



## Report to Policy Committee

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**Report of:** *Janet Sharpe, Ajman Ali, Joe Horobin, Alexis Chappell*

**Report to:** *Strategy and Resources Policy Committee*

**Date of Decision:** *15<sup>th</sup> March 2023*

**Subject:** ***Updates on the Review of Housing Related Support***

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? <b>1279</b>				
Has appropriate consultation taken place?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
Has a Climate Impact Assessment (CIA) been undertaken?	Yes	<input type="checkbox"/>	No	<input checked="" 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 (<b>report/appendix</b>) is not for publication because it contains exempt information under Paragraph (<b>insert relevant paragraph number</b>) of Schedule 12A of the Local Government Act 1972 (as amended).”</i></p>				

### Purpose of Report:

The report will:

- I. Provide an update on the findings of the Housing Related Support Review project
- II. Describe proposals for the redesign of the provision to better align with strategic priorities delivering better outcomes for customers
- III. Outline the principle and components for the future operating and delivery model that will focus on the positive outcomes, providing Housing support and services that allow individuals to have the support, skills and tools to live independently within their own tenancies

## Recommendations:

It is recommended that the Strategy and Resources Policy Committee:

- Note the recommendations outlined in this report
- Support the development of a Business Case and Implementation Plan, based on the information outlined in this report

## Background Papers:

- Appendix A - Commissioning of Housing Related Support Services, 22 August 2019

Lead Officer to complete:-							
1	<table border="1" style="width: 100%;"> <tr> <td style="width: 50%; vertical-align: top;"> <p>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.</p> </td> <td style="width: 50%; vertical-align: top;"> <p>Finance: Paul Jeffries/Anna Beeby (<i>Finance Manager</i>)</p> <p>Legal: Stephen Tonge (<i>Corporate Governance Lawyer</i>)</p> <p>Equalities &amp; Consultation: Louise Nunn (<i>Equalities and Involvement Officer</i>)</p> <p>Climate: Jessica Rick (<i>Sustainability Programme Officer</i>)</p> </td> </tr> </table>	<p>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.</p>	<p>Finance: Paul Jeffries/Anna Beeby (<i>Finance Manager</i>)</p> <p>Legal: Stephen Tonge (<i>Corporate Governance Lawyer</i>)</p> <p>Equalities &amp; Consultation: Louise Nunn (<i>Equalities and Involvement Officer</i>)</p> <p>Climate: Jessica Rick (<i>Sustainability Programme Officer</i>)</p>				
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## 1. PROPOSAL

### 1.1 Background

For many years the Council has commissioned a range of services which provide accommodation and support for adults, young people and families who are, or who are at risk of homelessness. These services are commissioned and delivered through contracts with a number of external providers, including charities and social landlords.

The services include the main homeless hostels in the city, more specialist services for people with needs around mental health or drug and alcohol support, and dedicated services for families and young people. People who use the services have their rent paid through housing benefit, and the Council pays additional costs for the support delivered to enable people to improve their wellbeing, resolve life challenges and move on to more secure and independent tenancies of their own. Places in the services are allocated through the Council's Housing Support Pathway, following referral and assessment by the Housing Solutions Service.

Over the last 15 years, since the end of a ring-fenced the Government programme called. Supporting People Programme, the resources available for these services has reduced and a number of changes have been made to take into account changing needs and demands. However, a comprehensive review of the Pathway and service provision had not been undertaken.

The mandate for the review of housing-related support was therefore agreed in August 2019 by the People and Place Portfolio Leadership Teams and the Cabinet Members for Health and Social Care and Communities and Housing. The purpose of the review is to continue to plan for and implement a longer-term approach to support vulnerable people who have housing support needs, and specifically plan to meet the following objectives:

- Establish a new strategic approach to the organisation, delivery and commissioning of housing related support as part of wider strategies for early intervention and prevention, care and support, and homelessness prevention and independent living.
- Develop a new delivery model informed by best practice, evidence of need and successful outcomes, developments and responses to the Coronavirus pandemic and the local response, so that services are fit for




the future.

- Ensure Value For Money is achieved in any future model and where possible identify cashable savings with directly or by alleviating pressures on Council budgets.
- Implement new management, delivery and commissioning plans in line with the new strategy and model.
- Establish a governance mechanism to oversee implementation and ensure links with related developments such as the early help review.

## SCOPE

 <p><b>FOCUS</b></p>	<ul style="list-style-type: none"> <li>▪ The project to review housing-related support has now reached the end of its first phase.</li> <li>▪ The review has thus far focussed on commissioned accommodation based supported housing provided on schemes, or within dispersed units, and on developing a future model for these services.</li> </ul>
 <p><b>FRAMEWORK</b></p>	<ul style="list-style-type: none"> <li>▪ Housing Support services delivered by SCC or registered housing providers to their own tenants are not in scope but it is proposed that the agreed model provides the framework for the definition of and standards for all housing support in the future.</li> <li>▪ Registered providers have indicated a willingness to adopt common standards with SCC in principle and we can propose this includes housing support.</li> <li>▪ Implementation of the new model should include reviews of existing services to inform commissioning plans.</li> </ul>
 <p><b>FLOATING</b></p>	<ul style="list-style-type: none"> <li>▪ Floating Support delivered by way of visits to general needs housing has not been fully reviewed with regard to setting out a future model. It is recommended this is considered alongside the review of other community-based support that is within scope of the Prevention/Early Intervention Programme.</li> </ul>

## APPROACH

 <p><b>COLLABORATION</b></p>	<ul style="list-style-type: none"> <li>▪ Steering Group established</li> <li>▪ Extensive consultation with customers, workforce, providers, partners and other stakeholders</li> <li>▪ Research on effective and developing models in other areas</li> <li>▪ Analysis of data on current customers, services, outcomes</li> </ul>
 <p><b>INFORMATION</b></p>	<ul style="list-style-type: none"> <li>▪ There has been some delay due to the restrictions of working through the Pandemic and we also diverted project resource to support the successful Changing Futures Programme Bid</li> <li>▪ There is now sufficient information to set out a new strategic approach and it is critical to progress decision making in the context of increasing pressures on the services and budgets and other related change activities and programmes.</li> </ul>
 <p><b>REVIEW</b></p>	<ul style="list-style-type: none"> <li>▪ Some elements of the current model have not yet been reviewed in detail, in particular: <ul style="list-style-type: none"> <li>○ the quality and effectiveness of individual housing-related support services</li> <li>○ stock conditions of existing properties and schemes</li> <li>○ ‘in-house’ services such as Housing First that are grant funded, and High Support provided to SCC tenants</li> <li>○ what similar support is provided by other social landlords to their own tenants</li> <li>○ sufficiency for the future requirements. When we have agreed the new model and priorities we will be able to produce a specialist housing needs assessment which sets out what our requirements are</li> </ul> </li> </ul>

1.2 Findings Summary

- Housing-related support continues to provide a unique and necessary role in meeting statutory duties and improving outcomes for vulnerable people in the city. Duties include Housing duties to prevent homelessness and secure accommodation and support for those who are homeless. Our duty under the Care Act 2014 to provide or arrange provision of services, facilities or resources, or take other steps which will contribute to preventing or delaying the needs for care and support by adults. Our responsibilities with regard to Children and Families, Public Health and Community Safety are also contributed to by investing in Housing Support.
- More than 70% of service users have positive experiences of provision and have gone on to sustain independent living. However, 30% of service users have negative outcomes and this reflects the complexity of their circumstances and gaps in housing provision and wrap around support for people with multiple needs to sustain recovery both before, during and after entering supported housing.
- For service users with more complex requirements there are frequently both housing, care and health needs and therefore it is a requirement that any future model/development is integrated with relevant assessment processes and agreed pathways including multi-agency Safeguarding arrangements.
- In the context of reductions to budgets in the last 12 years, there is greater demand than supply and gaps in provision for some groups. The commissioning budget which is funded by SCC General Fund and Public Health Grant has reduced from £19.7m in 2010 to £7.5m currently, which includes both accommodation based and prevention and early help services.
- Capacity has reduced in response to budget cuts to 770 accommodation units currently. At the same time, more customers are being placed in temporary and hotel accommodation who would have been eligible for previously commissioned services. Clear prioritisation of existing resources to meet SCC objectives and a funding strategy for future provision is required.
- 3,546 individuals were referred to the commissioned accommodation-based services between 2018-21, some on more than one occasion. Of these 2,981 were placed.
- The majority of service users for accommodation-based schemes are either homeless or at imminent risk of homelessness and their presenting need is for emergency/urgent housing.
- Since 2018 Homelessness Reduction Act the Council and its partners have been required to focus on homeless prevention but the supported housing model is still largely reactive to crisis and recovery. This reflects the wider

system and related service challenges – Sheffield responds well to a crisis across the whole sector but performs relatively poorly on achieving homelessness preventions. Sheffield is the worst performing Core City for opening cases at the prevention stage – 24% compared to the Core City average of 40%. The best performing councils are achieving over 60%. For transformation to a more preventive model a whole systems approach is needed.

- The current model was designed when the council had far more stock and therefore the pathways and provision assume ready access to Social Housing on completion of a Support Plan. This is illustrated by the Allocations Policy still offering a supported housing leavers priority which cannot be fulfilled. This is no longer realistic and must be changed to focus on preventing home loss and for move on options to be widened across all tenure.
- If we can make greater strides to transform the whole system to focus on prevention, we may in time be able to provide fewer accommodation-based services of a higher quality specifically for people who need this setting and support a greater proportion of people to retain their current home, or at least contain the rising demand within the current level of resources that we have more effectively.
- Some of the current provision e.g. larger hostels does not meet customer requirements or can be difficult to manage and within all of the provision there is little choice for customers.
- There is no government definition of supported housing but in order to qualify for housing benefits schemes do need to meet certain requirements – we need to adopt a local definition.
- Since the Council Portfolio re-organisation in 2019 that placed Housing and Care in different Portfolios, the commissioning arrangements for housing support have not been revised to reflect this.
- Whilst there is communication between Commissioners and Services regarding both commissioning plans and in-house provision of housing support services, there is not a systematic and formal forum or process in place for this. Registered Housing Providers and Homes England have said that they find the SCC arrangements complicated and difficult to engage with. This should be addressed in future governance and management arrangements which should be designed to be inclusive of people with lived experience, holistic and support collaborative partnerships in the City.

1.3 Recommendations

Focus	Key Recommendations
<p><b>CUSTOMER EXPERIENCE AND OUTCOMES</b></p>	<ul style="list-style-type: none"> <li>▪ Continue to commission successful housing-related support services that deliver on the agreed objectives and priorities and meet performance and quality standards.</li> <li>▪ Anticipate customers with complex needs and have resources and flexibility for a more bespoke offer and pathway.</li> </ul>
<p><b>CURRENT AND FUTURE SUPPLY AND DEMAND</b></p>	<ul style="list-style-type: none"> <li>▪ Be more strategic about which customer groups should be our priority for housing-related support, in terms of who will most benefit from time-limited support</li> <li>▪ Both floating/preventative and accommodation-based support will continue to be required for different customer groups</li> <li>▪ Reduce use of large hostels but equip customers to live in shared settings and across all tenure as part of their move-on</li> <li>▪ Ensure commissioning cycle learns from forecasts about demand, changes in assessed needs and evaluation of outcomes</li> <li>▪ Seek to provide more choice for people</li> </ul>
<p><b>PATHWAYS INTO AND OUT OF SUPPORT</b></p>	<ul style="list-style-type: none"> <li>▪ Create more capacity for assessment to enable a better understanding of needs, based on best practice, such as Trauma Informed Approaches and Psychologically Informed Environments</li> <li>▪ Review the operation of the Housing Support Pathway in light of these findings and to support the proposed new model</li> <li>▪ Rethink the approach to target duration for placements to average duration of stay so there is more flexibility for people who need a longer or shorter stay.</li> <li>▪ Rethink approach to move-on, and/or offer more long-term homes with support e.g. step down from supported housing to floating support or</li> </ul>

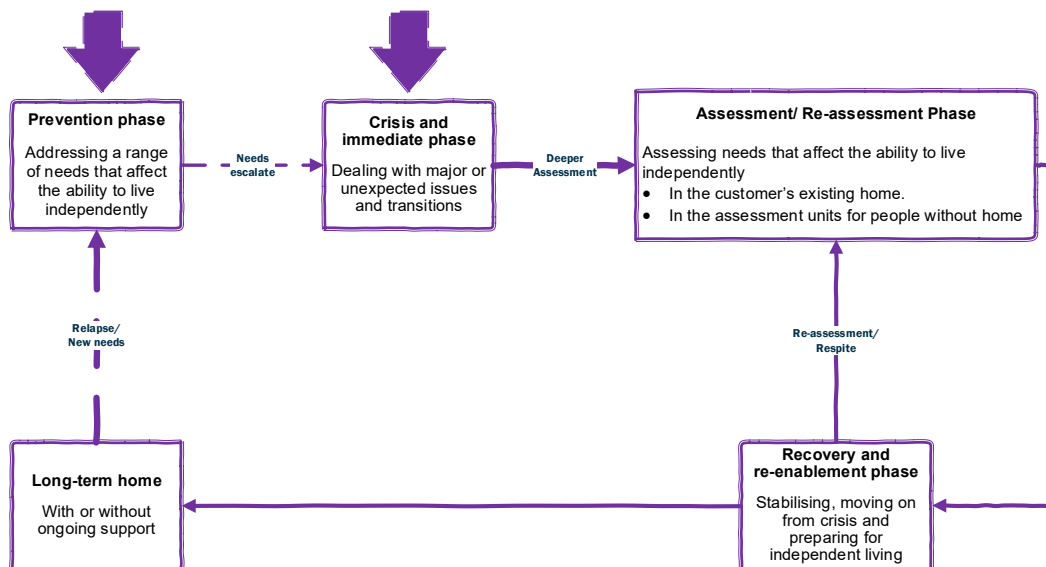


	<p>shared housing with a lower level of support offered.</p>
<p><b>FUNDING AND COMMISSIONING ARRANGEMENTS</b></p>	<ul style="list-style-type: none"> <li>▪ Develop a new, long-term plan and strategy for funding and commissioning housing-related support, that is fit for the current context and customer requirements and enables strategic and reactive change.</li> <li>▪ Develop a more efficient and holistic approach to commissioning, contracting and service change.</li> <li>▪ Develop a business case based on housing-related support as preventative of or a step-down from more expensive alternatives where this has still been required for individuals.</li> </ul>
<p><b>WIDER SYSTEM ISSUES AND IMPACTS</b></p>	<ul style="list-style-type: none"> <li>▪ Seek more formal input to governance from across SCC and from partners</li> <li>▪ Separate out floating from accommodation-based support in the implementation of the future model, and review it alongside the corporate approach to prevention and early help.</li> <li>▪ Transfer the responsibility for commissioning of the majority of accommodation based supported housing to the Housing and Neighbourhoods Service to ensure integration with the whole housing offer in Sheffield and alignment with the Housing Strategy and Homelessness Prevention Strategy.</li> <li>▪ Transfer the commissioning of Mental Health and Drug/Alcohol Services and the Complex needs for people with eligible physical care needs to the Commissioning leads for these areas so they can be fully integrated into the offer for people requiring more intensive and longer-term support.</li> </ul>
<p><b>WORKFORCE</b></p>	<ul style="list-style-type: none"> <li>▪ Be more proactive in investing in the workforce: defining quality standards and requirements, providing workforce development and career pathways</li> </ul>

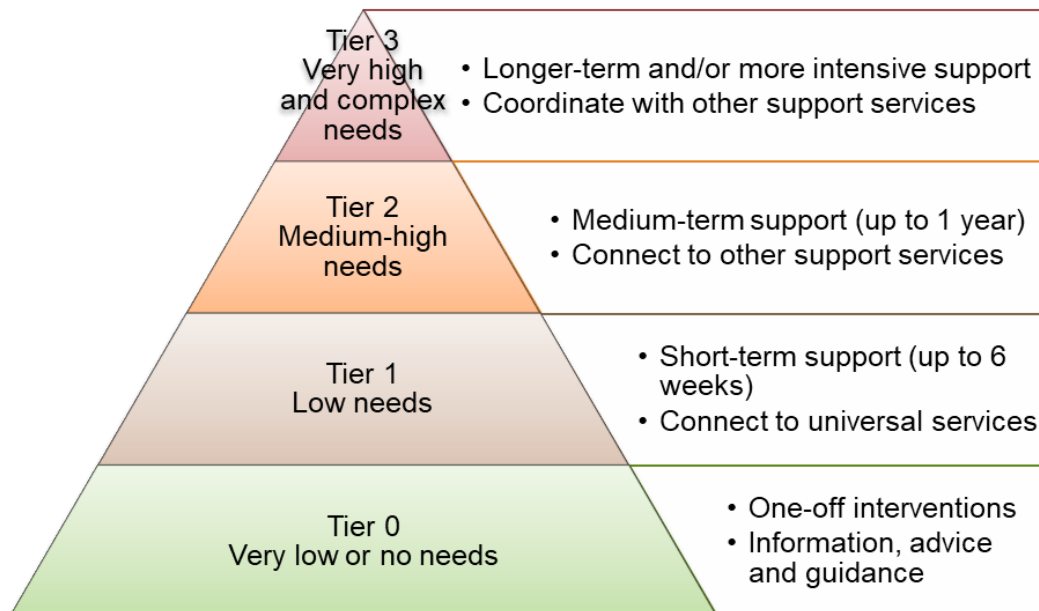
#### 1.4 Principles for a new model of housing related support

<p><b>Preventative</b></p>	<ul style="list-style-type: none"> <li>▪ Intervening at the right moment, with support lasting the right length of time, to prevent long-lasting issues</li> <li>▪ Delivering value for money by avoiding higher-cost interventions</li> <li>▪ Tackling the wider determinants of needs</li> </ul>
<p><b>Person-centred</b></p>	<ul style="list-style-type: none"> <li>▪ Inclusive and accessible to all</li> <li>▪ Personalised, holistic service offers</li> <li>▪ Co-produced with the customers</li> <li>▪ Offering choice wherever possible</li> <li>▪ Psychologically-Informed Environments (PIE) and Trauma Informed Approaches</li> </ul>
<p><b>Coordinated &amp;connected</b></p>	<ul style="list-style-type: none"> <li>▪ Consistent approach and ways of working across the model</li> <li>▪ Responsive to changing requirements</li> <li>▪ Shared information about customers</li> </ul>
<p><b>Outcomes-focused</b></p>	<ul style="list-style-type: none"> <li>▪ Quality services</li> <li>▪ Skilled and effective workforce</li> <li>▪ System-wide transparency and accountability for outcomes</li> </ul>

## 1.5 Summary of new model



## 1.6 Level of needs



Alongside the new model, different levels of need would be identified, and an appropriate service offered. Supported accommodation would continue to be focused at tiers 2 and 3

## 1.7 Future Model and next step

- It is recommended that the model of housing-related support should be redesigned in line with the current strategic priorities with regard to Housing, Adults and Children and Families, and Community Safety and funding context, informed by the evidence collected by the review on customer outcomes and experiences, service and provider feedback and other local

authority good practice.

- The target operating model and commissioning plans should be designed to give the flexibility to progressively move to prevention focussed services that will support the agreed strategic priorities
- The model should enable additional investment from partners/funding programmes that can supplement the commissioning plan and in-house services.

## 1.8 Outcomes

The model of housing-related support will be judged on its success in delivering these outcomes:

- **Promoting independence** – people successfully moving on to live in their own home without formal support (or with a different source of long-term support if that is required)
- **Customer experience** – customers feel well-supported, listened to, and in control
- **Avoiding crisis/use** of emergency services

## 1.9 Proposed components of a new model

This section puts forward a high-level proposal of the components that would deliver against the model outlined above and describes the key features of each. The next level of detail, such as how many units might be needed of each, and how it would be funded and commissioned, will be developed as part of the implementation plan.

The model will include an assets-based approach and take into account what service users can provide themselves to meet their needs and what is available in the local community to maintain independence for example volunteering, and peer support.



**ASSESSMENT  
PHASE**

- Part of the model that would be new to Sheffield is that we propose to develop capacity in the housing support pathway for a more effective assessment phase.
- While all potential customers for housing-related support are assessed, there are some people whose needs and circumstances need more exploration. For these people, there will be an assessment phase lasting a few weeks, so their needs, preferences and goals can be fully explored, and an informed decision made on where they will live and with what support.
- The aim is that people will be placed in an accommodation-based service only when that's the best option for them, rather than simply because there's a vacancy there. Providers and customers will be involved in the assessment process and the customer will be able to make an informed choice about what happens next. This should lead to better outcomes for customers and a more robust and manageable placement process for providers.
- Where possible, this deeper assessment will take place in the customer's existing home. However, we also propose to create a number of assessment units in a range of accommodation types, which will provide a safe, temporary place to live while the assessment phase is completed. These could be within supported housing or temporary accommodation schemes (these are planned for the new build schemes).
- Such units also offer the possibility of 'time out' or 'reassessment' placements to allow someone who is at risk of losing an existing place in supported accommodation time and support to repair relationships, redraw support plans, and return.

**ACCOMMODATION  
WITH SUPPORT**

- The review has established that we will continue to need accommodation-based services (where a property or room and other facilities are provided, paid for by rent and service charges, with support delivered as part of the same offer). The support will need to be funded by the commissioning budget and any other investments that are generated by partners/funding programmes.
- These services will be reserved to meet the needs of people who have nowhere else safe and reasonable to live, and who have medium to high support needs. Within this, there will continue to be targeted or specialist schemes, in order to meet the needs of specific cohorts such as people fleeing domestic abuse, families, people recovering from substance misuse, etc.
- We want to move away from large schemes and hostels, towards a series of services that have smaller accommodation schemes and dispersed properties. For the majority of customers, these feel safer and more personalised, and enable them to rebuild their supportive networks. Smaller schemes can be more expensive to run, but they yield better outcomes and so save resources in the longer term.
- We would need to create new accommodation-based services to address the known gaps in provision. However, there will always be people with unusual or highly complex needs, for whom pre-specified services are not suitable, so we will also ensure there is scope and capacity for bespoke housing support offers in a minority of cases.
- Properties will be built, adapted and maintained to a high standard, including being accessible to people with disabilities and impairments, and feeling safe and homely for people with a background of trauma. Our ambition is, over

	<p>time, to transition to a point where all units are self-contained, except where the customer wants and chooses to share facilities.</p> <ul style="list-style-type: none"> <li>▪ Both the physical environments and the support models used will be designed according to the key principles of the model, and will feel safe and positive for the workforce as well as residents.</li> <li>▪ To achieve these goals, we will need to develop a long-term strategy for capital investment, with projections of what type of properties we will need and when, and a market position statement to share with providers and developers as well as determining what services SCC wish to develop and deliver internally.</li> </ul>
<p><b>VISITING SUPPORT (to aid move and sustain independent living)</b></p>	<ul style="list-style-type: none"> <li>▪ It is proposed that the visiting or ‘floating’ support element of the model is considered as part of the corporate review of prevention and early help services. The project team will contribute to this and ensure that there continues to be provision that meets the key principles of the housing support model, and develops skills for independent living – maintaining a home, sustaining a tenancy, being a good neighbour, making connections with the community, etc.</li> <li>▪ As stated earlier it doesn’t appear that there is a great deal of overlap in the service offered by housing support and other services but this may be more evident for some groups for example for older people who may be accessing community support workers as well as housing support. A key difference may be that tenancy support workers are directly involved in delivering skills training and development to the individual over a period of time up to a year, whereas other support may be more task focussed e.g. making</li> </ul>

	<p>appointments, referrals, applying for benefits and for a shorter period.</p> <ul style="list-style-type: none"> <li>▪ Support will also need to address wider issues that will secure good outcomes for the customer, such as finances, relationships, digital inclusion and education or employment.</li> <li>▪ The support will take a key worker approach, to ensure coordination across different services and a consistent relationship for the customer. It will invest in effectively managing the end of support or transition to other sources of support.</li> </ul>
<b>MOVE ON</b>	<ul style="list-style-type: none"> <li>▪ Housing-related support is designed to be time-limited, with the goal of moving a customer on to general needs housing in a way that sustains their recovery.</li> <li>▪ It is part of the role of a housing support provider to advise and facilitate this move-on process. Currently it is too dependent on securing a social tenancy through a priority application to the Housing Register. It is recognised that both social housing and the whole housing system in Sheffield are under pressure. In the new model, providers will be required to work proactively with the private rented sector and to explore options for shared housing.</li> <li>▪ For people who are not totally ready for independent living, the model will offer a better range of options for 'step-down' support, potentially including a number of accommodation units designated to prepare for move-on. Where people do move on to social tenancies, we will continue to work with social landlords to identify an ongoing support offer.</li> <li>▪ Some people have ongoing support needs that mean they will not be able to live independently in the long term. For these people, there still needs to be a planned move on from housing-</li> </ul>



	<p>related support, requiring strong links with specialist housing and effective transitions into other prevention and support services.</p>
<b>WORKFORCE</b>	<ul style="list-style-type: none"> <li>▪ It is clear from the engagement carried out during the review that a skilful and caring workforce is essential to providing the effective support that enable customers to recover and move on. The new model of housing-related support must therefore include standards of knowledge and skills, and a learning and development offer to enable workers to meet them.</li> <li>▪ It is proposed that we commit to a cross-sector piece of work that will coproduce a strategy for investing in the housing-related support workforce, to include quality standards, training packages that are customer centred, support psychologically informed environments and career pathways.</li> </ul>
<b>GOVERNANCE</b>	<ul style="list-style-type: none"> <li>▪ The review has identified that there is not a single forum where strategic discussions about housing-related support can happen, involving all the partners responsible for different parts of the system. It is therefore proposed to establish a Housing Support Board or steering group to influence and oversee the strategic approach including pathways and provision whether it is commissioned, in partnership or inhouse. There is already an HSP Operational Board that oversees the performance of pathway that could report to the new Board or Steering Group.</li> </ul>

## 2. HOW DOES THIS DECISION CONTRIBUTE ?

- 2.1 The proposal will contribute to the priorities set out in *The Our Sheffield Delivery Plan 2022/23* of a Healthy lives and wellbeing for all, Tackling inequalities and supporting people through the cost-of-living crisis. *The Our Sheffield Delivery Plan 2022/23* also recognises that to achieve these outcomes we will need to do things differently and this includes how we work collaboratively with our partners



and individuals facing the greatest challenges.


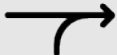



Recommendations of the Review of Housing Related Support aligns with the following objectives set out in *The Our Sheffield Delivery Plan 2022/23*:


- Healthy lives and wellbeing for all – helping people to be healthy and well, by promoting and enabling good health whilst preventing and tackling ill health, particularly for those who have a higher risk of experiencing poor health, illness or dying early.
- Tackling inequalities and supporting people through the cost-of-living crisis – making it easier for individuals to overcome obstacles and achieve their potential. Investing in the most deprived communities; supporting individuals and communities to help themselves and each other.

### 3. HAS THERE BEEN ANY CONSULTATION?

3.1 The Housing Related Support Project Team undertook a consultation process with various stakeholders in June-August 2021. The key messages from this consultation are summarised below:

Theme	Key Responses
 <p><b>ACCOMMODATION /PROPERTIES</b></p>	<ul style="list-style-type: none"> <li>▪ All customer groups expressed strong preferences for having their own room and facilities (at least a bathroom, if not a kitchen too).</li> <li>▪ People sometimes found it hard to cope with other residents of shared schemes, particularly if they are vulnerable and/or trying to abstain from substance misuse.</li> <li>▪ Dispersed accommodation or small shared schemes work best.</li> <li>▪ Scarcity of suitable, good-quality properties, in good locations</li> </ul>
 <p><b>WORKFORCE</b></p>	<ul style="list-style-type: none"> <li>▪ Customers' views on the people who worked with them varied a lot according to situation</li> <li>▪ Staff turnover is a problem, unable to provide consistent support to customers.</li> <li>▪ There is not enough support for staff working in a stressful role. Combined with low wages</li> </ul>

	<p>this leads to high staff turnover.</p>
 <p><b>SUPPORT</b></p>	<ul style="list-style-type: none"> <li>▪ A general theme was around the importance of recognising and supporting mental health. Help with money, budgeting and benefits, and basic life skills, were also a common support needs</li> <li>▪ There are more customers presenting with higher needs.</li> <li>▪ Overall demand for support service is very high, and there are waiting lists for support, especially in mental health</li> <li>▪ Other areas we spoke to told us that they are also experiencing increasing levels of need and complexity amongst their customers</li> </ul>
 <p><b>PREVENTION</b></p>	<ul style="list-style-type: none"> <li>▪ Generally, there is a prevention focus, but interventions are still gearing towards those with higher needs. Need more preventative support for those with lower needs</li> <li>▪ There are long delays between referrals and support being offered so needs can escalate in that time.</li> </ul>
 <p><b>WHOLE SYSTEM</b></p>	<ul style="list-style-type: none"> <li>▪ Reductions in funding and shorter contracts do not allow providers to plan and grow their services.</li> <li>▪ Moving customers on is a long and convoluted process.</li> <li>▪ There is not a suitable offer for customers with lower needs.</li> </ul>
 <p><b>HOUSING SUPPORT PATHWAY AND THE REFERRAL PROCESS</b></p>	<ul style="list-style-type: none"> <li>▪ Generally acknowledged that it's good to have the process all held in one place, but there needs to be more flexibility to adapt to each customer's journey.</li> <li>▪ Unrealistic referrals being made to available vacancies rather than the best service for the customer's needs</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Both people with the most complex needs and people with lower needs were</li> </ul>

<p><b>GAPS IN PROVISION AND SUPPORT</b></p>	<p>mentioned as being under-served</p> <ul style="list-style-type: none"> <li>▪ A number of specific types of services/support were also mentioned as gaps, which will need to be considered individually</li> <li>▪ Generally, the system is under pressure, needs more provision, more funding.</li> </ul>
<p> <b>COVID-19 EXPERIENCES AND ISSUES</b></p>	<ul style="list-style-type: none"> <li>▪ Staff have worked incredibly hard and have been very adaptable</li> <li>▪ Shows importance of phone and internet connection for customers.</li> </ul>

The proposal of the new delivery model of housing related support will require a further consultation process with providers, especially those directly affected by the new approach. This consultation process is planned to take place in February 2023. The feedback from that consultation will be incorporated in the final version of this report.

#### **4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION**

##### **4.1 Equality Implications**

4.1.1 An EIA has been completed and the information updated, this will continue to be reviewed and updated as and when changes occur within the project. There are no specific negative implications on any of the protected characteristic groups.

##### **4.2 Financial and Commercial Implications**

4.2.1 The project will initially focus on realigning the contract and staffing budgets, therefore there are no direct financial implications at this stage. Should any significant implications arise, a further decision paper will be required.

##### **4.3 Legal Implications**

4.3.1 As to “legal implications” on the stated direction of travel for the broad subject of holistic multi portfolio Housing Related Support strategy as set out in this report: other than the Housing Benefit criterion mentioned in paragraph 1.2, there are none per se as to any precise approach to covering Housing Related Support holistically across the various portfolios/directorates. Save for perhaps funding requirements for bespoke targeted cohorts or themes which should be addressed in either separate reports on those funding arrangements or under the Director of Housings delegated authority for operational functions. As explained in the report also at 1.2 there is no definition of housing related support. However, the report (again at paragraph 1.2) accurately summarises the key

legal duties and/or considerations the Council is subject to and/or has to have regard to which are in relation to homelessness, adult social care and children. Consequently, the proposed line of development of Housing Related Support set out in this report is sound.

#### 4.4 Climate Implications

- 4.4.1
- stock – supply and condition. We have the stock increase programme and repairs and maintenance programme which have their own targets around climate impact and the required standards. Stock condition is greatly related to energy poverty and health and wellbeing, additionally there is much cross over with stock improvement programmes which includes these aims and the aim of reducing carbon emissions.
  - Commissioning of providers – we want to be working with providers who are aware of and are addressing their own impacts in delivery of services. This needs to be taken account of in the commissioning process, where more detailed CIAs would need to be undertaken of specific services.
  - The content of support, for example, learning new skills such as cooking and cleaning, is mentioned in the report, but this could include further support like energy management at home, transport choices, and support related to mental health and wellbeing, especially around access to green spaces/nature and active travel.
  - The implementation of Housing Related Support will acknowledge its responsibility to the impact on the climate. There may be other considerations that are relevant which should be acknowledge during implementation process, however for the purpose of this report the direct impacts have not been set out at this stage.

#### 4.4 Other Implications

- 4.4.1 There is an expectation that the proposal for the new delivery model of Housing Related Support will reduce the number of customers with negative experience and outcomes and enable people to either retain or attain independent living. A small but significant number of people repeatedly use services and it is clear that different approaches need to be developed to break this cycle. Also, the existing model of funding, mainly short-term interventions, does not adequately support people who have longer-term needs.

It seems likely that there will be an increase in demand for a wide range of support, including housing-related support, as existing vulnerabilities are exacerbated; and that the majority of accommodation-based services will need to

make significant changes to become “COVID secure”. Move on from services is slower, and therefore there are fewer vacancies becoming available. The usual support model also relies heavily on face-to-face interventions which have been difficult to adjust and deliver during lockdown with social distancing, shielding and self-isolation rules. Although most services have found ways to deliver different forms of remote, virtual or otherwise socially distanced support, face-to-face interactions have become more usual again as the threat from the pandemic has receded over time. This will need to be blended with the right balance of using other methods of giving support that can also be the preference of customers, for example using on-line tools and assistive technologies.

## **5. ALTERNATIVE OPTIONS CONSIDERED**

- 5.1 To remain as is, with a range of services that provide limited prevention, intervention, outreach, accommodation and support, presents a picture that is not viable going forward as current costs cannot be sustained and customers’ needs are not met.

Other areas we spoke to told us how they are closing large hostels and moving towards a mix of dispersed properties and small shared schemes for specific customer groups. They also told us that they are experiencing increasing levels of need and complexity amongst their customers.

The new delivery model of Housing Related Support will enable a tailored and personalised approach for those customers considered ‘vulnerable’. The current activity focussed on prevention will continue and develop, while the new delivery model enables customers to achieve positive and consistent experiences and outcomes to either retain or attain independent living. Without this new approach there is a risk that more resources will be needed to tackle ongoing demands and existing issues will persist.

## **6. REASONS FOR RECOMMENDATIONS**

- 6.1 The proposal for the new delivery model of Housing Related Support seeks to offer an improved customer experience by promoting independence through a stronger emphasis on prevention. This will enable customers to avoid supported accommodation where possible and receive the support, skills and tools required to successfully move on to live in their own home, where supported accommodation is needed.

The service will be better aligned with strategic priorities that focus on achieving better outcomes through a more effective and efficient commissioning and

delivery model. Through avoiding crisis there will have a wider benefit to the range of public sector resources that are deployed in the city, including Housing, Care, the NHS, Community Safety and Criminal Justice.

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