

**Barcelona**social



## **Model for Basic Social Services**

**The Local Authority's Commitment to Rethinking  
and Improving Territorial Social Action**



## MODEL FOR BASIC SOCIAL SERVICES

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Directorate for Social Action Services

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*"Learning organisations are possible because, deep down, we are all learners. Learning organisations are possible because not only is it our nature to learn, but we love to learn. Most of us at one time or another have been part of a great 'team', a group of people who functioned together in an extraordinary way. The team that became great didn't start off great—it learned how to produce extraordinary results.*

*...This then, is the basic meaning of a 'learning organisation'—an organisation that is continually expanding its capacity to create its future."*

Peter Senge. *The Fifth Discipline* (1998)

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## Introduction

This publication contains the basic guidelines for establishing a Model for Basic Social Services in the city of Barcelona. The aim of this model is to provide a response to new social realities and to the new legislation governing social services that we have begun to implement during the current mandate. However, the text you hold in your hands should not be considered as exhaustive, definitive, nor to reflect a finished, closed design; rather, it seeks to provide a stimulus to encourage collective thought and debate, as well as to guide later processes of development and in-depth consideration with regard to each of the interrelated areas that form our subject of attention. Consequently, this publication should be seen as an open proposal, in terms both of its analytical dimension and the operation and implementation of the model we propose.

Moreover, we adopt a broad, systemic approach to establishing this model, taking into account the complexity generated by the confluence of many different intervening variables (legislative, conceptual and ideological, organisational, technical and methodological, relational, environmental, etc). During this first stage in establishing the future model for territorially-based Social Action, we feel that the priority should be on forming an overall vision, leaving a more detailed description for later stages in the process.

We also believe that it is necessary to stress the living, always provisional nature of any reference model. In this respect, we should not like the process of developing and introducing the Model for Basic Social Services we propose as a simple, linear transition from the present model to the one we consider desirable. We start out from the premise that the implementation process we propose should be, necessarily, a living, dynamic, flexible and participatory process. For this reason, by no means do we discard the possibility that the ideal model we initially describe may be modified in some way even during the process of putting it into operation.

All this goes to justify and explain the preliminary and provisional nature of this publication, which we intend to update and expand when, in a year's time, we will also be able to take into account assessments of results from the initiatives launched at the experimental social service centres planned to open this autumn. This later review will also benefit from the results obtained from all the projects generated over the coming months as part of the process of developing leadership by social service centre management teams as they adapt to the changes required by the new Model for Basic Social Services.

Moreover, as we shall have the chance to reiterate later, we should like to stress that the proposal we present here is the fruit of all the capital, in terms of knowledge and experience, that we have accumulated from other, earlier initiatives. We should also mention those who helped with the process of formulating the Model for Basic Social Services: the different departments that provide support to the Social Action and Citizenship structure; the human resources and organisational management teams; and the management team at Barcelona City Council's Organisation and Information Systems department.

## A Time of Crossroads, Challenges and Horizons for Social Services

Finally, we should note that the various draft versions of the document which served as the basis for drawing up this publication were submitted to review, discussion and input from local authority workers engaged in the field of social action in the city, and who brought different perspectives to the process, due to their different professional roles and levels of responsibility. Moreover, four people, recognised authorities in the field of social services, also contributed their points of view as outside experts: Teresa Aragonés, Fernando Fantova, Xavier Pelegrí and Glòria Rubiol. We should like to thank them all for their involvement and cooperation in helping to improve our work.

We should also like to thank Guy Giménez for his outside support and commitment. As an expert consultant in change management processes, Guy is currently assisting us at the present stage of operational development and introduction of the model. Above all, our heart-felt thanks and sincere acknowledgement go out to all those, too numerous to name here, who are the real protagonists of this project, those who, day after day, on the front line, make it possible to provide basic social services in Barcelona.

Much of the significance and many of the identifying signs in any project or initiative aimed at implementing changes are taken from the context in which the initiative is born and developed, the environment in which it is shaped and which helps to shape it. To speak of the Model for Basic Social Services in Barcelona becomes particularly motivating if we do so from the point along the path at which we stand today. Here, our way is covered by many footprints, those that have brought us here. But there are also many forks in the

path, crossroads which indicate countless challenges and horizons. All these challenges invite us to **rethink our social services in depth**, in order to give them a new sense and meaning. That is why it is so essential to explore the past in order to understand the present and, above all, to plan for the future, reaffirming our conviction in everything that is still possible and that needs to be done in order to secure Social Services a key role in building a fairer, more caring and inclusive society.



## With Ambition, Feasibility and Strategy

This need to rethink Social Services is driven, principally, by new realities and social phenomena. The many effects generated by these include the emergence of ever-more plural, complex and changing social needs and demands and a substantial increase in the importance of factors that lead to social vul-

nerability. In order to intervene appropriately and effectively in society today it is indispensable, using all the learning and experience acquired over the years, to advance towards establishing and consolidating a **new generation of social services** based on:

- **A model that focuses on people and on their capacity for self-determination and to take part in processes for the provision/production of services.**
- **The value of personal self-reliance and social links as factors for generating life opportunities.**
- **Recognition of diversity and guarantees of personalised response.**
- **Adaptable, multi-purpose programmes and services.**
- **Networking based on transversal and integral approaches.**
- **Proactive dynamics for social care.**
- **The capacity for experimentation and the option for creativity and permanent innovation.**
- **Professional retraining (specialist and refresher) of human capital.**

In this frame, as already demonstrated by paradigmatic experiences aimed in this direction in the city of Barcelona, the **contributions of the local sphere** play a major role. Rather than in great speeches, noble declarations of intent and great overall plans and strategies, it is in the specific framework of the towns, at first-hand, where social services have a face, gestures, gazes, their own voice, and are aimed at citizens with first names

and surnames, with a singular history that is built up day by day in the rich time and space of everyday life and the relational networks that form them. From this point of view, local social services give us a vision that is full of possibilities for action and analysis. Or—what amounts to the same thing—they suggest another way of understanding and imagining social action policies within a framework of collective commitment.

In line with the philosophy behind this approach, Barcelona City Council takes up the challenge of playing the leading role which the local administration is called on to provide at this stage of social service *reform*. And the local authority responds to this challenge with decision and commitment, proactively and creatively engaging in the enterprise with the **ambition** that is always necessary to build future scenarios during times of large-scale change. All this, to further the goal of creating a new vision of what we want our city's social services to be in the coming years.

Certainly, this enterprise must be undertaken with ambition, but also with a **deep concern for feasibility and a view to strategic positioning**. Such concerns advise us to be prudent, carefully sketching a route map along which we can experiment, generating intermediate scenarios that will bring us, slowly but surely, towards the desired future situation. At the same time, our action is guided by a res-

possible awareness of the risks that anyone straying onto paths that have either never been trodden before or have been taken little must necessarily run, and by the firm desire to share our experience with other cities and towns and to contribute, together with them, to generating new debates and new social practices.

Initially, then, we have before us a situation that offers a series of historic opportunities to respond to many of the issues that have formed the backdrop to much of the still-young history of social services in our country. However, we need the skills to **manage these opportunities strategically and creatively**, seeking real and profound changes in the model adopted to guide the role of Social Services in the context of the different social realities that form, like a patchwork of different colours and textures, the city of Barcelona, a city built by, for and *with* the people.



## The Model for Basic Social Services: a Two-dimensional Map

Nothing more useful and strategic for starting out on a route and ensuring as far as possible a safe arrival than to draw a map. And that is exactly what the Model for Basic Social Services in Barcelona provides: a map, though still traced out rather roughly, in which we describe and define the territorial social action that our local authority seeks to provide, and how we feel we need to advance in order to make this possible. The map, which takes the form of a complex strategic project, has **two clear dimensions: firstly, a qualitative dimension**, which is linked to the ideological, technical and organisational sphere (or—what is the same thing—the dimension of human capital, values, practice, how we relate to citizens and other stakeholders in the area of social action, how we organise and interact within our own institution, etc); and, secondly, **a quantitative dimension**, one focused on the means and resources necessary

to make the introduction of the new social services system feasible.

This publication, then, contains a summarised description of the key factors that go to define the first dimension of our project: the qualitative dimension, as we consider this to be the most decisive and, probably, that which will generate the most serious challenges. Only through **changing our organisational and professional culture**, in a process involving all concerned, one that requires much to be learned and much to be unlearned, can we make it possible to achieve success in the pursuit of transformation and improvement that we propose to undertake. Later, we shall also briefly describe the different means and resources, duly quantified, that will be provided to give coverage and support to this ambitious initiative.



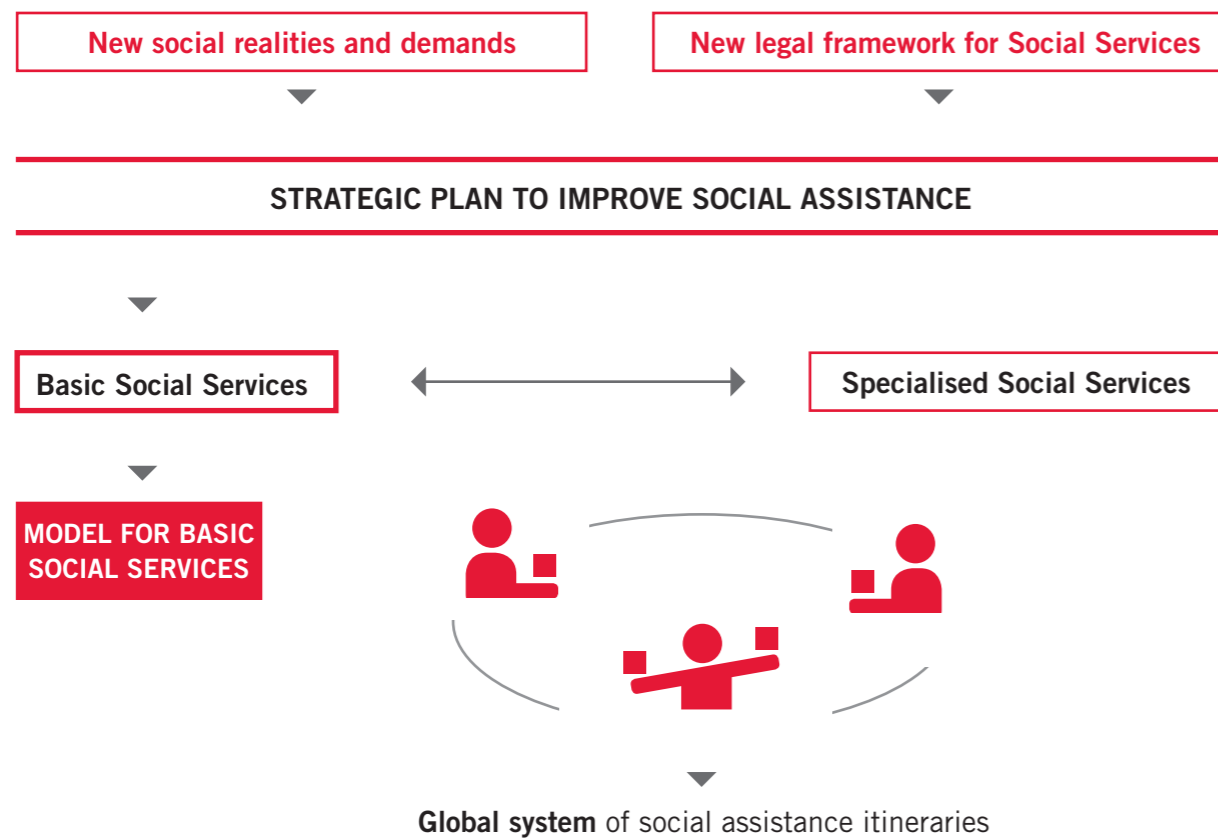
## The Starting Point: The General Framework for Action and Ideological Model

Thinking about our coordinates on the map and our starting-point as we embark on the task of designing and developing the proposed Model for Basic Social Services helps us to realise that we are **not starting from scratch**. The plan we seek to introduce is the heir, drinking directly from this source, of all the work, experience and know-how accumulated over the years by many people in our organisation, and our partners, whose longstanding dedication and commitment have made it possible for us to reach the position we occupy today, ready to undertake this great historic challenge to Social Services.

Testimony to all this is provided by the **invaluable contribution made over the years by a number of initiatives** whose common denominator is the fact that they were all implemented thanks to the participation and commitment of many different municipal stakeholders linked to Local Social Action through different positions within the organisation and different professional roles. The initiatives we refer to are: *the Municipal Primary Care Plan* (1994); *the White Paper on Primary Care Social Services* (2003); and, finally, *the Strategy for Permanent Improvement of Primary Care Social Services*, drawn

up and implemented during the previous legislature (2003-2007). Besides taking into account this retrospective vision, it is also important to remember that, here and now, we are working to create future conditions that will enable us to continue advancing and to ensure that we provide quality social services that meet demands in years to come.

Moreover, before we begin our description of the Model for Basic Social Services as such, we should also remember that this initiative should be placed within the broader frame of the **Strategy to Improve Social Action in Barcelona**. From the viewpoint of the shape the Social Services System will take as a whole, the models for action, strategies and processes for change and improvement contained in this plan also involve the Specialised Social Services. The strategic objective behind the plan is to design and introduce a well-structured global system of social care itineraries in Barcelona, a system in which individuals and families, in all their diversity, form the core, and interactions, inter-dependencies and synergies between the different stakeholders that form part of the care network provide the main strategic factor.



We are speaking, therefore, of a model for social action that takes the following as its **main guidelines**:

- A holistic vision of the individual, and a conception of the individual as the active protagonist of their own destiny (autonomy/empowerment).
- A positive outlook based on people's capacities, the life opportunities in their environment (existing and/or potential) and socio-educational guidance as the basic strategy within social assistance processes.
- An ecological perspective that sees people in constant interaction with their environment (psychosocial approach) and the importance of social networks and the provision of a structure for the different social support systems and stakeholders involved within the framework of the community.
- Recognition of social dynamism, diversity and complexity, which requires us to permanently rethink the strategies and methodologies for social intervention.
- Emphasis on local responses and the central role played by community practices as the driving force behind social transformation.
- The option for a proactive focus for social action, and for preventive practices.
- Support for families, as a key factor in guiding social action, and the life cycle, as providing the structure and organisational frame for the different social assistance itineraries.

## The Context of Intervention by the Basic Social Services as a Source of Opportunities for Advancing Towards Ecological Social Action

The technical and organisational model that we have designed, besides including the definition and functions assigned at this level of assistance by the current *Law on Social Services in Catalonia*, also places considerable

emphasis on all elements of opportunity generated by locally-based social action when it **is actively and decisively rooted** in the community environment in which it operates.

### CHARACTERISTIC FEATURES OF BASIC SOCIAL SERVICES

Law 12/2007, of October 11, on Social Services (Art. 16)

- The backbone, with Specialised Social Services, of the public social services system.
- The first tier in the public social services system and a guarantee of greater proximity to users and to family and social spheres.
- Territorial organisation and provision of multidisciplinary teams.
- Adaptable, community-based and preventive in nature, promoting people's self-reliance.
- Responses in the sphere of co-existence and in relation to beneficiaries of services.

### DEFINITION

An organised and coordinated body of professional measures carried out by a multidisciplinary team that, through proximity and the provision of specific services and the use of resources from the community environment itself, contributes to personal self-reliance and community development.

Basic social services provide support in different ways, aimed at covering basic needs or helping to achieve the personal goals that individuals set themselves, particularly people lacking in integration or self-reliance, with the objective of strengthening social and relational ties.

## FUNCTIONS OF BASIC SOCIAL SERVICES

Law 12/2007, of October 11, on Social Services (Art. 17)

- a) To detect situations of personal, family and community need.
- b) To provide information, guidance and advice to people with regard to legal rights and social provisions.
- c) To make social, socio-educational and socio-vocational assessments and studies.
- d) To propose, establish and review the individual programme for assistance in cases of dependency.
- e) To implement preventive measures, social or socio-educational treatments and any other interventions necessary in situations of social need, and to assess such measures.
- f) To intervene in family or household units in situations of social risk.
- g) To promote community projects and transversal programmes.
- h) To provide home assistance, remote assistance and support services for family and household units.
- i) To provide non-residential socio-educational intervention services for children and young people.
- j) To guide access to specialised services.
- k) To promote measures for social, vocational and educational inclusion.
- l) To manage the provision of emergency social services.
- m) To apply preventive and assistance protocols to combat the abuse of members of more vulnerable groups.
- n) To manage applications for the provision of economic aid at municipal, county and any other applicable level.
- o) To coordinate with specialised services, professional teams from other social welfare systems, associations and bodies active in the sphere of social services.
- p) To inform, as instructed by judges and public prosecutors, on the personal and family situations of individuals affected by legal proceedings.

We are whole-heartedly committed to **encouraging and coordinating** the local social networks that Social Service Centres (SSCs) establish, and to helping to create the political, organisational and technical conditions needed to maximise the elements of oppor-

tunity associated with the context of intervention by basic social services. In this line, we should emphasise, amongst others, the following factors, which represent strengths in basic social services:

- Greater capacity to contextualise and understand complex social situations that are subject to constant, rapid change.
- More global vision of the problems that actually or potentially affect the population in a territory.
- Greater understanding and better use of natural social resources generated by the community environment itself.
- Possibility of combining, in a single planning framework, different approaches that involve various levels of social intervention and assistance strategies, as well as different social stakeholders.
- Privileged position to implement preventive, normalising and integrating—in short, more ecological—actions.

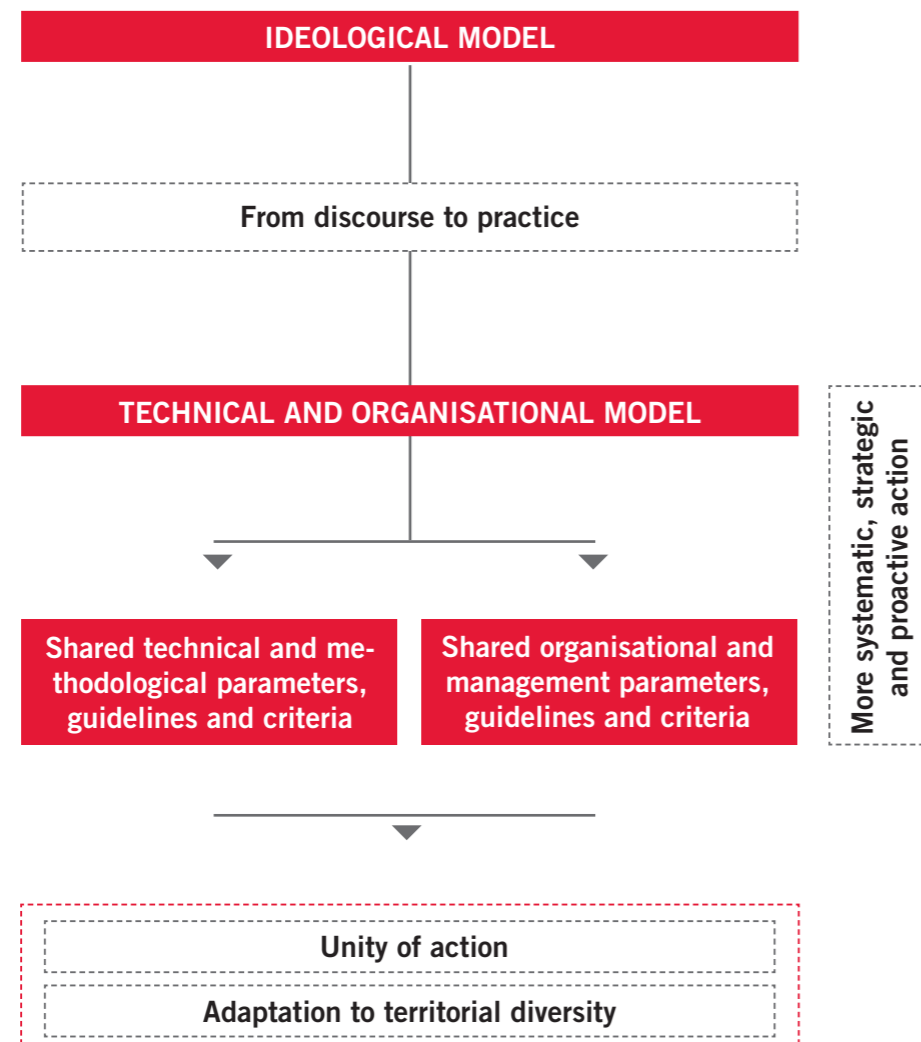




## On the Need for a Reference Technical and Organisational Model

Faced by a challenge of the scale represented by the process of change we seek to implement, a reference technical and organisational model is an indispensable requirement if we are to successfully **turn the ideological model** to guide social action as we propose it into an **operational reality**. In other words, to move from our discourse and vision about the social services we want to the praxis of how to make such a vision feasible. Moreover, this technical and organisational model also enables us to bring together two elements so

necessary as to be indispensable: unity in the line of action, ensuring the equitable provision of services in all the neighbourhoods and districts of the city; and adaptation of action programmes to the city's rich territorial diversity. Finally, seeking to structure and coordinate the technical and methodological and organisational and management dimensions, the technical and organisational model also serves the purpose of helping us to be more systematic, strategic, proactive, effective and efficient.



If we were to define, in just a few words, the features that basically characterise the technical and organisational model we propose, we would stress, above all, **consistency** (in the sense that the model is firmly-grounded, fully defined and furnished with the necessary degree of internal coherence) and **flexibility** and ductility. These latter qualities enable us to adapt the model to the changes

and requirements to which the social realities we work with are submitted and to all situations which the process of change and improvement may generate as the model is introduced, implemented and consolidated. There follows a more detailed description of the principles and features that characterise the model we have formulated:

### GUIDING PRINCIPLES

- Accessibility
- Universality
- Equitability
- Normalisation
- Trust
- Globality
- Cooperation
- Networking
- Proximity
- Proactivity
- Flexibility
- Participation
- Efficacy and efficiency
- Quality

### CHARACTERISTICS

- Supported by reference values and ideological principles.
- Recognition of previous experience.
- Consistent (firmly-grounded, fully defined and internally coherent).
- Based on a broad vision of basic social services.
- Complex – multivariable.
- Flexible and adaptable. Receptive to change.
- Strategic.
- Based on a constructivist logic (target and transitional scenarios).
- Oriented towards process planning and management.
- Focused on the sustainability of change and improvement processes.
- Innovative. Open to permanent learning.
- Integrating technical and management logic.

- Embracing a global vision of the city and territorial perspectives.
- Providing structure for action units and a diversity of contexts for action.
- Sensitive to the overriding importance of human capital.
- Generating a professional and organisational culture.
- Structuring the cooperation and efforts of stakeholders at different levels within the organisation.
- Future projection and perspective.

Whilst the ideological model gives us vision and direction, the technical and organisational model is that which enables us to advance and, if necessary at any time, to **change our route without ever losing our sense of**

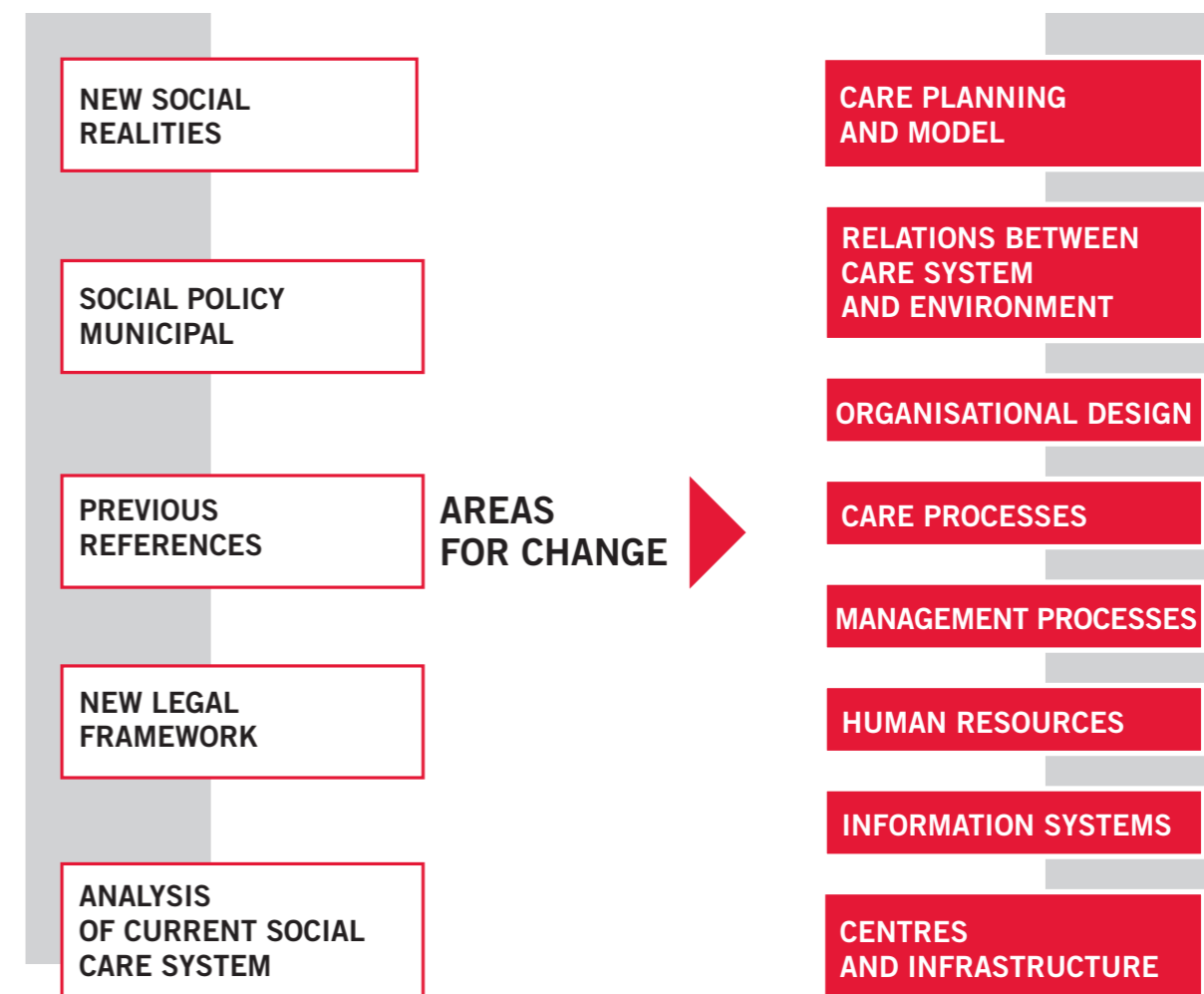
**direction** or renouncing the principles and criteria that give meaning to the political commitment established and the goals we pursue.



## Diagnosis and Identification of Areas for Change

Work on defining the technical and organisational model for basic social services in Barcelona was based on a diagnostic analysis which took into account different spheres and a large number of interrelated variables.

This analytical study enabled us to identify a series of **opportunities for improvement**. These opportunities, broken down into priority change areas, relate to the following spheres:



Taking an overall view of all these areas which will be affected by the process of change and improvement we seek to implement provides us with an initial idea of the high degree of complexity entailed in this undertaking. For this reason, it is necessary to draw up a strategic plan which should be implemented in

a gradual, coordinated way, to help resolve the main weak points in the territorial social care system. Due to their importance, these **weak points**, which were identified at the diagnostic analysis stage, are described below, grouped into three broad headings:

#### A. CARE MODEL AND PROCESSES

#### B. ORGANISATION AND MANAGEMENT

#### C. HUMAN RESOURCES

#### A. CARE MODEL AND PROCESSES

- Increased number of demands and degree of complexity from situations subject to attention.
- New profiles of social groups applying to Social Services. Increased levels of demand on the part of people attended to by Social Services.
- Disparities between care models (inter- and intra-district), causing inequalities in services provided. Lack of defined, shared objectives and criteria for assistance provided.
- Catalogue of services poorly defined, with no specification as to how care processes should develop.
- Single-channel care (face-to-face care channel).
- Little capacity for quick, flexible response. Serious deficits in primary care services that block up the system. Risk that the care continuum may become fragmented.
- Waiting lists: access to Social Service Centres and the step from primary care to treatment.
- Social Service Centres attend to a significant number of situations due to deficits in other welfare systems. Limited capacity of response to these situations through specific, non-transversal, action strategies.
- Large increase in provisions we need to manage. Considerable proportion of professional time devoted to managing provisions. Too much bureaucracy involved in work processes.
- Predominance of individual-family work, often with a marked focus on assistance, to the detriment of more proactive measures (community, preventive, etc).
- Need to invest more in strategies that help to make the step from individual-family care to collective care. Need to integrate both dimensions more into interventions.
- Predominance of “office” work, to the detriment of action performed in other contexts (social environment, etc).
- Difficulty in structuring primary and specialised care.

## B. ORGANISATION AND MANAGEMENT

- Insufficient degree of integration between the Directorate for Social Action services providing support for the basic care network and the territorial structure of Social Assistance.
- Type of organisation and factors linked dependency of services that generate deficits in management and supervision of team actions.
- Organisation lacking in flexibility and openness to changes in the environment.
- Work based more on procedures than on objectives.
- Lack of common protocols and criteria for service organisation and operation.
- Lack of a programme action logic to organise and structure, within an overall framework of action, all the initiatives launched by Social Action in a particular area.
- Lack of defined results assessment indicators and standards.
- Information systems with large number of shortcomings.
- Difficulties in supervising the decision-taking process.
- Coordination difficulties (intra- and inter-service). Need to provide for coordination mechanisms within the design of services themselves.
- General services rigid and slow.
- Little culture of quality in services.
- Need to improve work of rationalising and optimising resources.
- Lack of organisational adaptation and relational capacity to enable Social Service Centres to exercise their function as a nodal point in social services provision within the territory.

## C. HUMAN RESOURCES

- Substantial and rapid growth of teams in recent times has not been matched by improved working conditions at Social Service Centres.
- Increased human resources has not led to a proportionally equivalent increase in capacity and quality of service.
- Lack of definition and some confusion regarding professional roles and functions within teams.
- Great variation in workloads (intra- and inter district).
- High levels of rotation amongst workers.
- High feelings of overload and dissatisfaction amongst workers. Considerable feeling of lack of recognition on the part of different professional groups.
- The cases for which services are provided entail many risk factors that can lead to situations of professional stress.
- In recent years, lifelong training has not been designed according to reference models and technical processes defined by management.
- Workers have little vision of an embracing organisation global and few feelings of institutional identification.
- Leadership provided by Social Service Centres rarely based on managerial capacity.

## Priority Lines in the Improvement Process

Based on the aforementioned diagnostic analysis, or audit, we proceeded to define the **priority lines of action to guide the improvement process** that we propose to implement

through the development and application of the Model for Basic Social Services. These priorities are, briefly speaking, as follows:

### PRIORITY LINES OF ACTION

1 IMPROVED ACCESS TO BASIC SOCIAL CARE

2 DEFINING AND SHARING, AT CITY LEVEL, TECHNICAL PROCESSES AND CARE PROVISION CRITERIA

3 INCREASED OPTIMISATION OF RESOURCES AND MANAGEMENT PROCESSES

4 IMPROVED SERVICE QUALITY AND INCREASED CAPACITY OF RESPONSE AT SOCIAL SERVICE CENTRES

5 TRANSFORMING THE IMAGE (EXTERNAL AND INTERNAL) OF BASIC SOCIAL SERVICES

This process of change, shaped by the various lines of improvement established, pursues a broad range of **strategic objectives** that are linked to an operational definition of the **measures** to be introduced in order to achieve the expected **results**. Continuous as-

essment will enable us to ascertain, at all times, the extent to which these results are achieved in the desired conditions, as well as revealing any anomalies that may require an alternative approach.

Due to the importance of these measures to defining the model, we reproduce below

details of the **plan, embracing five lines for improvement:**

OBJECTIVES	MEASURES	RESULTS
1. IMPROVED ACCESSIBILITY TO BASIC SOCIAL CARE PROVIDED AT SOCIAL SERVICE CENTRES (SSCs)	<ul style="list-style-type: none"> <li>■ Diversify care channels in response to the diversity of user profiles.</li> </ul>	<ul style="list-style-type: none"> <li>■ Increase capacity to provide efficient services.</li> <li>■ Introduce new relational modes between the Administration and citizens.</li> </ul>
<ul style="list-style-type: none"> <li>■ Reduce to the maximum waiting time for access to services, and increase speed of response.</li> </ul>	<ul style="list-style-type: none"> <li>■ Rethink the primary care services provided by SSCs.</li> </ul>	<ul style="list-style-type: none"> <li>■ Reduce and eliminate waiting lists.</li> <li>■ Increase capacity to manage care flows.</li> <li>■ Improve response and resolution times.</li> </ul>
<ul style="list-style-type: none"> <li>■ Provide different social groups with information so that they can become aware of their social rights and the services available to them.</li> </ul>	<ul style="list-style-type: none"> <li>■ Launch advertising and promotion campaigns on services, aimed at different target individual and group profiles.</li> <li>■ Actions to detect risk situations in order to offer preventive social support services.</li> </ul>	<ul style="list-style-type: none"> <li>■ Increase care coverage by SSCs to people in situations of risk and social difficulties that do not request services.</li> <li>■ Impact of preventive action on decreasing situations subject to intense social coverage.</li> </ul>

OBJECTIVES	MEASURES	RESULTS
<p><b>2. DEFINE AND SHARE, CITYWIDE, TECHNICAL PROCESSES AND CRITERIA FOR ASSISTANCE</b></p>		
<ul style="list-style-type: none"> <li>■ Guarantee equitability in responses provided in the city as a whole.</li> </ul>	<ul style="list-style-type: none"> <li>■ Establish individual-family intervention protocols with guidelines according to type of situation or social problems and typical formulas established in approach.</li> </ul>	<ul style="list-style-type: none"> <li>■ Greater control of assistance processes and increased opportunities for improvement.</li> <li>■ Reduced level of technical discretion in responses and shortcomings in equitability.</li> <li>■ Optimisation of resources.</li> <li>■ Greater transparency and objectivity in explaining professional responses made to citizens.</li> </ul>
<ul style="list-style-type: none"> <li>■ Monitor and assess individual-family assistance processes based on systematic defined common action.</li> </ul>	<ul style="list-style-type: none"> <li>■ Establish indicators to assess progress in providing services.</li> <li>■ Adapt time devoted to assistance processes.</li> <li>■ Establish assistance ratios by professional profile and types of approach.</li> <li>■ Adopt corrective measures to deficits in application or critical factors in assistance protocols.</li> <li>■ Periodic review of assistance protocols.</li> <li>■ Determine and activate support necessary to apply protocols.</li> <li>■ Strengthen the role played by technical supervision provided by SSC management in monitoring individual-family assistance processes.</li> </ul>	<ul style="list-style-type: none"> <li>■ Reduction in the high variations in workloads (inter- and intra-district) that exist at present.</li> <li>■ Decision-taking regarding optimum assistance based more on objective factors.</li> <li>■ Greater rationalisation of support resources.</li> <li>■ Greater reliability and equitability in criteria for assigning resources (greater comparability of responses).</li> </ul>

OBJECTIVES	MEASURES	RESULTS
<p><b>2.</b></p> <ul style="list-style-type: none"> <li>■ Establish common guidelines, protocols and criteria for group and community work and networking</li> </ul>	<ul style="list-style-type: none"> <li>■ Inclusion in the catalogue of services of the collective assistance typology (consensus definition and strategies).</li> <li>■ Production of common manuals for use and models for group and community projects.</li> <li>■ Systemise, accompany and monitor processes for the design and implementation of collective assistance initiatives.</li> <li>■ Establishment of a bank for exchanges of projects and transfer of practices between territories.</li> <li>■ Strengthen technical supervision role played by SSC management in monitoring group and community processes.</li> </ul>	<ul style="list-style-type: none"> <li>■ Increased volume of collective action (groups and communities).</li> <li>■ Increased capacity to assess the impact and worth of group and community practices.</li> <li>■ Increased capacity for transferring experiences of group intervention between territories.</li> </ul>
<p><b>3. INCREASING OPTIMISATION OF MANAGEMENT RESOURCES AND PROCESSES</b></p>		
<ul style="list-style-type: none"> <li>■ Desburocratitzar els processos de gestió.</li> </ul>	<ul style="list-style-type: none"> <li>■ Freeing management processes from excessive bureaucracy.</li> <li>■ Revise, simplify, standardise and normalise management processes. Monitoring.</li> <li>■ Introduce appropriate technology and information management tools.</li> <li>■ Bring in new professional profiles to support administrative management.</li> <li>■ Establish cooperation agreements with other administrations in this sphere.</li> <li>■ Strengthen capacity of SSC management.</li> </ul>	<ul style="list-style-type: none"> <li>■ Decrease worker devotion to management and increase process control.</li> <li>■ Decrease bureaucracy and waiting time for citizens. Increase capacity for management and control of paperwork.</li> <li>■ Increase resource rationalisation.</li> <li>■ Greater reliability and quality of SSC production with regard to administrative management.</li> </ul>

OBJECTIVES	MEASURES	RESULTS
<p>4. <b>IMPROVE QUALITY OF SERVICES PROVIDED AT SSCs AND INCREASE THEIR CAPACITY OF RESPONSE.</b></p>		
<ul style="list-style-type: none"> <li>■ Permanently guarantee personalised attention and the necessary support so that people attended to can achieve the change and improvement targets proposed.</li> <li>■ Permanently guarantee the promotion of actions aimed at providing support for groups and collectives in order to reinforce their active role in community networks.</li> </ul>	<ul style="list-style-type: none"> <li>■ Increase dedication to specialised intervention and social support work by reducing time devoted to processing and management work.</li> <li>■ Adopt measures for permanent improvement and innovation in individual-family assistance.</li> <li>■ Draw up a lifelong training plan based on the requirements of the new model for individual-family assistance and the rigorous detection of training needs amongst different social worker groups.</li> </ul>	<ul style="list-style-type: none"> <li>■ Increase in the degree to which approaches are resolved.</li> <li>■ Increased citizen satisfaction.</li> <li>■ Decrease in service frequentation index.</li> </ul>
<ul style="list-style-type: none"> <li>■ Diversify SSC action strategies, increasing professional dedication to proactive practices of a preventive and community nature.</li> </ul>	<ul style="list-style-type: none"> <li>■ Promote move from individual-family assistance to collective assistance, increasing the number of group assistance projects.</li> <li>■ Increase the number of community initiatives implemented by SSCs or which these participate as promoter, co-promoter or partner.</li> <li>■ Adopt measures for permanent improvement and innovation in collective and preventive assistance.</li> <li>■ Draw up a lifelong training plan based on the requirements of the new model for collective and/or preventive assistance and the rigorous detection of training needs amongst different social worker groups.</li> </ul>	<ul style="list-style-type: none"> <li>■ Change in perception of SS from focus on assistance to one based on the principles of rights and justice.</li> <li>■ Increase in the range of responses that SSCs can provide based on support resources from the community environment.</li> <li>■ Increase in number and type of SSC partners in promoting social action initiatives.</li> </ul>

OBJECTIVES	MEASURES	RESULTS
<p>4. ■ Increase SSC capacity for information-gathering and action, embracing groups not generating demands and emerging social situations and phenomena.</p>	<ul style="list-style-type: none"> <li>■ Strengthen SSCs' work in detecting and service provision in the context of the open environment and others linked to the community environment. Diversification and increase in types of response provided by SSCs.</li> </ul>	<ul style="list-style-type: none"> <li>■ Diversification and increase in types of response provided by SSCs.</li> </ul>
<ul style="list-style-type: none"> <li>■ Increase capacity for complementarity and joint work by SSCs and the rest of the service network and organisations operating in their territorial area.</li> </ul>	<ul style="list-style-type: none"> <li>■ Promote the establishment of formulas for cooperation and the design of networking circuits and protocols for intervention.</li> <li>■ Improve the joint work by SSCs and specialised social services.</li> <li>■ Improve the joint work by SSCs and an assistance mechanisms pertaining to other welfare systems. Promote territorially-based transversal projects.</li> </ul>	<ul style="list-style-type: none"> <li>■ Improved capacity of response and optimisation of resources.</li> <li>■ Greater recognition and leadership of SSCs within the territorial service network.</li> </ul>
<ul style="list-style-type: none"> <li>■ Constantly adapt services provided to citizens' needs and expectations.</li> </ul>	<ul style="list-style-type: none"> <li>■ Permanent redefinition and review of catalogue of services.</li> <li>■ Permanent study and analysis of figures on assistance provided and those on the social environment gathered by SSCs.</li> <li>■ Establish and maintain a system for gathering, classifying and managing reports, complaints and suggestions generated by people attended by SSCs.</li> <li>■ Surveys of satisfaction related to the provision of particular services.</li> </ul>	<ul style="list-style-type: none"> <li>■ Feasibility of actions and processes of constant improvement.</li> <li>■ Review and possible modification to provision (or size) of services.</li> </ul>

OBJECTIVES	MEASURES	RESULTS
<p>4.</p> <ul style="list-style-type: none"> <li>■ Introduce the programme perspective as a principal reference in the social action generated by SSCs. Improve articulation between different action strategies implemented by SSCs.</li> </ul>	<ul style="list-style-type: none"> <li>■ Introduce specific annual action programmes at each SSC to serve as a frame for all activities generated.</li> <li>■ Promote District Social Action Plans as a framework for integrating the different SSC action programmes in districts.</li> <li>■ Orient territorial programming according to shared objectives in the city.</li> <li>■ Integrate framework programmes launched by the Directorate for Social Action with SSC action programmes and district territorial social action plans.</li> </ul>	<ul style="list-style-type: none"> <li>■ Make actions more systematic and proactive.</li> <li>■ Greater integration of social responses overall within a particular territory.</li> <li>■ Provision of a framework for assessment enabling measurement of the impact generated by territorial social action and the needs for reprogramming.</li> <li>■ Great possibility of comparing and contrasting different centres.</li> </ul>

OBJECTIVES	MEASURES	RESULTS
<p>5. <b>TRANSFORM IMAGE (EXTERNAL AND INTERNAL) OF BASIC SOCIAL SERVICES IN BARCELONA</b></p> <ul style="list-style-type: none"> <li>■ Offer citizens an image of modern, quality basic social service provisions, efficient and close to them.</li> </ul>	<ul style="list-style-type: none"> <li>■ Design and implementation of an external communication strategy that takes into account target audience segmentation and the need to select the best way of interacting with each.</li> <li>■ Modernisation and quality of assistance means and environments. SSC operational plan.</li> </ul>	<ul style="list-style-type: none"> <li>■ Increased citizen confidence regarding the services provided for them by the Administration</li> <li>■ Change in traditional perceptions of Social Services.</li> </ul>
<ul style="list-style-type: none"> <li>■ Install a consolidated work culture based on the spirit of providing public service to citizens by SSCs.</li> </ul>	<ul style="list-style-type: none"> <li>■ Motivational plan for human resources and activation of mechanisms to enable workers to develop professionally.</li> <li>■ Strategies to promote existing human capital in work teams. Banks of experts, promotion of in-house teaching, etc.</li> </ul>	<ul style="list-style-type: none"> <li>■ Increased professional commitment and spirit of serving the community.</li> <li>■ Increased motivation and feeling of professional recognition amongst workers.</li> <li>■ Increase in cooperative professional initiatives.</li> <li>■ Greater worker involvement in permanent self-improvement processes.</li> </ul>

Clearly, the success of the global strategy for change presented here depends, above all, on our ability to establish links and synergies between the different processes for change generated by each of these lines of action in order to provide suitable frameworks for

the technical and organisational processes we seek to establish. More precisely, we can identify the following as **key factors for the successful** implementation of this improvement plan:

- **Strong political, technical and organisational leadership.**
- **Vision of a collective project that can bring together the contributions from the different stakeholders involved.**
- **Clear identification of those responsible for guiding the different processes for change and improvement.**
- **Gradual (phased) and strategic implementation of the processes for change included in each line for improvement.**
- **Interaction and generation of synergies between processes implemented in each line of improvement.**
- **Creation of conditions to organise the gradual transformation of technological and methodological processes.**
- **Appropriate timescale for action and avoidance of forcing processes.**
- **Guarantee provision of necessary resources to support processes of change as they are implemented.**
- **Understanding and taking account of resistance to change in the implementation of improvement processes, encouraging and providing incentives for new work practices and dynamics to help establish the model.**
- **Anticipation of main critical factors and the difficulty that may be caused by improvement processes in order to implement, as effectively and quickly as possible, strategies for resolving problems, providing support and, if necessary, redesign.**
- **Permanent monitoring, support and assessment of processes launched, ensuring capacity to adjust and reorient them if necessary.**
- **Transfer of experiences with modelling capacity and function.**
- **Permanent communication strategy focused on the implementation of the processes for change launched.**



## Key Factors in Defining the Technical and Organisational model: the Catalogue of Services and the Care Circuit

In defining the technical and organisational model for basic social services, we took into account, within the indispensable framework provided by the ideological model defined, two key elements: the Catalogue of Services and the Care Circuit. That is to say: WHAT services and resources are provided for citi-

### THE CATALOGUE OF SERVICES

We consider the catalogue of services to be a basic, strategic element in defining, guiding and developing the Social Services model. Moreover, **permanent review** of this catalogue will help to guarantee territorial equitability and the constant adaptation of our responses to changing social needs and expectations.

The catalogue of services, which defines the what, the who and the how of our response to social needs, embraces an exercise that generates both **internal and external benefits**. Internally, the catalogue helps to generate common criteria regarding the provision of services. Externally, from the citizens' point

zens and HOW they are provided. These two elements, which help to structure the model and make it operational, are permanently impregnated by the two dimensions that we believe social care should always embrace: the **individual-family and collective** dimensions.

of view, its main role is that of enabling access to assistance and to responses in accordance with recognised rights.

The way the catalogue is formulated responds to high-level political and managerial decisions that are taken in accordance with the principles and strategic objectives defined by the organisation. Nonetheless, this formulation, submitted, as previously mentioned, to **permanent review processes**, must be closely connected to needs detection and analysis, which is carried out at a technical and operational level. This professional level also plays an important role in other actions linked to the act of producing the catalogue: grouping

and classifying services; defining the technical and organisational processes behind the provision of services; and designing essential tools to develop services.

Our exercise of analysis with regard to the catalogue of services followed a general approach, and included all social services provided by the local authority in the city. These include both services provided directly by Social Service Centres and others that are managed centrally by the Directorate for Social Action and whose purpose is to provide support for the network of basic social services. **The objective of this analysis** was to produce data and reflect on the same with a view to impro-

ving the provision of services. Such improvement is focused, particularly, on increasing efficiency and optimising processes and resources without detriment to the quality of the social support provided.

This work of **studying and reviewing the catalogue of services** (including both individual-family and collective services) can be clearly broken down into **two broad lines of consideration**. The first of these is related to the way the catalogue is formulated (grouped into the types presented below) and to the links and complementary aspects found amongst services.

### Individual-family care services:

- Socio-personal and family support.
- Home care.
- Coverage of basic needs.
- Financial assistance.
- Prevention of social exclusion situations.
- Support for people affected by severe social exclusion.
- Assistance for urgent and emergency situations.
- Support for people in a situation of dependency.
- Support for infants, children and young people.
- Support for immigrants.
- Support for people with disabilities.

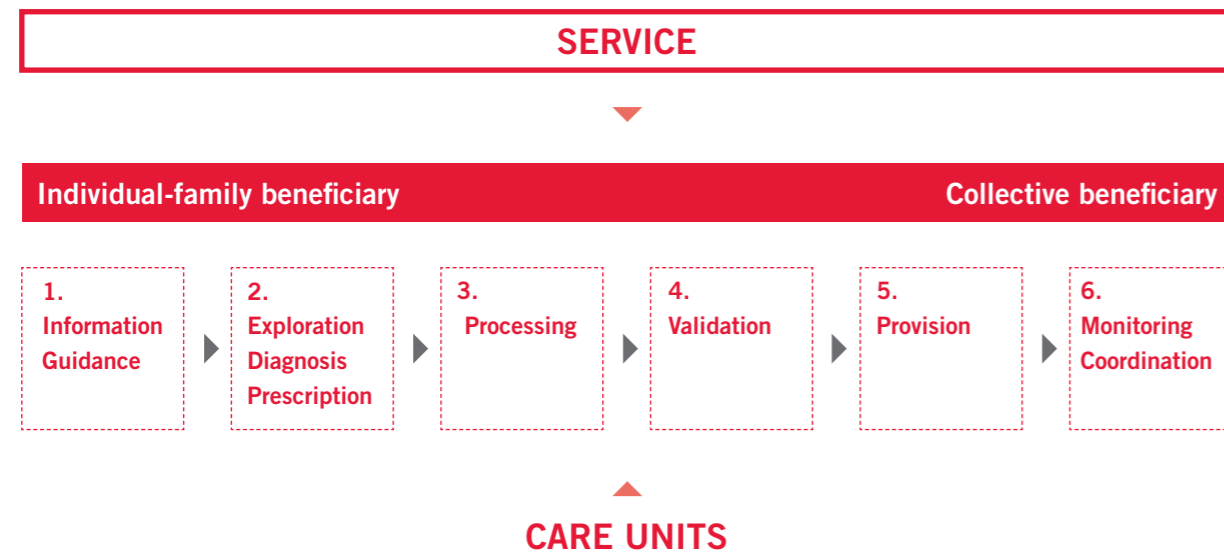
### Collective care services:

- Support for groups.
- Support for different collectives through resources from the community environment.
- Support for associations and the establishment of community networks.



The second line of analysis we refer to focuses on internal management processes. Its objective is to study existing operations and

information flows at each of the different stages that form the assistance continuum.



Culminating this work of study and analysis, the catalogue of services is designed to provide a tool, validated and useful to workers and the organisation in general. It should help to unify care provision and management criteria. However, above all, the catalogue should enable citizens to enjoy access to permanent, reliable information about the services available and the requirements established for the provision of each. To establish such a **key-in-hand catalogue of services for citizens** is the objective of the final stage in the process we are currently implementing.

### CARE CIRCUIT

The care circuit we have designed for basic social services takes into account, at all times, **key elements in the context**, such as the increasing numbers of people receiving assistance from Social Services and the increas-

ingly broad profile of people with access to such services due to the more universal nature of rights conferred by the new legal framework. As mentioned, the care circuit embraces, in an integral way, both the individual-family and the collective dimension of social intervention, and is designed to provide a support itinerary that connects and articulates to the maximum all processes, actions and stakeholders activated at each stage or sequence in the service provision continuum.

It is over the course of the care itinerary, and according to needs, assessment and the guidance provided at each moment, that the services and responses considered most appropriate are activated. To guarantee this, we are convinced that greater efforts should be invested in **establishing protocols for the measures** carried out within each work unit



and the indispensable **connections** between the different parts that form the assistance system overall. We also consider it essential that the care circuit should be applied in a uniform, equitable manner throughout all the

districts of the city.

**The care circuit designed is characterised**, principally, by the elements listed below. The circuit:

- Includes an **integrated multi-channel system** to provide assistance (face-to-face + telephone, via call centre, + online...).
- Redesigns the **gateway** to the care system.
- Stresses quick and easy **access** to the care system.
- Combines **direct access** and **access by prior appointment**.
- Differentiates between **brief intervention** and **continued intervention**.
- Establishes as a priority objective that of **decreasing response and/or resolution time to the maximum**, without detriment to the quality of assistance provided.

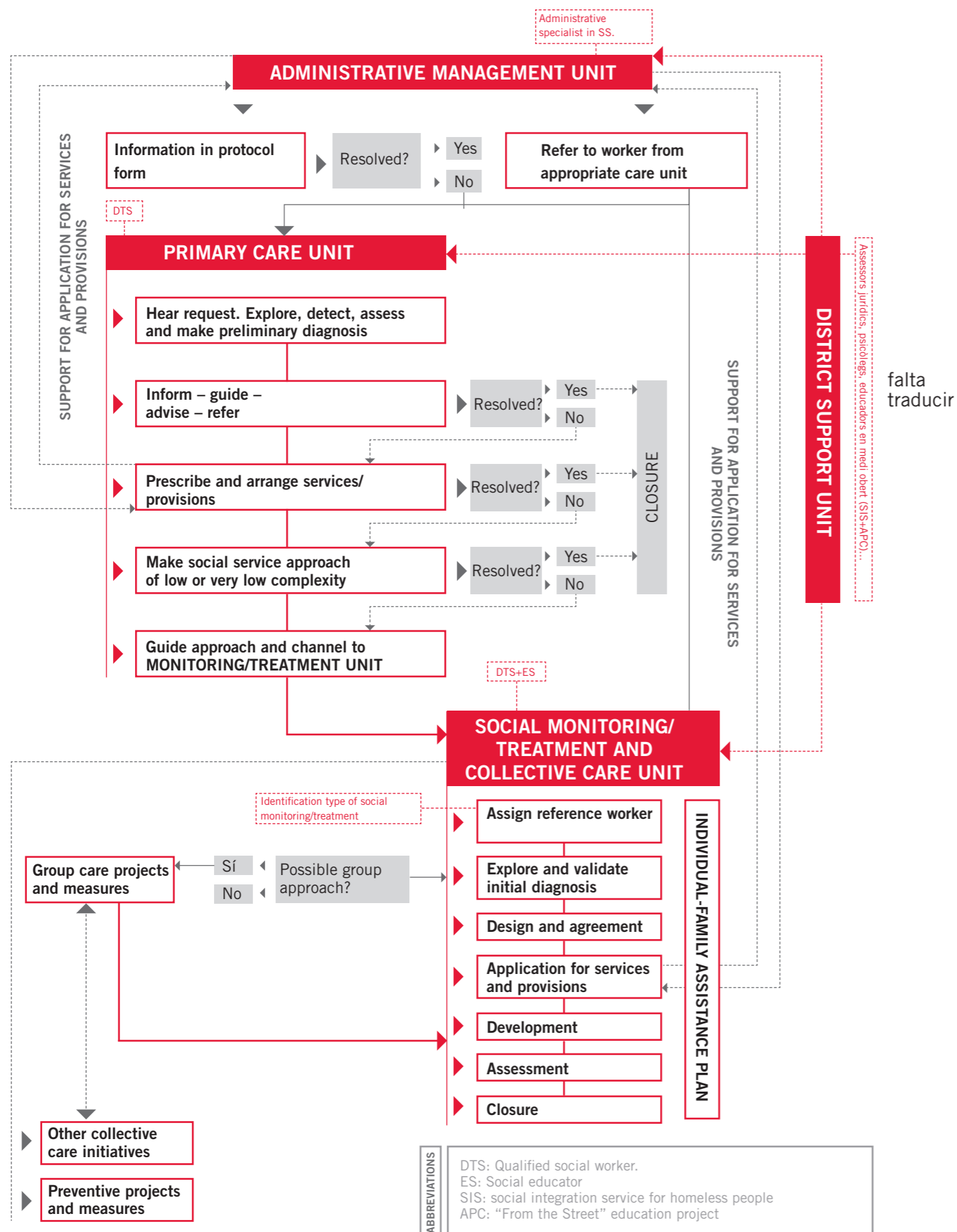
The **gateway to care** is an aspect of the care circuit (not homogenous at present) that has come to be considered particularly critical in recent years. For this reason, this gateway is identified as a key factor for the success of the circuit. Accordingly, the first stage of operational development for the model focuses on designing and defining such key strategic aspects as: the prior appointments system, the protocol for immediate care, agenda management, organisation of spaces and signage at centres, establishing the functions and organisation of administrative and primary

care management units, etc. However, we should also stress that just as important for ensuring the successful provision of social services in appropriate conditions is the goal of achieving the optimum degree of coordination between the different stages and units that structure and intervene, respectively, throughout the care itinerary.

There follows a description of the **structure and general logic behind the care circuit designed**:

**ACCESS CHANNEL:**

- Own initiative
- Information from call centre / internet
- Referral by other services
- Prior appointment
- Direct access



We consider that the main guarantee for the quality of the care processes involved in this circuit has to do with the need to **decrease the time that social workers spend on managing and processing tasks** so that they can devote more time to the work of social inter-

vention itself, in which the relational element is crucial. This belief is based on our conviction that it is essential that the care circuit should not focus exclusively on management processes, but, as a priority, on relational and social intervention processes.



## Organising the Network of Services, Based on the WHAT and the HOW of Social Care

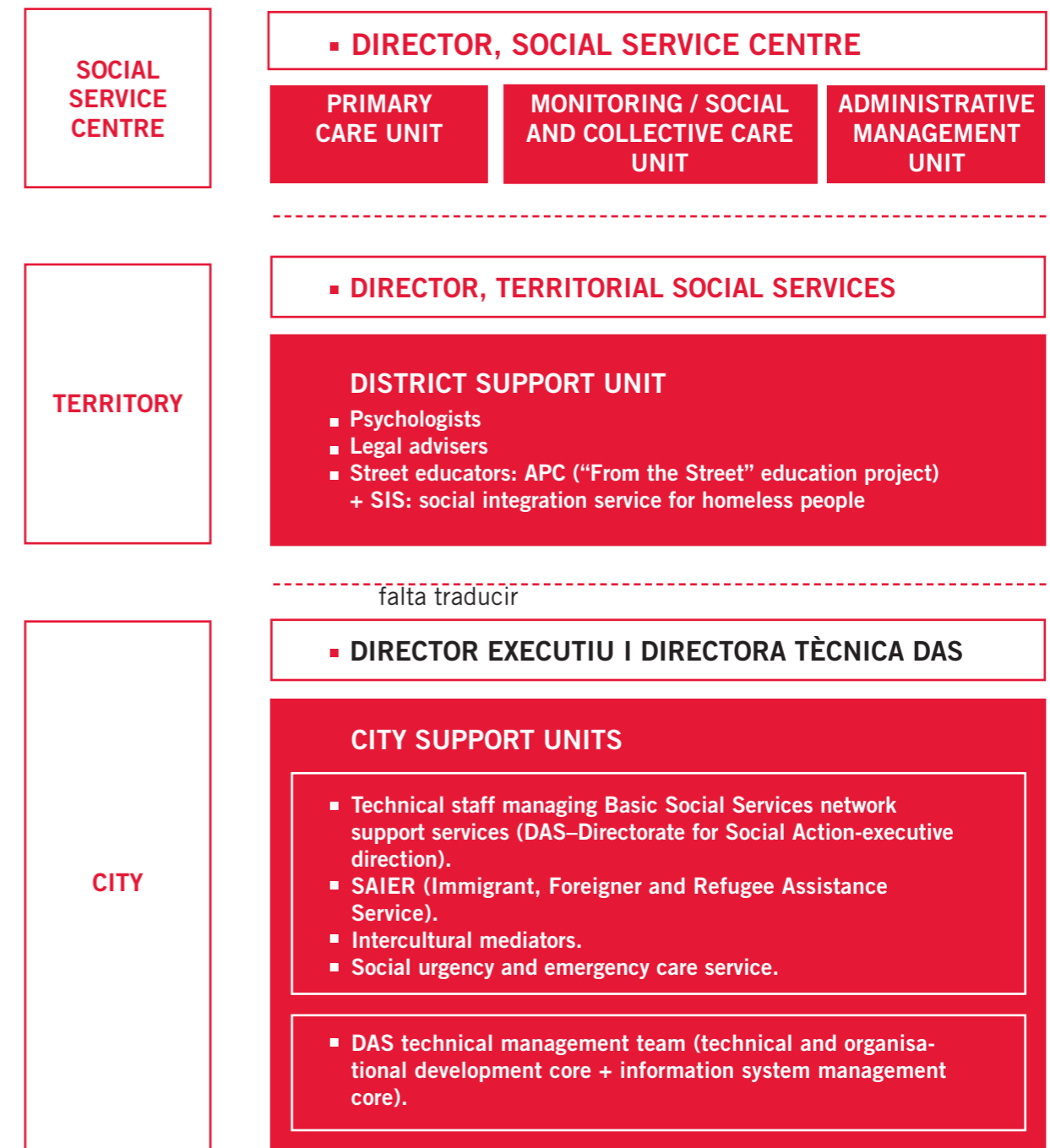
Having defined the WHAT and the HOW of the assistance provided by Social Service Centres, we now need to consider the most appropriate organisational design for action in a changing, dynamic environment that requires us to adapt our responses constantly, with speed and efficiency. In this way, we seek to avoid the trap, so easy to fall into, of making it the type of organisation that finally determines the type of response we give to citizens. Another important requirement when designing the organisational architecture for basic social services was, from the standpoint of the overall system, the **structure necessary for the different levels, dynamics and stakeholders** that form the system.

We have opted for a type of organisation that adopts as its basic principles **efficiency, adjustment and complementarity** amongst the different units that exist at each organisational level. The aim of organisational design is, basically, to provide a **network structure** that can successfully weld together an overall strategy that establishes general lines, criteria, strategies and procedures for action with the need to provide action units with a sufficient degree of autonomy to enable them to provide creative, adaptable responses at all times and in different environments. Moreover, the organisational design seeks to comprehend and create a flexible environment that can develop, reinforce and disseminate the know-how generated within the system, along with other input and contributions from the environment and other external systems.



The model for basic social services embraces three organisational levels: that at which each social service centre operates, the territorial level and the city. The figure below

shows, for the different **organisational levels**, the organisational units linked to them and the professional profiles of the workers engaged at each.



The territorial and city **organisational units** provide support for action by the network for basic social services, bringing in a more global vision, optimising resources and supplying the strategic resources needed to provide and manage services. The many different professional profiles involved in all the different units that form the organisational system gives them considerable capacity, and this is complemented by initiatives for cooperation and joint working with other stakeholders in the territorial network that each Social Service Centre generates in the environment in which it is located and operates.

At **organisational level, the Social Service Centres** are structured around three units (primary care, monitoring / social treatment and collective care, and administrative management). A manager is responsible for each of these levels. Care units are formed by qualified social workers, social educators and administrative staff specialising in social services.

The **administrative management unit** is that which receives visitors to the Social Service Centre, referring them to the appropriate care unit. It also provides support for the primary care unit and the monitoring / social treatment and collective care units for the work of processing and managing resources, and for general administrative work. The **primary care unit** is that which gives assistance in the first instance, quickly and capably dealing with situations that require intervention of low or very low complexity and referring those in which a need for more intensive support over longer periods of time is detected

to the monitoring / social treatment and collective care unit. The latter is the unit that provides assistance for cases requiring monitoring or social treatment, making the step, whenever possible, from individual-family care to collective, and employing group work strategies. The **monitoring / social treatment and collective care unit** also designs and implements community projects and preventive action initiatives.

These three units interact through a **logic of the professional system and teamwork** that constantly complements abilities, generates a shared common vision, objectives and work method and partakes of a spirit of collective responsibility aimed at ensuring that citizens receive the best possible service.

The **territorial level** is headed by a management team (the Social Services territorial management team) that directs all the Social Service Centres in the particular area and is formed by members with different professional profiles. This unit's action is guided by a variable and flexible strategy for assigning support resources to Social Service Centres according to their changing needs. Finally, at **city level**, there are units that, within the executive structure, manage and monitor services provided throughout the city, complementary to basic social services. The city level also embraces all material and human resources attached to technical management and linked to technical and organisation development and support and the implementation of the Social Action Information System Plan, described below.

Managing such a complex organisational structure requires, at a more operational level, considerable work in defining **practical mechanisms** to provide a **structure** for the entire care system. It is also essential to define and develop the technical, methodological, organisational and functional criteria to ensure united action throughout the different

territories in the city. There is no doubt that control and monitoring the way these criteria are applied and the impact such actions generate will represent one of the keys to the successful introduction and consolidation of the Model for Basic Social Services.



## The Planning and Assessment Logic in Territorial Social Action

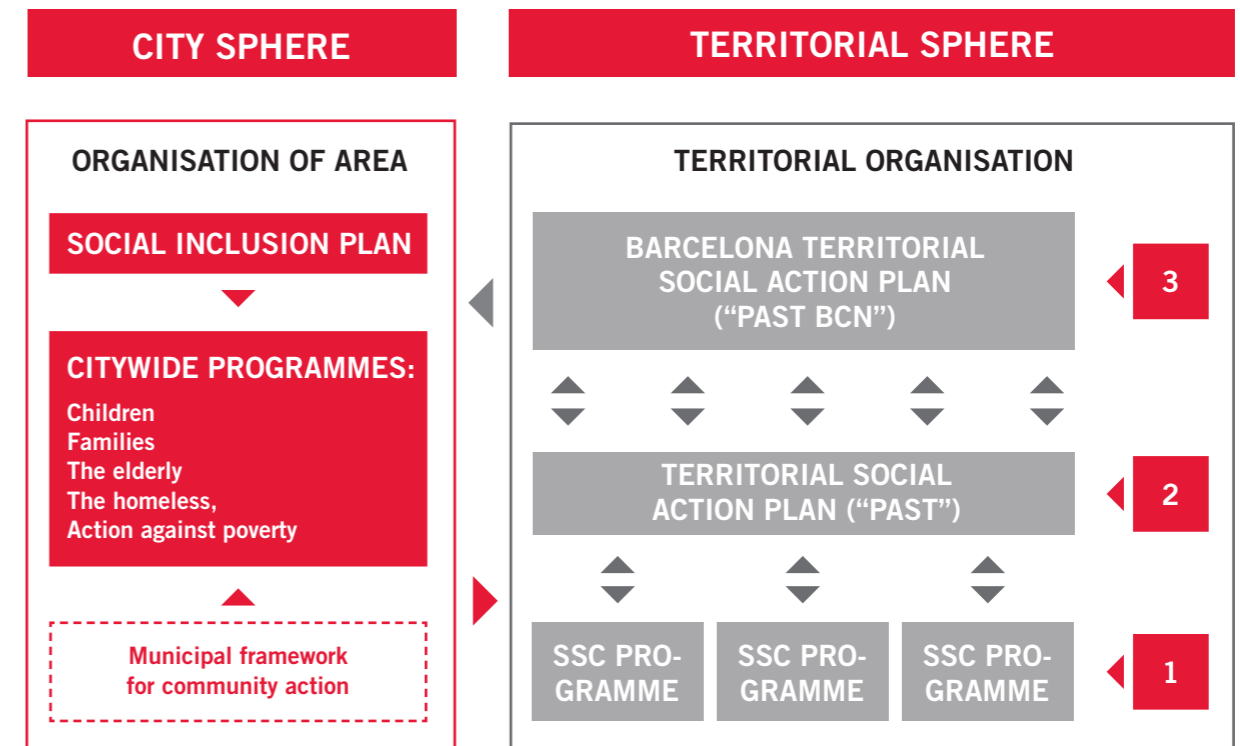
Another essential component in the Model for Basic Social Services is the inclusion of the planning logic as a strategic element in organising action with a **citywide and territorial vision**. This planning logic, besides ensuring

maximum organisation and integration of all action initiatives launched, also enables us to generate synergies and a permanent exchange dynamic between the two levels (city and territory).



At **city level**, we include all general programme references that should guide social intervention enacted by the Directorate for Social Action and which, through the models and strategic lines for action in each sphere of

care provision, should inform territorial action programmes. At **territorial level** there are three planning levels, as indicated in the figure below:



Each Social Service Centre will have to be equipped with an **Action Programme** (1) that brings together all the activities implemented in its respective area of reference and at all the different levels. In turn, all the action programmes at the Social Service Centres in a district will be included in the **Territorial Social Action Plan** (2). At a more general level, the **Barcelona Territorial Social Action** (3) will embrace all the social action plans from Barcelona's ten districts. In order to make it feasible to deploy these programmes, the different areas of responsibility have been defined, along with the functions of the different management levels involved (at city and territorial level).

Tying in with this programme logic, the Model for Basic Social Services confers particular

importance on **assessing results and impact** generated by the measure applied by Social Service Centres in the territory. We feel that, in order to guide this assessment process, it is necessary to start from the basis provided by an accurate definition of the purposes and objectives that should guide action and responses implemented by Social Service Centres. We also need to identify the indicators of different types (structure, environment, results and process) required to measure the degree to which goals are reached in each of the key result areas we have established: access to services, capacity to resolve social problems involved, effective satisfaction of those provided with assistance. Only by means of such an exercise in assessment and permanent self-criticism can we hope to learn from our own experience.

## The Key Role Played by Human Resources

Another area considered when we were drawing up the Model for Basic Social Services and considered to have major importance, is human resources management, in the understanding that **human capital is the key element** and the driving-force behind any process of transformation and improvement. For this reason, we feel that the introduction of the Model for Basic Social Services requires support from the carefully planned

and implemented management strategy for change, aimed at preventing and resolving resistance and generating engagement and commitment. In short, it is a question of generating, throughout the organisation, the perception that all involved are sharing in a vital collective project, one with considerable impact and importance, and to be preparing the ground for the shape that municipal social services will take over the coming years.



The lines of action we seek to establish in this area revolve, basically, around three main themes. The first of these is the **structure of technical support** to be provided to the different members of the teams at Social Service Centres. This well-coordinated support should include both internal and external resources available to the municipal organisation itself. The second theme concerns **professional training and development**. Training is understood to cover a broad range of learning management that places the emphasis, not only on knowledge, but also on managing

the organisational environment and culture. Finally, the third key theme concerns a **global strategy focused on fostering and optimising human capital** engaged in providing basic social services or—what amounts to the same thing—the need to confer prestige and recognition on this field of professional practice. Clearly, this last theme, which embraces the previous two, requires an effective combination of technical, organisational and professional conditions, as is made clear in different strategies established:

- Professional support (lifelong training and technical supervision).
- System of motivation and incentives.
- Horizontal promotion (recognition of professional expertise).
- Vertical promotion (acceptance of new responsibilities within the organisation).
- Professional mobility (between territories, with possibility of access to specialised services).
- Professional projection (participation at professional forums, publications, teaching...).
- Professional exchanges (of good practice between districts and benchmarking with other cities and towns).

The universe built up by all these strategies finds support in the huge potential and capacity for transformation generated by the confluence of the great **expertise and talent**

**found in the teams** at our Social Service Centres, all at the service of achieving shared goals for improvement as established in the Model for Basic Social Services.

## Application of the Relational Management Perspective

Another area in which great importance is placed on the Model for Basic Social Services is relational management. In this respect, the

model focuses particularly on three dimensions:

- **Participation of people attended to at Social Service Centres.**
- **Effective integration of Social Service Centres into the community environment.**
- **Coordination and articulation of basic social services with Specialised Social Services and the other welfare systems**

The first dimension of relational management is, then, the **participation of people attended to at Social Service Centres**. Including in the model the viewpoint of people given attention as active subjects in the process of producing/providing services, with the capacity to decide over the assistance they need and to evaluate whether this support complies with established quality standards implies implementing strategies that make their participation in our services feasible and effective. The many and varied profiles amongst the people attended clearly requires that the range of strategies

should be as wide and diverse as possible. In this respect, the Model for Basic Social Services calls for consideration of such measures as: establishing effective mechanisms to provide information and inform users about their rights and duties; providing systems for the continuous assessment of their levels of satisfaction; introducing mechanisms for receiving, assessing and responding to suggestions, claims and complaints; facilitating participation processes de participation and formulas enabling users to be represented on community participation bodies; and so on.

Another dimension to this area of relational management concerns the necessary **integration and connection of Social Service Centres to the community environment** in which they operate. This is a basic condition for ensuring that these mechanisms for attention can play a nodal role within the community network and in coordinating all social support resources (existing and potential) in the territory. Finally—and closely linked to the above points—a third relational dimension concerns the **coordination and articulation** of basic social services with specialised social services and those provided by other systems.

We firmly believe that we must prove ourselves able to move on from **the discourse of joint work with others to concrete, tangible practices** in this line. To this end, it is essential to provide a broad range of consistent and sustainable methodological and organisational formulas, as well as to provide political and institutional agreements to give them coverage. Only in this way can the work of coordinating and ensuring the complementary nature of basic social services with services at other levels can we overcome the inevitably precarious nature of work practices and dynamics that are, even today, more voluntarist and unsystematic that would be considered desirable.





## Linking Various Strategic Processes

The Model for Basic Social Services we have drawn up also includes a series of strategic processes that are decisive for the introduc-

tion of the general process for improvement established.

- **Information systems.**
- **Quality and permanent improvement.**
- **Inter-administrative cooperation.**
- **Image, communication and public promotion of basic social services.**

The first strategic process concerns **information systems**, considered a basic support tool for professional social work and management activities. These information systems are indispensable for planning, coordinating, monitoring assessing care criteria and processes, controlling and managing resources and, finally, also enabling cooperation and exchanges between different branches of the administration. For this reason, with the support of the Municipal Institute of Information Technology d'Informàtica, IMI), we have designed and are now developing the Master Plan for Social Action Information Systems

for the 2007-2012 period. The master plan, which was drawn up based on a study of the initial situation and the formulation of a future model for information management within this sphere, embraces 30 projects. Amongst these projects, the most strategically important are: the SIAS (Social Action Information System); the Professional Portal; and the Management and Prior Appointment Agenda. Besides these, other projects are aimed at improving applications for managing specific services and creating new computer management tools for other previously not equipped with such aids.



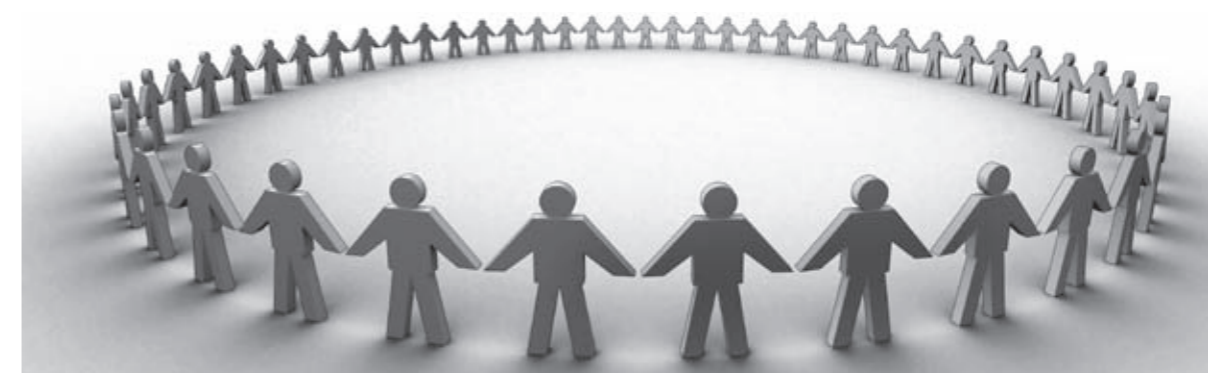
Other strategic processes also included in the Model for Basic Social Services have to do with **quality and constant improvement**. We understand quality as a global strategy that involves the entire organisation, mobilising all its resources towards the goal of satisfying citizens' expectations in constant efforts aimed at producing improvement. From this standpoint, processes constitute a key element, since quality, as an intrinsic part of

such processes, is what determines the overall quality of services. However, to speak of quality does not mean to speak only of processes, but also of a new culture, of people interacting within our organisation in lively, dynamic, changing ways. Also—and above all—quality means people who relate in an extremely careful, sensitive way to those who come to Social Services.



Similarly, **inter-administration cooperation** is adopted as an important strategic process. Such cooperation is considered a crucial factor that enables the shared engagement and commitment of the different administrations involved to advance towards the provision of quality social services and an effective, well-coordinated system of services in the city.

Finally, **public image, communication and promotion of basic social services** are the key elements in a strategy that is indispensable if we are to present citizens with a modern, efficient image of quality services that are close to people, raising their confidence in the responses to needs provided by the public social assistance system.



## The Quantitative and More Tangible Dimension of the Model: Means and Resources

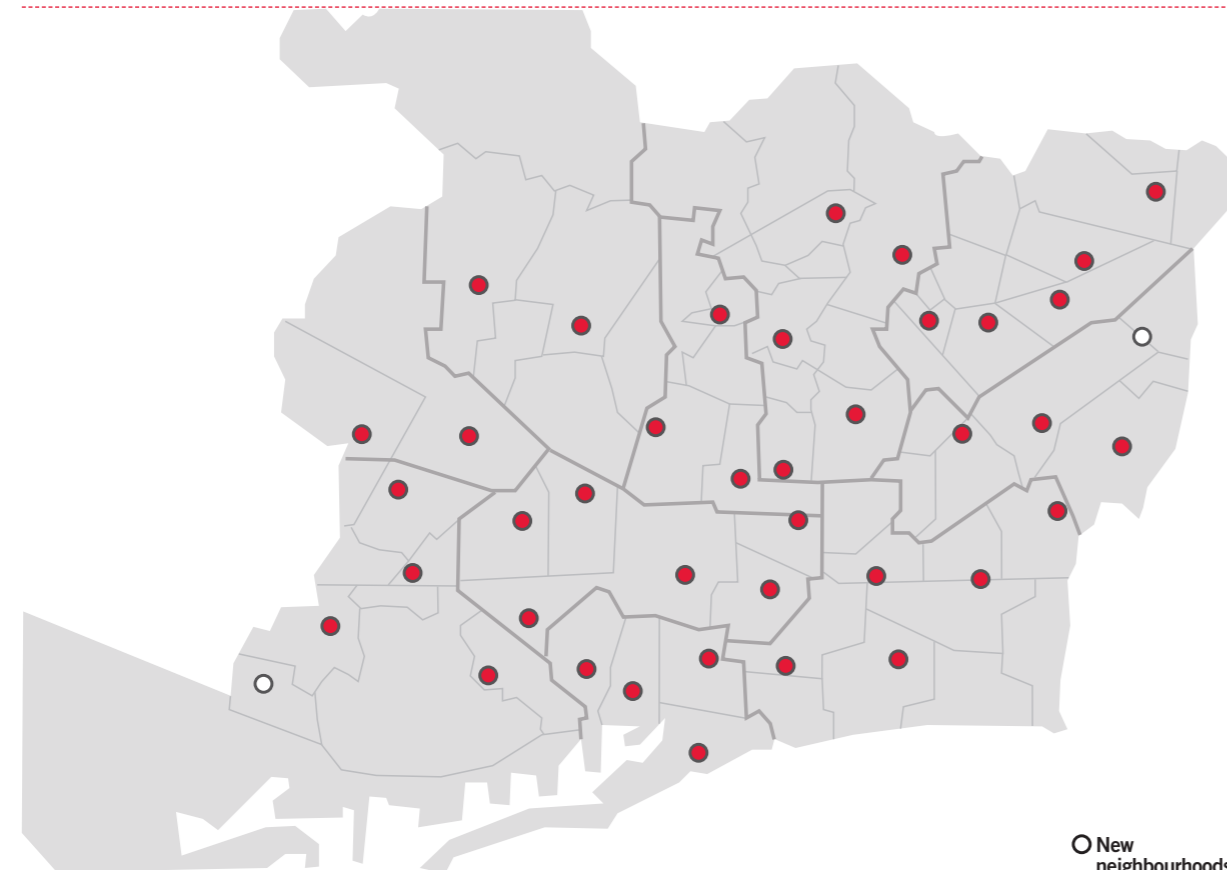
Although not a determining factor since, it cannot alone guarantee the success of this project, it is obvious that advancing towards the care model we describe here requires a series of **means and resources** that can make such an enterprise feasible. To this end, Barcelona City Council is committed to making great investment efforts, providing the project with considerable resources aimed, above all, at establishing more and better social service centres and increasing the number of workers employed by basic social services.

Within the specific sphere of Social Service Centre **facilities**, the city authorities plan to

invest 30 million euros by 2011, financing plans to develop existing centres and to build new ones. Once the process of implementing the Model for Basic Social Services has been completed, 7 new Social Service Centres will have been built in Barcelona, whilst the existing network of 34 existing centres will have been refurbished (14 renovated and 20 replaced). By the year 2015, then, the city's network of basic social services will comprise 41 centres (classified by three types, according to size) providing services to Barcelona's 73 neighbourhoods. The map below shows the territorial distribution of this network of centres.

### Map of Social Service Centres 2015

The new Social Service Centres (41 centres serving 73 neighbourhoods)



As mentioned previously, this growth in the number of centres will be linked to a parallel increase in **human resources** (in accordance with the stipulations in the current Social Services Law of Catalonia). This growth in personnel, estimated at an additional 211 workers, represents a 44% rise in the city's social services work force, and will increase costs by 9 million euros per year. By 2011, the Barcelona network of basic social services will be formed by 696 workers. The territorial distribution of these workers was calculated in terms of a ratio based on figures for total population (taking into account the current context in which services are becoming uni-

versalised, made accessible to all), as well as others linked to the activities of Social Service Centres and the standardised synthetic index of social inequalities. Accordingly, a criterion for redistribution is applied: higher ratios of workers are assigned to districts with greater and more general needs for social services.

To all these resources that Barcelona City Council plans to invest under this project to increase number of centres and human resources, we should also add the 7.5 million euros earmarked to finance the Master Plan for Social Action Information Systems.



## The Operational Development and Introduction Process for the Model for Basic Social Services: The CINTRA Project

We have the map and we are quite sure of where we want to go, though we are also well aware of the long road ahead. Now we need to face the great challenge of proving ourselves capable of gradually applying this Model for Basic Social Services in the city. There are still many elements that require more precise definition, many processes to be defined and put into action. For this reason, the stage of implementing the new model must be preceded by an earlier **operational development stage**. It will also be necessary, through the pilot schemes planned for the initial phase, to test the model we have formulated, rethinking any aspects revealed in this way to require modification.

All this, all within the framework of an **effective change management process**, with cooperation between the different departments in the municipal organisation and the provision of a powerful piloting and monitoring structure that brings together all the stakeholders involved, at political, strategic management and technical level. As stressed previously, we need to permanently bring together the engagement, the endorsements, the contributions and the talent accumulated amongst all the stakeholders involved in the project and to generate, along the course of this jo-



urney we have embarked upon, a climate that encourages collective learning and a cooperative spirit that can spread to the entire organisation. We want to make ours a *learning organisation*, an organisation as defined in the quotation that opens this publication, one committed to lifelong learning and set on projecting the future from the present, never forgetting its reason for being and principal stimulus: improving the service provided to citizens.

It is to this end, and to provide a response to all the challenges implied in the operational development and implementation of the Model for Basic Social Services, that we have designed the CINTRA (**C**ommitment, **I**nnovation and **T**ransformation of Social Action) Project. This initiative stands alongside other finalist and motor projects in the Barcelona 2.0. Plan, whose objective is to introduce a new municipal management model. For this reason, and within this more general framework, CINTRA is both the name of project and, at the same time, is designed as a banner that can bring together and create a feeling of shared identity and commitment all those of us who, in one way or another, help to make the Model for Basic Social Services a practical, viable and feasible initiative.

### CINTRA:

In English, “cintra” means “centring”: a concave, single-arched, curved structure; a wooden frame supporting an arch in construction, until the keystone is put into place.

CINTRA is a **project in construction**, a framework on which, one by one, the different stones forming the arch can be laid, preparing the way for the implementation of the Model for Basic Social Services. To continue with the metaphor, a stable arch requires all the stones that form part of it to be precisely calculated, and the sides where these are joined must be carefully prepared. The operational development and introduction of the Model for Basic Social Services requires considerable strategy, care, hard work, coordination, synchronies, synergies, and so on, in order to make it possible for us to achieve the goals we have set ourselves. And, in short, so that everyone who lives in Barcelona will be able, at a later stage in the general application of this initiative,

to appreciate the changes and improvements made to Social Service provisions. If we achieve this, we will have successfully placed the keystone, and the centring (“cintra”) will no longer be necessary. Nonetheless, we are aware that, once this project, carried along by its initial impulse, has been developed and assessed, we shall need to constantly review the bases, components and variables that support the social action model introduced.

Basically, **the key ideas that shape the CINTRA Project** obey a particular concept concerning processes of change that affect organisations providing services to people and the value that attach to human capital in undertaking this kind of initiative.

- Who will make the project feasible and ensure the success of the change process? Its principal stakeholders: basic social service workers and managers. **Human capital is the project's main asset.**
- **We must make the best possible use, strategically and creatively, of the opportunity** offered by the availability of more and better resources to implement and try out new care provision and management formulas.
- **All processes of change form continuous routes** informed by the experience previously gathered, the learning generated by day-to-day practice and the establishment of conditions that enable us to continue advancing towards the future.
- **We must always be sure about the direction we want to follow**, but we must also be flexible, ready to change direction at any time, if necessary.

Believing in the other

Trusting the other

Transferring power

Change is here

Ride the wave

Harness the power of the sea

Benefit from the work done

Act here and now

Dynamic of constant change

Create a vision of the future

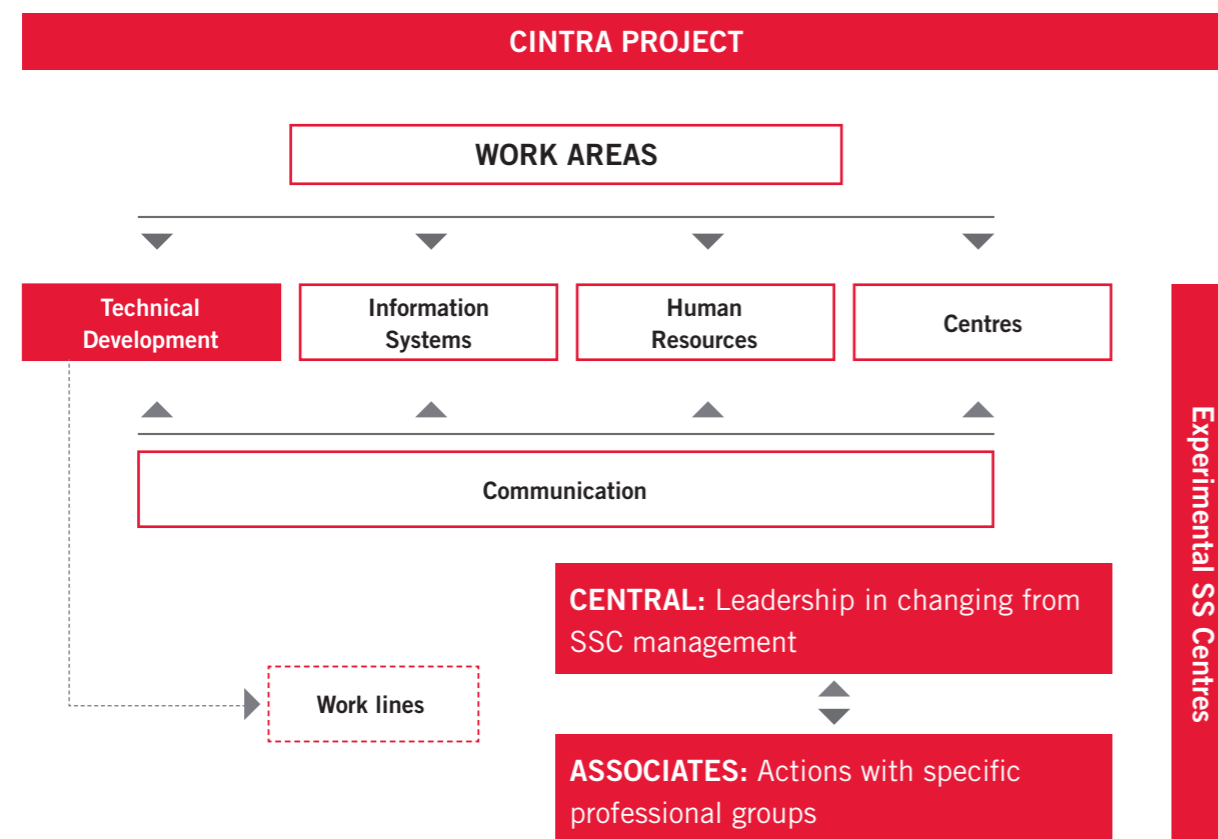
The ability to change course

Without losing one's bearings

The CINTRA Project is furnished with an **organisation that embraces several different coordinated working areas** that, with a global vision, aim to achieve the strategic objectives established by the project managers. Provisions have also been made for project mo-

onitoring and coordination, at political/managerial, direction/strategic and technical level.

There follows an overall description of the project organisation:



There are, basically two **key conditions for the successful development of the CINTRA Project**: firstly, synchronisation and consistency amongst all the actions implemented by the different work areas; and, secondly, effective communication management, ensuring that all stakeholders involved in the project have access, at all times, to relevant, quality, updated information that enables

them to perform their work whilst also forming a global vision of the project.

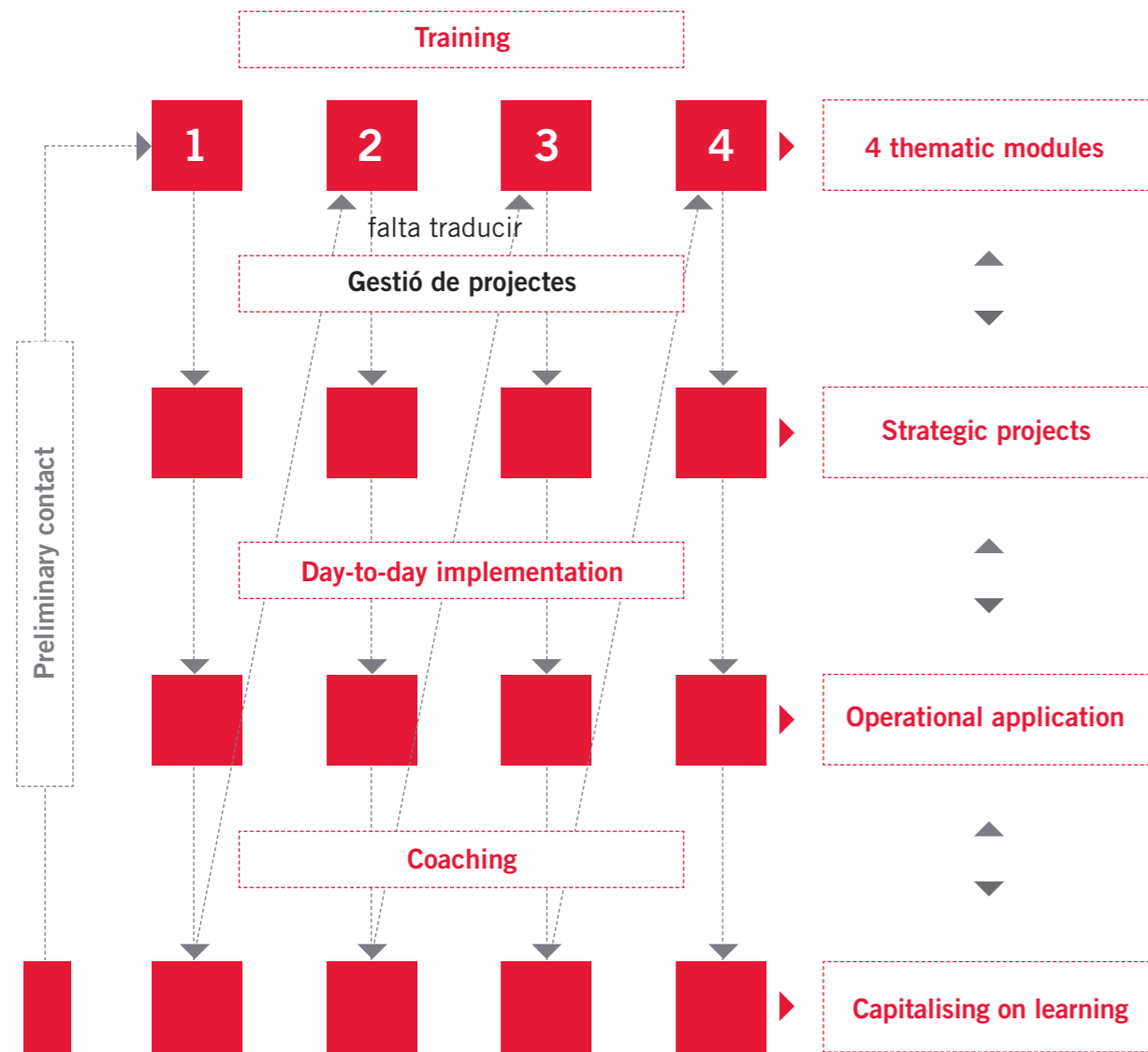
As can be seen in the figure, above, the **technical development area** plays a central role. This is true, both from the standpoint of all key aspects in the model that require definition and design from a technical and organisational perspective and as regards the

participation of different groups of basic social service workers are called up to play in this initiative. Amongst these groups, we feel that Social Service Centre directors should play a crucial role in engaging the involvement and commitment of their teams in the change process.

the implementation stage. The plan focuses on two basic themes: building and constructing; and leading. The logic shaping the plan is that of generating learning through the acquisition of new knowledge and information, practical experimentation, managing knowledge and exchanges within the professional group formed by social service centre directors.

Along this line of action, a **Development Plan for Leadership by Social Service Centre Directors** has been drawn up and is already at



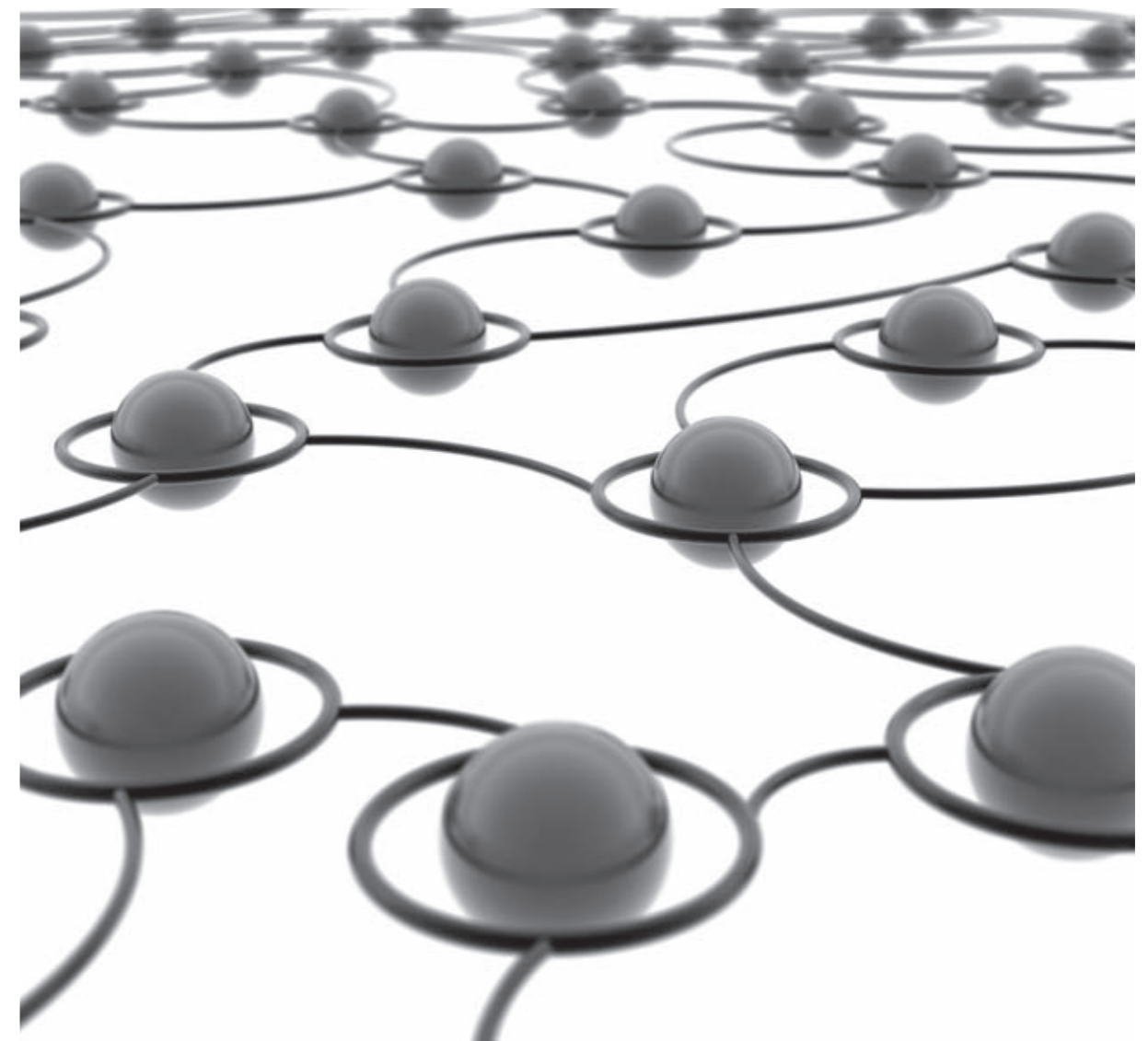


The plan will be implemented over two stages or editions, each lasting six months, with the participation of 17 Social Service Centre directors at each. The thematic modules that provide the structure for the entire process are linked to the broad themes that provide the basis for the Model for Basic Social Services established: catalogue of services, care circuit, organisational design and rela-

tional management. Throughout the process, at each edition, teams will be formed to develop projects linked to the aforementioned themes. All experience and learning generated as the plan is implemented will be efficiently shared and made transferable to the rest of the organisation by the application of an internal communication strategy.

Another work line, which involves all the areas concerned with organising and developing the CINTRA Project, is the opening, in 2009, of three **experimental social service centres**. Over a certain period of time, these centres will apply and test different aspects linked to the care circuit and the internal organisation at social service centres. According

to the results obtained from the monitoring and assessment system applied and through comparative analysis of the way in which these three experimental initiatives were developed, all necessary changes and adjustments will be made so that the new Model for Basic Social Services can be gradually implemented at all the other centres in the city.



## From the Primary Care We Wanted to the Basic Social Services We can Create

Whilst some years ago, when Social Services were still young in our country and were immersed in a process of constructing their very identity, we were committed to providing *the primary social care we wanted*, today we are obliged to take another step forward and take the opportunity we have now of establishing basic social services that can embrace all the learning we have acquired over the years, adapted to the present whilst capable, also of generating future.

The principal challenge facing us is that of renewing the meaning and importance that today, more than ever, our locally-based responses and provisions, rooted in the community environment, have and should continue to have. Perhaps, to a large extent, we need to revive the strong, clear feelings generated during previous stages, when what stimulated and mobilised us was the conviction that there was still a lot to do with regard to social service provision.

We now enter a new phase in the history of our Social Services when we have the privilege and the responsibility not to be mere spectators, but to become active participants in

their construction. This is clearly a moment which is open to transformation and experimentation, a time when the age-old responses are no longer valid, or are only partially valid, to deal with new social situations and realities. That is why change is, today, both a necessity and a stimulus, a reality that urges us to be ready to unlearn, to take risks, to be creative, to share...

Probably the main conclusion we can draw from the entire contents of this publication—and what we should like most to make clear—is that the scale and complexity of the changes we seek to effect by introducing the new Model for Basic Social Services are such that each and every one of us is needed: politicians, managers and social workers. That is why it only makes sense to focus on both the Model for Basic Social Services and the CINTRA Project which forms the basis for developing it through a gradual but decided, slow but sure movement of joint appropriation shared responsibility, as a collective project, a common commitment forged through the confluence of different viewpoints and through the joining together of all our hopes, desires and efforts.



# **The Barcelona of Inclusion and Solidarity**

Further information:

[www.bcn.cat/acciosocialiciutadania](http://www.bcn.cat/acciosocialiciutadania)

[www.bcn.cat/serveissocials](http://www.bcn.cat/serveissocials)