# Item No: 13

**Meeting Date:** **Wednesday 22nd March 2023**

# Glasgow City Integration Joint Board

**Report By:** **Susanne Millar, Chief Officer**

**Contact:** **Geri McCormick, Head of Commissioning**

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**Social Care Planned Procurement 2023/24 and Commissioning Service Development Plan**

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| **Purpose of Report:** | To update the IJB on the planned procurement for social care services for financial year 2023/24, and to update on the progress of the commissioning development plan and planned development actions for 2023/24. |

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| **Background/Engagement:** | This report is presented following previous requests made by IJB members for sight of planned commissioning and procurement activity. |

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| **Governance Route:** | The matters contained within this paper have been previously considered by the following group(s) as part of its development.<br><br>HSCP Senior Management Team ☐<br>Council Corporate Management Team ☐<br>Health Board Corporate Management Team ☐<br>Council Committee ☐<br>Update requested by IJB ☒<br>Other ☐<br>Not Applicable ☐ |

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| **Recommendations:** | The Integration Joint Board is asked to:<br><br>a) Note the contents of the report;<br>b) Approve the planned procurement for the financial year 2023/24; and |

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| | c) Note the progress and ongoing work in respect of the commissioning service development plan. |

**Relevance to Integration Joint Board Strategic Plan:**

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| Social care commissioning and procurement are central to the delivery of the IJB Strategic Plan to ensure that the IJB can safely secure, deliver and monitor social care services. |

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| **Implications for Health and Social Care Partnership:** |

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| **Reference to National Health & Wellbeing Outcome(s):** | 1,2,3,4,7,8, and 9 |

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| **Personnel:** | The commissioning service experienced a high turnover of staff over the last year and has now successfully recruited to all vacant posts. |

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| **Carers:** | The provision of high quality and best value services are essential to ensure that GCHSCP can offer services that contribute to obligations under the Carers (Scotland) Act 2016. |

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| **Provider Organisations:** | Provider organisations are equal partners in the provision of social care services. Provider organisations benefit from a clear understanding of commissioning and procurement plans. |

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| **Equalities:** | Purchased services require to be compliant with Equality Act 2010. Decisions around the design of new services or review of existing services to be commissioned on behalf of the IJB include consideration of the involvement of stakeholders and the impact on groups with protected characteristics through the EQIA process. |

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| **Fairer Scotland Compliance:** | The commissioning and procurement workplan supports the design and delivery of health and social care services that contribute to the delivery of a Fairer Scotland. |

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| **Financial:** | The projected spend on purchased social care services for financial year 2022/23 is £299.8m. All tenders are developed in conjunction with key stakeholders including finance and are subject to robust and transparent evaluation criteria and processes to ensure Best Value. |

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| **Legal:** | GCC Legal and Audit provide the support required to ensure that procurement activity is compliant with procurement legislation and the Council Standing Orders. |

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| **Economic Impact:** | Actions in the development plan include Community Wealth Building and how to continue to develop and facilitate the involvement of Small and Medium Enterprises and the Third Sector in regulated procurement. |

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| **Sustainability:** | All procurement activity considers the environmental and sustainability risks and opportunities to support the responsibilities of the contracting authority (GCC). |

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| **Sustainable Procurement and Article 19:** | GCHSCP is committed to further development of processes in support of sustainable procurement and will be contributing to actions on the GCC procurement strategy and sustainable procurement strategy. |

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| **Risk Implications:** | Failure to deliver planned tender activity would create a risk to the delivery of high quality and responsive services and to the successful implementation of the strategic plan. |

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| **Implications for Glasgow City Council:** | Impact on resources in respect of legal, audit and corporate procurement support. |

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| **Implications for NHS Greater Glasgow & Clyde:** | None |

| **Direction Required to Council, Health Board or Both** | |
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| **Direction to:** | |
| **1.** No Direction Required | ☒ |
| **2.** Glasgow City Council | ☐ |
| **3.** NHS Greater Glasgow & Clyde | ☐ |
| **4.** Glasgow City Council and NHS Greater Glasgow & Clyde | ☐ |

## 1. Purpose

1.1. The paper seeks approval from the IJB for the planned procurement of social care services for financial year 2023/24.

1.2. This paper also provides an update on the progress of the commissioning development plan for financial year 2022/23 and planned actions for the forthcoming financial year 2023/24.

## 2. Background

2.1. Glasgow City IJB's Strategic Plan continues to drive the work of the commissioning of social care services. In addition, the commissioning of services is informed by strategic programmes including Maximising Independence, the Children's Services Family Support Strategy, Carer's Strategy, Domestic Abuse Strategy and Mental Health Strategy.

2.2. Externally purchased services accounts for c.49% of the HSCP social care budget. The impact of the Covid-19 pandemic, withdrawal from the EU, and the challenging economic climate have all impacted on the social care sector and the effective commissioning of services which are critical to the delivery of the IJB Strategic Plan. The risks across the sector are kept under review by the IJB Finance Audit and Scrutiny Committee.

2.3. The contracting authority for Glasgow City HSCP social care services is Glasgow City Council (GCC). The development and publication of a Procurement Strategy is a duty placed on contracting authorities under the Procurement Reform (Scotland) Act 2014. GCC's Sustainable Procurement Strategy 2023-2027 is due to be tabled at the Council Administration Committee on 23rd March 2023.

2.4. The HSCP commissioning service works closely with GCC Corporate Procurement Unit to ensure that the procurement of social care services supports the actions in the GCC Procurement Strategy. This includes improvements that contribute to the national Procurement Commercial and Improvement Programme (PCIP).

2.5. In April 2022 the IJB approved a plan to develop the commissioning service, to continue to grow knowledge and skills that contribute to the achievement of strategic objectives and transformational change.

## 3. Planned Procurement of Social Care Services 2023/24

3.1. Given the fluidity and innovative approaches required to progress the HSCP's strategic agenda it is not always possible to predict and outline the full nature, value and extent of tender activity that will be required in the coming year. In addition to planned tender activity, strategic programmes may require pilots or tests of change to be developed through alternative approaches to open procurement. The HSCP commissioning service will continue to provide support and guidance to strategic leads on appropriate governance and procurement routes to support strategic decisions and innovation.

3.2. On 6th December 2021, the Scottish Government issued a Scottish Procurement Policy Note (SPPN) advising public bodies of actions that should be considered in respect of preparation for the transition towards a National Care Service for Scotland (NCS). The policy note advised that public bodies should consider the impact of decisions on both resources and the social care market to enable the collective focus on any implementation of the NCS. The policy note suggested to maximise the use of extensions or modifications to existing contracts where feasible. This best practice is routinely applied where appropriate, with tendering only being undertaken, when necessary, under the Public Contracts (Scotland) Regulations 2015 or the Council's Standing Orders.

3.3. The planned procurement for financial year 2023/24 includes procurements carried forward from 2022/23. Discussions with commissioning staff highlighted that the active contract management of social care services, including Covid recovery, continues to require intensive resource. The priority required towards the active monitoring of existing services can sometimes result in slippage with planned tender activity. In addition, when spread across the five care group areas some teams are undertaking tender activity infrequently which can be a challenge to ensure that technical skills and knowledge are being kept up to date.

3.4. The commissioning service has developed a proposal to ring fence resources to focus on the delivery of the procurement element of planned tenders, with other resources continuing to focus on contract strategy and active contract management. It is hoped that this allocation of commissioning resource will prove to be an efficient solution to ensure that all areas of the commissioning business are delivered, but this will be kept under review in the year ahead.

3.5. The planned procurement activity for the financial year 2023/24 which includes planned work carried over from 2022/23 is outlined in Appendix 1.

## 4. Finance

4.1. The HSCP is projected to have purchased social care services to the value of £299.8 million in financial year 2022/23 as noted below.

| **Purchased Service Value – Annual Estimate 2022/23** | **£** |
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| Older People/PD/Carers | 125,560,826 |
| Adults Learning Disability | 81,811,522 |
| Children and Families | 34,495,123 |
| Homelessness | 25,606,003 |
| Adults Mental Health | 19,310,105 |
| Addictions | 10,332,889 |
| Justice | 2,706,602 |
| **TOTAL** | **299,823,070** |

## 5. Commissioning Development Plan 2023/24

5.1. The development plan approved by the IJB on 27th April 2022 included 23 actions for the year 2022/23 categorised under the six headings in the GCC procurement strategy. 18 of the approved actions were delivered, with 5 actions to be carried forward to the 2023/24 plan as detailed at section 5.5 below.

5.2. The commissioning development team was established in July 2021 but was only fully resourced in the summer of 2022. Actions on the development plan are now being project managed and led by the development team, with staff across the commissioning service taking on active roles in working groups to further the improvement agenda.

5.3. The review of actions on the development plan is now well embedded in commissioning team meetings, and quarterly reporting on the plan is scheduled in the HSCP Senior Management Team agenda for oversight.

5.4. The actions for 2023/24 have been reviewed, updated and aligned to the category headings in the (draft) GCC Sustainable Procurement Strategy 2023-27. Including the 5 actions carried forward from 2022/23, a total of 24 development actions are planned to be delivered in 2023/24 as outlined in Appendix 2.

5.5. Performance on 2022/23 development plan actions

| Category | Complete | C/Fwd | Comments on C/Fwd action(s) |
|---|---|---|---|
| Legal Compliance and Governance | 7 | 0 | Planned actions complete. |
| Achieving Positive Outcomes | 3 | 0 | Planned actions complete. |
| Leaner, Skilled, More Efficient and Effective | 0 | 1 | Lessons learned after each tender to be in place by June 2023. |
| Delivery of Sustainable Procurement | 2 | 3 | Fair Work First is fully embedded in social care procurement. Work on wider sustainable procurement duties will continue to be progressed in 2023/24. |
| Innovation and collaborative commissioning | 3 | 1 | Consideration of alternative approaches to the open procedure to be progressed. |
| Promote Commissioning and Procurement Awareness | 3 | 0 | Planned actions complete. |
| **Totals** | **18** | **5** | |

## 6. Recommendations

6.1. The Integration Joint Board is asked to:

a) Note the contents of the report;
b) Approve the planned procurement for the financial year 2023/24; and
c) Note the progress and ongoing work in respect of the commissioning service development plan.

**Appendix 1**

**Planned Tender Activity for Social Care Services in financial year 2023/24**

| | | | Projected award date financial year 2023/24 | | | |
|---|---|---|---|---|---|---|
| **Care Group** | **Service** | **C/Fwd from 2022/23 plan Y/N** | **Q1** | **Q2** | **Q3** | **Q4** |
| Children and Families | Unaccompanied Asylum Seeking Children (UASC) – Assessment Centre | Y | | | | |
| Mental Health | Delayed Discharge Service | N | | | | |
| Justice Services | Justice Framework | Y | | | | |
| Children and Families | Kinship Care - Safeguarding and Support Services | N | | | | |
| Disabilities | Enhanced Community Living Service | Y | | | | |
| Older People Community Services | Appropriate Adult Service | N | | | | |
| Addiction Services | Addiction Move on Services | Y | | | | |
| Addiction Services | Recovery Community Hubs and Abstinence | Y | | | | |
| Children and Families | Services for 16+ - review underway | N | | | | |
| Children and Families | Unaccompanied Asylum Seeking Children (UASC) – outreach and residential | Y | | | | |
| Children and Families | Services for Children with a Disability | Y | | | | |
| Children and Families | Glasgow Family Support Service | N | | | | |

| | | | Projected award date financial year 2023/24 | | | |
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| **Care Group** | **Service** | **C/Fwd from 2022/23 plan Y/N** | **Q1** | **Q2** | **Q3** | **Q4** |
| Mental Health | Service Redesign underway to inform future services | Y | | | | |
| Older People Community Services | Provision of Carer Support | N | | | | |
| All | 2019 Framework for Selected Social Care Supports – Breakpoint Re-Opening | N | | | | |

**Appendix 2**

## GCHSCP Social Care Commissioning - Development Plan 2023/24

| Ref | Action | Due date | Lead |
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| | 1. Support the council's Net Zero, Ecological and Adaptation deadline | | |
| 1.1 | We will review our community benefits process and menu to explore how we can include support for relevant projects and activities that support our adaptation, climate resilience, net zero objectives and reducing poverty. | Mar-24 | Commissioning wide |
| | 2. Sustainable procurement | | |
| 2.1 | Training and awareness sessions for commissioning staff and HSCP SMT on sustainable procurement. | Dec-23 | Commissioning wide |
| 2.2 | Increase the council's sustainable performance by utilising the sustainable steering group and continuing to deliver the sustainable procurement action plan as derived from the Scottish Government's flexible framework. | Mar-24 | Development Team |
| | 3. Shape and drive innovation | | |
| 3.1 | Continue to refine our sourcing strategies to ensure that demand is fully understood (including future requirements) and that market analysis and provider engagement is undertaken prior to any tender exercise. | Apr-23 | Commissioning Principal Officers |
| 3.2 | Develop a standard approach for service specifications including the role of technology. | May-23 | Development Team |
| 3.3 | Review and update tender documentation to ensure tender content and language reflects local strategy and action plans for example Carers Strategy, The Promise, Domestic Abuse Strategy. | Aug-23 | Development Team |
| 3.4 | Develop and publish a Market Facilitation Plan. | Sep-23 | Commissioning Managers |

| Ref | Action | Due date | Lead |
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| 3.5 | Continue to look for opportunities to collaborate in procurement with our public sector partners and benchmark to ensure that collaborations provide Best Value. | Dec-23 | Commissioning Managers |
| 3.6 | Continue to consider new approaches to collaborative procurement and commissioning. | Mar-24 | Commissioning Managers |
| 3.7 | In conjunction with colleagues in Strategic Planning and programmes (e.g., MI, The Promise, Carers and Domestic Abuse Strategies) develop processes including tender timelines ensuring meaningful involvement with providers and people with lived experience. | Mar-24 | Commissioning Principal Officers |
| 4. Support Community Wealth Building and increase local economic growth | | | |
| 4.1 | Review our internal processes and documentation to identify potential improvements in how local SME's, Social Enterprises, Co-operatives, Supported Businesses and Third Sector organisations can gain opportunities to win HSCP contracts. | Jul-23 | Commissioning Managers |
| 4.2 | Develop an approach to community benefits process by closer working with relevant internal stakeholders (community planning, employability team) and placing greater emphasis on ensuring outcome delivery and realising benefits for Glasgow citizens. | Feb-24 | Commissioning wide |
| 4.3 | Move from mobilisation to realisation in our diversity and inclusion procurement and contract management practice. Measured through the Employers Network for Equalities and Inclusion (ENEI) Talent Inclusion and Diversity Evaluation (TIDE) assessment. | Mar-24 | Development Team |
| 5. Commissioning as a strategic partner | | | |
| 5.1 | Advocate the use of Supplier events and the Supplier Development Programme (SDP) when preparing to tender and develop Talking Tender events in conjunction with the SDP. | Sep-23 | Commissioning Managers |

| Ref | Action | Due date | Lead |
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| 5.2 | Roadshow awareness sessions for locality staff involved in commissioning services. | Oct-23 | Commissioning wide |
| 5.3 | Develop internal and external customer satisfaction measures. | Jan-24 | Commissioning wide |
| | 6. Building skills and knowledge to support the financial challenges | | |
| 6.1 | Analyse the Training Needs of all commissioning staff and develop a training plan. | Apr-23 | Development Team |
| 6.2 | Complete training for commissioning officers involved in the procurement process including highlighting the social benefits that procurement must consider (e.g., Public Sector Equality Duty and Sustainable Procurement including Fair Work Practices). | Apr-23 | Development Team |
| 6.3 | Review approach to selection criteria and request for documentation in tender submissions and evaluation. | May-23 | Development Team |
| 6.4 | Embed a learning approach from the outset of commissioning planning including a lessons learned approach after each tender award. | Jun-23 | Development Team |
| 6.5 | Review all brokerage, placement, delayed discharge processes and placement / bed lists to improve efficiency, remove duplication and make best use of the available tools. | Jun-23 | Development Team |
| 6.6 | Audit provider compliance with the new PSR due to be implemented in 2023, and refine processes as required. | Nov-23 | Development Team |
| 6.7 | Develop a quality assurance framework to enable regular reporting to Core Leadership Teams and Business Meeting on performance of externally commissioned services including risk analysis at supplier level. | Dec-23 | Development Team |
| 6.8 | Review approach to Due Diligence checks in annual contract monitoring. | Dec-23 | Development Team |