



Report to Policy Committee

Author/Lead Officer of Report: Tim Gollins,
Assistant Director Access, Mental Health and Wellbeing.

Report of: Strategic Director of Adult Care & Wellbeing

Report to: Adult Health and Social Care Policy Committee

Date of Decision: 8th November 2023

Subject: Information and Advice, Early Intervention and Prevention Update

Has an Equality Impact Assessment (EIA) been undertaken?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
If YES, what EIA reference number has it been given? 2404				
Has appropriate consultation taken place?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
Has a Climate Impact Assessment (CIA) been undertaken?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
Does the report contain confidential or exempt information?	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>
If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below:-				
<p><i>“The (report/appendix) is not for publication because it contains exempt information under Paragraph (insert relevant paragraph number) of Schedule 12A of the Local Government Act 1972 (as amended).”</i></p>				

Purpose of Report:

The overarching Adult Health and Social Care vision is for every adult in Sheffield to be able to age well and live the life they want to live, with choice and control over the decisions that affect them.

The purpose of this report is to provide an update on early intervention and prevention activities, in line with priority 6 of our Strategy Delivery Plan.

Recommendations:

It is recommended that the Adult Health and Social Care Policy Committee:

- Agrees to the co-design and co-production of a broad partnership-based Adult's Prevention and Early Intervention Strategy that will detail how the Care Act 2014 duties to 'prevent', 'reduce' and 'delay' the onset of social care needs is achieved across the Local Authority and its partners.
- Note the success of Sheffield Directory and the increased accessibility elements of the site and endorse the development of self-assessment.
- Agree to the development of the early help 'Bridging Service' linking First Contact's 'Make A Call - Take A Call' (MACTAC) service to Communities' 'Team Around the Person' (TAP) service, detailed in Appendix 2.
- Note the ongoing development and implementation of Technology Enabled Care (TEC) as a key enabler of our approach.
- Requests that the Strategic Director of Adult Care and Wellbeing provides the Committee with updates on progress against the Delivery Plan on a 6 monthly basis.

Background Papers:

Appendix 1 – Early Intervention and Prevention Delivery Plan

Appendix 2 – Early Help Model

Lead Officer to complete: -		
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.	Finance: Laura Foster
		Legal: Patrick Chisholm
		Equalities & Consultation: Ed Sexton
		Climate: Tim Gollins
	<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>	
2	SLB member who approved submission:	<i>Alexis Chappell</i>
3	Committee Chair consulted:	<i>Councillors Angela Argenzio</i>
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Committee by the SLB member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
	Lead Officer Name: Tim Gollins	Job Title: Assistant Director Access, Mental Health, and wellbeing.
	Date: 20 th October 2023	

1. PROPOSAL

1.1 Committee on 19th December 2022, endorsed the Adults Early Intervention Delivery Plan. In March 2023 further commitments were made to committee on prevention and early intervention. This report updates Committee on progress in relation to these commitments.

1.2 The [Adult Health and Social Care Strategy](#) and accompanying refreshed [Strategy Delivery Plan \(Sept 23\)](#) and [performance framework](#) set out the vision and deliverables for 2022 to 2030 for adult social care. The strategy is called 'Living the life you want to live', and it's about how we work together to help the people of Sheffield to live long, healthy and fulfilled lives.

1.3 Delivery upon the strategy is underpinned by a new operating model – [our future design](#) approved by Committee in November 2022. This operating model set out a shift towards embedding earlier intervention, prevention, and wellbeing across all activities and closer working with our communities across Sheffield. A specific priority (Priority 6) in our Strategic Delivery Plan is focused on early intervention, technology and community resilience.



1.4 This shift towards early intervention and prevention supports delivery of Care Act 2014 duties namely to [promote wellbeing](#), [integrated working](#), [prevent the need for care and support](#) and [provide information and advice](#). Specifically, under the Care Act 2014, Sheffield City Council responsibilities for prevention apply to all adults, including:

- People who do not have any current needs for care and support.
- Adults with needs for care and support, whether their needs are eligible and/or met by the local authority or not.
- Carers, including those who may be about to take on a caring role or who do not currently have any needs for support, and those with needs for support which may not be being met by the local authority or other organisation.

1.5 [The Care and Support Statutory Guidance](#) provides information on how to approach adult prevention and early intervention along with good practice guidance from the [Social Care Institute of Excellence](#) and [ADASS Getting Ready for Assurance](#). The SCIE factsheet is available at Appendix 1 and highlights in particular that “*prevention isn’t a standalone principle, but one which links closely with wellbeing, empowerment, and partnership. It should be an ongoing consideration, rather than something that happens only once before people develop more significant needs. The duty to prevent needs from developing or increasing is distinct from the duty to meet eligible needs*”.

1.6 The good practice guidance from SCIE identifies that local authorities should have prevention arrangements in place, encapsulated in the diagram below.

Figure 1: Prevention in a joined-up local system



1.7 This good practice guidance underpins the adult care operating model implementation and our Adults Early Intervention and Prevention Delivery Plan. The Delivery Plan references the activities underway identified in September 2023 Committee in the Strategy update and in particular focus on our approach to building and working with communities, voluntary sector, leisure, and technology enabled care.

1.8 The performance framework discussed at September 2023 Committee sets out the key measures which will evidence the impact of our strategic, operating model and strategic shifts. This provides a foundation our continuing improvements and developments.

1.9 As highlighted, there is good progress being made in relation to our strategic shift towards early intervention and prevention including delivery of our operating model, which includes:

- Occupational Therapy: Our improvement activity in relation to Equipment and Adaptations set out at Committee today through the Equipment and Adaptations Update Report, including an update to our Criteria so that there is fairness and equity in approach.

- Social Care: Strategic development of enablement focus support to people with a learning disability and older adults through investment in dedicated enablement teams and embedding of strength-based practice, noted in the Recovery Plan and through the Learning Disability Strategy at Committee today.
- Voluntary Sector: Strategic development of Mental Health Prevention Services, noted through the Mental Health update at Committee today.
- Providers: Shift towards an outcome focused and strength-based care and wellbeing service which will be mobilised over next 9 months following agreement at Committee in September 2023.
- Unpaid Carers: Development of support to unpaid carers, evidenced by our delivery plan and increased referrals to the Carers Centre as well as local events such as the Carers Roadshow at Winter Gardens in October 2023.

1.10 Following the update to Committee in March 2023, the focus of this report is on

- Information & Advice and our Self Help Offer - linked to Sheffield Directory, which was launched in January 2023.
- The adult Early Help Offer to support and enable individuals to receive the right intervention at the right time.
- Our Technology Enabled Care (TEC) and Digital Working offer.
- Our enablement offer - High-quality, responsive intermediate care and reablement services to enable people to return to their optimal independence.
- Strategic collaboration through co-producing an adult's early intervention and prevention strategy focused particularly on prevent and delay aspects of the Care Act guidance.

1.11 **Adults Early Intervention and Prevention Strategy and Future Governance.**

1.11.1 The [Adult Care Strategy Living the Life You Want to Live](#) and the new operating model is rooted in developing city-wide partnerships that can tackle inequalities, promote equity, and intervene earlier to promote wellbeing and prevent harm.

1.11.2 The [South Yorkshire Integrated Care Partnership Strategy](#) incorporates a bold ambition to move the health and social care sector more towards prevention and early intervention. This has led to the DASS Sheffield becoming a potential system wide prevention lead along with a Public Health and VCSE Leader.

1.11.3 In Sheffield several strategic developments have led to a collective and collaborative ambition for earlier intervention, prevention and engaging communities through a range of initiatives: City Goals, Council Plan, a refresh of the Sheffield Health and Wellbeing Board Strategy 2019 – 2024,

continued development of the Childrens Early Help Partnership, and a focus on Neighbourhoods through [Sheffield Health and Care Partnership Board Place Plan](#).

1.11.4 At the same time, over the last 6 months the new adult care operating model has been become embedded and with that, the successful recruitment of a Commissioning Manager for Mental Health and Early Intervention has been completed. A post that builds capacity to develop and implement an Adults Prevention Strategy.

1.11.5 To deliver a connected approach across the City towards early intervention and prevention aligned to the local and regional developments and build upon our local partnerships, its planned to:

- Co-design and produce an adult's prevention and early intervention strategy during 2024 as a partnership with colleagues across the City.
- This work will be led by an Adults Early Help Delivery Group chaired by Assistant Director, Access, Mental Health & Wellbeing and Director of Communities.

1.12 Early Intervention and Prevention Delivery Priorities Update – Information and Advice Offer

1.12.1 The information, advice and guidance web site, [Sheffield Directory](#), is proving very successful, key performance data shows 50,000+ website hits every month, a huge growth from just 2000 for the previous site.

1.12.2 The national *Supporting Families Programme* (SFP) has identified Sheffield Directory as an exemplar of good practice, demonstrating the quality of the combined Childrens' and Adults' Information, Advice, and Guidance available to the population.

1.12.3 Specifically, SFP acknowledged the quality of the partnership with the voluntary and community sector in the production and maintenance of the information, advice, and guidance. This is testament to the coproduction work that is associated with the directory, which is systematic and resourced, providing a critical end user perspective on how information is presented.

1.12.4 Sheffield Directory meets [Reach Standards](#)¹. The Reach Standards were developed based on the simple but powerful idea that people with a learning disability and/or autism should be able to live the lives they choose – with the same range of choices, rights and responsibilities as other citizens. Based on these standards the Reach Deck has been applied to the directory which makes sure content meets a standard that is digitally inclusive, so that assurance can be provide that Sheffield Directory is accessible and usable to everyone.

¹ [A-Practical-Guide-to-The-Reach-Standards-2019-compressed-1.pdf \(paradigm-uk.org\)](#)

1.12.5 Sheffield Directory has developed a self-assessment process which can be deployed to enable people making enquiries on the web site to assess themselves in terms of both financial and needs-based eligibility for funded care.

1.12.6 The self-assessment process provides an idea of what charging arrangements and services may be available. The next development is to link this self-assessment to the Liquid Logic portal a 'Autonomy', which will enable people to see a summary of their own care records and submit their self-assessment in preparation for the full-statutory assessment.

1.12.7 The Council's website is being updated, with a dedicated Adult Care and a dedicated Children's Social Care sections under development, expected to go live in December 2023. In the meantime, the Sheffield Directory has been linked to the Housing, Public Health, Social Care sections.

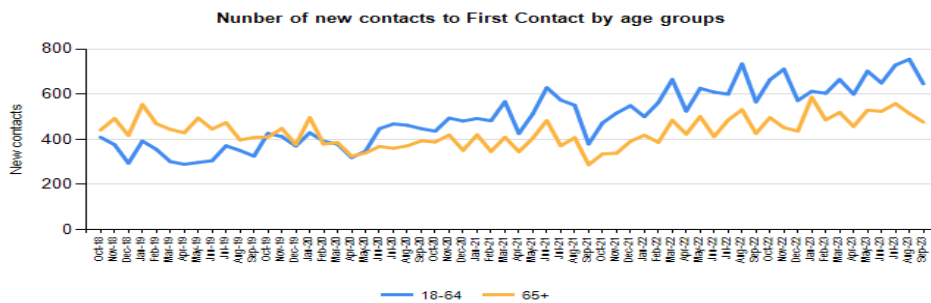
1.13 Early Intervention and Prevention Delivery Priorities Update – Early Help Model.

1.13.1 First Contact acts as the first access point for people wanting to know about adult social care. People who are already known to Adult Care are linked directly to long-term social care teams. The Multi-agency Safeguarding Hub (MASH) was a new development in 2023 which operates as part of the wider First Contact service addressing Safeguarding concerns across the City.

1.13.2 First Contact responds to about 1800 referrals a month and the MASH receives 200 safeguarding enquiries.

1.13.3 In First Contact there are, on average, 250 statutory needs assessments completed a month and of these 80 people (32%) go on to receive long-term care, which means that the team support around 68% people to have the support they need to live independently. In the MASH, there are 40 safeguarding episodes begun a month (a safeguarding episode is where a concern has been received and investigated and there is need for safeguarding actions), which is about 20% of referrals to the MASH.

1.13.4 Over the past five years there has been a circa 46% increase in referrals to first contact.



1.13.5

The review of demand data along with population data in the Joint Strategic Needs Assessment indicates that the contacts to Adult Care will likely continue to increase over the next five years and this demand will continue to increase without new models of early intervention and prevention activity and partnership working.

1.13.6

The development of the MASH and consultation in relation to partner safeguarding responsibilities set out in the Safeguarding update to Committee in September 2023, provides a foundation for a more general multi-agency approach to managing demand for adult social care services. The proposals in Appendix 2 present details of a 'Community Connecting Project' that connects the First Contact service with the Communities Team, and specifically the Team Around the Person (TAP) process.

1.13.7

The purpose of the proposed 'Community Connecting Service' is to enable collaboration between Communities and Adult Social Care to connect and support people in communities across Sheffield. It specifically, targets a group of people who need an ongoing multi-agency response to prevent a crisis and promote the individual's wellbeing, but where there are no social care needs present, and no Safeguarding concerns.

1.13.8

Delivering the proposed multi-agency bridging service enables benefits to be realised, which include:

- Personalised approaches - The right support is matched at the right time to the person. The person can tell their 'story' once rather than reliving trauma over and over as they get passed between organisations.
- Responsivity – The individual experiences a timely response as enquiries and referrals are triaged quicker.
- Collaboration– Integrated and more collaborative approaches are adopted with all involved operating from one system, rather than different systems, to promote and enable information sharing, reduced duplication and collaborative problem solving.
- Shared Accountability - Better communications enables shared accountability with risk understood in a similar way by all agencies. In turn this enables an effective and multi-agency response to, understanding of and prioritisation according to risk.
- Efficiency - Earlier intervention and assessment of unmet needs, with appropriate involvement of all relevant agencies leading to better use of resources. There is significant cost avoidance as multi-disciplinary work will be better coordinated across Communities and their partners.

1.13.9

It is expected that adult care will see a reduction in waiting times for assessments, quicker provision of care and support where it is needed, and a greater focus on active prevention, enablement, and subsequently, a delay in the onset of social care needs.

1.13.10

The Communities Connecting service also provides a platform for developing a broader multi-agency operational model for early help and prevention with colleagues across housing, VCSE, children's services and with our communities.

1.14 Early Intervention and Prevention Delivery Priorities Update – Sheffield's Technology Enabled Care (TEC).

1.14.1 Sheffield hosted a national Technology Enabled Conference and Test of Change Event on Thursday 14th September 2023. The event was attended by over 200 people from across North of England and supported conversations about how Technology can transform our approach to early intervention, wellbeing and promote independence. More information about the outcomes of the event can be found at: - [Sheffield TEC Event \(tunstall.co.uk\)](https://tunstall.co.uk)

1.14.2 The learning from the event and partnership conversations, has informed a transformation programme, which will see the development of a new co-produced TEC Service Delivery Model across health, housing, and social care, that will enable the combination of proactive care, reactive care and in-person care, enabling people to fulfil their potential for independent living. The new service will be available from Winter 2024.

1.14.3 The deployment of smarter digital TEC solutions will support the delivery of proactive and preventative care services, with data captured through passive sensors in people's homes, which monitor both activities of daily living and the environment, such as temperatures, enabling actionable insights to be delivered to frontline health, housing, and social care practitioners. These new connected care solutions support the integration of care services, placing the person at the centre of their care, safeguarding, and enabling early intervention and helping to prevent crisis.

1.14.4 [DORIS care® - Assisted Living \(iotsg.co.uk\)](https://iotsg.co.uk) will be deployed in general needs housing as part of our Early Intervention and Prevention Delivery Plan, aimed at tackling health inequalities, and preventing or delaying the need for more intrusive and costly adult social care services.

1.14.5 The TEC discreetly monitors activity patterns and changes in daily routines that could indicate falls or illness. Simply placed on a kitchen shelf, the DORIS care sensor automatically relays insights and triggers alerts, without any user interaction, delivering peace of mind to vulnerable people living independently, their families, and carers.

2. HOW DOES THIS DECISION CONTRIBUTE

2.1 Early Intervention and prevention, including the proposals and details in this report are core elements of achieving the ambitions outlined in the Adult Social Strategy and future design.

2.2 Proposals support the future design of Adult Social Care (operating model) and, as such, enables removal of avoidable demand and help to ensure an

efficient, effective whole system approach. The design of the new system is rooted in improving the experience of people through the care system and maximising their independence wherever possible.

2.3 These proposals also support a broad range of strategic objectives for the Council and city, and is aligned with existing policies and commitments, including:

- **Safe and well:**

‘I only tell my story once unless there are changes to ‘what matters to me’

- **Aspire and Achieve and Connected and Engaged:**

‘When I need support, it looks at my whole situation, not just the one that might be an issue at the time’.

‘We start with a positive conversation, whatever my age’.

‘I feel that I have a purpose’.

‘I am seen as someone who has something to give, with abilities, not disabilities. I get support to help myself’.

‘I am listened to and heard and treated as an individual’.

‘I know that I have control over my life, which includes planning ahead’.

‘I know that I have some control over my life and that I will be treated with respect’.

‘I know what services are available and can make informed decisions’.

‘I know where to go and get help’.

‘I know what services and opportunities are available in my area’.

‘I can have fun, be active, and be healthy’.

‘I am confident to engage with friends/support services’.

2.4 The information, advice and guidance web site, Sheffield Directory, continues to expand its influence, and meet the standards of digital inclusion, a key corporate and departmental priority.

2.5 The Early Help arrangements will enable a focus in adult social care on enabling people to delay and reduce their social care needs and thereby manage demand, and it will also support a more streamlined partnership approach to meeting non-social care needs via appropriate partners, working together to support individuals in often complex situations. It will enable interventions to me more timely and more impactful.

2.6 The TEC transformation will help to strengthen the Information and Advice offer linked to the Sheffield Directory, through the effective communication of the new TEC services, supporting targeted help and self-assessment, further improving the accessibility and promotion of independence and wellbeing.

3 HAS THERE BEEN ANY CONSULTATION?

3.1 The purpose of this report is to provide an update in relation to early intervention and prevention. Consultation is undertaken during the development of direct activity relating to each project noted in the report.

3.2 An overall approach to coproduction and involvement is also a key element, ensuring that the voice of citizens is integrated into all major developments ahead following on from the Coproduction strategy approved at Committee on 19th December 2022.

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

4.1 Equality Implications

4.1.1 The Council's legal duties under the Equality Act 2010 include having due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations in respect of people's age, disability status, race or other characteristic protected by the Act.

4.1.2 We use Equality Impact Assessments (EIAs) to assess how our functions as a public authority are contributing towards these duties. The Council also requires that we consider additional characteristics and measures, including people who have unpaid caring responsibilities, poverty & financial inclusion, or geographical impact.

4.1.3 Individual EIA's are being carried out for each Early Intervention project. These will be reflected in reports to the policy committee as required.

4.2 Financial and Commercial Implications

4.2.1 The new operating model and shift towards early help and prevention is an important building block of a financially sustainable social care system.

4.2.2 All individual projects will be assessed for their affordability and viability, and any future financial and commercial implications will be reported and recorded as part of the approval process.

4.3 Legal Implications

4.3.1 The core purpose of adult health and social care support is to help people to achieve the outcomes that matter to them in their life. The Care Act 2014 sets the Council's statutory power to direct the provision that:

- promotes wellbeing
- prevents the need for care and support
- protects adults from abuse and neglect (safeguarding)
- promotes health and care integration
- provides information and advice
- promotes diversity and quality.

4.3.2 Beyond the Act itself the obligations on Local Authorities are further set out in the Care Act statutory guidance issued by the government. By virtue of section 78 of the Act, Local Authorities must act within that guidance.

4.3.3 The Care Act Statutory Guidance at paragraph 4.52 requires Local Authorities to:

“... have in place published strategies that include plans that show how their legislative duties, corporate plans, analysis of local needs and requirements (integrated with the Joint Strategic Needs Assessment and Joint Health and Wellbeing Strategy), thorough engagement with people, carers and families, market and supply analysis, market structuring and interventions, resource allocations and procurement and contract management activities translate (now and in future) into appropriate high quality services that deliver identified outcomes for the people in their area and address any identified gaps”.

4.4 Climate Implications

4.4.1 In general, early intervention and prevention is well aligned with minimising carbon footprint - as when done well it reduces or delays long term care, which is far more carbon intensive. This will be better quantified as the more specific design develops.

4.4.2 Sheffield City Council – and its [10 Point Plan for Climate Action](#) – is a partner in the Urgent and Emergency Care Board. We are committed to working with partners aligned with our Net Zero 2030 ambition and where specific procurement/commissioning exercises take place related to care provision we will aim to consider providers approach and performance in terms of managing the climate impacts of the services they provide. This would be done via more detailed CIA's for specific procurements.

4.4.3 Many other partner organisations will also have their own climate strategies. The role of large organisations – who form a big plank of the delivery of this strategy – is important in Sheffield tackling the effects of climate change. The commitments of the 10 Point Plan are also relevant to early intervention and prevention.

4.5 Other Implications

4.5.1 There are no other implications.

5. **ALTERNATIVE OPTIONS CONSIDERED**

5.1 **Do nothing:** It would be possible not to produce a plan in relation to early intervention and prevention – but it would mean any activity would lack focus, coherence, and public accountability.

6. **REASONS FOR RECOMMENDATIONS**

6.1 The proposals represent the best way forward to develop partnerships, deliver effective information, advice, and guidance, and support early intervention and prevention across the city, whilst also enabling delivery of social care resources to the priority areas, and supporting people in the local community.