



Report to Policy Committee

Author/Lead Officer of Report:

Alexis Chappell, Strategic Director Adult Care and Wellbeing

Report of: Strategic Director of Adult Care and Wellbeing

Report to: Adult Health & Social Care Policy Committee

Date of Decision: 31st January 2024

Subject: Adult Health & Social Care Target Operating Model and Partnerships Model 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? 1148				
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“The (report/appendix) is not for publication because it contains exempt information under Paragraph (insert relevant paragraph number) of Schedule 12A of the Local Government Act 1972 (as amended).”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:

Sheffield’s [Adult Health & Social Care Strategy](#) was approved by the Co-operative Executive on 16th March 2022. The Strategy was developed through significant co-production and formal consultation, involving people receiving services, carers, providers, partners, and our social care workforce across the sector. An operating model to deliver on the strategy was subsequently approved by the Adult Care Policy Committee in November 2022.

This paper provides a further scheduled update, aligned to our cycle of assurance, setting out our delivery progress in relation to our Target Operating Model and the next steps for implementation in 2024 to 2025.

Recommendations:

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

1. Endorses progress in delivering upon the Adult Care Strategy.
2. Endorses progress in delivering the Target Operating Model
3. Requests that the Strategic Director Adult Care and Wellbeing provides an update in six months as part of the DASS and Strategy Delivery Updates

Background Papers:

None

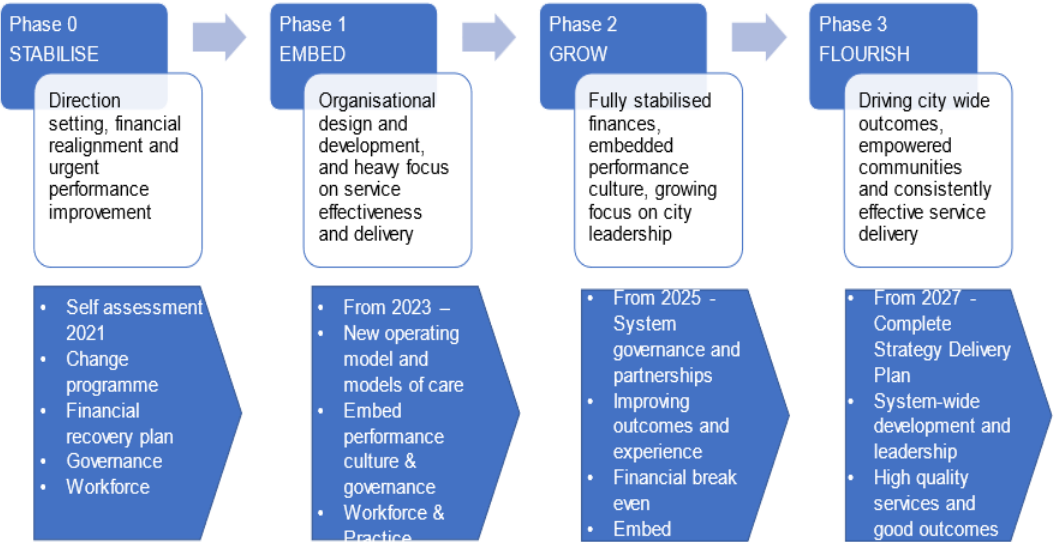
Lead Officer to complete: -		
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.	Finance: Laura Foster
		Legal: Patrick Chisholm
		Equalities & Consultation: Ed Sexton
		Climate: Alexis Chappell
	<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>Councillor 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: Alexis Chappell	Job Title: Strategic Director Adult Care and Wellbeing
	Date: 11th January 2024	

1 PROPOSAL

- 1.1 Sheffield's [Adult Health & Social Care Strategy](#) was approved by the Cooperative Executive on 16th March 2022. The Strategy was developed through significant co-production and formal consultation, involving people receiving services, carers, providers, partners, and workforce across the sector and sets our vision and approach to enable people of Sheffield to live the life they want to live.
- 1.2 The strategy focuses on five outcomes and makes six commitments as the guiding principles we will follow to deliver upon the outcomes. By focusing on delivery of outcomes and working in this way, we want to achieve positive experiences and outcomes through excellent quality social work and social care in the city for citizens of Sheffield.
- 1.3 Delivery upon our strategy has been taken forward through development and implementation of our delivery programme implemented in June 2021 in response to a self-assessment completed in early 2021. This in turn enabled development and implementation of a new operating model, approved in November 2022 and through our [Adult Health and Social Care Strategy Delivery Plan](#). Updates regards implementation of the model and Strategy delivery plan were provided throughout 2023.
- 1.4 Alongside the delivery upon the Strategy, the One Year Plan and the subsequent [Council Delivery Plan](#), Council Plan, City Goals and Budget Programmes set out milestones and deliverables to achieve the Council's and City priorities. Alongside that the CQC Assurance Framework, key policy directives for social care and further learning from individuals, carers, workforce, Members, and partners set out areas of priority. Due to this, an updated Adult Care Strategy Delivery Plan and accompanying Performance Dashboard were endorsed by Members in 2023. It's planned to bring the final version of the Strategy Delivery Plan to Committee in 2024, which will set out proposed priorities for 2024 to 2026 based on outcome of further engagement, listening and consultation.
- 1.5 Key to delivery on the Strategy and with that improved outcomes and experiences of adults and unpaid carers in the City has been creating the conditions for delivery through implementation of our [Target Operating Model](#), approved in November 2022. The Target Operating Model is depicted below and sets out an ambition that the majority of people supported will be through earlier intervention and prevention with enablers through our partnerships, workforce development, technology enabled care and outcome focused practice and commissioning.



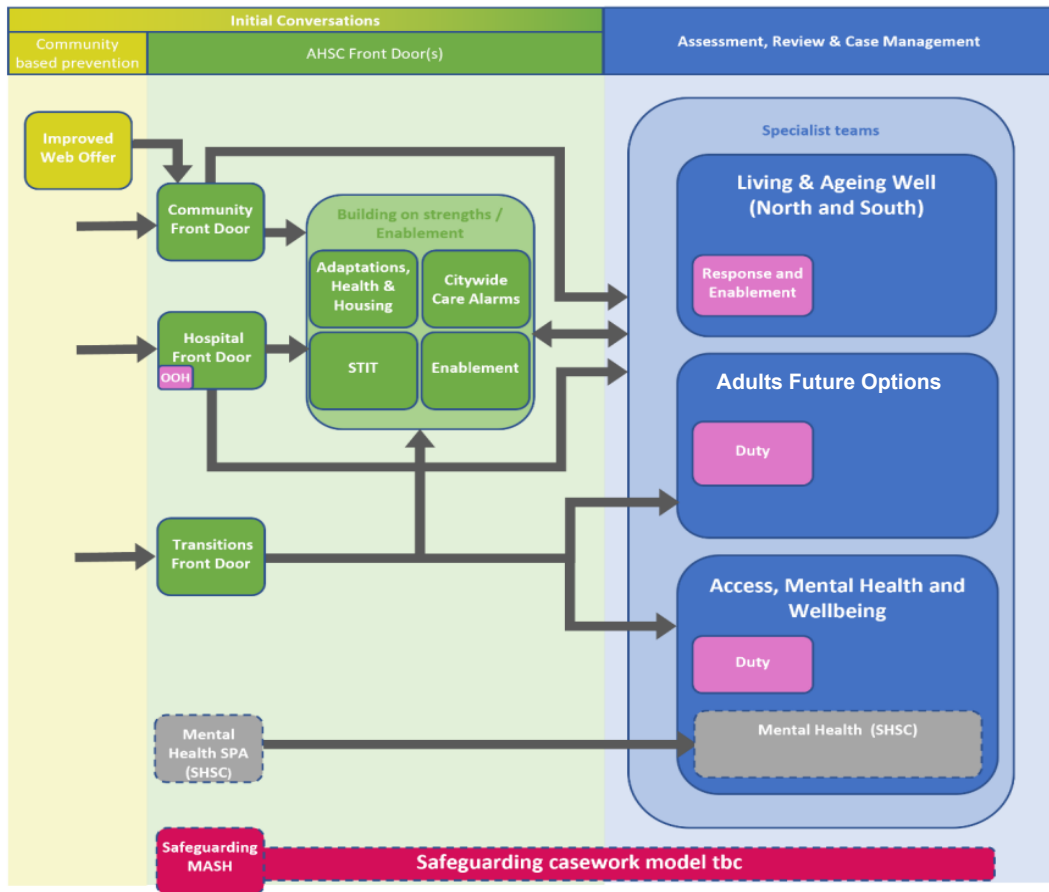
- 1.6 Investment has been made in a new leadership structure and team to enable delivery on our enablers, operational services, and strategic delivery programmes, all of which has been noted in specific committee reports. In particular this has led to the development of operational services and strategic and governance services. An update in relation to both is noted below.
- 1.7 A phased programme of delivery was noted to Committee and Members which mirrored that of the Council programme. As we start and move into 2024, the ambition is to move to embed our developments throughout this year, which includes building the further foundations for realising our strategic ambitions.



1.8 Phase 1 Target Operating Model (TOM) Implementation Update – Wellbeing Services

- 1.8.1 Phase 1 of the Target Operating Model was prioritised between 2021 and 2023 and this included implementation of the enablers noted at section 1.8, new leadership structure and addressing areas of performance risks. The progress in delivery of performance improvements has been noted to Committee through the DASS and Strategy updates and in particular Performance Dashboard.
- 1.8.2 In particular phase 1 has seen the implementation of a new operational operating model which moved towards specialist long term assessment, review, and case management teams (noted in blue in the diagram below), an Adult Multi-Agency Screening Hub (noted in red in the diagram below), a Transitions and Hospital Front Door (noted in Green Below) and an improved Web Offer (Sheffield Directory) (noted in yellow below).
- 1.8.3 Of note this has also included the development of a dedicated Care Home Team (Located in Living & Ageing Well) to enable greater focus and support to people living in residential care, dedicated Continuing Healthcare Team (located in Adults Future Options), early help bridging services located in Access, Mental Health and Wellbeing and Direct Payments Review Service located in our Commissioning Service. It also saw the transfer of Mental Health Social Work Services to Adult Care in April 2023 following approval to return in April 2022.
- 1.8.4 This aspect of the model in particular enables delivery on our statutory duties, regulation and assurance set out by the [CQC Assurance Framework](#) and a framework for building community connected adult care provision focused on wellbeing and independent living.

1.8.5



1.8.6 Each of the developments have been reported to Committee ([Transitions Update Sept 23](#); [Safeguarding Update Sept 23](#); [Hospital Update June 23](#); [Service Update Dec 23](#); [Mental Health Update Nov 23](#), [Early Help and Information & Advice Nov 23](#)) and align to delivery of our [Care Act 2014 Duties](#) and in particular the Working with People and Ensuring Safety themes of CQC Assurance.

1.8.7 To enable the model to be fully functional, between 2021 and 2023 our focus was on service stabilisation through move to the new structure during 2023, addressing waits and backlogs and building capacity of our team through recruitment described in the workforce update at Committee today. The aim is to reach a position by June 2024 that our teams are staffed and we have responsive, accessible, joined up and high quality services.

1.8.8 To that end, following the update noted in December 2023, our priority for 2024 is to take forward our programmes as a collaborative with individuals, carers, our workforce and in partnership with social care providers, voluntary sector, and system wide partners. Now that the infrastructure and teams are in place, aligned to our priorities identified in our Strategy Delivery Plan this means that in 2025 we can move to Phase 2. These programmes are: -

Programme	Activity
Joined up social care systems and processes	Conclude the social work part of the TOM by ensuring effective and streamlined systems and processes to reduce hand off's and enable individual's and carers to experience joined up support.

Early Help and Short-Term Support (Priority 6 of Strategy Delivery Plan)	Implementation of an early help and short-term enablement service (noted in green) as final phase of the TOM to further promote and develop our approach to early help, enablement, and community asset building and ensure our duties, including regulatory requirements set out by CQC are met.
Living and Ageing Well in Communities Across Sheffield (Priority 7 of Strategy Delivery Plan)	Implementation of an integrated approach in communities around older adults and people living with Dementia to enable a joined-up approach with primary care, housing, voluntary sector and communities so that people only have to tell their story once. This builds on our partnership approach set out in our dementia strategy, prevention of admission and living & ageing well programmes. We now have care & assessment teams, care and wellbeing (homecare) all configured around primary care networks as a foundation for this programme and a joint approach with Yorkshire Ambulance Services to prevent falls.
Disability Friendly City (Adults Future Options) (Priority 8 of Strategy Delivery Plan)	Implementation of inclusive and disability friendly communities focused on strengths, abilities, and wellbeing outcomes . This builds on our partnership approach described in our All Age Autism Strategy, Learning Disability Strategy and Housing with Care Market Position Statement and our focus on delivering a named worker approach, reducing out of area placements, increasing accommodation with care availability in Sheffield and building opportunities for lifelong learning and employment.
Wellbeing, Mental Health and Recovery (Priority 9 of Strategy Delivery Plan)	Implementation of an integrated community based mental health, wellbeing services focused on prevention and recovery. This builds on our partnerships approach described in the All Age Emotional and Mental Health Strategy, Changing Futures Programme, our focus on mental health crisis services and primary and secondary care transformation, building opportunities for lifelong learning and employment.

1.8.9 Delivery on the model will be evidenced through our [performance dashboard](#), the latest of which was reported to Committee in December 2023, feedback from individuals, carers and our workforce and with that increased satisfaction with adult care services and external assurance from regulatory bodies and external accreditors.

1.9 Phase 1 Target Operating Model (TOM) Implementation Update – Our Enabler Services.

1.9.1 Through to organisational changes, Adult Commissioning, Charging and Account Services, Executer Services, Business Support, Business Planning and Better Care Fund were transferred to be in the remit of the Director of Social Services to Adult Social Care in January 2022.

1.9.2 Phase 1 also saw a review of those services and implementation of Care Governance, Chief Social Work Office, Integration of Health and Care (BCF) and Adult Commissioning and Partnerships portfolios as key enablers for delivery on the Strategy and the Target Operating Model. These portfolios provide the governance and infrastructure to ensure our statutory obligations are met particularly in regard to the Providing Support and Leadership Themes of the CQC Assurance.



1.9.3 Progress with our key enablers which enable delivery on the Strategy and Target Operating Model have been reported to Committee during 2022 to 2023 as follows:

All Age Care Group Strategies	Strategic Delivery Plans
<ul style="list-style-type: none"> • All Age Autism Strategy (May 23), • All Age Emotional and Mental Health Strategy (Feb 23), • All Age Carers Strategy Delivery Plan (Dec 22), • All Age Physical Health Strategy (Sept 23) • Learning Disabilities Strategy (Nov 23) 	<ul style="list-style-type: none"> • Co-Production Strategy (Dec 22), • Digital Strategy (Feb 23) and Technology Enabled Care (Nov 22) and December 2023. • Workforce Strategy and Delivery Plan (Mar 23); Update Due Jan 24 • Direct Payments and Personalisation Strategy (Dec 22); Update Jan 24. • Safeguarding Delivery Plan (Sept 23) • Early Intervention Delivery Plan (Nov 23) • Hospital Discharge Delivery Plan (June 23); Update Jan 24 • Commissioning Delivery Plan Dec 23
Care Sector Market Shaping Strategies and Plans	
<ul style="list-style-type: none"> • Adult Care Market Statement (Sept 22), • Housing with Support for Adults with a Learning Disability (Sept 22), • Mental Health (Sept 22), • Residential Care (Feb 22) • Living and Ageing Well (Mar 23) 	
Governance and Performance Frameworks	
Care Governance Strategy Performance Management Framework Quality Matters Framework and Practice Standards Cycle of Assurance	

- 1.9.4 Underpinning all of the developments is a focus on the updated [Strategy Delivery Plan](#) and priorities which were discussed at Committee on [September 2023](#) and [December 2023](#). This provides a framework for our key partnerships and developments. The Delivery Plan is out for consultation, and it's planned to bring the final version to Committee in 2024 for approval.
- 1.9.5 Along with the Strategy Delivery Plan our focus has also been building our communications and engagement with social care providers and voluntary sector and to maintain our [Sheffield Directory](#). A dedicated officer and team are now in place and a communication and engagement plan will also be brought to Committee in March.
- 1.9.6 As we move into 2024 the priority is to now re-establish the Adult Partnerships Board as a way of connecting individuals, carers, social care providers, and partners together to enable delivery on our strategy and targeting operating model in a collaborative way. Now that all enabling officers are in place this will provide the resource to sustain and deliver a partnership approach towards enabling people to [live the life they want to live](#).

2.0 HOW DOES THIS DECISION CONTRIBUTE

2.1 Organisational Strategy

- 2.1.1 Living the life, you want to live – the Adult Social Care Strategy 2022- 2030 drives the implementation of our ambitious plans for social care in Sheffield over the next decade.
- 2.1.2 The strategy provides long-term strategic direction and plan for Adult Social Care which sets out how we will improve lives, outcomes and experiences and adults in Sheffield'. The Target Operating Model and Strategic Delivery Plan update augments this with the detail on how the outcomes were achieved and the model by which it will be delivered.
- 2.1.3 The activity underway in relation to the Target Operating Model enables preparation for CQC Assurance and our focus on financial resilience in particular delivery on our statutory and fiscal duties.
- 2.1.4 The Adult Care Strategy also supports and assists with contribution towards the City Goals and Council Plan. A key focus in 2024 will be supporting their delivery.

2.2 Health & Care System Alignment

- 2.2.1 The overall strategy was developed in alignment with the Joint Health & Wellbeing Strategy (2019-2024), developed by Sheffield Health & Wellbeing Board, our Joint Commissioning Intentions with NHS colleagues as well as the South Yorkshire Integrated Care Partnership Strategic Plan.
- 2.2.2 The update to the Delivery Plan and the accompanying Strategy Delivery Plan refresh 2023 – 2025 continues with this alignment and will be delivered working closely with health partners both on a city and regional basis.

3 HAS THERE BEEN ANY CONSULTATION?

- 3.1 This paper provides an update regards the Target Operating Model implementation. The Target Operating Model and Strategy were established through engagement with our workforce, individuals, carers and system partners. Each key development, including strategic plans noted at section 1.8 had specific engagement and consultation so that our developments are reflective of our learning from feedback and what people told us.

- 3.2 This focus follows from a commitment made that the successful delivery of the strategy is the increased involvement in people receiving, and staff directly delivering care, in the development of all key part of the plan. Throughout the sector, we know that involving and coproducing these makes them more likely to be successful.
- 3.3 To enable this, the governance structures include the voices of those receiving care, carers, partners, and care providers so that we ensure we deliver what matters to people of Sheffield. This includes co-developing a mechanism so that people with lived experience are equal partners in the delivery of our strategic plan, which has been taken forward through our festival of involvement undertaken throughout the summer. In addition, coproduction of our strategies and a focus on learning from feedback, which is at Committee today for endorsement.
- 3.4 It's planned that as we move into 2024 and into phase 2, the focus on coproduction, engagement and listening to individuals, carers, our workforce and partners will be further developed so that they become and embedded and peoples voices are at the centre of driving change.

4 RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

4.1 Equality Implications

- 4.1.1 The strategy and operating model were supported by a comprehensive equality impact assessment, which can be found on the Council website [Our Social Care vision and strategy](#) and Future Design of Social Care.
- 4.1.2 The update today does not alter this assessment, although does add a layer of detail. In the Strategy Delivery Plan Refresh 2023 - 2025 and Safeguarding Delivery Plan presented at Committee in September 2023 and the Equalities, Diversity, Inclusion and Social Justice Delivery Plan presented at Committee in December 2023 is additional focus on ensuring that we have appropriate attention to equality, diversity, and inclusion and a specific equalities statement has included in these reports and plans.
- 4.1.3 Many constituent parts of the Strategy Delivery plan and Target Operating Model will require their own detailed equality impact assessment, which will be completed to inform plans and decision making.

4.2 Financial and Commercial Implications

- 4.2.1 The strategy and operating model were supported by a financial strategy, which can be found on the Council website [Our Adult Social Care vision and strategy \(sheffield.gov.uk\)](#), and is closely aligned with the budget strategy.
- 4.2.2 The additional detail in this update does not alter the assessments. All individual components of the Target Operating Model will be assessed for their financial contribution to this finance strategy and the Council's budget. This will be used to inform both plans and decision-making.

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 The Care Act Statutory Guidance requires at para 4.52 that "... Local authorities should 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.

4.3.3 The Living the life you want to live – Adult Social Care Strategy which was approved in March 2022 set out the high-level strategy to ensure these obligations are met. This report demonstrates how we are already delivering on commitments and sets out a clear plan for 2023 and up to 2030. The Target Operating Model enables delivery upon the Adult Care Strategy and our legal obligations set out in the Care Act.

4.4 Climate Implications

4.4.1 The Adult Social Care Strategy and Delivery Plan makes specific reference to ensuring a focus on Climate Change – both in terms of an ambition to contribute to net zero as well as adapt to climate change.

4.4.2 Elements of the Strategy Delivery Plan with a significant climate impact, have and will continue to complete a detailed climate impact assessment to inform plans and decision making. The elements with the most significant climate impact to date are linked below and information can be seen in Climate Impact Sections of those reports:

- [Supported living, day services and respite care for working age adults](#)
- [Approval of new technology enabled care contract extension and strategy](#)
- [Adults Health and Social Care Digital Strategy](#)
- [Transforming Care Homes for Citizens of Sheffield](#)
- The [Climate Impact Assessment for Recommissioning Homecare Services](#)

4.4.3 A Climate Action Plan and Statement is at Committee in January 2024 as a key foundation for responding to the impacts of Climate Change as well as contributing to delivery of net Zero. It is planned that through implementation of the new operating model and commissioning strategies.

4.5 Other Implications

4.5.1 There are no specific other implications for this report. Any recommendations or activity from the detailed workplans of the strategy will consider potential implications as part of the usual organisational processes as required.

5 ALTERNATIVE OPTIONS CONSIDERED

5.1 Do Not Provide an Update on The Target Operating Model Plan Progress – When the Target Operating Model was approved by Committee in November 2022 the was a

commitment to review the plan regularly and by not reviewing, we would not be meeting that commitment.

- 5.2 A different Target Operating Model - The real options for the delivery plan are around the individual elements, which will be worked through as part of the constituent pieces of work. These will be worked through in different ways, with many of them resulting in their own future reports to the Committee.

6 REASONS FOR RECOMMENDATIONS

6.1 Reasons for Recommendations

- 6.1.1 The Target Operating Model gives a structured approach to delivery of the vision, outcomes and commitments set out in the overall adult care strategy and to providing foundations for sustainable approach to delivery on our Statutory duties and CQC Assurance.
- 6.1.2 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 impact and will provide an additional mechanism to input to future development.

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