



Item No: 12

Meeting Date: Wednesday 23rd March 2022

Glasgow City Integration Joint Board

Report By: Sharon Wearing, Chief Officer Finance and Resources

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Review of Linguistics Interpreting & Translation Services

Purpose of Report:	To provide an update on the review of the Linguistics Translating & Interpreting Service and to seek approval to issue an invitation to tender for translation and interpreting services.
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Background/Engagement:	The Linguistics Translating & Interpreting Service transferred from Cordia to the HSCP in October 2018, and in line with other ex-Cordia services which are now within the HSCP, it was deemed appropriate to undertake a service review to ensure that the service was fit for purpose and offered best value for money.
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Recommendations:	The Integration Joint Board is asked to: a) approve the proposal to issue an invitation to tender for translation and interpreting services; and b) note the approach to consultation and engagement proposed within the document.
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Relevance to Integration Joint Board Strategic Plan:

This review of interpreting and translation services within the HSCP ensures that any barriers to accessing services due to English not being a primary language are removed. Providing person centred services and identifying and addressing health inequalities with the provision of an effective and efficient interpreting and translation service to support wider service delivery is key to the promotion of equality, diversity and inclusion across the HSCP.

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Transformation of service provision, and a drive for continuous improvement will ensure that we can continue to support people and enable services to be able to respond and adapt to changing needs and demands whilst accessing the latest and appropriate forms of support whilst ensuring we use our resource is the most efficient and effective way.

Implications for Health and Social Care Partnership:

Reference to National Health & Wellbeing Outcome:	Outcome 5: Health and Social Care Services contribute to reducing health inequalities.
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Personnel:	Transfer of Undertakings (Protection of Employment) Regulations (TUPE) will apply to all staff and sessional employees within the scope of the tender. Both staff and Trade Unions have been briefed on this proposal and an HR supported process will be implemented to offer support to those affected. Redeployment will be offered to the admin staff impacted by the review.
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Carers:	None.
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Provider Organisations:	There is currently a translation and interpretation service provided by Global Languages, in addition to inhouse provision. This third-party arrangement is out of contract and in line with Glasgow City Council procurement rules should be retendered.
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Equalities:	An EQIA has been undertaken. The document will be reviewed and updated as the implementation process progresses and where there have been impacts identified these will be addressed within the creation of the service specification for the future service provision.
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Fairer Scotland Compliance:	Provision of a robust and responsive translation and interpreting service will ensure equality of access across Glasgow City and address socio-economic disadvantage and inequality of outcomes.
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Financial:	The cost of the new services will be within the current funding that is available. Market intelligence indicates that service providers in the market offer wider range of platforms to access services which would better meet the needs of the HSCP to deliver a service and has the potential to deliver services at a lower cost.
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Legal:	Legal advice has been sought in relation to the application of TUPE and will continue to be provided where applicable in relation to the future procurement exercise and to support the HR process in relation to the application of TUPE and staff redeployment.
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Economic Impact:	Not applicable.
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Sustainability:	Not applicable.
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Sustainable Procurement and Article 19:	The outcome of the review seeks to make the best use of public money and achieving the purpose and outcomes of the IJB.
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Risk Implications:	It is considered that the proposals within the document will result in a robust and responsive translation and interpreting service.
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Implications for Glasgow City Council:	Other services which access the translation and interpreting service within the Council Family will be involved in the creation of the service specification to inform the procurement process and ensure that their requirements for the operation of their service are captured.
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Implications for NHS Greater Glasgow & Clyde:	Not applicable. NHS Greater Glasgow and Clyde has its own arrangements for translation and interpreting services.
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Direction Required to Council, Health Board or Both	
Direction to:	
1. No Direction Required	<input type="checkbox"/>
2. Glasgow City Council	<input checked="" type="checkbox"/>
3. NHS Greater Glasgow & Clyde	<input type="checkbox"/>
4. Glasgow City Council and NHS Greater Glasgow & Clyde	<input type="checkbox"/>

1. Purpose

- 1.1. To provide an update on the review of the Linguistics Translating & Interpreting Service and to seek approval to issue an invitation to tender for translation and interpreting services.
- 1.2. The Linguistics Translating & Interpreting Service transferred from Cordia in October 2018 and now sits with Finance and Resources within the HSCP, providing a service to all Social Work Services, other Glasgow City Council services, and external organisations such as Housing Associations, charities, and other Local Authorities. It was deemed appropriate to undertake a review of the service to ensure it best meets the current and future operational requirements of the HSCP and achieves Best Value. This review will not cover the Interpreting and Translation service provided to the NHS services within the HSCP which is managed by NHS Greater Glasgow and Clyde.
- 1.3. This report will outline and review options for the future operation of this service.

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2. Background – Linguistics Review

- 2.1. The review was led by the Head of Finance, supported by the Technical Care Services Manager and the Area Operations Manager.
- 2.2. The review commenced September 2019 following the transfer of ex Cordia services to the HSCP in October 2018. This transfer included the Community Equipment Store Service and the Linguistics Interpreting and Translation Service. Both services have been subject to a review process to ensure they are fit for purpose to support the operation of the HSCP and have the correct governance and support structures in place to adhere to organisational policies and procedures.
- 2.3. The current service model is to provide translation staff in response to the requesting department by identifying an available sessional translator to attend a future appointment or, if this is not an option, referring the service to Global Languages to support them. The service does not have the ability to provide an immediate translation response and has no specialist knowledge to provide continuous improvement processes to ensure consistency of service standards and developments where required.
- 2.4. The service operates with 6 Admin Staff (5.1 FTE), 123 sessional interpreters covering 40 languages and a third-party provider, Global Languages. The third-party provider is accessed if a sessional interpreter cannot be sourced, or the dialect/language is not offered by anyone. They are also contacted out of hours to provide a service if required.
- 2.5. The operating costs of the service are summarised in the table below and shows that the gross cost of the services to the IJB is £1.030m in 2019/20 and £0.878m in 2020/21. Of this, £0.341m was recharged to other users in 2019/20 reducing in 2020/21 to £0.095m. Costs and income recoveries are lower in 2020/21 as a result of the impact of the pandemic on services accessed and offered.

Budget	19/20 Spend	20/21 Spend
	£	£
Employee Costs		
Admin Team	130,573	125,889
Sessional Translating Staff	679,912	575,071
Travel Costs	97,186	3,810
Sub Total - Employee Costs	907,671	704,770
Global Services Expenditure For HSCP Services	122,562	173,962
Total Cost of HSCP Translation Services	1,030,233	878,732
Less Recharges to Other GCC Departments	-340,745	-94,542
Net Cost of Service	689,488	784,190

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- 2.6. The costs of the in-house service were benchmarked with the cost of the service procured from our existing external provider and were found to be 36% higher. A review of recovery rates for services recharges to other users established that rates did not fully recover actual costs.
- 2.7. This review engaged with three main groups of stakeholders to gain an overview of the current service and to help inform the specification for future service requirements
- Admin Support Team
 - Users of Service
 - Requesting Departments
 - Service Users
 - Translation Staff
- 2.8. We also met with NHS Greater Glasgow & Clyde HR team to understand how their Translation and Interpreting service operated and their lessons learned from reviewing their translation service provision. Discussions also included lessons learned from their response to the pandemic and the increased use of technology within the service. In addition, we canvassed other Local Authorities and found the minority retained an inhouse translation and interpreting service, with the majority accessing specialist third party provision.

3. Service Requirement – Linguistics Translation & Interpreting Services

- 3.1. Based on the feedback on the current service review, the main requirements of the service are noted below:
- Service Delivery – Provision of an easily accessible, responsive, quality interpreting service which is able to adapt and respond to changing demands and requirements
 - Staffing Structure – Provision of competent, professional staff who support the provision of health and social care services to the City
 - Technology – Provision of suitable hardware and software to facilitate translation through a variety of media
 - Operating Costs – Provision of a financially viable interpreting service that underpins and supports the strategic objectives of the IJB
 - Charging Policy – Ensure that the provision of the interpreting service provided to other Departments within the Council, or any External Organisations reflects the cost of the service and provides value for money.

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4. Options Appraisal – Linguistics Translation & Interpreting Service

4.1. The review identified the following options for appraisal:

Option 1 – Do Nothing

This is not a viable or desirable option as the current contract with Global Languages has expired and this will have to be tendered in line with Glasgow City Council policies and will allow the HSCP to define specifications to monitor the contract delivery against which we currently cannot do. This review has also identified benefits that could be realised through improvements to the in-house arrangements and this option would prevent this from being explored.

Option 2 – Retain Existing Arrangements and Retender Contract

This option would maintain current arrangements with sessional interpreting staff and admin staff arranging bookings by telephone, whilst retendering the contract currently provided by Global Languages.

Option 3 – Retender Contract to include all Translation and Interpreting Services

Through clear and defined service specification the requirement to manage, assess, train, and allocate translation services would pass entirely to third party provider.

Option 4 – Invest in In House Service Infrastructure & Resources and Retender Contract

This option would require investment in additional specialist staff to ensure continuous development of the sessional staff, adherence to policies and procedures and that service standards are maintained and adhered to. Significant investment in IT systems would also be required to provide a software solution which automates the receipt of requests, allocation of jobs to interpreters and enables processing of payroll. This investment in the inhouse team would not provide all functionality for the service. For example, access to immediate translation resources, we would still need third party support for this but it would remove outdated manual processes. The recruitment of additional admin support staff would ensure resilience of the Team, expand the opening hours of the service and introduce a governance and assessment process around quality of service of interpretation being provided.

4.2. We have discounted Option 1, Do Nothing, as the external provider is currently out of contract. The remaining three options were appraised against the service requirements and this is included in Appendix 1. Option 2 will result in a new contract for the external service, however retention of the in-house service, with no investment, will result in a service which will fail to realise the benefits and improvements which were identified as part of the review. Option 4 would deliver the enhanced in-house service, however delivery would require significant investment in IT systems and staffing levels to support the delivery of

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a modern service which meets both the needs of requesting services and service users who access the service. Benchmarking has already shown that the cost of the current service is higher than external providers. The level of investment required for Option 2 would increase the cost gap even further and would not represent best value.

- 4.3. The option appraisal concluded that Option 3 is the option which will deliver on service which best meets our service specification and deliver best value. TUPE will apply to both the admin staff and the sessional interpreters, with redeployment being offered to the admin staff in the first instance. A consultation process will be initiated with employees. A requirement for TUPE would be included in the Invitation to Tender documentation.

5. Recommendations

5.1 The Integration Joint Board is asked to:

- a) approve the proposal to issue an invitation to tender for translation and interpreting services; and
- b) note the approach to consultation and engagement proposed within the document.

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Direction from the Glasgow City Integration Joint Board

1	Reference number	230322-12
2	Report Title	Review of Linguistics Interpreting & Translation Services
3	Date direction issued by Integration Joint Board	23 March 2022
4	Date from which direction takes effect	23 March 2022
5	Direction to:	Glasgow City Council only
6	Does this direction supersede, revise or revoke a previous direction – if yes, include the reference number(s)	No
7	Functions covered by direction	All services who access a translator or interpreter from the Linguistics, Interpreting and Translation Services
8	Full text of direction	Glasgow City Council is directed to carry out the necessary procurement activity in relation translation and interpreting services as outlined within option 3 of this report.
9	Budget allocated by Integration Joint Board to carry out direction	Undertaken within the existing budget
10	Performance monitoring arrangements	In line with the agreed Performance Management Framework of the Glasgow City Integration Joint Board and the Glasgow City Health and Social Care Partnership.
11	Date direction will be reviewed	March 2023

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Appendix 1: Option Appraisal

Option	Option 1 Do Nothing	Option 2 Retain Existing In-House Arrangements & Retender Contract	Option 3 Retender Entire Service Provision To Third Party Interpreting Provider(s)	Option 4 Invest In In House Service (IT Infrastructure & Resources) And Retender Contract
Review Objective				
Right translation and interpreting service to ensure it meets current and future operational needs of the HSCP and other Organisations who access it	✗	✓	✓	✓
Critical Success Factors				
CSF 1 Easily accessible responsive service via multiple channels		✗	✓	✓
CSF 2 Access to wide range of languages/dialects as required		✓	✓	✓
CSF 3 Provision of competent professional staff		✓	✓	✓
CSF 4 Provision of continual development and appropriate training		✗	✓	✓
CSF 5 Adherence to governance arrangements eg GDPR, IT		✗	✓	✓
CSF 6 Access to a wider range of software and hardware to best meet service need		✗	✓	✓
CSF 7 Reduction of time consuming process to allocate assignments by telephone		✗	✓	✓
CSF 8 Reduction in manual processing of paperwork and provision of payroll data		✗	✓	✓
CSF 19 Ensure best value		✗	✓	✗
CSF 10 Widen options to undertake assignments, telephone, virtual, face to face		✓	✓	✓
CSF 11 Departments to monitor and track costs of service		✗	✓	✓
CSF 12 Clear and defined service specification to monitor against		✗	✓	✓
CSF 13 Cost of service covered by recharge		✓	✓	✓
CSF 14 Review service delivery		✓	✓	✓