



**Item No: 9**

**Meeting Date: Wednesday 22<sup>nd</sup> September 2021**

## **Glasgow City Integration Joint Board**

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

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**Phone: 0141 276 5880**

### **Scottish Government Funding for Improved Mental Health Services and Winter Plan for Social Protection Support for Children and Young People**

**Purpose of Report:**

To advise the IJB of the plan for the remaining funds following the new investment in Tier 1 and Tier 2 mental health supports for children and young people by the Scottish Government.

To advise the IJB of the plan for allocating the remainder of the Winter Plan for Social Protection Fund.

To seek IJB approval for the plan for the Scottish Government's additional mental health and Winter Plan for Social Protection 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 levels, for planning and preparation costs relating to the development and delivery of new and enhanced community mental health and wellbeing services for children and young people aged between 5 and 24, and their families and carers.

Scottish Government has also allocated Winter Plan for Social Protection funding in order to address staffing issues in children's houses, the workload associated with the Children's Hearing recovery process, and the disproportionate impact of the pandemic on the most disadvantaged young people.

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<b>Recommendations:</b>	The Integration Joint Board is asked to:  a) Note the contents of the report; b) Approve the plan for the remainder of the funding to develop and expand community mental health and wellbeing supports; c) Approve the plan for the remainder of the Winter Plan for Social Protection funding; d) Approve the proposed change in use of £105,000 previously approved by IJB on 05 May 2021; e) Note the need to report to Scottish Government at prescribed time intervals; and f) 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:

#### **Community Mental Health and Wellbeing Framework**

The IJB Strategic Plan 2019-22 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.

#### **Winter Plan for Social Protection**

The main objectives of the Grant are:

- To address staffing issues in local authority residential children's houses and to work with third sector providers in the local area to ensure adequate staffing arrangements which will mitigate the spread of the virus and ensure continuity of care. Funding can also be used if required to enable some flexibility to support fostering services affected by Covid-19 pressures.

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- To support the additional workload involved in additional Children's Hearings activity as part of the Children's Hearings Recovery Plan adopted in November 2020 to service outstanding referrals and deferred orders requiring additional hearings slots, and to support overtime and/or additional staff to cover the extra workload.
- To address the disproportionate impact of the pandemic on the most disadvantaged children and young people, including disruptions to transitions out of care for care leavers and disruptions to transition planning for children with complex needs. Funding can support a variety of interventions including Direct Aid (sections 12 & 22) budgets within social work to enhance support to vulnerable families, additional/enhanced tutoring and mentoring programmes, the augmentation of Self-Directed Support for those families of disabled children and youth work to intervene with those most at risk of sexual exploitation.

The proposal outlined below is to address the disproportionate impact of the pandemic on children and young people, through funding of a Child Poverty post, and direct payments to families.

### Implications for Health and Social Care Partnership:

#### Reference to National Health & Wellbeing Outcome:

This proposals within this report will contribute to meeting several of the health and wellbeing outcomes, specifically outcomes 3,4,5,6,7 and 9.

#### 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.

#### Carers:

Carers will benefit from increased mental health and Winter Plan for Social Protection 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 need, 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.

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	<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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<b>Provider Organisations:</b>	<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> <p>The Child Poverty post will link in with a number of providers to align work across the system in order to provide seamless and effective joined up supports for families.</p>
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<b>Equalities:</b>	<p>An EQIA will be undertaken 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.</p>
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<b>Fairer Scotland Compliance:</b>	<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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<b>Financial:</b>	<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 initial phases of funding were reported into the IJB on 27/1/21 and 05/05/21. This report is seeking approval of the plan for the remaining £814, 873.</p> <p>Scottish Government also allocated £4,220,106 to implement the Winter Plan for Social Protection, with a proportion specifically allocated to supporting vulnerable children. This report outlines the plan for the remaining funds.</p>
<b>Legal:</b>	<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>
<b>Economic Impact:</b>	<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 moreover the delays caused by inappropriate referrals to more targeted services (often in the absence of other appropriate supports at community level).</p>
<b>Sustainability:</b>	<p>None</p>
<b>Sustainable Procurement and Article 19:</b>	<p>The procurement process will meet all legislative requirements, and article 19 of the UNCRC.</p>
<b>Risk Implications:</b>	<p>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.</p> <p>Failure to administer the Winter Plan for Social Protection direct payments risks exacerbating the economic impact of the pandemic on families.</p>

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<b>Implications for Glasgow City Council:</b>	<p>This funding has the potential to 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 10,500 children and young people, and their families) 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>
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<b>Implications for NHS Greater Glasgow &amp; Clyde:</b>	<p>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.</p>
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<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 type="checkbox"/>
3. NHS Greater Glasgow & Clyde	<input type="checkbox"/>
4. Glasgow City Council and NHS Greater Glasgow & Clyde	<input checked="" type="checkbox"/>

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### 1. Purpose

- 1.1. This report is a follow up to the reports presented to IJB in [January 2021](#), [March 2021](#) and [May 2021](#), which sought approval for the strategic direction, and the initial plan for the use of the Mental Health and the Winter Plan for Social Protection funding, 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 remaining £814,873 which has been awarded for 2021/22 by Scottish Government, and an overview with the progress of the spend so far. 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 allocating the remainder of the Winter Plan for Social Protection Fund (approximately £800,000) is also outlined in Table 2.

- 2.2. Given the short-term nature of this funding allocation (one-year non-recurring), there have been some 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 used to support the development of a Children and Young People's Networking Team, which will help to direct children, young people and their families into the range of tier 1 and 2 mental health and wellbeing supports. The team of Networkers will also help professionals who are looking to identify appropriate supports to support children's mental wellbeing. As well as improving the connectedness of services, this work will also help to build an understanding of the range of neurodiversity needs across the partnership, which will help to ensure that children, young people and their families are routed to the right service, in line with the philosophy of GIRFEC (Getting It Right For Every Child).

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- 3.2 A recent analysis of the Child and Adolescent Mental Health Service (CAMHS) waiting list suggested that it is inflated by the number of children with specific neurodevelopmental needs and anxiety issues which could be more appropriately addressed through other types of support (particularly in cases where children and young people may not require or benefit from a formal diagnosis). There are also examples of inappropriate referrals (e.g. anxiety caused by moving class at school, and anxiety about the pandemic) which may be linked to a lack of understanding of the purpose and remit of the CAMH service. Networkers will be able to work with these families, therefore providing a direct source of earlier intervention support to the families of children and young people on the waiting list, pending formal assessment of their need. This will address an unmet need in the system currently for families who do not meet the criteria for a CAMHS service, but have received no support in the time that they are waiting.
- 3.3 Funding is also being allocated to the development of a team of Health Care Support Workers who will sit within the CAMHS team but deliver tier 2 family support to families. This is in response to challenges in the way services have evolved over time, which has meant that more tier 2 level work is now being absorbed by tier 3 services. Clinicians have reported that, over time, tier 3 CAMHS practitioners have attempted to fill the gaps of tier 2 services, resulting in inadequate signposting and use of community supports that help with behaviour, sleep and neurodiversity. This is significantly reducing the time available to provide formal assessment and diagnosis and is leading to an exponential increase in the waiting time to receive a CAMHS service.
- 3.4 Included in the report is a proposal to fund two additional posts in the programme supporting pregnant mothers aged under 24 (and under 26 if care experienced) who have previously had children removed from their care and who are not in touch with any services. This is part of a wider programme of work and will involve recruiting two Healthcare Support Workers to engage with mothers, and to link them into appropriate health, wellbeing and practical supports to meet their needs, and to prepare them for having their child. A proportion of the funding will also be allocated to the Child Poverty Coordinator post, which will work with services to mitigate the impact of poverty and social inequalities on children, young people and families through aligning the efforts of practitioners and managers across the community planning partnership. Some funding is also being allocated to Glasgow Life to deliver the Family Activity Budget (FAB) project, which provides care experienced young people and their carers/ parents with a budget to use on local sporting and cultural activities to increase their social networks, skills and to improve their mental health and wellbeing. Funding is also being allocated to support Unaccompanied Asylum Seeking Young People through an 'Orientation to the City' course being delivered by HSCP staff to support young people with basic cooking and budgeting skills, and to introduce young people to English for Speakers of Other Languages (ESOL) activities as a gateway to further education and training. There is also some additional funding allocated to the targeted LGBTQI+ support programme to allow continued expansion of the service to support 18 – 25 year olds, as well as some funding for equipment and assessment tools to better meet the needs of children being supported by Specialist Children's Services. Finally, funding has been allocated to expand training for nursery nurses to strengthen their support to the families of children with disabilities, therefore addressing the mental health and wellbeing needs of children within education settings.

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- 3.5 The £1,737,000 funding for 2021/22 is being deployed with the previous £434,250 allocated at the end of 2020 to develop community mental health and wellbeing supports. The initial phases of funding were reported to the Integration Joint Board on the 27 January 2021 and 05 May 2021. Scottish Government granted permission for the underspend of £293,000 from the initial £434,250 funding award to be carried forward into the current financial year, and therefore Table 1 below shows the plan for the combined remaining funds.
- 3.6 Table 2 shows the plan for the remaining Winter Plan for Social Protection funding following the initial plan which was presented to IJB on 24 March 2021. The exact figure is to be confirmed (as payments are currently being arranged for families being supported by Family Nurse Partnership practitioners) but this is in the region of £800,000. The proposal is to use the remainder of the fund to issue direct payments to families, given the positive feedback about the impact on families, and the indirect benefits in relation to addressing power dynamics and promoting a sense of trust between practitioners and service users. A survey is currently being developed to capture more detailed feedback from families, but anecdotal accounts suggest that the funding may have contributed to reducing the number of children and young people who were taken into care in January 2021 (with one admission, as compared to the recent monthly average of 4 – 6), which has decreased from an average of 12 per month in previous years.
- 3.7 The tables below present the ‘in year’ spend – from December 2021 to March 2022 – as this is the projected spend within the current financial year, allowing for recruitment and commissioning processes. Based on the current advice, that the funding is to 31 March 2022, meaning that recruitment will be restricted to part year, this will result in an underspend of £311,988. The spend will continue to be monitored, 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.

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<b>Table 1: Financial plan for the remaining funds to develop and expand community wellbeing and mental health supports</b>		
<b>Focus area</b>	<b>Detail of spend and development work so far</b>	<b>In year cost to March 22</b>
<b>HSCP Posts</b>		
Children and Young People's Networking Team	1 x Band 7 temporary Project Manager post (to be managed by Central Parenting Manager and Specialist Children's Services Manager) Band 7 - £63,200 7 x Band 3 temporary Healthcare Support Workers - £30,600	£92,467
Tier 2 CAMHS Support Team	6 x Band 3 temporary Healthcare Support Workers (to be managed by Nurses working within CAMHS service)	£61,200
Community outreach support for pregnant young mothers	Funding for two temporary Band 3 Peer Mentor Healthcare Support Worker posts to support pregnant women under 24 (and under 26 if care experienced) who have previously experienced children being removed from their care, and who are not currently involved in services.	£20,400
<b>Seconded Post</b>		
Child Poverty Coordinator, seconded from Child Poverty Action Group	The cost of this temporary post (from October 2021 – March 2022) includes salary, employer costs, and CPAG management and consultancy fees.	£26,255
<b>Training and equipment</b>		
Autism Diagnostic tools	Materials to support diagnosis of autism	£33,216
Specialist Children's Services equipment	Health equipment - £5,200 Assessment tools - £12,152 Sensory and postural aids - £5,100 Physiotherapy equipment - £6,539 Speech and Language materials - £5,127 Play therapy - £779 Books - £1,760	£36,657
Mental health and wellbeing support for Unaccompanied	Cost to run five 'Orientation to the City' courses, covering travel, cooking activities, interpreter services, ESOL courses and tutors.	£24,340

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Asylum Seeking Young People		
Practitioner training to support the families of children with disabilities	3 days training, 1 day pre-accreditation workshop and accreditation over 1.5 days @ £1445 (ex VAT) for 30 practitioners	£43,350
<b>Third Sector Services</b>		
Mental health support for LGBTQI+ children and young people	Third sector support to meet specific needs of children and young people aged 18 – 25	£80,000
<b>Glasgow City Council Education Services</b>		
Online mental health support	Online anonymised support to improve mental health and wellbeing	£35,000
<b>Glasgow Life</b>		
Family Activity Budget (FAB) project, delivered by Glasgow Life	Funding for FAB project (with Glasgow Life contributing c£300,000), which provides care experienced young people and their carers/ parents with a budget to use on local sporting and cultural activities to increase their social networks, skills and to improve their mental health and wellbeing.	£50,000
<b>Total In Year Spend to Mar 22</b>		<b>£502,885</b>

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<b>Table 2: Financial plan for the remaining Winter Plan for Social Protection funds of c£800,000 (exact figure to be confirmed following administration of funds to families being supported by Family Nurse Partnership Service)</b>		
<b>Focus area</b>	<b>Detail of spend and development work so far</b>	<b>In year cost to March 22</b>
Direct payments to families with children living in the community	The remaining funds will be split into approximately 4,000 payments of £200, which will be issued to families in need in the community with no access to other funds and identified as a priority group by social workers and health visitors.	c£800,000
<b>Total Spend</b>		<b>c£800,000</b>

**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 Permission is also being sought from the IJB to change the allocation of £105,000 previously identified to provide “[e]xternal 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.” Given that the aim of this work is to create alignment within children’s services to provide high quality consistent support for children, young people and their families across all services, it is proposed that this funding is used to cover the support currently being provided by CELCIS to support whole system change within children’s services. This work is now supporting the work with the new third sector providers who will be delivering [Intensive Family Services](#), using an evidence-based approach to develop an effective collaboration, to ensure consistent, high quality support for families, regardless of the agency/ worker allocated. It has also recently been agreed that CELCIS colleagues will support the transformation work within Specialist Children’s Services. Given the similarity of this work to that detailed in the [previous report](#), and its relevance to strengthening the whole system of mental health and wellbeing support, it is proposed that the £105,000 is allocated to this contract in light of the tight timescales to administer this fund.

It should also be noted that there was an error in the previous IJB report in relation to the narrative about the supplementary school nursing service. The report suggested that the service would consist of 3 Band 3 posts, when in fact the funding calculation reflected the actual team composition of 4 Band 5 posts and 5 Band 3 posts (totalling £325,350 full year cost, as stated in the report, and taken into consideration in the total funding allocated to date).

4.3 Scottish Government are seeking regular progress reports on the impact of this funding.

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- 4.4 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 remainder of the funding to develop and expand community mental health and wellbeing supports;
- c) Approve the plan for the remainder of the Winter Plan for Social Protection funding;
- d) Approve the proposed change in use of £105,000 previously approved by IJB on 05 May 2021;
- e) Note the need to report to Scottish Government at prescribed time intervals; and
- f) 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**

<b>1</b>	<b>Reference number</b>	220921-9
<b>2</b>	<b>Report Title</b>	Scottish Government Funding for Improved Mental Health Services and Supports for Children and Young People
<b>3</b>	<b>Date direction issued by Integration Joint Board</b>	22 September 2021
<b>4</b>	<b>Date from which direction takes effect</b>	22 September 2021
<b>5</b>	<b>Direction to:</b>	Glasgow City Council and NHS Greater Glasgow and Clyde jointly
<b>6</b>	<b>Does this direction supersede, revise or revoke a previous direction – if yes, include the reference number(s)</b>	Yes, the text in the Direction which relates to the re-direction of £105,000 to the Intensive Family Services contract revises part of Direction 050521-7
<b>7</b>	<b>Functions covered by direction</b>	Children’s Services, Mental Health Services, Adult Services
<b>8</b>	<b>Full text of direction</b>	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 to provide Winter Plan for Social Protection 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. The Council and the Health Board are further directed to re-allocate £105,000 to the Intensive Family Services from the purpose agreed in the IJB report in May 2021, as outlined at 4.2.
<b>9</b>	<b>Budget allocated by Integration Joint Board to carry out direction</b>	The budget allocation to carry out this Direction consists of £502,885 for the development and expansion of tier 1 and 2 supports and circa £800,000 as part of the Winter Plan for Social Protection.

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<b>10</b>	<b>Performance monitoring arrangements</b>	In line with the agreed Performance Management Framework of the Glasgow City Integration Joint Board and the Glasgow City Health and Social Care Partnership.
<b>11</b>	<b>Date direction will be reviewed</b>	22 March 2022

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