



Item No: 16

Meeting Date: Wednesday 13th May 2026

Glasgow City Integration Joint Board

Report By: Pat Togher, Chief Officer

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Service Prioritisation (STEP Forward) Programme Update

Purpose of Report:

To update the IJB on progress with the Service Prioritisation programme since the meeting on [18 March 2026](#).

Background/Engagement:

The IJB will receive progress reports on the service prioritisation as a standing item at meetings for the duration of the three-year programme. Previous reports were presented to the [September](#), [November](#), [January](#) and [March](#) meetings.

A programme of engagement in relation to the service prioritisation programme is currently ongoing. This was reported in detail to the Public Engagement Committee on [18 February 2026](#).

Governance Route:

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

- HSCP Senior Management Team
- Council Corporate Management Team
- Health Board Corporate Management Team
- Council Committee
- Update requested by IJB
- Other
- Not Applicable

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Recommendations:	The Integration Joint Board is asked to: a) Note the update on the Service Prioritisation (STEP Forward) programme.
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Relevance to Integration Joint Board Strategic Plan:

The service prioritisation programme is fully aligned to the IJB Strategic Plan vision and partnership priorities.

Implications for Health and Social Care Partnership:

Reference to National Health & Wellbeing Outcome(s):	The proposals in this report principally relate to national outcomes 1-9.
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Personnel:	There are no specific issues arising from this report.
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Carers:	There are no specific issues arising from this report.
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Provider Organisations:	Provider organisations are a key stakeholder group and will be invited to participate in engagement events. Programme updates will be issued in line with current legislative and operational processes.
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Equalities:	No issues.
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Fairer Scotland Compliance:	No issues.
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Financial:	The 2026/27 IJB budget report included service prioritisation in year savings of £10million with a further £10million to be delivered as at 1 April 2027.
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Legal:	No issues.
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Economic Impact:	No issues.
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Sustainability:	No Issues.
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Sustainable Procurement and Article 19:	No issues.
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Risk Implications:	No issues
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Implications for Glasgow City Council:	The service prioritisation plan must align with the Council's strategic priorities.
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Implications for NHS Greater Glasgow & Clyde:	The service prioritisation plan must align with the Health Board's strategic priorities.
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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 update the IJB on progress with the Service Prioritisation programme since the meeting on [18 March 2026](#).

2. Background

- 2.1 The IJB will receive progress reports on the service prioritisation as a standing item at meetings for the duration of the three-year programme. Previous reports were presented to the [September](#), [November](#), [January](#) and [March](#) meetings.

3. Change to Programme Title

- 3.1 The working title of the programme, Service Prioritisation, never fully reflected its scope and ambition in respect of transformation. Therefore, at two sessions with 350 HSCP first line managers on 19 March 2026 the table discussions were asked to suggest alternative programme titles.
- 3.2 The preferred option that emerged was STEP Forward. STEP equals Strategic, Transparent, Effective and Planned. A relaunch of the programme took place in April where each member of the HSCP Executive recorded a video message outlining what STEP Forward means to them. All future reporting to the IJB will reflect this change of programme title.

4. 2026/27 Service Review Programme

- 4.1. The Executive Steering Group (ESG), which has responsibility for the overall direction of the programme and is chaired by the HSCP Chief Officer, met for the second time on 24 March 2026. At this meeting the ESG approved the 2026/27 service review programme, including 17 discrete reviews in the next tranche, relating to a broad range of HSCP activity across care groups and back-office resources:

Service	Functional Area
Women's Services	Children's Services
Intensive Support Services (Outdoor Resource Centre (ORC), Intensive Support & Monitoring Service (ISMS))	Children's Services
Inclusion & Advocacy Services	Children's Services

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Service	Functional Area
HALT & Family Support Services	Adults
Mental Health Assessment Units (MHAUs)	Adults
Learning Disability Services (excluding Day Services)	Adults
Local Area Co-ordination (LAC)/ Inclusion Officers	Adults
Primary Care Mental Health Teams	Adults
Emergency & Out of Hours Social Work Service	Adults
Hospital at Home/ Call Before You Convey	Older People
Care Homes – Purchased and HSCP Residential	Older People
House Cleans	Older People
Palliative Care Fast Track	Older People
Dementia Services	Older People
Carers Support Teams	Older People
Supported Employment	Resources
Business Change teams	Resources

4.2 Sequencing considerations include marshalling staff resources to conduct reviews, the logic of related service areas being reviewed and the requirement for the programme to achieve the £10 million savings within the financial year and a further £10 million as at 1 April 2027.

4.3 The combined revenue budget values of the service areas detailed at 4.1 is £278.3 million.

4.4 Those HSCP staff working in those services have been briefed by their operational line management and received a standard briefing on the scope of the service review process. Where the services are partly or fully provided by external providers their HSCP commissioning link officer has provided the necessary briefing.

5. Evaluation of Review Methodology

5.1 Previous reports to the IJB committed to review the methodology based on the experience of the initial tranche of 9 service reviews that commenced in January 2026. Workshops and focus groups with both review leads and those subject to review were held during April to gather the learning from the initial reviews.

5.2 This has resulted in some proposed minor amendments that were approved at the ESG meeting on 22 April 2026. This includes strengthening the service user/patient/lived experience component of the review process during workshop 2, which focuses on the long list of potential service changes.

5.3 Attached as part of Appendix 3 is a flowchart outlining each step in the STEP Forward review methodology.

6. Key Performance Indicators (KPIs) and Milestones

6.1 At its meeting on 18 March 2026 the IJB requested further detail on the KPIs and milestones that are being applied to monitor programme progress.

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- 6.2 Attached at Appendix 1 is a detailed paper that was considered by the ESG on 24 March 2026. This outlines the tolerances for delay at both individual service review (project) and whole programme levels before either a red or amber flag is raised.
- 6.3 The paper indicates that at project level red would mean a review was 'off track' against agreed milestones; amber was 'at risk'; and green was 'on track'.
- 6.4 It further indicates that at programme level red would denote it was 'off track'; amber 'at risk'; and, green 'programme stable'.

7. Progress with Initial Tranche of 9 Service Reviews

- 7.1 The update report presented to the IJB on 18 March 2026 detailed the initial 9 service areas subject to review. The overall programme RAG (red, amber, green) status for these reviews is GREEN:

Service Review Name	Care Group	Last Gate Passed	RAG Rating
Complex Needs (Hunter St)	Adults	1 – Developing options	Green
Enhanced Drug Treatment Service (EDTS)	Adults	1 – Developing options	Green
Simon Community Overnight Service	Adults	0 - Initiation & Scope	Green
Learning Disability Daycare (Joint review with Older People Daycare)	Adults	1 – Developing options	Green
16+ Service	Children	1 – Developing options	Green
Financial Inclusion	Corporate	1 – Developing options	Green
Older People Daycare (Joint Review with Learning Disability Daycare)	Older People	1 – Developing options	Green
Older People Supported Living	Older People	1 – Developing options	Green
Intermediate Care	Older People	1 – Developing options	Green

- 7.2 Current expectations are that the ESG meeting on 19 May 2026 will be the first to be asked to approve review recommendations for one or more of the above, with further review recommendations to be considered at its meeting on 16 June 2026.

8. Communication and Engagement

- 8.1 Significant efforts continue to be made to communicate and engage key stakeholders in respect of this programme. Routine update reports on this aspect of the programme will continue to be provided to the Public Engagement Committee, with the next due to be considered at its meeting on 20 May 2026.
- 8.2 Some key engagement activity since the previous IJB meeting on 18 March 2026 includes:

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- Two in-person sessions hosted by the HSCP Chief Officer with 350 first line managers on 19 March 2026 (summary feedback from table discussions attached as Appendix 2).
- Depute Chief Officer, Strategy, Innovation and Best Value met with Glasgow Council for the Voluntary Sector (GCVS) and 28 community organisations on 30 March 2026.
- HSCP Chief Officer hosted the first HSCP Staff Reference Group on 9 April 2026.
- Commissioned Provider Event is being arranged for the Royal Concert Hall in May/ June.
- STEP Forward web page has been published at <https://glasgowcity.hscp.scot/internal-section/service-prioritisation-staff-information> (exemplar briefing attached as Appendix 3).
- A formal launch of the new STEP Forward branding of the programme took place in April, accompanied by video interviews with the HSCP Executive Team outlining what the programme means to them.

9. Change to ESG Membership

- 9.1 Claire Macarthur, Director of Corporate Planning at NHSGG&C has indicated that due to changes in her strategic responsibilities she will be unable to continue to serve as a member of the ESG. However, Dr John O'Dowd as interim Director of Public Health will continue to provide senior NHSGG&C representation on the ESG.

10. Recommendations

- 10.1 The Integration Joint Board is asked to:
- a) Note the update on the Service Prioritisation (STEP Forward) programme.

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APPENDIX 1 - RAG RATING FRAMEWORK

1. Purpose

This RAG Rating Framework defines how RAG (Red, Amber, Green) status is applied at:

- **Workstream Level** (individual service reviews)
- **Programme Level** (overall three-year programme)

The aim is to ensure consistency, transparency and defensible governance reporting. For the avoidance of doubt, the Service Prioritisation Programme is expected to run over a three-year period, with each year delivered as a distinct project -Year 1,2 and 3. The framework aligns with the Programme Initiation Document (PgID v1.0), and the Gate & Assurance Framework (v1.5)

2. Alignment with Programme Governance

RAG assessment reflects the governance hierarchy defined in the PgID:

- **Review Leads** → responsible for workstream delivery
- **PMCG** → operational oversight, validation of RAG status
- **ESG** → strategic oversight and decision-making
- **IJB** → escalation for strategic or financial risk

3. Tolerances

RAG status is assessed against the programme tolerances in the PgID:

Area	Programme Tolerance
Time	+10% of annual delivery schedule
Benefits	-3% variance in the efficiency opportunities identified based on validated financial modelling
Quality	100% compliance with approved methodology & templates

4. Workstream RAG (Individual Service Review)

Workstream RAG reflects delivery confidence for a single service review. Implementation and benefits realisation are explicitly out of scope, consistent with the PgID.

Green – On Track

A review is Green when:

- Progress is within agreed programme tolerances
- Gate milestones are forecast to be achieved
- Risks are controlled and within threshold
- Engagement is active and constructive
- Quality standards are met, including Green Book alignment

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- Documentation is complete and stored in the SharePoint structure
- No escalation is required

Evidence examples:

- Case for Change validated at PMCG
- Long list and short list developed using approved templates
- Financial modelling validated by Finance

Action:

Update Service Review Register

● **Amber – At Risk**

A review is Amber when delivery is at risk but recoverable within programme tolerances. Triggers include:

- Emerging delays that may impact Gate progression
- Data or input delays from supporting functions
- Resource constraints affecting delivery
- Engagement gaps or reduced participation
- Financial modelling incomplete or requiring rework
- Quality concerns identified through PMCG or peer review

Evidence examples:

- PMCG identifies gaps in evidence base
- Workshop outputs incomplete or requiring rework

Action:

Escalation to PMCG through the Service Review Register.
Mitigations must be agreed and monitored.

● **Red – Off Track**

A review is Red when delivery confidence has materially deteriorated and tolerances are forecast to be breached. Triggers include:

- Gate milestone cannot be met
- Critical risk outside threshold
- Breakdown in engagement or access to essential data
- Financial case not viable or unvalidated
- Governance non-compliance (e.g., missing mandatory workshop)
- Quality failure preventing Gate progression

Evidence examples:

- PMCG unable to validate Gate readiness
- Scoring Panel unable to approve preferred option

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Action:

Escalation to PMCG and likely escalation to ESG.
Recovery plan required

5. Programme RAG

Programme RAG reflects cumulative impact across all reviews and programme-level tolerances. It is **not** a simple aggregation of workstream RAGs.

● **Green – Programme Stable**

- Majority (>75%) of reviews are Green
- No sustained Red workstreams without recovery plans
- Gate progression on schedule
- Risks within thresholds
- Quality compliance at or near 100%

● **Amber – Programme At Risk**

- 1–2 Red workstreams OR multiple Ambers
- Gate approvals at risk
- Capacity constraints emerging across review leads or support functions
- Strategic or financial uncertainty emerging

● **Red – Programme Off Track**

- Multiple Red workstreams
- One or more reviews unable to pass a mandatory gate
- IJB or political risk triggered
- Forecast breach of programme tolerances

6. RAG Review & Validation Process

1. **Review Lead** proposes workstream RAG status
2. **PMCG** validates workstream RAG status' and agrees programme RAG rating
3. **ESG** receives monthly RAG summary as part of highlight reporting
4. **Escalation** follows the PgID route:
 - a. Review Lead → PMCG → ESG → IJB

RAG status must be supported by:

- Narrative justification
- Evidence (data, modelling, workshop outputs)
- Agreed mitigation actions

7. Documentation Requirements

All RAG evidence must be stored in the standardised SharePoint structure described in the PgID. Documents include:

- Service Review Register
- Workshop outputs

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- Business Justification Case
- Financial modelling
- Risk and issue logs

8. Version Control

All updates to this framework must be version-controlled in SharePoint.

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**APPENDIX 2 – EXECUTIVE SUMMARY OF FEEDBACK FROM 19 MARCH 2026
STAFF SESSIONS**

Five Strongest Themes:

1. Create safe, trusting environments — reduce fear, anxiety and uncertainty.
2. Provide protected time and space for creativity, not just during reactive work.
3. Use multiple channels for generating ideas, including anonymous and digital options.
4. Early and ongoing engagement, not last-minute consultation.
5. Visible, empowering leadership that listens, responds and values contributions.

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APPENDIX 3 – BRIEFING FOR STAFF ON WEB PAGE

STEP Forward is a significant and necessary opportunity to review our services to ensure they are fit for the future. We recognise that change can feel uncertain, and we are committed to engaging openly with you and supporting you through the process. The process is being developed to reflect fairness and equity, and the strengths-based practice we embed in our daily work. We are seeking to redesign our system to complement our ongoing learning, particularly as many of our services were set up when the Integrated Joint Board was established in 2016, or before this. Since then, there has been a significant change in the population of the city, and therefore we want to ensure that our services meet the needs of our citizens and are designed in line with the ambition of our IJB members and all of you, who deliver the system of support in Glasgow City.

Our aim is to ensure that we are organised in a way that responds to the IJB's strategic priorities, making best use of the funding we receive. One of the key constraints of the programme is that we are facing a 5% funding gap over the next 3 years. Therefore, we hope to identify different ways of delivering our services that help to achieve efficiencies so that we can continue to deliver core services in a way that meets current population need. This may involve different service delivery models, digital solutions and reconfiguration of teams and services. For example, there may be an opportunity to develop citywide services, or to integrate services across care groups. If you are involved in the workshops, then we will be keen to capture your thoughts on a range of ideas.

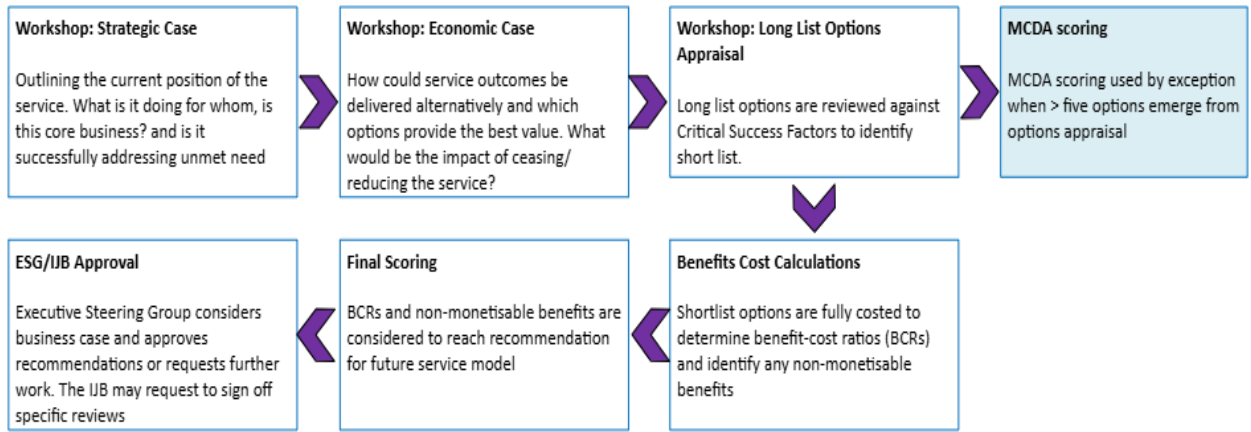
Services will be reviewed using the HM Treasury's Green Book method. A group of planning staff have been trained in this approach, with the aim of applying a consistent and transparent approach across all reviews. This will include provided and purchased services, and internal functions, including business administration, business development, human resources and finance.

We are also carrying out impact assessments to understand the consequences for specific groups, including those with protected characteristics (for example, families in poverty). Our aim is to minimise the impact on those who need our services the most. We will also be prioritising the services we require to deliver by law.

A mix of staff, managers, service users, and other stakeholders will be invited to participate in a series of workshops to understand current services and explore different approaches to delivery. These approaches will then be assessed against a set of criteria to develop a 'short list' of options that will be subject to further analysis, including benefit-cost ratios. This will consider the monetised and non-monetised benefits (e.g. impact on health, longevity, avoiding accommodation of children etc.). This process will generate a preferred option, which is then subject to further affordability and deliverability checks to produce a final recommendation.

The process is summarised in the diagram below:

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We are encouraging our colleagues to participate in the workshops as we recognise that those who work in services are most knowledgeable about what might need to change to best meet the needs of our service users. We will be considering our statutory duties and continuing to prioritise services for those most in need, whilst balancing an analysis of the early intervention and prevention approaches that help to promote independence and achieve best outcomes for local communities.

The way we deliver services may change. We will be publishing the outcomes of the reviews on this page and will work with teams and service users to implement the recommendations of the reviews.

We have developed a 'frequently asked' questions page based on the feedback we have received so far. We invite ongoing feedback and will update this page regularly.

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Frequently Asked Questions

Where did the idea for this programme come from?

When our budget was approved in 2025, our Integration Joint Board members asked us to develop a more strategic approach to managing our budget. Given the significant population changes in Glasgow, it is timely that we review all services to ensure they are fit for the future and meet current and emerging needs of our population.

This programme will provide a unique opportunity to redesign services using the same approach. It is hoped that this will also identify efficiencies to address the projected budget gap of 5% over the next few years. This might involve incorporating digital innovations, changing delivery models or reconfiguring teams.

Why was the name of the programme changed from 'service prioritisation' to 'STEP Forward'? (to be added following relaunch)?

We received feedback that service prioritisation was not a suitable name and wanted to reflect the future-focused nature of the review. Our Chief Officer asked staff attending an event in March 2026 to provide ideas for the name, and this was chosen as it encompasses the main aims of the programme to be strategic, transparent, effective and planned.

Why is the Green Book methodology being used?

This is an established method developed by HM Treasury to ensure best value for public money. The approach considers strategic fit, affordability and deliverability to identify a preferred option for each service area.

What are the possible outcomes of the review?

Review outcomes are:

- additional investment, where there is evidence of good outcomes (**enhance**)
- continued investment at the same level (which may include a different approach to service delivery; **maintain**)
- reduced investment (and implementation plan to achieve this; **reduce**)
- discontinue service, though it is expected that this will only be in a minority of cases (**cease**)

Who will make a final decision about the outcome of each review?

An Executive Steering Group has been established, chaired by our Chief Officer, with representation from Scottish Government, Glasgow City Council, NHS Greater Glasgow and Clyde, and the third and independent sector. All recommendations will be subject to approval by this group, with the option of escalation to IJB at the judgement of the Chief Officer. The outcome of all the reviews will be published on this web page, when finalised.

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What am I expected to do at the workshops?

We are running workshops to understand current services and their strategic fit with the IJB's priorities. You are being asked to assist the service review lead to fully understand your service, both directly through participation in workshops, and by providing background information and data.

Workshop groups will explore possible options for delivering services that meet projected demand, and these options will be assessed against a set of criteria ('critical success factors'). This will generate a short list that will be subject to further analysis (benefit-cost ratios, risks and impact etc.) to identify the preferred option, with the optimal net public value.

What influence do the workshop participants have?

The workshops are a key mechanism for generating options for future service delivery, which are fit for the future and meet projected population demand. The options developed in the workshops will go forward for a viability check from the finance team (and commissioning, if appropriate) and will then be assessed against the critical success factors for the project. This is a critical stage for sharing your views about how services could be designed for the future.

What if my job is changing?

The approved option may involve changes to some roles, e.g. line management reporting, processes or practice, and these changes will be supported in line with our existing workforce change procedures.

As we are working through the potential changes, we will also be identifying opportunities and challenges at the earliest point to ensure that if you are affected, you fully understand the impacts and mitigations, including any opportunities and alternative options.

Appropriate retraining programmes will be developed to support affected staff to transition or change roles, as required.

What if my service is ending?

We expect that this outcome will only apply to a small proportion of the reviews. In these circumstances, organisational change procedures will be followed in the usual way. We will ensure that staff fully understand the implications, including any opportunities and alternative options.

How are trade unions being involved?

Trade union representatives are being invited to the workshops and are also being consulted via existing governance structures, including the Staff Partnership Forum and Programme Boards.

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How are service users being involved?

Service users will be invited to the workshops to help to develop options for future service delivery. Alternative ways to get involved in the process will be offered, based on service users' needs and preferences, for example, via an interview, workshop, survey or through representation from carers, representatives, third sector and independent organisations.

What if I have questions or ideas about my service?

We have a Communications and Engagement Plan which outlines our aims, and all our engagement events are outlined in the activity matrix. We are conducting a rolling programme of staff engagement events, with the first having taken place in November 2025 and a second set in March 2026. Following feedback, we are running a mixture of online and in person events to maximise attendance.

We are encouraging staff to share questions and ideas via the following link: Some staff have also signed up to join the Staff Reference Group, which will be chaired by the Chief Officer, and aims to explore feedback about the programme to help us to develop our approach, and to test some of the materials we're producing to guide the process.

If you are interested in joining, please access the link below:

[Service Prioritisation Programme Staff Reference Group - Expression of Interest – Fill in form](#)