



Item No: 7

Meeting Date: Wednesday 18 January 2017

Glasgow City Integration Joint Board

Report By: Susanne Millar, Chief Officer Strategy, Planning & Commissioning / Chief Social Work Officer

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DEVELOPING EFFECTIVE JOINT COMMISSIONING ARRANGEMENTS WITHIN A STRATEGIC PARTNERSHIP FRAMEWORK

Purpose of Report:

To seek Integration Joint Board agreement to establish effective Joint Commissioning arrangements within a strategic partnership framework. This work will commence with the Homelessness Alliance with 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 on all care group services that are procured following direction from the IJB to Council or Health Board.

Recommendations:

The Integration Joint Board is asked to:

- a) note the report;
- b) approve the development of a joint commissioning approach; the intention to Tender for a Framework of Providers in homelessness services to engage in future joint commissioning activity; and the intention to roll out this approach beyond homelessness as appropriate; and
- c) direct the Council and NHS Greater Glasgow & Clyde to put said arrangements in place for the Integration Joint Board.

Implications for Integration Joint Board:

Financial:

There are no direct financial implications from this report.

Personnel:	There is no impact on Council personnel.	
Legal:	Authority to enter into such a partnership is outlined in the Scottish Government procurement legislation and guidance	
Economic Impact:	None.	
Sustainability:	None.	
Sustainable Procurement and Article 19:	None.	
Equalities:	None.	
Risk Implications:		
Implications for Glasgow City Council:	A direction to follow.	
Implications for NHS Greater Glasgow & Clyde:	A direction to follow.	
Direction Required to Council, Health Board or Both	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 of Report

- 1.1 To seek Integration Joint Board agreement to establish effective Joint Commissioning arrangements within a strategic partnership framework. This work will commence with the Homelessness Alliance with 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 on all care group services that are procured following direction from the IJB to Council or Health Board.

2. Background

- 2.1 Part II of Housing (Scotland) Act 1987 (as amended) sets out the powers and duties on the Local Authority in dealing with people approaching it who are homeless or threatened with homelessness. In essence the Local Authority has a statutory duty to prevent homelessness where possible and alleviate it when it occurs. Currently the Partnership delivers the statutory homeless services on behalf of Glasgow City Council.
- 2.2 In November 2014 Glasgow City Council's Health and Social Care Policy Development Committee considered a report on the strategic review of homelessness services within the city. The strategic review highlighted the challenges facing the city in delivering effective homelessness services to our most vulnerable citizens.
- 2.3 The strategic review made clear that systems and processes, accommodation options and lack of joined up working across the sector is impinging on our ability to deliver quality services consistently.
- 2.4 The strategic review made a number of recommendations designed to improve access to emergency/settled accommodation and re-design the support available to people affected by homelessness. In implementing the recommendations the HSCP has engaged in a transformational change programme within Homelessness Services to: integrate statutory homelessness services across the HSCP, enhance our capacity to prevent homelessness; improve access to emergency and settled accommodation; and ensure support is person centred and enables resettlement from homelessness and community living.

3. The development of co-produced methodology and practice to date

- 3.1 In recent years the planning and delivery of homeless services have included significant elements of co-produced work with providers and service users. In particular these include the review of homeless outreach services, the development of the specification for this, the organisation and delivery of city centre based initiatives and involvement in the Proof of Concept.
- 3.2 It is acknowledged that a large-scale "change agenda" cannot be delivered without the assistance of housing providers and purchased service providers who would be willing to work differently with the Council to achieve different outcomes and aspirations for future service design. The broad aim of this approach is to explore best practice in accommodation and support services that informs the development of service models/commissioning programmes and have dialogue on the most effective way to implement revised services models.
- 3.3 In the spring of 2016 the HSCP commenced a programme of engagement with service users and voluntary and independent sector providers. There were two distinct strands to the programme, firstly the development of meaningful and sustained engagement with service users and, secondly,

engagement with existing service providers and HSCP operations staff. The co-production exercise with service providers involved a series of seminars with voluntary and independent sectors providers to examine best practice in housing support services. This work informed the development of the specification that was central to the Flexible Homelessness Outreach Support Service Tender Exercise which will be concluded in January 2017.

- 3.4 This engagement exercise also focused on developing a model of co-production which is compliant with procurement regulations whilst harnessing the collective knowledge of service providers, planners and people who use services.
- 3.5 The evaluation of the Homelessness Service Purchased Services co-production approach was undertaken in September 2016. It was evident that Service Providers welcomed the HSCP's commitment to engage with providers and wished to see an ongoing co-production Process. They saw the benefit of the process in terms of developing responses to homelessness, however whilst the commitment to co-production was welcome, it was felt that the model requires further development if it is to realise its full potential.
- 3.6 The strength of this co-produced work and the positive relationships make homeless service planning delivery the obvious place for the partnership to develop further co-production approaches. The co-production approach and commitment to transformational change in homelessness has been noted by external funders. It has been instrumental in the voluntary sector attracting funding e.g. additional 3 years funding from the Oak Foundation to maintain and upscale the City Ambition Network [CAN]. In addition Glasgow Homelessness Network has brokered a potential investment fund involving Big Society Capital and Social Investment Scotland which would facilitate HSCP priorities in developing housing first models. Development funding from Esmee Fairbairn Trust is on offer as the first phase and is under partnership consideration.
- 3.7 In addition to the co-production approach, engagement with service users was developed in partnership with Glasgow Homelessness Network. During 2016, work has focused on engaging service users to ascertain their views on particular aspects of service delivery which has informed the implementation of the strategic/ commissioning programme. These activities included: a survey of service users which saw 167 returns in March; a Conversation Café in June; focus group on the Flexible Homelessness Outreach Support Service Tender July 2016; an information exchange session with 100 service users and service providers in November 2016. The service user group, Glasgow Homelessness Involvement & Feedback Team (GIFT), was formed in June 2016. This group includes individuals with lived experience of homelessness and will work to develop service user involvement as a core aspect of future service development and change agenda.

4. Embedding development of this joint commissioning approach

4.1 The National Guidance on the Procurement of Care and Support Services 2016 states that:

“The procurement of care and support services should promote partnership working across sectors. Successful partnership working must be built upon openness and transparency, mutual respect and a joint understanding of the roles and responsibilities of each partner and the challenges that they face. To achieve this, as best practice, a public body should:

- recognise service providers’ contributions to achieving positive outcomes for people who use services;
- involve service providers in the development of local commissioning strategies and local policies and procedures for the procurement for care and support services;
- be proactive in involving service providers in service design and the development of service specifications; and
- in doing so, continue to ensure compliance with the procurement rules – for example by ensuring that there is no conflict of interest which could distort competition or prevent the equal treatment of bidders.”

4.2 It is in pursuit of this that proposals are being made using the following regulation:

“A public body may seek a long-term (for example, over a period of 10 or 20 years) strategic partner or partners to redesign and achieve major changes in the delivery of a service and/or the use of resources. For example, it may decide to work with a service provider or providers to determine what could be provided across a range of services within the available resource, rather than tendering for particular services. In this situation, the choice of strategic partner(s) should be on the basis of a transparent and competitive process in accordance with the public procurement rules.”

4.3 The commissioning cycle to be delivered within the strategic partnership will include the following stages:

- **stage 1: analyse** individual needs, intended outcomes and service providers;
- **stage 2: plan** the procurement process and develop the service specification;
- **stage 3: do** the procurement exercise and award and manage the contract; and
- **stage 4: review** the arrangements and individual outcomes.

4.4 Key Considerations in establishing the Strategic Partnership:

The Partnership when tendering for Strategic Partnership members will have regard to the following issues when procuring these partners and service delivers:

- ability to operate collaboratively and non-competitively in a partnership
- experience of working in similar partnership arrangements
- experience of service planning and redesign
- understanding of the challenges faced in tackling homelessness in Glasgow
- ability to work across client groups
- the quality of the services;
- the continuity of the services;
- the affordability of the services;
- the availability and comprehensiveness of the services;
- the accessibility of the services;
- the needs of different types of service users;
- the involvement of service users;
- innovation; and,
- how the service will contribute to the public body's organisational objectives.

4.5 Evaluating existing arrangements for delivering the service against best value principles will require them to consider:

- whether the service is effective and of good quality;
- what it costs and whether it is cost-efficient;
- whether it promotes equal opportunities; and
- whether it contributes to sustainable development.

4.6 This approach, already begun in large part on the Outreach Support Service Tender as described, is expected to be able to be progressed in other aspects of the homelessness provision. Thus in exercise of the powers the partnership will from 1/4/17 spend £20 million per year in homelessness services with independent and third sector providers purchasing the following services:

- Emergency Accommodation services
- Supported Accommodation services
- Resettlement Accommodation
- Care Homes
- Flexible Community Outreach services (including housing support)
- Day services
- Street Outreach services
- Intensive accommodation & support services (housing first approach , alcohol outreach and non-abstinence accommodation services)

5. Recommendations

5.1 The Integration Joint Board is asked to:

- a) note the report;

- b) approve the development of a joint commissioning approach; the intention to Tender for a Framework of Providers in homelessness services to engage in future joint commissioning activity; and the intention to roll out this approach beyond homelessness as appropriate; and
- c) direct the Council and NHS Greater Glasgow and Clyde to put said arrangements in place for the Integration Joint Board.

DIRECTION FROM THE GLASGOW CITY INTEGRATION JOINT BOARD

1	Reference number	180117-7-a
2	Date direction issued by Integration Joint Board	18 th January 2017
3	Date from which direction takes effect	18 th January 2017
4	Direction to:	Glasgow City Council and NHS Greater Glasgow and Clyde
5	Does this direction supersede, amend or cancel a previous direction – if yes, include the reference number(s)	No
6	Functions covered by direction	All functions delegated to the Integration Joint Board.
7	Full text of direction	Glasgow City Council and NHS Great Glasgow and Clyde are directed to implement the joint commissioning approach as outlined within this report.
8	Budget allocated by Integration Joint Board to carry out direction	As directed by the Chief Officer: Finance and Resources
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	30 th September 2017