
Introduction and Background

In mid-December 2014 The Scottish Government issued **Strategic Commissioning Plans Guidance** for the new integrated partnerships for health and social care. The document was issued with a covering letter from John Connaghan, Director at the Health Workforce and Performance Directorate and was co-signed by Geoff Huggins, Acting Director of Health and Social Care Integration. The letter concluded by referring to the government's commitment to ensuring that services are delivered in new ways in order to achieve the 2020 Vision for health and social care. The following is a summary of what is contained within that paper with an index of all other publications referred to within it.

The Commission on the Future of Public Services (The Christie Commission) in 2011 identified the need to implement better long term strategic planning as a priority. In response to this the Scottish Government set out the following four pillars of public service to shape any future planning:

- A decisive shift towards prevention
- Greater integration of public services at a local level driven by better partnerships, collaboration and effective local delivery.
- Greater investment in the people who deliver services through enhanced workforce development and effective leadership
- A sharp focus on improving performance through greater transparency, innovation and use of digital technology

In a review in 2012 Audit Scotland found that Local Authorities and NHS partners need much more engagement with users and providers of services and better analysis and use of information. It was also noted that preventative services were not being offered effectively, more needed to be done to manage risk of non-statutory providers going 'out of business' and the effect of services needs to be better evidenced.

As part of this commitment to a more joined up way of working the Public Bodies (Joint Working) (Scotland) Act 2014 creates new Integration Authorities and places a duty on them to produce a "strategic plan" for the integrated functions and budgets that they control. This guidance note sets out how these plans should be developed, by whom and what they should contain.

What is Strategic Commissioning

Strategic Commissioning is the term used for all the activities involved in assessing and forecasting needs, linking investment to agreed desired outcomes, considering options, planning the nature, range and quality of future services and working in partnership to put these in place. The guidance states that a key principle of the process is that it should be equitable and transparent, and therefore open to the influence of stakeholders via an on-going dialogue with people who use services, their carers and providers.

Strategic commissioning and integration should therefore deliver better outcomes, improve preventative and anticipatory care, enable better community support and result in less inappropriate use of institutional care. Indeed, the document stresses that the importance of strategic commissioning for the success of integrated health and care cannot be over-stated.

The document makes explicit reference to the important role of informal, community capacity building and asset based approaches in addressing these issues and to the need for strategic commissioning processes to fully involve the third and independent sector, localities and communities.

What Services will Be Subject to the Strategic Commissioning Process

All Integration Authorities must be given responsibility for “adult primary and community health care and social care and those aspects of adult hospital care that are most commonly associated with the emergency care pathway”. However Health Board and Local Authorities can choose to transfer responsibility for more services to Integration Authorities and some have already indicated that they plan to include other services such as their criminal justice services and services for children and young people. All of the services that fall within the remit of the Integration Authority must be included in the strategic plan and be subject to the Joint Strategic Commissioning process.

Strategic Planning Group

Each Integration Authority is required under the Act to establish a Strategic Planning Group to develop and finalise a strategic commissioning plan which should be reviewed and measured against progress to achieving statutory outcomes for health and wellbeing and associated indicators.

Although the Integration Authority determines the number of members and the process for the appointment, replacement and removal of members, the group must include members to represent the following interests:

- Users of health care
- Carers of users of health care
- Commercial providers of health care
- Non-commercial providers of health care
- Health professionals
- Social care professionals
- Users of social care
- Carers of users of social care
- Commercial providers of social care
- Non-commercial providers of social care
- Non-commercial providers of social housing
- Third sector bodies carrying out activities related to health or social care
- Any other person or person that the Integration Authority considers appropriate

This group should be considering:

- How many people need services and what type do they need
- What is currently provided, is it at the right level, quality and cost
- How can services improve people's lives
- Which services will best achieve this
- How can these services be developed within budgets
- How can these services be commissioned and delivered to the best effect
- How will this provision be monitored and reviewed

The guidance also makes it clear that the focus of the group should be less about how things are done now and more about how it should be done in the future.

The engagement with stakeholders and the involvement of the Strategic Planning Group is a continuous process. The plan should be revised as necessary and at least every three years.

What Makes A Good Plan

According to the guidance a good plan should:

- Identify the total resources available across health and social care for each care group and for carers and relate this information to the needs of local populations set out in the Joint Strategic Needs Assessment (JSNA);
- Agree desired outcomes and link investment to them;
- Assure sound clinical and care governance is embedded;
- Use a coherent approach to selecting and prioritising investment and disinvestment decisions; and
- Reflect closely the needs and plans articulated at locality level.

Integration Authorities are also advised to take account of the 3-step Improvement Framework for Scotland's Public Services and to undertake work to improve the culture and capacity for partnership working locally.

What The Strategic Plan Will Look Like

The guidance leaves this up to each Integration Authority but acknowledges that it is likely that plans will consist of an overarching framework that will be supplemented by different sections focusing on particular sections of the population, for example. older people or adults with a physical disability. In addition to the detailed plan Integration Authorities are also required to produce an easy to read summary.

Setting Objectives and Measuring Outcomes

The Scottish Government are producing a suite of indicators that Integration Authorities will use to measure their performance against. These include indicators that evidence that the balance of care is shifting from institutional settings to the community. Strategic Commissioning Plans must show how their plan, and its associated investments are contributing to the achievement of these indicators and how they are shifting provision over time to support preventative and anticipatory care. Authorities will be expected to outline clearly in the plan how the statutory outcomes and associated indicators will be delivered and the rebalancing of care must be shown.

Reporting on Performance

Each Integration Authority will have a duty to produce an annual performance report setting out actual performance with reference to the objectives set out in the strategic commissioning plan, this will allow progress to be measured and benchmarked against performance in other areas. This annual report must also show how rebalancing care will enable the delivery of other key NHS targets.

Accessing the Full Version of the Guidance

You can access a full version of the guidance [here](#)

A guide to the citations contained in the full version is also attached to this document as an appendix.

Further Information

For more information about this briefing please contact:

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Or look at the programme's microsite:

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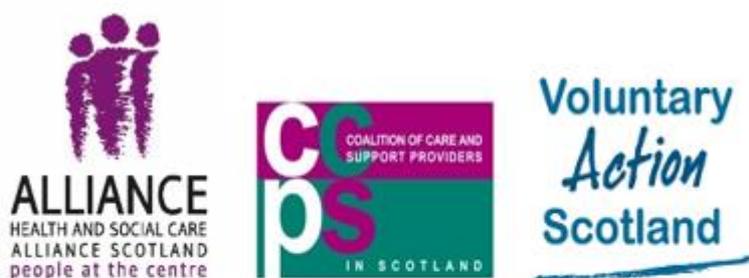
Your Feedback

We would appreciate your feedback about whether this briefing is useful and how it could be improved. This can be done by sending an email to our [Communications Coordinator](#), Sarah Wardrop.

About the Programme

This briefing was produced by the *Integration Support Team*. The programme is funded by the Scottish Government as a mechanism to increase the third sector's capacity to engage in Health and Social Care integration and Reshaping Care for Older People agenda.

The programme is being delivered by a partnership. The partners are: The Health and Social Care Alliance Scotland (the ALLIANCE); the Coalition of Care and Support Providers in Scotland (CCPS); Voluntary Action Scotland (VAS); the Coalition of Carers in Scotland; Social Enterprise Network Scotland (SENScot); Voluntary Health Scotland (VHS); the Scottish Council for Voluntary Organisations (SCVO); the Scottish Federation of Housing Associations (SFHA); Inclusion Scotland; Community Health Exchange (CHEX) and Evaluation Support Scotland (ESS).



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APPENDIX

Guide to citations within Strategic Commissioning Plans Guidance

Numbers refer to citations within the original guidance document

1. The [full list of guidance documents](#) in support of the Public Bodies (Joint Working) (Scotland) Act 2014 as composed by the Scottish Government. In addition to this piece, these include Professional Guidance and Recommendations for Shadow Integration Joint Boards, Financial Assurance, Financial Planning for Large Hospital Services and Hosted Services, Clinical and Care Governance Framework, Model Integration Scheme and Integration Planning and Delivery Principles.
2. [Joint Strategic Commissioning – A Definition](#) was produced by The Scottish Government, COSLA and NHS Scotland in 2012. It defines Joint Strategic Commissioning as the term for all activity involving the gauging of service needs, the linking of resources to stated goals, the consideration of options for services and the planning of their nature, range and quality of two agencies or more (typically health and local government) from a pulled or aligned budget.
4. [Supporting Note on Health and Social Care Functions](#) was produced by the Scottish Government. The guidance suggests that Integration Authorities should be responsible for strategic planning of those services most commonly associated with the Emergency Care Pathway defined in this guidance note as “hospital specialties that exhibit a predominance of unplanned bed day use for adults.”
5. The [Christie Commission](#) was published by the Scottish Government in June 2011. It offered recommendations for reform of public services, including a focus on prevention and using smarter methods in commissioning.
6. [Renewing Public Services – Priorities for reform in response to the Christie Commission](#), the Scottish Government’s response to the Christie Commission published in November 2011. This document aims to highlight the main themes of the programme of action being taken by the Scottish Government within the ‘pillars’ outlined by the Commission.
7. Audit Scotland’s [Commissioning Social Care](#), published in March 2012 examines the current social care landscape and offers recommendations for more effective and financially sustainable planning, procurement and delivery of services. Suggestions include increased engagement with users and care providers, an emphasis on preventative care, and risk management regarding the continued viability of private and third sector care providers.
8. [A Route Map to the 2020 vision for Health and Social Care](#) was published by the Scottish Government in May 2013. Integration is one of 12 priority areas of improvement within the 2020 vision. Key messages of this document include the use of patient pathways out of hospital and into the home with emphasis on prevention and the needs of individuals. Guidance recommends that Strategic Commissioning Plans pay heed to this vision.

9. [Guidance on Financial Planning for Large Hospital Services and Hosted Services](#). In line with Scottish Government aims to rebalance aspects of care provision toward community based services, the guidance recommends examination of potential change in consumption, activity and cost of large hospital or hosted services by Integration Authorities. Although this will initially, through necessity, involve historical data, the guidance suggests that the balance will be later re-examined as a function of the cyclical Joint Strategic Commissioning process.
10. This links to a note setting out the scope of work undertaken by the [Joint Strategic Commissioning National Steering Group](#), offering background contextual information, remit, output, governance, membership and details of the chair, secretariat, location and frequency of meetings.
11. [‘Changing The World’- The 3-Step Improvement Framework for Scotland’s Public Services](#). In addition to further describing the strategic framework laid out by the Christie Commission, the three steps detail key characteristics necessary for programmes of change, the questions that stakeholders must ask themselves in creating an environment for change and a model for implementation.
12. This link offers more detailed information regarding scope, background and key points pertaining to the [Duty of Best Value in Public Services](#) (published 2011) and its implementation.
15. The Scottish Government and Joint Improvement Team’s [Learning Development Framework](#) was developed in collaboration with NHS Scotland and COSLA and published in November 2012. This details the National Outcomes, the intended audience for the framework, definitions and models of commissioning and the required skills for leaders, managers and partners.
16. The [Health and Social Care Data Integration and Intelligence Project](#) explains the project’s role in supporting integration through collection and organisation of health and social care data relating to patterns of service use. Further links to an information summary, engagement flowchart and a route map are also provided.
17. [Recommendations on the Future of Residential Care in Scotland](#), published by the Scottish Government in 2014, provides recommendations regarding commissioning alongside those relating to strategic outcomes, personalisation, residency, tenancy and tenure, capacity planning, managing risk, care home governance and quality assurance and fee structures and funding. The guidance recommends that partnerships “produce a Market Facilitation Plan to direct future care home supply”, to be incorporated in Joint Strategic Commissioning Plans.