

Birmingham City Council

Coordinating Overview and Scrutiny Committee

Date 9th December 2022



Subject: Early Intervention and Prevention Programme Update

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1 Purpose

- 1.1 To update the committee on the work of the Early Intervention and Prevention (EI&P) Programme.

2 Recommendations

- 2.1 Members to note the EI&P programme update as set out in Appendix 1.
- 2.2 Members consider the recommendation of developing an Early Intervention and Prevention Directorate to deliver capabilities relating to EI&P in the future.

3 Any Finance Implications

- 3.1 The financial implications will be considered in the report to Cabinet in February 2023.

4 Any Legal Implications

- 4.1 The legal implications will be considered in the report to Cabinet in February 2023.

5 Any Equalities Implications

- 5.1 The equalities implications will be considered in the report to Cabinet in February 2023, however the intended outcome of the programme moving forward is a positive, supporting vulnerable citizens much earlier, to build resilience and enable independence within communities.

6 Appendices

- 6.1 Early Intervention and Prevention Scrutiny Update – Appendix 1

Early Intervention & Prevention Programme – Scrutiny

9 December 2022



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Contents

1. What is EI&P and why are we taking this approach?
2. What have we learned so far?
3. What is the EI&P Programme's journey to date?
4. How are we delivering this?
5. What are the next steps?

WHAT IS EI&P AND WHY ARE WE TAKING THIS APPROACH?



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Early Intervention & Prevention (EI&P) Overview

Appendix 1

Problem statement:

Many Birmingham citizens are not consistently empowered to or equipped with the necessary tools to live healthy, fulfilling lives independently. This is leading to more citizens reaching crisis before they are supported, which is expensive for BCC, and leads to worse outcomes for individuals and families.

Our vision:

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

How we will do this:



Taking a **citizen-centric approach** that supports individuals to build **independence** and **resilience**



Empowering officers to help citizens the **first time** by focusing on a **strengths-based** approach underpinned by **data**



Adopting a **digital-first** approach where possible, with **options** to support a diverse range of needs



Develop a **multi-disciplinary, integrated offer** that leverages the strengths of the Council and its partners (e.g. ComVol sector, health, police)



Using **data** in a secure, ethical and compliant way to drive **improved decision-making**



Driving improved **efficiency & effectiveness** (quality) by transforming the way we deliver our services

Value this will deliver:

Our citizens:

- ✓ I have built supportive local networks
- ✓ I am independent & resilient
- ✓ I have a positive first experience when engaging with services I need

Our staff:

- ✓ I am able to work collaboratively internally and with partners
- ✓ I feel engaged with my organisation
- ✓ I am satisfied with my job

Our council:

- ✓ We have a reduction in re-referrals
- ✓ We have reduced statutory demand
- ✓ We have positive interactions with citizens and partners

Why are we taking an EI&P approach?

Birmingham is facing unique challenges that have been exacerbated by the pandemic and the cost of living crisis:

Over 40%
children in relative
poverty

Life expectancy is
4 – 5 years
lower than the
England average

Unemployment rate is
11.4%
compared to the UK
average of 4.6%

Citizens and staff have told us there is a growing normalisation of crisis and significant issues in current provision, for example:

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

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

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

"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"



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

What are we trying to achieve with EI&P?

Appendix 1

We will:

Tackle the root cause of issues

Facilitate independence and resilience

Create easily accessible and local community assets and networks

Citizens



Staff



Council



So that:

Citizens receive a holistic service which enables them to thrive

Citizens can receive the help they need early and continue to support themselves

Citizens get the support they need easily and before they escalate into greater issues

We provide a good quality service in a timely and efficient manner

Our staff feel empowered to continue to support our citizens

We have a skilled and well-resourced work force which has robustness and longevity

We support citizens to be independent, socially and economically active and resilient citizens

We are efficient and contribute to a better corporate financial position

We take a place based approach to offer holistic support

WHAT HAVE WE LEARNED SO FAR?



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To ensure our programme puts resident needs at its core we undertook a five week research project, engaging with residents, staff and partners

Appendix 1
Appendix 1



Criteria used to select citizens for research participation – a mix of:

- Demographics representative of Birmingham – gender, age, ethnicity, socioeconomic status
- Families with young children and singles
- Stable and unstable financials and housing situations
- Physical and mental health conditions
- Passive and active service users

Criteria used to select staff for research participation – a mix of:

- BCC services and partner organisations
- Money and homes specialisms plus wider (general advice, benefits and rents)
- Strategic and frontline

What have we learnt so far from citizens and staff?

Appendix 1

1

The growing normalisation of crisis post COVID and during the rising cost of living means people do not realise they are in crisis

“People get a letter from the council now and tear it up straightaway... then suddenly they are in huge arrears and trouble”

– Partner staff

2

There is a reluctance to ask for help due to a range of reasons including fear of judgement and distrust

“I needed to bring a friend to advocate on my behalf for my disability adjustments as the council didn’t believe me”

– Citizen

3

Given the complex current provision, citizens do not know where to start even when they realise they need help

“ I was new to the country from Germany and had no idea where to start at all”

– Citizen

4

The complexity of the system is leaving citizens with no choice but to come into physical locations to solve their problems

“You need a degree to fill out the forms...one wrong tick and you won’t get the right help needed”

– Volunteer

WHAT IS THE EI&P PROGRAMME'S JOURNEY TO DATE?



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What is the EI&P Programme's journey to date?

Appendix 1



In November 2020, Cabinet agreed an outline business case relating to EI&P, focussed on establishing an empowering and enabling model of early intervention and prevention that 'helps people to help themselves'



In March 2022, the first phase of the EI&P Programme – high-level design – resulted in a report being submitted to Cabinet. A long list of capabilities was identified for consideration within the remit of EI&P, which are currently delivered by teams across BCC.

In addition, four options were considered:

1. **'Do nothing'**
2. **Limited change**
3. **New service**
4. **New Directorate**

NOW

Since March 2022, the programme has undertaken detailed design in preparation for Cabinet in Feb/March 2023, which will establish:

- The recommended list of capabilities to be 'in scope' for an EI&P Function
- The recommended structure of the EI&P Function – as per the four options above

HOW ARE WE DELIVERING THIS?

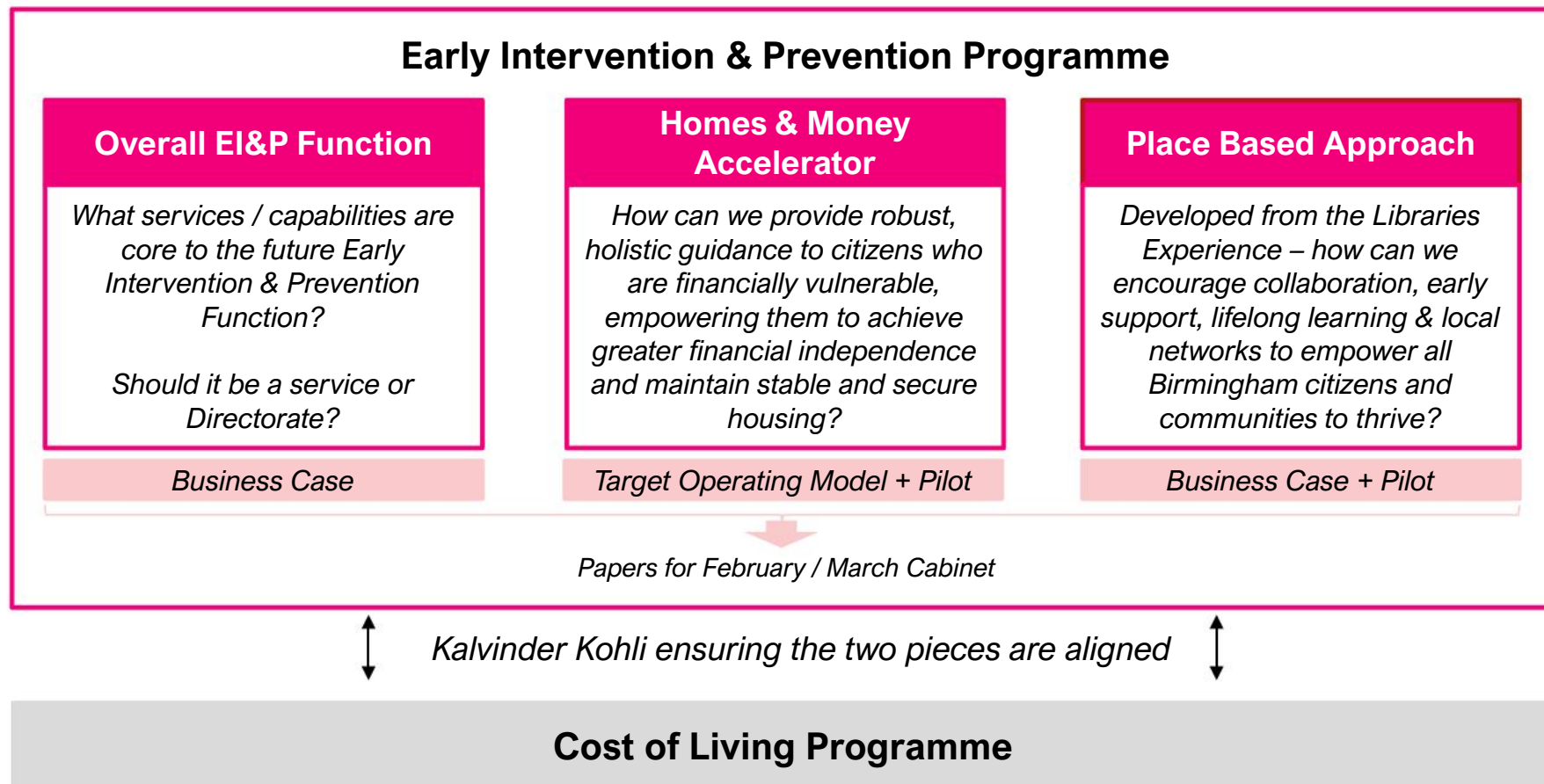


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What are our current focus areas?

Appendix 1



What will the delivery structure for EI&P be?

In the report submitted to Cabinet in March 2022, four options were considered for the preferred way forwards for EI&P:

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

Through our engagement and development of the EI&P function, it has been identified that **delivering this as a Directorate in the future will enable the greatest benefits**

Through delivering EI&P as a Directorate, it will enable:

**A platform to
drive the
EI&P agenda**



**Long-term buy
in across the
council**



**A proactive,
preventative
culture**



**An integrated
partnership
approach**



Overall EI&P Function

Appendix 1

1

- The EI&P function will be delivered as a new Directorate
- The capabilities and teams that were identified as undertaking EI&P activity as part of the initial TOM work in March 2022

2

- A series of Migration Assessments took place to assess whether the capabilities should be in scope for EI&P through meetings with the teams delivering the capabilities
- This led to a summary of in scope capabilities to take forward into the Directorate

3

- The programme attended CLT on 6 Dec to confirm the scope of EI&P with Senior Leadership
- This established clarification of which teams would move across to the new EI&P Directorate from existing council services

Employability	Health & Wellbeing	Citizen Support
<ul style="list-style-type: none"> Careers advice Employment & skills support Adult education Apprenticeships In Work Support 	<ul style="list-style-type: none"> Early years (0-5) education & all age children Sexual health services Leisure & sport Social prescribing Mental health advice and tools Health literacy School health Children's centres & health visiting 	<ul style="list-style-type: none"> Special Educational Needs and Disability (SEND) support Pre-Education, Health and Care Plan (EHCP) Preparation for Adulthood (PRA) Staying Independent At Home Early Help Family Hubs
Community Inclusion	Housing & Money Advice	Citizen Safety
<ul style="list-style-type: none"> Youth services Library services Activities & support for citizens Digital inclusion Community resilience support Relationship advice 	<ul style="list-style-type: none"> Housing and homelessness advice Domestic abuse support Financial help (incl. income maximisation) Financial help (incl. budgeting) Fuel and utility advice System-wide homelessness prevention Food security Housing options Revenues & benefits 	<ul style="list-style-type: none"> Drug & alcohol support Domestic abuse support Fuel poverty support Community safety & anti-social behaviour Youth violence and knife crime
	Housing Support	
	<ul style="list-style-type: none"> Access to private rental sector (PRS) Access to social housing Access to / sustaining tenancy Supported accommodation / exempt 	

No	Criteria	Description	NAIS Score
1	Impact on Citizens Experience	<ul style="list-style-type: none"> Did candidate experience improve the sustainability, is experience a E&P function? They were all for the most part They will receive more direct support with staff using a whole system approach to provide more independent and sustainable, self-empowering, with partners to do so They will be supported staff across years of experience that have an E&P enabled and a customer readiness to help them do that That access will be on our ready channels 	<ul style="list-style-type: none"> The citizen experience will improve significantly There will be a change to the staff experience The citizen experience will be improved
2	Impact on Staff Experience	<ul style="list-style-type: none"> Will the migration of the staff experience improve staff experience and increase job satisfaction? Staff will be able to work through a range of support and resources Increased ability to provide the right support to citizens when engaging with them, by comparison of data and ongoing support around demand and customer need, working greater improvements in citizen outcomes Increased ability to support the citizens that need it most, by using customer insight and business intelligence to intervene early and prevent potential crises Opportunities to grow and develop in research, innovation and protection cases 	<ul style="list-style-type: none"> The staff experience will improve significantly There will be a change to the staff experience The staff experience will be improved
3	Feasibility (Impact on the Council)	<ul style="list-style-type: none"> Will the migration of the staff experience be possible? If migration is not feasible now, will it be in the future? For example, using a PRS, E&P, and so on Political - are there any political factors in consideration? E.g. political mandates, availability of staff, Departmental services, regional etc. Business - are there any economic factors in consideration? E.g. growth/decline of the sector, impact on the council's revenue, impact on the council's reputation, impact on the council's ability to deliver its mission Technological - are there any technology factors in consideration? E.g. if a capability does not exist, it will need to be developed Legal - are there any statutory factors in consideration? E.g. ability to deliver statutory services, compliance requirements, employment laws, safety regulations Environmental - are there any factors in consideration? E.g. impact on climate or local area 	<ul style="list-style-type: none"> The migration is feasible with limited complexity The migration is feasible with limited complexity The migration is not feasible due to political factors

Children's Trust	Digital and Customer Services	Adult Social Care
<ul style="list-style-type: none"> Domestic Abuse Lead 	<ul style="list-style-type: none"> Revenues and Benefits 	<ul style="list-style-type: none"> AGC Commissioning with strategy and integration (Domestic Abuse) PURE Project Team Prevention & Communities Preparing for Adulthood Mental Health Services (AMHP) Occupational Therapists Disabled Facilities Grant team Home From Hospital ATH Home Improvements team Community Equipment Telecare managed service Community Support Network
<ul style="list-style-type: none"> Children and Families Adult Education Service (incl. Employability, Vocational Skills Digital Inclusion team) Careers Service Early Years, Children and Children's Centres Employment & Skills team Employment Access Team Youth Service Resilience to Resolve Team, Youth Service Operation Encompass, Education Safeguarding Library Services 	<ul style="list-style-type: none"> Public Health Public Mental Health Team Older Adults Children & Young People Service Drug & Alcohol Health Literacy Sexual Health Services 	<ul style="list-style-type: none"> Place, Prosperity and Sustainability Skills Programme team (with Business Enterprise & Innovation) Private Tenancy Unit Team Housing, Inclusion & Support Allegiance Team
<ul style="list-style-type: none"> City Operations NAIS Community Safety 	<ul style="list-style-type: none"> City Housing Housing Options Domestic Abuse Housing Team Accommodation Finding Team Private Tenancy Unit Team Housing, Inclusion & Support Allegiance Team 	<p>Key In scope for E&P Directorate Out of scope for E&P Directorate Requires further consideration Considered in - however requires engagement with service</p>

- A Target Operating Model for Homes and Money Advice is being developed, which sets out the ideal future state for the service and how it will be achieved.
- Alongside this we soft launched the new service in Northfield in Dec 22 to start supporting citizens as quickly as possible and so we can iterate the offer based on real life experience.

Pilot in Northfields

1. Working with Northfield NAIS managers and staff to define what the service in their location might look like

2. Identifying what they need to be able to deliver the new service (space, technology [software and hardware], process requirements)

3. Launch in December

Ideal State Service Blueprint

1. Service blueprint validation workshops with: Data team, ICT team, Contact Centre, HR, BCC Website / Digital services team, Property team and Citizens / service users (to be scheduled)

2. Identified how feasible the new service proposition is to deliver within 12–18 months from the pilot

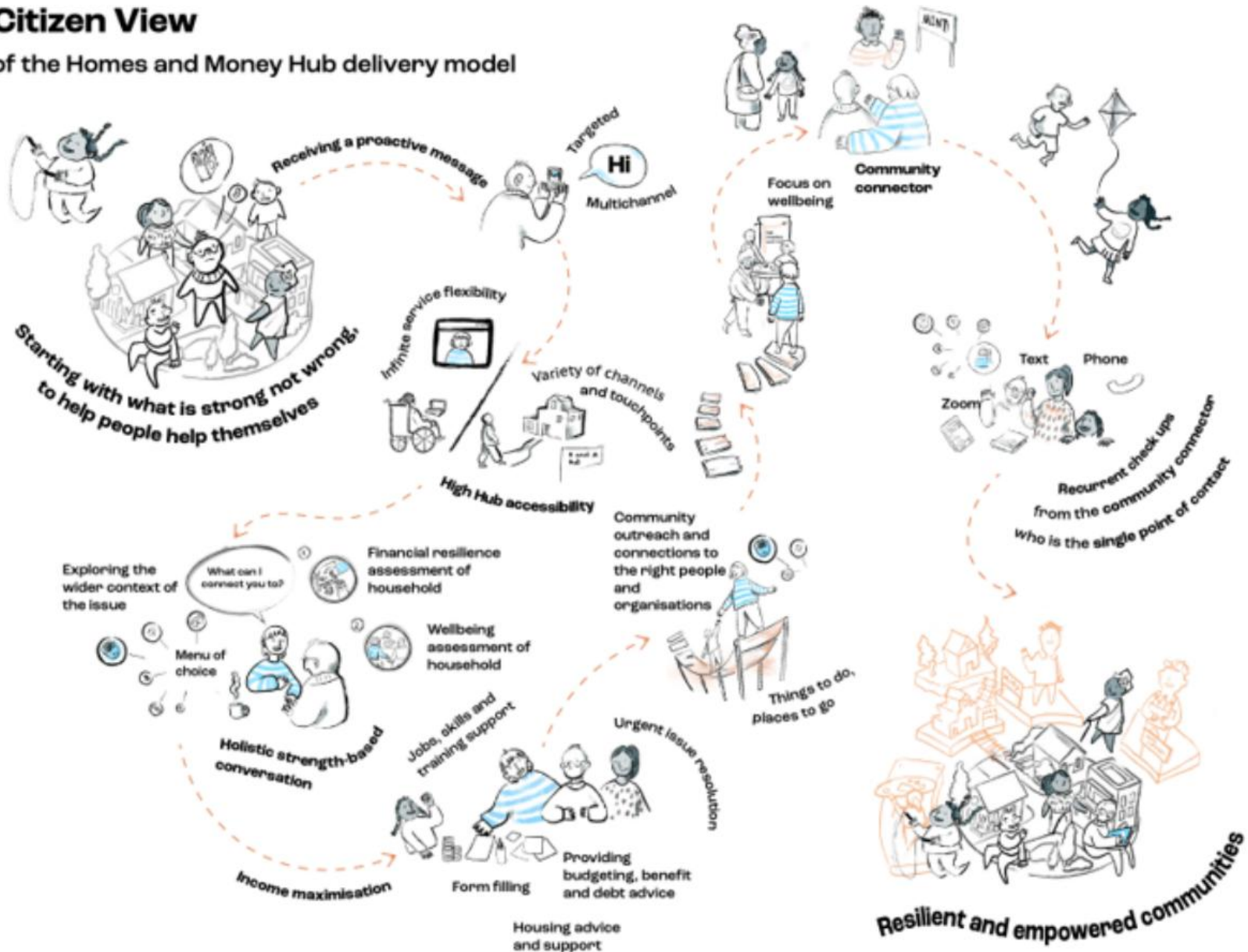
3. Developing the implementation plan requirements to get to the ideal state

How will EI&P feel for citizens?

Appendix 1

Citizen View

of the Homes and Money Hub delivery model

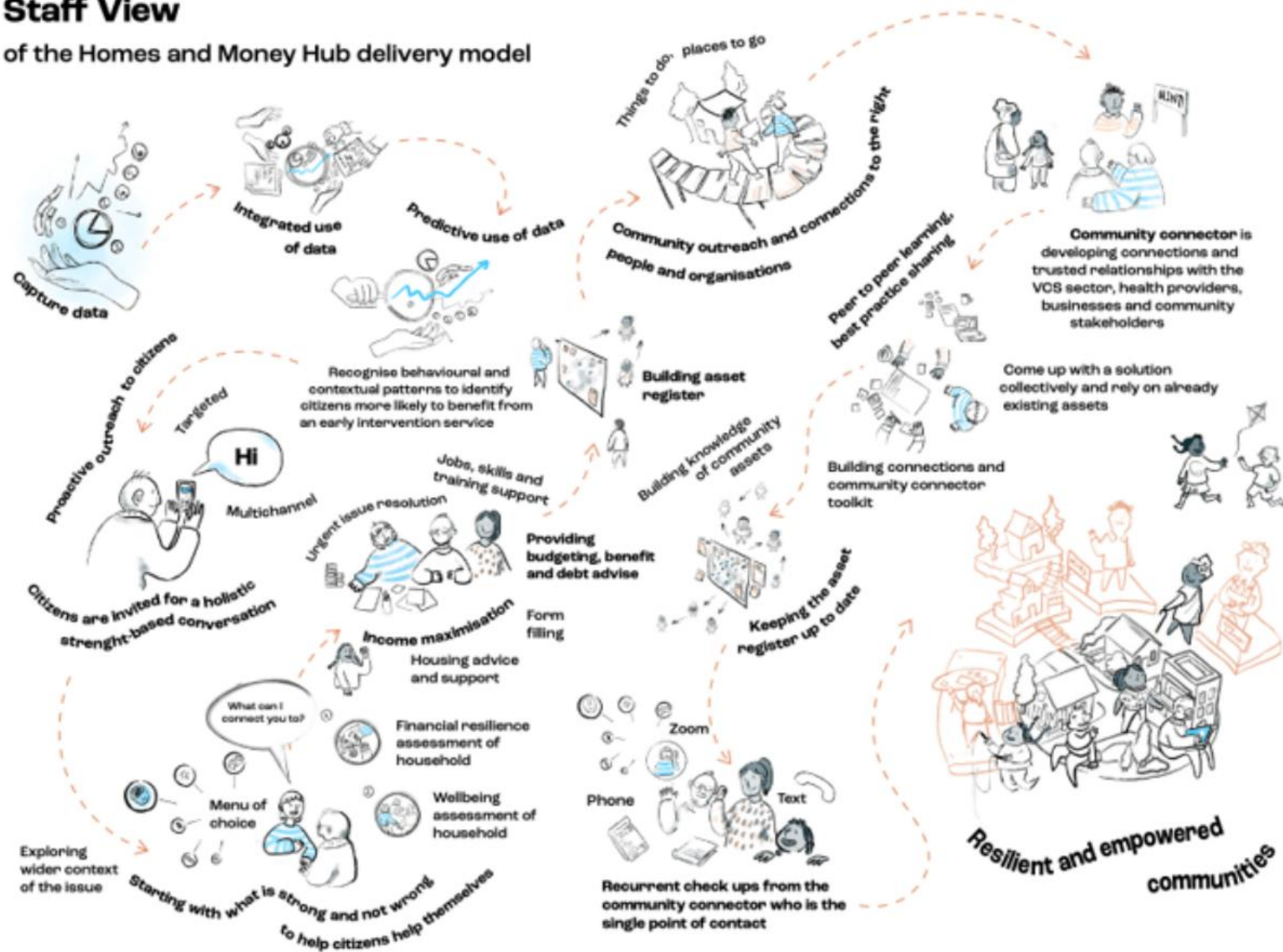


How will EI&P feel for staff?

Appendix 1

Staff View

of the Homes and Money Hub delivery model



How will EI&P feel for citizens and staff?

Citizens



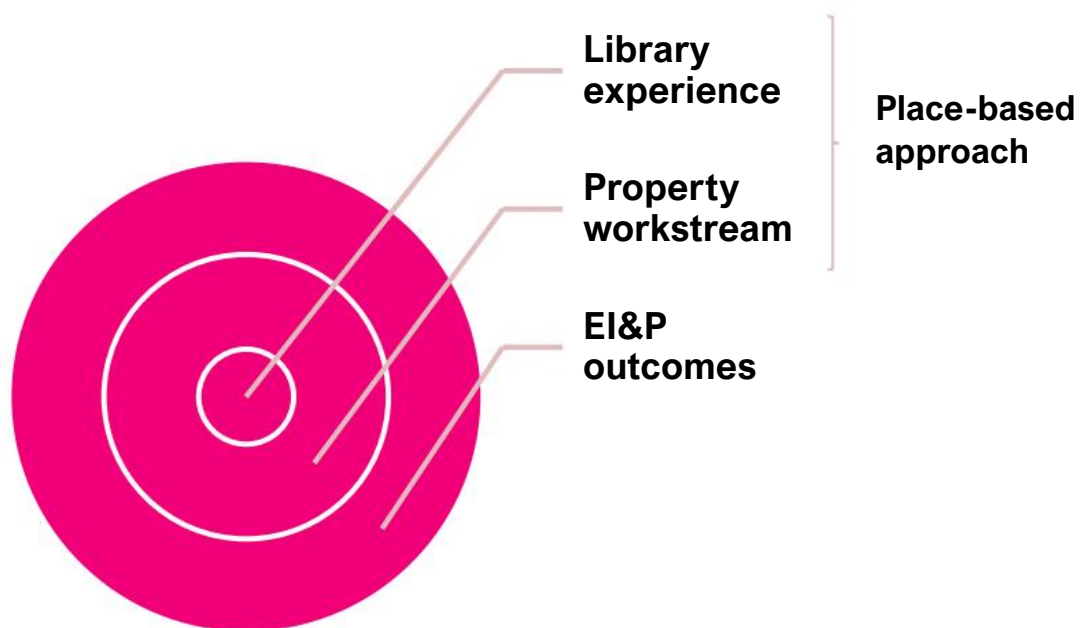
Have a **Strengths based conversation** Hold a
 Receive **Proactive messages** Provide
 Access a **Highly accessible hub** Create a
 Have a **Single point of contact** Provide a
 Receive **Recurrent check-ups** Provide
 Be part of
Resilient and empowered community

Staff



Place based approach - overview

Appendix 1



Developing the approach in three areas across the city: **Erdington, Shard End and Northfield** with the first pilot in **the Shard (Shard End library)**

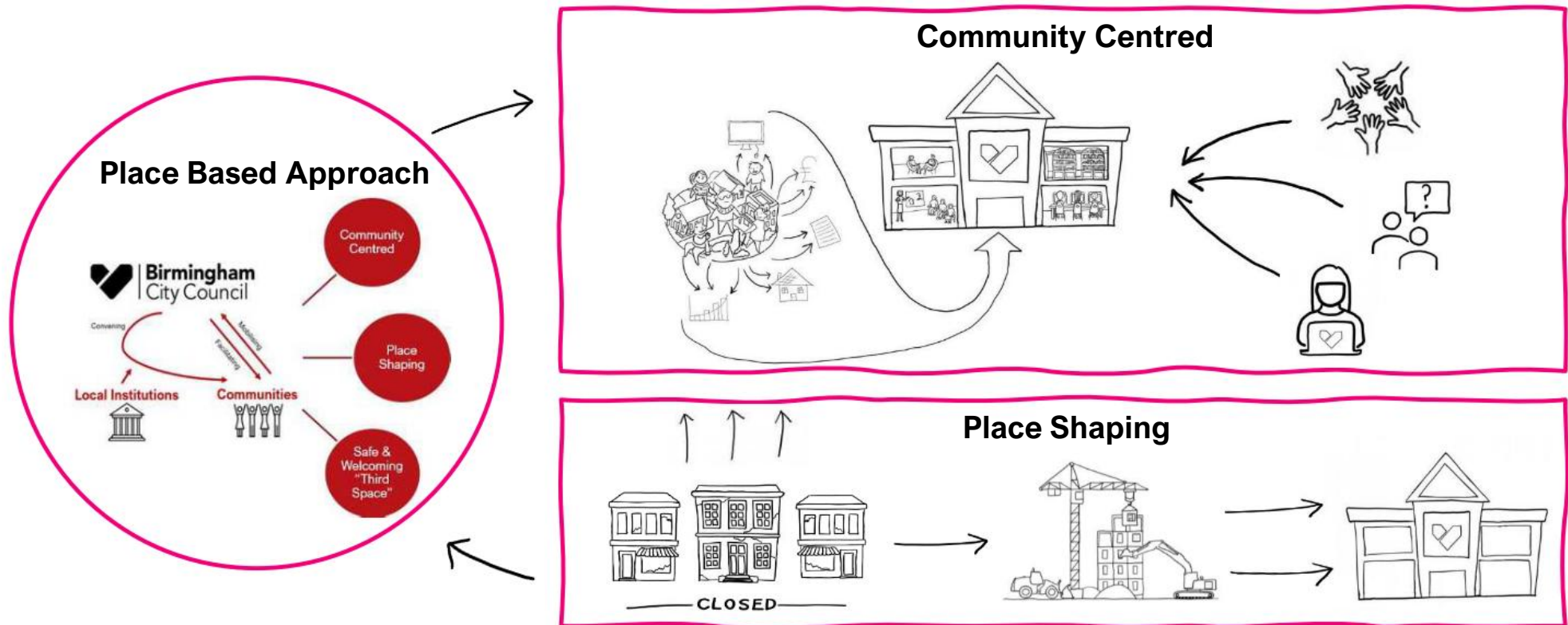


'Community Hub' Vision

*Providing a **safe space** to encourage collaboration, early support, lifelong learning & local networks to empower all Birmingham citizens and communities to thrive.*

Place based approach – what will be different?

Appendix 1



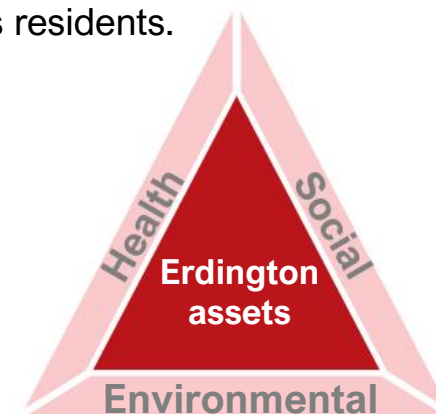
Place based approach - Erdington: Local Assets

Appendix 1

Erdington – Local Assets



The Council will need to determine what the priorities are in Erdington (health, social, environmental) and what types of repurposed assets would be most beneficial to its residents.



WHAT ARE THE NEXT STEPS?



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What are the next steps?

