



Glasgow City Council

Wellbeing, Empowerment, Community and Citizen
Engagement City Policy Committee

Report by: Interim Chief Officer, Glasgow City HSCP

Contact: Pat Togher, Head of Public Protection Ext: 24858

**HOMELESSNESS TRANSFORMATIONAL CHANGE AGENDA:
GLASGOW ALLIANCE TO END HOMELESSNESS**

Purpose of Report:

To advise Committee of progress to date in relation to the development of the Glasgow Alliance to End Homelessness, as a new approach for achieving transformational change in the delivery of purchased homelessness services.

Recommendations:

The Wellbeing, Empowerment, Community and Citizen Engagement City Policy Committee is asked to:

- a) Note the contents of this report;
- b) Note that a report will be submitted to the Contracts and Property Committee on 6th February 2020 requesting it to approve the commissioning of a Multi-Party Alliance Agreement to establish the Glasgow Alliance to End Homelessness.

Ward No(s):

Citywide: ✓

Local member(s) advised: Yes No consulted: Yes No

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1. Background

- 1.1 Following the conclusion of the Homelessness Strategic Review in 2016, priority was given to improving service responses for homeless households and vulnerable individuals. It was recognised that there was a need for services to be redesigned with a strong focus on responding to individual need and improving outcomes for this vulnerable population through multi-agency partnerships and co-production across the sector.
- 1.2 A key finding of the Review was that “more of the same won’t do” and that a whole-system approach to transformational change was needed, as was a different, better way for key stakeholders to work together to deliver change and improve outcomes for those in need of support.
- 1.3 It is recognised that Glasgow City Council faces many challenges in meeting the needs of those at risk of, or experiencing homelessness. It is also acknowledged that the current models of support, referral and access arrangements contribute to ongoing levels of unmet need and longer duration of stay in homelessness services.
- 1.4 The Homelessness Service is currently working closely with the Scottish Housing Regulator and Scottish Government to improve service performance in relation to meeting immediate housing need and support for homeless individuals and families. Both are interested in and supportive of the Council’s proposal to develop the Glasgow Alliance to End Homelessness as part of the solution, including reducing the length of time people remain in homelessness services and working closely with housing provider partners to accelerate access to mainstream permanent tenancies.
- 1.5 Glasgow City Council and the Glasgow City Integration Joint Board (IJB) agree that a new way of working with key partners is required to deliver improved outcomes for people at risk of, or experiencing homelessness. They accepted the need for innovation and constructive collaboration to transform and modernise services, with the key aims of ending rough sleeping and significantly reducing and preventing homelessness in the city. This will 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. This was a key feature of the first City Administration Homelessness Summit held in 2018.
- 1.6 In 2017 the IJB instructed officers to develop a new whole-system approach to providing support to those at risk of, or experiencing homelessness. Working in partnership with the then, Glasgow Homelessness Network (now Homeless Network Scotland, an independent umbrella organisation supporting local and national homelessness policy development) Glasgow City Mission, Unity Trust and the Coalition of Care and Support Providers in Scotland (CCPS) to develop a new model of working, supported by an external consultancy, LH Alliances, an expert in the field of Alliance Commissioning. A series of co-production events was held with the aim of identifying an Alliance model approach for purchased homelessness service provision in the City.

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- 1.7 The outcomes of this co-production approach formed the basis for the Prospectus, “Your City, Your Home”, the tender specification to establish the Glasgow Alliance to End Homelessness.
<https://www.yoursupportglasgow.org/media/25087/prospectus-for-the-glasgow-alliance-to-end-homelessness-outline-specification.pdf>
- 1.8 In May 2019 Glasgow City Council issued a tender to establish an Alliance partnership to work together with the Council to deliver an ambitious transformational change agenda that would focus on improving outcomes for vulnerable individuals and families in need of support from homelessness services.
- 1.9 This is a complex and innovative approach to partnership working and a shift from the traditional commissioner/ provider relationship. The establishment of the Alliance affords a significant opportunity to demonstrate that by working together with shared responsibilities and a drive to adopt whole-system, rights and asset based approaches to change, we can improve outcomes, experiences and perceptions of this vulnerable population of Glasgow citizens.
- 1.10 Establishing the Alliance requires the Council to share ownership of and responsibility for decision-making processes, financial management and allocation of resources across the sector, whilst managing risk to people using services during a time of significant transformational change in how support is provided. Delivering such a change in the system is not without risk for the Council and its partners, however to mitigate this risk, significant work was undertaken including support from expert external parties to identify the procurement route and develop the Multi-Party Alliance Agreement that would deliver the Alliance whilst protecting the collaborative principles of this approach.

2. National Policy and Legislative Context

- 2.1 Glasgow City Council has been at the forefront of national policy developments in Scotland in relation to addressing homelessness. The Homelessness and Rough Sleeping Action Group (HARSAG) was established in 2017 by the Scottish Government and was tasked to produce short and long-term solutions to end homelessness and rough sleeping. All 20 HARSAG recommendations were accepted in full by the Scottish Government. The actions required reinforced the direction of travel Glasgow had already embarked on, with prevention and rapid rehousing at its core and adopting a strong collaborative, rights and strength based approach as reflected in Glasgow City’s 5-year Rapid Rehousing Transition Plan, 2020/21-2023/24, that builds on the current achievements of Housing Options, Housing First and the development of more collaborative approaches in finding solutions to end homelessness.
<https://glasgowcity.hscp.scot/publication/item-no-7-glasgow-rapid-rehousing-transition-plan-201920-202324>
- 2.2 The use of an Alliance model in relation to delivering health and social care services is a relatively new development. This model has its origins in a co-production approach and this is supported in general by the Scottish Government

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and Scotland Excel as a more inclusive and collaborative way in which to commission services, utilising the skills, knowledge, experience and expertise of a wide range of partners to find innovative solutions to meet diverse needs.

- 2.3 An Alliance is a formal collaboration where the partners share responsibility and accountability for, the design and delivery of services and new approaches on a “best for people using services” basis, seeking a culture that promotes and drives innovation and outstanding performance. Success is measured through the collective performance of the Alliance and not the performance of individual partners, thus creating a shared incentive to achieve objectives.
- 2.4 The application of an Alliance model 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). Evidence supports the advantages of collaborative partnerships in the planning, design and delivery of health and social care services leading to significantly improved outcomes for people using services.
- 2.5 Most recently Glasgow City has become a Vanguard City, one of a select group of early adopter cities on six continents working with the Institute of Global Homelessness to eradicate rough sleeping across the globe. Each city will commit to achieving a goal (Glasgow-75% reduction in rough sleeping) by the end of 2020 that puts them on a path to end rough sleeping by 2030.
- 2.6 There is a strong commitment across the homelessness sector in Glasgow 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.

3. Establishing the Alliance

- 3.1 A bespoke staged procurement approach was designed and delivered under the “Light Touch Regime” provisions of the Public Contracts (Scotland) Regulations 2015. This approach enabled the Council to tailor the tender process to best meet the needs of people at risk of or experiencing homelessness.
- 3.2 The Contract Notice published by the Council contained the following description of the Alliance:

"Glasgow City Council (GCC) is seeking to establish an Alliance with provider organisations to end homelessness in Glasgow. The Alliance will plan and deliver a large scale transformational change agenda across the purchased service sector, re-designing and delivering modernised services and support to maximise potential for independent living.

The Alliance will work in partnership with individuals with lived experience, statutory services, housing providers and others, towards homelessness prevention and sustainable resettlement, minimise time spent homeless and end rough sleeping for Glasgow Citizens.

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Provider partners will be expected to pre-form groups to make joint bids and evidence their ability to work collaboratively to deliver the outcomes of the Alliance. The successful pre-formed group will then form an Alliance with GCC. Experience suggests that the optimum size of an effective Alliance would be between six to eight partners, including the commissioning partner".

- 3.3 This procurement approach ensured that all key stakeholders including Glasgow Homelessness Involvement and Feedback Team (GHIFT- people with lived / living experience). GHIFT members were fully involved in every stage of this Tender process, (e.g. developing the specification, Tender evaluation and interviews).

The contribution of GHIFT members was invaluable in ensuring a focus was maintained on improving outcomes for people using homelessness services. This level of involvement from people using services exceeds the existing best practice in user involvement in commissioning.

- 3.4 Homeless Network Scotland staff fully supported GHIFT members throughout this process and supported the Council with the development and publication of the Your City, Your Home Prospectus for the tender.
- 3.5 The entire range of homelessness services to be provided by the Alliance over the seven to ten years of its existence were covered within the scope of the procurement, and are listed under the heading "Current Services in Scope" in Appendix 1 annexed.
- 3.6 However, it should be noted that the Council's statutory homelessness duties (set out under the heading "Services Out of Scope" in Appendix 1) remain the responsibility of the Council. In summary, the Council must independently be able to take certain decisions in relation to individuals presenting as homeless and cannot share that responsibility with any third party. In deciding how to deliver particular services, however, it can discharge that duty directly or through third parties. The Council is not a provider of services under the Alliance Agreement and will not directly provide homelessness services under the Alliance Agreement.
- 3.7 The Alliance model is a new approach to this Council and is not a standard purchased services type arrangement. Once established, the Alliance will not itself become a separate legal entity, but each of the individual Alliance partners will enter into a legally binding contract among themselves which sets out their obligations to each other. The Council will also be a party to this Agreement and these obligations are set out in a contract which is called the "Alliance Agreement".

4. The Role of the Council in the Alliance

- 4.1 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 appropriate to meeting the housing and support needs of people experiencing or at risk of homelessness.

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- 4.2 The Council as a member of the Alliance Leadership Team will be fully involved in decision-making processes in relation to achieving the objectives of the Alliance.
- 4.3 The Council together with Alliance partners will ensure that robust governance, accountability, performance and scrutiny arrangements are in place and that the Alliance operates in an open and transparent way.
- 4.4 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.
- 4.5 The Council will not deliver homelessness services under the auspices of the Alliance Agreement, the Council will continue to assess homelessness and deliver directly provided homelessness services, including homelessness prevention, emergency and short-term accommodation and support solutions for those in housing need.

5. Alliance Objectives and Principles

- 5.1 The Alliance Partners will work together and with other homelessness agencies to strategically transform and alleviate homelessness within the City. Its purpose 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 in Glasgow. Working in partnership with other key stakeholders, the Alliance will work to:
- End rough sleeping in the city
 - 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.
- 5.2 All homelessness *purchased* services for people aged 16+ who are experiencing or at risk of 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, and work in partnership with individuals with lived or living experience of homelessness, statutory services, housing providers, homelessness service providers and other relevant stakeholders, to address homeless need.
- 5.3 The Alliance will work on an ongoing basis with existing homelessness purchased service providers and other key stakeholders across the homelessness sector when redesigning or developing new service models and approaches.
- 5.4 The principles set out in the Alliance Agreement are:
- Co-production;
 - To assume collective responsibility for all of the risks involved in providing services under the Multi-Party Alliance Agreement;

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- Make decisions on a 'Best for people using services' basis;
- 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 partners insofar as is practicable;
- Adopt open book accounting and transparency in all matters relating to the Alliance;
- Appoint and select key roles on a best person basis; and
- Act in accordance with agreed Alliance values and behaviours at all times.
- Ensure the Alliance does not act in a way that damages the reputation of Alliance Partners, the Council or the Integration Joint Board.

6. Alliance Governance Arrangements

- 6.1 The Alliance Agreement sets out that the parties to it will be governed by an Alliance Leadership Team (ALT). This will comprise of senior representatives of the Council, and Providers from the successful Group Bid. Homeless Network Scotland and Glasgow Homelessness Involvement and Feedback Team (GHIFT- people with lived / living experience) will attend meetings in an advisory capacity. The ALT will report to both the Council and Integrated Joint Board in relation to progress, performance and accountability (Appendix 2 annexed).
- 6.2 Glasgow City Council retains responsibility for all statutory homelessness duties, but there are significant co-dependencies between these duties and those covered by the Alliance. Integrated approaches and close working arrangements will therefore be enhanced to ensure the successful transformation of services to prevent and alleviate homelessness in the City.
- 6.3 The Alliance Agreement will be subject to the Council's contract management and monitoring arrangements. In particular, the ALT will prepare an annual report to enable the Council to ascertain the extent to which the KPI's and the Alliance Objectives are being achieved, in addition to quarterly performance reports.

7. Financial Governance

- 7.1 The anticipated estimated value of this Agreement over its maximum 10-year term is £187.5 million excluding VAT. This value is estimated on the basis of £23.3 million in year 1, reducing by 5% p.a. in subsequent years. This is subject to variation subsequent to Local Government financial settlements and Council / GCHSCP budget allocations.
- 7.2 The Council will provide an infrastructure budget of £100,000 p.a. for the first 2-years post award of this contract. This will support the implementation of the Alliance, including the appointment of an Alliance senior manager / director. It is anticipated that from year three the Alliance will fund ongoing infrastructure costs from future service efficiencies / redirection of resources.
- 7.3 The Alliance Partners will have demonstrated that robust financial and legal governance procedures are in place that meet the Council's requirements in relation to financial accountability on an ongoing basis. This includes how they

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will deliver transparency and accountability in relation to financial decisions.

- 7.4 The Alliance Partners will require to achieve best value and fully comply with financial governance principles and requirements as defined in the Audit Scotland “Code of Guidance on Funding External Bodies and Following the Public Pound” (1996) and any future variations of this. Costs and best value for these contracts will be determined by benchmarking costs against similar services (locally and nationally), provider competence, evidence of effectiveness of service delivery models and outcomes for people using services.
- 7.5 The Alliance Leadership Team will manage all resource allocation and take decisions in relation to the delivery of the Alliance Objectives. The Council will act as “Banker” for the Alliance for the initial 2-year period post-award of contract. Thereafter the Council will decide whether to continue to operate that model or transfer that responsibility to a provider partner. Any such arrangement will be subject to robust financial governance procedures being agreed between the Council and the ALT.

8. Policy and Resource Implications

Resource Implications:

Financial: The establishment of the Alliance will result in the transfer of responsibility for financial allocation, management and governance arrangements to the Alliance Leadership Team of which the Council is an equal member.

An initial budget of £23.3 million (excluding VAT) has been identified for financial year 2020-2021 to facilitate the work of the Alliance.

Budget efficiencies are projected at a level of 5% p.a. throughout the duration of the contract period. The maximum contract value is projected as £187.5m over a period of 10 years (7+3). This may change subject to inflation or other financial variations.

Financial governance arrangements are robust and in line with the requirements of Audit Scotland, [Following the Public Pound Code of Guidance](#). Council Finance Officers will support the work of the Alliance as appropriate. Financial transparency, accountability and responsibility will be shared and an “open-book accounting” approach will be applied.

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Legal: Subject to the approval of the Contracts & Property Committee, the Director of Governance and Solicitor to the Council will be required to formally conclude the Multi-Party Alliance Agreement.

Personnel: There are no personnel implications for the Council as a result of this report. There may be an impact on the purchased sector homelessness service providers as a consequence of the ambitious agenda for change associated with the Alliance approach during the lifetime of this contract.

Procurement: The Tender procedure followed the “Light Touch Regime” provisions of the Public Contracts (Scotland) Regulations 2015. This ensured that the procurement approach was fully legally compliant with EU Legislation at every stage.

Council A Healthier City; Priority 46

Strategic Plan: A Thriving Economy; Priority 5

The commissioning of the Glasgow Alliance to End Homelessness is consistent with aims of the Council Strategic Plan, the GCHSCP Strategic Plan (2019-2022), Homelessness Strategy 2015-2020 and the Council Rapid Rehousing Transition Plan 2019/20-2023/24.

<https://www.glasgow.gov.uk/CHttpHandler.ashx?id=40052&p=0>

<https://glasgowcity.hscp.scot/publication/gchscp-strategic-plan-2019-2022>

https://www.yoursupportglasgow.org/media/25081/final_homelessness_strategy_5_year.pdf

Equality and Socio-

Economic Impacts:

Does the proposal support the Council's Equality Yes, by adopting a rights and strength based approach to improving outcomes for those at risk of or experiencing homelessness.

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Outcomes 2017-22 By increasing access to settled accommodation, with support where needed, improve outcomes by supporting people in their own communities where they live

What are the potential equality impacts as a result of this report? The design and delivery of a holistic, whole system approach to the prevention and alleviation of homelessness will result in more person-centred services and support being provided, improving equality of access to services in localities where people live.

Positive impact in relation to supporting vulnerable individuals and families to access and sustain their own tenancies and by the provision of a reduced number of short-term emergency accommodation services.

The Alliance will have a role in addressing stigma and discrimination in relation to homelessness and will proactively promote anti-discriminatory practice across services.

<https://glasgowcity.hscp.scot/publication/eqia-vulnerable-child-and-adult-services-glasgow-alliance-end-homelessness>

Please highlight if the policy/proposal will help address socio economic disadvantage Purchased sector providers are 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, including the involvement of peer mentors.

Prospective Alliance partners are committed to Fair Working Practices.

Sustainability Impacts:

Environmental: N/A

Social, including opportunities By developing person-centred approaches, promoting good health and wellbeing, building resilience and

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<i>under Article 20 of the European Public Procurement Directive:</i>	<p>confidence, including promoting positive engagement with their local communities.</p> <p>Delivering effective outreach service interventions with the aim of preventing repeat homelessness and assisting in the resettlement process from homelessness to permanent accommodation. Support people using services to develop skills, knowledge and support networks to achieve long term tenancy sustainment.</p> <p>Community benefits will be achieved through the promotion of active citizenship, inclusiveness and engagement of those experiencing or at risk of homelessness within their wider communities. A commitment to engagement with established local community forums and local planning structures will provide opportunities for communities to influence the Alliance planning process.</p> <p>A key aim of this model is to promote social cohesion and integration, including access to employment, training and learning opportunities for service users.</p>
<i>Economic:</i>	<p>An increase in support to those experiencing or at risk of homelessness through income maximisation, securing settled accommodation and support individuals to develop skills, resilience and self-confidence will improve opportunities in the jobs market</p>
Privacy and Data Protection impacts:	<p>The Alliance partners will be subject to GDPR data protection requirements and will develop protocols for information sharing and management post-award of contract.</p> <p>A Draft Data Protection Impact Assessment has been completed by the Council.</p>

9. Recommendations

9.1 The Wellbeing, Empowerment, Community and Citizen Engagement City Policy Committee is asked to:

- a) Note the contents of this report;
- b) Note that a report will be submitted to the Contracts and Property Committee on 6th February 2020 requesting it to approve the commissioning of a Multi-Party Alliance Agreement to establish the Glasgow Alliance to End Homelessness.

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Appendix 1 - Homelessness Services: Establishing the Alliance

Current Homelessness Purchased Services (in Scope)

Glasgow City Council purchases a range of accommodation based and outreach support on behalf of Glasgow City HSCP. We have listed them here although do not expect all these to remain in their current form. The homelessness purchased services that are in the scope of the Alliance are:

- Emergency accommodation services
- Supported accommodation services
- 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)
- Access to private rented sector accommodation (commissioned service)
- Specific youth based outreach support
- City Centre multi-agency HUB

GCC Directly Provided Homelessness Services (Out of Scope)

Glasgow City Council will retain responsibility for all statutory and legal obligations to address homelessness in the city.

The following statutory services are **not** in the scope of the Alliance:

- Glasgow City HSCP provided Community Homelessness Services
- Glasgow City HSCP provided Homelessness Services teams for refugees and prisoners
- Glasgow City HSCP directly provided accommodation based services
- Glasgow City HSCP Out of Hours Homelessness Service
- Homelessness specialist health provision
- Bed and Breakfast budget
- Glasgow City HSCP managed Temporary Furnished Flats (TFF's)

Close working between GCC services and the Alliance is essential and the Council is committed to further strengthening collaborative working arrangements.

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Appendix 2 - Governance - Glasgow Alliance to End Homelessness

