



**Item No: 09**

**Meeting Date: Wednesday 27<sup>th</sup> January 2021**

## **Glasgow City Integration Joint Board**

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

**Contact: Dominique Harvey, Head of Service Planning**

**Phone: 0141 276 5880**

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

**Purpose of Report:**

To advise the IJB of the new investment for children and young people with respect to their mental health. To seek IJB approval for the initial plan for the Scottish Government's additional mental health support funding and endorse the proposed themes around investment.

**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 this report and the additional funding;
- b) approve the initial plan for the additional funding in year (2020/2021) and for the allocated £434,000;
- c) note the proposed themes with respect to the additional £1.3 million;
- d) seek a further updated report on the above combined spend and also the anticipated £1.7m for 2021/2022;
- e) note the request from Scottish Government, as specified in the grant letter, to report back on outcomes ensuring that the views of young people are incorporated;

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	<ul style="list-style-type: none"><li>f) note the preliminary template (available on request) submitted to Scottish Government and note the need for a further additional template incorporating the approved financial commitments;</li><li>g) note the involvement of a range of key partners in developing the plan, and the need for alignment to achieve a whole system response, and seamless pathways and good mental health outcomes for children and young people;</li><li>h) seek a report to IJB in March 2021 outlining proposal for full spend; and</li><li>i) seek a report to IJB in March 2022 to provide an update on impact and outcomes.</li></ul>
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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 “[d]evelop “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. This investment will compliment and indeed strengthen the integration across children’s services, 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 coherence and that support to children, young people and their families is coordinated, effective and the public pound is maximized.

**Implications for Health and Social Care Partnership:**

<b>Reference to National Health &amp; Wellbeing Outcome:</b>	This funding will contribute to all of the outcomes.
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<b>Personnel:</b>	Some staff will be directly impacted through the additional resource, as they may be asked to work differently to meet children and young people’s needs. For example, to build their understanding of neurodiversity to respond more effectively to needs when they initially emerge. Therefore avoiding escalation and long delays for support caused by waiting lists for services.
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<b>Carers:</b>	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 need which do not require more
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	<p>specialist support (e.g. from CAMHS). The aim is to provide a range of services which respond to all levels of needs. Also to support Carers (in addition to staff) with understanding the range of children and young people's needs. Providing a range of approaches to responding where a medical diagnoses is not appropriate or 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 more coordinated neighborhood approach in tandem with both Joint Support Teams in Schools and Primary Care 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.</p>
<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 which contribute to improving children and young people's mental health and wellbeing.</p> <p>The desire is for greater alignment, coherence and consistency around not only getting it right for every child, but around the child and families experience of practice.</p>
<b>Equalities:</b>	<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 groups of children with more complex, or specific needs, for example for the population of LGBT+ children, children with disabilities, children with Additional Support Needs and those with a range of neurodevelopmental needs.</p>
<b>Fairer Scotland Compliance:</b>	<p>Details of the finance arrangements and implications are included in this paper. Any service being commissioned from third sector providers will be governed through the HSCP commissioning arrangements.</p>
<b>Financial:</b>	<p>Scottish Government funding of £434,000 is available to March 2021, with a further £1.7million available for</p>

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	<p>2021/2022 (likely to be recurring, and with the 2021/2022 award still awaiting parliamentary approval).</p> <p>Funding of £1.3million has also been awarded as a one off payment to local authorities to meet the increased demand for mental health support throughout the pandemic.</p> <p>The existing HSCP workforce and our integrated Partners will provide additional resource in supporting and developing a whole system approach to support children and young people’s mental health needs.</p>
<b>Legal:</b>	<p>Normal legal processes and procedures for Glasgow City Council and the Health Board (e.g. in relation to commission processes, and involvement of trade unions in the development of practitioners’ roles etc.) will be followed in developing a whole system approach to supporting children and young people’s mental health 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 needs at tier one and tier two level. Consequently, 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>It has been suggested that the £1.7million award will be recurring, which will help to support more sustainable services.</p> <p>This work also aligns with the children’s transformational change programme, and 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 for 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 can also significantly act and contribute as a</p>

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	preventative force for Adult Mental Health and Adult Services generally.
<b>Sustainable Procurement and Article 19:</b>	The procurement process will meet all legislative requirements, and article 19 of the UNCRRC.
<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. 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>If approval for the plan outlined below is not granted, then there is a possibility of losing the initial £434,000 which has been awarded, as this cannot be rolled over into next year. Given the timescales, it is anticipated that some of this funding will be used to expand services that are currently working well to address children and young people's mental health needs.</p>
<b>Implications for Glasgow City Council:</b>	<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 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>
<b>Implications for NHS Greater Glasgow &amp; Clyde:</b>	<p>In line with the Greater Glasgow and Clyde Mental Health Framework, this funding aims to develop a whole system approach (in line with 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. This 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. Reducing the number of inappropriate referrals for waiting lists and ensure a more seamless pathway to</p>

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	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 seeking approval for the 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 plan has been developed initially by the Assistant Chief Officer for Children's Services and Heads of Service along with the Tier 1 and 2 Mental Health Group and further refined in collaboration with a range of stakeholders across the Community Planning Partnership and Children's Service Executive Group (CSEG).

### 2. Background

- 2.1 On the 23 October 2020, the Mental Health and Social Care Directorate of the Scottish Government confirmed an initial award of £434,250 (covering the current financial year) **"to deliver new and enhanced community based mental health and emotional wellbeing supports and services for children, young people, their families and carers"**, covering young people aged 5 to 24 (and up to 26 for care experience young people). In addition to the £434,000, the Scottish Government allocated each Partnership an additional **£62,000** for the planning and implementation of this fund. That sum has been allocated to the Health Improvement Team to supplement their planning capacity and assist in the integration of a whole system approach.
- 2.1. The spend is governed by the Community Mental Health and Wellbeing Supports and Services Framework, and underpinned by the principles of GIRFEC, the need to take a whole system approach, provide additionality to the services already offered by CAMHS and Education Services, promote ease of access, be provided by a competent and skilled workforce, and attend to the participation of children and young people in planning and measuring the impact of the support.
- 2.2. Scottish Government has indicated that Glasgow City Council will receive a further award of £1.737 million for the year 2021 – 22, subject to the approval of Parliament, and that this money is likely to be recurring. This is not as yet confirmed, but anticipated.

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- 2.3. In addition, a further £1,302,750 has been 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”**, which can be carried forward into the next financial year.
- 2.4. The aims of these grants are in alignment with the Children’s Services Change Programme, and the work to be funded through the Family Support tender, as well as current activity supported by the Care Experience Fund, and wider work within the HSCP. Key to ensuring the effectiveness of the vast amount of activity across the HSCP and wider Community Planning Partnership is the need to align the aims of the work, and ensure that children get the right help at the right time, in line with the aims of GIRFEC. Current work within children’s services, and which will continue throughout the family support tendering process, will focus on minimising delays and duplications caused by an ad hoc and random approach to referrals, and the associated duplication and delays due to children, young people and families being included on multiple waiting lists.
- 2.5. This work will also build an understanding of neurodiversity across the partnership, with robust pathways of support which will help to address the waiting list for the CAMHS service by increasing the quality and connectedness of services, and, crucially, increasing the range of supports available at Tier 1 and 2 levels. Recent analysis of the CAMHS waiting list suggests that the waiting list 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) which may be linked to a lack of understanding of the purpose and remit of the CAMHS service.
- 2.6. Core to this work is delivering consistently high quality practice across all services, which is strengths-based, trauma-informed and builds children, young people’s and families’ trust in services at the point their needs first emerge.
- 2.7. Our HSCP change and reform agenda maintains that the key to securing good outcomes for children, young people and families is to build an infrastructure of support which allows practitioners to deliver consistently high quality practice. The plan for this funding and other aligned investment is consequently to develop an evidence-informed approach to defining and operationalising strengths-based trauma-informed practice and building the infrastructure of supports required to ensure that practice is being delivered as intended. Key to this work is to develop training and coaching programmes, along with the data and administration processes, that are aligned to the successful implementation of this practice. This has implications for funding additional Link Workers and Coaches within the system with a specific role to strengthen practice across the system, and to promote a consistent strengths-based approach. The HSCP is therefore keen to work with a range of partners in a process of exploration, in order to

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build a shared understanding of the evidence in relation to effective implementation of well-defined practices, and over time, to promote successful implementation of these practices to meet the needs of children, young people and families in Glasgow.

- 2.8. This investment and the objectives are intended to coordinate a response not only to mitigate the impact of COVID 19, but to address the key aims and priorities set out by the Scottish Government and COSLA to respond to current and emerging mental health challenges for young people.
- 2.9. It is critical that within the Health and Social Care Partnership there is an integrated approach that coordinates Children's Services, Adults Services, Mental Health, Health Improvement and Primary Care supports. Moreover, it is essential that this investment is aligned to the investment in Perinatal, Infant Mental health and School Counselling through Education. The desire will be to coordinate and connect this across the integrated children's planning arrangements, the Community Planning arrangements and across the Health and Social Care Partnership.
- 2.10. To that end, the investment must be aligned to the policy aspirations of Getting It Right For Every Child and the challenges encapsulated by the Independent Care Review and the ambitions outlined in the Promise. Within the HSCP this investment will seek to coordinate a comprehensive and integrated response across the transformational agenda and the GIRFEC network and spectrum of support.

### **3. Key System Thematic Priorities around Mental Health**

- 3.1. Analysis by the Children's Services Core Leadership Team through implementation of Getting It Right For Every Child and the transformational agenda, along with the working group and also Specialist Children's Services Managers, suggests that the priorities for addressing children and young people's mental health needs are to:
  - Create better alignment and more seamless pathways of support for children, young people and families, at tier 1 and 2 levels, and within children's neighbourhoods and communities.
  - Develop a shared understanding of neurodiversity, and develop consistent and aligned pathways of support to meet the full range of children and young people's needs.
  - Avoid escalation to clinical services and supports where this is not in the best interest of children, and minimise the need for children and young people accessing support through their GP and first response teams.
  - Reduce delays associated with waiting lists, and develop a clearer understanding among parents, carers and professionals of the role and remit of the Child and Adolescent Mental Health Service (CAMHS) in order to decrease the number of inappropriate referrals.
  - Provide support for parents, carers and professionals to understand the specific neurodevelopmental needs of children and young people, emphasising the need for a different approach to parenting which minimises

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distress, particularly for parents of children aged 5 to 12, for whom parenting needs are not addressed through existing approaches such as Promoting Positive Parenting (PPP).

- Build the infrastructure of support aiming to mitigate the impact of ACES, trauma and poverty, particularly for children aged between 5 and 12, for whom there are less services and supports available, with a focus on developing a more robust infrastructure of support to address mental health and wellbeing needs, at the earliest point, and to prevent escalation.
- Strengthen whole family support, and support for parents and carers, where their mental health/ substance misuse issues are having an impact on children.
- Attend to the emotional needs/ distress of brothers and sisters of young people experiencing mental health issues, in order to prevent them from developing similar/ associated issues.
- Improved partnership working and alignment of supports across the system, including from Education (members of Education SMT and members of the new Care Experienced Team have participated in the development of this plan).
- Ongoing methodological support to deliver the objectives of the transformational change programme for children's services, which aims to strengthen practice across the system, and provide a consistently high quality strengths-based, trauma-informed and timely response to children and young people's needs, in line with the principles of GIRFEC.

Scoping work has suggested that these priorities could be delivered through the:

- Creation of a new In-Reach Intervention Team of 4 FTE School Support Workers to deliver short term support to children, accessed via the Care Experience Team.
- Development of an Enhanced School Nursing team of Family Engagement Workers to support families at the level below the threshold for social work intervention and CAMHs, where there are concerns about the impact of family dynamics and routines on children's and young people's mental health.
- Continuing expansion of the Youth Health Service, integrated with schools and school counselling services, attending to young people's preferences for online vs. face to face support, and with targeted support for care experienced young people. The new targeted service will focus on 16 and 17 year olds, and the 18-24 age range (and up to age 26 for care experienced young people). This proposal is supported by the Assistant Chief Officer for Adult Services, and will draw on the learning from current available support, for example, as provided by Glasgow Association for Mental Health (GAMH). Only a small proportion of care experienced young people engage in this support, and this has been identified as a key gap in service.
- Creation of an Assistant Service Manager post to develop supports to vulnerable young people aged 16-24 years (including care experienced young people up to 26 years), and to transform accommodation services in Glasgow in order to improve the mental health and wellbeing of young people. The process will adopt a strengths-based, trauma informed approach to jointly delivering our corporate parenting responsibilities and to improving outcomes,

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including in relation to emotional wellbeing. This post will link with 16+ 3<sup>rd</sup> Sector accommodation providers, addiction services and children's and adult mental health services in order to provide holistic and targeted care and support, and to support seamless transition to adult services, where required.

- Expand the mental health Champions model being rolled out in Education Services to include HSCP colleagues and a range of other key partners in order to promote a consistent response to children and young people's mental health needs, with clarity in relation to messaging about mental health, and proactive connection and linkage with appropriate services. A key element of this work will be further workforce development and awareness in relation to neurodevelopmental needs, to support a more consistent and nurturing response to children and young people across the Partnership, as outlined above.
- Increased professional support and governance for youth workers to ensure a consistent strengths-based trauma-informed response, with a process for escalating and addressing concerns, as appropriate, and based on the individual needs of young people.
- Targeted work to meet the needs of specific cohorts of young people, including Black and Minority Ethnic children, children with Additional Support Needs, and LGBT+ children, for whom there has been an increase in the level of mental health issues. A focus on the LGBT+ population is particularly supported by the Assistant Chief Officer for Adult Services, as a key area for improved targeted support.
- Increased planning capacity within the Health Improvement team in order to support the coordination and alignment of the work to improve children and young people's mental health supports.

3.2. The plan for funding these services is outlined in more detail in sections 4.1 and 5.2.

## 4. The Financial Plan

4.1. The strategic themes and investments will focus on scoping, start-up costs, initial delivery, and developing the foundation for an aligned network of mental health services. The plan for the spend is divided into the plan for the spend of £434,000, up to March 2021, and the plan for investing the £3M over the next two years (£1.3m of non-recurring funds to provide scoping and initial start-up costs, which can be carried forward) and £1.7M (which is expected to be recurring). These proposals are subject to the appropriate approvals, financial and commissioning processes, as governed by the HSCP, and approved by the IJB.

4.2. Proposal for 'quick spend' of £434,00 (up to March 2021)

- Counselling and Mental Health support in schools and Youth Health Services c£185k
- Third sector alignment and coordination c£40,000
- Scoping of targeted support for population of LGBT+ children, children with disabilities, children from Black and Ethnic Minorities, children with Additional Support Needs, and neurodiversity support c£64,000

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- Targeted acute mental health support c£85,000 (start up)
- Expand current work; support development work within third sector 60,000

4.3. Proposal for investment of £3M into MH supports from March 2021  
The £3million is made up of £1.3million non-recurring funding (which can be carried forward) and £1.7million, which is likely to be recurring. These are high level proposals, which will be presented in more detail at a future IJB for approval prior to committing the funds.

- **Improving the Network of Support to Meet Children and Young People's Mental Health Needs in School** – Work to build the infrastructure of support for children aged 5-16 experiencing ACE's and trauma, through building consistently high quality strengths-based practice (connected to Joint Support Teams) to address anxiety and mental health issues, to sustain children/young people in school
- **Guiding through the Service Maze and Development of Tier 1 and 2 Supports and Neurodiversity Pathways** – A range of evidence-informed services and supports to meet the full range of children and young people's needs, and avoid escalation of need, inappropriate referrals, delays and waiting lists. Development of proactive support by skilled engagement workers and champions to proactively connect pathways, and promote consistent understanding of children and young people's needs, raise awareness of neurodiversity, support effective and consistent responses to need, and to promote children, young people's and families' engagement in services
- **Counselling and Mental Health Support/ Youth Health Services** – Range of supports for young people, and expansion of YHS to increase mental health provision.
- **Connectivity and alignment of initiatives and support across the third sector** – Support to build readiness, align strategies, and support workforce development, in line with the GIRFEC principles to promote early intervention and prevention
- **Targeted Support** – Service development for support to specific groups of young people, including population of LGBT+ children, children with disabilities, children with Additional Support Needs and those with a range of neurodevelopmental needs
- **Support with developing evidence-informed approaches, based on local need** – methodological support to develop and expand effective programmes of support to address the range of young people's current and emerging needs.
- **Planning and Coordination posts** – to support alignment and development of effective services to address children and young people's mental health needs.

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### 5. The Financial Plan for the £3M for 2021/ 22 and onward

- 5.1 The quick spend investment of £434,000, together with the £1.3M and subsequent investment of £1.7M, provides funding for scoping, start-up costs, initial delivery, and developing the foundation for an aligned network of mental health services. Some further dialogue with key partners will be necessary to agree the detail, and a further report will be submitted to IJB for approval, detailing the full proposal for allocation of funding. A further report will be presented to IJB in 2022 outlining the impact and outcomes achieved.

### 6. The Alignment of the Preventative Spend

- 6.1 As highlighted there is now an opportunity to continue to coordinate and align the preventative spend in the city. In addition to the New Community Fund allocated to Children's Services Providers in Glasgow (£18M), the HSCP is currently tendering £5.5M for family support. This needs to be aligned to the £2.2M for Care Experience and the circa £3M for Mental Health; along with the £1.3M for School Counselling. This circa £30M must operate within a single and aligned whole system of support for children, young people and their families. Moreover, this funding will be critical not only to mitigate against the impact of the global pandemic and likely economic impact, but ensure that this funding secures better outcomes and positive destinations for all.

### 7. Recommendations

- 7.1 The Integration Joint Board is asked to:
- a) note the contents of this report and the additional funding;
  - b) approve the initial plan for the additional funding in year (2020/2021) and for the allocated £434,000;
  - c) note the proposed themes with respect to the additional £1.3 million;
  - d) seek a further updated report on the above combined spend and also the anticipated £1.7m for 2021/2022;
  - e) note the request from Scottish Government, as specified in the grant letter, to report back on outcomes ensuring that the views of young people are incorporated;
  - f) note the preliminary template (available on request) submitted to Scottish Government and note the need for a further additional template incorporating the approved financial commitments;
  - g) note the involvement of a range of key partners in developing the plan, and the need for alignment to achieve a whole system response, and seamless pathways and good mental health outcomes for children and young people;
  - h) seek a report to IJB in March 2021 outlining proposal for full spend; and
  - i) seek a report to IJB in March 2022 to provide an update on impact and outcomes.

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**Direction from the Glasgow City Integration Joint Board**

1	<b>Reference number</b>	270121-09
2	<b>Report Title</b>	Scottish Government Funding for Improved Mental Health Services and Supports for Children and Young People
3	<b>Date direction issued by Integration Joint Board</b>	27 January 2021
4	<b>Date from which direction takes effect</b>	27 January 2021
5	<b>Direction to:</b>	Glasgow City Council and NHS Greater Glasgow and Clyde jointly
6	<b>Does this direction supersede, revise or revoke a previous direction – if yes, include the reference number(s)</b>	No
7	<b>Functions covered by direction</b>	Children’s Services, Mental Health Services, Adult Services
8	<b>Full text of direction</b>	IJB is directing 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 principles and plans outlined in this paper, with an initial review of the outcomes achieved in March 2022.
9	<b>Budget allocated by Integration Joint Board to carry out direction</b>	<p>Scottish Government funding of £434, 000 is available to March 2021, with a further £1.7million available for 2021 - 22 (likely to be recurring, with the 2021 – 2022 award awaiting parliamentary approval). These sources of funding are directed at tiers one and two level support.</p> <p>Funding of £1.3million has also been awarded as a one off payment to local authorities to meet the increased demand for mental health support throughout the pandemic.</p>

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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>	January 2022

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