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**Item No: 12**

**Meeting Date: Wednesday 13<sup>th</sup> April 2022**

**Glasgow City  
Integration Joint Board  
Finance, Audit and Scrutiny Committee**

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**Social Care Purchased Services Review Activity**

**Purpose of Report:**

To advise the IJB Finance, Audit and Scrutiny Committee of the activity of the HSCP Commissioning Team in respect of service reviews since March 2019, and to note the range of activity that has been undertaken during the period of the COVID-19 pandemic.

**Background/Engagement:**

Service Reviews is an activity carried out in relation to external social care service provision in line with the Glasgow City Council, Social Work Services, Contract Management Framework. Service Review activity is carried out in conjunction with service providers and other stakeholders as appropriate.

**Governance Route:**

The matters contained within this paper have been previously considered by the following group(s) as part of its development.

HSCP Senior Management Team ☐

Council Corporate Management Team ☐

Health Board Corporate Management Team ☐

Council Committee ☐

Update requested by IJB ☐

Other ☐ (please note below)

Not Applicable ☒

**Recommendations:**

The IJB Finance, Audit and Scrutiny Committee is asked to:

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	<ul style="list-style-type: none"><li>a) note the contents of this report and the significant work undertaken by the commissioning service to adapt to new ways of monitoring and reviewing purchased social care services during the COVID-19 pandemic; and</li><li>b) note that development is underway in respect of the Contract Management Framework and associated review processes to reflect on the learning from COVID-19 and ensure they are fit for the future.</li></ul>
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### Relevance to Integration Joint Board Strategic Plan:

Purchased social care services are critical to the successful delivery of the IJB Strategic Plan. The effective management of purchased service provision including service review activity is essential to ensure the availability and delivery of high-quality social care services.

### Implications for Health and Social Care Partnership:

<b>Reference to National Health &amp; Wellbeing Outcome:</b>	Purchased social care services contribute to all 9 outcomes.
<b>Personnel:</b>	The commissioning team have experienced significant turnover of staff over the reporting period and are currently undertaking recruitment for vacant posts (6FTE). It is hoped that this recruitment will conclude by April 2022.
<b>Carers:</b>	Purchased social care services include services for Carers and Carers Organisations.
<b>Provider Organisations:</b>	Provider organisations are equal partners in the commissioning of social care services.
<b>Equalities:</b>	Purchased social care services are commissioned to meet the strategic needs of the IJB and are fully considered as part of the IJB Equalities Outcomes Report. Individual Equality Impact Assessments are undertaken for any new service / tender.
<b>Fairer Scotland Compliance:</b>	Fairer Scotland Duties are considered during strategic reviews of purchased social care services.
<b>Financial:</b>	There are no direct financial implications arising from this report however it should be noted that service review activity is a key control in ensuring that social care services are achieving Best Value.

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<b>Legal:</b>	There are no direct legal implications arising from this report however it should be noted that decisions required as a result of service review activity are taken in line with procurement legislation and the Standing Orders of Glasgow City Council.
<b>Economic Impact:</b>	Purchased social care services are required to demonstrate Best Value. Future development with purchased services activity will require to take sustainability duties including community benefits into account.
<b>Sustainability:</b>	Increased emphasis and requirements to ensure compliance have been identified for the HSCP as part of the GCC Corporate Procurement Strategy and action plan.
<b>Sustainable Procurement and Article 19:</b>	Purchased social care services have focussed to date on considerations of the Living Wage as part of evaluating Workforce Matters and application of various increases in the Living Wage. Future development with purchased social care services activity will require to take wider sustainability duties into account within this area. Increased emphasis and requirements to ensure compliance have been identified for the HSCP as part of the GCC Corporate Procurement Strategy and action plan.
<b>Risk Implications:</b>	Reviews of purchased social care services are an important activity in managing risk to ensure the delivery of high quality and responsive services, and in minimising reputational and legal risk.
<b>Implications for Glasgow City Council:</b>	Glasgow City Council is the contracting authority for social care services purchased for the HSCP.
<b>Implications for NHS Greater Glasgow &amp; Clyde:</b>	None.

### 1. Purpose

- 1.1. To advise the IJB Finance, Audit and Scrutiny Committee of service review activity for purchased social care services between March 2019 and March 2022. The report also highlights anticipated activity for financial year 2022/23.

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- 1.2. In addition to the work described in the report, commissioning work varied during this period to ensure the safety and well-being of service users and quality of service provision across all care groups, especially within care homes which were most affected in terms of Covid-19 outbreaks and also impact. This included establishing and chairing daily multi agency safety huddles, developing overarching action plans where homes were in crisis, embedding a new Covid specific HSCP Commissioning Team and physically supporting the closure of four care homes. One closure was undertaken on an emergency basis as a result of serious care and support concerns, large scale Adult Protection activity and legal action by the Care Inspectorate. Throughout the pandemic, contact with services was significant in both a planned and responsive way.

## 2. Background

- 2.1. Purchased social care service provision includes services across Older People, Disabilities, Mental Health, Vulnerable Children and Families and Vulnerable Adults. Contracts with external care providers are subject to the Glasgow City Council Social Work Services Contract Management Framework that has been in place since 2012, last updated in December 2019.
- 2.2. Service review activity is an element of the Contract Management Framework undertaken on either a planned basis normally in the final year of contract to inform future direction, or on an unplanned basis during the period of the contractual relationship. Unplanned reviews are undertaken when there are unforeseen issues, for example, a pattern or trend which suggests dissatisfaction with a service, significant performance concerns, changes to legislation that affect existing arrangements, or where the model of service no longer fits the HSCP's strategic objectives.
- 2.3. The main purpose of the review process is to consider the performance of the service and the provider in respect of delivering to the contract. The review process also enables the HSCP to reach a decision regarding ongoing involvement with the service or provider and any areas of improvement that may be required.
- 2.4. The number of contracts likely to be subject to service review during the lifetime of the contract is influenced by a range of risk factors including the length of the contract, contract value, type of contract, and type of service.
- 2.5. Information from contract reviews is currently recorded in a bespoke IT solution, the Contract Management Console (CMC). The CMC is due to be decommissioned as part of the implementation of Eclipse, and the commissioning service is working with the Eclipse project team and partners in OLM on the future requirements for contract management to drive up compliance with data that will enable more efficient reporting.
- 2.6. Previous reports on service review activity were considered by the IJB Finance, Audit and Scrutiny Committee on [6<sup>th</sup> September 2017](#) and [12<sup>th</sup> June 2019](#). There has been no reporting in either of the years 2020 or 2021 due to the COVID-19 pandemic during which time the commissioning service adapted to a range of additional arrangements that were used to monitor the safe delivery of social care services.

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### 3. Contract Monitoring and reviews during COVID-19

- 3.1 Guidance for commissioned services during COVID-19 was issued by COSLA on 17<sup>th</sup> April 2020. The aim of the guidance was to protect the resilience and viability of social care services during the pandemic.
- 3.2 The COSLA guidance advised commissioners that monitoring activity should be proportionate during the pandemic, with the first priority of service continuity. Local monitoring processes were to be “*flexed and relaxed if required to minimise service disruption*” and to enable both commissioners and providers prioritise essential support.
- 3.3 Commissioners were also asked to consider adopting maximum flexibility available from procurement legislation in respect of continuation, extension and variation of contracts to limit the need for (re) tendering activity and protect the continuity of social care services during the pandemic.
- 3.4 Other activity in respect of the supporting purchased services throughout the pandemic was provided by the commissioning service in tandem with colleagues from finance and from legal services. This included processes for sustainability payments, a dedicated COVID-19 mailbox and team, co-ordination and guidance throughout the testing and vaccination programmes, and support for the TURAS implementation.
- 3.5 Commissioning officers have also provided support to the HSCP overarching quality assurance and oversight groups during the pandemic including the chairing of the weekly ‘huddles’, the forums where information from the range of partners involved in the COVID-19 response was discussed and risk evaluated. Partners at the ‘huddle’ included, social work leads, NHSGGC nursing, the Care Inspectorate, and Public Health Scotland.

### 4. Service Review Activity financial years 2019/20 to 2022/23

- 4.1 Despite the challenges presented by COVID-19 and the need to ensure that continuity was maintained as far as practicably possible, the commissioning service has continued to undertake review activity during the reporting period as shown in the table below. The number of contracts for each care group is shown for information, as is the percentage of reviews undertaken as a percentage of the contracts.
- 4.2 The committee will note that the percentage of review activity completed varies across each of the care groups. Noting that the review activity was largely replaced with alternative methods of oversight during the pandemic it is positive to note that formal reviews were still taking place during the pandemic.

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Team	April 2019 - March 2022				
	Planned Reviews Completed	Unplanned reviews undertaken	Total reviews undertaken	Total contracts as at March 2022	% of contracts reviewed
OP Care Homes	30	0	30	79	38%
Community Services	9	0	9	41	22%
Disabilities	9	0	9	69	13%
Mental Health	19	0	19	61	31%
Children and Families	10	0	10	81	12%
Addictions and CJ	12	0	12	29	41%
Homelessness	12	23	35	47	74%
<b>Totals</b>	<b>99</b>	<b>23</b>	<b>124</b>	<b>407</b>	<b>Average 33%</b>

4.3 There was an immediate and particular focus on **Older People's Care Homes** at the start of pandemic which meant that the team were reacting daily to changes in the information that was being sought and to ensure that oversight arrangements were being met. In addition to the scrutiny and oversight of OP residential care during COVID-19 formal reviews were undertaken for care homes in the Intermediate Care service (6), for care homes undergoing organisational or strategic change, or experiencing major issues. Several care homes have required intensive monitoring during the reporting period as a result of high risk to safe care.

4.4 The **Older People's Communities Services** provided the lead role to work in partnership with colleagues in finance to develop the provider sustainability process at the height of the pandemic.

The team supported providers throughout COVID-19 who were close to business continuity levels of service, due to either increased demand, staff absences or ongoing recruitment and retention issues. Great resilience was shown by the community providers during the reporting period, but it is expected that service reviews in future years will continue to highlight the issues with recruiting and retaining staff into this area of care delivery. The reviews undertaken were mainly from pre-pandemic in 2020, except for one in 2021 for the Carer's Services to help inform the next iteration of the Carer's Strategy for the City.

4.5 The **Disabilities** commissioning team review activity is planned in the main around the 2019 Framework, associated activity for Due Diligence, and the re-opening of the Framework in 2020 for new providers. It is of note that the re-opening of the framework was successfully achieved in early 2021 despite the impact of the pandemic. Reviews were undertaken in line with the planned schedule leading up to March 2020 and thereafter commissioning staff adapted their approach to provide the intensive and regular support which was required. Contact with providers increased during the pandemic, with weekly contact in place especially during the initial period and during times of service stress.

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- 4.6 The **Mental Health** commissioning team concluded a Strategic Review of accommodation-based services in 2021. This involved conducting service reviews relating to 15 individual accommodation projects delivered by 6 provider organisations. The Strategic Review was undertaken to ensure that the service model was able to deliver outcomes in line with local and national policies including the Five-Year Strategy for Adult Mental Health Services in Greater Glasgow and Clyde 2018-23 and the Scottish Government's Mental Health Strategy 2017-27. Commissioners utilised a co-production approach to the review process recognising the skills and experience of provider organisations currently delivering services in the city. Service user views were captured via the Mental Health Network, ensuring that feedback was honest and meaningful and conducted via the most appropriate means to promote engagement during the COVID 19 pandemic. A number of conclusions were drawn from the Strategic Review and in September 2021, the IJB directed the team to conduct a tender process in order to establish a flexible framework of accommodation based mental health services.
- 4.7 **Children and Families** Commissioning activity has focussed on the redesign and tender of family support services and a new framework for fostering services. Significant activity was undertaken to review services to help inform the strategic direction for community-based support and shaped the new family support tender awarded in 2021. Other reviews included legacy contracts to allow new contracts to be put in place or to inform an extension to contracts during the pandemic period.
- 4.8 The **Addictions and Criminal Justice** Commissioning Team worked closely with providers during the pandemic, required to ensure that new approaches to service delivery were developed to keep both staff and service users in this vulnerable area safe. This required active and close involvement of the commissioning team throughout. Reviews undertaken included the providers on the Criminal Justice framework and the Addictions Recovery Hubs.

The commissioning activity of this team also includes Domestic Abuse services with 4 reviews undertaken as part of early work to help inform the next Domestic Abuse Strategy for the City.

- 4.9 **Homelessness Services** have continued to undertake service reviews whilst the Glasgow Alliance to End Homelessness is in its implementation phase. Once the Alliance is in full delivery, expected in the Spring / early Summer of 2022, the responsibility for reviewing services will pass to The Alliance. The COVID-19 pandemic created unique additional challenges for the homelessness services in respect of safe and socially distanced accommodation provision and the rollout of testing and vaccine programmes. The commissioning teams provided support to purchased providers throughout this challenging time.

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**5. Service Review Activity for 2022/23**

- 5.1. Purchased Services are not yet through the pandemic period, and the HSCP Commissioning Team is continuing to provide COVID-19 support as well as the full range of oversight approaches as outlined above.
- 5.2. As part of COVID-19 recovery planning, the commissioning service is now considering the restart of 'business as usual' including planned Service Reviews. Time needs to be taken to revisit the current Contract Monitoring Framework and associated Service Review process to take the learning from COVID-19 and consider what an effective review process should look like for services of the future. This procedural review will be undertaken throughout 2022 and will also consider greater visibility of the output and analysis from the CM1 (Contract Monitoring) and PSR (Provider Service Return) processes.
- 5.3. It is envisaged that planned reviews of purchased services during the financial year 2022/23 will be focused on areas of business where strategic developments are underway. This will include:

Care Group	Area of focus for Service Reviews 2022/23
Older People Care Homes	The OP team will be working closely with the new Care Home Quality Assurance Team to agree a combined programme for 2022/23 and beyond. The programme will be prioritised according to risk.
Community Services	The Community Services team will be working alongside the Maximising Independence programme leads to agree the schedule of community services that require to be reviewed to help inform this critical strategic programme.
Disabilities	The Disabilities Commissioning Team will be working alongside LD operational health and social work colleagues on the development and re-design of services pathways for people with LD/ASD and complex needs. A key output from this work will be the delivery of the Enhanced Community Living Service tender. This service development will support the discharge of people from specialist LD hospital beds and provide alternative community-based supports to some people placed outwith authority. In the final quarter of 2022 planning for the Review of the 2019 Framework Agreement for Selected Purchased Social Care supports will commence.



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<b>Care Group</b>	<b>Area of focus for Service Reviews 2022/23</b>
Mental Health	The delayed discharge agenda remains the primary challenge for Mental Health commissioning. The establishment of a new flexible framework for accommodation services will support this work. Once the framework is established, the team will begin a review programme of community-based services which currently offer time limited social care supports aiming to prevent long term involvement in Mental health services.
Children and Families	Children and Families will continue their programme of change with a strategic review of 16+ accommodation and support planned in addition to a review of services for Unaccompanied Asylum-Seeking Children (UASC).
Addictions and Criminal Justice	The framework for Criminal Justice Service requires to be considered in the first half of 2022 and reviews in the addictions purchased provision will be planned and completed in the second half of 2022.
Homelessness	It is planned that services will pass to the Alliance during 2022/23 and the work of the homelessness commissioning team will then adapt to start monitoring the effectiveness of the Alliance.

## **6. Recommendations**

6.1. The IJB Finance, Audit and Scrutiny Committee is asked to:

- a) note the contents of this report and the significant work undertaken by the commissioning service to adapt to new ways of monitoring and reviewing purchased social care services during the COVID-19 pandemic; and
- b) note that development is underway in respect of the Contract Management Framework and associated review processes to reflect on the learning from COVID-19 and ensure they are fit for the future.

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