



Report to Policy Committee

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Report of: *Strategic Director Adult Wellbeing and Care*

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

Date of Decision: *8th November 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? 2087				
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“The (report/appendix) is not for publication because it contains exempt information under Paragraph (insert relevant paragraph number) of Schedule 12A of the Local Government Act 1972 (as amended).”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 abuse, crime, and mental illness.

The programme contributes to the Safe and Well and Active and Independent Outcomes of the Adult Social Care Strategy, to the development of a new operating model for social care focused around early intervention and prevention and to our new approach to safeguarding.

Recommendations:

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

- Agrees the need to incorporate the Changing Futures delivery approach and tackling multiple disadvantages into future policy development.
- Requests that the Strategic Director of Adult Wellbeing and Care provides the Committee with updates on progress against the Delivery Plan in March 2024
- Approves the development of a city-wide strategy for Adults experiencing Multiple Disadvantage led by the Changing Futures Team.
- Endorses the need to sustain specialist resource for those experiencing Multiple Disadvantage in the city.
- Requests that the Strategic Director Adult Care and Wellbeing brings proposals to a future Committee, aligned to the Co-Production Strategy agreed at Committee on 19th December 2023 on how co-production will be resourced.

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>Duncan Cruickshank</i>
		Legal: <i>Patrick Chisholm</i>
		Equalities & Consultation: <i>Ed Sexton</i>
		Climate: <i>Justine Adams</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</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>Justine Adams</i>	Job Title: <i>Commissioning Officer</i>
	Date: <i>26/09/2023</i>	

1. PROPOSAL

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 in November 2022¹ and March 2023². In May 2023³ the Urgent Finance Sub Committee gave approval for the council to act as the accountable body for a further funding award of £1.206m to deliver the programme until March 2025. A further update was agreed for November 2023.
- 1.4** In Sheffield, there are estimated to be around 3000 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 (through independent living schemes for complex needs, Housing First and the 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 add capacity to existing work, develop new, long term sustainable resources and evidence 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 four-year funded programme.

¹ [Programme Update - November 2022](#)

² [Programme Update - March 2023](#)

³ [Programme Funding Extension - May 2023](#)

- 1.8 The programme establishes a practical and significant step forward in addressing and tackling inequalities across the City and promoting social justice. A stakeholder event was held on 30th October 2023 to discuss the programme and in summary there was support from key stakeholders towards a focus on a city-wide strategic approach towards supporting people experiencing multiple disadvantage and coordination of our approach to co-production.

Progress to Date

- 1.9 Since the update report to the Adult Health and Social Care Committee on the 16th of March 2023, 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.

- 1.10 Over the past 8 months the Changing Futures Programme has:

- Secured an additional £1.206m grant funding from DLUHC and The National Lottery Community Fund to extend delivery until March 2025
- Achieved significant positive outcomes for our initial cohort allowing us to transition these individuals onto lower-intensity support services in the city. The programme is now moving into the next phase of delivery, embedding workers into key partner agencies, and expanding the number of individuals supported.
- Completed the majority of the objectives across our eight system change workstreams which has resulted in new service provision, processes, training, and resource citywide to support adults experiencing multiple disadvantages.
- Held our October special session Governance board with citywide stakeholders and adults with lived experience endorsing the recommendations outlined in this report.

Area of Impact: Outcomes and Impact on People

- 1.11 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 80 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.

Area of Impact: Coproduction

- 1.12 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.
- 1.13 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.
- 1.14 It's aligned with and supported the coproduction activity endorsed by Committee on 19th December 2022.
- 1.15 Our coproduction associates are recognised as equal partners in developing the:
- Women's only temporary accommodation site, including the building design and support offer to tenants.
 - Community Domestic Abuse Service specification which is currently out to tender
 - Scope, plan, and service specification for the Positive Activities fund. The associates constitute 50% of the awarding panel and evaluate activity providers.
 - Changing Futures Governance Board in June 2023
 - New Peer Audit model as a new way of evaluating service delivery, which has completed its first phase with 4 organisations.
 - National Expert Citizens Group in Sheffield, which means that the City is now part of a national coproduction network informing work in central government.
- 1.16 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.

- 1.17 Across the next 6 months, it's also planned to commence work on the following projects:
- Marking the bid submissions for the Community Domestic Abuse Service tender
 - Reviewing health inequalities for Black and Minoritised communities with a focus on access to primary care
 - Continuing work with colleagues in Sheffield City Council 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
 - Working Win event focused on increasing people with lived experience into the workforce.

Area of Impact: Tackling Inequality through System Change

- 1.18 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.
- 1.19 Following this work, the programme coproduced eight system change workstreams which were presented back to partners from across Sheffield.
- 1.20 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 women's 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.

1.2.1 The majority of system change objectives have been completed and agreed activities underway. As such the workstreams are on schedule to be completed by March 2024.

1.2.2 Work which will continue beyond March 2024 on developing a city-wide Cuckooing protocol, delivery of the Positive Activities fund which awards grants to organisations who support individuals in recovery and our work around the prevalence and needs of those living with Acquired Brain Injury.

Next Steps

1.23 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.

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

- Secure further funding to sustain the programme and co-production activity beyond March 2025
- Lead the development of a city-wide strategy for adults experiencing Multiple Disadvantage
- Publish an evaluation in Spring 2024 to demonstrate whole impact of the programme.
- Host a conference in Spring 2024 to celebrate our learning with stakeholders and partners citywide and involve partners in developing a city wide strategy.

1.25 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.

1.26 It is proposed to bring back a further update in March 2024 on our progress with Changing Futures to the Committee.

2. HOW DOES THIS DECISION CONTRIBUTE?

Impact on Citizens of Sheffield

2.1 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 disadvantages, improvements in practice and provision are expected to benefit other cohorts as well.

2.2 These outcomes are summarised below:

Area	Outcome Summary
Strategic and System	Improving our understanding of adults facing multiple disadvantages, 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 people's 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

2.3 The full set of intended outcomes are captured within our theories of change and split at a system, service, and individual level.

2.4 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.

2.5 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.

Adult Social Care Strategy

2.6 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.

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

3. HAS THERE BEEN ANY CONSULTATION?

3.1 We already had an evidence base about what people experiencing multiple disadvantages 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.

3.4 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.

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

4.1 Equality Implications

4.1.1 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.

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

4.1.3 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%.

4.2 Financial and Commercial Implications

4.2.1 Financial Implications

Changing Futures Programme Grants totalling £4.473m

4.2.2

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	Financial Year	DLUHC	TNLCF	Total
1	2021/22	£ 955,643	£ -	£ 955,643
2	2022/23	£ 1,243,659	£ -	£ 1,243,659
3	2023/24		£ 1,067,698	£ 1,067,698
4	2024/25	£ 756,000	£ 450,000	£ 1,206,000
	Total	£ 2,955,302	£ 1,517,698	£ 4,473,000

4.2.3 Grant funding letters were received from both DLUHC and TNLCF dated 29th June 2023 awarding an extension of £1,206,000 grant funding to the end of 2024/25. The funding is subject to conditions of both DLUHC and TNLCF.

4.2.4 Memorandum of Understanding (MHCLG>DLUHC/SCC) Additional Funding Offer.

- Purpose: to help extend local delivery up until end March 2025 and further support sustainability and mainstreaming.
- Grant offer for 2024/25 is £1,206,000 [NOTE: only £1.1m previously approved] to be paid from:
 - DLUHC (April 2024) – £756,000

- TNLCF (Exact date TBC) – £450,000
- Jointly funded initiative between Government and The National Lottery Community Fund (TNLCF) and SCC need to comply with both grant agreements that have different terms and conditions attached.
- DLUHC refer back to the original agreed Memorandum of Understanding (2021) which will continue for an additional 12-months for 2024/25. No alteration to/additional financial and commercial implications need to be referred to other than these notes.

The National Lottery Community Fund (TNLCF) Grant Funding Offer Letter Dated 29th June 2023.

- Project extended from 31 March 2024 to 31 March 2025
- Additional funding to help extend local delivery and further support sustainability and mainstreaming.
- Grant increase by £450,000 totalling £1,517,698.
- Amendments to terms of the original grant offer letter dated 3 August 2021 vary the terms and conditions which were issued as part of Changing Futures grant.

4.2.5 Key features (not exclusive) of the MoU are summarised as follows.

- Additional funds to build on sustainability plans.
- (MoU) provides a framework for local delivery partnerships and DLUHC to collaborate on the Changing Futures Programme.
- The MoU is non-legally binding.
- SCC to sign up to the MoU on behalf of the local partnerships that submitted Changing Futures applications.
- MOU will cover the period up to the end of March 2025.
- DLUHC to work with TNLCF/SCC to manage funding transition.
- Programme is to improve local systems /services for adults with multiple disadvantages and to influence future government policy.
- Programme partners to develop local delivery models, deliver system change and test new approaches.
- Programme is underpinned by the principles set out in the prospectus.
- Work in partnership across local services /voluntary/community sector.
- Coordinate support/integrate local services for service users.
- Commitment to sustain programme benefits beyond the funding lifetime.
- Maintain strong partnership working structures at strategic/operational level.
- Funding for 23/24 is paid by The National Lottery Community Fund under their terms and conditions.
- SCC to achieve key deliverables as per local partnership delivery plan.
- Inform DLUHC of progress against delivery plans and ensure

major changes to the project are agreed with DLUHC before implementation.

- Prepare a sustainability plan by the end of June 2022
- SCC to comply with MHCLG data collection, monitoring, reporting requirements.
- DLUHC to review the costs and benefits of the Programme.
- MOU arrangements to be kept under review and can be amended if agreed by both parties.

4.3 Commercial Implications

4.3.1 All public sector procurement is governed by and must be compliant with both UK National Law and the grant terms and conditions. In addition, all procurement in SCC must comply with its own Procurement Policy, and internal regulations known as 'Contracts Standing Orders' (CSOs).

4.3.2 Contracts Standing Orders requirements will apply in full to the procurement of services, goods or works utilising grants. All grant monies must be treated in the same way as any other Council monies and any requirement to purchase/acquire services, goods or works must go via a competitive process. The Portfolio / Service Grant Manager will need to contact the Commercial Services Team for detailed guidance on adherence to these rules when spending grant monies.

4.4 Legal Implications

4.4.1 Under section 2B of the National Health Service Act 2006, the Council must take such steps as it considers appropriate for improving the health of the people in its area.

4.4.2 The Care Act 2014 sets out more specific obligations on Local Authorities in relation to the provision of care and support. Changing Futures enables the Council to deliver upon those specific legal obligations in the following areas:

4.4.3 **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.

4.4.4 **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

4.4.5 **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).

4.4.6 DLUHC are exercising the power to pay the grant funding under s31 Local Government Act 2003 and the Council shall become accountable body of the funding accordingly.

4.4.7 The Council must ensure that it acts in accordance with the MOU with DLUHC.

4.5 Climate Implications

4.5.1 The Sustainability and Climate Change team have advised that a full CIA is not required. As this decision relates to an extension of an existing programme there is a neutral climate impact.

5. ALTERNATIVE OPTIONS CONSIDERED

5.1 Partnership work to improve outcomes for adults experiencing multiple disadvantages has been ongoing for several years. Previous business cases have been developed for a seconded multi-agency team; and commissioning a service through a Social Impact Bond. These projects encountered complications and did not enter delivery.

5.2 As grant funding, the Changing Futures programme is considered to be a more flexible and therefore more appropriate approach for this complex cohort. Its system-wide focus is also more likely to lead to a sustainable change in support offered to vulnerable adults in Sheffield.

5.3 Sustainability planning is ongoing which includes identifying opportunities to embed learning from the programme and source funding to continue operational delivery. However, to date no continuation funding has been secured.

6. REASONS FOR RECOMMENDATIONS

6.1 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 ongoing use of the programme to tackle multiple disadvantages in the City.

6.2 The Changing Futures programme will help to deliver a number of strategic objectives that are shared between key partners, such as:

- Sheffield City Councils Corporate Delivery Plan: Fair, inclusive,

and empowered communities and Healthy lives and wellbeing for all

- Adult Health and Social Care Strategy 2022-2030: all is relevant. Priorities include Safe and Well, Active and Independent, Connected and Engaged and Aspire and Achieve.
- Homelessness Prevention Strategy 2017-22: strengthen partnerships to support adults with complex and multiple needs.
- Community Safety Partnership Plan: Cuckooing, domestic abuse and hate crime.
- South Yorkshire Integrated Care Boards Five Year Plan: Developing a Population Health System and Broadening and Strengthening our Partnerships to increase our opportunity.
- Joint Health and Wellbeing Strategy 2019-24: all is relevant. Ambitions include “Everyone has access to a home that supports their health” and “Everyone has equitable access to care and support shaped around them”.
- Sheffield Safeguarding Adult Board Strategic Plan 2020-23: all is relevant. Priorities include “working in partnership” and “engage and empower”.
- South Yorkshire Police and Crime Plan 2022-25. Current plan priorities are all relevant, including “protecting vulnerable people” and “treating people fairly”.
- South Yorkshire Violence Reduction Strategy: most are relevant. Priorities include “Encourage all professionals and organisations to continue to work toward becoming trauma-informed” and “Work in partnership to improve the mental health of the population, and advocate for those who need support to receive it in a timely manner”.