



**Item No: 14**

**Meeting Date: Wednesday 15<sup>th</sup> May 2024**

## **Glasgow City Integration Joint Board**

**Report By: Jacqueline Kerr, Interim Chief Officer**

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

**Phone: 0141 287 2732**

### **Social Care Planned Procurement 2024/25 and Commissioning Development Plan**

|                           |                                                                                                                                                                                                                    |
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| <b>Purpose of Report:</b> | To update the IJB on the planned procurement for social care services for financial year 2024/25, and to update on the progress of the commissioning development plan and planned development actions for 2024/25. |
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| <b>Background/Engagement:</b> | This report is presented following previous requests made by IJB members for sight of planned commissioning and procurement activity. |
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| <b>Governance Route:</b> | <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> |
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| <b>Recommendations:</b> | <p>The Integration Joint Board is asked to:</p> <ul style="list-style-type: none"><li>a) Note the contents of the report;</li><li>b) Approve the planned procurement for the financial year 2024/25; and</li><li>c) Note the progress and ongoing work in respect of the commissioning development plan.</li></ul> |
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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:

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|-----------------------------------------------------------------|--------------------|
| <b>Reference to National Health &amp; Wellbeing Outcome(s):</b> | 1,2,3,4,7,8, and 9 |
|-----------------------------------------------------------------|--------------------|

|                   |      |
|-------------------|------|
| <b>Personnel:</b> | None |
|-------------------|------|

|                |                                                                                                                                                                                   |
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| <b>Carers:</b> | 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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| <b>Provider Organisations:</b> | 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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| <b>Equalities:</b> | 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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| <b>Fairer Scotland Compliance:</b> | 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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|-------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Financial:</b> | The projected spend on purchased social care services for financial year 2024/25 is £319.8m. 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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| <b>Legal:</b> | 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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| <b>Economic Impact:</b> | Actions in the development plan include Community Wealth Building and how to continue to develop and facilitate the involvement of Small and Medium Enterprises (SMEs) and the Third Sector in regulated Procurement. |
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| <b>Sustainability:</b> | All social care procurement activity considers the environmental and sustainability risks and opportunities to support the responsibilities of the contracting authority (GCC). |
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| <b>Sustainable Procurement and Article 19:</b> | GCHSCP is committed to further development of processes in support of sustainable procurement and will be contributing to actions on the GCC Sustainable Procurement Strategy 2023-27. |
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| <b>Risk Implications:</b> | 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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| <b>Implications for Glasgow City Council:</b> | Impact on resources in respect of Legal, Audit, Health and Safety, Insurance, and Corporate Procurement support. |
|-----------------------------------------------|------------------------------------------------------------------------------------------------------------------|

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| <b>Implications for NHS Greater Glasgow &amp; Clyde:</b> | None |
|----------------------------------------------------------|------|

| <b>Direction Required to Council, Health Board or Both</b> |                                     |
|------------------------------------------------------------|-------------------------------------|
| <b>Direction to:</b>                                       |                                     |
| 1. No Direction Required                                   | <input type="checkbox"/>            |
| 2. Glasgow City Council                                    | <input checked="" type="checkbox"/> |
| 3. NHS Greater Glasgow & Clyde                             | <input type="checkbox"/>            |
| 4. Glasgow City Council and NHS Greater Glasgow & Clyde    | <input type="checkbox"/>            |

### 1. Purpose

- 1.1. The paper seeks approval from the IJB for the planned procurement of social care services for financial year 2024/25.
- 1.2. This paper also provides an update on the progress of the commissioning development plan for financial year 2023/24 and planned actions for the forthcoming financial year 2024/25.

### 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, Gender-Based Violence Strategy and Mental Health Strategy.
- 2.2. Externally purchased services account for c.£320m of the HSCP social care budget. The well documented challenges that continue to face the social care sector and the effective commissioning of services are critical to the

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delivery of the IJB Strategic Plan. The risks across the sector are kept under review by the IJB and the IJB Finance Audit and Scrutiny Committee (FASC).

- 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](#) was approved at the Council Administration Committee on 23 March 2023.
- 2.4. The HSCP Commissioning service works closely with GCC's Corporate Procurement Unit to ensure that the procurement of social care services supports the actions in the GCC Procurement Strategy. This close working 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 2024/25**

- 3.1. Whilst every effort has been made to outline the full nature of planned tender activity, there may be unexpected circumstances that will require alternative approaches. GCHSCP Commissioning will continue to provide support and guidance to strategic leads on appropriate governance and procurement routes to support strategic decisions and innovation. The IJB will note that the procurement strategies to support Unaccompanied Asylum-Seeking Children (UASC), Homelessness Services and Women's Services are still in development at the time of this report.
- 3.2. The IJB will note in Appendix 1 the planned tenders for 2024/25 and which includes four tenders carried forward from 2023/24. Quarterly updates are provided to HSCP Senior Management Team on in-year progress against the tender plan.
- 3.3. The Commissioning service has focussed on earlier planning tasks in the procurement cycle and, for 2024/25, the service will strive for further improvements to this activity. A Market Facilitation Plan for 2024-26 was approved at IJB on the 24 January 2024 ([Item 11](#)) with a primary aim to improve communication with the social care market and support providers of social care services to plan for future service delivery in Glasgow. [Prior Information Notices](#) (PIN) are planned to be used to provide earlier and more detailed information to the market on planned tenders throughout the year.
- 3.4. The Commissioning service has created a subject-matter expert team who focus on the delivery of the procurement element of planned tenders, with other resources continuing to focus on contract strategy and active contract management. This allocation of dedicated resources has proven to be

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effective in aiding the delivery of the planned tenders and improving consistency in our procurement practices.

### 4. Finance

- 4.1. The HSCP is projected to have purchased social care services to the value of £319.8m in financial year 2024/25 as noted below.

| <b>Purchased Service Value – Annual Estimate 2024/25</b> |                     |
|----------------------------------------------------------|---------------------|
| Older People/Physical Disability/Carers                  | 143,839,679         |
| Adults Learning Disability                               | 84,643,065          |
| Children and Families                                    | 34,098,277          |
| Homelessness                                             | 26,464,765          |
| Adults Mental Health                                     | 17,601,940          |
| Addictions                                               | 11,070,862          |
| Justice                                                  | 2,177,712           |
| <b>TOTAL</b>                                             | <b>£319,896,300</b> |

### 5. Commissioning Development Plan 2024/25

- 5.1. The commissioning development plan approved by the IJB on 22 March 2023 ([Item 13](#)) included 24 actions for the year 2023/24 categorised under the six headings aligned to the previous GCC Procurement Strategy. 23 of the approved actions were delivered, with one action pending and will be kept under review.
- 5.2. Actions on the development plan are project managed and led by the Commissioning Development Team, with staff across the Commissioning service taking on active roles in working groups to further the improvement agenda and staff development.
- 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 2024/25 have been reviewed, updated, and aligned to the category headings in the GCC Sustainable Procurement Strategy 2023-27, the draft Ethical Commissioning Principles proposed by the Scottish Government, and to the GCHSCP Strategic Priorities. A total of 21 development actions are planned to be delivered in 2024/25 as outlined in Appendix 2.
- 5.5. Several actions in the 2024/25 plan are iterative pieces of work which are building on work undertaken in 2023/24. This includes a key area of work on ensuring meaningful involvement with providers, and with people with lived experience. Work has been completed to identify opportunities in the tender process for this involvement and will continue to be developed under Action 3.1 of the 2024/25 Plan.

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- 5.6. Sustainability and Net Zero are key priorities in procurement at both Scottish Government and local government level. Substantial consideration to sustainability will be required when procuring social care services going forward. The 2024/25 plan focusses on improving knowledge and skills in the Commissioning team in this critical area and is key to achieving the required actions and targets.
- 5.7. Alongside the tender delivery programme, a lessons learned process has been implemented which is resulting in ongoing improvements and leaner procurement procedures and processes.
- 5.8. Performance on 2023/24 Development Plan actions are as noted below;

| Category                                                             | Complete  | Pending  | Comments on pending action(s)                                                                            |
|----------------------------------------------------------------------|-----------|----------|----------------------------------------------------------------------------------------------------------|
| Support The Council's Net Zero, Ecological and Adaptation Ambitions  | 1         | 0        |                                                                                                          |
| Provide Effective and Efficient Procurement for our Stakeholders     | 2         | 0        |                                                                                                          |
| Shape and Drive Innovation                                           | 7         | 0        |                                                                                                          |
| Support Community Wealth Building and Increase Local Economic Growth | 3         | 0        |                                                                                                          |
| Further Embed Procurement as A Strategic Partner                     | 3         | 0        |                                                                                                          |
| Support The Council's Financial Challenges                           | 7         | 1        | Pending – Brokerage and placement processes impacted by delays to the social work IT system replacement. |
| <b>Totals</b>                                                        | <b>23</b> | <b>1</b> |                                                                                                          |

## 6. Recommendations

- 6.1. The Integration Joint Board is asked to:
- a) Note the contents of the report;
  - b) Approve the planned procurements for the financial year 2024/25; and
  - c) Note the progress and ongoing work in respect of the Commissioning development plan.



## Direction from the Glasgow City Integration Joint Board

|    |                                                                                                                |                                                                                                                                                                                                                                                                           |
|----|----------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1  | Reference number                                                                                               | 150524-14                                                                                                                                                                                                                                                                 |
| 2  | Report Title                                                                                                   | Social Care Planned Procurement 2024/25 and Commissioning Service Development Plan                                                                                                                                                                                        |
| 3  | Date direction issued by Integration Joint Board                                                               | 15 May 2024                                                                                                                                                                                                                                                               |
| 4  | Date from which direction takes effect                                                                         | 15 May 2024                                                                                                                                                                                                                                                               |
| 5  | Direction to:                                                                                                  | Glasgow City Council only                                                                                                                                                                                                                                                 |
| 6  | Does this direction supersede, revise or revoke a previous direction – if yes, include the reference number(s) | No                                                                                                                                                                                                                                                                        |
| 7  | Functions covered by direction                                                                                 | Social Care commissioning (Older People Community Services; Children and Families; Disabilities; Mental Health; Homelessness and Asylum Services; Women's Services)                                                                                                       |
| 8  | Full text of direction                                                                                         | Glasgow City Council is directed to carry out the procurement activity in relation to tenders outlined in Appendix 1 of this report.                                                                                                                                      |
| 9  | Budget allocated by Integration Joint Board to carry out direction                                             | The total budget for delivery of purchased social care services for financial year 2024/25 is £319,896,300. The allocated budget from this total for the services to be procured as outlined in this report will be agreed at Business Meeting as each tender progresses. |
| 10 | Performance monitoring arrangements                                                                            | In line with the agreed Performance Management Framework of the Glasgow City Integration Joint Board and the Glasgow City Health and Social Care Partnership. Contract performance will be monitored under the HSCP's Contract Management Framework.                      |
| 11 | Date direction will be reviewed                                                                                | May 2025                                                                                                                                                                                                                                                                  |

## Planned Tender Activity for Social Care Services in financial year 2024/25

|                                  |                                                                                             |                             | Target award date financial year |    |    |    |         |
|----------------------------------|---------------------------------------------------------------------------------------------|-----------------------------|----------------------------------|----|----|----|---------|
|                                  |                                                                                             |                             | 2024/25                          |    |    |    | 2025/26 |
| Care Group                       | Current Service                                                                             | C/Fwd from 2023/24 plan Y/N | Q1                               | Q2 | Q3 | Q4 | Q1      |
| Older People Community Services  | Appropriate Adult                                                                           | Y                           |                                  |    |    |    |         |
| Children and Families            | Foster Care and Adult Placement Framework                                                   | N                           |                                  |    |    |    |         |
| Children and Families            | 16+ Services                                                                                | Y                           |                                  |    |    |    |         |
| Children and Families            | Transformational Change Support                                                             | N                           |                                  |    |    |    |         |
| Disabilities                     | Shared Lives                                                                                | N                           |                                  |    |    |    |         |
| Mental Health                    | Supported Accommodation                                                                     | Y                           |                                  |    |    |    |         |
| Older People Community Services  | Care and Repair                                                                             | N                           |                                  |    |    |    |         |
| Children and Families            | UASC programme in development and may require procurement to be carried out during the year | Y                           |                                  |    |    |    |         |
| Homelessness and Asylum Services | Programme in development and may require procurement to be carried out during the year      | N                           |                                  |    |    |    |         |
| Women's Services                 | Undergoing review and may require procurement to be carried out during the year             | N                           |                                  |    |    |    |         |

## GCHSCP Social Care Commissioning – Development Plan 2024/25

| Ref                                                                    | GCHSCP Strategic Priorities                               | Action                                                                                                                                                                                                                                                                                               |
|------------------------------------------------------------------------|-----------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1. Support the Council's Net Zero, Ecological and Adaptation Ambitions |                                                           |                                                                                                                                                                                                                                                                                                      |
| 1.1                                                                    | Building a sustainable future                             | Ensure that the development of sourcing strategies and service specifications aligns with the principles of sustainable procurement and consideration is always given to Glasgow's Climate Plan and use made of Sustainable Procurement tools.                                                       |
| 1.2                                                                    | Building a sustainable future                             | Work with internal and external partners to explore opportunities to reduce carbon emissions through our procurement activity and consider methodologies to quantify and report on carbon emissions.                                                                                                 |
| 1.3                                                                    | Building a sustainable future                             | Investigate and expand the use of life cycle mapping, whole life costings and the circular economy in the process for procuring social care.                                                                                                                                                         |
| 2. Provide Effective and Efficient Procurement for our Stakeholders    |                                                           |                                                                                                                                                                                                                                                                                                      |
| 2.1                                                                    | Building a sustainable future                             | Review the effectiveness of the Sustainability Test in tenders, identify areas for improvement and contribute to the Council's action plan under the Flexible Framework Assessment Tool.                                                                                                             |
| 3. Shape and drive innovation                                          |                                                           |                                                                                                                                                                                                                                                                                                      |
| 3.1                                                                    | Supporting greater self-determination and informed choice | Embed a human rights approach to social care by ensuring effective and timely consultation with people with lived experience and service users. Continue to review the use of language used in commissioning documents to ensure it is person-centred and reflects the outcome of that consultation. |
| 3.2                                                                    | Supporting people in their communities                    | Implement a quality assurance framework and utilise the learning from it to develop a risk register and risk management process for Commissioning.                                                                                                                                                   |
| 3.3                                                                    | Building a sustainable future                             | Undertake a review of the HSCP's Market Facilitation Plan and assess its effectiveness as a tool for both providers and the HSCP.                                                                                                                                                                    |

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| <b>Ref</b>                                                               | <b>GCHSCP Strategic Priorities</b>            | <b>Action</b>                                                                                                                                                                                                                                                                                                                                          |
|--------------------------------------------------------------------------|-----------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 3.4                                                                      | Prevention, early intervention and well-being | With reference to Scotland's Digital Health and Care Strategy, ensure that the appropriate use of technology is considered as part of each stage in the Commissioning Cycle during the service development process and ensure that the inclusion of Technology Enabled Care and any implications for service delivery and costs are robustly assessed. |
| <b>4. Support Local Wealth Building and Economic Growth</b>              |                                               |                                                                                                                                                                                                                                                                                                                                                        |
| 4.1                                                                      | Supporting people in their communities        | Examine opportunities to utilise the flexibility offered by the Light Touch Regime and follow best practice guidance for the procurement of care and support services.                                                                                                                                                                                 |
| 4.2                                                                      | Strengthening communities to reduce harm      | Introduce an annual equality return for purchased services.                                                                                                                                                                                                                                                                                            |
| 4.3                                                                      | Strengthening communities to reduce harm      | Review the use of EqlAs within Commissioning to ensure that actions arising from the assessment are carried included in procurement and contract management activity and that best practice in equality is considered.                                                                                                                                 |
| 4.4                                                                      | Supporting people in their communities        | Working alongside corporate colleagues, review and report on the use of community benefits and fair work in procurement to contribute to Glasgow's Grand Challenge to reduce poverty and inequality.                                                                                                                                                   |
| <b>5. Procurement to be a Strategic Partnership for Council Services</b> |                                               |                                                                                                                                                                                                                                                                                                                                                        |
| 5.1                                                                      | Strengthening communities to reduce harm      | Building on previous work with the Supplier Development Programme, deliver Talking Tenders and make further improvements for smaller and community-based service providers in the availability of opportunities to bid for and deliver services.                                                                                                       |
| 5.2                                                                      | Strengthening communities to reduce harm      | Develop a minimum standard approach to contract mobilisation and improve the use of exit strategies, including service reviews, for contracts.                                                                                                                                                                                                         |
| 5.3                                                                      | Supporting people in their communities        | Develop a communication strategy to build on trusting relationships with providers and to incorporate their thoughts and ideas into practice. Offer practical encouragement and facilitation via 3rd and Independent sector interfaces to build innovative ways of working together.                                                                   |

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| Ref                                           | GCHSCP Strategic Priorities               | Action                                                                                                                                                                                                                                                                               |
|-----------------------------------------------|-------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 6. Support the Council's Financial Challenges |                                           |                                                                                                                                                                                                                                                                                      |
| 6.1                                           | Building a sustainable future             | Develop the use of provider management reporting to assess risk at a supplier level and measure their performance against contractual outcomes and key performance indicators.                                                                                                       |
| 6.2                                           | Building a sustainable future             | Improve the availability and sharing of contract spend and related budget information to identify opportunities for efficiencies without adverse impacts on service users.                                                                                                           |
| 6.3                                           | Supporting people in their communities    | Review changes to the use of selection criteria and related documentation in procurement evaluation.                                                                                                                                                                                 |
| 6.4                                           | Supporting people in their communities    | Ensure that due diligence for live contracts is robust and proportionate with clear communication of actions requiring follow up through contract management.                                                                                                                        |
| 6.5                                           | Building a sustainable future             | Utilising available reporting tools, improve performance measurement for Commissioned services to manage risk and ensure accurate and robust reporting which links to the revised Contract Management Framework, informs SMT, and is used to plan and commission effective services. |
| 6.6                                           | A healthy, valued and supported workforce | Work with Learning & Development to introduce a standard induction programme and identify key training courses (including GOLD courses) for areas such as procurement and contract management as identified through the training needs analysis.                                     |

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