



Author/Lead Officer of Report: Michael Corbishley, Changing Futures Programme Manager

Report of: *Strategic Director Adult Care and Wellbeing*

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

Date of Decision: *16th March 2023*

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“The (report/appendix) is not for publication because it contains exempt information under Paragraph (insert relevant paragraph number) of Schedule 12A of the Local Government Act 1972 (as amended).”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 is working to transform 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.
- Endorses the need to incorporate the Changing Futures delivery approach into future policy development
- Requests that the Director of Adult Health & Social Care provides the Committee with updates on progress against the Delivery Plan in September 2023

Background Papers

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>Patrick Chisholm</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: 08/03/2023	

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.
- 1.3 An overview of the [Changing Futures programme](#) was provided to Committee on 16th November 2022 and a further update was agreed for March 2023.
- 1.4 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).
- 1.5 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.
- 1.6 Changing Futures acts 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.
- 1.7 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.
- 1.8 The programme establishes a practical and significant step forward in addressing and tackling inequalities across the City and promoting social justice.

2. PROGRESS TO DATE

- 2.1 Since the update [report](#) to the Adult Health and Social Care Committee on the 16th November 2022, the team has continued to work on delivery closely with people with lived experience and partners across health, social work, housing, VCSE, Probation, Police, and non-statutory services across Sheffield.
- 2.2 Over the past 6 months the Changing Futures Programme has:

- Delivered a coproduced system change event in November finalising the programmes system change priorities for the remaining 15 months and looking at how we can make the programmes work sustainable.
- Worked in partnership with health colleagues on a range of projects which includes a test for change during the winter months for the wider homeless population.
- Launched a learning and development service in February 2023 with David Blunkett as our keynote speaker.
- Completed procurement of our Positive Activities Fund, jointly commissioned with the Drug and Alcohol Commissioning Team. This contract has been awarded and launched in early January 2023.
- Completed the data analysis to better understand the scale of Cuckooing in Sheffield and have developed a victim profile using this data set. There is good partnership working with Shelter, Project 6, colleagues in Community Safety and South Yorkshire Police to develop new training and resources on cuckooing.

2.3 Area of Impact: Outcomes and Impact on People

2.3.1 A priority was to demonstrate impact of the programme in improving lives and outcomes of people experiencing multiple disadvantages. The programme directly supports a cohort of 81 vulnerable adults in the City and to date has delivered:

- Sustained high engagement rates (88%) with a historically hard to engage individuals.
- Significant improvements in individual's basic needs being met, with 58% of individuals with healthcare needs accessing treatment
- Reduced rough sleeping by 88% and Sofa Surfing by 53% in the cohort of individuals supported.
- Increased engagement with Mental Health support by 36%
- Increased engagement in substance misuse support by 43%
- Reduced referrals to safeguarding for individuals in the cohort by 95% compared to the 12 months prior to Changing Futures support commencing
- Decreased referrals into the Multi Agency Risk Assessment Conference process, regarding Domestic Abuse.
- Increased multi agency working to develop collaborative solutions to complex problems

2.4 Area of Impact: Coproduction

2.4.1 Coproduction is a priority for the programme, connecting workstreams across the city with people with lived experience, referred to as coproduction associates within the programme.

2.4.2 Our coproduction work has and will continue to help shape how services and support are delivered in Sheffield putting people at the heart of what we do.

It's aligned with and supported the coproduction activity endorsed by Committee on 19th December 2022.

2.4.3 Our coproduction associates are recognised as equal partners in developing the:

- Homeless Prevention Strategy Review in summer 2022
- Women's only temporary accommodation site
- Tender questions for the recently launched Drug and Alcohol Service tender
- Scope, plan, and service specification for the Positive Activities fund and will be involved in the services delivery
- Changing Futures System Change event in November with representatives from 60 organisations across the city present
- New Peer Audit model as a new way of evaluating service delivery
- National Expert Citizens Group in Sheffield, which means that the City is now part of a national coproduction network informing work in central government.

2.4.4 Our equal partners are also involved in CFE Research Partners systems mapping work and several coproduction associates are now trained as peer researchers which brings a range of expertise in how services and supports should be developed across the City. Co-production associates have been involved in events with a range of partners including ReThink, Health Watch, other SYHA departments, Recovery Forum, and South Yorkshire Police.

2.4.5 Across 2023, it's also planned to commence work on the following projects:

- Co-design of the adult's early help and intervention model
- Co-design of the community Domestic Abuse pathway due for tender in late 2023
- Supporting the bid submissions for the Drug and Alcohol Service pathway tender
- Continuing work with colleagues in SCC housing on the design of new support provision for women in temporary accommodation
- Launching a citywide community of practice for coproduction
- Embedding coproduction associates and lived experience onto strategic boards in the city starting with the Drug and Alcohol Strategic Board and the Safeguarding Strategic Partnership
- Delivery of coproduction training for senior leaders in the city alongside coproduction associates

2.5 Area of Impact: Tackling Inequality through System Change

2.5.1 The programmes fundamental aim is to identify areas for improvement within the wider Sheffield support system and to enable collective system change. Across 2022 the programme coproduced a series of fact-finding projects to map out and better understand how support services operate in the city.

2.5.2

2.5.3 Following this work, the programme coproduced eight system change workstreams which were presented back to partners from across Sheffield.

These workstreams launched in January 2023 and are made up of those using services and partners from statutory and non-statutory agencies from Sheffield, South Yorkshire and Nationally. The eight workstreams are:

- **Risk Management Approaches:** improving multi agency approaches to manage and mitigate risks in the community, reducing service exclusions and the need for crisis intervention
- **Improving Support for Women:** national and local evidence tells us we need to make our services more gender informed to meet womens needs
- **Cuckooing:** Is on the increase in Sheffield but there is a lack of awareness or formalised processes for tackling the issue
- **Positive Activities:** Developing more opportunities for vulnerable adults in recovery to take part in pro social, meaningful and fulfilling activities that reduce their reliance on support
- **Improving the System for Multiple Disadvantage:** reducing the barriers this group face when trying to access support
- **Increasing the Voice of Lived Experience in the Workforce:** Improving the way services operate by embedding coproduction into service delivery
- **Access to Physical Health Services:** reducing health inequalities for a cohort with the lowest life expectancy in the UK
- **Improving Mental Health Support:** aiming to improve access and assessment for adults experiencing multiple disadvantage

2.6 Next Steps

2.6.1 As a learning programme, Changing Futures has and is developing learning and best practice and it's aimed to use this work to inform how services operate across Sheffield as well as strengthen our approach to tackling inequalities and social injustice.

2.6.2 To that end, the key priorities next steps are:

- Publishing an annual report in September 2023 to demonstrate impact of the programme.
- Hosting a conference in the autumn to celebrate our learning with stakeholders and partners citywide.

- Securing further funding to sustain the programme and in particular co-production activity.
- Embedding learning into the Adults early intervention and prevention model for the city.

2.6.3 Embedding coproduction in Sheffield is a critical aim of the programme. As a system change and social justice approach, our coproduction work has demonstrated and will enable the city to deliver a system wide approach to tackling inequalities.

2.6.4 It's proposed to bring back a further update in September 2023 on our progress with Changing Futures to the Committee.

3. HOW DOES THIS DECISION CONTRIBUTE?

3.1 Impact on Citizens of Sheffield

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.

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.

3.2.2 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 disadvantages.

- 4.3 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.
- 4.4 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%.

5.2 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 provided. In addition to set out plans and an opportunity for Committee to provide advice on the Project.