

Youth Homelessness Prevention Social Impact Bond – Greater Manchester

1. Background

The purpose of this specification is to set out clearly how the service is to be provided to support the prevention of Youth Homelessness, funded through the GM Reform Investment Fund (RIF) and Greater Manchester Local Authorities using a Social Impact Bond (SIB) contract.

The GM Reform Investment Fund was agreed with government as part of the fourth devolution agreement in 2016. Its purpose is to bring together funding to provide GM with greater flexibility to invest in and support innovative approaches to the transformation of public services. Included within the initial funding from central government was an allocation of £5m from the Department for Digital, Culture, Media and Sport (DCMS) Life Chances Fund (LCF). The inclusion of this funding within the RIF means that GM has autonomy over how this funding is used and is not be expected to operate to the same conditions and processes as other Local Authorities that have bid into the LCF fund. There is however an in principle agreement that:

- GM will pursue an outcomes based contract (ideally through a social impact bond model)
- GM will secure at least match funding for the project
- GM will share learning from any project

At previous Wider Leadership Team (WLT) and Leaders' meetings (GMCA) a number of potential areas for investment were presented with consideration to what extent they meet the following criteria for the RIF:

- Make a tangible difference to Greater Manchester outcomes through investing more in prevention.
- Maximise the opportunity of Greater Manchester level investment aligned to – and informed by – shared priorities
- Maximise and leverage the impact of funding by pooling devolved Central Government budgets and contributions from local commissioners
- Promote reforms that lead to sustainable future models

Proposals to fund a project focussed on Youth Homelessness prevention has received strong support, not least because it marks a shift in GM level programmes seeking to tackle homelessness towards an emphasis on prevention. It also responds to many of the findings from the review of A Bed Every Night undertaken by Dame Louise Casey around the suitability of this provision for young people.

The purpose of the SIB is to improve the social outcomes of publicly funded services by making funding conditional on achieving positive outcomes through a payment by results

model. Payments to the Provider will be based on the results of the predefined and measurable outcomes achieved by the project.

The SIB will enable the provision of more flexible outcome based and personalised services.

The Provider will be required to wholeheartedly and willingly engage with the GMCA and its constituent local authorities and work with the GMCA in the spirit of true partnership.

The Provider must take an active part in working with the 10 GM Local Authorities, existing service providers, including health, housing and social care, schools and colleges, Voluntary, Community, Faith and Social Enterprises, Greater Manchester Police, local groups and people with lived experiences (service users) with a view to actively promoting the services and effectively engaging with others to improve and complement the services provided in order to successfully achieve positive outcomes.

The new service model will provide a springboard for improved partnership working and collaboration. It is expected to be innovative and bring a range of voluntary and statutory sector partners together to provide a highly personalised approach for every young person.

Over time, and with evidence-based improvements across the homelessness prevention landscape, the “system” should deliver more successful homelessness prevention interventions. This project therefore needs to not only provide a viable alternative for young people that are presenting as homeless or at risk of becoming homeless but needs to find a way in which learning can be shared and utilised in order to support this change.

2. Policy Context

Homelessness and rough sleeping is a significant priority for Greater Manchester. The latest version (currently under review) of [Greater Manchester Strategy](#) (GMS) set out the following ambition:

- End the need for rough sleeping in Greater Manchester by 2020
- Be a national leader in ending rough sleeping and reducing homelessness

Under challenging circumstances Greater Manchester has already invested in a number of high profile projects that collectively are seeking to tackle rough sleeping and reduce homelessness through investment in innovative projects and approaches. This includes the MHLCG funded Homelessness SIB, GM Homelessness trailblazer, Housing First pilot and A Bed Every Night (ABEN). These projects are collectively helping to support many vulnerable people often once they have reached crisis point.

There remains a challenge in how we can truly get upstream to prevent people becoming homeless in the first place. We also must recognise that for some people, particularly vulnerable young people there can be an issue with the suitability of provision such as the ABEN scheme. Indeed the suitability of this provision for young people and the need to ‘turn off the tap’ of demand into this type of provision were identified as important issues to be addressed by the recent review of ABEN undertaken by Dame Louise Casey at the request of GMCA.

Greater Manchester has recognised the need to prioritise prevention work alongside the work to support individuals who are already homeless. Therefore, partners across Greater

Manchester developed a Greater Manchester Homeless Prevention Strategy (GMHPS) aligning the 5 stages of homeless prevention and 5 key missions:

- Mission 1: Everyone can access and sustain a home that is safe, decent, accessible and affordable.
- Mission 2: Everyone leaves our places of care with a safe place to go.
- Mission 3: Everyone can access quality advice, advocacy and support to prevent homelessness.
- Mission 4: People experiencing homelessness have respite, recovery and re-connection support.
- Mission 5: Homelessness is never an entrenched or repeat experience.

Against this background GM is looking to invest in a project that will provide young people who are at risk of homelessness or homeless with a targeted intervention aimed at either preventing these circumstances whilst also equipping them with the tools they need for life and work.

3. Greater Manchester Model for Unified Public Services

The Greater Manchester Model for Unified Public Services (the [GM Model](#)) built on the November 2018 announcement of our plans to radically overhaul public services across the city-region, summarised in 'The Greater Manchester Model: further, faster. This set out the six features we agreed would be fundamental to achieving our goals. The GM Model outlines the approach to implementation, evaluation and shared accountability. When we talk about Greater Manchester public services, we mean all services to the public, regardless of sector or funding, and including our citizens' own role in them.

The opportunities that this programme presents are multiple; to commission in line with the GM Model for Unified Public Services, to commission for learning and system change as well as person outcomes, and to develop a rich source of data to case make for doing things differently.

4. Prevention Pathfinder



The COVID-19 pandemic derailed plans to develop the outcomes contract from day one. Instead, the GMCA commissioned an innovative initial 1-year Prevention Pathfinder contract. Based on learnings from the delivery team, partner organisations and young people the

Pathfinder has given a rich understanding of the systems and responses to youth homelessness that can be scaled and mainstreamed.

The pathfinder has adopted a collaborative relationship between commissioners and provider and a test and learn attitude which should be continued into the outcomes project.

The Prevention Pathfinder had two principal objectives:

- Provide support to young people identified as being at high risk of becoming homeless, helping them secure and sustain suitable, safe accommodation, engage in meaningful activities, and improve their overall wellbeing.
- Build a detailed understanding of the circumstances of the young people accessing the service, the systemic barriers they face, and the intervention approaches needed to support them to feed into the design of a future service

Key findings from the pathfinder to incorporate into the outcomes partnership:

- Mental health - at the end of June 2021, 67% of the participants on pathfinder presented with mental health as a risk factor which was likely to impact on their ability to maintain a tenancy. Consideration should be given to offer (or pathways) of mental health within the model
- Financial Stability – this was another key risk area for young people with 69% reporting this as a concern. There have been various reasons linked to concerns around financial stability including access to benefits, rent arrears and poor financial planning skills. Service should reflect these findings to support prevention and sustainment outcomes.
- Cohort Diversity - The profiles of the young people referred into the Pathfinder project have been diverse with a wide range of complexities. Whilst some young people have required a low level of support to achieve outcomes, others have been more complex, requiring much higher levels of support. The initial findings suggest that a caseload of between 25-30 would be suitable for the nature of this contract. This should be reflected in offer and caseload projections.
- Pre prevention referrals - The pathfinder was initially intended to work primarily with referrals directly from the local authorities' housing options teams. In the early stages of delivery, it was identified that many of those referrals were already at the point of crisis and needing new accommodation, which meant little prevention work could be undertaken. With support from Local Authority partners referrals should be sought from other partners VCSE organisations and colleges along with creating a referral pathway from housing option triage teams.
- Access to new accommodation - A significant proportion of young people referred to the service need new accommodation. 61% of young people starting the service to date have been in some form of informal accommodation, with over 90% stating that the main reason for them wanting to work with Pathfinder is to secure alternative accommodation. While continued upstreaming is likely to have some impact in

reducing this number, access to alternative accommodation is likely to continue to be a relevant factor in ensuring that young people are suitably housed. The service should support individuals to support existing pathways into housing if accommodation is found to be unsuitable but this is not expected to be the primary role of the service.

The provider is expected to build on the learning from the pathfinder taking learnings into consideration of the service delivery model.

5. The Service

The contract will be an outcomes-based contract focussed on preventing young person's homelessness in Greater Manchester based on the outcomes below in section 8.

The model should provide a person-centred case management service, which is integrated into the Local Housing Options statutory homeless prevention offer as well as reaching further 'upstream' to prevent the need for a statutory response.

The service should be delivered as a partnership across Greater Manchester bringing multiple partners together and sharing expertise.

The Provider will be required to wholeheartedly and willingly engage with the GMCA and its constituent local authorities, public services and community and voluntary sector and work with the GMCA in the spirit of true partnership.

6. Delivery Period

The GMCA commissioned a one-year pathfinder which is currently being delivered in three Local Authorities; Bolton, Salford and Manchester.

The full outcomes contract will be for three years starting in January 2022 to December 2025.

The outcomes project should begin in January 2022 for the current local authorities. It is expected that the provider will expand the provision to all ten local Authorities by April 2022 and this can be a staggered process.

7. Value

The contract will be payment by outcome over the delivery period. The value of the contact is £4.85m (to be confirmed).

8. Cohort

The programme is designed for individuals who are at risk of their first instance homelessness in the next 3 months and lacking the support that would enable them to prevent their situation worsening and putting them at risk of homelessness.

Eligibility is open to Non-Former Relevant Children or Care Leavers between the ages of 18 and 35 years old. In certain circumstances with the local authority support care leavers over 25 years old may be referred, dependent on existing support available to them.

The lower age band should be flexible to include 16–17-year-olds where the existing local resources have failed to provide a working solution ('demand failure' only). For example, this may include a 17-year-old in unregulated supported accommodation that is not a care setting. The offer for this younger age band should be support based only.

The provider is expected to work with a minimum of 1500 number of individuals over the life of the contract.

The provider is expected to deliver Greater Manchester coverage in an equitable way based on demand and need for the service and reflecting the investment from the Local Authority partners.

It is expected that the project will work with individuals with a multitude and complex needs, demonstrating the working principles of Making Every Adult Matter (MEAM).

Those with no recourse to public funds cannot be referred to the service.

9. Referral and access points

We understand demand for the service may be higher than resource and capacity. To ensure that the service is prioritised for those with the greatest need, clear referral pathways need to be developed in each locality and the provider should work with individual local authorities and partner organisations to do so. The flow of referrals throughout the contract will be managed by the provider.

Cases (and their referral source) will be reviewed with the commissioners and relevant stakeholders at regular intervals to ensure appropriateness and support the development of effective, relevant and impactful work to prevent homelessness with young people.

10. Outcomes

Personal Outcomes

Personal outcomes are based on 4 key themes that will make up the rate card payment mechanism.

- **Person-centred support planning;** the beneficiary has a dynamic support plan that they feel in control of and recognises them as an individual. The support planning process is based on evidence-based methodology of what works.
- **Homeless prevention;** where the individual has a determined risk of homelessness either those risks are removed or where the original accommodation was determined to be unsuitable new accommodation to be secured.
- **Accommodation sustainment;** the beneficiary has a long-term suitable accommodation and is able to sustain this current or new accommodation for the foreseeable future.
- **Self-determined priority;** the beneficiary is engaging in activity that they find valuable in supporting the overall aim of homeless prevention, this can include a broad array of learning, working, vocational or volunteering activities (see section 9).

Systems Outcomes

The provider will be expected to provide high quality and accessible evidence based on the experience and outcomes of users of the service to inform the on-going development of the contract and influence the wider public service reform agenda (e.g. user journey maps, personal accounts, cohort level analysis). System outcomes will be monitored as key outcomes but will not be elements on the rate card.

In particular systems outcomes should focus on:

- **Learning from prevention;** provide evidence based learning to inform and improve approaches to homelessness prevention for young people across Greater Manchester.
- **Co-production of solutions;** develop practise and local mechanisms for co-production of solutions and development of large scale programmes.
- **Strengthening community capacity;** build community infrastructure that provides co-ordinated responses around person, place and prevention

11. Rate Card

The rate card is reflective of the value of each outcome and reflects the payment mechanism for the contract as a Social Impact Bond.

The Youth Pathfinder has been working with the Steering Group to develop the Rate Card, consulted with a number of LA's, Partners etc. The rate card focuses on the prevention and sustainment outcomes but also includes an innovative truly person-centred element, where with support from their keyworker an individual is in control of the other outcomes included.

The inclusion of self-determined outcomes is a key requirement of the project based on input from lived experience to reflect the diverse ambitions of young people. Evidence from the pathfinder suggests that the achievement of meaningful activity increases likelihood of individuals achieving other beneficial outcomes. Examples of self-determined outcomes have been engagement in meaningful activity e.g. volunteering or gym attendance, improvement in financial stability, improved support network.

The individual will rank the outcome in terms of priority. The outcomes and evidence will need to be agreed with commissioners but there will be ability to add an outcome should an individual identify an outcome that has not been captured.

Rate Card

Outcome
Delivery of personalised support plan
Follow up support plan x3 within 12 months
Successful Prevention
New Accommodation secured
6-month sustainment
Self-Determined Priority x 3

A costed rate card will be provided should the provider progress to the second stage.

Key guidance will be developed with the provider in terms of definitions of each outcome and evidence required.

The provider will be expected to provide evidence to the GMCA on the achievement of the outcomes at the end of each month. For the first quarter 20% of outcomes will be audited each month by the GMCA reducing to 10% should there be no issues.

The provider must have a system to monitor and collate evidence and make this available to the GMCA for audit purposes.

12. Key requirements: Person, Place and Prevention

The provider is expected to develop a service model which can achieve the outcomes stated above. Flexibility, creativity and adaptability will be key, recognising the challenges of working in the housing, homelessness and health sector and criminal justice sectors.

As commissioners we wish to understand the plans for delivery against three key themes; Person, Prevention and Place.

Person:

- Providers are able to offer flexible, choice based interventions that recognise the breadth of likely experiences within the cohort. Beneficiaries should feel in control of their support, and able to build on their strengths and interests.
- Providers learn from and engage with the experiences of people with personal insight to design and deliver this contract.
- Providers ensure that the local community is used as an asset to ensure that people have a local support network.
- Deliver services in a way that meets the specific needs of those who are referred showing regard to age, gender, ethnicity, learning difficulties Autism and/or learning disabilities, community of interests including veterans, foreign national offenders and a range of previous personal experiences

Prevention:

- Providers ensure that beneficiaries' circumstances improve in relation to accommodation security and wellbeing, and that these improvements are sustained.
- Providers value continuous and evidence-based learning that enables a better understanding and response to early intervention to prevent homelessness
- Providers are able to be flexible and shift their interventions further upstream over the course of the contract.
- Learning is considered for the wider system not just homelessness
- Support Greater Manchester's workforce development agenda as referenced in the GMHPS contributing and participating across programmes

Place:

- Providers work with and build on the wide variety of existing public and community infrastructure that plays a vital role in place based, person centred, and preventative interventions across Greater Manchester.
- Providers recognise and respond to the variation across Greater Manchester in experiences of homelessness in young adults and the existing options available to them.
- Providers recognise the Local Authority variances and integrate into local Housing options services

- Providers build local capacity and sustainability in the Voluntary Community and Social Enterprise sector.

13. Roles and relationships

Commissioner

We consider our role as commissioners to be collaborative and focused on building and sharing quality practice within public services to enable homelessness prevention. We will have a different relationship with and understanding of ‘providers’ to traditional commissioners; we consider providers across the full range of formal and community provision and have a partnership based relationship rather than a contractual based relationship.

We consider the role and day to day work of a ‘commissioner’ to be closely connected to the reality on the ground i.e. ‘field and frontline’.

During the commissioning process we will:

- Clearly state the preference for integrated place-based partnerships that enhance and build sustainable community infrastructure
- Ensure visibility of current local offers around youth homelessness across public and community services and organisations where possible
- Make the bidding process visible and transparent
- Engage meaningfully with people with lived experience through the life course of the contract; design, specification, tendering, tender evaluation, monitoring, and programme evaluation
- Evaluate against the Greater Manchester Model for Unified Public Services
- Mandate for inclusion of small and VSCE providers that add significant value to local connectivity and delivery capabilities
- Evaluate against the impact on Social Value across the localities

During the course of the contract we will:

- Measure what matters to individuals in the context of their lives
- Reflect on delivery and engage with people to ensure the delivery of commissions are grounded in the reality of people’s lives
- Ensure that measurement, data and evaluation is used primarily for the purpose of learning and reflecting
- Support risks and accept failures
- Connect providers into the whole public service system and the whole place or neighborhood.
- Have an appreciation of the interactions between all parts of the system rather than a focus on the specific commission, discipline or organisations.
- Work proactively across sectors, disciplines and themes to combine and maximise social value as a whole and as unified public services.
- Provide independent assurance and cross reference with other data and projects
- Review evidence for outcomes on a regular and timely basis against agreed criteria

Provider

- Provide a quality service off that focuses on the person
- The Provider will adopt a safe secure and robust case and information management system to manage the safe receipt, transfer, security, governance and reporting requirements of this service.
- Develop a supply chain that builds local capacity and reflects local need
- Provide evidence for achievement of outcome payments
- Proactively work to solve issues adapting a problem-solving approach
- Engaging in collaborative reporting being open and transparent about successes and system barriers and work to find solutions
- Feed into the wider work at both at a strategic and locally operational level attending local meetings and governance structures
- Bring local providers together and build community of practice

Local Authorities

- Take a lead on integrating the service into the Housing Options Service and wider relevant areas of public service
- Work with the provider to develop pathways for referrals
- Communicate service internally and externally to build knowledge of service and referral pathways
- Co-run a local case review meeting with provider and key partners
- Convene and chair a Local Steering Group for best practice bringing services such as colleges/Money advice/Children's services/RPs/Mediation services/YOTs/VCSSO
- Participate in GM Steering Group to share best practice and inform system change

14. Partnership with individuals who use services

The provider will be expected to have processes in place that ensure people who use the service and other relevant stakeholder groups are fully involved in the design and ongoing evaluation and where appropriate (e.g. recruitment) delivery of the service.

This could build or support capacity within existing structures across Greater Manchester that amplify voices of lived experience or establishing a mechanism that will support real-time learning during the contract and development of future iterations of the service.

The provider should ensure co-production is resourced throughout lifetime of contract and individuals who provide their time to the service are compensated appropriately. The resources should be clearly identified at the outset and a co-production engagement plan developed in the first three months.

15. Partnerships

The Provider should build a supply chain that ensures local coverage delivery across Greater Manchester and specifically seeks to bring smaller VCSE into the model to support capacity building. The process to develop the supply chain should be transparent and fair

including recognition that smaller organisations may require support in this process. The supplier should involve Local Authorities in the development of the supply chain in their area.

Providers are expected to have good knowledge of the regional and local public service landscape and work in close partnership with statutory and non-statutory services, making the best use of existing services to support individuals in accessing and sustaining engagement with these services. This will ensure that interventions complement, rather than duplicate, services which are already available locally.

The provider will be expected to provide an engagement strategy which includes regular planned engagement with partners and knowledge of local Single Point of Contact arrangements to maintain good working relationships.

Key to the success will be the relationship of the provider with the Local Authority Housing Options Teams. The provider will have a physical presence in each Local Authority area across Greater Manchester (or an ambition to build towards this) with a supporting plan to demonstrate how operational integration will be built.

The partnership must work alongside the system for a whole system approach to preventing homelessness.

The GMCA will continue to convene The Young Person's Homeless Prevention Steering Group, first developed to design the service to bring learning together and continue to develop the service over the lifetime of the project.

16. Training

The provider will ensure that Workers receive suitable training and have the competence to carry out the tasks in accordance with the Service Specification.

Employees will be required to undertake mandatory training such as risk, safeguarding, information governance, health and safety. This should also include psychologically informed environment training or similar.

The provider will ensure its workers have access to refresher training as appropriate.

The provider will identify the on-going training needs of its Workers. The provider will ensure its Workers receive suitable development opportunities to have the necessary skills and competence in relation to the delivery of this Service and individual Service User outcomes.

17. Social Value

In accordance with the Public Services (Social Value) Act 2012, the GMCA has a duty to ensure that it considers how services can improve the social, economic and environmental well-being of the area and consider, then demonstrate, that some degree of social value has been sought and achieved where possible in contracts.

In addition to the core requirement specified above, the Provider is required to demonstrate their commitment on how they would deliver additional social value outcomes in line with the [GM Social Value Policy and Framework](#).

Social value is expected to be delivered by building local capacity outside of the service delivery in the local system in order to support smaller organisations to tender for future bids.

18. Delivery Period

The GMCA commissioned a one-year pathfinder which is currently being delivered in three Local Authorities; Bolton, Salford and Manchester.

The full outcomes contract will be for three years starting in January 2022 to December 2025.

It is expected that the provider will expand the provision to all ten local Authorities by April 2022 and this can be a staggered process.

19. Monitoring and Evaluation

The provider will be monitored on the following outcomes:

- Meeting person outcomes as defined by the rate card; homeless prevention, accommodation sustainment, support planning, engagement,
- Meeting System outcomes; learning for prevention, co-production, increased community capacity and involvement of local supply chain

It is expected that the provider uses a measuring tool (e.g. STAR, YHOT) in order to assess the needs of individuals on the programme and measure distance travelled and build appropriate support plans. This should be driven by the individual and not done to them. The process should be incorporated into the evidence base for outcomes.

The provider will also be expected to deliver further relevant management information and outputs as and when required. This would include provision of case studies which consider a MEAM approach.

Indicators, output measures and reporting mechanisms will be developed with the provider following contract award.

The provider will be required to have its own case management system to manage the caseloads and reporting including evidence collection which could also be used by its sub-contracted partners. The Provider should have the ability to share agreed data and reports in a timely and agreed standard format.

The provider should also support and contribute to any evaluation that is commissioned in the future. Likewise the GMCA will contribute to evaluation developed by the provider.

20. Contract Management

The provider will be expected to fully engage with all contract monitoring and performance management regimes and also to fully engage in any contract monitoring / performance management changes or variation as well as engage in their development.

The Service will be monitored by:

- Service Performance Data
- Consultation with People using the Service
- Levels of engagement with people using the service, Lived Experience panels and other Stakeholders
- Contract performance meetings

Underperformance shall be managed through the collaborative contract monitoring meetings and managed as follows:

- Consistent underperformance for 1-3 months: Management under normal contract management arrangements.
- Consistent underperformance for 4-6 months: Meeting between the representatives of the GMCA and Managing Director of the supplying organisation.
- Consistent underperformance for 6 months plus: The participating organisations reserve the right to consider the early termination of the contract by reasons of breach of obligation under the contract terms and conditions.

19. Information Governance

It will be a requirement of the Provider to have in place appropriate and lawful processes to enable them to share relevant information with partner agencies

In line with Data Protection Legislation, Data Protection Privacy Impact Assessments must be undertaken.

All staff must be appropriately trained in information governance, data protection, good record keeping and confidentiality.

GMCA would request oversight of all paperwork involving the information sharing process with the ability to comment where necessary.

To ensure the Provider works in an integrated way, they will be expected to purchase a license for the GM Information Sharing Gateway and the costs are currently as follows; year 1 set up costs approx. £1,500 plus a subsequent £1000 per year for the duration of the contract

The Provider must demonstrate that secure and robust structures, systems and processes are in place to assure the quality, accountability, availability and management of information collected and produced by the service

The Provider must ensure all processing of personal information is done in compliance with all relevant privacy and data protection legislation, and all national guidelines regarding standards for data protection compliance, security and client confidentiality.

People accessing the service will need to be fully aware of all the information that is collected throughout their involvement in this service as well as the purpose for which this information is collected. Any sharing of information will also need to be fully explained and agreed with people who use the service

20. Payment

As the programme is “payment by results”, it is anticipated that once evidence has been submitted and accepted, payments will be made to Providers within 30 days of the end of each month. Payments will be made to the Providers nominated bank account.

21. TUPE

TUPE (Transfer of Undertakings (Protection of Employment) Regulations) will apply to this service.