



# Item No: 11

Meeting Date: Wednesday 19<sup>th</sup> September 2018

## Glasgow City Integration Joint Board

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### GLASGOW HOMELESSNESS ALLIANCE TENDER

<b>Purpose of Report:</b>	<ol style="list-style-type: none"><li>1) To update the Integration Joint Board (IJB) on progress to date in developing an Alliance to End Homelessness in the city and the proposed procurement route identified to secure Alliance partners to work with GCHSCP to deliver a significant change agenda to improve homelessness services in Glasgow.</li><li>2) To seek approval of the GCHSCP recommendation of the proposed procurement route identified to establish the Glasgow Alliance to End Homelessness (the Alliance) and commission the Council through direction, to establish an Alliance model that will deliver a transformational change in homelessness services.</li></ol>
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<b>Background/Engagement:</b>	<p>The IJB has previously agreed that a new way of working with key partners is required to deliver improved outcomes for people at risk of, or experiencing homelessness. It recognised the need for innovation and constructive collaboration to transform and modernise services, with the key aims of ending rough sleeping and significantly reducing / preventing homelessness in the city. This would be achieved by developing innovative partnerships with people with lived experience, purchased sector providers and key housing and strategic partners working together to improve outcomes for individuals and families.</p> <p>The development of an Alliance Commissioning approach in relation to purchased homelessness service provision is a</p>
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	critical component within a range of service developments aimed at improving GCHSCP collective performance in addressing the housing and support needs of this highly vulnerable population.
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<b>Recommendations:</b>	<p>The Integration Joint Board is asked to:</p> <ul style="list-style-type: none"> <li>a) note the content of this report; and</li> <li>b) direct the Council to issue a competitive tender for Alliance partners to work with the Council and GCHSCP to deliver the Glasgow Alliance to End Homelessness.</li> </ul>
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### Relevance to Integration Joint Board Strategic Plan:

<p>The proposal outlined in this report will help meet IJB strategic planning priorities by:</p> <ul style="list-style-type: none"> <li>• Delivering transformational change in service provision, leading to positive health and wellbeing outcomes for Glasgow citizens.</li> <li>• Ensuring homelessness is prevented and if not prevented, is addressed through improved service delivery.</li> </ul>
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### Implications for Health and Social Care Partnership:

<b>Reference to National Health &amp; Wellbeing Outcome:</b>	This initiative relates to all outcomes other than no 6 (unpaid care).
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<b>Personnel:</b>	<p>There are no direct personnel implications for GCHSCP contained in this report.</p> <p>GCHSCP staff will require to work collaboratively with purchased sector providers to deliver the ambitious change agenda identified.</p>
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<b>Carers:</b>	No Implications.
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<b>Provider Organisations:</b>	<p>Provider organisations will be invited to submit group bids as part of a procurement process to become partners with the GCHSCP/ Council in the Glasgow Alliance to End Homelessness (the Alliance). There will be future implications for providers (including personnel) in relation to how change is managed and services delivered going forward during the lifetime of the proposed contract.</p>
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<b>Equalities:</b>	<p>The Alliance will reduce time spent in homelessness services and increase access to tenancies with support where needed, reducing dependencies on accommodation-based service responses in the medium to long-term.</p>
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<p><b>Financial:</b></p>	<p>The Alliance will be responsible for management of budget activity and allocations for purchased homelessness services from the start of the contract. For a minimum of 2-years GCHSCP will act as Banker on behalf of the Alliance at which point this will be reviewed.</p> <p>An Initial budget of £23million has been identified to facilitate the work of the Alliance.</p> <p>This is previously committed expenditure. The Alliance will be expected to achieve savings targets identified by GCHSCP and to release resource on a planned basis to support a redirection from traditional building based provision to community based service responses including Housing First and Rapid Rehousing models.</p> <p>Annual costs of up to a maximum of £100,000 p.a. funded by the GCHSCP will be required during the initial 2- year transition period to resource the establishment / infrastructure of the Alliance Management Team. Thereafter the Alliance Partners will fund ongoing costs from service efficiencies / redirection of resources.</p>
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<p><b>Legal:</b></p>	<p>A new contractual arrangement, an overarching Alliance Agreement to be signed by all partners, will require to be put in place to facilitate the establishment of the Alliance. Contracts for services delivered by Alliance partners will also be needed. Joint work with Legal Services is ongoing to conclude these arrangements prior to issuing a Tender seeking Alliance partners. External Legal advice will be sought as required to ensure the Council meets its duties in relation to procurement requirements and contractual arrangements in full.</p> <p>Legacy contracts will be subject to review by the Alliance and new contractual arrangements agreed where appropriate, depending on the outcome of that review process.</p>
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<p><b>Economic Impact:</b></p>	<p>Purchased sector providers remain committed to recruiting locally wherever possible. The Alliance model will adopt an asset-based approach encouraging active citizenship approaches and linking individuals with organisations supporting access to education, training and employability opportunities wherever possible. The Alliance will also seek to maximise such opportunities within its own membership where possible.</p>
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<p><b>Sustainability:</b></p>	<p>The contract to deliver an Alliance will be in place for 7-10 years, during which time it is anticipated that the introduction of new service models and approaches will deliver a more cost-effective service response, including efficiencies, that will improve individual outcomes and more effectively address the needs of those experiencing or at risk of homelessness.</p>
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<b>Sustainable Procurement and Article 19:</b>	No Implications.
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<b>Risk Implications:</b>	Adopting an Alliance Commissioning approach is not risk free. It requires all partners to adopt new, more collegiate ways of working together to change how we do business. A number of safeguards will be in place to protect the Council and IJB, including in relation to overall governance arrangements and financial governance and accountability processes.
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<b>Implications for Glasgow City Council:</b>	The Council retains sole responsibility for all statutory homelessness duties and obligations in relation to the assessment of housing need and provision of crisis / short-term accommodation options in relation to meeting the housing and support needs of people experiencing or at risk of homelessness. The new model proposed will be monitored closely by the Council and there are a number of areas where there will be reserved powers in place to ensure that the Council can respond if dissatisfied with the progress /activities of the Alliance.
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<b>Implications for NHS Greater Glasgow &amp; Clyde:</b>	The development of an Alliance approach will impact in the medium–long-term on the models and location of health and wellbeing support provided to homeless individuals and families. The increase in the numbers of people accessing and sustaining mainstream tenancies with support where needed will see an increase in demands on mainstream GP/ specialist health care services in the communities where people live, rather than in specialist homelessness health services.
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<b>Direction Required to Council, Health Board or Both</b>	Direction to:	
	1. No Direction Required	
	2. Glasgow City Council	✓
	3. NHS Greater Glasgow & Clyde	
	4. Glasgow City Council and NHS Greater Glasgow & Clyde	

## 1. Purpose

- 1.1 To update the Integration Joint Board (IJB) on progress to date in developing an Alliance to End Homelessness in the city and the proposed procurement route identified to secure Alliance partners to work with GCHSCP to deliver a significant change agenda to improve homelessness services in Glasgow.
- 1.2 To seek approval of the GCHSCP assessment of the proposed procurement route identified to establish the Glasgow Alliance to End Homelessness (the Alliance) and commission the Council through direction to establish an Alliance model that will deliver a transformational change in homelessness service delivery models and significantly improved outcomes for homeless individuals and households.

## **2. Background**

- 2.1 In January 2017 the IJB agreed the establishment of effective joint commissioning arrangements within a strategic partnership framework. This work was to be progressed initially within a Homelessness Alliance partnership with purchased sector providers on the planning and delivery of services tackling homelessness in the city, but would be expected to be the model of approach used for the joint commissioning of all care group services that are procured following direction from the IJB to the Council or Health Board.
- 2.2 Following the Homelessness Strategic Review, priority was given to improving service responses for homeless households and vulnerable individuals. It recognised there was a need for services to be redesigned with a strong focus on responding to need and improving outcomes for this vulnerable population through multi-agency partnerships and co-production.
- 2.3 The Review findings also confirmed that services were historically designed to respond to a large-scale hostel decommissioning programme and should be re-shaped to better reflect service user needs and support people more effectively into their own tenancies.
- 2.4 The Homelessness Service is currently working closely, on a voluntary basis, with the Scottish Housing Regulator to improve service performance in relation to meeting immediate housing need and support for homeless individuals and families. This includes reducing the length of time people remain in homelessness services and working closely with housing provider partners to improve / increase access to Section 5 mainstream tenancies.
- 2.5 There is a strong commitment across the homelessness purchased sector for all parties to work together to transform the service delivery and support models offered in relation to addressing rough sleeping, homelessness prevention and alleviation in the City. As a direct consequence of the IJB direction to establish a Homelessness Alliance, a series of 4 co-produced sessions took place in 2017 to determine how best this could be achieved.
- 2.6 The Alliance approach has been developed in co-production with key stakeholders across the homeless sector in Glasgow. This involved a series of co-production workshops with engagement from Glasgow Homelessness Network (GHN), people with lived experience of homelessness, GCHSCP, Third and Independent sector homelessness service providers, Shelter Scotland and Govan Law Centre. These workshops were supported by an external Alliance Consultant and the outcome of these sessions has informed the proposal submitted to the IJB for the delivery of the Alliance as outlined in this report. There will continue to be ongoing engagement of people with lived experience throughout the Tender process including in relation to the evaluation of bids received.

### 3. The Alliance Approach

- 3.1 GCHSCP and key stakeholders have a shared vision to eliminate homelessness in Glasgow, by ensuring that people have appropriate services and support options available to them, when they need them, and by seeking to prevent homelessness wherever possible. The Alliance will be formed by organisations who are willing to adopt a “best for people using services” approach in relation to decision-making and who are committed to delivering modern, “fit for purpose” services. The Alliance is not intended to be a separate legal entity and Alliance partners must have sufficient organisational seniority and delegated authority to make decisions as part of the Alliance, prior to submitting group bids within a tender process.
- 3.2 The purpose of the Alliance is to deliver positive outcomes for people affected by or at risk of homelessness through the process of planning and delivering a large scale transformational change agenda across the purchased service sector, which will re-design and deliver modernised services and support. The Alliance will:
- End rough sleeping in the city for Glasgow citizens
  - Prevent homelessness / alleviate the impact of homelessness
  - Reduce homelessness/ duration of stay in temporary accommodation
  - Reduce repeat homelessness
  - Increase tenancy sustainment for homeless people accessing permanent tenancies.
- 3.3 All homelessness *purchased* services for people aged 18+ who are experiencing homelessness are in-scope for inclusion under the auspices of the Alliance. Glasgow City Council currently purchases a range of accommodation based and outreach support. The Alliance will adopt a whole systems approach across purchased services, working in partnership with individuals with lived experience, statutory services, housing providers and others, towards homelessness prevention and the sustainable resettlement of those who experience homelessness.
- 3.4 The objectives of the Alliance are:
- Co-production
  - to assume collective responsibility for all of the risks involved in providing services under the Alliance Agreement;
  - to make decisions on a ‘Best for people using services’ basis;
  - to commit to unanimous, principle and value based-decision making on all key issues;
  - to adopt a culture of 'no fault, no blame' between the Alliance participants insofar as is practicable;
  - to adopt open book accounting and transparency in all matters relating to the Alliance;
  - to appoint and select key roles on a best person basis; and
  - to act in accordance with agreed Alliance values and behaviours at all times.
  - to ensure the Alliance does not act in a way that damages the reputation of the Council and or IJB.

#### **4. Proposed Procurement Route**

- 4.1 The application of Alliance Commissioning approaches in relation to health and social care services is a relatively recent development. There are a number of successful examples operating in England and internationally (e.g. New Zealand) that clearly demonstrate the advantages of collaborative partnerships in the planning, design and delivery of social care services that deliver significantly improved outcomes for service users.
- 4.2 It is proposed that a bespoke procurement approach is delivered under the “Light Touch Regime” provisions of the Public Contracts (Scotland) Regulations 2015. This approach will enable the Council under direction from the IJB to tailor the tender process to best meet service requirements going forward, including promoting innovation.
- 4.3 It is proposed that the Council will adopt a tender procedure involving successive stages to accommodate some form of negotiation or dialogue with participants rather than following an open or restricted procedure. The “Light Touch Regime” provisions allow the Council to incorporate best practice in ensuring a robust tender process is completed that promotes innovation and permits dialogue with providers prior to final bid submissions and recommendations being made for approval. External legal advice will be taken where required to support the Council in delivering this complex collaborative approach for the first time and to ensure processes are fair and transparent.
- 4.4 A procurement approach that supports dialogue with bidders as part of that process will enable the Council to have a confidence that providers share the vision, values and principles of the IJB and the Council in terms of the change agenda required to transform services and that they have robust governance arrangements in place to deliver this. The tender process will also focus on innovation and service models / approaches proposed to achieve success. The evaluation process will be supported by an independent Alliance consultant who will assist with training and support to commissioners and people with lived experience involved in the process.
- 4.5 The Council will tender for prospective partners to form an Alliance Partnership. Prospective partners will be expected to bid jointly in pre-formed groups not necessarily set up as a formal consortium. They will be required, among other things, to demonstrate their ability to work collaboratively to deliver the objectives and target outcomes of the Alliance.
- 4.6 The Alliance partners will require to demonstrate how they will ensure they will operate in an open, transparent and accountable way, including e.g. how decisions will be made regarding services and how future business will be allocated. The Alliance will also be required to identify members who will be in a position to enter into sub-contracting arrangements where these may apply in relation to future business. The Alliance will require to fully comply with all homelessness, health and social care, procurement, finance and governance legislation and all associated regulations.
- 4.7 The successful pre-formed group will then form an Alliance with the Council, represented by GCHSCP staff, to deliver change. Experience suggests that the

optimum size of an effective Alliance would be between six to eight partners, including the commissioning partner (the Council on behalf of the IJB), however it will be for bidders to evidence how they will ensure the group will operate effectively, irrespective of its size. In addition to partner bidders, Glasgow Homelessness Network and GHIFT (people with lived experience) will form part of the Alliance.

## **5. Finance / Governance Arrangements**

- 5.1 The Provider partners will need to demonstrate that robust financial and legal governance procedures are in place. Provider partners will also need to provide indicative plans as to how they see themselves delivering the ambitious transformational change agenda required to achieve the target of ending homelessness in Glasgow, during the lifetime of this contract.
- 5.2 The Alliance Partners will require to fully comply with financial governance principles and requirements as defined in the “Code of Guidance on Funding External Bodies and Following the Public Pound” (1996).
- 5.3 An initial budget of £23million has been identified to facilitate the work of the Alliance. This budget constitutes currently committed expenditure and one of the principal tasks of the Alliance will be to manage a transformational change agenda that will require a redirection of resources and also budget efficiencies to be achieved.
- 5.4 In addition to the above initial costs of up to a maximum of £100,000 p.a. funded by the GCHSCP will be required during the initial 2- year transition period to resource the establishment / infrastructure of the Alliance Management Team, including the appointment of an Alliance Manager. Thereafter the Alliance partners will fund ongoing costs from service efficiencies / redirection of resources.

## **6. Contract Monitoring**

- 6.1 The Alliance Agreement and any service delivery contracts in place between the Council and Alliance partners will be initially monitored on a quarterly basis by GCHSCP Commissioning Officers not directly involved in the Alliance Leadership or Alliance Management Teams. Frequency may vary as the Alliance becomes established. Any sub-contracting arrangements entered into on behalf of the Alliance by partners will be monitored by those partners directly and reported to commissioners in quarterly meetings.
- 6.2 GCHSCP Commissioning Officers will continue to contract manage legacy services, until such times as these are reviewed by the Alliance and decisions taken regarding any future purchasing arrangements / withdrawal of contracts. Commissioning Officers will report on contract monitoring activity and outcomes for legacy contracts to the Alliance Leadership Team at a frequency to be agreed (3-monthly / 6-monthly). The content of contract monitoring reports will be agreed by partners once the Alliance is formally established.



## **7. Indicative Timescales**

7.1 If approved and direction issued by the IJB to proceed with the issue of the Tender, indicative timescales\* will be as follows:

November / December 2018	Contract Notice Issued
January 2019	Initial provider returns received
February –April / May	Dialogue Sessions / Evaluation process
June	Contract Award
July	Implementation

\* Timescales for conclusion of the Dialogue / Evaluation processes are dependent on the number of group bids received and may change. Timescales also reflect approval processes.

## **8. Recommendations**

8.1 The Integration Joint Board is asked to:

- a) note the content of this report; and
- b) direct the Council to issue a competitive tender for Alliance partners to work with the Council and IJB to deliver the Glasgow Alliance to End Homelessness.

**DIRECTION FROM THE GLASGOW CITY INTEGRATION JOINT BOARD**

1	Reference number	190918-11-a
2	Date direction issued by Integration Joint Board	19 <sup>th</sup> September 2018
3	Date from which direction takes effect	19 <sup>th</sup> September 2018
4	Direction to:	Glasgow City Council only
5	Does this direction supersede, amend or cancel a previous direction – if yes, include the reference number(s)	No
6	Functions covered by direction	Delivery of all Purchased Homelessness Services
7	Full text of direction	The IJB directs Glasgow City Council to issue a competitive tender for Alliance partners to work with the Council and IJB to deliver the Glasgow Alliance to End Homelessness.
8	Budget allocated by Integration Joint Board to carry out direction	£23million which will reduce throughout the lifetime of the contract period, subject to service redesign and efficiencies targets.
9	Performance monitoring arrangements	In line with the agreed Performance Management Framework of the Glasgow City Integration Joint Board and the Glasgow City Health and Social Care Partnership.
10	Date direction will be reviewed	September 2019