



**Oldham**  
Council

## Report to Adult Social Care and Health Scrutiny Board

# Prevention Framework

### **Portfolio Holder:**

Councillor Brownridge, Cabinet Member Health and Social Care

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### **Purpose of the Report**

This report provides an overview of work done to date on the development and implementation of Oldham's Prevention Framework.

### **Executive Summary**

In Summer 2022, it was agreed by the Public Service Reform (PSR) Board that a piece of work should be initiated to develop a whole system shared Prevention Framework for Oldham. During 2023 work was undertaken to develop the Prevention Framework, by a task and finish group comprised of a range of colleagues and partners.

The Prevention Framework document (Appendix 1) is the product of this work, and provides a shared language for prevention in Oldham, a shared vision for what our prevention offer should deliver, and the outcomes it aims to achieve. Alongside the development of the framework work a mapping exercise was undertaken to identify the current services offered at each level of the framework across the local system. That data was then used to consider where there might be gaps or duplication, or aspects of the system which aren't working and the drivers for this.

The mapping demonstrated the significant complexity in the service offer and commissioning. It was recognised that the current service offer does not reflect the framework or principles, in terms of structure, or in the way we work to commission and deliver. It was agreed by PSR Board that there is still work to do to implement the framework, and this should be done by working through existing programme areas, around

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some key identified priorities. This work is now underway and the report provides an update on progress to date.

### **Recommendations**

The Board is asked to note the work done to date on the development of the Prevention Framework. The Board may also wish to consider what more can be done to embed and implement the framework within the delivery of services across Oldham.

## Oldham Prevention Framework

### 1 Context

- 1.1 In Summer 2022, it was agreed by the Public Service Reform (PSR) Board that a piece of work should be initiated to develop a whole system shared Prevention Framework for Oldham. It was evident that the importance of prevention and early intervention is recognised across the system in Oldham. This is demonstrated by the extent to which it is seen as a core part of key strategies, for example; early help demand strategy, adult social care target operating model, place-based integration, primary care population health management, health inequalities plan, poverty strategy. However, these were largely developed separately from each other and although they have a lot of commonalities in intention and approach it is acknowledged that there was not yet a properly coordinated approach.
- 1.2 This is clearly very challenging, as the system is complex and dynamic and the potential scope of early intervention & prevention is huge. This challenge has been identified through previous pieces of work in this area. The Early Intervention & Prevention review in 2019 recommended a reconfiguration of services which has had some benefits but was fairly narrow in focus. AMEO considered this as part of work on adult social care demand and identified a lack of corporate strategic agreement on prevention and recommended a focus on community assets and VCFSE in how we seek to better manage demand. Likewise, the evaluation of the Thriving Communities programme recommended a cross system working group to co-design and co-produce a prevention model for the borough, as this was a gap identified as part of their strategic stakeholder engagement.
- 1.3 The intention of developing a single shared Prevention Framework was to articulate shared objectives and outcomes, ensure prevention is central to everything that we do, and that it is built into spending plans, not to create a standalone strategy. It is also vital that we develop and implement an approach which is consistent and jointly planned in order to:
- Avoid duplication and maximise effective use of resources - building on work already done.
  - Review and make sense of our current early intervention & prevention offer across the system
  - Identify gaps
  - Support investment and commissioning decisions
  - Support a collective approach to deliver enablers, such as workforce development
  - Ensure resident focus and alignment to place-based delivery

The initial scope of the work was to:

- Develop shared language & terminology
- Develop shared objectives & outcomes
- Map current offer and identify gaps across the life course
- Agree plans/approach for:
  - Directory of support/services/resources
  - Workforce development
  - Consideration of prevention in all strategies and plans
  - Future commissioning of VCSE offer and social prescribing
  - Reviewing and re-designing pathways with a focus on prevention & early intervention, informed by intelligence & insight
  - Investment in and commissioning of early intervention services

## 2 Current Position

- 2.1 During 2023 work was undertaken to develop the Prevention Framework, by a task and finish group comprised of colleagues from Adult Social Care, ICS (incl. Primary Care Commissioning), Children’s Services, Education, Communities, VCFSE, Public Health, Customer Services, Housing Strategy and Comms.
- 2.2 The Prevention Framework document (Appendix 1) is the product of this work, and provides a shared language for prevention in Oldham, a shared vision for what our prevention offer should deliver, and the outcomes it aims to achieve.
- 2.3 Alongside the development of the framework work a mapping exercise was undertaken to identify the current services offered at each level of the framework across the local system. This exercised encompassed more than 200 individual services or functions. That data was then used to consider where there might be gaps or duplication, or aspects of the system which aren’t working and the drivers for this. A summary is shown in the table below.

What’s going on?	What do we offer?
Experiencing crisis or complex problems or challenges	<p><b>Intensive support for complex needs</b> e.g. youth services, vulnerable adults, domestic abuse, substance misuse treatment, end of life care, enablement &amp; rehabilitation, homelessness</p> <p><b>Statutory services</b> e.g. children’s &amp; adults’ safeguarding, MASH, youth justice</p> <p><b>Crisis Response</b> e.g. joint crisis response team, emergency services, foodbank, ABEN</p>
Experiencing problems or challenges	<p><b>Bespoke/enhanced support</b> e.g. maternity, 1 to 1 youth work, occupational health</p> <p><b>Specialist Advice &amp; Representation</b> e.g. mediation/dispute resolution, welfare rights, LAC</p> <p><b>Specialist support for specific problems/challenges</b> e.g. NEET, missing from home, substance misuse, domiciliary care, residential homes, tenancy support, enablement &amp; rehabilitation</p> <p><b>Coordinated support</b> e.g. child in need, social prescribing, social care teams, changing futures</p>
Staying well (despite some risks or concerns)	<p><b>Targeted offer within wider service</b> e.g. debt, health visiting, SEND, youth services, leisure</p> <p><b>Targeted support for specific concerns/groups</b> e.g. job seeking, asylum seekers &amp; refugees, weight management, mental health, older people, warm homes</p> <p><b>Coordinated support</b> e.g. team around the family, supported living</p>
Living well	<p><b>Online offer</b> e.g. information, general advice &amp; signposting</p> <p><b>Open access facilities</b> e.g. helpline, libraries, youth centres, parks, leisure centres, pharmacies</p> <p><b>Universal services</b> e.g. health visiting, schools, policing, waste, GPs, housing allocations</p> <p><b>Community offer</b> e.g. community led groups and activities, general advice &amp; support</p>

- 2.4 The mapping demonstrated the significant complexity in service offer and commissioning. Although there are a significant number of services supporting a preventative approach, and achieving positive outcomes for residents, it is challenging to make sense of the offer as whole. Specific issues arising out of this complexity included;

- **More services and investment at complex end**, even where intention is prevention
- **Less investment and capacity in Staying Well and Living Well** mean services are often ‘pulled’ towards more complex work due to demand and root causes remain unaddressed
- **Commissioning is siloed** and piecemeal – filling ‘gaps’ or reducing capacity without understanding of pathways or contribution to shared outcomes
- **Workforce** focus on providing support and dealing with problems rather than enabling people to address issues themselves and reducing need for support, not always a whole person / family approach

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- **Service landscape is difficult to navigate** or communicate (for residents and staff), lots of front doors and gateways, operational integration is not always effective and ICT systems not joined up
  - Recognition of **failure demand** within the system due to complexity of pathways, process and barriers to access, transitions also cause challenges (children's to adults, step-down)

2.5 As a result of the mapping work it was agreed by PSR Board that there is still work to do to embed and implement the principles of the framework, and this should be done by working through existing programme areas. The key areas of focus and progress made are set out below:

- **Increase awareness of Prevention Framework**
  - A final Prevention Framework document has been developed and shared widely through partnership governance, within service specific contexts (e.g. Adult Social Care TOM development, Cost of Living workshops), and via the staff conference. There is good awareness amongst policy and commissioning leads.
- **Pathway Mapping**
  - Priority areas for pathway mapping have been identified – recognising they are interconnected and that shifting the balance of investment into more upstream prevention will have an impact on demand reduction ambitions in other areas.
  - The Initial focus has been around mapping the wellbeing support offer. This work highlighted the challenges around the sustainability of Social Prescribing, and work has been done to identify ongoing funding to maintain the offer. The next stage of this work will be to understand and further develop the links between wellbeing support and other key preventative services within the Adult's TOM, Children's Early Help offer and Primary Care.
  - The framework is also being used to help shape the offer in other areas such as Housing and Financial Support Services.
- **VCFSE Funding Review**
  - Mapping of current funding flowing in to the VCFSE sector from Council has been undertaken, alongside identifying sustainability risks and gaps. Recommendations have been developed for how this investment can best support strategic priorities going forward.
- **Strengthen Interface with Connected Programmes**
  - Management Board workshops have been held which have considered the interface of programmes across the scope of the Transformation Programme, including the role of the Prevention Framework.
- **Service Directory**
  - To be developed as an enabler within the Transformation Programme.
- **Strengths-based Working**
  - Develop a common methodology for delivery of strengths-based working within workforce across the system – this is built into the scope of the place-based integration workforce development programme which is currently underway. A strengths-based training module is being developed for all staff, alongside a more in depth for staff working more intensively with residents.

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### **3 Key Issues for Adult Social Care and Health Scrutiny Board to Discuss**

- 3.1 The Board is asked to note the work done to date on the development of the Prevention Framework. The Board may also wish to consider what more can be done to embed and implement the framework within the delivery of services across Oldham.

### **4. Links to Corporate Outcomes**

- 4.1 The Oldham Prevention Framework is fully in line with the delivery of Corporate Plan objectives of residents first, place-based working, and a preventative approach. It is consistent with the commitment within the Oldham Plan to take a person and community centred approach, that places prevention at the heart of our emerging new model of delivery.

### **5 Consultation**

- 5.1 The Prevention Framework was developed by a task and finish group, made up of a range of Council colleagues and partners (as described above). Since it's development it has been shared with Management Board, PSR Board and at the staff conference as well as in a range of other partnership settings (e.g. Cost of Living workshop, Adults TOM workshop). The document is not intended to be public facing, so no consultation has taken place with residents.

### **6 Appendices**

- 6.1 Oldham Prevention Framework