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Item No: 7

Meeting Date: Wednesday 5th May 2021

**Glasgow City
Integration Joint Board**

Report By: Mike Burns, Assistant Chief Officer, Children's Services

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**Scottish Government Funding for Improved Mental Health Services and Supports
for Children and Young People**

Purpose of Report:	To advise the IJB of the plan for the new investment for children and young people with respect to their mental health. To seek IJB approval for the plan for the Scottish Government's additional mental health support funding and endorse the proposed investment in services outlined.
Background/Engagement:	Scottish Government has announced additional funding for mental health support at tier 1 and 2 to respond to the impact of the pandemic on children and young people's mental health.
Recommendations:	The Integration Joint Board is asked to: a) Note the contents of the report; b) Approve the plan for the funding to address the mental health impact of the pandemic on children, young people and their families (as detailed in Table 1) and the plan to develop and expand community mental health and wellbeing supports (as detailed in Table 2); c) Seek a further report when the remaining funding is allocated; d) Note the need to report to Scottish Government at prescribed time intervals; and

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| | e) Seek a further progress report to IJB in March 2022, ensuring that the views of young people are incorporated, and the outcomes evidenced. |
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Relevance to Integration Joint Board Strategic Plan:

The HSCP Strategic Plan sets out the aim to implement the prevention components of the five-year Mental Health Strategy for Greater Glasgow and Clyde through the implementation of **a whole system programme**, which provides **seamless pathways** of mental health support.

The specific priority relating to children's services is to "develop care promoting wellbeing and working with children's services to promote strong relational development in childhood, protecting children from harm and enabling children to have the best start in life."

This report outlines the plan for how the funding will be used to further develop the system of support to meet children and young people's mental health needs in the city of Glasgow, in line with the Scottish Government's framework. This investment will complement and strengthen the integration of service responses across children's services, reflecting the aspirations of getting it right for every child and the current HSCP reform and change agenda. Furthermore, this investment will align the preventative spend in the city ensuring that the whole system operates in alignment and that support to children, young people and their families is coordinated and effective, ensuring best value and best outcomes for children, young people and families.

Implications for Health and Social Care Partnership:

Reference to National Health & Wellbeing Outcome:

This funding will contribute to some of the key National outcomes. In particular, that young people are assisted to improve their own health, that their quality of life is improved, through learning from lived experience, that the framework and grant reduces health and social inequalities and that the role of carers is enhanced and supported. Such outcomes remain aligned to the HSCP's transformational agenda and desire to not only shift the balance of care, but secure better outcomes for all our children and young people. Good mental health and wellbeing remains fundamental to that aspiration.

Personnel:

Some staff will be directly impacted through the additional resource, as they may be asked to work differently to support the development of tests of change in order to explore approaches which are effective in meeting children and young people's mental health needs. For example, staff will be supported to build their understanding of neurodiversity in order to respond more effectively to children and young people's needs when they initially emerge, and to incorporate strengths-based and trauma informed practices into their approach. The aim is to promote a high quality and consistent preventative and early

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	intervention response in order to avoid escalation and long delays for support, which may be exacerbated by waiting lists for services.
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Carers:	<p>Carers will benefit from increased mental health support and more seamless pathways into support, particularly in relation to responses to children and young people's needs which do not require more specialist support (e.g. from CAMHS). The aim is to provide a range of services which respond to all levels of needs, and to support carers (as well as staff) with understanding the range of children and young people's needs, and to provide a range of approaches where a medical diagnosis is not appropriate/ required.</p> <p>In addition, the challenge is to ensure that both parents and carers are guided through the current maze of service provision. It is hoped that a more aligned and coordinated neighborhood approach in tandem with Joint Support Teams in schools and primary care teams can ensure that children get the help they need when they need it.</p> <p>The investment will also seek to support young carers and supplement the current work done in this area. Furthermore, it is hoped that this additional grant and investment can complement the aspirations and objectives of the Family Support Framework.</p>
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Provider Organisations:	<p>It is estimated that 84 organisations in Glasgow City provide mental health support for children and young people. Detailed discussions are underway with GCVS to support the development of a 'whole system' of mental health supports and services, which promotes a shared understanding of needs, and a more consistent response across the range of providers who contribute to improving children and young people's mental health and wellbeing.</p> <p>The desire is for greater alignment, coherence and consistency in order to get it right for every child, and to optimise children's and families' experience of frontline practice.</p>
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Equalities:	<p>An EQIA will be undertaken in order to ensure that the range of mental health supports being provided through this funding meet the diverse needs of children and young people, and also the individual needs of the population of LGBT+ children, children with disabilities, children with Additional Support Needs and those with a range of neurodevelopmental needs. The Framework will also seek</p>
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	to assist earlier access and support to those groups in a minority and marginalised in the city.
Fairer Scotland Compliance:	The proposals in relation to investment to improve the mental health and wellbeing of children and young people will support meeting the wider strategic priorities of the IJB, including assisting young people to improve their own health, improving their quality of life and reducing health and social inequalities.
Financial:	<p>Scottish Government allocated £1,737,000 for 2021/22 to develop and expand community wellbeing and mental health supports, in addition to the initial allocation of £434,250 provided in 2020/21. The first phase of funding was reported into the IJB on 27/1/21, and Scottish Government has given permission for any underspend on this to be carried forward into the current financial year.</p> <p>Funding of £1,302,750 was also awarded by Scottish Government in 2020/21 to address the mental health impact of the pandemic, again, with the approval to carry any underspend forward into 2021/2022.</p> <p>All of this funding is non-recurring.</p> <p>The existing HSCP workforce and our integrated Partners will provide additional resource in supporting and developing a whole system approach to meeting children and young people's mental health needs, and responding to the impact of the pandemic.</p>
Legal:	Normal legal processes and procedures for Glasgow City Council and the Health Board (e.g. in relation to commissioning processes and involvement of trade unions in the development of practitioners' roles) will be followed in developing a whole system approach to meeting children and young people's mental health needs.
Economic Impact:	There will be positive economic impacts at a local neighborhood level as services are expanded to meet children and young people's needs at tier one and tier two level, through preventing escalation to specialist services and moreover the delays caused by inappropriate referrals to more targeted services (often in the absence of other appropriate supports at community level).
Sustainability:	This work fully aligns with the children's transformational change programme, the principles of GIRFEC and the Christie Commission, which aim to improve preventative and early intervention support for children and young people. Given that the key point of leverage to deliver the transformational change programme is to develop practice

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	<p>at the frontline – at the point of interaction with children, young people and their families – the current workforce represents a considerable resource in its contribution to achieving sustainable change across all supports and services, including those addressing mental health needs.</p> <p>Fundamentally, a more effective and preventative approach towards children and young people’s mental health may also divert demand from more targeted supports, and Adult Mental Health and Adult Services generally.</p>
Sustainable Procurement and Article 19:	The procurement process will meet all legislative requirements, and article 19 of the UNCRC.
Risk Implications:	Failure to approve and implement this plan risks not meeting the range of current, and emerging, mental health needs of children, young people and their families, particularly at Tier 1 and 2 early intervention and prevention levels. Continuing challenges of the pandemic are likely to exacerbate mental health issues for a more prolonged period, which will have an impact on broader wellbeing outcomes if appropriate supports, as outlined in this plan, are not in place.
Implications for Glasgow City Council:	<p>This funding has the potential to develop a range of mental health supports for children and young people at tier one and two level, which will meet needs earlier, and prevent escalation, thereby relieving pressure on more targeted supports, such as Statutory Social Work Services (circa 10,500 open cases) and the demands on Specialist Children’s Services and CAMHS.</p> <p>This funding is also aligned to the £18 million invested by the City Council into services for children through the new Community Fund and similarly this needs to be aligned to the £2.2m invested through the Care Experience Fund with Education. It should be noted that Scottish Government has also invested a further £1.3million into School Counselling.</p>
Implications for NHS Greater Glasgow & Clyde:	In line with the Greater Glasgow and Clyde Mental Health Framework and the Scottish Government framework, this funding aims to develop a whole system approach (aligned to getting it right for every child) to meeting mental health needs, with a focus on shifting the balance of care and improving transitions to adult services. The alignment across GGC and GCC highlights the potential for improved integration and partnership working and the increased likelihood of meeting children and young people’s needs at a neighborhood and community level. This should enable targeted supports to be directed at those most in need of specialist care and support. The aim is to reduce the number of inappropriate referrals and delays caused by

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	waiting lists and to ensure a more seamless pathway to specialist care for the children and young people who require it.
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Direction Required to Council, Health Board or Both	
Direction to:	
1. No Direction Required	<input 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 checked="" type="checkbox"/>

1. Purpose

- 1.1. This report is a follow up to the report presented to IJB in [January 2021](#), which sought approval for the thematic plan for the Mental Health funding confirmed by Scottish Government in October 2020, in the context of its alignment with the wider children's services transformational change programme. This report sets out the specific financial detail in relation to the plan and has been developed in partnership by the Assistant Chief Officer for Children's Services, the Senior Leadership team for Children's Services, and a range of partners, including Health Improvement, Education, Third Sector Interface and third sector organisations.

2. Background

- 2.1. This paper sets out the financial plan for the £1,302,750 from Scottish Government to address the mental health impact of the pandemic, carried forward from 2020/21. This grant was awarded by the Mental Health and Social Care Directorate "to be used in response to children and young people's mental health and emotional wellbeing issues arising as a result of the pandemic" (see Table 1).
- 2.2. Further grant funding of £1,737,000 has been awarded for 2021/22 by Scottish Government "to deliver new and enhanced community based mental health and emotional wellbeing supports and services for children, young people, their families and carers", in line with the Community Mental Health and Wellbeing Framework. The financial plan for this award is outlined in Table 2.
- 2.3. Given the short-term nature of this funding in that it is a one-year allocation and not recurring funding, there are some challenges in relation to the timescales for planning and procuring services, therefore appropriate methods are being explored to govern this funding, including the possibility of employing a Light Touch Regime. Consideration is also being given to the role of the Third Sector Interface in administering some of the funding, in line with national approaches, and in adherence to due diligence and governance in relation to fairness, transparency and quality.

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3. Financial Plan

- 3.1 The following details the plan for the spend for each of these funds, as well as the steps taken to develop the proposal and liaise with relevant partners. The proposal has been developed to support alignment of services and supports across the partnership, with the aim of shifting towards a culture of partnership and collaboration in order to reduce waiting lists and delays, and ensure timely and effective support for children, young people and their families.
- 3.2 This plan will continue to evolve, based on the (emerging) needs of children, young people and families, and data which are evidencing approaches which are working well.
- 3.3 The funding will be used to support with scoping of children and young people's needs, and to develop supports and services to meet children and young people's wellbeing and mental health needs, including those which have emerged over the course of the pandemic. The aim is to develop and expand effective approaches at Tier 1 and Tier 2 levels, and to ensure alignment and coordination with the wider transformational and preventative spend.
- 3.4 A number of initiatives are predicated upon the current knowledge and experience of the 'as is' system, but it is also necessary to ensure that the new fund is complementary to the Scottish Government's Framework and provides the appropriate capacity and leverage to develop earlier intervention and earlier support across the city at Tier 1 and 2 level. It will be important that these initiatives and 'tests of change' promote learning and change across the Children's Service Partnership and support the development of more seamless pathways of support. A whole system approach is necessary to tackle the service 'maze' and ensure that the lived experience for young people is not only better understood, but listened to and acted upon. It remains critical that the new investment impacts on the lives of young people and that the learning about effective practice is captured and replicated across the services and system.
- 3.5 The new funding will focus on reducing distress, and children and young people will be involved in the design, monitoring and evaluation of services. Approaches are being developed with Commissioning, Health Improvement and Education colleagues to involve young people in this process.
- 3.6 Scottish Government are seeking six monthly progress reports on the impact of this funding, in alignment with the timescale for reports on the impact of the investment (£1.3M) into school counselling.
- 3.7 The £1,737,000 funding for 2021/22 will be deployed with the previous £434,250 allocated at the end of 2020 to develop community mental health and wellbeing supports. The first phase of funding was reported to the Integration Joint Board on the 27 January 2021. Scottish Government has granted permission for the underspend of £293,000 from this £434,250 funding to be carried forward into the current financial year, and therefore Table 2 below presents the financial plan for the total funding available from the cumulative allocation in 2020/21 of £293,000 and 2021/22 of £1,737,000 giving a total of £2,030,000. Of this, £1,215,127 has been allocated, as outlined in Table 2. A plan will be presented to IJB when the remaining balance of £814,873 is allocated, in response to data and evidence about the mental health needs of children, young people and their families, and the efficacy of the tier 1 and 2 supports being developed.

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Table 1: Financial plan for the award of £1,302,750 to address the mental health impact of the pandemic		
Focus area	Development work	Cost
HSCP Provision		
Additional temporary NW Pediatrician Post for one year (to support redesign of neurodevelopmental pathway) with on costs	To support timely diagnosis and earlier interventions to address children's needs and address those children on the waiting list at Tier 3, who are inappropriately waiting and need a Tier1/2 Service	£150,000
Neurodevelopmental Social Prescribing overtime payments (Band 6 and 7 evening and weekend overtime to address CAMHS waiting list)	To support earlier and preventative response to addressing children's needs, in the delivery of the neurodevelopmental pathway and addressing CAMHS waiting list.	£20,000
Supplementary School Nursing Service (3 posts fixed term for one year at Band 3)	Primary/Community Connectors/Family Engagement/ Neurodevelopment. Connected to the above providing a more locality and aligned approach to the Joint Support Team arrangements in schools, local neighborhoods and GP Clusters. This supplementary service will support the additional Pediatrician, better connect the preventative strategy and also compliment the additional £1.5M investment into School Nurses; an additional circa 25 Nurses in the city, with a view to addressing mental health needs which have emerged as a result of, or been exacerbated by, families' experiences throughout the pandemic. The role of the Band 3 School Nursing posts will be to support vulnerable families, deliver Triple P parenting support, support with transporting children to school and routines at home, and attending JSTs.	£325,350
Provided Services		
Intensive in reach support in schools and with young people who have left school to raise attainment and improve outcomes	To support children to attend and sustain school, addressing emotionally based school avoidance, and the barriers associated with post-lockdown anxiety and mental health issues exacerbated by the pandemic. The project will also support young people who are not engaged in school to provide employment support. Costings are based on average	£612,900

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(9 fixed term Project Worker posts; 3 per locality for one year)	third sector project worker costs of £68,100 per worker (including on costs).	
Notre Dame Kinship Service expansion	Expansion of Notre Dame Kinship Service to expand post-pandemic support for carers for a period of one year, with a review of the service scheduled at mid-point to understand funding streams, scale of support, and actions to improve performance management.	£44,500
Mental health support development fund (administered via Third Sector Interface)	One off funding awards to develop/ expand high quality, strengths-based mental health supports in response to the pandemic, which offer a range of engagement options, including face to face support (consisting of approximately 10 awards of £15,000)	£150,000
Total spend		£1,302,750

Table 2: Financial plan for the award of £2,030,000 to develop and expand community wellbeing and mental health supports

Focus area	Development work so far	Cost
HSCP Provision		
Youth Health Service	One year of running costs associated with the expansion of the Youth Health Services across the city, which will continue to be funded out of the children's services core budget from 2022/23 onwards.	£208,000
Targeted support for Roma/ Refugee/ Asylum communities (from 2022) - 2 one-year fixed term WTE posts at grade 4 (SWS) or Band 3 (NHS) equivalent level	Roma/ Refugee/Asylum Primary/Community Connectors	£63,670
Training and development fund to support the development of strengths-based practice across the HSCP and partner organisations	Training and development fund linked to the development of a model of practice, and the need for alignment of training and development in order to build consistent strengths-based and trauma informed practice	£150,000
Two fixed term HSCP Change and Development posts, funded for one year (one Grade 8 and one Grade 9 post)	To coordinate the alignment of funding across the HSCP and, working with partners and commissioned services, support the development of tests of change to enhance practice and to start to develop a consistent strengths-based and trauma-informed model of care practice, aligned with the children's services transformational change work	£155,016
One-year fixed term collaboration and partnership Change and Development post (Grade 8)	Post to support connection and alignment of the Mental Health Tier 1 and 2 services and supports, undertaking key linkage role with the Third Sector Interface and Community Planning Partnership, to develop readiness for improved partnership work and a collaborative approach to addressing children, young people's and families' needs, and to address waiting lists and delays for services.	£68,911
One-year fixed term Assistant Service	To support redesign of aftercare, through partnership work with Registered Social Landlords, attending to the mental health	£68,911

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Manager post (Grade 8)	needs of young people and the impact of the pandemic	
One-year fixed term Commissioning post (Grade 8)	To support the engagement of partners in the aftercare redesign	£68,911
One-year fixed term 0.5 FTE Qualified Social Worker	To develop connection and alignment between Infant Mental Health, Perinatal Health, GIFT and BEST programmes.	£28,373
Provided Services		
Compassionate distress support	Cost of one year service to fund 4 Distress Response Workers to support young people aged 16 – 25 from 9am – 2am Monday to Friday and 5pm – 2am at weekends.	£158,335
Whole system change management/ implementation science support to effectively implement high quality, consistent strengths-based practice with families	External facilitation support for third sector partners to develop an analysis of the current system of third sector support for families, integrating the learning from the science and practice of implementation in the development and delivery of Tier 1 and 2 mental health services. The aim is to create alignment with the children’s services transformational change agenda and the efforts to clearly define the strengths-based, trauma informed practice required to provide high quality consistent support for children, young people and their families.	£105,000
Scoping work to understand the emotional support needs of primary school aged children	Compassionate distress and emotional support needs analysis of primary school aged children (Primary 3 – 7) to develop more targeted support aligned to school nursing and LIAM interventions.	£30,000
Scoping work to understand mental health needs of children and young people with protected characteristics	Mental health needs analysis to explore the needs of Black and Minority Ethnic children	£30,000
Mental health support for LGBTQI+ children and young people	Targeted third sector support to meet specific needs of children and young people	£80,000
Total Spend		£1,215,127

3.8 Consequently, £814,873 of funding remains to be allocated from the combined funding for 2020/21 and 2021/22. This funding will enable the HSCP, in partnership with the wider sector and key stakeholders, to conduct further analysis and determine how this investment can be deployed to maximum effect. A further report to the IJB will be made available once firm recommendations and proposals are established.

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4. Context

- 4.1 The additional funding from Scottish Government in tandem with the Community Mental Health Framework represents a significant opportunity to help leverage not only system change into services, but more fundamentally secure a 'step-change' in the delivery of wellbeing and mental health supports for the children and young people of Glasgow, at Tier 1 and 2 early intervention and prevention level.
- 4.2 As the transformational agenda in Glasgow has evidenced and reinforced, such investment must be applied and utilised to radically change the outcomes and opportunities for our young citizens. Moreover, such initiatives and investment must operate aligned to getting it right for every child (GIRFEC) and concurrently with our transformational change agenda, the family support tender, Education's School Counselling tender and the integration opportunities with Specialist Children's Services.
- 4.3 The outlined 'tests of change' must be effectively evaluated and learning captured about 'what works' and critically, through the voice of lived experiences, the perspective of what is needed for our most vulnerable young people in their neighbourhoods is understood and acted upon.
- 4.4 These developments need to be set in the context of whole system change to develop an aligned and effective single system for children's services across the Glasgow partnership, demanding radical improvement and effective collaboration from all services to ensure better outcomes for children and young people. A comprehensive, coordinated and aligned approach is necessary across all stakeholders in the partnership to ensure that the aspirations of GIRFEC are realised, in alignment with the very clear national expectations and outcomes required through integration of Health and Social Care.

5. Recommendations

- 5.1 The Integration Joint Board is asked to:
- a) Note the contents of the report;
 - b) Approve the plan for the funding to address the mental health impact of the pandemic on children, young people and their families (as detailed in Table 1) and the plan to develop and expand community mental health and wellbeing supports (as detailed in Table 2);
 - c) Seek a further report when the remaining funding is allocated;
 - d) Note the need to report to Scottish Government at prescribed time intervals; and
 - e) Seek a further progress report to IJB in March 2022, ensuring that the views of young people are incorporated, and the outcomes evidenced.

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Direction from the Glasgow City Integration Joint Board

1	Reference number	050521-07
2	Report Title	Scottish Government Funding for Improved Mental Health Services and Supports for Children and Young People
3	Date direction issued by Integration Joint Board	5 May 2021
4	Date from which direction takes effect	5 May 2021
5	Direction to:	Glasgow City Council and NHS Greater Glasgow and Clyde jointly
6	Does this direction supersede, revise or revoke a previous direction – if yes, include the reference number(s)	No
7	Functions covered by direction	Children’s Services, Mental Health Services, Adult Services
8	Full text of direction	The Integration Joint Board directs the Council and Health Board to utilise the Scottish Government funding to develop, improve and expand mental health services and support for children and young people according to the plans for funding outlined in this paper, with an initial review of the outcomes achieved in March 2022.
9	Budget allocated by Integration Joint Board to carry out direction	<p>£1,302,750 funding awarded in 2020/21 (with permission to carry forward) has been allocated to address the mental health impact of the pandemic.</p> <p>£1,215,127 has been allocated of the total funding available for development of community mental health and wellbeing supports. The total funding is comprised of £1,737,000 awarded for 2021/22, and an underspend of £293,000 from 2020/21 which was provided to fund the first phase of developing additional community mental health services.</p>

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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.
11	Date direction will be reviewed	March 2022

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