

Glasgow City Integration Joint Board

IJB(M)2025-06

Minutes of a hybrid meeting held at 9.30am on Wednesday 26th November 2025

Present:

Voting Members

Cllr Allan Casey	Councillor, Glasgow City Council
Martin Cawley	NHSGG&C Board Member
Dr Emilia Crighton	NHSGG&C Board Member
Cllr Chris Cunningham	Councillor, Glasgow City Council (Vice Chair)
David Gould	NHSGG&C Board Member
Graham Haddock OBE	NHSGG&C Board Member
Bailie Ann Jenkins	Councillor, Glasgow City Council
Bailie Norman MacLeod	Councillor, Glasgow City Council
Cllr Elaine McDougall	Councillor, Glasgow City Council
Ketki Miles	NHSGG&C Board Member
Cllr Jon Molyneux	Councillor, Glasgow City Council
Bailie Hanif Raja	Councillor, Glasgow City Council
Cllr Lana Reid-McConnell	Councillor, Glasgow City Council
Paul Ryan	NHSGG&C Board Member (Chair)
Karen Turner	NHSGG&C Board Member
Charles Vincent	NHSGG&C Board Member

Non-Voting Members

Duncan Black	Depute Chief Officer, Finance and Resources
Craig Cowan	Head of Business Development / Standards Officer
Gillian Currie	Independent Sector Representative (substitute for David Reilly)
Stephen Fitzpatrick	Depute Chief Officer, Strategy, Innovation & Best Value
Kelda Gaffney	Depute Chief Officer, Operations and Governance & Chief Social Work Officer
Watty Gaffney	Staff Side Representative (NHS GG&C) (substitute for Josh Cairns)
Stuart Graham	Trade Union Representative (GCC)
Dr Una Graham	Deputy Medical Director, Mental Health & Addiction Services
Fi Grimmond	Third Sector Representative
Michael McNamara	Service User Representative
Davy Milligan	Carers Representative
Dr John O'Dowd	Clinical Director
Kit Renard	Service User Representative
Jennifer Sheddan	Head of Housing, Neighbourhoods, Regeneration & Sustainability (GCC)
Pat Togher	Chief Officer

In Attendance:

Julie Kirkland	Senior Officer (Governance Support)
Rachel Mackay	Commissioning Development Manager
Claire MacLachlan	Governance Support Officer – Minutes
Lynsey Smith	Assistant Chief Officer, Operations and Governance
Saket Priyadarshi	Associate Medical Director & Senior Medical Officer, Glasgow Alcohol and Drug Recovery Services

Apologies:

Josh Cairns	Staff Side Representative (NHS GG&C)
Lorraine Cribbin	Interim Chief Nurse
David Reilly	Independent Sector Representative

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The Chair noted the sad passing of Etienne D'Aboville, disability rights campaigner and former CEO of Glasgow Centre for Inclusive Living (GCIL). Councillor Jon Molyneux added the following:

'We recognise the immense contribution Etienne made to independent living and to advancing disabled people's equality and human rights in Glasgow and beyond over three decades. His legacy lives on, not just in GCIL, but in the wider independent living movement in Scotland and there is a commitment to strive to honour that legacy now and into the future.'

Actions

1. Glasgow City Integration Joint Board Membership

Craig Cowan presented a report updating on the substitute arrangements for the Section 95 Officer on Glasgow City IJB and requesting approval of appointments to IJB Committees.

Following a successful recruitment exercise, the undernoted six stakeholder representatives were identified to join Glasgow City IJB to represent service users and carers. Approval was sought out with the planned IJB schedule to allow Officers to expedite induction training and include the candidates in the IJB Development Session on 29th October 2025. A maximum of two service user representatives and one carer representative will attend each meeting of Glasgow City IJB.

Carer Representative – Marie McGinn

Carer Representative – Davy Milligan

Service User Representative – Elspeth Gracey

Service User Representative – Catherine Hutchieson

Service User Representative – Michael McNamara

Service User Representative – Kit Renard

Since confirming these appointments, Catherine Hutchison has, unfortunately, had to withdraw from the position of service user representative. As there continues to be three service user representatives there is no urgent need to recruit to this vacant position at the current time.

As non-voting members of the IJB, service user and carer representatives are entitled to payment of travel and other expenses (such as the cost of replacement care where they have caring responsibilities) related to their IJB duties. Officers are preparing an expenses policy and process to facilitate this, which will be brought to a future IJB for approval.

The IJB is asked to approve the Carer and Service User Representative appointments to the IJB Public Engagement Committee (PEC). The IJB is also asked to approve the undernoted changes to membership of IJB Committees:

- Martin Cawley will join IJB FASC as a Health Board voting member, replacing Paul Ryan; and
- Karen Turner will join IJB PEC as a Health Board voting member, replacing Martin Cawley.

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The Integration Joint Board:

- a) Noted the appointments outlined at paragraphs 3.1 and 3.2 of the report; and**
- b) Approved the appointments to IJB Committees in section 4 of the report.**

On conclusion of this item, the undernoted Members joined the meeting:
Martin Cawley; Michael McNamara; Davy Milligan; Kit Renard; and Karen Turner.

The Chair welcomed the Carer and Service User Representatives to their first meeting.

2. Declarations of Interest

There were no declarations of interest.

3. Apologies for Absence

Apologies for absence were noted as above.

4. Minutes

The minutes of 24th September 2025 were approved as an accurate record.

5. Matters Arising

Councillor Molyneux raised concern regarding the process in relation to the extension of the Scottish Huntington's Association (SHA) contract, citing the Scheme of Delegation.

The Chief Officer noted that it was his intention to cover this matter today and formally advised that the SHA contract extension was until 31st December 2025. Explanations have been provided to IJB Members via email, and there will be learning from this. In keeping with the IJB decision to refer all matters regarding the handling of this to Internal Audit, this will include the matter of the contract extension.

The Chair advised that Internal Audit would endeavour to present their findings to the IJB Finance, Audit and Scrutiny Committee (FASC) on 10th December 2025.

Bailie Norman MacLeod expressed his dissatisfaction in relation to the process of the contract extension.

The Depute Chief Officer, Finance and Resources asked that Members allow Internal Audit to undertake their independent review, and the findings of this will be presented for full scrutiny and discussion at the IJB FASC in December, then the Board would be informed of the outcome of this in January 2026.

6. Integration Joint Board Rolling Action List

Craig Cowan presented the Rolling Action List advising of the following.

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Action Ref No. 85 – Funding for the delivery of the Primary Care Improvement Plan (PCIP) 2025-26 – Members asked the Chair to write to the relevant Minister in Scottish Government to request funding for the Community Link Workers (CLWs) uplift. Officers updated that a letter was issued to the Cabinet Secretary for Health and Social Care on 20th November 2025. This action can now close. The Chair agreed to circulate the letter to Members.

Officers

7. Chief Officer Update

Pat Togher provided an update, which is available on the HSCP [website](#).

Members questioned if there has been any indication from the Scottish Government (SG) and UK Government to provide solutions to support pressures within Homelessness. The Chief Officer advised that there are regular discussions with the SG, and at a recent meeting Officers set out the impact of legislation and Leave to Remain (LTR). A briefing is being prepared for the SG, and they will consider the proposals which could alleviate the point of pressure. Councillor Allan Casey, City Convenor for Homelessness, added that, there is ongoing engagement with the SG with a further meeting scheduled with the Cabinet Secretary for Housing and Leader of the Council before the end of the year to discuss the issues. A meeting with the UK Government is being sought but there has been no response to the request.

Members sought clarity on the likely costs of people with refugee status in terms of nursery, education and health care etc. The Depute Chief Officer, Finance and Resources, advised that the focus has been on legal costs but agreed to do more work to capture the wider costs and bring to a future meeting.

Officers

The Local Authority Trade Union Representative questioned if there should be further efforts from housing associations to expand temporary accommodation due to the size of the homelessness population. Officers advised that the ask on Registered Social Landlords (RSLs) is for 67% of their stock for homeless provision, and they have been supporting this. Officers also highlighted that the HSCP are finalising a 10-year Strategy for Homelessness, mitigating against temporary accommodation, which will be presented to the IJB for approval.

The Chief Officer formally noted that the Glasgow City HSCP Home Care Team won the Top Team Award at the Scottish Health Awards 2025 for their exceptional teamwork and high-quality, person-centred care.

8. Social Care Planned Procurement 2026-27 and Commissioning Development Plan

Duncan Black presented a report updating on the planned procurement for social care services for financial year 2026-27, and on the progress of the commissioning development plan and planned development actions for 2026-27.

Officers highlighted that as part of the 2025-26 budget setting process, the IJB requested an alternative approach to future savings planning. The Service Prioritisation model was proposed, assessing service areas against Critical Success Factors (CSF) and the procurement activity must align with this approach and support the IJB's strategic agenda.

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Members questioned if engagement with existing providers has already started in relation to the tendering process. Officers advised this is ongoing. The Commissioning Team have good relationships and engagement with the sector. A good example of this is the recent 2026 Framework for Social Care Supports where holistic engagement took place at the start of the process when it was being developed. Some smaller providers can find it difficult to fully engage with the tendering process due to capacity issues, but the development plan will keep a focus on that. There is also an event being scheduled next year to engage with organisations to understand how to strengthen provider's engagement with procurement activity.

The Local Authority Trade Union Representative highlighted the analysis undertaken of the Fair Work First responses provided in tenders across 2024 to develop themes for future approaches and questioned if this relies on self-reporting on how the IJB satisfies itself that providers are recognising trade unions and giving reasonable effect to that voice. Officers advised that bidders need to self-declare they are meeting Fair Work First Duties. The approach has been changed however by increasing the percentage rating and asking bidders to submit evidence.

The Integration Joint Board:

- a) Noted the contents of the report;**
- b) Approved the planned procurement activity for 2026-27; and**
- c) Noted the progress and ongoing work in respect of the commissioning development plan and the planned development actions for 2026-27.**

9. Glasgow City IJB Budget Monitoring for Month 6 and Period 7 2025-26

Duncan Black presented a report outlining the financial position of the Glasgow City IJB as at 19th September for Council and 30th September 2025 for Health and highlights any areas of budget pressures and actions to mitigate these pressures.

The net expenditure is £1.690m higher than budget to date. The overall savings target for 2025-26 is £39.683m. At this stage of the year, it is anticipated that actual savings realised will be £36.749m, representing 93% of the target.

A review of the outturn position has been undertaken and a projected overspend of £6.9m is forecast. This is attributed to £5m of pressures within inpatient staffing; £3.3m relating to increased demand and changes in the profile of demand for services within Adults and Children's and Families; £2.2m relating to the unfunded pressure for Riverside Care Home decant costs and £2.9m of unachieved savings. This is offset by additional income recoveries of £3m and a projected prescribing underspend of £3.5m. Prescribing volumes and costs are tracking lower than budgeted. In order to reduce this projected overspend position, spending controls are being strictly applied through the senior officer weekly Business Meeting and recovery planning is in place for areas of overspend, with a particular focus on Mental Health Inpatients and pressures within Children and Families.

Officers highlighted that on 1st April 2025 the IJB had a balance of £24.279m in general reserves. The 2025-26 budget strategy plans to deliver an underspend of £8.3m to support budget smoothing in relation to the planned increase in

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superannuation rates in 2026-27. If this is secured during 2025-26 this will increase general reserves to £32.6m, which would be 1.8% of net expenditure. The current forecast overspend position represents a risk to this strategy. The Chief Officer, along with the HSCP Senior Management Team continues to manage and review the budget across all areas of the Partnership.

The Integration Joint Board:

- a) Noted the contents of the report;**
- b) Approved the budget changes noted in Section 3 of the report; and**
- c) Noted the summary of current Directions (Appendix 2).**

10. Governance of the Service Prioritisation Programme

Pat Togher and Stephen Fitzpatrick presented a report seeking approval for the proposed governance arrangements for the Service Prioritisation programme over the 3 years 2025-2028.

The initial proposal for the formal governance arrangements in support of this programme is set out within the report. In addition to this, it is proposed that routine reports on progress with the service prioritisation programme be submitted for noting to relevant Glasgow City Council committees, the NHSGG&C Board and/or relevant committees; Glasgow City Council Core Leadership Group; and NHSGG&C Corporate Management Team.

Out with the formal decision-making structures will sit the formal engagement arrangements with both NHS and Council trade unions. Detailed proposals for these are currently being developed and will be subject to discussion with trade union colleagues. A wider stakeholder engagement plan is being developed to support the programme and will report as appropriate to the IJB Public Engagement Committee.

It is proposed that the progress reports on service prioritisation become a standing item on IJB agendas for the three-year duration of the programme. Reports in the early part of 2026 will cover the service review methodology, communication and engagement plan and equality impact assessment approach. In time the focus of these reports will be on completed service reviews. IJB Development Sessions will also be used to keep members informed.

Officers advised that Service Prioritisation is a working title, and they are engaging with stakeholders on an alternative name.

The Depute Chief Officer, Strategy, Innovation and Best Value delivered a presentation which provided some hypothetical examples of service reviews and agreed to share the presentation with Members.

Officers

Following discussion on the presentation slides, Officers agreed to produce a 'decision tree' diagram to outline the decision-making structures. They clarified however that the process is not changing in terms of decision-making around the budget and any decisions taken under delegated authority to address budget gaps would be presented as part of the budget paper.

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Graham Haddock, Chair of IJB Finance, Audit and Scrutiny Committee, questioned how FASC can play into the governance structure in a way that is helpful in terms of the Committee's scrutiny role. Officers agreed that the FASC has a duty to scrutinise and seek assurance on governance arrangements, and they committed to give this consideration. The Depute Chief Officer, Finance and Resources, advised that specific time has been allocated by Internal Audit to review the governance arrangements and decision making around service prioritisation and this would be reported via FASC.

The Local Authority Trade Union Representative questioned how the decisions will be communicated to the public. Officers advised that they are working on an extensive Communication and Engagement Strategy for the citizens of Glasgow, as well as the workforce.

The Third Sector Representative questioned if consideration has been given to a representative with lived experience or a carer on the Executive Steering Group. Clarity was also sought on how the impact on other parts of the system is being measured and how that is brought into governance structures. Officers advised that the programme is still at an early stage and lived experience will be included as part of the communication and engagement plan. The impact on the system will be picked up as part of the service review methodology which is a critical component of the programme.

Members sought clarity on how the programme fits with board wide services that are hosted by GCIJB. Officers confirmed this would be picked up via the wider governance structures that already exist with the Health Board and other HSCPs. The Chief Social Work Officer and the Interim Chief Nurse are members of the Executive Steering Group so will have a role in providing advice and guidance on this matter. Engagement with appropriate stakeholders would take place as per usual practice. The Integration Scheme is also a legally binding document which outlines the arrangements in relation to hosted services across NHSGGC.

Martin Cawley updated that the IJB is undertaking a review of the risk management policy and strategy, and the Short Life Working Group had its first meeting on 24th November 2025. Risk registers will be reviewed, and the issue of shared or hosted services will be considered when reviewing the process and policy.

A suggestion was made from members that the representation from NHSGG&C on the Executive Steering Group is increased to include a member from Acute Services and Public Health due to the population health impact of decisions. Officers advised that they would seek representatives from the Council and Health Board and they are open to additional members if requested. John O'Dowd will serve on the Steering Group as Clinical Director and will bring his knowledge of public health to the group. Officers added that population health projections, realistic medicine and maximising independence will all be part of the methodology when reviewing services.

The Integration Joint Board:

- a) Approved the proposed Service Prioritisation governance arrangements set out at 3.1 of the report;**

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- b) Noted that these arrangements will be kept under review and may be subject to future amendment by the IJB based on their effectiveness in practice; and**
- c) Approved that progress reports on Service Prioritisation become a standing item on IJB agendas for the duration of the programme.**

11. Safer Drug Consumption Facility – Inhalation Business Case

Kelda Gaffney presented a report updating on the progress of The Thistle Service (Safer Drug Consumption Facility) and seeking approval to develop a Business Plan for the implementation of a Smoking/Inhalation space on the site.

The original business case for a Safer Drug Consumption Facility (SDCF) presented to the Glasgow City IJB on 15th February 2017 included a Smoking/Inhalation space. It was not possible to include such a space in The Thistle at the point of design and implementation due to concerns about limitation of space in the Hunter Street site, ventilation requirements, additional costs and potential delays whilst legal issues were explored. Since the service became operational, it has become evident that the addition of a smoking/inhalation room is critical to realise the full benefit of a SDCF for the community, public health and for service users.

The Thistle Oversight board approved the business case for submission to the IJB regarding the implementation of a smoking / inhalation area at the Thistle.

To ensure the safety of both service users and staff, inhalation rooms consist of individual enclosed booths that have a ventilation system designed to remove smoke and vapour. The individual booths and room are set at a negative air pressure compared to the adjoining spaces, this ensures air flows into the room and then into the enclosed booths and prevents the escape of smoke into surrounding areas from the booths.

The SDCF currently operates with a Statement of Prosecution Policy (SoPP) from the Lord Advocate for the possession, on the part of the service user, of substances within a defined footprint of the Hunter Street site. Should additional space be required for a smoking / inhalation room, then further discussions would be required with the Crown Office, with a formal proposal made to the Lord Advocate. In the development of a full Business Plan, Officers would explore legal issues and options in more detail with Crown Office and Scottish Government (SG).

Councillor Casey added that the implementation of a smoking/inhalation space is essential due to the changes in drug trends, and the inability to provide this is currently acting as a barrier for more people using The Thistle. It is critical to progress this at pace to enhance the service to the community and to service users.

Members welcomed the report and that The Thistle is providing a gateway to other services. Assurance was sought on the possible impact of the smoking areas on staff. Officers advised that Additional Standard Operating Procedures and staff training analysis would be developed to support implementation. The Thistle is currently linked to international networks of SDCFs and has access to expertise and other services' procedures and protocols, to support the development of such for Glasgow City HSCP. Consideration to the impact on staff and protecting staff from

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secondary smoke inhalation would be considered in the build design and ventilation. Staff side and trade union consultation and engagement will take place as part of the business plan.

The Carer Representative commended the groundbreaking work being done at The Thistle and asked what feedback has been received from family members and carers so far. Officers advised that regular feedback is received on the positive impact and reduced public injecting. There is a Family Reference Group, as part of the Alcohol and Drug Partnership, who are involved in the work of The Thistle, and how service users are supported, as well as supporting the communication and engagement work.

Officers acknowledged that there are still some voices in the community raising concerns however local businesses have been positive about the service and the reduction in drug paraphernalia in the area. Officers will continue to engage with local residents, a number of whom are members of The Thistle Community Engagement Forum.

Members questioned if there are contingency plans if the legislation can't proceed. Officers advised that following the decision today further discussions would be required with the Crown Office, with a formal proposal made to the Lord Advocate. As the legislation falls within smoking legislation under the direction of the Scottish Government, further engagement would take place with them. Harm reduction services would continue as per normal practice if it can't be progressed.

The Integration Joint Board:

- a) Noted the contents of the report;**
- b) Approved the development of a full business plan for the implementation of a Smoking/Inhalation space through The Thistle Oversight Board, exploring legal and property actions described in the report; and**
- c) Sought an update when a Full Business Case is available.**

12. Chief Social Work Officer Annual Report 2024-25

Kelda Gaffney presented the annual report from the Chief Social Work Officer for the year 2024-25, prepared in line with Scottish Government guidance.

Members highlighted the budget reductions in the past year to Mental Health services and questioned how this is impacting on the Mental Health Strategy and Action Plan. Officers confirmed an update on the Strategy is scheduled to be reported to a future IJB.

The Service User Representative highlighted the ageing workforce and questioned the impact of this across all Social Work Services within GCHSCP. Officers advised that there is a lot of working ongoing in this area and they are engaging with universities, colleges, schools and through modern apprenticeships. More detail will be presented in the Workforce Strategy at the IJB in January 2026.

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The Integration Joint Board:

- a) Noted the contents of the report; and**
- b) Noted that the Chief Social Work Officer report has been submitted to the Scottish Government.**

13. Justice Social Work and Community Justice Overview

Lynsey Smith presented a report updating on Justice Social Work developments and Community Justice Glasgow developments.

Officers highlighted the pressing issue in relation to prison population management and the emergency early release scheme. Justice Social Work Services have had to rapidly adapt to these measures.

The Justice Community Payback Unpaid Work (UPW) service in Glasgow has advanced exciting and innovative arrangements by partnering with well-established local organisations to develop placements across each of the three locality areas. This has strengthened connections with communities and increased the visibility of UPW activity, reinforcing its value as a restorative justice sentence.

The Integration Joint Board:

- a) Noted the contents of the report.**

14. Hospital at Home and Call Before You Convey – Progress Report

Stephen Fitzpatrick presented a report updating on the respiratory-based Hospital at Home and Call Before You Convey services.

The Integration Joint Board:

- a) Noted the development of the respiratory service to date with increased occupancy and wider provision of interventions;**
- b) Noted wider NHSGGC virtual bed developments; and**
- c) Noted the potential for expansion of the hospital at home model subject to available funding.**

15. HSCP Projects Funded via NHSGGC Transformation Fund Investment Quarter 2 Update

Stephen Fitzpatrick presented a report updating on the development and delivery of projects with investment from the NHSGGC Transformation Fund to support unscheduled care activity.

Stephen provided the undernoted updates in relation to the finance tracker, at section 5 within the report:

- Hospital Social Workers – have now been recruited and are at the final stages of recruitment; and
- Red Cross – this is now live, as of 20th October 2025.

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Members highlighted that investment is time limited and questioned where this will fit into the Service Prioritisation exercise if the projects have had a positive impact. Officers advised that where the positive impact can be evidenced, this will be reported into the Health Board and back to Scottish Government where a decision would be taken on recurring funding.

The Integration Joint Board:

a) Noted the contents of the report and the progress to date.

16. Winter Planning 2025-26

Stephen Fitzpatrick presented a report updating on the winter planning arrangements for 2025-26.

The Integration Joint Board:

b) Noted the contents of the report.

17. IJB Committees – Update from Chair of Finance, Audit and Scrutiny Committee (meeting of 22nd October 2025)

The [papers](#) and [draft minute](#) are available on the HSCP website. Graham Haddock highlighted the following.

- The decision of the IJB to undertake an internal audit of the decision-making process around the Scottish Huntington's Association funding was noted.
- Budget Monitoring Report for Month 5 and Period 6 was considered.
- Reviewed the HSCP Performance Report for Primary Care and Health Improvement. Issues highlighted included the challenge of the reduced working week to 36hrs which would result in a loss of 177hrs city wide. The challenges of short-term funding for Health Improvement were also discussed at length.
- HSCP Complaints Annual Report for 2024-25 was considered. There was a 14% increase in complaints and a decline in response times from the previous year. Additional staff recruited has had an immediate impact on SAR activity and reducing the backlog.
- The Welfare Rights and Money Advice Performance Report, IJB Property Strategy for 2023-26, Duty of Candour Report and the Strategic Plan Monitoring Report were considered.
- The Risk Strategy Working Group had its first meeting on 24th November 2025.

18. IJB Committees – Update from Chair of Public Engagement Committee (meeting of 12th November 2025)

The [papers](#) are available on the HSCP website. Bailie Norman MacLeod highlighted the following.

- An update was provided on the success of the Parkhead Hub six months on from opening. It was noted that the official opening of the Hub is on 8th December 2025.
- Discussion took place on the development of the 2026-28 Locality Plans and ongoing engagement activities associated with the 2025/26 Locality Plans.

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19. Glasgow City IJB – Future Agenda Items

Agenda items for future meetings of the IJB were noted.

20. Next Meeting

The next meeting will be held at 9.30am on Wednesday 21st January 2026.

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