

Policy Committee Decision Report

Title of Report:	Adults Early Help and Prevention Update
Date of Decision:	30 October 2024
Report To:	Adults Health and Care Policy Committee
Report Of:	Alexis Chappell, Strategic Director Adult Care and Wellbeing
Report Author:	Martin Smith, Assistant Director Transformation and Kelly Kafarski, Assistant Director HomeFirst

Executive Summary:

- 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.

Council Plan outcomes:

[A place where all children belong and all young people can build a successful future](#)
[Great neighbourhoods that people are happy to call home](#)
[People live in caring, engaged communities that value diversity and support wellbeing](#)

Policy Committee remit:

This report is to be considered by the Adults Health and Care Policy Committee as its remit

[Part 3C - 3.3 Matters Delegated to Committees May 2024.pdf \(sheffield.gov.uk\)](#)

Does the report contain confidential or exempt information? No



Recommendations:

It is recommended that the Adults Health and Care Policy Committee:

1. Notes progress in implementing the early help and prevention arrangements to prevent, reduce and delay the onset of social care needs.
2. Endorses that the refresh of the Adults Social Care Strategy Living the Life You Want to Live will continue to encompass and be the adults early help strategy.
3. Agrees to the co-design and co-production of a broad partnership-based Adult's Prevention and Early Intervention Delivery Plan 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.
4. Requests that the Strategic Director Adult Care and Wellbeing provides an update in 6 months on delivery of the programme.

Financial Implications: [No] [Approved by: Laura Foster 21/10/24]

Legal Implications: [No] [Approved by: Legal Officer Patrick Chisholm]

Climate Change Implications: [Yes] CIA [Approved by: Martin Smith]

Equality and Inclusion Implications: [Yes] Initial Equality Impact Assessment Completed: Approved by: Ed Sexton

Background Papers: Not Applicable

Appendices: N/A

1. Background to the issue

- 1.1 Early help and prevention is everybody's responsibility. It is critical to reducing premature mortality, addressing inequalities and improving the quality of life and independence of the people of Sheffield.
- 1.2 The Care Act 2014 set out a vision that the care and support system works to actively promote wellbeing and independence and does not just wait to respond when people reach a crisis point. Due to this, the Care Act 2014 sets out duties on the Local Authority to promote wellbeing, integrated working, provide information and advice and to prevent, reduce and delay the need for care and support.
- 1.3 Specifically, under the Care Act 2014, Sheffield City Council responsibilities for early help and 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.
- 1.4 *"The term 'prevention' or 'preventative' measures can cover many different types of support, services, facilities, or other resources. There is no single definition for what constitutes preventative activity and this can range from wide-scale whole-population measures aimed at promoting health, to more targeted, individual interventions aimed at improving skills or functioning for one person or a particular group or lessening the impact of caring on a carer's health and wellbeing". ([Care Act Statutory Guidance September 2024](#)).*
- 1.5 The Care and Support Statutory Guidance, [Social Care Institute of Excellence \(SCIE\)](#) and [ADASS Getting Ready for Assurance](#) provides good practice guidance on how to approach adult prevention and early intervention.
- 1.6 In particular, SCIE state that a range of options should be considered, and how those different approaches could support the needs of their local communities. SCIE also highlight that prevention is:
 - Not a standalone principle as its encapsulated within a focus on wellbeing, empowerment, and partnership.
 - That it should be an ongoing consideration, rather than something that happens only once before people develop more significant needs.

2. Proposal

- 2.1 Early help and prevention is everyone's responsibility.

- 2.2** Since endorsement of the early help and prevention delivery plan in November 2023, a range of strategies and approaches have been undertaken across the council, health system and partners which is enabling prevention to be seen as a local system wide approach and with that everybody's collective responsibility to promote wellbeing.
- 2.3** Through the Councils Target Operating Model, Council Plan, City Goals and refreshed Health and Wellbeing Board Strategy, these have set out a commitment to act differently together as a City to strengthen and focus on prevention, early identification and help, to improve the wellbeing outcomes of citizens of Sheffield and manage demand.
- 2.4** This approach enables a whole system and whole city approach, recognising the range of partnerships, interdependencies and arrangements required to enable people to live well and independently. In this context, our approach to early help and prevention is being refreshed as set out below.
- 2.5** A specific priority (Priority 6) in our Strategic Delivery Plan is focused on early intervention, technology, and community resilience.
- 2.6 Adults Early Help Strategy**
- 2.6.1** Local Government Association good practice states that Adult Care should have a co-produced strategy which sets out early help and prevention intentions.
- 2.6.2** The [Adult Health and Social Care Strategy](#) and accompanying refreshed delivery plan 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 is about how we work together to help the people of Sheffield to live long, healthy and fulfilled lives. This acts as the Adults Early Help and Prevention Strategy.
- 2.6.3** As set out in the DASS report at Committee on 30th October a refresh of the Adult Care Strategy is underway to consolidate what has been completed to date and to enable focus for social care the next three years and to enable alignment with the [Health & Wellbeing Board Strategy \(Building a Fairer and Healthy Sheffield\)](#), the Council Plan, City Goals and South Yorkshire Integrated Care Partnership Bold Ambitions.
- 2.6.4** The refresh will build on our commitments and developments over the past three years, enabling and promotion a whole system approach to wellbeing, early help and prevention and with that co-producing the key shifts with partners that enable and support Adults to live independently and well in Sheffield and with that live the life they want to live.
- 2.7 Model of Adults Early Help and Prevention**
- 2.7.1** Delivery upon the living the life you want to live strategy is underpinned by a new adults operating model – [our future design](#) approved by Committee in November 2022. This model set out a shift towards embedding earlier intervention, prevention, and wellbeing across all activities, strategies, and closer working with our communities across Sheffield.

2.7.2 As set out previously to Committee, good practice guidance from SCIE identifies that to do these local authorities should have prevention arrangements in place, encapsulated in the model below: -

Figure 1: Prevention in a joined-up local system



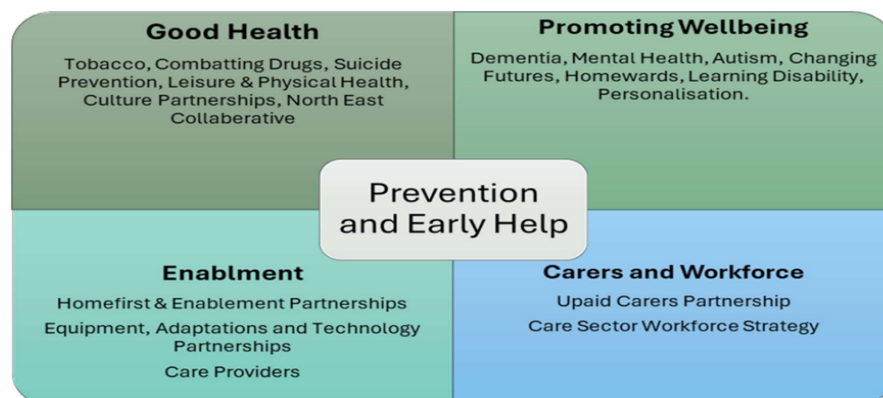
2.7.3 The SCIE model was used as a framework to build our approach to early help and prevention and with that enable and build partnerships across the City which support wellbeing. It provided the foundations for the Adults operating model and is aligned with the ambitions of the Councils Target Operating Model, Council Plan and City Goals.

2.7.4 The Care Quality Commission has also set out quality standards for adult social care as part of the local authority assurance process. In particular it focuses on enablement, intermediate care, occupational therapy and partnerships which promote wellbeing and healthier lives aligned to the Working with People and Providing Support themes and Adult Social Care national outcome measures.

2.7.5 Over the past three years significant progress has been made in implementing the Adults operating model and strategy as previously reported. As set out in the DASS update to committee on 30th October an update on measures and trajectory of performance and outcomes expected over next three years is proposed to support evidence of impact and delivery.

2.7.6 Core to the operating model is our multi-agency city wide partnerships and strategies which promote wellbeing, earlier help and prevention and as part of their strategic delivery. These partnerships and aligned strategies, include the partnerships below. Over the next 3 months, aligned to the refresh of the adult's strategy living the life you want to live and embedding the adults operating model a map of partnerships and strategies will be

finalised. This will also support the prevention approach adopted through the Council's Target Operating Model.



2.8 Leadership and Governance of Adults Early Help Programme

- 2.8.1** As set out to Committee in September 2024, Adults have a new leadership structure and in particular this embeds Director of Operations and Director of Quality, Strategy Delivery and Partnerships.
- 2.8.2** As part of the new leadership structure an Assistant Director focused on HomeFirst, Equipment and Adaptations is in place along with a joint post between the Integrated Care Board and Sheffield City Council, Assistant Director of Transformation is in place and oversees reporting and coordination of the Better Care Fund to the Health and Wellbeing Board and Adults Health and Care Policy Committee. These leadership roles enable a cohesive approach to early help and prevention and enables and further our integration agenda aligned to our joint outcomes encapsulated in the Better Care Fund.
- 2.8.3** To enable an integrated and whole systems approach, leadership of Adults Early Help and Prevention will by undertaken by the Director of Quality, Strategy Delivery and Partnerships, Joint Health and Care Assistant Director Transformation and Assistant Director HomeFirst in going forward, to enable a system leadership approach to adult's early help, prevention and wellbeing working with colleagues across the council and city-wide partnerships.
- 2.8.4** A refresh and review of the Better Care Fund and s75 agreement is underway to enable alignment to local and national priorities. Adult's Early Help programme will also be aligned to the implementation of the refreshed Better Care Fund and s75 agreement. This will enable an integrated and coordinated approach and enable reporting on progress as part of the Better Care Fund and s75 updates to Health and Wellbeing Board, Health and Care Partnership Board, Adults Health and Care Policy Committee and into Future Sheffield as part of our governance and assurance of delivery and impact.

2.8.5 Its aim that by taking a connected and integrated approach will enable delivery on the ambitions of the Care Act set out above and continue to build and enable ownership of wellbeing across the City.

2.9 Prevention - Promotion of Wellbeing and Good Health

2.9.1 Several strategic developments have led to a collective and collaborative ambition for earlier intervention, prevention and empowering communities through a range of initiatives: City Goals, Council Plan, Council Target Operating Model, a refresh of the Sheffield Health and Wellbeing Board Strategy to a 10 year plan, continued development of the Children's Early Help Partnership, the development of the leisure partnerships and new contract in place, and a focus on Neighbourhoods through Sheffield Health and Care Partnership Board Place Plan.

2.9.2 In particular, the Health and Wellbeing Board approved its new long term strategy Fair and Healthy Sheffield Plan and brings city partners together to improve wellbeing outcomes through collaboration. The aim of the Fair and Healthy Sheffield Plan is to close the unfair gaps in length and quality of life by improving the health and wellbeing of those worst off the fastest.

2.9.3 Alongside that, the South Yorkshire Integrated Care Partnership Strategy incorporates a bold ambition to move the health and social care sector more towards more prevention and early intervention and in particular with that promote good health, wellbeing and reduce premature mortality. The prevention activity is focused on four main areas which are smoking, health weight, alcohol and high blood pressure (hypertension) and features a collaborative approach across partners across South Yorkshire.

2.9.4 The Sheffield Section 75 partnership agreement has 9 schemes and 7 programmes (relating to Better Care Fund) and contains several early intervention services and schemes. These include keeping people well in community. Keeping people well in community includes teams such as community support workers, care planning, voluntary and community services and are focused on a range of preventative support in local communities. In addition, active support and recovery in particular focus on reablement and intermediate care as key supports to prevent admission to hospital.

2.9.5 Each the strategic approaches noted above contribute towards prevention agenda and aligned to SCIE model, encompass a focus on community, working with VCSE and a partnership across health, housing, leisure and communities to promote wellbeing. The coordinating place where these are brought together are through the Health and Wellbeing Board Strategy – a Fair and Healthy Sheffield.

2.9.6 To enable alignment and joined up approaches, the refresh and review of the Better Care Fund and Section 75 review will seek to capture the strategic and collective approach to prevention and promotion of good health. This will ensure that prevention and wellbeing outcomes are captured and in doing so can evidence improved population health and wellbeing and with

that the requirements in the Care Act 2014 to 'prevent' the onset of social care needs.

2.10 Delivery Update - Reduce And Delay The Onset Of Social Care Needs.

2.10.1 The adults early help programme has been focused on delivering a greater range of enabling and self-help activities with partners so that we are targeted in the provision of and our use of long-term support for those who need it.

2.10.2 It promotes and emphasize greater independence and choices for individuals and families as well as a more sustainable long term adult social care service. It becomes more sustainable because it sets to reduce the forecasted pressures in relation to growth of long-term support.

2.10.3 There are six main workstreams focused on reducing and delaying the onset of social care needs, as part of our wider early help and prevention approach and delivery on our strategy living the life you want to live. These align to the focus on care providers, social care practice and commissioners noted in the model by SCIE above and to the care act guidance. These are set out below.

Workstream	Update
1. Unpaid Carers	<p>A Carers Delivery Plan and Strategy is in place to support and value the role of unpaid Carers in the City. This is a partnership with the voluntary sector and in particular the Carers Centre.</p> <p>I statements and national outcome reporting highlights that our support to carers is improving, year upon year. To support integrated working, the joint health and care Assistant Director Transformation and director of operations are joint leads in relation to supporting unpaid carers.</p> <p>An update was provided to Committee and Health and Wellbeing Board in March 2024 to promote and raise awareness. The report is here: - Carers Strategy Annual Report March 2024. A further update is planned for February 2025 as part of our annual assurance reporting.</p>
2. Equipment, Adaptations, Occupational Therapy, Equipment and Adaptations	<p>Occupational Therapy, Equipment and Adaptations team work to promote individuals' independence and wellbeing of an individual and help to prevent, delay, or reduce the need for a person to access formal care and support.</p> <p>A launch of the new independent living centre was undertaken in September 2024 along with an approach to waiting well. "A small change made a big difference to me at home' - aids and adaptations changing lives SheffNews."</p> <p>An update was provided to Committee in September 2024, setting out how occupational therapy, equipment and adaptations improvement and recommissioning programmes can support people to live actively, independently and well in Sheffield.</p>

	<p>Assurance is provided to committee as part of 6 monthly reporting on delivery of this workstream.</p> <p>The report is here: - Policy Committee Decision Report Equipment adaptations and technology update.pdf</p>
3. Technology enabled Care	<p>An update was provided to Committee in September 2024, as part of the equipment, adaptations and occupational therapy update noted above.</p> <p>Our priority is to focus our offer to the people of Sheffield to live independently with the assistance of Technology Enabled Care (TEC). TEC can deliver increased quality of life by enabling people to remain or increase independence, live safely and well in their own homes for as long as possible. A joint programme with health has been proposed to enable joined up and integrated approaches across Sheffield.</p> <p>A further update is planned for February 2025 Committee, setting out priorities including proposals for a technology enabled care recommissioning programme and providing a further update in relation to City Wide Care Alarms.</p>
4. HomeFirst	<p>As part of the next step of Adults operating model, short term enablement services have been configured into a new HomeFirst portfolio, with the aim of increasing the number of people who do not require long term support and enabling people to live home independently and well.</p> <p>HomeFirst brings together commissioning, provision and practice related to first contact, short term intervention services, occupational therapy, technology enabled care and equipment and adaptations into one portfolio. It also works with practice development to roll out use of trusted assessors across wider part of adult care. The bridging project noted at Committee in November 2023 is also aligned to HomeFirst programme to support joined up approaches in communities.</p> <p>HomeFirst enables a joined up working and a cohesive approach to early help and prevention across adult care. A launch of the HomeFirst Service is planned for early 2025.</p>
5. Falls Prevention	<p>City Wide Care Alarms responds to 866 call outs a month and of this on average 350 falls a month. Having a care alarm provides reassurance to people and their families that they can stay safe at home. It can allow someone to live independently whilst providing reassurance should an adverse event occur. This means that care packages can be prevented or minimised. This is linked to our commitment to preventing, reducing and delaying needs in line with the Care Act (2014).</p> <p>A test of change was undertaken in 2024 and has demonstrated positive impact. Over the next 6 months its planned to learn from the falls prevention activity and look to consolidate. An update will be provided as part of the 6 monthly equipment, adaptations and occupational therapy update to committee.</p>

<p>6. Promoting independence by providers</p>	<p>The new care and wellbeing service went live on June 2024 and builds an approach in which providers lead and embed outcomes focused and enablement approaches. In addition, our personalisation programme is building an approach towards promoting of choice, control and outcomes and in particular the role of personal assistants in doing this. The Market Sustainability update to Committee on 30th October provides a further update.</p>
--	---

2.10.4 Its proposed to co-design and develop an update to the adults early help programme recognising progress made, the development of partnerships across the City and review of the better care fund.

2.10.5 As part of the performance dashboard, noted at Committee on 30th October as suite of measures are proposed in relation to early help and prevention. As part of the refresh of the early help delivery plan and partnership arrangements, outcomes and measures will be aligned to the workstreams to enable targeted improvement activity, update and assurance to committee.

3. How does this decision contribute to the Council Plan?

3.1 The Early Help programme will actively contribute to this priority by improving early help and prevention regarding beyond the Council’s statutory obligations.

3.2 Enable everyone to feel valued and supported, tackling inequalities, and celebrating the diversity of all our communities. The Programme will support the Council and responds to some actions identified in the Race Equality Plan, ensuring we understand the needs of specific communities and minorities. Its supports the following council outcomes:

- Caring, Engaged Communities- [People live in caring, engaged communities that value diversity and support wellbeing](#)
- Great Neighbourhoods- [Great neighbourhoods that people are happy to call home](#)
- Children and Young People [A place where all children belong and all young people can build a successful future](#)

3.2 People – Prosperity – Planet

3.2.1 The wellbeing of Sheffielders drives the work of the Council. The Council want more people to live long, independent and fulfilling lives free from harm and poverty. The Council will actively engage with residents and community partners to understand the challenges they face and the solutions they want to see, working together to deliver these and facilitating others to take the lead when they are best placed. This proposal supports the triple lock of People, Prosperity, and Planet.

3.3 City Goals

3.3.1 The report and approach contribute to A caring and safe Sheffield, A Sheffield



for all generations and A connected Sheffield and in particular: -

- We have access to the digital and physical infrastructure we need to work together to solve shared problems and make positive and healthy lifestyle choices.
- We support everyone to live with dignity and to age well, with access to leisure activities and control over where and how they receive high-quality health & care services.
- We have diverse and accountable leadership that listens, is trustworthy, effective and inspiring, putting inclusion, expertise and diversity at the heart of decision-making

4. What community or partner engagement has been undertaken and how has it informed the proposal?

- 4.1 A crucial element in the successful promotion of independent living and reablement is the increased involvement in people receiving, and staff directly delivering care, in the development of all key parts of the plan. Throughout the sector, we know that involving and coproducing these makes them more likely to be successful.
- 4.2 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.

5. What alternative options did we consider?

- 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. How has equality, diversity and inclusion been actively considered?

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.

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.

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

7. Financial and Commercial Implications

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

- 7.2 In 24/25, one-off temporary funding was made available to recruit two leads to support the development of Technology Enabled Care. Proposals for further funding are being developed as part of the Business Planning process and are subject to further approval.
- 7.3 All individual projects included within the strategy 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.

8. Legal Implications

- 8.1 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.
- 8.2 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.
- 8.3 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".

9. Climate and Environmental Implications

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. 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. 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.

10. Other implications

There are no other implications.

11. Reasons for decision

- 11.1 The Care Act 2014 set out a vision that the care and support system works to actively promote wellbeing and independence and does not just wait to respond when people reach a crisis point. Due to this, the Care Act 2014 sets out duties on the Local Authority to promote wellbeing, integrated working, provide information and advice and to prevent, reduce and delay the need for care and support.
- 11.2 Agreeing to the co-design and co-production of a broad partnership-based Adult's Prevention and Early Intervention Delivery Plan 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 will provide assurance as to delivery and impact.

This page is intentionally left blank