

**Integration Joint Board**

**Report By:** Chief Officer Planning, Strategy and Commissioning

**Contact:** Susanne Millar, Chief Officer Planning, Strategy and Commissioning and CSWO

**Tel:** 0141 287 8847

**THE USE OF SECURE ACCOMMODATION FOR CHILDREN**

<b>Purpose of Report:</b>	To outline the use of Secure Accommodation by Social Work Services and to describe the associated strategies and services used to support this in Glasgow.
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<b>Recommendations:</b>	The IJB are asked to a) note the contents of the report b) continue to support Glasgow’s approach to meeting the needs of children who may require Secure Accommodation.
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**Implications for IJB:**

<b>Financial:</b>	This report demonstrates the cost avoidance achieved.
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<b>Personnel:</b>	None
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<b>Legal:</b>	None
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<b>Risk Implications:</b>	None
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<b>Sustainability:</b>	None
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<b>Economic Impact:</b>	None
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<b>Sustainability:</b>	None
<b>Sustainable Procurement and Article 19:</b>	None
<b>Equalities:</b>	NA
<b>Implications for Glasgow City Council:</b>	Supports Glasgow City Council Strategic Plan for a Council that supports its vulnerable citizens.
<b>Implications for NHS Greater Glasgow &amp; Clyde:</b>	None

## 1. Background

- 1.1 Secure Care restricts the liberty of the children under the age of 18 placed in their care. The children / young people can be placed through the Children's Hearings Scotland system or the Courts. Generally, this is done through a legal order by the Children's Hearing, Remand by a Court or as a consequence of a Court Sentencing a Young Person to a period of following a serious crime such as Murder. A legal facility also exist for the Chief Social Worker to authorize the placement of a child in Secure Accommodation for up to 72 hours in an emergency pending review by a Children's Hearing.
- 1.2 Secure accommodation is a form of residential care for the very small number of children whose needs and risks, for a particular period in their lives, can only be managed in the controlled settings of secure care. Such children have been deemed to be a significant risk to themselves or others in the community. Although they could be involved in offending, the vast majority are also extremely vulnerable and engaged in behavior that is likely to lead to significant harm to themselves. For example, significant Drug/ Alcohol Use, Absconding, Physical or Sexual Exploitation, Mental Health concerns including Self-Harm and involvement activity by Organised Crime Groups.
- 1.3 There are 5 Secure Units in Scotland with 78 places available in total. Edinburgh has its own separate provision.
- 1.4 Secure Care provides intensive support and safe boundaries that enable these highly vulnerable children to re-engage and move forward positively in their communities. It also provides a nurturing environment that is able to address specific needs whilst providing care, including health and education where the learning follows the Curriculum for Excellence.

## **2. The Secure Care Screening Process in Glasgow**

- 2.1 Glasgow has developed a largely unique approach to its decision making surrounding young people who may require Secure Care. All young people who may require Secure Accommodation are presented at the Multi-Agency Secure Screening Group (SSG).
- 2.2 The SSG has the following functions:
- 1) To form a multi-agency collective specialist view in respect of whether a child requires secure accommodation and to relay this to the Chief Social Work Officer to aid their decision making.
  - 2) To review the cases of all children placed in Secure Accommodation on a regular basis to ensure that their plan remains focused and effective. This ensures that children remain in secure care for the shortest period possible to reduce their risk and enable them to move to a less restrictive environment.
  - 3) To screen for the use of high level ISMS and Young Women's Centre Services.
  - 4) To signpost to other relevant services when appropriate.
- 2.3 The SSG is chaired by a Social Work Service Manager with responsibility for Intensive Services and comprises representatives from Educational Psychology, Addiction Services, Forensic Child and Adolescent Mental Health Services (FCAMHS), Young Women's Centre and Intensive Support and Monitoring Service (ISMS). A locality based Service Manager also sits on the Group on a rotational basis from each of the 3 areas in Glasgow.
- 2.4 The group carries a high level of specialist expertise and experience in supporting children who are both vulnerable and who present high risk behaviors. This enables SSG to maintain a consistent threshold in the use of Secure Accommodation for only those who absolutely require it. It also enables robust discussion and analysis of risk to take place and reach a multi-agency consensus to be reached on how this is best managed using all available resources.
- 2.5 All Children admitted to Secure Accommodation are discussed on a weekly basis and regular Reviews are scheduled to ensure that Care Plans for each child are progressed and resourced effectively. This robust review process has contributed to a reduction in the length of time children are accommodated in Secure Care.

## **3. Intensive Support and Monitoring Service (ISMS)**

- 3.1 All children entering the ISMS Service meet the criteria for Secure Care. The service offers an established and evidenced based direct community

alternative to secure care. It is the only service of its kind in Scotland that provides an integrated multi-agency model of care planning and risk management based upon a comprehensive assessment and formulation of risks and needs for those young people most at risk of serious harm both to themselves and others. The service is made up of statutory social work, the Forensic Child and Adolescent Mental Health Service (FCAMHS) and a well-established Education base.

3.2 The ISMS service was developed to provide a community alternative and strive to not only reduce offending but to improve the fundamental outcomes of the children it would go on to support. An intensive, multi-agency service package is coordinated around each young person according to their individual needs and risks. Evaluation of the service has demonstrated the following:

- The volume of offending of the ISMS young people reduced by 50% during service delivery
- The volume of offending 6 months after completion of the ISMS service reduced by 59%
- The level of risk, as measured by the Youth Level of Service (YLS), risk assessment, reduced by 37%.
- Reduction in the use of secure care
- Improved Educational engagement and achievement
- 18-24 months after leaving ISMS offending was 58% lower than before service intervention
- 18-24 months after leaving ISMS risks levels assessed as 18% lower

3.3 The success of ISMS gave the service the confidence to offer the Courts an Alternative to Remand (ATR) for all young people aged under-18. An ISMS ATR worker is based at Glasgow Sheriff court on a daily basis and will interview any young person at the court where the crown is opposing Bail. A report will be provided which details their suitability for the service and outlines an initial package of support from the ATR worker's initial assessment. Evaluation has shown further evidence of positive outcomes for the young people receiving the ISMS ATR service:

- The volume of offending during ISMS ATR reduced by 42%
- The volume of offending 6 months after the completion on ISMS ATR reduced by 64%
- ISMS ATR represented a **23% saving** over remanding the young people to Secure Care
- More than a third of all young people on ATR would **never go to custody**.

- After ATR young people are **half as likely to go to custody** as those coming out of Secure Remand.
- 3.4 Since April 2013 the ISMS service developed a joint protocol with the Forensic Child and Adolescent Mental Health Service (FCAMHS) in recognition of the need to address the serious and chronic violence and developing and enduring mental health needs of its young people. Consequently the team now have access to 1.5 Clinical Psychologists who work directly with ISMS Team members to conducted structured risk assessments and interventions that are jointly delivered.
  - 3.5 ISMS also has an integrated Education Base that offers an individualised education package that is equally influenced by the principles and guidance of both GIRFEC and the curriculum for Excellence. A range of teaching methods are used within the community and the classroom to harness the young person's interests and develop learning in the four core areas; Literacy, Numeracy, ICT and Health and Well-Being. During the initial Assessment period the challenge to education staff is to reengage young people with education and to build a working relationship between the young person and the ISMS teaching staff. The staff focus on getting to know the young people, their interests, likes /dislikes and preferred learning style in order to build relationships and further develop the education assessment. The service focuses on developing a sense of belonging and connection to the subject matter by focusing the work around the interests of the young people which in turn can stimulate motivation to engage. As a consequence the education staff can then tailor a package of individualised education according to their assessment and in line with the multi-agency formulation.

#### **4. The Impact of Glasgow's Approach**

- 4.1 Due to the high level of intervention offered each Secure placement costs on average £5500/ week per child. From a practice standpoint, it is also important that we return children to a non-secure environment at the earliest opportunity. This is both in their best interests and required by legal statute. Glasgow's approach has had a significant impact on the use of Secure Care, with a range of information attached at Appendix 1 to support this.

The key achievements of our approach are:

- **45% Over-all Reduction in the use of Secure care over the last 7 years**
- **A reduction of expenditure on Secure Care from £3.5 million to £1.7 million in the last 5 Years**
- **A reduction in the number of individual Children Admitted to Secure Care**
- **75% Reduction in the use of Secure Care by Courts for Remand**
- **A reduction in the Average Stay from 21 weeks to 10 weeks**
- **83% of cases meeting the Secure Care criteria are diverted to ISMS following discussion at the SSG**

## **5. Recommendations**

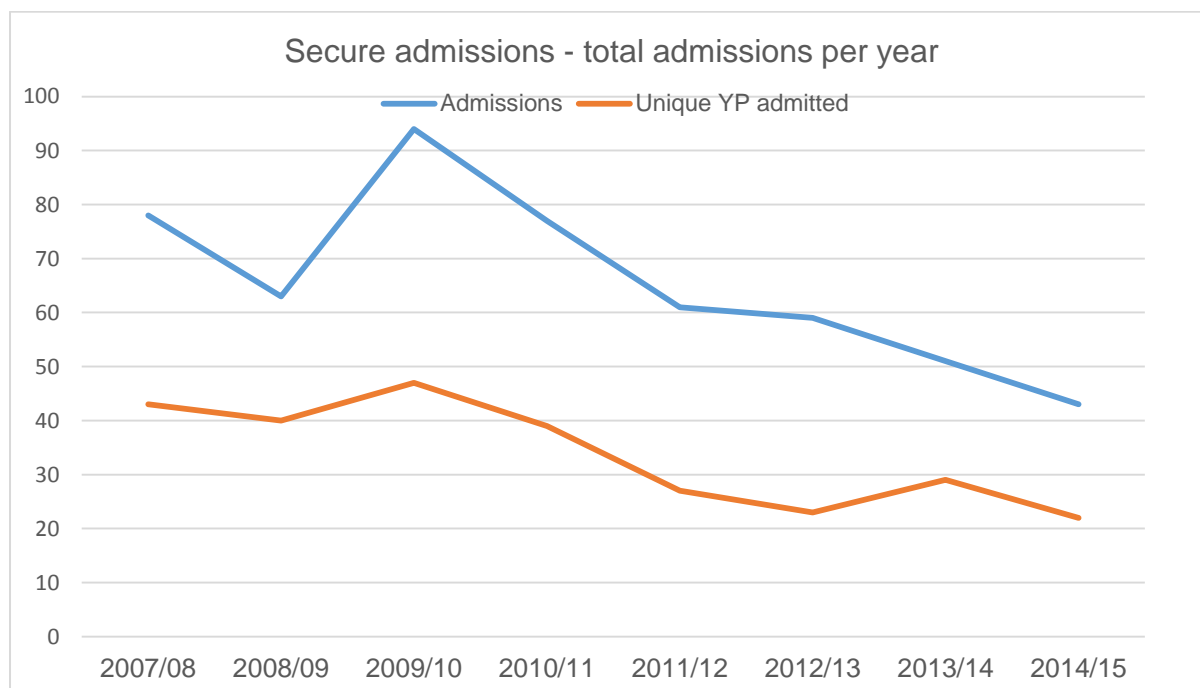
### **5.1 The IJB are asked to**

- note the contents of the report;
- continue to support Glasgow's approach to meeting the needs of children who may require Secure Accommodation.

## APPENDIX 1

### TABLES

#### Trends in the use of Secure Care

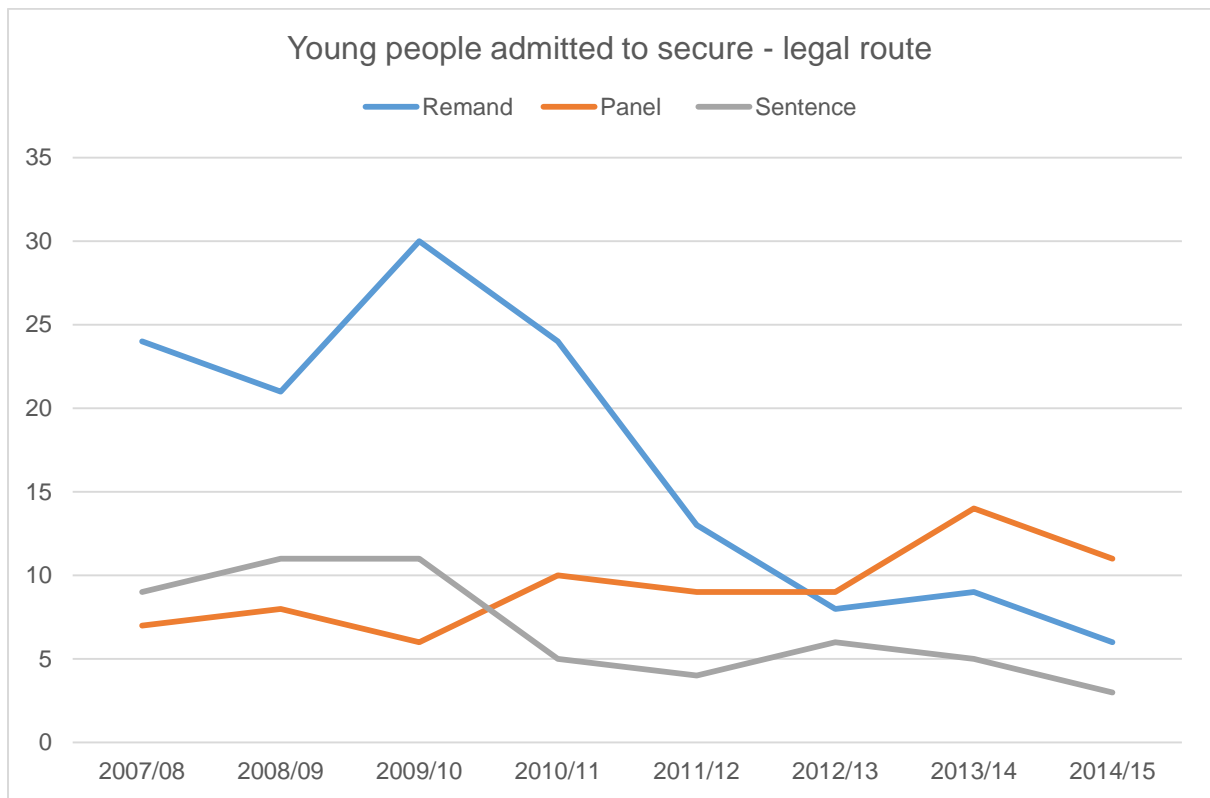


Year	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	Total
Secure admissions	78	63	94	77	61	59	51	43	526
Unique YP admitted	43	40	47	39	27	23	29	22	270

**\*Figures for 2015/16 are not included as data for the full financial year is not yet available \***

Over 7 consecutive years (2007/08 to 2014/15) there has been a total of **526** admissions in respect of **270** young people. There has been a **45%** reduction in the use of secure care over a 7 year period (further reductions are likely be witnessed in 2015/16 – full data not yet available)

Trends show a **75%** reduction in the use of secure for remands over 7 years and a **67%** reduction in the use of secure for sentences. Conversely the Children's Panel's use of secure has increased by **57%**. However the Children's Panel's use of secure dropped by **21%** between 2013/14 and 2014/15.



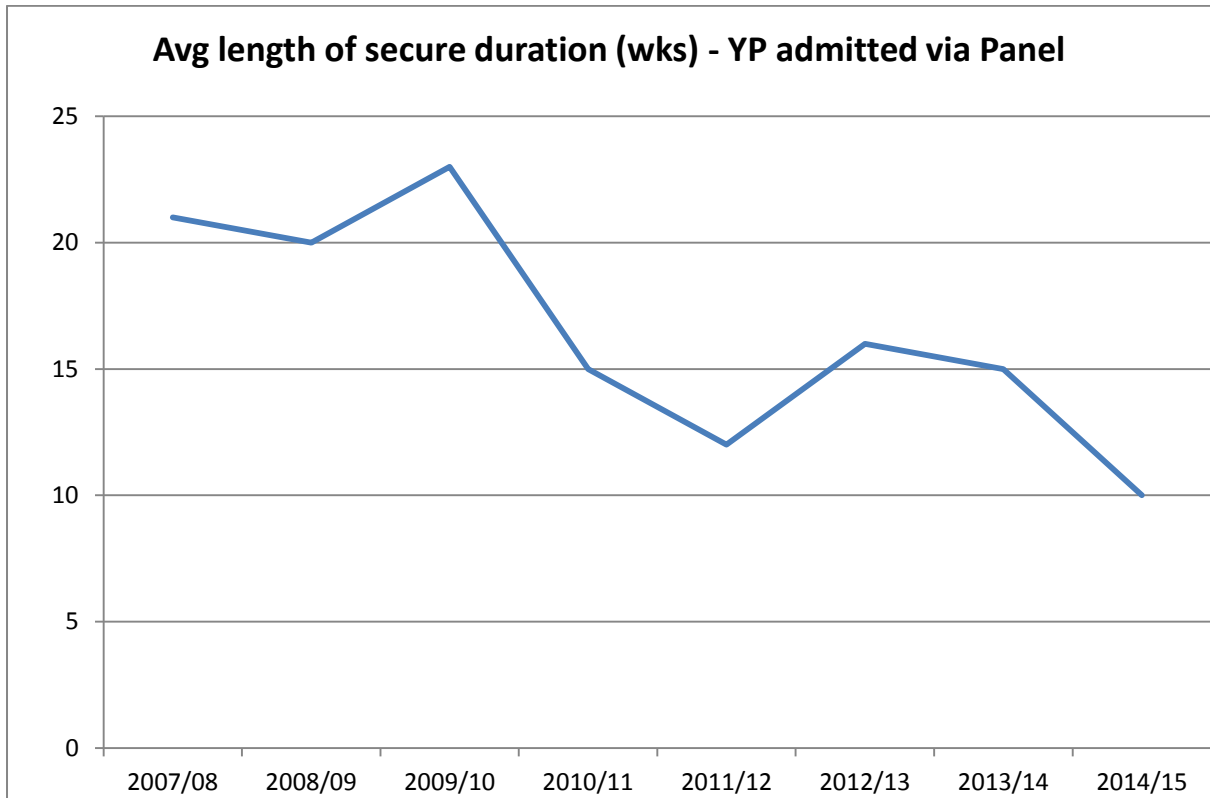
	Remand	Panel	Sentence
2007/08	24	7	9
2008/09	21	8	11
2009/10	30	6	11
2010/11	24	10	5
2011/12	13	9	4
2012/13	8	9	6
2013/14	9	14	5
2014/15	6	11	3

\*excluding 7 miscellaneous and admin process admissions\*

Although overall trends show an increase in the Children's Panel's use of secure over 7 years, the duration of stay for those young people has been reducing, dropping from an average of **21** weeks in 2007/08 to an average of **10** weeks in 2014/15.

While there was an increase in the duration of secure over 2012/13 and 2013/14 it should be noted that much of this can be attributed to one young person in particular who spent **over 70 weeks** in secure care over this period.



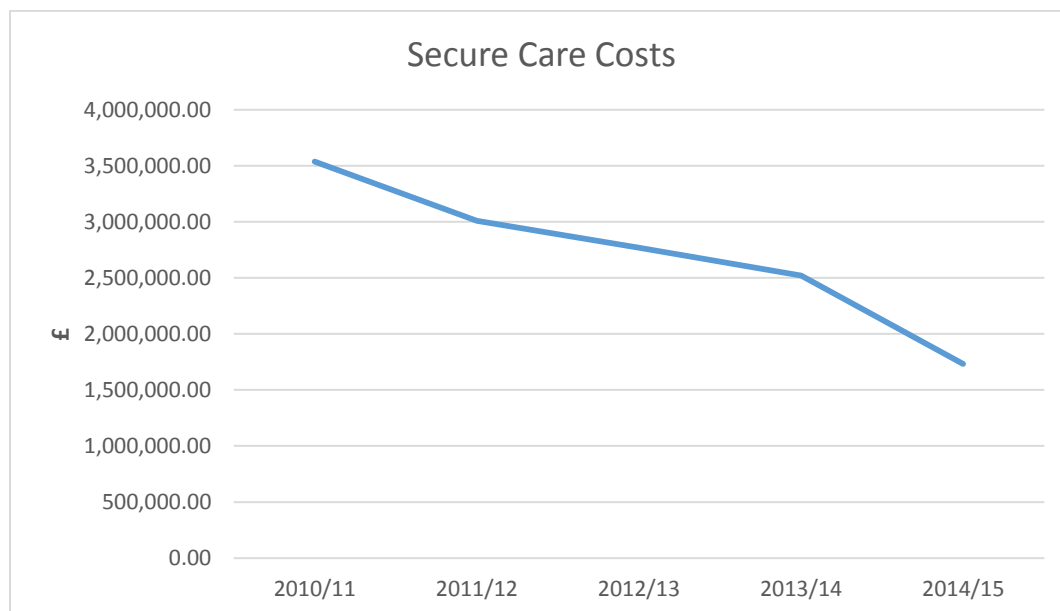


Year	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15
Avg length of secure duration (wks)	21	20	23	15	12	16	15	10

The average age on all admissions to secure is **16** years, and the majority of admissions were for males with 443 (**79%**). There was no significant difference between males and females on the age of admission. Interestingly **50%** of all female admissions to Secure Care go through the Children's Hearings Panel.

## Cost of Secure Care

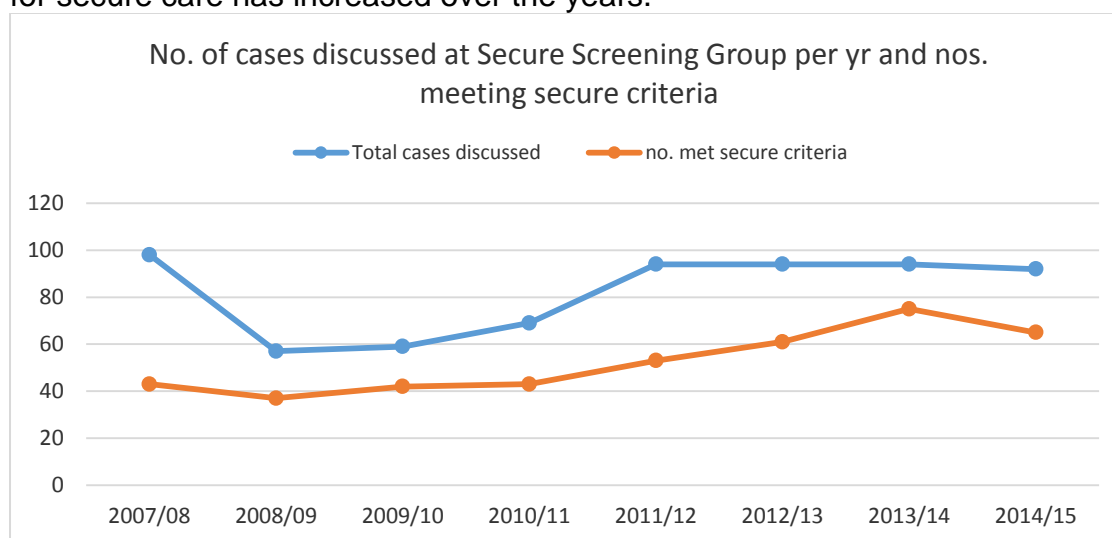
Total Social Work expenditure on secure care dropped by **51%** over 4 consecutive years between 2010/11 and 2014/15 (full stats for 2015/16 are not yet available)



Year	2010/11	2011/12	2012/13	2013/14	2014/15
Secure care expenditure	3,537,275.00	3,010,561.06	2,770,299.35	2,521,893.62	1,732,401.83

## Secure Screening Group

Overall the number of cases discussed at the secure screening forum has remained consistently high over 7 years. The number of cases discussed who meet the criteria for secure care has increased over the years.



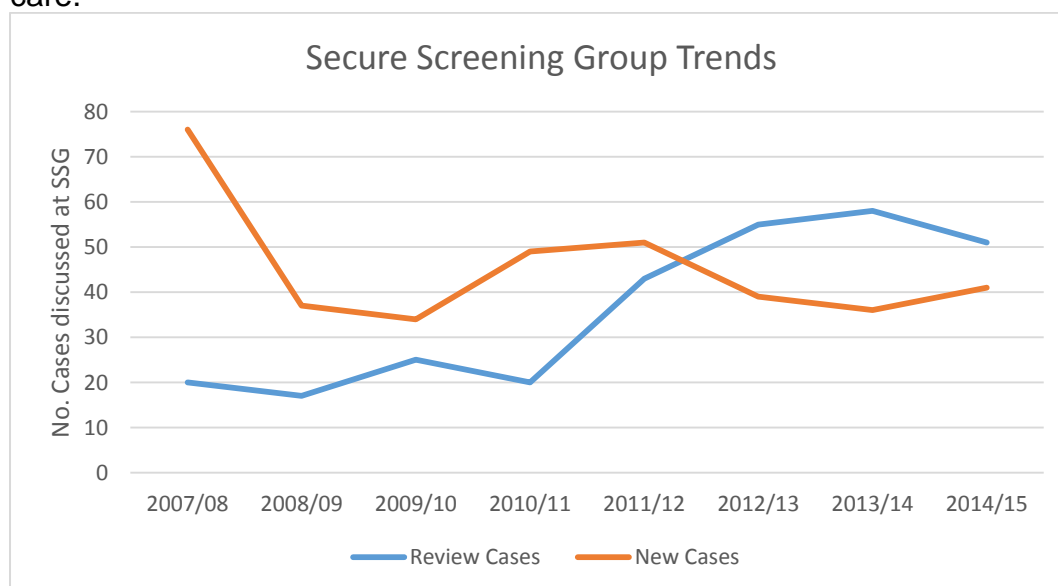
	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15
Total cases discussed	98	57	59	69	94	94	94	92
no. met secure criteria	43	37	42	43	53	61	75	65
% met secure care criteria	44%	65%	71%	62%	56%	65%	80%	71%

Reasons young people are being referred for discussion at secure Screening are complex and varied; the most common needs are listed in the table below. Females are most likely to be referred due to presenting issues around sexual exploitation/vulnerability and males for offending.

reasons (s) for referral to SSG (n=741)	no. of young people	% of males	% of females
offending	524	76%	24%
Substance misuse	403	71%	29%
Sexual exploitation/vulnerability	205	40%	60%
Absconding	54	57%	43%
Self harm	46	63%	37%
Mental health	80	54%	46%

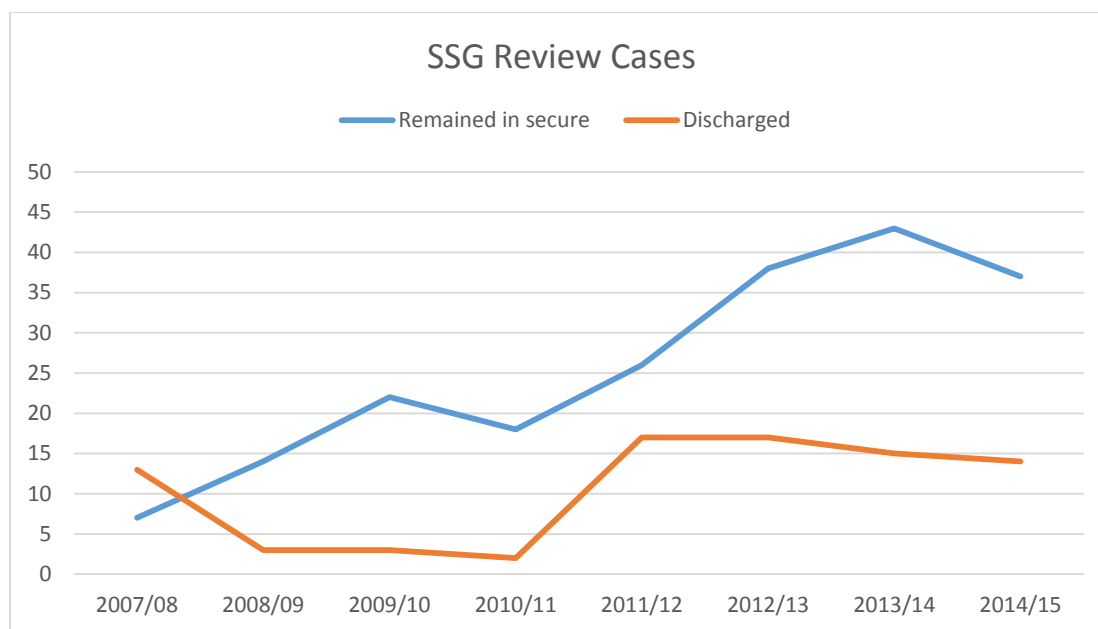
Trends show the number of review cases discussed at SSG has increased while the number of new cases has decreased over time.

**53%** of all **new cases** discussed over a 7 year period met the criteria for secure care.



	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	Total
Review Cases	20	17	25	20	43	55	58	51	289
New Cases (did not meet criteria)	46	16	15	24	30	19	6	15	171
New Cases (met criteria)	30	21	19	25	21	20	30	26	192

Over a 7 year period **29%** of review cases that were discussed were discharged following SSG.



	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15
Remained in secure	7	14	22	18	26	38	43	37
Discharged	13	3	3	2	17	17	15	14

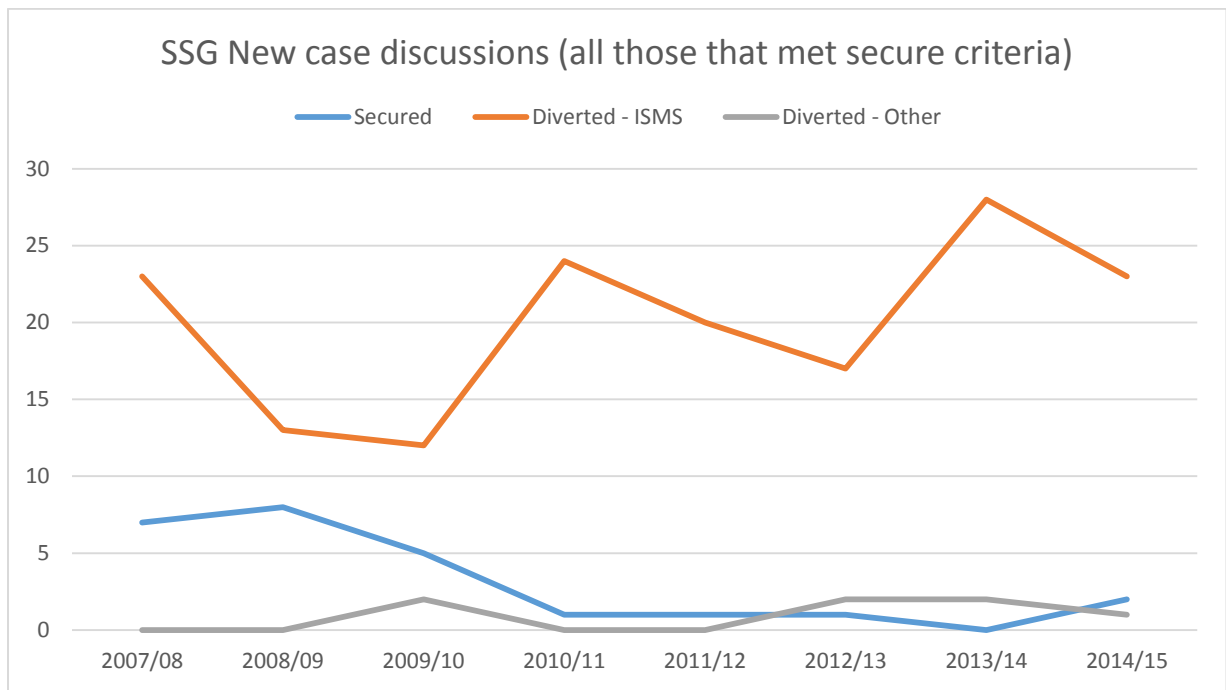
## ISMS

The ISMS service was established in April 2005 to provide a direct alternative to secure care for high risk, vulnerable and chaotic young people. An intensive, multi-agency service package is coordinated around each young person according to their individual needs and risks.

The service has demonstrated high levels of effectiveness and efficiency, and has improved outcomes for a hard to reach and vulnerable client group while also ensuring community safety.

Analysis of offending between 18 months and 2 years since leaving ISMS suggests a reduction in offending of **56.7%**.

Trends demonstrate that **83%** of **new cases** discussed (excluding reviews) at the secure screening group that met the criteria for secure care were diverted to ISMS for community Intensive Support with a further **4%** diverted to another form of community support. The remaining **13%** were secured.



	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15
Secured	7	8	5	1	1	1	0	2
Diverted - ISMS	23	13	12	24	20	17	28	23
Diverted - Other	0	0	2	0	0	2	2	1

With ISMS estimated at **£1,000 per week**, and the cost of secure care in excess of **£5,000 per week**, this reduction should have saved the council considerable sums.

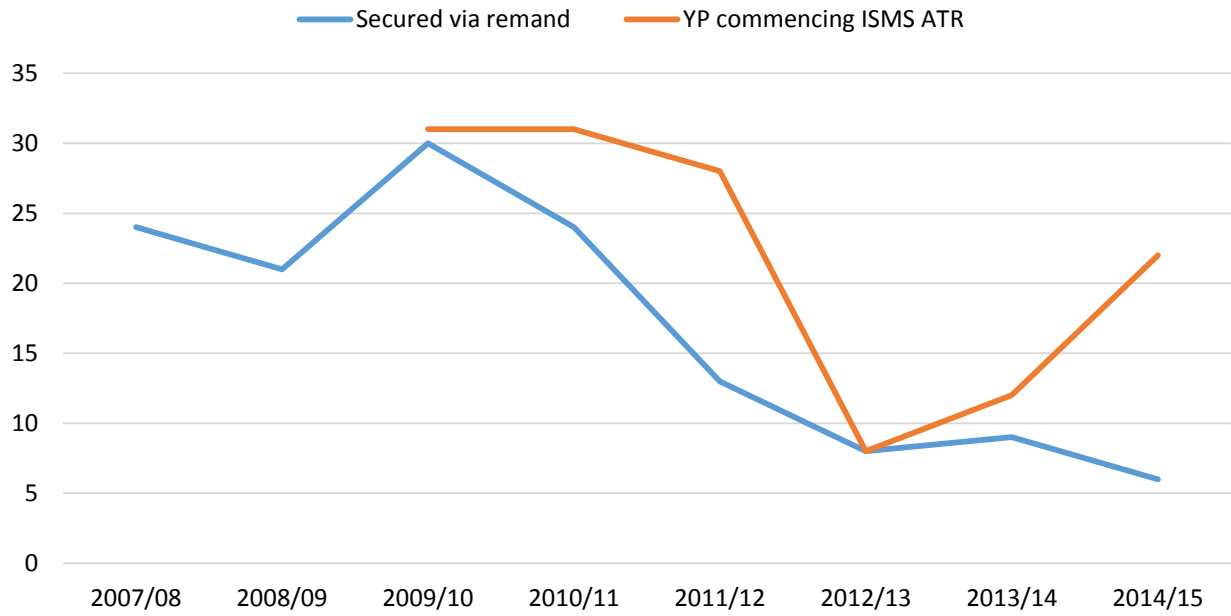
### ISMS ATR

ISMS: Alternative to Remand (ATR) was launched in September 2009 and was designed to tackle the increasing numbers of young people remanded to secure accommodation. The service works with young people aged under 18 for whom the Procurator Fiscal is opposing Bail and is based on the standard ISMS model of service.

An evaluation of the service revealed offending was reduced by **46%** when young people were receiving the support available whilst on the order. The same evaluation projected net savings of around **£1million** or more per annum by the second year of operation.

Trends show that since ISMS ATR was launched the number of young people secured via remand has dropped significantly.

## ATR/Remand



Year	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15
Secured via remand	24	21	30	24	13	8	9	6
YP commencing ISMS ATR			31	31	28	8	12	22