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Item No: 14

Meeting Date: Wednesday 27th April 2022

Glasgow City Integration Joint Board

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Social Care Commissioning and Procurement 2022/23

Purpose of Report:	To update the IJB on the planned activity for social care commissioning for financial year 2022/23 and to outline the proposed action plan for continued development of our social care procurement and commissioning service.
Background/Engagement:	This report is presented following previous requests made by IJB members for sight of planned activity and updates on approaches to commissioning.
Governance Route:	<p>The matters contained within this paper have been previously considered by the following group(s) as part of its development.</p> <p>HSCP Senior Management Team <input type="checkbox"/></p> <p>Council Corporate Management Team <input type="checkbox"/></p> <p>Health Board Corporate Management Team <input type="checkbox"/></p> <p>Council Committee <input type="checkbox"/></p> <p>Update requested by IJB <input checked="" type="checkbox"/></p> <p>Other <input type="checkbox"/></p> <p>Not Applicable <input type="checkbox"/></p>
Recommendations:	<p>The Integration Joint Board is asked to:</p> <ol style="list-style-type: none">Note the contents of the report;Approve the planned procurement activity, which continues to be impacted by the Covid-19 pandemic; andNote the ongoing work in respect of the commissioning service development plan.

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Relevance to Integration Joint Board Strategic Plan:

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.

Implications for Health and Social Care Partnership:

Reference to National Health & Wellbeing Outcome:	1,2,3,4,7,8, and 9
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Personnel:	The commissioning service has experienced turnover of staff and continues to recruit officers to reach full complement.
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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 programme of work 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 2021/22 is £276.661m. 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:	One of the requirements of the future procurement plan is to address links to Community Wealth Building including how to facilitate the involvement of Small and Medium
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	Enterprises and the Third Sector in regulated procurement.
Sustainability:	All procurement activity considers the environmental and sustainability risks and opportunities to support the responsibilities of the contracting authority (GCC).
Sustainable Procurement and Article 19:	GCHSCP is committed to further development of processes in support of sustainable procurement and will be contributing to the GCC corporate procurement plan and improvement strategy.
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.
Implications for Glasgow City Council:	Impact on resources in respect of legal, audit and corporate procurement support.
Implications for NHS Greater Glasgow & Clyde:	None

Direction Required to Council, Health Board or Both

Direction to:

- | | |
|---|-------------------------------------|
| 1. No Direction Required | <input checked="" type="checkbox"/> |
| 2. Glasgow City Council | <input 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. This paper updates the IJB on the planned social care tender activity for financial year 2022/23.
- 1.2. The paper also provides an update on the action plan for continued development of our social care procurement and commissioning service.

2. Background

- 2.1. The IJB is asked to note that there has not yet been a return to normal planning for commissioning and procurement activity. The Covid-19 pandemic required commissioners to consider how to best support local providers and to work collaboratively to ensure continuation of services during the pandemic.
- 2.2. COSLA guidance to commissioners dated 17th April 2020 confirmed that maximum flexibility would be achieved during the pandemic through the use of the Procurement Reform (Scotland) Act 2014 and associated Regulations to continue, extend or vary existing contracts.

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- 2.3. GCHSCP liaised fully with legal and audit services throughout the pandemic to apply compliant procurement Regulations to planned tender activity in response to the exceptional, unforeseeable and urgent situation.
- 2.4. On 6th December 2021, the Scottish Government issued a Scottish Procurement Policy Note advising public bodies of actions that should be considered in respect of preparation for the transition towards a National Care Service for Scotland (NCS).

Like the advice provided to commissioners for the pandemic, 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.

3. Strategic Commissioning and Procurement of Social Care Services

- 3.1. 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.
- 3.2. Increasing demand, reducing resources and changing legislation and policy all contribute to an environment where flexible and innovative solutions must be developed and delivered at pace. An additional pressure for the commissioning of social care services is the one-off, non-recurring resource allocation from the Scottish Government. Solutions to get funding of this nature quickly out to intended recipients presents a challenge in terms of governance requirements.
- 3.3. The engagement and involvement of people who use or have used our social care services is critical to achieving sustainable change and delivering innovation. The commissioning service continues to develop approaches to co-production in the design and delivery of services with key stakeholders including providers and service users.
- 3.4. The contracting authority for Glasgow City HSCP social care services is Glasgow City Council (GCC). The commissioning service works closely with GCC Corporate Procurement Unit in support of specific development identified via the national Procurement Commercial and Improvement Programme (PCIP). The national PCIP assessment is endorsed by Audit Scotland with a focus on the policies and procedures driving procurement performance, and more importantly the results they deliver. Development activity is monitored via the corporate procurement strategy action plan and reported to the council's Contracts and Property Committee.
- 3.5. In addition to the actions for social work services in the current and future versions of the GCC corporate procurement strategy action plan, the HSCP commissioning service has developed additional actions that will help position the commissioning service to continue to grow their knowledge and skills to

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contribute to the achievement of strategic objectives and transformational change.

4. Finance

- 4.1. There is significant investment made by the council under direction from the IJB in relation to purchased social care services. The resources finance a wide range of services and personalised support delivered by the third and independent sectors and purchasing from national frameworks.
- 4.2. The HSCP is projected to have purchased social care services to the value of £276.661m in financial year 2021/22 as noted below.

Purchased Service Value – Annual Estimate 2021/22	
Older People / Physical Disability	£115.874m
Adults Learning Disability	£73.565m
Children and Families	£34.817m
Homelessness	£23.967m
Adults Mental Health	£16.628m
Addictions	£9.347m
Criminal Justice	£2.463m
TOTAL	£276.661m

5. Commissioning Action and Development Plan / Procurement Activity for 2022/23

- 5.1. The procurement activity currently planned for financial year 2022/23 is attached as Appendix 1. In addition to the activity that is planned through the HSCP commissioning service, there are other tender exercises undertaken through GCC Corporate Procurement that the HSCP contributes to as part of the GCC family and which support the wider delivery of health and social care and the strategic priorities. This includes linguistic services and purchasing of aids and equipment.
- 5.2. As noted in section three of this report, work is underway to review and refresh the action and development plan for the commissioning service. The draft plan, subject to change as any detail on the NCS becomes available, is attached as Appendix 2 for information.

6. Recommendations

- 6.1. The Integration Joint Board is asked to:
- Note the contents of the report;
 - Approve the planned procurement activity, which continues to be impacted by the Covid-19 pandemic; and
 - Note the ongoing work in respect of the commissioning service development plan.

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Planned Tender Activity for Social Care in financial year 2022/23

Appendix 1

Contract / Service	Projected tender date	Projected award date	Care group	Contract value – notional over 3 years	Comments
Intermediate Care	Complete	June 2022	O/P	TBC	
Active Implementation for Children’s Services	April 2022	June 2022	C&F	£0.4m	
Addictions move on service	Spring 2022	Late 2022	Addictions	£1.8m	
Abstinence based recovery service	Summer 2022	Autumn 2022	Addictions	TBC	Service currently contracted through NHSGGC.
Criminal Justice Framework	Summer 2022	Autumn 2022	CJ	TBC	
Glasgow Alliance to End Homelessness	Summer 2022	TBC	Homelessness	TBC	Contracts due to start transferring to the Alliance.
Counselling Services	Summer 2022	Late 2022	C&F	£0.9m	Potential joint tender with NHS and education.
Children’s Advocacy	Summer 2022	Late 2022	C&F	£0.1m	To be considered in line with the Promise action plan.

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Contract / Service	Projected tender date	Projected award date	Care group	Contract value – notional over 3 years	Comments
Unaccompanied Asylum-Seeking Children	Summer 2022	Early 2023	C&F	£0.9m	Review of existing UASC services underway to inform the new service specification
Services for children with a disability	Summer 2022	Early 2023	C&F	TBC	Participation in SXL framework to inform future direction for any local tender. Scoping exercise to be completed.
Enhanced Community Living Service	Autumn 2022	Early 2023	L/D	TBC	IJB has approved the commissioning of services for adults with complex needs across two sites.
Social Care Agency Staff	Autumn 2022	Early 2023	GCC Directly Provided Services	£9m	Waiting for outcome from SXL tender before finalising plans for a Glasgow City contract.
Mental Health Flexible Framework for Accommodation Based Services	Autumn 2022	Early 2023	MH	TBC	
Specialist Women's Services	Late 2022	TBC	C&F	TBC	Review of existing services to be undertaken as part of development of new domestic abuse strategy

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Objectives, Aim and Outcomes	Actions	Target Date	Owner	Status
1. Legal Compliance and Governance, and alignment with National Initiatives				
<p>AIM > To ensure all commissioning staff and officers involved in the procurement process are fully aware of all aspects and impacts of the procurement rules and any other relevant regulations.</p> <p>OUTCOME > Mitigation of the opportunities for procurement challenge.</p> <p>> Procurement activity will comply with all relevant statutory and regulatory requirements.</p> <p>> Staff are confident in their understanding of procurement regulations and other relevant regulations.</p>	Develop Training Needs Analysis (TNA) for commissioning staff	Sep-22	Commissioning Development	In progress
	Establish training options 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 First).	Dec-23	Commissioning Development	Not started
	Ensure that our procurement supports the outcomes of Equality Impact Assessments and Data Protection Impact Assessments	Dec-22	Commissioning Principal Officers	In progress
	Embed Conflict of Interest process at tender evaluation - use CPU survey approach	Jun-22	Commisisoning Service Managers	Not started
	Adapt our internal procedures, processes and documentation, where required, to reflect national local strategy and action plans for example Carers Strategy, The Promise, Domestic Abuse Strategy	Aug-23	Commissioning Principal Officers	Not started
	Review Procurement Toolkit and work with colleagues in CPU to identify and develop documents that require to be tailored for the procurement of social services	Sep-22	Commissioning Development	In progress
	Develop HSCP internal procedures, processes and documentation to provide commissioning staff with 'how to' guides	Dec-23	Commissioning Development	In progress

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Objectives, Aim and Outcomes	Actions	Target Date	Owner	Status
	Review governance and reporting arrangements (1) with colleagues in CPU to ensure that HSCP contracts are included in planned and retrospective delegated reports and (2) with strategic planning colleagues on reporting requirements for IJB	Jun-22	Commissioning Development	In progress
	Undertake review of the Contract Management Framework and associated processes e.g. PSR, SM1, CM2. Adopt learning from Covid-19 and new approaches to integrated quality assurance.	Mar-23	Commissioning Development	Not started
	Develop a process between legal services and Head of Commissioning to monitor outstanding instructions and level of compliance with requests, and to review tasks on completion for any lessons learned	Jun-22	Head of Commissioning	In progress
2. Achieving Positive Outcomes				
<p>AIM > To support the HSCP in delivering its strategic objectives</p> <p>> Stakeholder and service user involvement as standard</p> <p>OUTCOME > Positive outcomes from externally commissioned services for example, less provider concerns, reduction in risk score</p>	Work alongside colleagues in Strategic Planning, Locality Planning and Core Leadership Teams to develop strategic commissioning plans aligned to overarching HSCP strategy, and that consider the impact on current commissioned services	Sept-23	Commissioning Service Managers	Not started
	In conjunction with colleagues in Strategic Planning and programmes for example MI, The Promise, Carers Strategy, Domestic Abuse Strategy, develop commissioning processes including tender timelines to ensure meaningful involvement with providers and people with lived experience	Apr-23	Commissioning Service Managers	In progress
	In conjunction with colleagues in Strategic Planning and TEC / Digital Teams consider how the role of technology needs to be reflected and evaluated in service specifications and tender evaluations	Jun-23	Commissioning Development	Not started

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Objectives, Aim and Outcomes	Actions	Target Date	Owner	Status
<p>> Closer working with operational CLTs to understand their needs, identify opportunities, reduce expenditure, improve process</p> <p>> More collaborative working with other public sector organisations.</p> <p>> approaches for meaningful involvement with people with lived experience</p>	Develop and maintain a contract register for each care group to inform strategic commissioning, team workplans, and for enabling services (for example legal and finance) to have some advance notice of work they can expect to receive	Apr-22	Commissioning Service Managers	In progress
	Schedule and prioritise more time for the development of 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.	Aug-23	Commissioning Principal Officers	Not started
	Develop a quality assurance framework to enable regular reporting to Core Leadership Teams and Business Meeting on performance of externally commissioned services and on commissioning activity	Sept-23	Commissioning Development	Not started
	Review KPIs requested in tenders and services specifications and make proposals for any changes required	Jan-23	Commissioning Development	Not started
	Review processes associated with provider compliance with Public Protection and also the commissioning roles and responsibilities for protocols including LSI and Learning Reviews.	Dec-22	Commissioning Service Managers	In progress
	Ensure that providers are compliant with the requirements for regular management information including PSR, notification of any significant issues, engagement with CM1 and CM2 processes	Jun-23	Commissioning Senior Officers	In progress
	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 Service Managers	Not started

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Objectives, Aim and Outcomes	Actions	Target Date	Owner	Status
3. Leaner, Skilled, More Efficient and Effective Commissioning Function				
<p><u>AIM</u> > To make best use of our commissioning resources. > To have more efficient and effective processes. > To make the commissioning process more consistent across care groups. > To create an enabling working environment for commissioning staff</p> <p><u>OUTCOME</u> > More time to focus on the strategic element of the commissioning process > Identified ICT improvements. > A cohesive approach to commissioning across the HSCP > Higher levels of job satisfaction within the commissioning service</p>	Review our processes utilising lean methodology or SAtSD to improve efficiency, remove duplication and make best use of the available tools.	Dec-23	Development Team	Not started
	Identify Information and Communication Technology (ICT) development requirements and work with the Eclipse team to identify opportunities for the commissioning modules.	Sep-23	Development Team	In progress
	Review all brokerage, placement, delayed discharge processes and placement / bed lists to improve efficiency, remove duplication and make best use of the available tools.	Aug-23	Development Team	Not started
	Embed a learning approach from the outset of commissioning planning including a lessons learned approach after each tender award.	Mar-23	Development Team	Not started
	Review approach to Due Diligence in tender evaluation and contract monitoring including a review of which policies are checked at both tender and CM1 stages	May-23	Development Team	Not started

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Objectives, Aim and Outcomes	Actions	Target Date	Owner	Status
4. Deliver Sustainable Procurement				
<p><u>AIM</u> > To increase the knowledge and understanding of the duties of sustainable procurement of all staff who participate in the commissioning and procurement process and make better use of the expertise within the council and NHSGGC to ensure wider sustainable outcomes are achieved.</p> <p>> To be compliant with the Procurement Reform (Scotland) Act 2014 and general and other duties contained therein, including the Sustainable Procurement Duty.</p> <p><u>OUTCOME</u> > Increased opportunities for</p>	Training and awareness sessions for commissioning staff and HSCP SMT on sustainable procurement.	Sep-22	Commissioning Development	In progress
	Develop an approach to community benefits process by working more closely with relevant internal stakeholders (community planning, employability team) and placing a greater emphasis on ensuring outcomes are delivered and benefits for Glasgow citizens are realised.	Sep-23	Commissioning Development	Not started
	Streamline and standardise SW and Corporate Procurement Unit processes and documentation relating to sustainability where appropriate.	Dec-22	Development Team, CPU	Not started
	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.	Dec-22	Development Team, CPU, Supplier Development Group	Not started
	Review Fair Work evaluation criteria and national position on NLW.	Dec-22	Development Team	In progress
	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.	Jun-23	Development Team, Supplier Development Group	Not started

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Objectives, Aim and Outcomes	Actions	Target Date	Owner	Status
<p>local SME's, Social Enterprises, Co-operatives, Supported Businesses and Third Sector organisations.</p> <p>> To secure wider social, economic and environmental benefits for the local area and ensure those benefits are realised.</p> <p>> Compliance with the Sustainable Procurement Duty.</p> <p>> Secured and realised sustainable benefits.</p> <p>> Staff involved in the procurement process understand and positively contribute to achieving sustainable outcomes.</p> <p>> The HSCP is reassured that suppliers adhere to the principles of a Fair Work Practice organisation.</p>	<p>Advocate the use of Supplier events and the Supplier Development Programme when preparing to tender</p>	<p>Jun-23</p>	<p>Commissioning Service Managers</p>	<p>Not started</p>

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Objectives, Aim and Outcomes	Actions	Target Date	Owner	Status
5. Innovation - Collaborative Commissioning				
<p>AIM > Opportunities for innovative procurement practice will be considered for all procurement activity where appropriate</p> <p>>To encourage innovation by adopting procurement regulations that provide greater flexibility and scope</p> <p>OUTCOME > Requirements are met within budget constraints whilst also providing best value and wider benefits for the local areas. > Time to market is reduced > Relationships with TSI and provider bodies e.g. CCPS, Scottish Care are improved > Commissioning staff are skilled in determining best route to market</p>	Establish organisational commitment and support for new approaches to collaborative procurement and commissioning	Sep-22	Head of Commissioning	In progress
	Protocols developed to include different commissioning approaches including Participatory Budgeting, Grants, PSP, with clear governance processes outlined available to all relevant staff.	Dec-22	Head of Commissioning	In progress
	Close working with operational teams to ensure that commissioning is involved and that innovation is considered at the earliest possible stage in the development of the requirement.	Mar-23	Commissioning Service Managers	In progress
	Promote Glasgow's commitment to alternative commissioning approaches at national groups	Mar-23	Head of Commissioning	In progress
	Develop skills in writing sourcing strategy / options appraisal / business case that clearly analyse the advantages and disadvantages to alternative approaches.	Dec-23	Commissioning Principal Officers	Not started

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Objectives, Aim and Outcomes	Actions	Target Date	Owner	Status
6. Promote Commissioning and Procurement Awareness				
<p>AIM</p> <ul style="list-style-type: none"> > A better understanding and knowledge of procurement, including risk > Commissioning is integrated as a strategic partner who can assist in transformation agendas > To encourage early commissioning engagement and increase opportunities for partnership working. > Advanced work plans include all requirements for the year which will enable more efficient and effective allocation of resources within commissioning 	Develop and implement a commissioning communication strategy which will include updating our internal and external internet / intranet pages.	Mar-23	Development Team	In progress
	Develop and publish a Market Facilitation Plan	Sept-23	Head of Commissioning	Not started
	Develop "Roadshow" awareness sessions for locality staff involved in commissioning services	Oct-23	Development Team	Not started
	Ensure commissioning is represented at all key meetings for example CLT, Strategic working groups, Locality Planning groups	Jun-22	Head of Commissioning	In progress
	Consider approaches for internal and external customer satisfaction measures	May-23	Commissioning Development	Not started

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Objectives, Aim and Outcomes	Actions	Target Date	Owner	Status
<p><u>OUTCOME</u> > Requirements are met within budget and time constraints.</p> <p>> Contracts provide best value and wider benefits for Glasgow and its citizens.</p> <p>> Improved staff morale and greater awareness of how their role contributes to the HSCP priorities</p>	<p>Establish a process to communicate procurement benefits and success stories (savings, sustainability outcomes including community benefits).</p>	<p>Nov-23</p>	<p>Development Team, CPU</p>	<p>Not started</p>