

## **BIRMINGHAM CITY COUNCIL**

### **PUBLIC REPORT**

**Report to:** **CABINET**

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

**Date of Decision:** **9<sup>th</sup> October 2018**

**SUBJECT:** **CUSTOMER JOURNEY**

**Key Decision:** **Yes** **Relevant Forward Plan Ref: 005547**

**If not in the Forward Plan:** **Chief Executive approved** ☐  
**(please "X" box)** **O&S Chair approved** ☐

**Relevant Cabinet Member(s)** **Councillor Paulette Hamilton - Health and Social Care**

**Relevant O&S Chair:** **Councillor Rob Pocock - Health & Social Care**

**Wards affected:** **All**

#### **1. Purpose of report:**

- 1.1 The report seeks approval from Cabinet for the Adult Social Care Customer Journey Project outcomes and delivery.

#### **2. Decision(s) recommended:**

That Cabinet:-

- 2.1 Approves the internal reorganisation of Adult Social Care as set out in the Customer Journey Business Case.
- 2.2 Approves the high level implementation plan and key milestones for implementation of the recommendations as outlined in the Customer Journey Business Case attached as **Appendix 1**.
- 2.3 Notes that staff and Trade Union Consultation concludes by the 1<sup>st</sup> March 2019 and to approve delegation to the Cabinet Member for Health and Social Care and Cabinet Member for Finance & Resources jointly with the Corporate Director for Adult Social Care and Health to amend and implement the plan as a result of the Consultation.
- 2.4 Notes that the Adult Health and Social Care Directorate will co-produce the details of the new operating model with staff and citizens.

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Adult Social Care and Health**

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### **3. Consultation:**

#### **3.1 Internal:**

3.1.1 Staff engagement events will be held through September and October 2018 as part of a co-production strategy. This will include working groups, task and finish groups and work streams looking at different areas within the customer journey. The engagement will inform the details within the future operating model.

3.1.2 Formal Staff Consultation and Trade Union Consultation will take place from December 2018 through S188 process.

3.1.3 Engagement has taken place with:

Council Management Team  
Adult and Health Management Team  
Corporate Director Adult Social Care and Health  
Corporate Director Children Services

3.1.2 This report has been drafted with support from Legal & Governance department, Customer Service Team, and Adult Social Care Finance Team.

#### **3.2 External:**

3.2.1 Citizen engagement will take place as part of a co-production strategy and supported through an engagement plan delivered in partnership with the Citizens Voice Team.

3.2.2 Citizens will be invited to participate in discussions about the service and be involved in shaping the changes.

### **4. Compliance Issues:**

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

4.1.1 The recommendations of this report are consistent with the Council's Vision and Forward Plan, 2018, and support the priority:

- Health - A great city to grow old in

#### 4.1.2 Health, Priority 2 includes:

- 'Promoting independence of all of our citizens'
- 'Joining up health and social care services so that citizens have the best possible experience of care tailored to their needs'
- 'Preventing, reducing and delaying dependency and maximising the resilience and independence of citizens, their families and the community'

4.1.3 The report outlines how Adult Social Care will develop practice to deliver the Adult Social Care and Health Strategy agreed by Cabinet in October 2017, and align Social Work to maximise the impact of the Prevention Strategy agreed by Cabinet in December 2017.

#### 4.2 Financial Implications

4.2.1 The proposals in this report deliver the planned budget reductions that relate to social work and care management staffing budgets set out in the Long Term Financial Plan agreed by Cabinet in February 2018. The proposals further support the planned reductions in the packages of care budget in the Long Term Financial Plan through increased development of demand management approaches.

4.2.2 The detail of the proposed workforce changes will arise from the engagement and consultation process and will reduce workforce costs to deliver required savings in 2019/20 and future years in Adult Social Care. This reduction is equivalent to approximately 148 full-time equivalent staff (using GR4 mid-points) and is around £6m. This will be managed as far as possible through deletion of vacant posts, reduction in use of agency staff, and other mitigations in order to minimise the need for redundancies.

#### 4.3 Legal Implications

4.3.1 The report will ensure that the Council effectively discharges its duties under The Care Act 2014, specifically to:

- Assess for Care and Support Needs and through Assessment ensure that this is fair and clear to the citizen.
- Focus on wellbeing – physical, mental and emotional – of both the person needing care and their carer
- Prevent and delay the need for care and support through enablement, Intermediate Care, Information, Advice and Guidance and early help.
- Ensure people are in control of their care

4.3.2 There will be consultation with staff and Trade Unions concerning the redesign in accordance with s.188 TULRCA 1992 as amended. Consultation will be

meaningful and any potential redundancies will be managed in a fair and reasonable way.

4.4. Public Sector Equality Duty (see separate guidance note)

4.4.1 An Equality Analysis has been completed as outlined in **Appendix 2**.

4.4.2 The proposals in this report are focused on improving the quality of life for citizens through improved service process and responses. Therefore the intended impact is to deliver to the council's equality agenda.

4.4.3 Implementation of the proposed changes will result in a workforce reduction. When the workforce strategy is agreed the impact on staff will be known and a subsequent Equality Analysis will be produced.

**5. Relevant background/chronology of key events:**

5.1 There are a number of challenges facing the Council in supporting adults and older people including: more people living longer with more complex needs; significant numbers of young adults who have disabilities or who suffer from mental illness; people having higher expectations of the public sector; and significantly reduced level of resources. Consequently, changes are needed to the type of support that is arranged and provided and to the way services are organised and delivered.

5.2 The desired outcomes for adults and older people in Birmingham are that they should be resilient, live independently whenever possible, and exercise choice and control so they can live good quality lives and enjoy good health and wellbeing. Birmingham wants to set a high aspiration for citizens where Adults who may have care and support needs receive timely and excellent Information, Advice and Guidance, and can quickly access early help to prevent any threat to their wellbeing. Then, when a person requires care and support to live independently, the assessment process is clear, transparent and undertaken in skilled, local teams.

5.3 The vision for Adult Social Care and Health is clear about the design principles and actions which need implementing for the development of Adult Social Care into the future. The current environment that we are operating in is challenging. The combined issue of reduced available investment for Adult Social Care and increased demand for service due to changing demographics including an ageing population means that we have to look differently at how we provide support in innovative ways, enabling them to be independent and resilient where possible. The Customer Journey work to reduce process and support full implementation of the Community Development Work is a key way of how Adult Social Care will deliver this

5.4 Historically services in Birmingham have been based upon a traditional "assess for service" model which has resulted in a higher proportion of adults in receipt of services when compared to regional neighbours. Care and support has been provided by services rather than prevention and promotion of an individual's strengths. Services also tend to be traditional and generally have not identified how they fit into the person's wider life plans and aspiration.

- 5.5 Customer Journey is one of the work-streams which sits within the Personalised Support project, which is one of a number of projects which sits within the Adults Social Care and Health (ASCH) Programme 2017-2021. The overarching ASCH programme of work is aimed at implementing the ASCH vision and strategy, and interfaces with the Directorate Business Planning process via the Directorate Improvement and Business Plan 2017 – 2021.
- 5.6 The Customer Journey work seeks to address potential barriers and obstacles to delivering an efficient and effective service. Through the Community Development Model, Social Care practice and Social Work delivered through the Three Conversations Model, seeks to better utilise community assets at a local level to enable sustainable packages of care and support to be provided within service users' own communities. A cultural, practice and behavioural shift will take place which will focus on outcomes and will subsequently deliver savings across the system by enabling people to live with greater independence.
- 5.7 Person centred planned, enablement for independent living, choice and control, and building aspiration are principles that will underpin the way that organisation processes will be reviewed and redesigned to ensure the individual's outcomes are at the heart of practice. This may be by accessing universal services at no or low cost or purchasing community services with support from a personal assistant when required.
- 5.8 Birmingham has started the journey to an asset based approach and community development model, supporting closer links to communities. The approach encourages family and other networks to share in the support of citizens where needed. This was described in the Prevention Strategy agreed by Cabinet in December 2017.
- 5.9 In March 2018 the Older Adults and Learning Disability Social Work teams in Birmingham moved into a constituency model. Teams were aligned to ten constituencies across Birmingham to build local knowledge and work with partners and groups. This principle needs to be extended across Adult Social Care to ensure resources are organised as close to communities as possible.
- 5.10 Social Work practice based on national best practice is being improved through the roll out of a new Social Work model. The Three Conversations approach started implementation in April 2018. The implementation of this model supports a proportionate response to people making contact with the service and builds on the community model. In addition, it supports the streamlining of systems, removing bureaucracy from the process. The Customer Journey work therefore needs to ensure the Directorate business model, business process and organisational form support this new way of working.
- 5.11 Community engagement and working close to the person is a key principle underlying the community model and drove the reorganisation of the Social Work service in March 2018. The constituency model implementation has seen the creation of 10 locality teams working to build multi-disciplinary teams as part of the developing Network Neighbourhood Schemes newly commissioned as part of the Adult Social Care Prevention Strategy. The next phase of the work has two key elements: continue to align Adult Social Care in this way, and to

ensure that services are as efficient as possible to ensure that the maximum resource is invested in front-line services. Essentially, this will enable Social Workers to do Social Work.

- 5.12 The new Customer Journey community model will improve access and extend the community offer. There will be an enhanced information and advice service focussing on strengths and assets in the community. Where appointments are needed, they will be made directly into the local constituency team. The teams will be multi-disciplinary in nature ensuring a skills mix with robust links to Neighbourhood Networks. This model will involve fewer processes and systems to improve the experience of the citizen and promote efficiencies within the service. This will be in line with an asset based approach and the implementation of the Three Conversations Model. The model will support true connections to the local area and will lead to communities being responsive and deliver on multiple outcomes.
- 5.13 There will be a workforce strategy that will set out the size, shape and mix of the workforce required to meet this new social care offer. Staff will be supported to train and develop and clear processes for induction and change management will be in place to ensure safe transition to new ways of working.
- 5.14 It is expected that this will involve a restructure of the Adult Social Care workforce which will have differing impacts on different groups of staff. This will be set out in the S188 Workforce Business Case which is expected to be produced in December 2018.

#### 5.15 Headline Implementation Plan

Activity	Start Date	End Date
Staff Engagement – Process Mapping, Process Redesign, task and finish Groups	September 2018	October 2018
Proposed Customer Journey Produced with supporting capacity requirement	November 2018	November 2018
Workforce Strategy and proposed service structure	December 2018	December 2018
Conduct TU consultation	January 2019	March 2019
Conduct Directorate, and staff, consultation (45 days) - staff briefings, individual meetings; collate and monitor responses	January 2019	March 2019
Process for selection of redundancy as appropriate -	April 2019	July 2019
Selection for any new roles in the service	April 2019	July 2019
Move to new service design	September 2019	

## **6. The approval of the recommendations in this report will mean:**

- Birmingham will have a citizen focussed social care service that is strengths based, proportionate and community facing.
- The citizens of Birmingham who contact the service will receive an immediate response and will be provided with good quality advice and information at an early stage.
- Birmingham will support the development of productive, innovative and resilient communities which will enable citizens to become active participants in their local area.
- Birmingham will build a high quality service, based on evidence and best practice improving the outcomes for citizens. A practice and behavioural shift will take place which will focus on outcomes and will subsequently deliver savings across the system.
- The citizen will be empowered as much as possible to make decisions from the first point of contact. The systems and processes within the current system will be streamlined, reducing delays and handoffs within the customer journey.
- Birmingham will adopt a right person, right time, and right place approach to citizens with multi-disciplinary teams working closely with partners in the community to meet the desired outcomes of citizens.

## **7. Evaluation of alternative option(s):**

### **7.1. BCC to become a Local Authority Trading Company (LATC):**

- 7.1.1 This would provide the option for Birmingham to trade our services and generate up to 20% of income from non-council contracts.
- 7.1.2 There is a potential income stream for BCC within this model while retaining control of the service. Flexibility could be incorporated and there is the potential to expand services that are working well.
- 7.1.3 Other Local Authorities adapting this model have reported improvements in the quality of services offered if there is a demand and it can encourage innovation and creativity.
- 7.1.4 Having looked at the experience of other Local Authorities, however, there can be significant difficulties in this model and some have operated at a loss for a period of time and have carried financial risks.
- 7.1.5 To implement this on a large scale basis would be a risk as Birmingham would need to fully understand the market, meet the challenge to be competitive and would need robust contingency plans in place. This option was not progressed

at this stage given the pace of delivery to achieve the reduced budget.

## 7.2 Trust Model

- 7.2.1 Following the example of the Children's Trust, Adult Social Care and Health would move into a Trust model.
- 7.2.2 Whilst it is acknowledged there are some benefits in moving into this model, it is recognised that it would take a period of time to set up a shadow trust and there would be initial financial costs incurred.
- 7.2.3 In addition to this, change will not be instant and it could lead to the fragmentation of services and the links to partners. It was therefore decided not to proceed with this model.

## 7.3 Full Integration with health

- 7.3.1 Social care and health would be fully integrated and working within the same teams and systems.
- 7.3.2 It is recognised that there are many benefits to integrating fully with our health partners including a reduction in duplication and the full utilisation of resources.
- 7.3.3 However, it is acknowledged that there is a lot of work that needs to be undertaken to prepare for a full integrated service and there are many facets within the health service that would need to be considered and mapped. At this time, this model was not pursued. The Integration pilot with health is testing models of closer working and integration and the outcome of this work will inform future service plans

## **8. Reasons for Decision(s):**

- 8.1 To improve outcomes for Birmingham Citizens
- 8.2 To deliver required workforce efficiency savings as agreed by Cabinet in setting the Council Plan and budget 2017/2018.
- 8.3 To reduce the future demand on Adult Health & Social Care within the wider context of strategic change in Birmingham, increasing financial pressures and shrinking resources.
- 8.4 Continue the journey started by the move into constituency teams, beginning of the Three Conversations Model and commissioning of Neighbourhood Networks.



**Signatures****Date**

Cabinet Member for  
Health & Social Care  
Councillor Paulette Hamilton

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Corporate Director for  
Adult Social Care & Health  
Graeme Betts

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**List of Background Documents used to compile this Report:****List of Appendices accompanying this Report (if any):**

1. Customer Journey Business Case
2. Equality Analysis

**Report Version      v5              Dated              14/09/18**