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**Item No: 8**

**Meeting Date: Wednesday 27<sup>th</sup> April 2022**

## **Glasgow City Integration Joint Board**

**Report By:** Pat Togher, Assistant Chief Officer, Public Protection and Complex Needs

**Contact:** Lynsey Smith, Head of Service, Justice Social Work

**Phone:** 0141 274 6000

### **Justice Social Work Pandemic Recovery Grant Proposal**

**Purpose of Report:**

To update the Integration Joint Board on the allocation of grant funding for 2022-23 to support ongoing pandemic recovery and transformational work.

To seek approval from the Integration Joint Board for the proposed spend as outlined in this report.

**Background/Engagement:**

On 02 March 2022, justice social work received notification from the Community Justice Division within the Scottish Government that Glasgow City HSCP would receive an additional covid-related grant payment of £1,897,364.

An additional £426,103 has also been awarded for the provision of bail services to increase local authority justice social work capacity to undertake bail assessments and strengthening bail supervision.

The conditions attached to the grant include a requirement to spend the full grant of £2,323,467 within the financial year 2022-23 and to provide a progress report to Scottish Government by the 11 October 2022.

**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 ☐

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|  | Council Committee <input type="checkbox"/><br>Update requested by IJB <input type="checkbox"/><br>Other <input type="checkbox"/><br>Not Applicable <input checked="" type="checkbox"/> |
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|-------------------------|---|
| <b>Recommendations:</b> | The Integration Joint Board is asked to:<br><br>a) Note the proposal outlined in this report; and<br>b) Approve the proposed spend and acknowledge risk associated with short term funding. |
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**Relevance to Integration Joint Board Strategic Plan:**

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| The justice social work proposal is in line and will contribute to the delivery of all strategic priorities as set out in the IJB Strategic Plan 2019-2022. In particular, the priorities of <i>early intervention, prevention and harm reduction, enabling independent living for longer and public protection</i> . |
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**Implications for Health and Social Care Partnership:**

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| <b>Reference to National Health &amp; Wellbeing Outcome:</b> | This proposal supports the delivery of all 9 National Outcomes, with an emphasis on:<br>1. People are able to look after and improve their own health and wellbeing and live in good health for longer.<br>2. People who use health and social care services have positive experiences of those services, and have their dignity respected.<br>3. Health and social care services centered on helping to maintain or improve the quality of life of people who use those services.<br>4. People using health and social care services are safe from harm.<br>5. Resources are used effectively and efficiently in the provision of health and social care services. |
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| <b>Personnel:</b> | If this proposal is approved, HR will be asked to extend existing temporary contracts for another 12 months.<br>Remaining vacancies will be filled. |
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|----------------|------|
| <b>Carers:</b> | None |
|----------------|------|

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| <b>Provider Organisations:</b> | The proposal aims to support commissioned justice services as part of their recovery programme and to enhance service provision in light of ongoing challenges associated with COVID-19 recovery. |
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| <b>Equalities:</b> | None |
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| <b>Fairer Scotland Compliance:</b> | The proposal takes account of the additional impact of poverty over the course of the pandemic and beyond. |
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| <b>Financial:</b>  | The grant letter makes clear that this investment is a key part of the Justice Recover, Renew, Transform programme, overseen by a Criminal Justice Board which was established under the Protecting Scotland, Renewing Scotland. The proposed investment in this report will be funded from a non-recurring grant award of <b>£2,323,467</b> for 2022-23.              |
| <b>Legal:</b>  | HSCP Commissioning services will consult with GCC legal regarding variations to existing contracts to support commissioned justice services as part of their recovery programme and to enhance service provision in light of ongoing challenges associated with pandemic recovery.   |
| <b>Economic Impact:</b>                                    | A number of the proposals fit with an early intervention approach to service delivery and seek to divert service users from statutory justice orders and custodial sentences. Any savings achieved by this approach in Glasgow will be spread across the justice system, and should not necessarily be seen as directly, nor locally cashable.                         |
| <b>Sustainability:</b>                                     | To monitor recovery, each local authority will be required to report on how funding is being used to tackle the backlog and support recovery efforts. This will help inform on progress and brief Ministers on actions being taken by the local authority. It will also support a case for new investment, should additional funding become available in future years. |
| <b>Sustainable Procurement and Article 19:</b>             | None   |
| <b>Risk Implications:</b>                                  | The non-recurring nature of this funding represents a risk in building momentum and securing a programme of transformational work which can address the issues over the medium term and drive recovery. The matter is further compounded by reliance on short term recruitment in keeping with the duration of the funding.  |
| <b>Implications for Glasgow City Council:</b>              | None   |
| <b>Implications for NHS Greater Glasgow &amp; Clyde:</b>   | None   |
| <b>Direction Required to Council, Health Board or Both</b> |  |
| <b>Direction to:</b>                                       |  |
| 1. No Direction Required                                   | <input type="checkbox"/>   |
| 2. Glasgow City Council                                    | <input checked="" type="checkbox"/>  |
| 3. NHS Greater Glasgow & Clyde                             | <input type="checkbox"/>   |
| 4. Glasgow City Council and NHS Greater Glasgow & Clyde    | <input type="checkbox"/>   |

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### 1. Purpose

- 1.1 To advise the Integration Joint Board of justice social work plans for investment in 2022-23 following the allocation of **£2,323,467** additional grant funding from Scottish Government for the purposes of supporting covid-related justice recovery and increasing capacity to undertake bail assessments.
- 1.2 To provide an update to the Integration Joint Board on the progress in utilising pandemic recovery funding allocated in 2021-22 the full details of which were set out in previous reports submitted to the IJB on [05 May 2021](#) and [23 June 2021](#).

### 2. Background

#### 2.1 Grant Allocation 2021-22

- 2.1.1 On 29 March 2021, justice social work was advised by letter that the Criminal Justice Board had agreed to the distribution of an additional £50 million over 2021-22, to establish additional court capacity and contribute to the wider associated costs across the justice system, including community justice, prisons, and legal aid. From this budget, £11.8 million was allocated for use by justice social work in directly addressing the impact of the pandemic. The funding of this was determined by the justice social work funding formula and amounted to a total share for Glasgow City HSCP of **£1,897,364**.
- 2.1.2 In addition to this, Glasgow received a share of £2.5 million which was made available for the commissioning of third sector services to support recovery work and bolster justice social work services. The funding for Glasgow City HSCP calculated using the justice social work formula, amounted to **£401,984** and was included alongside the pandemic related fund described above. The total covid-related grant allocation in 2021-22 was **£2,299,348**.

#### 2.2 Grant Allocation 2022-23

- 2.2.1 On 02 March 2022, the Scottish Government announced £15 million would be awarded to justice social work to support ongoing pandemic recovery and transformation work. An increase of £3.2 million from the previous year.
- 2.2.2 To maintain consistency with funding arrangements set out in 2021-22, it was agreed with Ministers and COSLA in December 2021 that £11.8 million would be distributed using the same formula as last year, allowing local authorities to utilise this as required with the aim of building capacity and resilience. For financial year 2022-23 the award to Glasgow City HSCP has been confirmed as **£1,897,364**.

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- 2.2.3 From the £3.2 million funding remaining, it was been agreed that £2.65 million will be distributed amongst all local authorities using the justice social work funding formula and distribution methodology agreed by COSLA. This funding is ring fenced and is for the purpose of increasing local authority justice social work capacity for undertaking bail assessment and strengthening bail supervision across Scotland. It has been confirmed that Glasgow City HSCP allocation from this fund will be **£426,103**. The total covid and bail-related grant allocation for 2022-23 will be **£2,323,467**.

### 2.3 Justice Social Work Progress - 2021-22 Grant

- 2.3.1 As set out in the reports to the Integration Joint Board on 05 May 2021 and 23 June 2021, justice social work utilised the additional grant funding in 2021-22 in a variety of ways to address the impact of the ongoing pandemic and invest in community justice services in Glasgow. One example of how we used the funding was to increase the capacity of our unpaid work commissioned service. In 2021, we made good progress in tackling the backlog of unpaid work hours and the service is now in a more stable position given this additional investment.
- 2.3.2 Alongside our recovery programme, we embarked on a transformation agenda to renew existing services and develop new initiatives to ensure we emerge from the pandemic with contemporary, stronger, and more resilient service provision. The recruitment of staff has been critical to enhancing existing projects, developing new services and future proofing services in advance of anticipated increased court activity.
- 2.3.3 There remained a significant challenge throughout 2021-22 with spending in-year grant funding with no provision to carry this forward into the next financial year. Despite best efforts we have reported an underspend of £780,865 for financial year 2021-22. We have advised Scottish Government of this position and detailed the challenges we faced in spending the full grant allocation in a report to the Scottish Government in October 2021.
- 2.3.4 The recruitment and retention of staff has had the biggest impact on our underspend. We experienced significant delays in the recruitment process. There are several posts which remain vacant an issue we hope to resolve by the start of the next financial year.
- 2.3.5 We also experienced issues with the commissioning and procurement of services. Our commissioning processes have been challenged by the nature of the in-year grant funding, as tendering for new services can take considerable time and we had no guarantee of future funding. Given the funding uncertainty the decision was taken not to tender for a larger contract, but rather to vary existing commissioned contracts. We met legal challenges with some of our requests to vary contracts and although we managed to do so for some under COVID regulations, varying other contracts was not straightforward and for two services our commission services were not able to find a solution within the timescales.

Table 1 provides a breakdown of the 2021-22 outturn:

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Table 1

|   | Allocation  | Total YTD Spend | Variance  |
|---|-------------|-----------------|-----------|
| <b>Justice Covid Recovery Direct/Purchased Services</b>                 |             |                 |           |
| Employee Costs  | £ 1,184,128 | £868,371        | £-315,757 |
| Purchase of Service   | £ 713,235   | £317,716        | £-395,519 |
| Total   | £ 1,897,363 | £1,186,088      | £-711,275 |
|   |             |                 |           |
| <b>Justice Covid Recovery 3<sup>rd</sup> Sector spend (ring fenced)</b> |             |                 |           |
| Third Sector Spend  | £ 401,985   | £332,395        | £-69,590  |
| Total   | £ 401,985   | £332,395        | £-69,590  |
|   |             |                 |           |
| <b>Total Justice Recovery Allocation</b>                                |             |                 |           |
| Employee Costs  | £ 1,184,128 | £868,371        | £-315,757 |
| Purchase of Service   | £713,235    | £317,716        | £-395,519 |
| Third Sector Spend  | £401,985    | £332,395        | £-69,590  |
| Total   | £2,299,348  | £1,518,483      | £-780,865 |

#### 2.4 Justice Social Work Proposal - 2022-23 Grant

- 2.4.1 The proposal which the IJB is being asked to consider and approve today is for justice social work to retain the staff recruited in 2021-22 and to enhance our unpaid work commissioned service for another year. Alongside, these proposals we would propose to recruit additional bail staff to ready ourselves for the implementation of Electronic Monitoring Bail which is due to be launched in May 2022.
- 2.4.2 As detailed in Table 1, the additional grant in 2021-22 was mostly used to increase staffing levels in line with Scottish Courts and Tribunal Service (SCTS) recovery modelling predictions. These posts bolstered our capacity to manage the increase in Community Payback Orders and Criminal Justice Social Work Reports, as SCTS work through the backlog of court cases. There remains a significant backlog of court business and we are anticipating an increase in overall orders and reports from court in 2022. We would ask the IJB to approve the retention of these staff to ensure we have sufficient staffing capacity in place to deal with an increase in court activity.
- 2.4.3 We recruited staff last year as part of a number of new initiatives namely an improvement programme for diversion from prosecution, the creation of the Glasgow Youth Court Team and the enhancement of domestic abuse provision across justice social work services. Due to delays in recruitment some of these projects did not commence until Autumn 2021. We therefore have not had sufficient time to evaluate their success and impact and would ask the IJB to approve the retention of staff to allow these new initiatives to continue.

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- 2.4.4 Prior to the pandemic, one of our commissioned unpaid work services provided 85 unpaid work placements each week across 7 days. In June 2021, we enhanced this service by creating an additional 75 placements across 7 days. This has had a significant impact on our ability to work through the backlog of unpaid work hours amassed due covid restrictions. We would ask the IJB to approve the extension of this provision for another 12 months we will fund this from our core section 27 budget as additional funding as being made available within this grant allocation. This will ensure there is capacity in the system to deal with the ongoing pressures associated with covid and the anticipated increase in unpaid work orders in 2022-23.
- 2.4.5 Improving bail services at Glasgow Sheriff Court has been a key priority for justice social work in Glasgow for the past 3 years and we have seen this service grow and develop. The overall objective of the additional grant funding for bail, as set out in the grant letter, is to increase local authority capacity for undertaking bail assessment and ensuring bail supervision is available across all parts of Scotland. This is consistent with our commitment to working with key justice partners to shift the balance between use of custody and justice in the community and to invest in alternatives to remand, as set out in the Vision for Justice and Programme for Government [Vision for Justice](#)
- 2.4.6 The ring-fenced allocation of **£426,103** will specifically support the objectives of having assessments for all forms of bail, including the introduction of Electronic Monitoring Bail in May 2022. In addition, this increased capacity will support our efforts to work with other local authorities more collaboratively to ensure bail assessments for people who do not reside within the Glasgow area can be undertaken.
- 2.4.7 We would ask the IJB to approve the recruitment of three additional bail officers to ensure we are able to carry out bail assessments for everyone being processed via Glasgow Sheriff Court. We would also propose to fund our commissioned bail support service and our commissioned lived experienced mentoring service from this ring-fenced budget. Both services will work with those made subject to bail to offer an enhanced support service.

Table 2 provides a breakdown of the proposed spend for 2022-23:

Table 2

| PROPOSED SPEND                                  |  |                       |                      |
|---|--|-----------------------|----------------------|
| JUSTICE COVID RECOVERY ALLOCATION<br>£1,897,364 | PROCUREMENT/<br>TENDERING/TEMPORARY<br>RECRUITMENT | NUMBER<br>OF<br>POSTS | VALUE OF<br>PROPOSAL |
| Head of Service                                 | In post  | 1                     | £100,395             |
| Team Leader MARAC                               | In post  | 1                     | £65,050              |
| Team Leader Locality based                      | In post  | 3                     | £195,149             |
| Team Leader - Youth Court                       | In post  | 1                     | £65,050              |
| QSW Youth Court                                 | In post  | 2                     | £117,316             |

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|---|--------------------------|-------------|-------------------|
| QSW - Locality based                        | In post                  | 10          | £568,428          |
| QSW -Clyde Quay Project                     | In post                  | 1           | £53,446           |
| Community Custody Hub                       | In post                  | 1           | £53,446           |
| Training officer                            | To be recruited          | 1           | £49,117           |
| QSW Norm                                    | In post                  | 2           | £109,589          |
| QSW - Caledonian Programme                  | In post                  | 2           | £117,316          |
| Women's workers - VAWG                      | In post                  | 3           | £130,793          |
| Social Care Worker Tomorrow's Women Project | In post                  | 2           | £87,196           |
| Social Care Worker London Road              | In post                  | 1           | £48,234           |
| Administrative staff                        | To be recruited          | 5.5         | £143,712          |
| <b>TOTAL</b>                                |                          | <b>36.5</b> | <b>£1,904,235</b> |
|   |                          |             |                   |
| <b>BAIL SUPERVISION ALLOCATION £426,103</b> |                          |             |                   |
| Social Care Workers                         | in post (2), recruit (3) | 5           | £209,992          |
| Bail Service                                | Commissioned Service     |             | £79,500           |
| Peer Mentoring Service                      | Commissioned Service     |             | £116,000          |
| <b>TOTAL</b>                                |                          | <b>5</b>    | <b>£405,492</b>   |
|   |                          |             |                   |
| Total Allocation                            |                          |             | Total Spend       |
| <b>£2,323,467</b>                           |                          | <b>41.5</b> | <b>£2,309,727</b> |

### 3. Conclusion

- 3.1 We are cognisant that we did not spend the full grant allocation in 2021-22 and have learned lessons from the processes we followed last year. We now have staffing in post and commissioning arrangements in place to extend our unpaid work provision. There remains a risk and challenge associated with in-year short term funding and we will make every effort to ensure we recover the total grant of **£2,323,467** in 2022-23.

### 4. Recommendations

- 4.1 The Integration Joint Board is asked to:
- a) Note the proposal outlined in this report; and
  - b) Approve the proposed spend in principle and acknowledge risk associated with short term funding.



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## Direction from the Glasgow City Integration Joint Board

|    |  |   |
|----|--|---|
| 1  | Reference number   | 270422-08   |
| 2  | Report Title   | Justice Social Work Pandemic Recovery Grant Proposal  |
| 3  | Date direction issued by Integration Joint Board   | 27 April 2022   |
| 4  | Date from which direction takes effect   | 27 April 2022   |
| 5  | Direction to:  | Glasgow City Council only   |
| 6  | Does this direction supersede, revise or revoke a previous direction – if yes, include the reference number(s) | No  |
| 7  | Functions covered by direction   | Justice Social Work Services  |
| 8  | Full text of direction   | Glasgow City Council is directed to implement the proposals as outlined in this report in relation to the Scottish Government grant award received by justice social work to support covid recovery work. |
| 9  | Budget allocated by Integration Joint Board to carry out direction   | The budget allocated to implement the proposals outlined in this report is £2,323,467   |
| 10 | Performance monitoring arrangements  | In line with the agreed Performance Management Framework of the Glasgow City Integrated Joint Board and the Glasgow City Health and Social Care Partnership   |
| 11 | Date direction will be reviewed  | April 2023  |

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