□ Confide	ential	Rou	ıtine	Priority	⊠ Critical
Office Reference Program Area: I	e No: CYP 065-		ning		COM: 07050-2018
Service Area: S	trategy				
☐ Child Safety	☐ Blue Card		☐ Mibeuth Justice	□ Women	☐ Domestic & Family Violence

DIRECTOR-GENERAL **DEPARTMENT OF CHILD SAFETY, YOUTH AND WOMEN** Funding Memorandum for Approval (Procurement Activity)

SUBJECT

Re-commissioning of Youth Housing and Reintegration Services (YHARS) in Mount Isa.

RECOMMENDATIONS

- That the Director-General:
 - 1. notes previous advice provided under COM 04405-2018 of the department's intention to:
 - a. allocate six months funding to the existing supplier Young People Ahead Youth & Community Service Inc. (\$240,319 excluding GST)
 - b. test the market for a new supplier in Mount Isa through an open Request for Quote (RFQ) procurement process
 - 2. commits the appropriate resources and funds available to undertake the procurement activity by way of approving an allocation including GST of up to \$2,379,158 (\$2,162,871 excluding GST) from 1 January 2019 to 30 June 2023 for outsourced service delivery under the Youth Funding Area
 - 3. notes that the funding for the existing Mount Isa YHARS supplier ends on 31 December 2018 and it is proposed to extend the service until 31 March 2019 while an open tender procurement process is completed.
 - 4. notes funding includes CPI indexation and Equal Remuneration Orders 2012 wages supplementation
 - 5. approves and signs the attached Significant Procurement Plan for the delivery of a YHARS service in Mount Isa, noting the recommended procurement strategy is an Open Tender process (Attachment 2)
 - 6. delegates the authority to:
 - a. approve the Evaluation Plan, thereby approving the release of the RFQ to the Executive Director, Investment and Commissioning
 - b. approve the Final Evaluation Report to Executive Director, Investment and Commissioning
 - c. execute any resultant contract/s to the Regional Executive Director, Northern Queensland (Southern)
 - 7. notes the funding will be covered by the Community Services Act 2007
 - 8. returns all approved documents to Investment and Commissioning for further processing.

NOTED / APPROVED / NOT APPRO	<u>VED</u>
Michael Hogan Director-General Department of Child Safety, Youth and Women	
COMMENTS:	
	Pag



BACKGROUND

- This memorandum is marked critical as it is proposed to go to market as soon as possible, with the successful supplier to commence 1 April 2019.
- The service agreement with Young People Ahead (YPA), the current YHARS service provider in Mount Isa, expires 31 December 2018. The Executive Director, Investment and Commissioning has approved the service be offered an extension until 31 March 2019 in order to complete the proposed open tender process and commence an exit strategy.
- The National Housing and Homelessness Agreement (NHHA) replaced the National Affordable Housing Agreement (NAHA) and the Transitional National Partnership Agreement on Homelessness (TNPAH) from 1 July 2018.
- This procurement will be supported by Queensland's NHHA funding allocation.
- To ensure value for money and maximum outcomes for Queensland's young people experiencing vulnerability, an Open Tender procurement process is recommended to test the market in Mount Isa.
- This does not preclude YPA from submitting a proposal in response to the RFQ when released on QTenders website.
- The funding recommended will be covered by the Community Services Act 2007.

n	XET 1550E5 including Cultural impact							
	78B(2)(e)							

- Commonwealth funding to the state under the TNPAH in previous years was continuously short-term, for periods of 12 months or less, which has impacted on service agreements offered to YPA.
- Short-term service agreement periods have not allowed the department the opportunity to undertake a procurement activity to test the market until now.
- The current NHHA provides funding over four years, providing the department the opportunity to approach the market for a YHARS supplier.
- Procurement Services indicated the planned timeframes for the Open Tender were considered tight for a 1 January 2019 service commencement, therefore the activity is now planned to go to market as soon as possible to, with the new service start date planned for 1 April 2019.

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Sch3(7)

FINANCIAL IMPLICATIONS

KEV ICCLIES including Cultural Improve

• The availability of funds has been certified (Attachment 1).



CONSULTATION

Internal Consultation

- Ms Nikki Row, Acting Manager, Investment and Partnerships, Mount Isa, Northern Region
- Mr Brendan Radford, A/Manager, Procurement Services, Procurement and Property Services
- Mr Mark Healey, General Counsel, Legal Services, Corporate Services.

External Consultation

- Ms Natasha Boyle, Acting Director, Homelessness Programs, Department of Housing and Public Works
- Ms Samantha Proudly, Acting Manager, Intergovernmental Relations, Department of Housing and Public Works.

ATTACHMENTS

- Attachment 1 Statement of Funding
- Attachment 2 Procurement Plan: Youth Housing and Reintegration Service DCSYW035.

Director: Children and Young People	Natalie Wilson	3097 5984		27/11/2018	1
Executive Director:	Susanne Le Boutillier	3828 2602	Mobile phone number	30/11/201	R
Deputy Director-General	Leigh Roach	3238 7603	· ·	06/12/2018	3

ATTACHMENT 1

STATEMENT OF FUNDING (CYP 065-2018)

I certify there are sufficient funds available within the current budget and current forward estimates for the total allocation of \$2,162,871 (excl. GST) for the term of the Agreement from 1 January 2019 to 30 June 2023, being \$480,638 (excl. GST) per annum in recurrent funding as set out below. Noting that Australian Government funding for YHARS is available for five years from 2018-19 to 2022-23 under the NHHA for this procurement activity.

Financial Year	Funding Area	Funding Classification	GL Code	Cost Centre	One-Off / Non- Recurrent (excl. GST)	Recurrent This year Effect (excl. GST)
2018-2019	Young People	Service procurement	5300402	1835175		\$240,319
2019-2020	Young People	Service procurement	5300402	1835175		\$480,638
2020-2021	Young People	Service procurement	5300402	1835175		\$480,638
2021-2022	Young People	Service procurement	5300402	1835175		\$480,638
2022-2023	Young People	Service procurement	5300402	1835175		\$480,638
Total						\$2,162,871

Michael F Kelly Director

Funding Services Financial Services

Date: 22/10/18

Significant Procurement Plan

for Social Services

Title: Youth Housing and Reintegration Service - Mount Isa

Project Reference: DCSYW035

Prepared by	Kate Metzdorf	
Procurement Authority	Joanne MacKenzie	
Contact Person	Jenni Howell/Tiarna Craigie	



File 01

Document history

Version	Date	Status	Key changes made	Author(s)	Reviewer(s)
0.1	25/07/2018	Drafting	-	Anne Hayes	Tiarna Craigie/Jenni Howell
0.2	22/08/2018	Drafting		Tiarna Craigie	Jenni Howell/Catherine Devine
0.3	22/08/2018	Drafting	Regional feedback	Tiarna Craigie	Johnson Chen/Kate Metzdorf
0.4	27/08/2018		Procurement feedback	Johnson Chen	Kate Metzdorf/Tiarna Craigie
0.5	12/09/2018	Drafting	Regional feedback	Tiarna Craigie	Tina Kangasaba/Kate Metzdorf/Johnson Chen
0.6	3/10/2018	Drafting	Commissioning feedback	Kate Metzdorf	Tiarna Craigie/Johnson Chen
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0.8	12/10/2018	Drafting	Commissioning update based on procurement feedback	Kate Metzdorf	Johnson Chen
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0.17	6/11/2018	Final	Response to EDs comments	Daina Fernyhough	Brendan Radford
).18	15/11/2018	Draft	Responding to ED Feedback – Not endorsed	Kate Metzdorf	Lincoln Green/Joanne MacKenzie/Jenni Howell/Tiarna Craigie

16/11/2018	Draft	Responding to ED Feedback	Jo Mackenzie	Kate Metzdorf/Lincoln Green
16/11/2018	Draft	Responding to ED Feedback	Jenni Howell/Tiarna Craigie	Kate Metzdorf
19/11/2018	Final	Review of updated SPP	Kate Metzdorf	Jo Mackenzie
20/11/2018	Final	Review of updated SPP	Kate Metzdorf	Daina Fernyhough

Table of Contents

1.	Executive Summary	6
2.	Background	e
3.	Objectives of the procurement	7
4.	Scope of Services	7
5.	Value of the purchase	8
6.	Demand Analysis	8
7.	Requirements of Services	9
8.	Market Analysis	10
	8.1 Market Sounding10	
9.	Application of Queensland Procurement Policy (2018)	12
10.	Impact of Other Government Procurement Related Policies	12
11.	Procurement Options	13
	11.1 Value Risk Matrix Findings – Sourcing	
12.	Recommendation - Preferred Procurement Strategy	13
	12.1 Forward Procurement Notice	
13.	Evaluation of Offers	14
	13.1 Evaluation method	
14.	Contract Management	14
	14.1 Contract term 14 14.2 Value Risk Matrix Findings - contract 14 14.3 Measures and Supplier Management Arrangements 15 14.4 Transitioning to a new supplier 15	
15.	Implementation Plan	16
16.	Approvals 16.1 Director Support 17 16.2 Procurement Authority Endorsement 17 16.3 Regional Support 18 16.4 Budget Owner Endorsement 18 16.5 Financial Delegate Approval 19	17
17.	RACI Table	20



1. Executive Summary

- The Youth Housing and Reintegration Service (YHARS) is funded under the National Housing and Homelessness Agreement (NHHA) between the Commonwealth, states and territories.
- YHARS services are provided in six locations across Queensland, including Mount Isa.
- The purpose of YHARS funding is to provide support to young people aged 12-21 years who are homeless, or at risk of homelessness.
- In Mount Isa, support is provided through personalised case management and access to a small number of housing units.
- The primary objective of this procurement activity is to engage a suitable supplier in Mount Isa to work with young people experiencing vulnerability to achieve positive life outcomes.
- Market analysis has determined that there is a depth of local suppliers that have capacity to deliver this service. An Open Tender process is therefore recommended.
- The YHARS contract will be managed by the Northern Queensland region on behalf of the program/budget owner.
- The Director-General, as financial delegate, must approve this procurement process.
- On approval of the Significant Procurement Plan and delegation for approval of downline procurement documentation to the Executive Director, Investment and Commissioning, an Offer Evaluation Plan and Request for Quote will be prepared.
- The tender will be advertised on the QTenders website and responses to the Request for Quote will be evaluated in relation to criteria outlined in the Offer Evaluation Plan.
- In the unlikely event that the tender does not attract sufficient interest in delivering YHARS in Mount Isa, the Youth Commissioning team will discuss with the Northern Region and propose an alternative strategy to secure a suitable supplier.
- Commonwealth funding for YHARS is available under the NHHA to support this
 procurement for the period 1 January 2019 to 30 June 2023.
- The service agreement with Young People Ahead (YPA), the current YHARS service provider expires on 31 December 2018. YPA will be offered a three month extension until 31 March 2019 to allow sufficient time to complete the procurement process.
- In order to attract a quality supplier, DCSYW is offering funding for four years and three months from 1 April 2019.

2. Background

YHARS is funded under the NHHA, a national strategy agreed by the Commonwealth Government and state and territory governments to deliver a range of initiatives to address homelessness or housing instability. The NHHA provides ongoing indexed funding from 2018-2019 to 2022-2023 to improve the supply of new housing and housing and homelessness outcomes for all Australians across the housing spectrum. The NHHA has a strong focus on both domestic and family violence and positive outcomes for young people.

YHARS delivers coordinated and integrated support to young people aged 12-21 years who at the time of referral are at risk of homelessness, or are homeless, and are transitioning or who have transitioned from the care of the Department of Child Safety, Youth and Women (CSYW) or have recently exited from care or, are transitioning to the community following a period of sentence or remand in a youth detention centre, have been sleeping rough or living in unstable or temporary

housing arrangements. It includes support to identify and address risk factors such as education, employment and training, domestic and family violence, lack of transport, health and wellbeing, reconnection with family, friends and community, and independent living skills.

CSYW has identified a need to test the market in Mount Isa to ensure value-for-money is being achieved and the best possible service is being offered to vulnerable young Queenslanders. The existing supplier is not precluded from applying.

The YHARS initiative is currently funded across six Queensland locations: Inala, Toowoomba, Hervey Bay/Maryborough, Townsville, Rockhampton and Mount Isa.

3. Objectives of the procurement

The primary objective of this procurement activity is to retest the market to scope new suppliers in the Mount Isa area who have capacity to deliver a YHARS focused service provinding value for the investment. Key considerations to this activity are:

- ensure continuity of service provision
- ensure government investment is publicly accountable, meets client outcomes and presents value for money
- encourage a competitive market to find the most value for funds option of delivering services to young people in Mount Isa experiencing vulnerability to achieve positive life outcomes
- support the National Housing and Homelessness Agreement (NHHA)
- procure a supplier who has gained or will successfully gain registration under the National Regulatory System for Community Housing (NRSCH) or the opportunity for suppliers to create partnerships with an estalished certified housing provider
- increase cultural responsiveness in addressing the needs of Aboriginal and Torres Strait Islander peoples experiencing vulnerability in Mount Isa
- assist young people in Mount Isa exiting state care to transition to greater stability and independence.

4. Scope of Services

The requirements for this procurement activity include:

- Use of qualified and/or experienced case managers/youth workers to deliver the services flexibly through a service outlet, outreach, or virtual modes of communication.
- Deliver services to 52 young people who are at risk of homelessness per annum (42 weeks
 of service operation) meeting the following outcomes:
 - o young people's lives will be stabilised through addressing their welfare and accommodation needs
 - young people will maintain or improve connections with their families, peers, and communities where appropriate
 - o young people will develop knowledge and skills that promote independent living
 - o young people exiting youth justice, will be supported to meet any order conditions they may have and be supported to address any offending behaviour
 - o young people leaving accommodation options available under the YHARS will access and maintain sustainable and longer term accommodation and support
 - young people will maintain or improve their participation in education, training or employment

- o young people will be linked with community and government resources as required and will gain skills to enable them to access these resources
- Efficient use of brokerage funds in accordance with the departments Guidelines for Service Delivery: Youth Housing and Reintegration Service including After Care Service YHARS Guidelines.

5. Value of the purchase

The total anticipated value of this procurement activity is \$2,246,983 including GST (\$2,042,712 GST exclusive) or \$528,702 including GST (\$480,638 excluding GST) per annum for four years and three months from 1 April 2019 to 30 June 2023. YHARS brokerage is included in the funding amount.

6. Demand Analysis

Mount Isa overview

Mount Isa is in close proximity to the Northern Territory border and is a place where a range of people and families from communities from the Northern Territory and the Gulf gather for family matters, health, justice, service provision and celebration. The mobility of the population is particularly significant during the winter months, however this is often not captured in census data. Mount Isa City Council administers the city and surrounding towns.

In comparison to Townsville geographic catchment areas, Mount Isa has a high proportion of child safety notifications, applications for domestic violence orders, youth justice orders, and homeless young people.³

Statistical information

As at the last census report (30 June 2016), the estimated resident population for Mount Isa was 19,192 (source: www.qgso.qld.gov.au). The median age of residents is 30.8 years.¹

Mount Isa has an Aboriginal and Torres Strait Islander population of around 16.9 percent. The median age of this group is 21 years.

The Socio-Economic Indexes for Areas (SEIFA) ranks Mount Isa township as low in disadvantage and the surrounding region as moderately disadvantaged. The rate of homeless persons for Mount Isa (C) LGA in 2016 was 147.6 per 10,000 persons compared to Queensland rate of 45.6 homeless persons per 10,000 persons.⁸

Census data from 2016 revealed that the Mount Isa Aboriginal and Torres Strait Islander population median income was 30% less than the other Mount Isa households. 2016 census data indicated that a large proportion of the Mount Isa Aboriginal and Torres Strait Islander community were living in social housing and living in overcrowded dwellings.³ Housing circumstances have been identified as a major factor affecting the health and wellbeing of Aboriginal and Torres Strait Islander people.⁶

The Australian Bureau of Statistics on Youth Homelessness had found although youth are over-represented in the homeless population, homeless estimates for youth are likely to have been underestimated in the Census due to a usual address being reported for some homeless youth⁵, which is captured within the group: Persons staying temporarily with other households.⁵

YHARS Mount Isa Data

¹ Australian Bureau of Statistics (March 2017)

⁵ 2049.0 - Census of Population and Housing: Estimating homelessness, 2016.

⁶ 2014–15 National Aboriginal and Torres Strait Islander Social Survey

⁷Evaluation of the Youth Housing and Reintegration Service, After Care and Supervised Community Accommodation initiatives, August 2013

⁸ABS, Census of Population and Housing, 2016, Place of Enumeration Profile - G03 and ABS 2049.0, Census of Population and Housing: Estimating homelessness, 2016

The Service Record System (SRS) data from 1 July 2017 to 30 May 2018 for Mount Isa YHARS identified 50 service users. Of these, 80% (40) identified as Aboriginal, a further 4% (2) identifying as both Aboriginal and Torres Strait Islander and a further 8% (4) identified as being from a Culturally and Linguistically Diverse background. There was a larger uptake of female users 64% (32) compared to male users 36% (18). Self-referrals were the highest proportion of people receiving a service. With the most common users aged between 18-20 years 52% (26), followed by 21 years 20% (10), 15-17 years 26% (13) and 12-14 years 2% (1).

The most common reasons for seeking assistance experienced by service users were inadequate or inappropriate dwelling conditions, followed by financial stress, unemployment, relationship/family breakdown and housing crisis. Conflict with parents and housing affordability were other main reasons why service users sought assistance.

Of the 50 distinct individuals provided service over 2017-18, four users had transitioned from youth detention and two had transitioned from care. Domestic and family violence, mental health, disengaging from school or other education and training and conflict with other family members were common reasons.

Income, Occupation and Living arrangements prior to contact with YHARS

Income	Occupation	Living arrangements
 Youth allowance (33%) Nil income (27%) Parenting payment (24%) Family tax benefits (18%) Employee income (salary/wages) (14%) Disability Support pension (5%) Newstart (3%) 	• Students or in training (14%)	Temporarily living with friends/relatives (56%)

YHARS providers have cited a lack of public and affordable private housing in the catchment areas as the single greatest barrier to improved case management and client outcomes. The chances of a young person setting their life on a better course are however greatly increased by the availability of suitable transitional accommodation.⁷

The YHARS model meets the needs of young people from Aboriginal, Torres Strait Islander and CALD backgrounds, in the delivery of case management and brokerage. Transition to Independent Living units (TILS) provide a highly suitable form of transitional housing that helped many YHARS participants achieve their goals.

The Contract Review Report for Mount Isa YHARS found current demand is met by service capacity and the demand for YHARS services in the region has been consistent.

7. Requirements of Services

The requirements of the Mount Isa YHARS service includes ability to:

- Demonstrate a capacity to provide efficient, effective and responsive services to Aboriginal and Torres Strait Islander young people and families through applying the following principles:
 - Valuing culture Recognising, respecting and valuing Aboriginal and Torres Strait Islander cultures is fundamental to improving services
 - Aboriginal and Torres Strait Islander engagement and stronger partnerships Sustained, respectful and inclusive engagement is essential to gaining an understanding of Aboriginal and Torres Strait Islander peoples

- Culturally responsive systems and services Embedding Aboriginal and Torres Strait Islander perspectives into the design, delivery and evaluation of programs and services to ensure they meet the needs of the young people and their families
- Employ at least one position who will be identified as Aboriginal and/or Torres Strait Islander.
- Demonstrate experience working with young people and families from Aboriginal and/or Torres Strait Islander and Culturally and Linguistically Diverse (CALD) backgrounds using culturally sensitive approaches.
- Demonstrate skills in case coordination and collaboration with other relevant support services to enhance coordinated service delivery to young people.
- Provide a flexible service that complements and works with other service providers in Mount Isa and is responsive to the changing service delivery environment and client needs.
- Achieve embedding of sustainability in client outcomes to avoid dependence on the service.
- Commence service delivery by 1 April 2019.
- Be accepted as part of the Mount Isa service system.
- To utilise a range of service modalities including: on-site, outreach, or virtual client contact to meet the individual needs of young people participating in the service.
- Demonstrate ability to comply with all Federal and State requirements for dealing with young people, such as Blue Card Services requirement for Working with Children Card (Blue Card).
- Experience, or ability to develop partnerships that, provide and manage transitional and longer term housing to young people with very high or high housing needs, expertise with the Communitymanaged Housing – Studio Units program funded by the Queensland Government through the Department of Housing and Public Works (Housing Services) or related programs.
- Ability to achieve registration under the National Regulatory System for Community Housing (NRSCH) or work in partnership with a current registered provider is highly desirable.

Suppliers contracted to deliver service/s will be required to comply with the mandatory requirements outlined under section 13.2 Evaluation criteria and weightings.

It is anticipated the Mount Isa service would commence on 1 April 2019 and be offered a service agreement until 30 June 2023

The NHHA has the capacity to support five-year funding based on continuing demand for YHARS in the existing, or other locations across Queensland.

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The existing supplier of these services in Mount Isa, Queensland, is:

Supplier	Service	Service	Service	Service	Geographic	Indigenous
	Outlet	Type	User	Location	Catchment Area	Business
Young People Ahead Youth & Community Services Inc.	YHARS Mount Isa	T314	U2347	Mount Isa	ABS Statistical Areas Level 2 (SA2s): 315021405 Mount Isa	No

Current capacity for the delivery of personalised case management across Mount Isa for 2018-2019 is 52 Service Users per annum. YHARS services are also required to record the hours of service delivery and this was negotiated with the supplier.

Human Services Sector

The state-wide market for youth support is highly competitive with 73 organisations currently supplying 101 service outlets in Queensland. 20 of the 73 organisations deliver services within the Northern Queensland Region across 28 service outlets. Additionally, an increased supply of new providers has been established in Mount Isa service area through Commonwealth funded initiatives. There has also been an increase in funding allocations across the Families, Child Safety and Domestic and Family Violence funding areas within this community, resulting in an increase of service providers entering the community.

The Queensland Housing Act 2003 was amended on 1 January 2014 to include provisions which mirror the National Law. Registration Under the National Regulatory System for Community Housing is now a condition of funding for social housing services under the Housing Act 2003. This is intended to support the development of a social housing industry, and ensure that the regulatory protections for tenants and assets apply to all publicly-funded social housing services. The Transition to Independent Living units (TILS) attached to this funding as part of the NHHA are Community-managed Studio Units (CMSU) owned by Department of Housing and Public Works. Under the CMSU program only registered providers are entitled to hold funded social housing assets.

Organisations originally had until the 31 December 2014 to complete the registration process. The transitional period was then extended until 30 June 2017 to enable providers become certified under the National Regulatory System. A decision to not seek registration by the current supplier resulted in the decision by Department of Housing and Public Works to end the social housing assets arrangements with the supplier and the TILS were handed back to the local Housing Service Centre in June 2017.

There are a number of experienced service providers in the market that have the ability and capabilities to deliver the YHARS model with the ability to partner with community managed housing providers. (Attachment 1). Furthermore, Department of Housing and Public Works has confirmed that there are also a number of existing approved community managed housing providers or Suppliers that have existing partnership agreements in place with such providers in North Queensland. (Attachment 2).

Additionally, since the commencement of the YHARS Mount Isa service there has been significant work undertaken in the Mount Isa community to improve and integrate service responses. This work was undertaken to ensure that the local human services sector responded in a more coordinated and collaborative way to community issues, such as youth crime events. As a result the local human services sector has improved the way it operates and there are local Suppliers who are more sophisticated in their service delivery than the current YHARS supplier.

It is anticipated that the market will be highly competitive as the total investment is significant. It is likely that suppliers who already have a service delivery footprint in the Northern Queensland area will show an interest. Other existing suppliers may be able to leverage organisational infrastructure already in place to provide efficiencies, thereby delivering a value for money service.

9. Application of Queensland Procurement Policy (2018)

The Queensland Procurement Policy (2018) is applicable for all procurement activities. The below details how it will be applied to this upcoming purchase:

Policy requirement	How applied to this purchase		
Local benefits test applied? A local benefits test is a weighted evaluation criterion used to determine the benefit a supplier will bring to the local area. A local benefits test must be applied to all significant procurements. Consider the objectives of the purchase, demand and supply analysis when determining the weighting applicable. A maximum of 30% can be applied to this criteria.	 Yes Local Benefits Test Evaluation Criteria: the number of local jobs supported by the procurement activity the number of local apprentices and trainees supported by the procurement activity. The local area is defined as being within a 125km radius of where the procured goods and/or services are to be supplied. 		
At least one regional and one Queensland supplier, where possible is invited to submit a quote or tender.	☑ Open offer☐ Limited or Selective offer		
Is there a whole-of-government supply arrangement	☐ Yes ☑ No		
Will you take account of workplace policies and practices aimed at ending domestic and family violence as part of supplier evaluation and selection? (applicable to all significant social service purchases)	Statement to be included in go to market documents: The Queensland Government is committed to ending domestic and family violence. Through its response to the Not Now, Not Ever report, government recognised that addressing domestic and family violence requires a whole of community coordinated response. This means not just government, but also businesses, community groups and every individual taking responsibility for creating cultural change.		
Will social benefits be taken into consideration during the procurement (i.e. tender and contracting)?	☐ Yes☑ No Not applicable		
Will sustainability be taken into consideration during the procurement (i.e. tender and contracting)?	☐ Yes☑ No Not applicable		

10. Impact of Other Government Procurement Related Policies

Policy	Applies to	How applied to this purchase
Queensland Indigenous Procurement Policy	The department has a requirement to increase government procurement with Aboriginal and Torres Strait Islander businesses to three (3) per cent of addressable spend by 2022.	able to support Aboriginal and