



Report to Policy Committee

Author/Lead Officer of Report:

Kelly Siddons, Assistant Director Living and Ageing Well,

Report of: Strategic Director Adult Wellbeing and Care

Report to: Adult Health and Social Care Committee

Date of Decision: 20th March 2024

Subject: Early Help and Prevention – Our Occupational Therapy, Equipment and Adapted Housing and City-Wide Care Alarms, Technology Enabled Care Offer 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? (1070)				
Adapted Housing Review 2596 Technology Enabled Care (TEC) Service 2263				
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“The (report/appendix) is not for publication because it contains exempt information under Paragraph (insert relevant paragraph number) of Schedule 12A of the Local Government Act 1972 (as amended).”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:

This report provides an update regards Occupational Therapy, Equipment, Adapted Housing and Technology Enabled Care services and the impact that has been made through the Delivery Plan agreed in November 2022.

This report details the activity underway to achieve an accessible, responsive and outcome focused equipment, adaptations and technology enabled care service.

Recommendations:

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

1. Notes the planned reviews of the Integrated Equipment Loan Services and adapted housing to take place during 2024 – 2025.
2. Approves the updated Equipment and Adaptations Criteria at Appendix 1.
3. Notes the update on the delivery of the Council’s Occupational Therapy and City-Wide Care Alarms Services including development of a falls prevention service as a partnership with Yorkshire Ambulance Service.
4. Note progress in delivering Technology Enabled Care ambitions.
5. Requests that the Strategic Director Adult Care and Wellbeing provides the Committee with updates on progress and outcomes in relation to the performance and financial spend on a six-monthly basis.

Appendices:

Appendix 1 – Equipment and Adaptations Delivery Plan

Appendix 2 – Updated Eligibility Criteria

Appendix 3 – Occupational Therapy Leaflet

Appendix 4 – Falls Prevention Presentation

Lead Officer to complete: -							
1	<table border="1"> <tr> <td rowspan="3">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.</td> <td>Finance: Laura Foster</td> </tr> <tr> <td>Legal: Richard Marik - Solicitor</td> </tr> <tr> <td>Equalities & Consultation: Ed Sexton – Equalities Lead</td> </tr> </table>	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: Richard Marik - Solicitor	Equalities & Consultation: Ed Sexton – Equalities Lead		
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	<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	<table border="1"> <tr> <td>SLB member who approved submission:</td> <td>Alexis Chappell – Strategic Director Adult Care.</td> </tr> <tr> <td>Committee Chair consulted:</td> <td>Councillor - Councillor Angela Argenzio</td> </tr> </table>	SLB member who approved submission:	Alexis Chappell – Strategic Director Adult Care.	Committee Chair consulted:	Councillor - Councillor Angela Argenzio		
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1 PROPOSAL

Background

- 1.1 Promoting and enabling individuals to live independently, safely and well at home is described in our [Adult Health & Social Care Strategy](#) which was approved by the Cooperative Executive on 16th March 2022.
- 1.2 As part of this Strategy and our early help and prevention delivery plan, prevention and early intervention is a key priority and responsibility under the Care Act 2014. Prevention is about actively promoting independence and wellbeing. It also means working with people early when they do need support, reducing needs and delaying a person's situation from getting worse wherever possible.
- 1.3 Technology enabled care, equipment and adaptations and occupational therapy support are key preventative interventions which can enable a person to live a fulfilling life at home and support delivery of our [Early Help Delivery Plan](#) approved at Committee in November 2023 and our ambitions regarding innovation in use of Technology Enabled Care to enable people to live independently and well at home set out in our [Technology Enabled Care Market Shaping Statement](#).
- 1.4 Our priority is to develop an accessible, responsive, and excellent quality Occupational Therapy and Adapted Housing Service as previously set out in reports to Committee. [The Adaptations, Housing and Health Delivery Plan](#) was reported to Committee in November 2022 with further updates in December 2022 and [November 2023](#). This report provides a further update against the delivery plan noted at Appendix 1 with detailed updates throughout the report.
- 1.5 In recognition of the inter connection between Occupational Therapy, Equipment and Technology, Integrated Community Equipment Loan Service (ICELS), Adaptations and Technology Enabled Care to have been brought together into a cohesive update and will form a joint update as a key workstream in our early help approach in going forward.
- 1.6 Good progress has been made and in particular, this report provides a dedicated update regards the Integrated Community Equipment Loan Service (ICELS), Adaptations and Technology Enabled Care.
- 1.7 **Integrated Community Equipment Loan Service (ICELSS)**
 - 1.7.1 The Integrated Community Equipment Loan Service Sheffield (ICELSS) facilitates the procurement, storing, ordering distribution, loaning, servicing, collecting, decontamination, repair, refurbishment and reuse or recycling of medical equipment to promote independence and keep people safe and well in their homes, including supplying some minor adaptations and complex respiratory consumables.

- 1.7.2 The ICELSS was set up in March 2020 to provide equipment on behalf of the Council and Integrated Care Board (ICB). The Contract was awarded to Medequip which commenced on 1st October 2020 on a 5-year contract, scheduled to expire on 1st October 2025, with an option to extend to 1st October 2027.
- 1.7.3 To prepare for contract expiration and inform next steps, a joint review of the joint equipment provision and model of delivery as a partnership between Sheffield City Council and South Yorkshire Integrated Care Board (SYICB) is underway following on from noting this action in update to Committee in November 2023.
- 1.7.4 Prescriptions for equipment are made by circa 1707 prescribers across Council and NHS, through Occupational Therapists working with Local Authority and NHS, Occupational Therapy Assistants, Social Care Practitioners and Nurses. To support the review of ICELSS and enable individuals and carers to experience joined up care, a review of prescribing of equipment is underway in relation to building opportunities for building prescribing capacity through developing Trusted Assessors across health and social care as well as shared practice guidance and workforce development.
- 1.7.5 By taking a partnership approach across health and care, with practitioners and with Medequip, this will enable a holistic review and with that promote improved outcomes for individuals and opportunities for best value.
- 1.7.6 Leadership for the review is through Principal Occupational Therapist and Assistant Director Integration and Partnerships and Assistant Director for Living and Ageing Well and further updates will be brought forward in 2024 based on outcome of learning from the review.

1.8 Use of the Disabled Facilities Grant and Adapted Housing

- 1.8.1 The Council's Adult Care and Wellbeing service administers and delivers the Disabled Facilities Grant (DFG) in line with the [Private Sector Housing Assistance Policy](#), agreed in January 2020. The DFG is provided from Central Government and is ringfenced to fund equipment and adaptations identified by Occupational Therapists for people and children living in their own occupied, private rented or registered provider homes.
- 1.8.2 Equipment and adaptations enabled people to live independently and well in their own homes. Due to this, it's been important that we can deliver accessible, quality provision. Over the past 12 months, the service has approved 354 adaptations grants and delivered 701 Adaptations.
- 1.8.3 As a follow up to the Equipment and Adaptations report in November 2023 the following has been completed to maximise usage of the DFG: -
- ✓ A standard operating procedure which sets out that all requests for use of the mandatory DFG grant for major adaptations which will be over £50k are subject to approval by Strategic Director and

Operations Director based on business case. This will be fully implemented for the new financial year, with reporting as part of the six-monthly updates to Committee for Scrutiny and assurance.

- ✓ A standard operating procedure which sets out use of discretionary payments, systems, and processes to maximise use of grant. This will be fully implemented for the new financial year, with reporting as part of the six-monthly updates to Committee for Scrutiny and assurance.

- 1.8.4 In addition, a further review of the eligibility criteria for Equipment and Adaptations has been undertaken aligned to our focus on early and prevention and to ensure equitability and transparency in provision of adaptations. The eligibility criteria has been updated to clarify Care Act requirements in relation to provision of Equipment and Adaptations, to change wording from exclusions to notes, to reflect our focus on personalisation.
- 1.8.5 As a key next step, the Principal Occupational Therapist will lead a working group with people with a disability and carers to ensure the Criteria and our approaches and practice regards the provision of equipment are personalised and promote independence. It is therefore proposed that the updated eligibility criteria set out in Appendix 2 are approved today.
- 1.8.6 It is aimed that this guidance and criteria will support consistency, fairness, and equity in provision of equipment and adaptations across all tenures. Implementation of the Criteria will take place during March to October 2024 through dedicated practice and workshop sessions with practitioners and partners.
- 1.8.7 Alongside the support offered through the DFG to owner occupied and private tenants, Occupational Therapy also makes separate recommendations to the Council's Housing Services for adaptations to individuals living within Council tenancies. Adaptations in Council tenancies are funded through the Housing Revenue Account.
- 1.8.8 During 2023 – 2024, 502 recommendations were made by Occupational Therapists to the Council's Housing Services to enable individuals to receive adaptations to their homes. As a partnership with the Council's Housing Services a project is underway to streamline systems and processes, procurement routes and options for individuals so that individuals and unpaid carers have positive experiences of a request for an adaptation, no matter the tenure.
- 1.8.9 Leadership for the implementation of DFG guidance, Criteria and Adapted Housing project is through Service Manager Occupational Therapy and Assistant Director Living and Ageing Well and Director for Housing further updates will be brought forward in 2024 based on outcome of learning from the review.

1.9 Occupational Therapy Update

1.9.1 The Adults Occupational Therapy team complete work under the remit of *The Care Act 2014* to promote the independence and *wellbeing* of an individual and help to *prevent, delay, or reduce* the need for a person to access formal care and support. A leaflet has been produced to provide an overview of what the service offers. The leaflet is attached at Appendix 3 for noting and will be published on the Sheffield Directory and Council website.

1.9.2 The ongoing development of Occupational Therapy and provision of equipment and adaptations are key in enabling the people of Sheffield to be as independent as possible and less reliant on formal services.

1.9.3 Over the past 2 years we have reduced waits from a baseline of 2900 people waiting for over 8 months to a current position of just over 1100 people waiting for an assessment. This is despite a 102% increase in demand as set out to Committee in November 2023. The service has in the last year, prescribed and provided 117,187 pieces of equipment.

1.9.4 To reach our goal of delivering assessments within 28 days in 2024/25, the service is:

- Launching an assessment clinic in May 2024 providing people with low level equipment, minor adaptations, and some non-complex major adaptations in a timely way. Operating 5 days per week this will enable more people to be seen in an accessible setting offering an Independent Living approach to meeting the persons needs sooner.
- Redeveloping our facilities at Manor to enable development of an independent living centre and training facilities for our workforce development.
- Building development of Trusted Assessors aligned to our strategic developments to build capacity for prescription of Equipment and Adaptations.

1.9.5

To enable a sustainable model of working and foundations for innovative approaches to early help and enablement, the service is undertaking workforce planning and development. Further updates will be provided in next update in September 2024.

1.9.6

Leadership is through Service Manager Occupational Therapy and Assistant Director Living and Ageing Well and Director for Housing further updates will be brought forward in 2024 based on outcome of learning from the review.

1.10 City Wide Care Alarms Service

1.10.1 The Council's Emergency Care Alarm Service allows people to get help when they are in difficulty. It helps people to remain safe, secure, and

independent in and around their homes. Our service provides individuals, family, and carers reassurance that if there is a problem, help is available 24 hours a day, every day.

- 1.10.2 Anyone aged 18 or over who lives in Sheffield can use the service. This includes older people, people who live alone, people who have recently left hospital, people with a disability and people with medical conditions.
- 1.10.3 The City Care Alarm Service continues to be rated Good by CQC and at present supports around 8,107 people annually. The service continues to have a no wait position with people being offered supported within one week of referral.
- 1.10.4 The Service has developed an innovative project with Yorkshire Ambulance Service which focused on emergency response and falls prevention. The service provides a non-urgent but rapid response to people who have fallen in their own homes and requiring assistance.
- 1.10.5 The scheme and the interventions aim to reduce the unnecessary conveyance and admission to hospital for non-urgent treatment and by default is reducing the need for admission and subsequent discharge.
- 1.10.6 The programme continues to receive positive feedback and in particular was highlighted as a good practice and innovation at a recent Yorkshire and Humber Better Care Fund event. Attached at Appendix 4 is the presentation on the programme.
- 1.10.7 As at month 9, City-Wide Care Alarms had a £0.5million pressure. This results from a combination of DFG funding no longer being available to fund the service, as well as increased costs as the service moves from analogue to digital in early 2024. The service also has a customer debt of just over £250,000.

1.11 Technology Enabled Care

- 1.11.1 We continue to focus on our offer to the people of Sheffield in terms of supporting people to live independently with the assistance of Technology Enabled Care (TEC). We know that 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. It can also prevent hospital admissions and the requirement for long term care.
- 1.11.2 Our Adult Health and Social Care Digital Strategy Delivery Plan and Technology Enabled Care (TEC) Market Statement was presented at the Adult Health and Social Care Policy Committee in February 2023 and sets out our ambition and approach. The last twelve months has seen some early key developments which all very much support our future ambitions for TEC across Sheffield. These include: -
 - ✓ Our new Care and Wellbeing Service which replaces current home care services will go live on the 3 June 2024, and requires all 14

external providers delivering care and wellbeing services to be digitally mature. All providers [will] have Digital Care Planning which improves the quality of services including communication with people in receipt of care and their families and delivers greater transparency and accountability.

- ✓ Our new Care and Wellbeing Service external providers are contracted to collaborate with the Council to support the development of TEC services for the benefit of people in receipt of care. We will be targeting workforce development activities at all providers to ensure that they have the necessary knowledge and skills to support TEC.
- ✓ We have collaborated with a wide range of stakeholders including Healthwatch, citizens of Sheffield, people with lived experience and people in receipt of care to co-produce a new TEC Service Delivery Model for the City with the aim of supporting the operationalising of our Adult Social Care Strategy Living the Life you want to Live to deliver the best possible outcomes for people in receipt of care.
- ✓ We are working with Sheffield Hallam University to deliver TEC learning in collaboration with the TEC Services Association aimed at our existing health and social care practitioners as well as people undertaking qualifications across health and social care at the University. These developments which will run from July 2024 to September 2025 will include a collaboration with a TEC Smart House in the Campus of the University for learners to visit to see TEC in action.

1.11.3 An update on our developments was presented to Committee in December 2023 and over next 6 months our plan is to organise a follow up Market Event focusing on innovation in use of Technology Enabled Care to explore further tests of change which can enable people to live the life they want to live.

2 HOW IS THIS WORK CONTRIBUTING?

2.1 This work contributes to the Safe and Well and Active and Independent Outcomes that are set out in the Adult Care Strategy in several ways.

- Equipment and Adaptations delivers 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, plus helping to prevent hospital admissions and long-term care.
- Thriving neighbourhoods and communities as more disabled people will be able to maintain living in their own home and participate more fully in their communities.
- Better health and wellbeing as more disabled people will have the Adaptations equipment and/or assistive technology to maintain their independence and prevent ill health.
- Tackling inequalities as more disabled people can utilise Adaptations equipment and/or assistive technology to overcome obstacles and achieve their potential.

2.2

The plan also supports a broad range of strategic objectives for the Council and City, and is aligned with existing policies and commitments, including: -

- [The City Goals](#): - A Creative & Entrepreneurial Sheffield, A Sheffield of thriving communities, A connected Sheffield, A Caring and Safe Sheffield, A Sheffield for All Generations
- [The Council Plan](#): *Outcome 3: People live in caring, engaged communities that value diversity and support wellbeing; Outcome 4: A creative and prosperous city full of culture, learning, and innovation.*
- *Our new ASC Operating Model* - this aligns to that new arrangement by reimagining a living and ageing well service.
- *Adult Care Workforce Development Strategy*¹²: a vision of 'developing our people in a joined-up way to deliver holistic, person-centred and integrated care'.

3. HAS THERE BEEN ANY CONSULTATION?

3.1 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.

3.2 This paper sets out the planned reviews to take place of ICELSS, Equipment, Adaptations Services and a Criteria. As part of the reviews, views of individuals with a disability will be sought and any future proposed models codesigned so that our approaches are inclusive and are representative of individuals views and choices, including our development of a disability friendly city.

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

4.1 Equality Implications

4.1.1 As a Public Authority, we have legal requirements under the Equality Act 2010, collectively referred to as the 'general duties to promote equality'. Section 149(1) contains the Public Sector Equality Duty, under which public authorities must, in the exercise of their functions, have due regard to the need to:

1. eliminate discrimination, harassment, victimisation, and any other conduct that is connected to protected characteristics and prohibited by or under this Act.
2. advance equality of opportunity between those who share a relevant protected characteristic and those who do not.
3. foster good relations between those who share a relevant protected characteristic and those who do not.

4.1.2 The proposal described in this report is consistent with those requirements. It aims to develop a more efficient and person-centred approach and, as referenced in the Consultation section above, to ensure citizens' voices and experiences help to inform and develop the future models. A full EIA will be undertaken in response to each development so that the EIA informs the future models. (Completed EIAs on Adapted Housing and Technology Enabled Care are referenced above).

4.2 Financial and Commercial Implications

4.2.1 For 23/24, the budget for the Equipment Contract with Medequip is made up of £2.5m NHS SY ICB funding, £1.22m SCC funding and up to £2.04m of refund income for items of equipment which have been returned.

4.2.2 The budget is a risk share budget with the NHS SY ICB picking up 67% of costs and SCC picking up the remaining 33%.

4.2.3 At month 9, SCC is forecast to be £322k overspent. The forecast position includes £195k of Discharge Funding to support express delivery of equipment to enable faster discharge.

4.2.4 The total amount of Disabled Facilities Grant available is £6.2m this is made up of £0.65m b/f from 22/23, the 23/24 annual allocation from central government of £5.1m, plus an additional £0.5m announced this summer.

4.2.5 The current forecast outturn against the £6.2m budget is £6.1m which will leave £0.1m to be carried forwards to 24/25.

4.2.6 There is already £3.4m of work identified to be funded by DFG in 2024/25. The current trend is for new requests for work to be received at a rate of £400k per month. If this level of demand continues, and stairlifts continue to be delivered in advance of the statutory 12-month timescale, then the forecast total costs to DFG (including staffing recharges) will be £6.2m. If, as expected, funding from Central Government remains static at £5.1m, this creates a £1m pressure. This can be managed through the utilisation of a historic one-off social care capital grant, but should this level of demand continue and Central Government resources not increase, this will create a pressure from 25/26.

4.3 Legal Implications

4.3.1 Under the Care Act 2014, the Council has a duty to meet the eligible needs of those in its area. As part of this duty, the Council must set out and provide information about eligibility so that individuals and carers know what support is available to them.

4.3.2 Adult health and social care eligibility criteria is set out in the Care and Support (Eligibility Criteria) Regulations 2015 (the 'Eligibility Regulations').

To be eligible to receive social care support, individuals need will be assessed against the criteria set out in the 2015 Regulations.

4.3.3

The Council must also act in accordance with the Care Act statutory guidance issued by the government. By virtue of section 78 of the Care Act 2014, Local Authorities must act within that guidance.

4.3.4

Provided the suggested amendments to the eligibility criteria are in accordance with the 2015 Regulations and government guidance, these shall go some way to discharging the Council's statutory duties.

4.3.5

The proposals set out in this report will also assist the Council in meeting its statutory duty under the Housing Grants, Construction and Regeneration Act 1996.

4.3.6

The Adult Health and Social Care Policy Committee approved the establishment of a fund and its criteria under which individual grants are given on 16 November 2022 as part of the DFG scheme.

4.3.7

This report proposes a change to these criteria and the Council's constitution provides at Part 3, para 3.3, that authority to approve eligibility criteria for grants and loans forming part of a fund in excess of £100,000, is reserved to committees.

4.3.8

There are no direct legal implications arising from the remainder of this report.

4.4 Climate Implications

4.4.1

The review the equipment contract and adaptations reviews will include a review of how we increase recycling of equipment and adaptations which will in turn reduce landfill and waste and in particular ensure effective business continuity plans are in place to ensure a response to impacts of climate change. This will in turn support implementation of the Climate Statement agreed at Committee in January 2024.

4.5 Other Implications

4.5.1

From 2008-09 the scope for use of DFG funding was widened to support any Council expenditure incurred under the Regulatory Reform (Housing Assistance) (England and Wales) Order 2002 (RRO). Article 3 of the RRO enables housing authorities to give discretionary assistance, in any form, (e.g., grant, loan or equity release) for the purpose of improving living conditions, allowing the Council to use DFG funding for wider purposes which may be more appropriate for individuals than mandatory DFG allows.

4.5.2

This provides an opportunity for a more flexible use of the DFG fund to address issues on a wider preventative basis which cannot be covered using the mandatory scheme. However, under the RRO, any new forms of assistance must be set out in an approved policy. The Council Assistance

Policy sets out all the forms of assistance it provides under the RRO. Therefore, any assistance using DFG funding will need to be set out in the Assistance Policy.

5. ALTERNATIVE OPTIONS CONSIDERED

5.1 The alternative options considered were:

5.2 Don't complete a delivery plan for equipment and adaptations performance and financial recovery. This would not provide the assurances required to ensure that we are striving towards a high performing and financially sustainable service.

6. REASONS FOR RECOMMENDATIONS and ONGOING APPROACH

6.1 The performance updates and focused delivery plan gives a structured approach to the promotion of independent living as well as how the service is addressing waiting lists and impact of the pandemic. It will also provide greater accountability and transparency of how we will do this.

6.2 Asking for regular updates and refreshes of the plan will keep the Committee, wider stakeholders, and the public the ability to hold the Council to account for progress and provide an additional mechanism to input to future development.