



Item No. 11

Meeting Date Wednesday 24th January 2024

Glasgow City Integration Joint Board

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Market Facilitation Plan

Purpose of Report:	To advise the IJB of the development of Glasgow's first Market Facilitation Plan (MFP). To approve the publication of the document (Appendix 1).
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Background/Engagement:	The Market Facilitation Plan is produced for the benefit of existing and potential future social care Providers in Glasgow. It aims to help Providers make informed business decisions and plan for future service delivery. We will collaborate with our Providers to share relevant information that will assist in their own planning and forecasting. This Plan has consulted with Providers and aims to influence and adapt service delivery to ensure the right services are available at the right time and in the right place.
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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. HSCP Senior Management Team <input type="checkbox"/> Council Corporate Management Team <input type="checkbox"/> Health Board Corporate Management Team <input type="checkbox"/> Council Committee <input type="checkbox"/> Update requested by IJB <input type="checkbox"/> Other <input type="checkbox"/> Not Applicable <input checked="" type="checkbox"/>
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Recommendations:	The Integration Joint Board is asked to: a) note the contents of this report; b) note the development of Glasgow's first Market Facilitation Plan; and
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	c) approve the publication of the Market Facilitation Plan for 2024-26.
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Relevance to Integration Joint Board Strategic Plan:

The Market Facilitation Plan identifies the HSCP's Key Messages for the Commissioning and Procurement of social care services in Glasgow for 2023-26. It supports the work already being developed through the Integration Joint Board's Strategic Plan (2023-2026) and aims to contribute to delivering the IJB Strategic Plan's Vision and 6 Priorities.

Implications for Health and Social Care Partnership:

Reference to National Health & Wellbeing Outcome(s):	Purchased social care services contribute to all 9 outcomes.
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Personnel:	None
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Carers:	Purchased social care services include services for Carers and Carers Organisations.
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Provider Organisations:	Provider organisations are equal partners in the delivery of social care services and were consulted in the development of this Plan.
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Equalities:	Purchased services require to be compliant with the 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:	Fairer Scotland Duties are considered during reviews of purchased social care services.
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Financial:	There are no direct financial implications arising from this report. Market Facilitation will ensure that social care services are achieving Best Value.
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Legal:	None
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Economic Impact:	Purchased social care services are required to demonstrate Best Value. Future development within commissioning will further consider community wealth building and community benefits.
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Sustainability:	Procurement of social care services takes full account of Fair Work First in tender evaluations. Budget increases received in respect of the Living Wage are processed promptly.
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Sustainable Procurement and Article 19:	Future development within Commissioning will include an increased emphasis on sustainable procurement in line with Glasgow City Council's Sustainable Procurement Strategy 2023-28 and associated action plan.
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Risk Implications:	None
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Implications for Glasgow City Council:	Glasgow City Council is the contracting authority for social care services purchased for the HSCP.
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Implications for NHS Greater Glasgow & Clyde:	None
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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. To advise the IJB of the development of Glasgow's first Market Facilitation Plan (MFP). To approve the publication of the document (Appendix 1).

2. Background

- 2.1. The development and publication of a strategic Market Facilitation Plan is a requirement under the Public Bodies (Joint Working) (Scotland) Act 2014 for every local authority in Scotland.
- 2.2. The purpose of the Market Facilitation Plan is:
- To comply with Scottish Government legislation
 - To support Providers of social care services, make informed business decisions and plan for future service delivery in Glasgow
 - To encourage new approaches and re-shape models of care thereby shifting the balance of care and producing the services we need for the future.
 - To urge market providers themselves to collaborate and share accountability and deliver within the current economic considerations
 - To set out GCHSCP Commissioning and Procurement's key messages and intentions and re-shape the market collaboratively in order to meet the future social care needs of Glasgow's citizens.

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3. Consultation

- 3.1 The development of the Market Facilitation Plan involved a Provider Consultation Survey to inform the content and the views of those delivering services. A survey was sent to current providers of social care for Glasgow City and ran for a period of 4 weeks. We received 24 responses.

4. Commissioning Implications

- 4.1 The Plan should help to facilitate transformational change in how the Glasgow City IJB plans, procures, designs, and delivers social care services to meet future care needs of Glasgow citizens. It will also support our commitment to Ethical and Sustainable Commissioning.

5. Recommendations

- 5.1 The Integration Joint Board is asked to:
- a) note the contents of this report;
 - b) note the development of Glasgow's first Market Facilitation Plan; and
 - c) approve the publication of the Market Facilitation Plan for 2024-26.



Market Facilitation Plan (2024 - 2026)



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1. Introduction

This Market Facilitation Plan sets out the vision, objectives and actions which will direct and govern Commissioning and Procurement activities for social care services within Glasgow City's HSCP from 2024-26.

It reflects both national and local policy and priorities and includes our approach to the challenging economic climate; fair working practices; ethicality; sustainability; Corporate Social Responsibility; Small and Medium-sized Enterprises (SMEs); Independent and Third Sector organisations. The Plan recognises the current budget constraints and a changing landscape within our population and the subsequent demand for social care services.

We aim to be at the cutting edge of social care provision within the sector whilst ensuring the principles of public procurement (Transparency; Integrity; Openness; Fairness; Non-discrimination; Equal Treatment; Competition; and Accountability) underpin all our Commissioning and Procurement.

For this Plan to achieve improved outcomes and experiences for our citizens, as well as financial sustainability and contribute to the IJB's social responsibilities, we will need to embrace a change to our existing ways of working. Crucially, together, we need to develop a more strategic partnership between Commissioning, Third and Independent Sector Providers, communities and individuals accessing support and their carers.

As we continue to face significant challenges and competing priorities in the delivery of social care services, we will continue to generate process efficiencies, improve, and streamline our systems to reduce barriers to funding. We are committed to working more cohesively and collaboratively with our internal resources, with our colleagues in Finance, Legal and Commissioning teams, and external stakeholders to identify better ways of doing this. This enhances our focus and considers innovative methodologies to achieve high quality and diverse person-led support for all. Significant change lies ahead for the social care sector in Glasgow. We recognise that services that have served the people of Glasgow so well for a long time, may not be the services needed in the future. We need to adapt to our environmental, social, and economic pressures to survive and continue to serve our citizens accordingly.

2. What is a Market Facilitation Plan?

Under the Public Bodies (Joint Working) (Scotland) Act 2014, the Scottish Government requires all Integration Joint Boards (IJBs) to produce and publish a Strategic Commissioning Plan otherwise known as a "Market Facilitation Plan". The Glasgow City IJB approved the production of a Market Facilitation Plan as part of the Commissioning Development Plan for 2023/24.

Glasgow City's IJB Strategic Plan outlines how social care services will support the evolving social, economic, and political landscape and importantly, reflect the complexity of needs and multimorbidity within our future population.

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The Market Facilitation Plan identifies the HSCP's Key Messages for the Commissioning and Procurement of social care services in Glasgow for 2024-26. It supports the work already being developed through the Integration Joint Board's Strategic Plan (2023-2026) and aims to contribute to delivering the IJB Strategic Plan's Vision and 6 Priorities.

The 3 Elements of Market Facilitation:

I. Market Intelligence / Analysis

The development of a common and shared perspective of supply and demand (including any gaps in provision), leading to an evidenced, published, market position plan for the sector. The Market Facilitation Plan establishes strategic and individual needs and determines what type of services should be put in place to meet those needs and deliver the intended outcomes based on robust evidence and intelligence.

This stage also considers:

- **Capability** - Is the market capable of meeting the requirements?
- **Capacity** - Are there enough service Providers with sufficient capacity to deliver the services?
- **Maturity** - Is the market ready to deliver what is required?
- **Competitiveness** - What is the anticipated level of interest from service Providers?
- **Barriers** - Identify barriers to involvement of potential service Providers in the procurement process.
- **Culture** - Will delivery of the service require cultural change?
- **How the Market is Structured?** - Will delivery of the services require service Providers to work together in a new way?
- **How Secure is the Market?** - How will future arrangements impact on the security of the market and/or services?

We plan to engage with Providers continually and in an on-going way but importantly, much earlier in the process through Talking Tender and Meet the Buyer events and will issue Prior Information Notices (PINs) in advance to allow the necessary time for Providers to prepare and adequately resource the bids and to formulate dynamic partnerships and potential consortia bids.

II. Market Structuring

This covers the activities of Commissioners designed to give the market shape and structure, where Commissioner and Provider behaviour is visible and the outcomes, they are trying to achieve jointly agreed.

This will be evidenced through our revised approach to Contract Management and performance reports.

III. Market Intervention

This focuses on the interventions Commissioners make to deliver the kind of market believed to be necessary for our communities.

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Local Authorities and their partners are moving away from a “Market Management” approach and moving more towards Commissioning activities that facilitate a strong Provider market that can respond to an increasingly diverse service user group consisting of people using their direct payments to purchase support, e.g., Self-Directed Support (SDS).

Our planned development activities with localities and communities will shift towards wider participation in support delivery and remove barriers for SMEs to enter a complex market thereby offering greater choice and diversity for the citizens of Glasgow.

3. Who is the Plan for?

The Market Facilitation Plan is produced for the benefit of existing and potential future social care Providers in Glasgow. It aims to help Providers make informed business decisions and plan for future service delivery. We will collaborate with our Providers to share relevant information that will assist in their own planning and forecasting. This Plan has consulted with Providers and aims to influence and adapt service delivery to ensure the right services are available at the right time and in the right place.

The process of engaging with the health and social care market will remain a consistent focus for us. This document will serve as a reference point for future, more detailed Commissioning discussions.

The Plan will also clarify the responsibilities and standards expected of both the HSCP and Providers by:

- **Setting out** clear and achievable strategic objectives which support delivery of the IJB’s wider goals and objectives
- **Ensuring** we comply with our statutory Procurement duties
- **Delivering** and demonstrating sustainable, high quality, value for money services
- **Investigating** new technology and digital opportunities to improve our service delivery methods
- **Promoting** sustainability, fair work practices and the importance of equality, human rights and maximising independence for our those accessing support
- **Improving** access to public sector contracts, particularly for Small and Medium-sized Enterprises, Social Enterprises, Community-led Organisations, Consortia, Independent and Third Sector organisations
- **Focussing** on improving sustainable services which contributes to Glasgow City Council’s climate change declaration

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- **Encouraging** more innovative use of community benefits requirements and ensuring that community benefit outcomes have been achieved
- **Ensuring** we continue to adopt a partnership approach between internal and external partners
- **Promoting** the benefits of early Procurement engagement and innovation
- **Building** capacity and skills within the HSCP Commissioning Team to improve Commissioning and Procurement activity and our relationships with valued partners.

4. Strategic Alignment

The Market Facilitation Plan will be strategically cohesive in its aims and objectives with key documents already shaping the market and service provision. Key cross-cutting local and national policies and legislation this Plan aligns with includes:

Glasgow City

- GCC Sustainability Procurement Strategy 2023-2027
- Maximising Independence Programme
- Mental Health Strategy 2017-2027
- Domestic Abuse Strategy
- Carer Strategy 2022-2025
- Children's Transformational Change Agenda

Glasgow IJB Strategic Plan (2023 – 2026) - 6 Key Priorities

- Early Intervention, Prevention and Well-being
- Providing Greater Self-Determination and Informed Choice
- Supporting People in their Communities
- Strengthening Communities to Reduce Harm
- A Healthy, Valued and Supported Workforce
- Building a Sustainable Future

National

- 8 Principles of Ethical Commissioning
- The Procurement Reform (Scotland) Act 2014 (includes the Sustainable Procurement Duty)
- The Public Contracts (Scotland) Regulations 2015
- The Public Contracts (Scotland) Amendment Regulations 2016
- Scottish Procurement Policy Notes (SPPNs)
- NHSGGC Standing Financial Instructions and Scheme of Delegation
- Local Government in Scotland Act 2003
- The Social Care (Self-Directed Support) (Scotland) Act 2013
- Equality Act 2010
- Carers (Scotland) Act 2016
- National Health and Wellbeing Outcomes Framework (9 Outcomes)
- The Promise Scotland

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- Coming Home
- Fair Work First & Real Living Wage Employment
- A Caring, Compassionate and Human Rights Informed Drug Policy for Scotland
- Scotland and the Sustainable Development Goals: A National Review to Drive Action

5. Drivers for Change

- Post-Covid pandemic effects on the sustainability of service provision
- Challenging financial climate with high inflation rates, rising costs of living, food and energy cost increases and the subsequent strain on service budgets
- Ageing population and changes in our demographic profile within Glasgow. People are living longer meaning greater demand for support, particularly within their own communities
- Workforce recruitment and retention challenges, nationally, sector wide
- Barriers to new or smaller community organisations entering the market
- Support needed for community Providers with local knowledge, influence, and assets to apply for funding and bid or collaborate within the tendering process. Opportunity to use their strengths to offer responsive, flexible, and more bespoke services
- Community benefits and capacity building responsibilities to offer a more diverse range of support available and person-centred choice for those seeking support
- Inconsistency and complexity of the current funding systems and processes being reviewed and rationalised
- Short timescales for tendering activity can put undue resource pressures on Providers applying for continued or new funding
- Capacity of technology to access to information and support not yet realised.
- Innovation and development of enhanced models of care
- Commitment to delivering the best quality services for the citizens of Glasgow
- Public Social Partnership (PSP) model is being introduced within the Domestic Abuse sector in Glasgow which could lead the way to further other opportunities for closer partnership working among Providers
- Encourage joint working, partnership building and consortia to offer opportunities to pool resources, co-location, staffing, knowledge, and joint learning.

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6. Developing the Plan

The development of the HSCP's Market Facilitation Plan involved gathering intelligence and information from a range of sources including data from our Contract Management processes; analysis of the projected [demographic profile of our population](#); identifying the unmet and future needs of the citizens of Glasgow and the subsequent demand for care and support. Intelligence gathered projects a huge increase in the 65+ age range within Glasgow which will inevitably influence planning of future service delivery and budget allocation.

Crucially, in drafting the Plan, we looked to the invaluable knowledge and expertise of frontline service Providers in the Third and Independent sectors. Their expertise and insights are embedded throughout the Plan and will steer the direction of travel for Glasgow's social care system and services going forward.

Provider Consultation Survey

A Providers' consultation survey was distributed to the majority of social care Providers, city-wide, offering an important opportunity to influence the content of this Market Facilitation Plan. The valuable feedback and suggestions submitted by Providers has been instrumental in defining what should be included, and which concepts and key messages to prioritise. We have listened to the thoughts and ideas expressed by Providers and used them as an important guide in writing the Plan and ultimately, to envision the future of social care support within Glasgow.

7. Commissioning Key Messages

“Effective services must be designed with and for people and communities – not delivered ‘top down’ for administrative convenience” (The Christie Commission Report 2011)

The key messages outlined below have fully incorporated the views received from the Provider Consultation and aim to use what we know works to inform future change, deliver high quality services and new models of care to meet future needs and demand in social care provision across Glasgow. Our Key Messages aim to:

- **Change the mindset from process to people**
- **Commitment to collaboration and reciprocity**
- **Build on existing good practice**
- **Deliver locally**
- **Acknowledge the need to invest time and effort in building trusted relationships across system stakeholders and in having challenging conversations**
- **Communicating transparently about the constraints (financial, legal, capacity and demand pressures)**
- **Where possible, reduce competition in favour of collaborative approaches**

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- **Reduce bureaucracy and resource intensive processes to within 'just enough' structures**

How We Will Deliver the Key Messages

Planning

The HSCP is working to develop their approaches across the Commissioning Team through yearly detailed action plans including future advance engagement with Providers, publishing and notifying the market much sooner in the process to allow organisations the necessary time to allocate resources and plan their business activity accordingly.

Maximising Independence

Working with partners and communities, the [Maximising Independence](#) Programme is shifting the balance of care and transforming Glasgow into a city with a strong, sustainable, and reliable social care infrastructure so that everyone can achieve their full potential for health, wellbeing, and independence.

The Promise

Our commitment to our children, young people, and their families. We have a detailed [Promise Plan](#) for the city which covers a wide range of activities from what we are doing in our virtual school to how we are working hard to make sure brothers and sisters stay together or keep in contact if they cannot live at home or with their wider family network.

Our priority in Glasgow is to make sure children and young people are supported within their families and we are committed to ensuring families get support when they need it most.

Co-Production

As we move forward, we will closer collaborative relationships with peer led groups and encourage the involvement of lived experience in our Commissioning planning and decision making as well as service design and delivery.

Community Benefits

Working with Community Planning, Corporate Procurement Unit, and other key stakeholders to identify and target community initiatives that can be supported by procurement activities. Community wealth and capacity building will be key to shaping the support available to individual needs. Thus, we plan to improve our community engagement and use local expertise, influence, and relationships within communities to offer bespoke care and support. We will also prioritise the need to secure wider social, economic, and environmental benefits for the local area and ensure those benefits are realised.

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Partnership and Collaboration

Glasgow City HSCP has a commitment to, and proven track-record of effective collaboration with Provider organisations. There is existing Provider representation at all levels of strategic planning forums across the city.

We hope to develop those collaborative relationships further over the coming years as the social care market works towards overcoming unprecedented financial challenges, staff recruitment and retention issues, and an ageing population with multiple and complex needs.

We aim to find new solutions to current challenges together with the expertise of Providers to offer quality support to our citizens. We also recognise and value the vital role that unpaid carers play in supporting people to live meaningful lives. Existing and prospective Providers should understand the role of unpaid carers and be able to respond effectively through a holistic approach.

Outcomes

There will be a greater focus on attaining positive, sustainable outcomes for individuals (and our communities) and evidencing the impact of services to ensure we are delivering what the needs and choices of our population demand. Providers will be expected to make the transition to measuring outcomes and experiences of those accessing their services routinely and consistently if not already doing so.

Ethical Commissioning

The HSCP will embed the 8 Principles of Ethical Commissioning in all work that it leads on and undertakes.

Sustainability

Aligning with Glasgow's Sustainable Procurement Strategy 2023-2027 and Glasgow City's Climate Plan, Commissioning and Procurement within the HSCP, supports GCC's Net Zero, ecological and environmental ambitions. We must target areas of socio-economic interest and concern, particularly in identifying activity to mitigate and address poverty and its consequences; and encourage economic development in the city. Our sustainability efforts will include the wider context to:

- Reduce poverty and inequality in our communities.
- Increase opportunity and prosperity for all our citizens.
- Fight the climate emergency in a just transition to a net zero Glasgow.
- Enable staff to deliver essential services in a sustainable, innovative, and efficient way for our communities.

Innovation

Using the frontline knowledge and experience of Providers and other representative organisations, we will expand co-production with those with lived

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experience. Embracing new ideas and practices to achieve positive outcomes. We value the skills and experience of Provider organisations and are keen to ensure that innovative practice can be devised and tested here in Glasgow.

TEC / Digital Inclusion

COVID-19 may have jump started the use of technology within the social care sector, but we have yet to maximise its potential. As well as the critical role of TEC and IT in efficient service delivery, we aspire to digital inclusion for all our citizens through upskilling and improving access to equipment and learning. Adjusting to new ways of working with technology to improve effectiveness and efficiency of delivery is expected and examples sharing of good practice across the sector encouraged.

Fair Work First

Fair Work First is the Scottish Government's flagship policy for driving high quality and fair work across the labour market in Scotland by applying fair work criteria to grants, other funding and contracts being awarded by and across the public sector, where it is relevant to do so.

8. Maximising Independence

The Maximising Independence approach will ensure the HSCP, and partners create the conditions where people retain maximum control and responsibility over their own lives. People will have a more active role in making decisions about the choices that affect them, and they will be supported in these decisions. It means supporting people, who can and want to remain living at home safely for as long as possible with the right support in place. Independence refers to freedom, and wellbeing supported by individual action, social networks, and social care services. Listening, talking, and working together to make it happen. We want to understand how to best support people as equal partners and experts on their own lives.

We are doing this because people's needs are changing, as our population grows older, demand for services and support is rising. We also know that the best health and care outcomes happen when people can self-manage and maximise their independence.

This approach isn't new, it builds on key social care principles, focusing on early intervention and prevention in a kind and compassionate way. It means including people and communities right at the heart of decisions that affect them early on, and recognising their assets, needs and strengths, as well as the difficulties they may have experienced.

Research shows that loneliness and isolation affect people's wellbeing across all age groups, and so, helping people to connect with others in their own communities is pivotal in achieving success. Community responses to local health and wellbeing issues are a vital way of addressing needs early on and minimising the need for more intensive statutory services further down the line.

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To achieve this vision, everyone in the city will have an active role and responsibility in making decisions. Working with partners and communities it will transform Glasgow into a city with a strong, sustainable, and reliable social care infrastructure so that everyone can achieve their full potential for health, wellbeing, and independence. The Maximising Independence Programme will transform our social care 'contract' with the public to ensure a sustainable health and care system that meets the needs of Glasgow's communities and is fit for the future.

9. Ethical Commissioning

We have a firm commitment to the 8 Principles of Ethical Commissioning and will seek to embed this further in our practice over the coming years. These principles are threaded through our Commissioning Key Messages and Priorities.

Principle 1: Person-Centred Care First

- Individuals' basic human rights will be always upheld. The sector will treat everyone with equality, dignity, and respect
- There will be clear guidance and advocacy available to anyone who wishes to make a complaint and redress any treatment that does not adhere to these principles
- Choice and Control. Those who use our services, and their carers will have access to up-to-date information and be able to make informed personal choices about the care and support they can access and chose to receive
- Service delivery will be focused on individual needs and outcomes. We want to ensure everyone is receiving the care they need and want at the right time and in the right place
- Services will be delivered by a diverse range of appropriate organisations and providers. This will include larger, more established organisations, and SMEs. By working closely with local communities, we will improve the involvement and engagement of grassroots organisations, community and peer-led support, and SMEs with local influence and expertise
- We will gather crucial information on unmet needs within our city and use this for designing and adapting current provision as well as planning for future delivery.

Principle 2: Human Rights Approach

We can protect and promote the entitlement to basic human rights for our citizens through committing to the principles of equality, dignity, and respect; through involvement in decisions and offering choice, control, and access to support. We will listen and address complaints as well as work closely with community assets to develop person-centred support networks.

Principle 3: Full Involvement of People with Lived Experiences

Essential to providing the appropriate care and support services for those who receive them, their families, and Carers, is to have their voice at the heart of everything we do. The Plan aims to ensure all voices are not just heard but evidence

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shows they are included, and their ideas and opinions implemented. Purchased services must demonstrate how individuals and their Carers' input has been listened to and influenced the way the service has been designed and delivered.

Improvements will be made to link in with existing networks and governance structures. Efforts will be made to build infrastructures and skills to develop involvement in co-designing and evaluating service provision.

Principle 4: Fair Work First

- Payment of at least the real Living Wage
- Provide appropriate channels for effective workers' voice, such as trade union recognition
- Investment in workforce development
- No inappropriate use of zero hours contracts
- Action to tackle the gender pay gap and create a more diverse and inclusive workplace
- Offer flexible and family friendly working practices for all workers from day one of employment
- Oppose the use of fire and rehire practice.

Principle 5: High Quality Care

Ensure we offer better experiences of services for those who use our services, and improve outcomes by using a common-sense approach through:

- Clear expectations of outcomes and standards of delivery using Contract Management arrangements
- Encourage innovation and new enhanced models of care
- Gather feedback from those using services and their Carers to assess effectiveness
- Streamlining service referral systems and assessment processes, e.g., single shared assessment principles used particularly between services being provided by the same organisation
- Working in partnership with regulatory bodies to facilitate more efficient and person-centred services
- Lowering tolerance for waiting lists and ease of access to services by reducing unnecessary and bureaucratic systems and processes ("red tape").

Principle 6: Climate and Circular Economy

- Understand the impact of current commissioning and procurement process
- Sustainable procurement duty, statutory guidance implementation
- Taking advantage of opportunities to use a circular economy approach
- Monitoring and evaluation

Principle 7: Financial Transparency, Sustainable Pricing, and Commercial Viability

- Assessment of the current impact of Commissioning
- Highlight areas for development and improvement

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- Assessment of the relationship between quality and cost
- Sustainability agenda within purchased services and provider organisations to be a standing item on the Contract Management meeting agenda
- Commissioning and Procurement Development Plan is strategically aligned to the GCC specific Sustainability Programme to continue to prioritise and implement
- Review, monitor and evaluate ongoing sustainability
- Reinvestment of recovered funding or underspent budgets into service provision.

Principle 8: Shared Accountability

- Leadership and Culture
- Robust governance structures
- Collaborative working arrangements and partnerships
- Risk sharing
- Effective contract management
- Continuous improvement

10. Finance and Funding

HSCPs across Scotland are now subject to significant demand and cost led pressures, and Glasgow City IJB is no exception. In managing its budget for 2023/24, there have been significant challenges to balancing the books. Furthermore, looking ahead to 2024/25 and 2025/26 - without the aid of an increase in funding and/or decrease in costs - the current budget gap is anticipated to increase. The increasingly challenging operational environment, coupled with increasingly strained resources, has given rise to a financial challenge on a scale never before experienced by the IJB.

Together with Providers and citizens, we need to develop new and financially sustainable responses to meet the needs of our communities and address the pressure on our services. The pressure for changes in how we view and delivery our social care within the city has no option but to fundamentally evolve to meet our current and future circumstances.

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

Purchased Service Value – Annual Spend 2022/23	
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

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Justice	£2,706,602
TOTAL	£299,823,070

Financial Transparency and Viability

The HSCP will remain open and honest with Providers in respect to available funding. There will be a range of methods used to commission and procure services. In addition to Open Tenders and Frameworks, other funding arrangements can be facilitated as need, environment or finance demands dictate. The HSCP will look to employ a range of approaches including direct awards, grants, Tests of Change, PSP models, block funding, spot-purchasing, cost and volume arrangements. Everything we do will adhere to legal and financial guidance and relevant legislation whilst promoting the uniqueness of social care commissioning.

The Public Contracts (Scotland) Regulations 2015 confirm that a public body is not able to award a contract based on lowest price only. This means that, in accordance with regulation 76(10) of The Public Contracts (Scotland) Regulations, contracts for these services must be awarded based on both quality and price. The Commissioning team is committed to pursuing ongoing communication and negotiation with the HSCP Finance department to consider the most appropriate weighting of our public contracts - cost vs quality. Additionally, all remaining “legacy contracts” will be aligned to the relevant policy and timeline for planned tendering which will be discussed well in advance.

11. Contract Management

The process by which the GCHSCP ensures that a service complies with the terms and conditions of contracts including any agreed performance indicators.

Key Components of the Revised Contract Management Process

Contract Management Framework

Development of a revised Contract Management Framework (CMF) has been completed and implemented by Commissioning as well as training for staff and guidance for Providers. The Contract Management Framework (CMF) gathers and analyses information on a biannual cycle to generate a Risk Rating.

Provider Service Return (PSR)

The biannual CMF process commences with Business Development issuing the PSR request to Providers via Smart Survey in April and October. This has been reviewed and improved and went live in Autumn of this year with a review of the system planned for early 2024.

The PSR includes a core data set for all contracted services and is supplemented by care group or service type questions that will be context dependent.

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The PSR will be the principal information source for contract management activity but will be supplemented by other information sources and intelligence (e.g., Service Concerns, Feedback from Care Inspector or Care Manager) available to Commissioning Officers. It has been designed to be more user-friendly for Providers to complete.

Contract Management Meetings

Contract management meetings play an important part of the Contract Management process.

The aim of Contract Management Meetings is to:

- Explore risks already identified.
- Confirm whether there are additional risks present.
- Identify areas of good practice.
- Share understanding of service delivery.
- Resolve issues through discussion with service.

The traditional reports (CM1s) that have been asked of Providers are now redundant. This should ensure Providers are not wasting valuable resources and meetings will be a more balanced two-way helpful process.

Budget Management

Will be incorporated into Contract Management Meetings and Service Reviews for purchased services. We will work with finance colleagues to understand budgets and it will be the responsibility of each Contract Manager to highlight any issues to the HSCP Finance department / IJB. Any financial issues will be highlighted early on within this process and support from colleagues within the HSCP Finance department will be available to address the issues as quickly as possible.

Service Reviews

For Service Reviews to be effective, collaboration with the Provider is essential. It is also important that Commissioning Officers work collaboratively with operational colleagues including Care Managers, Review teams, Health and Finance staff, and other appropriate parties such as the Care Inspectorate.

Provider Relationship Management

The aim of Provider Relationship Management activity is to ensure that the HSCP takes a holistic and coherent approach to issues and risks that may affect multiple Contracts and Care Groups. Commissioning Officers will regularly review the arrangements for communicating to ensure that they remain effective. Mandatory Provider Relationship Management requires to be in place to co-ordinate the GCHSCP information in relation to the partner Provider (rather than any individual service).

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Risk Responsive Model

We are moving towards a Risk Responsive Model - RAG system (Red, Amber, Green), meaning those lower risk services requiring less regular oversight and input from their Contract Manager which will allow resources to be best deployed where needed. The underlying principle remains the need to maintain open and transparent relationships between the Service Providers and the HSCP Contract Manager and to have proportionate oversight of day-to-day operational matters.

Those services assessed at a higher risk rating will be able to receive more intensive support and input from their Contract Manager to ensure they meet their contractual responsibilities. Notwithstanding this where there are serious concerns about failure to deliver, this would be quickly identified and an action plan to improve performance requested and implemented.

Strategic KPIs are being developed based on Scottish Government information to assist where services are operating under contracts without agreed Key Performance Indicators (KPIs), for example the National Care Home Contract.

Outcomes

We will improve outcome measuring and reporting structures, thus clarifying expectations and standards for services. In addition, we will improve how we evaluate the impact of services to ensure they are delivering their contractual responsibilities.

12. Language

It is critical that the language used by the HSCP and purchased services is not stigmatising but empowering and moves away from language which suggests our role is to process people through systems. There is work underway across the Commissioning section to develop staff knowledge and understanding of using appropriate, consistent, and respectful language. We are moving away from terms that describe a 'sorting office' approach including the words: case, triage, referral, pathway etc.

The Maximising Independence programme has included a review of language which has indicated a desire to remove the language of 'eligibility criteria' from documentation. Whilst eligibility criteria remain, there's a greater emphasis on practitioners to use a strengths-based approach. Glasgow's Promise Plan 2021-24 is committed to 'not [using] words that children and young people have told us they do not like'.

Standardised language will be used across all tender documents, where appropriate. For example, with the terms used to describe the people that will use the service (for example 'individuals', 'service users'). 'Contract management' will be used and not 'contract monitoring' to improve consistency across tender documentation and in line with the language of the Contract Management Framework.

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13. How Can the Market Prepare for Transformational Change?

While challenges and uncertainties persist in social care in Glasgow and Scotland as a whole, this Plan will help our existing partners, as well as prospective and future Provider organisations, to make informed business decisions about future service delivery.

Transformation of this scale does not happen solely because of a delivery programme - it will involve all of us. This means a culture change which values human rights, people's experience, co-production, and community good. We can expect a fundamental change to models of care, creating an opportunity for one of the most progressive transformations of our city's social care provision for generations.

Providers can seek further clarity and support from Third and Independent Sector Interfaces, relevant Provider representative bodies and from their Commissioning Contract Manager if there is an existing service being delivered. Further work will include engaging with Provider, dedicated events and partnering with the HSCP to shape, innovate and share accountability in how the future of the sector in our city should look to deliver transformational change. Providers have key messages within this Plan to consider as the framework of the remodelling task ahead.

14. How the HSCP Will Support Provider Organisations

The Market Facilitation Plan will assist the HSCP to support current and potential Providers to develop and prepare for future developments in the market by engaging with them throughout the process. We will share intelligence on trends and costs transparently and encourage a more dynamic but efficient and streamlined approach to the tendering and funding processes.

Engagement and Communication

We continue to seek ways to engage and involve stakeholders, particularly at a local level where improvement is required. Commissioning is liaising with Localities and Small and Medium Enterprises and local community Providers to support their entry into the market and to navigate the tendering process.

The Provider consultation exercise which was carried out as part of this Market Facilitation Plan, emphasised the need for accessible, consistent, and jargon free communications between the HSCP and Providers. The most requested engagement methods from Providers were regular updates on developments and progress with the preference being for face-to-face Provider events. Health and Social Care Connect has produced a useful service city-wide directory to inform professionals and those seeking support to improve access and availability of information.

Development work will be undertaken by Commissioning re PIN notices and supporting Providers to be better "tender ready" through improved communication and early engagement and increasing Provider events to encourage open dialogue. The HSCP is developing delivery Roadshows over the coming months and planning

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“Talking Tender” events to facilitate dialogue and question and answer sessions to support and guide Providers to prepare for bids.

Service Specification Template and Tender Documents have been revised in response to feedback from Providers. Collaboration with purchased services and other Providers has produced simplified and standardised documents.

Shared Accountability

Providers’ responsibility and ownership must be at the heart of driving and shaping new innovative and enhanced models of care so we can deliver improved outcomes. We will work closely with Third and Independent Sector Interfaces and other representative bodies to ensure the voice of the Provider is an integral part of our work.

Providers highlighted several barriers to collaborating or forming consortia to bid for contracts. Smaller organisations reflected how resource intensive this can be and advised they do not have the resources to participate. Other issues noted were around differing values or protecting their existing services and funding. Many comments expressed a willingness to work in partnership with other organisations, however, current procurement processes emphasis competition not collaboration and this systemic obstacle hindered developing new innovative models to bid for contracts.

The HSCP is committed to engaging, empowering, and enabling the market so it is equipped to promote transformational change and will review current internal practices that may hinder innovation.

15. Social Care Procurement & Commissioning Service Development

The development and publication of a Procurement Strategy is a duty placed on contracting authorities under the Procurement Reform (Scotland) Act 2014. The HSCP Commissioning team works closely with Glasgow City Council’s (GCC) Corporate Procurement Unit to ensure that the procurement of social care services supports the actions in the GCC Procurement Strategy 2023-2027. This includes improvements that contribute to the national Procurement Commercial and Improvement Programme (PCIP).

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

Procurement

Given the fluidity and innovation required to progress the HSCP’s strategic agenda, it is not always possible to predict the full nature, value and extent of tender activity required in the coming year. Therefore, in addition to planned tender activity,

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strategic programmes may require pilots or tests of change to be developed through alternative approaches to the traditional open procurement process.

The planned procurement and tendering for 2023/24 includes some awards carried forward from 2022/23. Discussions with Commissioning staff have highlighted that their active Contract Management responsibilities, including Covid recovery and on-going economic challenges continues to require intensive resources. The priority required for active and effective Contract Management of existing services has at times resulted in slippage with planned tender activity. Consequently, HSCP Commissioning has responded by ring fencing resources to focus specifically on the delivery of the Procurement element of planned tenders, with other resources continuing to focus on day-to-day operational Contract Management of current purchased services. It is envisaged that this allocation of Commissioning resource will prove to be an efficient solution to this issue culminating in consistent, timeous, and more effective Commissioning standards and practice.

The Commissioning Development Team (Improvement and Procurement) has targeted actions within the ambitious Commissioning and Procurement of Social Care Service Plan to further the improvement agenda within the HSCP. This includes all planned procurement activity and timescales for tender publication for the year. All details are accessible on the HSCP [website](#).

A further development plan including projected tender activity is now underway for 2024/25 and we aim to progress the 2025/26 plan in advance of previous schedules which will enable the HSCP to inform the market of Commissioning intentions.

Planned Procurement (2024/2025)

Mental Health and Addictions

Specialist Nursing Care
Supported Accommodation

Older People Community Services

Services to support Maximising Independence

Disabilities

Shared Lives
2019 Framework - work to commence on review of the existing framework to inform future procurement

Children & Families

16+ Services
Foster Care and Adult Placement Framework
UASC Phase 2 - Outreach and Supported Accommodation
Transformational Change Programme (consultancy)

The HSCP will continue to support and participate in National Contracts via Scotland Excel and other relevant arrangement as is appropriate and as supports the work of the HSCP. National and regional work may offer advantages for the HSCP and other

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stakeholders, such as consistent approaches to contracting and pricing across Scotland. However, Glasgow City HSCP will continue to focus on its primary responsibility to achieve best value for the citizens of the city and will not compromise or dilute this in its consideration of engagement, or not, with National and regional contracting opportunities.

16. Future Developments

Health and Care (Staffing) (Scotland) Act 2019

The pending commencement of the Health and Care (Staffing) (Scotland) Act 2019 will endeavour to address concerns highlighted to us by Providers regarding recruitment and retention of staff. We will work with the Scottish Government and our partners to support the Act to deliver a more sustainable, skilled, and valued workforce.

National Care Service

In 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 HSCP is mindful of the Scottish Government's plan to introduce the National Care Service and will share any changes affecting stakeholders as soon as there is more clarity or direction from the Scottish Government. These pending structural changes to the sector are likely to have significant impact on us all. However, the Bill is still in its infancy and until the NCS Framework passes through the necessary Parliamentary stages, Glasgow HSCP will continue to implement our current strategy and priorities.

17. Governance

Glasgow City IJB has ultimate responsibility of the Market Facilitation Plan.