

Appendix B

Specification

Creative Solutions for Complex Individuals

Enabling people in Somerset with complex, multiple needs to live successfully by obtaining and maintaining stable housing

25th July 2018

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1. Aim and Purpose

- 1.1 Rather than being a provider of accommodation, this service will work with a range of support services, landlords and housing providers to remove barriers and increase access to stable accommodation, The Service (see **Para 5.7**) will provide a framework of provision for Customers to obtain and maintain their tenancy and live positive healthy lives.
- 1.2 The Service will enable people to maintain and improve their independence & wellbeing and prevent them from needing to access more acute and / or crisis-based, costly social care and health solutions and will reduce repeat homelessness presentations.
- 1.3 The Service will focus on a core group of adults with complex and multiple needs stemming from a combination of mental health needs, substance misuse and challenging behaviours who are unable to find a sustainable housing solution and find themselves, “*stuck in the system*”
- 1.4 The Service will develop innovative solutions that enable such Customers to access suitable and affordable accommodation alongside effective support as and when needed. Often these will be outside the traditional and more prescriptive or linear methods of service delivery
- 1.5 The Service will need to work alongside existing and emerging elements of the housing landscape in Somerset to ensure resources are used effectively to develop a system-wide approach.
- 1.6 Support will be “step-up / step-down”, wrap-around” and flexible with clear measurable outcomes that are based upon what matters to the Customer.
- 1.7 The purpose of The Service is to:
 - Work with landlords and housing providers to remove barriers and increase access to stable accommodation for this Customer group
 - Identify person-centred sustainable solutions that enable Customers to obtain and maintain suitable housing and to live positive lives
 - Work with other stakeholders to facilitate an integrated, effective response which encompasses the Customer’s support networks, communities and communities of interest through reciprocal relationships and pro-active communication
 - Build capacity, confidence and capability across the system in the management of Customers with substance misuse, mental health and other behaviours

2. Principles and Values

- 2.1 The Service will work with the following principles:
 - Putting Customers at the heart of the service and service development
 - Focussing on people’s strengths and ambitions

- Enabling and empowering Customers to have hope and to aspire to and achieve successful, healthy, independent lives
- Developing successful approaches through innovation, experimentation and evaluation
- Ensuring all services are person-centred and recovery focused
- Developing and sustaining successful partnerships, sharing learning and adding value
- Work across the multi-agency system to develop a people-focussed approach to problem solving and the sense of a shared approach to and understanding of risk management
- Work in a holistic way in relation to the Think Family principles – **see Para 11.1.6.**
- Being pro-actively mindful of the impact of children’s behaviours on adults and vice versa.

3. Scope

3.1 The Service will focus on the following Customer group:

- Adults aged 18 or over regardless of who they are currently sharing their household with.
- Individuals who have difficulty in obtaining and maintaining stable housing (and maybe homeless) AND where two or more of the following are causing difficulties:
 - Any problematic substance use (any illicit drug and / or alcohol).
 - Offending / Criminal Justice issues
 - Any mental health or emotional difficulties including symptoms of personality disorder
 - Behavioural issues including aggression / anti-social behaviour
 - Significant, debilitating debt / money management issues affecting their mental health and/or ability to maintain / sustain stable housing
- There will be a proactive interface with other services and agencies including, but not limited to, the Positive Lives Projects, Pathways to Independence Service (P2i) for 16 to 24-year olds (See <https://www.p2i.org.uk/>) and some of the work of the Avon and Somerset Rough Sleepers Group as well as many of the organisations included in Para 10.3, below.

3.2 The following will be out of the scope of this service:

- Individuals under 18 years.
- Individuals aged 18 – 24 where their needs will be better met via P2i. In such cases a decision will depend solely upon which option best meets the needs of the Customer – this Service is aimed at those with complex needs

- This new service will work with but **not duplicate other available services** (see final point of 3.1, above). It is the intention that all other agencies (including those listed in 10.3) continue to contribute appropriately and that this service will add value through the provision of specialist expertise specific to the impacts of the complexity of an individual's needs.
- Individuals who have a single issue need or where their need(s) can be met through other avenues / services

4. Outcomes

These outcomes (and the associated measures and targets) will be reviewed and revised through the course of the service.

4.1 Outcomes across the Somerset landscape:

- Increased availability of and effective use of suitable accommodation for this group
- Increased access provision of access to step-up/step-down flexible and enabling support
- Substance misuse, mental health, challenging behaviours are effectively managed
- Housing providers and organisations have confidence and skill to manage substance misuse and mental health issues.
- The prevention of Customers' complexity developing and escalating using trauma informed and behaviour change approaches (thus, where possible, reducing the number of Customers reaching and/or returning to the higher needs level).
- Optimised use of all types of housing provision and tenures
- Reduction in unnecessary admissions to hospital / care / prison
Reduction in tenancy breakdowns and representations for homelessness
- Development of added value networks and partnerships supporting delivery and participating in shared learning
- Produce revenue savings for the public purse

4.2 Outcomes for Customers

These must be based upon what matters to the Customer. Customers will be encouraged to set their own goals and these could include the development of personal skills with the aim of being better able to:

- access and maintain stable accommodation
- set and achieve positive goals in life
- access / maintain employment, training, volunteering
- improve stability and security of any children and increase parental capacity where relevant.
- strengthen positive family and other support networks
- improve and sustain positive physical and emotional health
- improve self-esteem and confidence

- achieving a reduction in harmful behaviours
- achieving recovery

5. Service Deliverable I – Transition and Service Development

5.1 Ensure a safe and secure transition for Customers from the existing service arrangements to the new model, with as little disruption as possible:

See: **Appendix 4** – Transition Information: Schedule of Current Supported Accommodation Provision, Floating Support and Outreach for people with Mental Health needs.

Appendix 5 – Transition Information: Schedule of Current Units of Accommodation and Support for Drug and Alcohol Customers in Treatment / Recovery

5.2 Review existing property leases and agree forward plan with Commissioners. Note: The property which Public Health England funded through its Drug and Alcohol recovery capital grant 2015/16 will need to be maintained for use by people in recovery from dependent drug and/or alcohol misuse – see **Appendix 5, as above.**

5.3 Explores an appropriate system for access and assessment which:

- Facilitates the involvement of Somerset Direct as one access point
- Establishes clear triage, assessment, referral and communication with key agencies

5.4 Except in any Housing First type element, access to housing continues to be through District Council Housing Options / Homelessness Teams.

5.5 Develop positive and proactive working relationship with Landlords (including, but not exclusively: District Councils, Registered Providers and Private Landlords) to understand and alleviate landlords' concerns regarding the housing of complex individuals

5.6 Establish effective partnership working across Local Authorities, NHS, Voluntary and Community Sector organisations and Customer's own support networks to deliver The Service and build effective inter-agency partnerships for a coherent multi-agency approach to supporting this vulnerable group of individuals.

5.7 Work with Customers to devise a name for the service.

6. Service Deliverable II – Capacity Building Across the System

6.1 Build the capacity in other agencies to work effectively with the client group.

- 6.2 Establish and coordinate a flexible programme of multi-agency training and skill development to support the aims and outcomes of The Service. The programme to be annually agreed with commissioners. This should add to and enhance existing training and skill development – not duplicate it.
- 6.3 To engender system-wide cultural change and support the outcomes of The Service, establish a sustainable system of trauma-informed supervision and support for own staff and ensure that the same is in place for the wider workforce.
- 6.4 Provider will be expected to develop a programme that can respond to changing need as other elements of the system become better equipped / more competent.
- 6.5 See Section 8, below for requirements re the service's own workforce development.

7. Service Deliverable III – Personalised and Flexible Support

- 7.1 The service will deliver, support and/or co-ordinate a multi-agency approach to integrated, personalised support of varying types and intensities. The support will be provided to Customers in a range of venues to include some specialist accommodation but mostly elsewhere including at Customers' homes in mainstream, rented accommodation.
- 7.2 What matters to the Customer is key and their needs should form part of the support planning process. Implications could include impact on services i.e. GP surgeries, re-referrals for intervention & support; access and engagement into opportunities for work.
- 7.3 As depicted in **Appendix 2: Commissioning Intentions in a Nutshell and Schematic of the Framework of Services**, there are three levels of support needs envisaged although the emphasis shall remain on that support being personalised, flexible (step-up / step-down; wrap-around). Further information on needs is provided in **Appendix 1: Assessment of Need**.
- 7.4 **Individuals with High Support Needs – *Reclaiming My Life***
Tri-party agreement(s) will be made between Support Provider(s), Housing Provider(s) and the Commissioners, to enable the support framework to be delivered to this small cohort of high need individuals.
- 7.5 **Individuals with Complex Support Needs – *Building My Life***
It is anticipated that Customers with medium level support needs will be housed in mainstream housing within social housing or privately rented accommodation. These Customers may have moved-on from mainstream supported housing provisions / hostels to more sustainable tenancies and now need some ongoing flexible, personalised support to help them maintain their housing.

- 7.6 The support provided will be flexed to meet the needs of the Customer at any time, regardless of where they are living and/or the type of tenancy they have.
- 7.7 The workforce will be capable of supporting the needs of a range of Customers simultaneously and vary that support as their needs evolve. They will have expertise in trauma informed practice and in working with the combined impacts of mental health, substance misuse and challenging behaviour.
- 7.8 **Individuals Living in Recovery – *Living My Life***
Living in recovery and being supported by main stream agencies and communities. Prevention is the key focus. It's not expected that The Service will deliver support directly at this level of need, but rather that it helps ensure that customers' mainstream agencies are providing the appropriate support needed to maintain positive living.
- 7.9 Throughout the support provision, The Service will develop the highest standards of professional joint working with any other agencies who are also supporting the Customer.
- 7.10 The Service will regularly re-assess its focus to ensure that it continues to avoid overlap / duplication with the wider system including statutory or voluntary / community sector.

8. Workforce Competencies and Organisational Principles

- 8.1 The Service's overall workforce will have the following Competencies:
- Able to put Customers in control and deliver person-centred services.
 - All staff, volunteers and peer mentors will be respectful towards individuals accessing the service. It is important that staff are caring, show empathy, are motivated, work flexibly and have an excellent understanding of the complex needs of individuals.
 - Specialist skills to support trauma informed practice – particularly mental health, substance misuse, aggression / violence
 - High-level negotiation skills (with Customers and agencies)
 - Specialist skills in working with Customers who choose not to engage
 - Safeguarding expertise (in respect of Adult and Children & Families)
 - Goal- and solution-focussed practices
 - Good networking skills and the ability to develop full understanding of the Customer's wider support networks
 - Customer-facing staff must have competence in motivational approaches and brief interventions. All interventions will be provided by staff that are assessed by the service as being appropriately trained, skilled and competent to provide them,
 - Staff need to work holistically including "tapping into" broader support networks.

- Understanding of the wider systems of housing, welfare, training, employment, and how to tap-into organisations who deliver these services and/or have knowledge / expertise to support The Service and its workforce.
- Able to develop and deliver innovative approaches and bespoke solutions for individual customers.

8.2 The Service will adopt the following Workforce Principles:

- Ensure that all staff take an asset-based approach and foster aspiration
- Ensure support workers foster the ethos of independence and recovery rather than care and holding people
- Promote shared understanding of whole sector - roles and processes
- Support networking and collaboration
- Understand that Customers may have links to trusted people – and work with and through this.
- Ensure staff support co-ordination and smooth "handovers" – people are not dropped.
- Effective use Information and Communications Technology (ICT) and smart working including – websites and webinars to support staff and Customers
- Develop leadership across the workforce and within the Customer group
- Develop a strong peer mentor programme linked in with other peer programmes in Somerset
- Develop a framework that will ensure that all case officers, support agency and Landlord staff involved in supporting Customers with complex lives receive the support they need to deliver positive outcomes for Customers
- Continually work towards achieving a workforce which is fully competent and able to demonstrate that all managers and staff have a recognised competency assessed or professional qualification appropriate to their role and are pursuing relevant continuous development.
- Invest in the use of volunteers

8.3 The Service will provide the following support to the wider workforce

- Develop knowledge for client-facing housing staff regarding who to refer to / contact for people in crisis – i.e. awareness of crisis plans and personal plans
- Promote inter-agency training to share good practice
- Consider establishing best practice forum(s) for staff development and systems development / improvement group(s) to consider processes / systems improvements

9. Service Development and Innovation

- 9.1 A key requirement for the successful delivery of this new service and its interface with the system as a whole is the creativity and innovation expected of all parties. The development and implementation of improvements and new approaches is expected throughout the duration of any contract.
- 9.2 The Service Provider will identify and work on innovations and new ideas with the Commissioner that can bring added value through enhancements in service delivery, information technology, Customers' experience of The Service and cost efficiencies.
- 9.3 Develop an (annually agreed) learning and development framework to support continuous professional development as both the Service and recognised best practice evolve.
- 9.4 The Service Provider will work with the Commissioner to develop and test new ideas and services in addition to the strategic development work required to achieve the overarching vision during the term of the contract.
- 9.5 The Service will work with Commissioners to continue to review effectiveness and flexibility of the current model and its constituent elements for potential future improvements.
- 9.6 The Service provider(s) will be expected to work with other agencies to identify efficiencies through improved ways of joint working and making best use of staff time to deliver the outcomes for The Service and Customers.
- 9.7 Commissioning for Outcomes will allow the design and delivery of support in a way that will assist Customers to optimise their potential for independence. The intention is that all services will be based on achieving Customers' outcomes, recognising that a framework for this will need to be introduced as The Service takes shape.
- 9.8 Informed by the evidence from actual delivery of this service (which will show how well Customers' outcomes have been achieved), the Commissioner and Service Provider(s) will work collaboratively to redesign and develop the service within the parameters of this Specification.
- 9.9 The Service Provider will work with commissioners and housing providers to continuously improve delivery and respond to service efficiencies.
- 9.10 The Service Provider will bring innovative thinking and creative solutions to increasing the pool of landlords able and willing to accommodate Customers with complex needs.
- 9.11 Other developmental elements for consideration include the following (which arose from stakeholder engagement):

- Bonds and Guarantees for Properties
- Deposits

10. Working in partnership

10.1 The Customer group will have complex and challenging needs and may be eligible to receive support from a range of services to meet those needs. Their needs will also vary over time and to some degree with their accommodation setting.

It is the responsibility of the Service Provider to proactively develop and maintain robust working arrangements with other services and organisations that may be involved in providing support or care to the Customer and / or could be of future benefit of the Customer.

10.2 The Service Provider will work with other organisations both within this service and with others delivering services in Somerset.

10.3 These include but are not limited to:

- SCC Mental Health Social Work Teams (and Adult Social Care Teams) and their Safeguarding Team(s) and to a degree CAMHS
<http://www.somerset.gov.uk/adult-social-care/help-from-social-care/>
<http://www.somerset.gov.uk/adult-social-care/safeguarding/>
<http://www.sompar.nhs.uk/what-we-do/children-and-young-people/>
- Somerset Drug and Alcohol Service
<http://www.somersetdap.org.uk/page/adults--/6/>
<http://www.somersetdap.org.uk/>
- Somerset Partnership NHS Foundation Trust - Community Mental Health Teams / Crisis Teams
<http://www.sompar.nhs.uk/what-we-do/mental-health/>
- SCC Community Mental Wellbeing Service (VCS) contract
<https://www.smws.org.uk/index.htm>
- The Mental Health Hub
<https://www.somersetmentalhealthhub.org.uk/>
- Somerset Integrated Domestic Abuse Service
<http://www.somerset.gov.uk/adult-social-care/safeguarding/domestic-abuse/>
<http://www.somersetsurvivors.org.uk/somerset-integrated-domestic-abuse-service/>
- Landlords: housing providers including, but not exclusively: District Councils, Registered Providers and private landlords
- District Council Homelessness and Housing Options Teams
<https://www.sedgemoor.gov.uk/article/725/Housing>
<https://www.tauntondeane.gov.uk/housing-options/>
<http://www.mendip.gov.uk/article/3819/How-we-can-help-with-homelessness>
<https://www.southsomerset.gov.uk/housing/housing-solutions/>
<https://www.westsomersetonline.gov.uk/Housing>

- Social Inclusion Panels based at District Councils
- Positive Lives Partnership (delivering supported housing)
- Avon and Somerset Constabulary – One Teams, Impact and IRIS Teams
[https://www.avonandsomerset.police.uk/your-area/halcon-\(one-team\)/](https://www.avonandsomerset.police.uk/your-area/halcon-(one-team)/)
<http://www.impactpathways.org.uk/Somerset-IMPACT/>
- National Probation Service
<https://www.gov.uk/government/organisations/national-probation-service>
 Bristol, Gloucestershire, Somerset and Wiltshire Community Rehabilitation Company (CRC) and HM Prisons (Through the Gate)
<http://www.bgswcrc.co.uk/>
<http://www.bgswcrc.co.uk/content/view/through+the+gate>
- Musgrove Park Hospital and Yeovil District Hospital – Emergency departments and Hospital Discharge teams
<https://www.yeovilhospital.co.uk/going-home-discharge-information-patients/>
- Citizens Advice (Mendip; Taunton; Sedgemoor: South Somerset) and West Somerset Advice Bureau
- Faith / Community Groups and Voluntary Services
- Community Connect

10.4 The primary aims of a partnership working approach are to ensure that Customers do not fall between services and that they receive the optimum level and quality of support. It ensures joined up working and “one support plan” for the Customer wherever possible. The Service Provider will take a proactive role in helping with the development of joint protocols and joint / integrated assessments.

10.5 The service provider will seek potential expertise, advice, guidance and support from national organisations, charities, etc.

11. Delivering Services in Somerset

11.1 To operate effectively in Somerset, The Service will take into consideration a range of strategies and policies:

11.1.1 Improving Lives 2016 – 2020: Somerset’s Vision and Priorities

Improving Lives is the new vision for Somerset. The Vision will be delivered through a new *Improving Lives Strategy*. This will replace the current Health and Wellbeing Strategy and County Plan to create a single plan which is jointly owned by the Health and Wellbeing Board and the other Strategic Partnerships in Somerset. This plan will be out for consultation during 2018 and finalised by December 2018.

The Improving Lives Strategy will have four themes:

- A county infrastructure that drives productivity, supports economic prosperity and sustainable public services
- Safe, vibrant and well-balanced communities able to enjoy and benefit from the natural environment
- Fairer life chances and opportunity for all
- Improved health and wellbeing and more people living healthy and independent lives for longer

11.1.2 Somerset Strategic Housing Framework

<http://www.somerset.gov.uk/policies-and-plans/strategies/somerset-strategic-housing-framework/>

11.1.3 Adults Social Care Services in Somerset: Our Vision



ASC in Somerset Our Vision.pdf

The Improving Lives Strategy reflects **the vision of Somerset Adult Care Services** which is that people will remain as independent for as long as possible. The improving Lives Strategy also reflects the **Public Health approach** inform me, enable me, support me – placing emphasis on supporting independence and self-help.

The Somerset ambition is that people will remain independent for as long as possible with access to the right information and advice when needed to help families and communities by giving them the support they need to reduce the risk of them losing their independence.

When people do need care or support this will be through high quality, joined up health and social care services. These will, where possible, enhance rather than replace existing informal support networks. Customers will be in control of the care and support services they need. They can arrange them so that they are delivered where, when, and by the service providers they want, to achieve the things that are important for them.

In addition, the services outlined within this specification will comply with, and support delivery of the following local policies, procedures and strategies (and any modifications and / or replacements):

11.1.4 Positive Mental Health: A joint strategy for Somerset 2014 – 2019



Positive MH strategy for Somerset final Oct

11.1.5 Crisis Concordat – Somerset declaration statement and action plan

<http://www.crisiscareconcordat.org.uk/wp-content/uploads/2015/02/Crisis-Concordat-Draft-Somerset-Declaration-v9-30-1-15-TG-signed.pdf>



Somerset-Crisis-Concordat-Action-Plan-upx

11.1.6 Think Family

Somerset is committed to a *Think Family* approach – and to protecting children from the harms of adult behaviours. Although this service is not a children’s service, it will be expected to be fully conversant with systems and process for children and young people including early help, team around the school and safeguarding the needs of children and to be proactive in identifying and addressing these. For example, in identifying any parental or child contacts and taking responsibility to establish appropriate working relationships to protect and support children.



Somerset Think Family Strategy 2018,1

12. Legislation

12.1 All services set out in this specification and associated appendices must be delivered in line with all legislation relevant to the delivery of the services. This includes all Acts and Regulations, and associated Codes of Practice and Statutory Guidance that cover the provision of care and support services and includes but is not limited to:

- The Mental Health Act 1983 (amended 2007)
- The Mental Capacity Act 2005
- Public Interest Disclosure Act 1998
- Equality Act 2010
- Data Protection Act 1998 & GDPR 2016
- Care Act 2014
- Public Services (Social Value) Act 2012
- Safeguarding Acts for Children and Vulnerable Adults

13. Data Protection and Confidentiality

13.1 Sufficient data will be shared with such other organisations in order to efficiently and effectively deliver The Service and prevent duplication / overlap

in provision wherever possible but taking into account legislation including GDPR. See contract terms and conditions for further information.

14. Social and Added Value

- 14.1 The Public Services (Social Value) Act 2012 requires that all contracts should deliver some further benefit back into the community above and beyond the goods or services being paid for under the contract.
- 14.2 The Commissioner recognises that social value is about maximising the impact of public expenditure. Social value is defined as ‘the additional benefit to the community from a commissioning / procurement process over and above the direct purchasing of goods, services and outcomes’ (Social Enterprise UK: the Social Value Guide 2012).
- 14.3 The Service Provider is required to introduce innovative ideas to promote social value over the lifetime of the contract which may be based on social, environmental or economic sustainability and is over and above what is required in this specification.
- 14.4 The priority areas for Somerset as set out in the Somerset County Council Social Value Policy Statement are:
- Developing employment, skills and training opportunities
 - Improving the health and wellbeing of local residents, employees and reducing health inequalities.
 - Helping build community capacity and playing an active role in the local community.
 - Creating opportunities for micro-Service Providers / small and medium enterprises to be part of supply chains.



Social Value
Policy.doc

- 14.5 The Service Provider is also expected to introduce ideas for added value through improvements or additional services.

15 Finance / Governance






- 15.1 The Service Provider will undertake a financial open book process with the Commissioner that ensures transparency in all financial transactions and funding issues.
- 15.2 The Service Provider will be proactive in joint problem solving with the Commissioner regarding any challenges, whether in relation to service delivery, finance or service development and with a shared focus on benefit to the Customer.

- 15.3 The Service Provider will be expected to:
- Operate within the agreed budget
 - Manage variation in budget and be transparent over pressures, efficiencies and savings
 - Work closely with the Commissioner to obtain best value
 - Work closely with the Commissioner to manage / share risks
 - The Provider is required to submit a quarterly financial report in the format specified by the Commissioner.
 - This will be reviewed every quarter as part of the standing items at the contract review between the Commissioner and the Provider.
- 15.4 An annual budget review will also be undertaken between the Commissioner and Provider including the review of previous budget pressures and any projected forward budget pressures.
- 15.5 The relationship between the Commissioner and the Provider is critical to the success of the Service. The Provider will:
- be open and transparent in its relationship with the Commissioner so that both parties can have a mature dialogue over all aspects of the performance of the Service
 - be collaborative with the Commissioner and other stakeholders to achieve best value and outcomes for Customers
 - operate with a 'can do' approach and be flexible and adaptable to changing circumstances such as: the substance profile, partner organisation restructures and financial climate;
 - be committed to a culture of continuous improvement and learning;
 - operate a fiscal discipline.

16 Contract Management and Performance

- 16.1 A performance management framework will be established and include performance contract monitoring at least quarterly.
- 16.2 The Provider will be expected to use an appropriate case management system to be determined by the Commissioner.
- 16.3 A range of performance indicators will be drafted and then further developed with the Service Provider(s), Customers and other stakeholders in the first quarter of the contract to reflect the outcomes for The Service and this will then be refined through the first 12 months.

APPENDICES

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Appendix 1	Assessment of Need	 Appx 1 Assessing Need v1.2.docx
Appendix 2	Commissioning Intentions in a Nutshell and Schematic of the Framework of Services	 Appx 2 Commissioning Inte
Appendix 3	Partnership: Somerset Agencies Providing Support	 Appx 3 Partnerships v1.0.docx
Appendix 4	Transition Information: Schedule of Current Supported Accommodation Provision and Outreach and Floating Support for people with Mental Health needs.	 Appx 4 Transition Info MH Needs v1.3.
Appendix 5	Transition Information: Schedule of Current Units of Accommodation and Support for Drug and Alcohol Customers in Treatment / Recovery	 Appx 5 Transition Info Drug and Alcol