions. The Birmingham model will be enhanced by the existing hub arrangements commissioned via BVSC.
- 5.3.3 NNS as a delivery model has been successfully commissioned by Leeds City Council since 2009. The model has robustly been able to evidence a reduction in statutory adult social care spend to older people by providing a range of community based alternatives to supporting older people locally within their own neighbourhoods. The model has also demonstrated to effectively deliver good outcomes in relation to reducing isolation, income maximisation, support within the home and health and wellbeing.
- 5.3.4 In order to ensure the success of this model and the re design of existing third sector grant funded services, some developmental support will also be commissioned see Appendix 4 to this report and details contained within the Private Report Appendix .

5.4 Prevention Pathways: Commissioning of future Housing Related Support Third Sector Grant funded prevention services

- 5.4.1 The draft Homelessness Prevention Strategy 2017+ which is due to be presented to Cabinet December 2017 and Full Council January 2018 also highlights the strong linkages between homelessness and poor health throughout the life course. This includes poor child development, mental health, isolation and long term debilitating illnesses. There is therefore a strong connection between the homelessness prevention agendas and the vision for adult social care and health.
- 5.4.2 The future commissioning of housing support and third sector grant based prevention services will apply the pathway methodology for prevention services as set out within appendix 2, 3, 4 and 5 of this report. The pathway model (Appendix 3) has been developed by Birmingham in partnership with the housing and homelessness sector providers and national partner agencies. The model has also been recognised as best practice and adopted by DCLG and the Mayoral Homelessness Task Force.
- 5.4.3 Some third sector grant funded activity will be aligned to the wider work of the Adult Social Care and Health Directorate. For example all day opportunities services will be aligned to the future Day Opportunities Strategy and associated commissioning for the City over the next two years.

5.5 Procurement Strategy

- 5.5.1 The intention is to apply a combination of grant based and contracting strategies to secure the most appropriate procurement strategy for the different elements of the commissioning activity set out within this report. This will enable innovation and a greater focus upon flexibility, partnerships with service providers to drive the desired outcomes and changes required to manage demand away from statutory services.
- 5.5.2 A more collaborative and flexible approach to procurement of future housing related support services is being sought. Following a period of consultation and engagement with the market, as well as other key stakeholders, a procurement strategy will be developed. We are considering the possibility of using Innovation Partnerships which is detailed within Appendix 5 of this report; more market engagement is needed to understand if this is the most appropriate procurement route.
- 5.5.3 In order to enable the commissioning activity to be undertaken to deliver the vision, it will be necessary to secure the existing market so that there is the appropriate platform upon which this will be built.

- 5.5.4 The Supporting People social inclusion services currently expire on 30th November 2017. It is proposed to extend these existing contracts for up to two Years as allowed for and delegated in the contract award report approved by Cabinet 18th September 2014. This decision is on the basis that there is no increase in the financial commitment as per the original award and the contracted providers are performing satisfactorily in line with the contractual requirements. Details of extensions by organisation and service are set out in Appendix 7
- 5.5.5 The grants for the Third Sector funded organisations expire on 31st March 2017 and the Mental Health services expire on 30th September 2018. It is proposed that Cabinet agree a further extension of Third Sector Grants from 1 April 2018 for up to 18 months and Mental Health services for 12 months in order to allow for review, re design and re commissioning to take place. The extension of these contracts will ensure all of the expiry dates align to the 30th September 2019
- 5.5.6 Voluntary sector capacity building support will be commissioned to help providers with service development and capacity building as well as providing support to define and evidence outcomes.
- 5.5.7 During this period of time, Value For Money, performance and strategic relevance reviews of all contracted and grant services will continue to be carried out. This may result in the variations to some services and in some instances possible decommissioning.
- 5.5.8 The procurement options and indicative timelines are set out in Appendix 5 and 6 of this report.

6. Evaluation of alternative option(s):

The identification of alternative savings to achieve the approved budget would not support the vision for Adult Social Care and Health. This could also generate greater burdens on the Council's Adult Social Care and Health and Homelessness services. This option also significantly reduces the local authority's aspiration to work more closely with the third sector in order to deliver the priorities for the City.

7. Reasons for Decision(s):

- 7.1 To ensure continued investment in preventative services, community assets and the third sector in order to enable people to live independently within their communities
- 7.2 To give time to the commissioning and re design work in partnership with the key partners and providers to agree and deliver the Prevention First investment model.
- 7.3 To support the delivery of the strength based social work model and the delivery of the homelessness positive pathway model as set out within the draft Homelessness Strategy.
- 7.4 To optimise current and future funding for the purpose of delivering value for money solutions and reduce the strain on adult and children social care, health and homelessness systems.

Signatures

Date

Cllr Paulette Hamilton
Cabinet Member for Health
and Social Care

Cllr Majid Mahmood
Cabinet Member for
Value for Money and Efficiency

Cllr Tristan Chatfield
Cabinet Member for Transparency
Openness and Equality

Graeme Betts
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List of Background Documents used to compile this Report:

- 1) Cabinet Report Vision and Strategy for Adult Social Care and Health October 2017
- 2) Commissioning Strategy 2017+
- 3) Cabinet Report: Contract Award Report Supporting People Services 18 September 2014
- 4) Equality risk impacts monitoring log Budget Reductions 2017
- 5) Public Consultation Findings Report June 2017
- 6) Public Cabinet Report Neighbourhood Networks Services (Leeds City Council 2009)
- 7) Three Conversations Model (2017)
- 8) Housing and Health Scrutiny Review (2016)
- 9) Homelessness Review Findings Report (2016)
- 10) Homelessness Prevention Strategy (Draft) 2017

List of Appendices accompanying this Report (if any):

1. Equality Analysis
2. Prevention First Model
3. Positive Pathway
4. Further Background information Three Conversations, Neighbourhood Networks and Pathway model for housing related support and third sector grant funded services
5. Procurement strategy and evaluation of options
6. Indicative Time lines table for:
 - Three Conversations
 - Neighbourhood Networks Model
 - Positive pathway including Third Sector Grants
 - Day opportunities
7. Supporting People extensions by organisation/service

Equality Act 2010

The Executive must have due regard to the public sector equality duty when considering Council reports for decision.

The public sector equality duty is as follows:

- 1 The Council must, in the exercise of its functions, have due regard to the need to:
 - (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by the Equality Act;
 - (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
 - (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- 2 Having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to:
 - (a) remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic;
 - (b) take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it;
 - (c) encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
- 3 The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities.
- 4 Having due regard to the need to foster good relations between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to:
 - (a) tackle prejudice, and
 - (b) promote understanding.
- 5 The relevant protected characteristics are:
 - (a) marriage & civil partnership
 - (b) age
 - (c) disability
 - (d) gender reassignment
 - (e) pregnancy and maternity
 - (f) race
 - (g) religion or belief
 - (h) sex
 - (i) sexual orientation