



Item No: 9

Meeting Date: Wednesday 27th April 2022

Glasgow City Integration Joint Board

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

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COVID 19 Pandemic Response Grant and Mental Health & Emotional Wellbeing Services for Children, Young People and their Families

Purpose of Report:

To advise the IJB of the plan for the 21/22 underspend of funding for Tier 1 and Tier 2 mental health supports for children and young people, which has been approved for carry forward to 22/23 by Scottish Government.

To advise the IJB of the plan for the 21/22 underspend of the pandemic mental health funding, which has also been approved for carry forward to 22/23 by Scottish Government.

To seek IJB approval for the plan for this additional funding for mental health and pandemic mental health support and endorsement of the proposed investment in services outlined.

Background/Engagement:

Scottish Government has confirmed that the underspend from both mental health support at tier 1 and 2 levels, and pandemic mental health support for children and young people can be carried forward into 22/23. This provides additional funding of £2,207,551 for mental health support in 22/23.

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

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	Council Corporate Management Team <input type="checkbox"/> Health Board Corporate Management Team <input type="checkbox"/> Council Committee <input type="checkbox"/> Update requested by IJB <input type="checkbox"/> Other <input type="checkbox"/> Not Applicable <input checked="" type="checkbox"/>
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Recommendations:	The Integration Joint Board is asked to: a) Note the contents of the report; b) Approve the plan to expand community mental health and wellbeing supports; c) Approve the plan to address the impact of the pandemic on mental health; d) Note the need to report to Scottish Government at prescribed time intervals; and e) Seek a further progress report to IJB in March 2023, ensuring that the views of young people are incorporated, and the outcomes evidenced.
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Relevance to Integration Joint Board Strategic Plan:

Community Mental Health and Wellbeing Framework

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 for mental health 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. The plan for this funding builds on the developments outlined in the paper approved by IJB in March 2022 ([March 2022](#)).

Tier 1 and 2 Community Mental Health Supports

The main objectives of the Grant are to:

- Deliver mental health support, in line with the principles of GIRFEC

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- Develop and build on effective approaches to addressing the mental health needs of children and young people aged 4 – 25
- Develop a whole systems approach to addressing mental health needs
- Respond to the factors which contribute to poor mental health, including poverty, homeless and substance use
- Focus on providing preventative support, at the earliest opportunity to prevent escalation
- Provide visible and easily accessible supports and services
- Provide services that are delivered by a skilled workforce
- Develop and evaluate services in collaboration with children and young people

Addressing the Mental Health Impact of the Pandemic

The main objectives of the Grant are to:

- Support the mental health and emotional wellbeing of children, young people and their families where issues have arisen as a result of the pandemic.
- Deliver services according to local need.
- Direct services at children and young people aged 5 to 24 (26 if care experienced), their families and carers.

The proposal outlined below is to address the impact of the pandemic on children and young people, and to strengthen tier 1 and 2 supports and services.

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 shift the balance of care, and secure better outcomes for all of our children and young people. Good mental health and wellbeing remains fundamental to this aspiration.
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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 incorporate strengths-based and trauma informed practices into their approach. The aim is to promote a high quality and consistent preventative and early 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>The investment will also seek to support young carers and supplement the current work done in this area, and complement the aspirations and objectives of the Family Support Strategy.</p>
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, help families and professionals to navigate the services available, and optimise children's and families' experience of frontline practice.</p>
Equalities:	<p>An EQIA has been undertaken (EQIA Children's Services Transformation Programme 2022 - 25) in order to ensure that the range of 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 to assist earlier access and support to all families who require a service across the city.</p>
Fairer Scotland Compliance:	<p>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.</p>

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Financial:	<p>Scottish Government has approved the carry forward of £1,013,260 from the underspend in 21/22 to develop and expand community wellbeing and mental health supports, in addition to the allocation of £1,759,000 provided for 22/23. The plan for the £1.7m has already been approved by IJB on 23/03/22; this report is seeking approval of the plan for the non recurring carry forward funding.</p> <p>Scottish Government has also approved the carry forward of £1,194,291 from the underspend in 21/22 to address the impact of the pandemic on mental health. This report outlines the plan for this non recurring carry forward funding.</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:	<p>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 and protection needs.</p>
Economic Impact:	<p>There will be positive economic impacts at a local neighborhood level as services are expanded to meet children and young people's mental health needs at tier one and tier two level, through preventing escalation to specialist services and addressing the delays caused by inappropriate referrals to more targeted services.</p>
Sustainability:	<p>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 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>

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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 further develop a range of mental health and wellbeing 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 (which is currently supporting around 9,000 children and young people, and their families) and the demands on Specialist Children’s Services and CAMHS.</p> <p>This funding will help to mitigate the impact of the pandemic on children, young people and families’ mental health, and 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 and wellbeing 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 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 reports presented to IJB in [January 2021](#), [May 2021](#), [September 2021](#), and [March 2022](#) which sought approval for the strategic direction, and the initial plan for the use of the streams of mental health funding, in the context of their alignment with the wider children's services transformational change programme. This report sets out the plan for the underspend in the tier 1 and 2 community supports and the funding to address the mental health impact of the pandemic, which has been approved for carry forward by Scottish Government to spend in 2022/23. The plan for this funding has been developed by the Assistant Chief Officer for Children's Services, in partnership with the Senior Leadership team for Children's Services, Health Improvement, Education, and Third Sector Interface.

2. Background

- 2.1. This paper sets out the financial plan for the remaining £1,013,260 which has been reallocated for 2022/23 by Scottish Government to further expand tier 1 and 2 mental health supports. This funding was awarded "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 1.

The plan for the £1,194,291 which has been approved for carry forward into 2022/23 by Scottish Government to address the mental health impact of the pandemic is outlined in Table 2.

- 2.2. Given the short-term nature of this funding in that it is issued by Scottish Government as a one-year allocation and not recurring funding, there have been some ongoing challenges in relation to the timescales for planning and procuring services, therefore appropriate methods continue to be explored to govern this funding. Under these funding constraints, the HSCP will utilise negotiated awards procedures and other similar approaches. All exercises will be undertaken in line with the relevant standing orders/ statutory financial instruments of the Council and the Health Board.

3. Financial Plan

Tier 1 and 2 Community Mental Health Support

- 3.1 This phase of funding will primarily be allocated to expand third sector mental health support, and to strengthen and expand current approaches to addressing children and young people's mental health needs that are working well.

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- 3.2 Funding will be allocated to further enhance the system of third sector support available to children, young people and families in their local communities. This will help to strengthen neighbourhood supports, and to address waiting lists and delays for services, as well as divert children, young people families away from more targeted services in circumstances where a clinical intervention is not required. This will be done through the issue of grant funding and will be used as a test of change to ascertain the benefits of utilising this form of funding to support third sector organisations to offer local supports.

In focusing on improved neighbourhood early help, prevention and diversion from acute services, the grants will enable a range of community organisations to provide effective support and meet the diverse wellbeing needs of children and young people. This strategy will enhance the whole system of family support in Glasgow, through coordination of community support with work in primary care, community connections, school counselling, tier 1 and 2 mental health services, Youth Health Service, and CAMHS and ASD waiting times. Issuing grants to community-based, neighbourhood organisations is in line with the ambitions of the transformational programme, GIRFEC and the aspirations of the Promise, and will connect children and young people to local initiatives, offering an alternative route to accessing support, particularly for young people who may be less comfortable in engaging with support offered through other routes (e.g. those accessed through school, onward referral by health and social work etc.). The impact of this additional funding will be subject to ongoing monitoring and evaluation, and reported to IJB and Scottish Government.

- 3.3 Funding is also being allocated to expand the capacity of the Youth Health Service, particularly in relation to progressing referrals; to enhance services for LGBT+ children and young people; to implement the recommendations of the 'Mental Health and Wellbeing of Black and Minority Ethnic Children and Young People in Glasgow (BME Scoping Report)'; to conduct a pilot study into the feasibility of developing a peers support model to address the mental health needs of children and young people with a diagnosed neurodevelopmental condition; to expand a neighbourhood individual and group work approach to addressing young people's mental health needs in their local community; and to extend support for carers to address the mental health needs of children and young people following the pandemic.
- 3.4 Included in the report is a proposal to introduce an anonymised online mental health support platform for children aged 10 – 16 years, to complement the existing online platform which is aimed at young people aged from 16 to 24 years, and to fund accredited training for residential staff and teachers to address children and young people's mental health needs.
- 3.5 The £1,013,260 in additional funding for 2022/23 is being deployed with the £1,759,000 already allocated for 2022/23 to further develop community mental health and wellbeing supports. The plan for the £1.7m was reported to the Integration Joint Board on 23 March 2022.

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- 3.6 Table 2 shows the plan for the reallocated funding of £1,194,291 to address the mental health impact of the pandemic. The proposal is to use this funding to issue families with a Wellbeing Activity Budget over the summer, following the positive feedback from the Winter Payments received by families, and the evidence that this helped to address families’ mental health needs. Families will receive a payment of approximately £300 per child/ young person (this figure will be finalised when all eligible nominations are received in order to ensure an equal payment for all families). The payments will be issued to enhance wellbeing and mental health, particularly in circumstances where the child, young person or family has been adversely affected by the pandemic, poverty and/ or by disruption in support (e.g. children living in SIMD 1 and 2 areas, on the waiting list for wellbeing/ mental health support etc.). The initiative will aim to allow the child, young person and family to determine how best to meet their emotional, anxiety and mental health and wellbeing needs. Similar to the process for administering the Winter Social Protection Fund, the HSCP will administer a survey to capture feedback from children, young people and families on the impact of the Activity Budget on their wellbeing, and this will be reported to the IJB and Scottish Government.
- 3.7 The overall spend will continue to be monitored, with monthly reports to Scottish Government, and the Children’s Services team will continue to look for opportunities to strengthen support to children, young people and families, and will update the IJB accordingly.

Table 1: Financial plan for the reallocated funds of £1,013,260 to develop and expand community wellbeing and mental health supports		
Focus area	Detail of spend and development work so far	In year cost to March 22
HSCP Services		
Youth Health Services – 1 x Band 3 Business Support posts and 1 x Band 6 Nursing post	YHS is operating a highly successful model, but requires more nursing and administration capacity to deal with the high volume of unallocated referrals.	£88,425
Third Sector Services		
Provision of grant funding to support community-based organisations	Distribution of grant funding to third sector community-based organisations specialising in tier 1 and 2 mental health support. This will be subject to a formal application process and monitoring of outcomes delivered for funding issued.	£500,000
Mental health support for LGBTQI+ children and young people	Third sector support to meet specific needs of children and young people aged 18 – 25, expanding services currently provided.	£20,000

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Extension of pilot project within the Youth Health Service aiming to extend support to parents/ carers	Third sector support to parents of children and young people referred to YHS	£70,000
Individual and group prevention and early intervention mental health programmes	Expansion and evaluation of community children and young people's mental health model developed in North East Glasgow	£36,000
Improving mental health support for children, young people and families within Black and Minority Ethnic communities	This funding will be utilised to implement the recommendations published in the BME scoping report report in order to improve approaches to addressing the mental health needs of children, young people and families from Black and Minority Ethnic communities	£35,000
Scoping study to pilot the development of a peer support model for families with children and young people with neurodevelopmental needs	This pilot would explore the feasibility of a peer support model to support families of children and young people to improve the mental health of children and young people diagnosed with a neurological condition.	£41,335
Mental health kinship support	Continuation of Notre Dame Kinship Service for post-pandemic support for carers up to March 2023, 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
Glasgow City Council Education Services		
Online mental health support	Online anonymised support to improve mental health and wellbeing of children aged 10 – 16 years (to complement the existing online support platform for young people aged 16 – 24 years)	£98,000
Teacher mental health training programme within primary schools	Accredited mental health training for 10 residential staff and teachers to address primary school aged children's mental health needs	£80,000
Total		£1,013,260

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Table 2: Financial plan for the reallocated funding of £1,194,291 to address the mental health impact of the pandemic

Focus area	Detail of spend and development work so far	Cost
Direct Wellbeing Activity Budget payments to families with children and young people living in the community	The fund will be split into approximately 3,980* payments of £300* per child/ young person, which will be issued to families in the community to address their wellbeing needs. Children and young people who have been adversely affected by the pandemic, poverty and/ or by disruption in support will be eligible for the payment (e.g. children living in SIMD 1 and 2 areas, on the waiting list for wellbeing/ mental health support etc.). * These figures will be adjusted based on the number of referrals to ensure an equal payment for all children and young people.	£1,194,291
Total Spend		£1,194,291

4. Context

- 4.1 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.
- 4.2 Scottish Government are seeking regular monthly progress reports on this funding.
- 4.3 These developments are part of the wider whole system change work 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 line with the integration agenda for 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 reallocated funding to develop and expand community mental health and wellbeing supports;
 - c) Approve the plan for the reallocated funding to address the mental health impact of the pandemic;
 - d) Note the need to report to Scottish Government at prescribed time intervals; and

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- e) Seek a progress report to IJB in March 2023, 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	270422-9
2	Report Title	COVID 19 Pandemic Response Grant and Mental Health & Emotional Wellbeing Services for Children, Young People and their Families
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 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 supports for children, young people and families according to the plans for funding outlined in this paper, with an initial review of the outcomes achieved in March 2023.
9	Budget allocated by Integration Joint Board to carry out direction	The total funding remaining for the development and expansion of tier 1 and 2 supports is £1,013,260, and £1,194,291 has been reallocated to address the mental health impact of the pandemic.
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 2023

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