



Report to Policy Committee

Author/Lead Officer of Report:

Michael Corbishley, Changing Futures Programme Manager

Report of: *Director Adult Health and Social Care*

Report to: *Adult Health and Social Care Policy Committee*

Date of Decision: *16th November 2022*

Subject: *The Sheffield Changing Futures Programme 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?				
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“The (report/appendix) is not for publication because it contains exempt information under Paragraph (insert relevant paragraph number) of Schedule 12A of the Local Government Act 1972 (as amended).”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:

To update members on the progress of Sheffield’s Changing Futures programme.

The programme will transform, over the next 3 years, the support we give to people affected by multiple disadvantages, including being affected by substance misuse, homelessness, domestic violence, crime, and mental illness.

The programme contributes to Commitment 2 and 3 of the Adult Social Care Strategy, to the development of a new operating model for social care and to our new approach to safeguarding.

Recommendations:

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

- Notes progress made with delivery of the Changing Futures Programme.
- Endorses the Changing Futures Delivery Plan.
- Requests that the Director of Adult Health & Social Care provides the Committee with updates on progress against the Delivery Plan on a six-monthly basis.

Background Papers

None

Appendices

Appendix 1 – Changing Futures Theory of Change

Appendix 2 – Changing Futures Delivery Plan

Appendix 3 – Changing Futures Programme Impact Statement

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: <i>Mark Wassell</i>
	Legal: <i>Henry Watmough-Cownie</i>
	Equalities: <i>Ed Sexton</i>
	<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 and Councillor George Lindars Hammond</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: <i>Michael Corbishley</i>
	Job Title: <i>Changing Futures Programme Manager</i>
Date: <i>5/ 11/ 2022</i>	

1. BACKGROUND

- 1.1 In December 2020 the Ministry for Housing, Communities and Local Government (MHCLG) announced a new national fund, Changing Futures, aimed at improving the lives of adults facing multiple disadvantages and the systems and services that support them.
- 1.2 Following a successful Expression of Interest in January 2021, Sheffield worked with key stakeholders across the statutory and voluntary sectors to develop a Changing Futures bid. On 16th July 2021 MHCLG confirmed our bid had been successful and offered a funding award of £3.267m across three years. The Theory of Change and Delivery Programme accepted as part of bid are attached at Appendixes 1 and 2.
- 1.3 In Sheffield, there are estimated to be around 200 people who fit the description of vulnerable adults facing multiple disadvantages (needing support in three or more of the following areas: Substance use, Mental Health, Housing, Criminal Justice, Domestic Abuse).
- 1.4 Whilst there is provision for people in these circumstances in (through independent living schemes for Complex needs, Housing First and the new Home at Last Team (HALT)) there is not enough capacity to provide everyone with the intensive, ongoing and specialist support they require. People are often in touch with lots of different services, as they have many different needs. The current system is often unable to address the needs of an individual person in a holistic, consistent, and collaborative way.
- 1.5 The Changing Futures bid was developed with the intention to act as a change fund for the City, particularly in relation to how we can deliver improved people outcomes for people experiencing multiple disadvantages and enable a greater shift towards prevention of abuse and neglect.
- 1.6 It establishes an opportunity to accelerate and adding capacity to existing work, developing new long term sustainable resources and evidencing effective practice. Collectively this will enhance and improve our system wide approach to supporting this group of people, and ensure the positive impact is felt beyond the three-year funded programme.
- 1.7 The Changing Futures programme has 2 broad aims. Firstly, to provide direct intensive and coordinated support to highly vulnerable people to help them escape the difficult circumstances they find themselves in and move on positively with their lives. Secondly, to change the wider systems and services we have in the city to better help people sooner before their problems get worse and improve the way we support vulnerable people.

1.8 The Programme in consists of several different elements. This includes:

Programme Element	Purpose
Coproduction service and Peer Volunteer Service	to increase the influence of people with lived experience of services and multiple disadvantage, and enable better support of people accessing services and providing a platform for those with lived experience to give something back
A Core delivery team of specialist keyworkers	to engage and coordinate support for 80 people facing multiple disadvantage who have the most complex needs
Enhanced and dedicated specialist resources	to offer new ways of working and reduce waiting times. Main focus is around Mental Health diagnosis, treatment and support but also other healthcare, domestic abuse and housing
Learning and Development	provision to increase the knowledge, skills and capacity across all our services to help people deal with multiple disadvantage and work more effectively
Positive Activities Fund	to increase opportunities for people with multiple disadvantage to engage in activities that are fulfilling and meaningful to support their recovery and enable independence
Data and Systems	to improve ways of recording, sharing and providing access to data. Looking at system wide data solutions that enable prevention and early intervention and help services communicate and collaborate to help people more quickly and effectively
Programme Team inc system change	to ensure effective implementation of the programme, develop and disseminate system learning and help deliver lasting system change

2. PROGRESS TO DATE

2.1 The Programme implementation began in the Autumn of 2021 and is supported by a Governance Board comprised of people with lived experience and partners across health, social work, housing, VCSE, Probation, Police, and non-statutory services across Sheffield.

2.2 The Board is chaired by the Director of Adult Health and Social Care and has been embedded within the Adult Social Care and Housing Strategic Delivery and Change Programmes. It's aimed that this will create the foundations to build long term sustainability for the programme, beyond it's three-year funding, by enabling the approaches, learning and modelling developed from the Changing Futures Programme to be embedded across social care, health and housing governance, operational and strategic arrangements.

2.3 The programme also reports into the Safeguarding Strategic Board and the Drug and Alcohol Strategic Board to enable the Changing Futures Programme to be recognised as a strategic approach which is focused on prevention of abuse and neglect for those experiencing multiple disadvantages.

2.4

A key priority was to demonstrate impact of the programme in improving lives and outcomes of people experiencing multiple disadvantage. To that end, an outcomes framework to enable reporting against outcomes was finalised in May 2022.

2.5

The early indications are that the service has had the following impacts to date:

- Sustained high engagement rates (88%) with a historically hard to engage cohort
- Increased access to and engagement with other mainstream support services
- Increased and faster access to specialist provision such as Occupational Therapy and clinical psychological support
- Improvements in the cohort's basic needs being met (food, healthcare, housing)
- Increased multi agency working to develop collaborative solutions to complex problems

2.6

Following acceptance of the funding, a three-year phased delivery programme was implemented, with the first year focused on implementing the core programme using the funding from MHCLG. Progress has been made as follows:

- Procured our Coproduction and Peer volunteer service which launched in February 2022 and is fully mobilised. South Yorkshire Housing Association and Crisis are the joint delivery partners for this service. This enables the programme to be developed in partnership with people and to build capacity through use of peer volunteers. The programme now has 31 peer volunteers.
- Completed our cohort identification process using a collaborative, cross-sector working group with over 20 organisations involved. This has been flagged by DLUHC as an example of national best practice in identifying need.
- Successfully recruited and inducted the core team who began engaging programme beneficiaries in March 2022. This has included, procuring our psychotherapy support provision with Paradigm Psychological Assessment and Therapy as our delivery partner, procuring our specialist Domestic Violence resource with Cranstoun as our delivery partner, procuring Voluntary Action Sheffield to support with wider VCF engagement in our system change work.
- Procured a Learning and Development service from Project Six to help increase the knowledge, skills, and confidence of staff across the city in supporting adults experiencing multiple disadvantages. Subsequently, a system mapping around Learning and Development and Positive Activities was completed to identify gaps in provision which is helping inform and improve our delivery plans.

- Via CFE Research (a national evaluation partner for the programme) we have completed system mapping around Commissioning, Support Pathways, Learning & Adaption and Workforce Skills. This work is informing our system change delivery plans and the outcomes will be incorporated into the Adult Social Care Target Operating Model to enable long term sustainability of approach in supporting people with multiple disadvantages.
- Started coproduction of our Positive Activities programme, with a joint commission of this provision with the Drug and Alcohol Coordination team, aiming for this service to launch in early 2023.
- Linking in with colleagues in Building Successful Families to work collaboratively on education, training and employment pathways for our cohort; this includes looking at the role of Corporate Social Responsibility in this space.
- Working with colleagues in Sheffield Health and Social Care Trust and from Connecting People, an internationally tested approach to engaging people in meaningful and purposeful activity to see how we can roll this model out in Sheffield

2.7

Co-production has been viewed as core and as a priority for the successful delivery of the programme. To that end, the coproduction and peer volunteer service noted above has quickly connected with existing workstreams across the City with people with lived experience being seen as citizen leaders and equal partners in developing a range of projects, which includes:

- Developing a best practice model for coproduction and peer support, which includes how experts by experience are core to all strategic boards across the City.
- A model for delivery of the Positive Activities fund, this included specific sessions for women and people from ethnic minorities.
- A review of how systems and services work together through system mapping workshops facilitated by CFE Research
- Developing core values and principles for services working with adults experiencing multiple disadvantages.
- Developing a set of standards by which the programme can measure itself against.
- The development of a new women's only temporary accommodation units.
- Establishing a women's only lived experience group in the city to help inform development work around women's support in the city.
- Establishing a BAME lived experience group to help inform support in the city.

2.8 Through the Service, people with lived experience have also taken membership on Sheffield's new citywide Research and Ethics Governance Committee and Sheffield now has 5 expert by experience members in the National Expert Citizens Group, a national co-production service that informs central government policy.

2.9 Future of The Project

2.9.1 Already the project has demonstrated the value of true co-production and partnership working around a common strategic goal. We want to build upon this learning and embed across the City and across Adult Social Care.

2.9.2 The project has already produced good outcomes for people experiencing multiple disadvantage and is enabling learning as to what good looks like in close the gap on inequalities through partnership working. We also want to build on this learning so that this can be cascaded and built upon as we develop our Adult and Housing Target Operating Models.

2.9.3 It's recognised that the funding is short term and so due to this the focus and priority for the next year is to agree as a partnership:

- Learning from the project which can used to develop a What Good Looks Like approach to co-production for use across multiple forums in the City.
- A medium to long term plan which sets out how the Board will sustain its approach to closing gap on inequalities, improving outcomes for people experiencing multiple disadvantages and contributing to safeguarding across the City.
- How learning will be built in and embedded across Adult and Housing Target Operating Models to enable long term sustainability of the approaches.

2.9.4 It's proposed to bring back six-monthly updates on our progress with Changing Futures to the Committee.

3. HOW DOES THIS DECISION CONTRIBUTE?

3.1 Impact on Citizens of Sheffield

3.1.1 The Changing Futures programme will deliver a range of positive outcomes at a system, service and individual level. These outcomes were developed in partnership with key stakeholders and whilst they are primarily focused on improving the lives of adults facing multiple disadvantage, improvements in practice and provision are expected to benefit other cohorts as well.

3.1.2 These outcomes are summarised below:

Area	Outcome Summary
Strategic and System	Improving our understanding of adults facing multiple disadvantage, identifying system barriers and collaboratively developing solutions
Workforce and Development	Trialling new ways of working, testing efficacy and sharing best practice. Improving workforce knowledge, skills and confidence when supporting adults facing multiple disadvantage
Coproduction and Peer Support	Increasing the capacity and resources so that people with lived experience can help design, deliver and evaluate at a strategic and operational level
Data Systems	Improving data recording and information sharing whilst providing greater direct access to those receiving support
Improving operational delivery	Improving the delivery of operational services by collaboratively addressing key fault points (e.g. transitions)
Improving individuals lives	Ensuring that peoples needs are met, that their trust in services increases, their wellbeing and efficacy improves and that they have increased opportunities that reduce their need for formal support services

3.1.3 The full set of intended outcomes are captured within our theories of change and split at a system, service and individual level. These can be found here at Appendix 1.

3.1.4 Across all three levels there are some common thematic benefits:

- Improving access by increasing capacity and navigation, enabling more people to get the help they need when they need it
- A strategic approach to a person-centred, collaborative, joined-up way of working
- Increasing coproduction at all levels
- Improving information sharing
- Workforce development around trauma-informed approaches and knowledge of multiple disadvantage.

3.1.5 The programme itself offers new employment opportunities in the city, both internally within the council and via the services we have and will commission out to providers.

3.2 Adult Social Care Strategy

3.2.1 This proposal supports and links to the commitments stated in the Adult Social Care Strategy, “Living the Life you Want to Live” 2021 in particular

- Commitment 2 - Provide temporary assistance to help people regain some stability and control in their life following ill health or crisis by

ensuring that when individuals are assessed they are given an opportunity to maximise their potential before doing so.

- Commitment 3 - Provide care and support with accommodation where this is needed in a safe and supportive environment that can be called home by offering# a safe and enabling environment which supports their recovery.

The programme also contributes to our ambition towards reducing inequalities across Sheffield.

4. HAS THERE BEEN ANY CONSULTATION?

4.1 During the development of our bid we sought input from a wider range of stakeholders through two online workshops and a number of other conversations. more than 30 partner organisations from statutory, voluntary, community, provider and business sectors provided valuable insights and feedback and helped us build a really strong proposal which helped secure the funding for the City.

4.2 We already had an evidence base about what people experiencing multiple disadvantage wanted and what barriers they faced, which had formed the basis of our EOI. However, we were also able to test out some of our ideas and theory of change with a series of consultation sessions in April 2021, through Zoom meetings and at Cathedral Archer project with people directly experiencing multiple disadvantage.

4.3 A full version of our bid development consultation report can be found at Appendix 4.

4.4 As the programme mobilises we have maintained the approach outlined used during bid development. A multi-agency governance board has been established and a number of multi-agency working groups have been used to progress different elements of the programme. These groups have been operating in an open access and agile manner to facilitate agencies involvement.

4.5 We have maintained our commitment to involving those who use or have recently used services in the city, with lived experience present on our governance board, on our recruitment panels, on our evaluation panels for commercial processes and in the ongoing mobilisation of the wider programme through consultation with lived experience groups in the city.

5. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

5.1 Equality of Opportunity Implications

5.1.1 The proposal is fully consistent with the Council's obligations under the Equality Act (2010). This includes, as set out in the Public Sector Equality

Duty, the requirement for the Council, in the exercise of its functions, to pay due regard to the need to:

- eliminate discrimination, harassment and victimisation
- advance equality of opportunity
- foster good relations

5.1.2 The Changing Futures programme made concerted effort via its cohort identification process to identify, engage and support individuals from normally underrepresented groups.

5.1.3 As a result, the cohort of people being supported is 50% female, versus similar programmes caseloads typically being 10-15% female. 21% of the cohort are from ethnic minorities. 58% are white British versus a city average of 81%. 5% of the cohort are Muslim versus a city average of 6%. 3% of the cohort are LGBTQ versus an estimated city average of 4%. 45% of the cohort have some form of disability versus an estimated city average of around 10%.

5.1.4 An Equality Impact Assessment covering the Programme is being reviewed and updated.

5.2 Financial and Commercial Implications

5.2.1 Changing Futures Programme Grant (£3.267m) Funding Analysis.

- The project is a jointly funded initiative between MHCLG (subsequently renamed the Department for Levelling Up, Housing and Communities (DLUHC)), and The National Lottery Community Fund (TNLCF) and the annual funding allocations and sources are summarised below:

Year 1 (2021/22)– £955,643	DLUHC (S31 Grant /MoU)
Year 2 (2022/23)– £1,243,659	DLUHC (S31 Grant/MoU)
Year 3 (2023/24)– £1,067,698	TNLCF Grant

- The DLUHC Memorandum of Understanding (MoU) is for 2 years and then TNLCF Terms and Conditions will follow at a later date (tbd).

5.3 Legal Implications

5.3.1 Changing Futures enables the Council to deliver upon its legal obligations as follows: -

The Care Act 2014 Section 2(1) - Preventing needs for care and support

- (a) contribute towards preventing or delaying the development by adults in its area of needs for care and support.
- (b) contribute towards preventing or delaying the development by carers in its area of needs for support.

- (c) reduce the needs for care and support of adults in its area.
- (d) reduce the needs for support of carers in its area.

The Care Act 2014 Section 5(1) - Promoting diversity and quality in provision of services

- (a) has a variety of providers to choose from who (taken together) provide a variety of services.
- (b) has a variety of high-quality services to choose from

The Care Act 2014 Section 6(1) - Co-operating generally

- (a) their respective functions relating to adults with needs for care and support,
- (b) their respective functions relating to carers, and
- (c) functions of theirs the exercise of which is relevant to functions referred to in paragraph (a) or (b).

6. ALTERNATIVE OPTIONS CONSIDERED

- 6.1 The Changing Futures programme is part way through delivery and will continue to adapt as it progresses. A key outcome for the programme will be identifying sustainable options for the programme at end of the funding cycle.

7. REASONS FOR RECOMMENDATIONS

- 7.1 The reason for the recommendations is to enable the Committee to be sighted on Changing Futures progress and use of funding provide. In addition to set out plans and an opportunity for Committee to provide advice on the Project.

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