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**Item No: 13**

**Meeting Date: Wednesday 1<sup>st</sup> December 2021**

## **Glasgow City Integration Joint Board**

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

**Contact: Lynsey Smith, Head of Adult Services, Justice Social Work**

**Phone: 0141 274 6000**

### **Justice Social Work Recovery Planning and Maryhill Women's Community Custody Unit**

**Purpose of Report:**

To provide an update to the Integration Joint Board (IJB) on progress made by justice social work in utilising the additional Scottish Government grant award received to support COVID-19 recovery work and the planning underway for the Women's Community Custody Unit (CCU) in Maryhill.

**Background/Engagement:**

In March 2021, justice social work received notification from Scottish Government that Glasgow City Health and Social Care Partnership (GCHSCP) was to be awarded an additional grant payment of £2,299,347. This grant was to support justice social work services recovery planning.

Reports were presented and approved at the IJB on [5 May 2021](#) and [23 June 2021](#) and work has been underway since then to implement service reform in line with the proposals set out.

In 2018, Glasgow City Council Health and Social Care Partnership (GCHSCP) set up a Strategic Interface Group to work alongside the Scottish Prison Service-led National Women's Strategy Programme Board to support the development of the CCU in Glasgow.

**Recommendations:**

The Integration Joint Board is asked to:

- a) note the updates outlined in this report; and

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|  | <p>b) note both the Health and Social Work proposals to support the Glasgow CCU and the request for additional funding from Scottish Government</p> <p>c) seek support and approval from the IJB to write to the Scottish Government and formally request that funding is allocated to support the Glasgow CCU.</p> |
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**Relevance to Integration Joint Board Strategic Plan:**

The service reforms implemented by justice social work and GCHSCP plans to support the Maryhill CCU is in line with and will contribute to the delivery of all strategic priorities as set out in the IJB Strategic Plan 2019-2022. In particular, the priorities of *early intervention, prevention and harm reduction, enabling independent living for longer* and *public protection*.

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

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| <b>Reference to National Health &amp; Wellbeing Outcome:</b> | <p>Developments in justice social work services and the Maryhill CCU is aligned with the 9 National Outcomes, with an emphasis on:</p> <ol style="list-style-type: none"><li>1. People are able to look after and improve their own health and wellbeing and live in good health for longer.</li><li>2. People who use health and social care services have positive experiences of those services, and have their dignity respected.</li><li>3. Health and social care services centered on helping to maintain or improve the quality of life of people who use those services.</li><li>4. People using health and social care services are safe from harm.</li><li>5. Resources are used effectively and efficiently in the provision of health and social care services.</li></ol> |
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| <b>Personnel:</b> | Ongoing recruitment is underway to ensure adequate staffing is in place to support the delivery of the planned activity. |
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| <b>Carers:</b> | None |
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| <b>Provider Organisations:</b> | A number of the proposals set out have supported commissioned justice services as part of their recovery programme and to enhance service provision in light of ongoing challenges associated with COVID-19 restrictions. In particular, support to victim organisations supporting women and children experiencing domestic abuse. |
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| <b>Equalities:</b> | Justice social work is responsible for keeping our communities safe and administering justice. Justice services play a key role in promoting equality by, for example, tackling the causes of crime, which are often |
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|  | rooted in inequality, through an increased emphasis on prevention and rehabilitation. It is also crucial for targeting specific types of crime, such as violence against women and girls, and all forms of hate crime.  |
| <b>Fairer Scotland Compliance:</b>             | The update report takes account of the additional impact of poverty over the course of the pandemic.  |
| <b>Financial:</b>                              | <p>The grant letter makes clear that this investment is a key part of the Justice Recover, Renew, Transform programme, overseen by a Criminal Justice Board which was established under the Protecting Scotland, Renewing Scotland: The Government Programme for Scotland 2020-2021. The proposed investment in this report will be funded from the non-recurring £2,299,347 awarded for 2021-22.</p> <p>Funding of £55,928 to employ a full-time social worker and £636,735 for the proposed necessary health provision is required on a recurring basis to support the implementation of the CCU at Maryhill. This funding is being requested from the Scottish Government.</p> |
| <b>Legal:</b>                                  | HSCP Commissioning services will continue to consult with GCC legal regarding COVID regulation 72 as part of efforts to support commissioned services to respond to COVID.  |
| <b>Economic Impact:</b>                        | A number of the proposals fit with an early intervention approach to service delivery and seek to divert service users from statutory justice orders and custodial sentences. Any savings achieved by this approach in Glasgow will be spread across the justice system, and should not necessarily be seen as directly, nor locally cashable.  |
| <b>Sustainability:</b>                         | In order to monitor recovery, each local authority is required to report on how funding is being used to tackle the backlog and support recovery efforts. This will help inform on progress and brief Ministers on actions being taken by the local authority. It will also support a case for new investment, should additional funding become available in future years.  |
| <b>Sustainable Procurement and Article 19:</b> | None  |
| <b>Risk Implications:</b>                      | The non-recurring nature of this funding represents a risk in building momentum and securing a programme  |

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|  | of work which can address the issues over the medium term and drive recovery. The matter is further compounded by reliance on short term recruitment in keeping with the duration of the funding. |
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| <b>Implications for Glasgow City Council:</b> | None |
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| <b>Implications for NHS Greater Glasgow &amp; Clyde:</b> | None |
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| <b>Direction Required to Council, Health Board or Both</b> |
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| <b>Direction to:</b>                                    |                                     |
| 1. No Direction Required                                | <input checked="" 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 type="checkbox"/>            |

**1. Purpose**

- 1.1 To provide an update to the Integration Joint Board (IJB) on progress made by justice social work in spending the additional Scottish Government grant award received to support COVID-19 recovery work and the planning underway for the Women’s Community Custody Unit (CCU) in Maryhill which is due to open in summer 2022.

**2. Background**

- 2.1 In March 2021, justice social work received notification from Scottish Government that GCHSCP was to receive an additional grant payment of £2,299,347 to support justice social work services recovery planning. Reports were presented and approved at the IJB on 5 May 2021 and 23 June 2021 detailing spend proposals and work has been underway since then to implement service reform in line with the details set out in the reports.
- 2.2 The Glasgow CCU forms part of a new model of custody for women which sits alongside the Scottish Governments measures across the wider Criminal Justice System aimed at reducing the number of women in custody, which includes a new Women’s National Facility which will replace Cornton Vale Prison and a second CCU in Dundee.

**3. Justice Social Work Recovery Planning**

- 3.1 We have utilised the COVID-19 recovery grant to address the impact of the pandemic and to invest in community justice services. We have approached this opportunity with a clear emphasis on the Recover, Renew and Transformation agenda <https://www.gov.scot/publications/justice-vision-priorities-closing-down-report/pages/7/> and have made good progress in tackling the backlog of unpaid work hours as well as future proofing services in advance of increased court activity.

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- 3.2 We have awarded one of our unpaid work providers additional funding to increase their placement capacity in line with public health guidance. This has had a positive impact on our ability to provide placements and has allowed us to resume pre-COVID levels of service delivery.
- 3.3 The number of outstanding unpaid work hours as at the 1 April 2021 was 93,751. Since April the court has made an additional 45,565 hours of unpaid work. As at 7 October 2021 the number of outstanding unpaid work hours stood at 94,477. This indicates that Justice social work have supported service users to complete a total of 44,839 unpaid work hours since April 2021, ensuring strict adherence to Scottish Government guidance on physical distancing and household gathering.
- 3.4 Alongside our recovery programme, we have embarked on a transformational agenda which we hope will renew existing services and develop new initiatives to ensure we emerge from the pandemic with contemporary, stronger and more resilient service provision.
- 3.5 The additional grant has predominantly been used to increase staffing levels in line with Scottish Courts and Tribunal Service (SCTS) recovery modelling predictions. These posts will bolster our capacity to manage an increase in Community Payback Orders (COP's) and Criminal Justice Social Work Reports, as SCTS work through the backlog of court cases.
- 3.6 In June 2021, Glasgow justice social work alongside Glasgow Sheriff Court, introduced a problem solving Structured Deferred Sentence (SDS) Youth Court. The aspiration of this court is to improve sentencing and outcomes for young people aged between 16-21 years initially, with a view to extending this to all young people aged up to 25 years. The Youth Court represents part of our overall strategy of effective early intervention. It is anticipated the Youth Court's focus on SDS will reduce the number of young people being sentenced to higher tariff disposals such as COP's, thus working with young people to divert them from the Criminal Justice System.
- 3.7 Bail Supervision in Glasgow is supported by a commissioned service who offer an enhanced support service to those made subject to bail. We have utilised the additional grant money to increase the capacity of this support service to ensure service users are offered a more intense level of support as they re-engage with services as restrictions are lifted. Bail Supervision remains a key priority area for justice social work and has been further developed in 2021 with the introduced of bail beds for women at the 218 Project <https://www.turningpointscotland.com/getting-support/glasgow/218/>. Both service developments are intended to support service users to engage with services as lockdown restrictions are lifted, improve the credibility of Bail Supervision in the eyes of the judiciary and assist with our readiness to implement Electronic Monitoring Bail in late 2021.
- 3.8 We have an improvement plan in place for Diversion from Prosecution and have been working with Crown Office and Procurator Fiscal Service (COPFS) and Police Scotland to develop a test of change with the primary objective of increasing Diversion from Prosecution referrals. This test of change involves collocating a member of social work staff at London Road Police Marking Hub

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to enhance the contextual information being included in police Crime Management Reports. This will be done by adding a social work assessment to the report which will be sent to COPFS to assist them in deciding if Diversion from Prosecution is suitable. This initiative fits with our partnership and early intervention agenda and contributes to wider criminal justice recovery as it seeks to divert cases from criminal prosecution, thus reducing the numbers of cases being processed via the courts.

- 3.9 We have enhanced our justice gender focused service Tomorrows Women Glasgow by recruiting an additional member of staff to support women being released from custody. This follows on from our learning and reflection from Emergency Early Release of Prisoners under the Coronavirus (Scotland) Act 2020 and makes use of the data sharing now in place with Scottish Prison Service.
- 3.10 Tomorrows Women Glasgow is further expanding its service to offer additional support to those women who have lost care of their children, either temporarily or on a permanent basis. Tomorrows Women Glasgow has seen the impact on women of losing care of their children and have had a service user completed suicide following a permanence decision. We are in the process of recruiting staff to strengthen our links with Children and Families and Alcohol Drugs Recovery Services and to further develop our trauma and compassion therapy input.
- 3.11 Justice social work have utilised grant funding to enhance our domestic abuse service provision in recognition of the impact the pandemic has had on families and victims of domestic abuse. We have increased staffing capacity within the Caledonian Team including justice social workers and a women's worker and have temporarily funded a MARAC (Multi-Agency Risk Assessment Conference) coordinator and team leader to assist with the coordination of referrals given the volume being managed. We are in the process of pursuing Safe and Together training to ensure staff are trained to the highest level as we recover from the pandemic and prepare to deal with the anticipated increase in numbers of domestic abuse cases.
- 3.12 There are three victim support agencies working with Glasgow MARAC partners to support women and children who are victims of domestic abuse. The pandemic has presented all agencies involved in Glasgow MARAC challenges in engaging and supporting women during this time. Justice social work alongside Police Scotland recognises the vital role played by third sector victim agencies in safety planning for women and children and have seen the benefits of the range of supports they provide including the use of technology to managing and mitigating risks.
- 3.13 We have used additional grant funding to assist the three victim agencies working as part of Glasgow MARAC to purchase CCTV doorbells and other technology such a phones and tablets to reduce victim isolation and assist agencies in their efforts to keep women and children safe. It also offers Glasgow's Violence Against Women Partnership (GVAWP) an opportunity to further explore innovative ideas to enhance and develop existing victim support services.

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- 3.14 The grant allocation has allowed us to commission a lived experienced mentoring service to work with men and women involved in the justice system to support them to comply with community justice orders. Lived experienced mentors will accompany service users to appointments to ensure they receive much needed support for a range of multiple, enduring and complex needs. The pandemic has disadvantaged justice service users in many ways, and we have seen an increase in presenting issues such as deteriorating mental health, homelessness, entrenched isolation and alcohol and drug relapse. The number of drug related deaths continues to cause us a great deal of concern and sadness, and we hope this service will also assist service users to remain in treatment and access recovery support.
- 3.15 Justice social work have created a data analysis officer post to assist community justice partners in Glasgow delivering on performance management frameworks. The postholder has been working across a range of stakeholders to support the development and delivery of data sharing between partners, ensuring compliance with relevant legislation. Through police vetting, the analyst has been working directly with police data for the purposes of partnership projects. This post will support our recovery and transformation and assist in greater analysis of outcomes for projects such as the Youth Court, whilst supporting priorities such as tackling domestic abuse.
- 3.16 In response to the pandemic, we have commissioned two third sector services that have been offering a range of creative programmes to justice social work service users. This commenced in Autumn 2020 and both providers have offered service users a range of online therapeutic creative arts courses. Involvement with these services has allowed service users to complete 'other activity' unpaid work hours as part of their CPO. The programmes have also assisted in reducing isolation for some during periods of lockdown. The additional grant allocation has meant that we have been able to continue funding these initiatives.
- 3.17 There remains a challenge with spending in-year grant funding with no provision to carry this forward into the next financial year. Staff recruitment has posed a significant challenge with this process taking on average six months from start to finish. Given the uncertainty of the budget for 2022-23, we cannot offer contracts to staff beyond the 31 March 2022, which poses further challenges in attracting staff on temporary 6-month contract. Due to these pressures and delays in recruitment we are currently reporting an underspend of £214,000 on the £2,299,347 grant allocation. An updated report was sent to Scottish Government in October 2021 detailing the challenges and the current projected underspend.

## 4. Maryhill Community Custody Unit

- 4.1 The Lillias Community Custody Unit (CCU) for women will open in Maryhill in summer 2022. It will provide safe accommodation for 24 women currently in prison, with a focus on meeting the needs of women in prison whilst promoting closer community contact and access to local services. It is anticipated that this new approach to women in prison will create sustained stability for women in preparation for successful reintegration back into the community.

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- 4.2 The CCU will operate a gender specific regime, which will be trauma informed and person-centred in its approach. Services will be delivered in-house and, in the community, collaboratively alongside Scottish Prison Service (SPS), NHS, Local Authority and third sector providers.
- 4.3 In 2018, Glasgow City Health and Social Care Partnership (GCHSCP) set up a Strategic Interface Group to work alongside the National Women's Strategy Programme Board to support the development of the CCU in Glasgow. The Glasgow Strategic group has representation from key partners from across SPS, Health, Social Work, Community Justice Glasgow and third sector and has been supported by Glasgow GCHSCP planning and performance teams.
- 4.4 The CCU presents an opportunity to enable women to recover, access community resources and successfully reintegrate back into their community at the end of their sentence. The ethos of the CCU is to enhance links to community support rather than services being delivered within a prison setting. For women who have community access they will access health and support services in the community and where possible, in the Local Authority they will be returning to upon release. Despite the community-facing philosophy some women in the Glasgow CCU will not have community access and there will be a requirement to deliver some in-unit health and social work provision.
- 4.5 Glasgow's Strategic Interface Group has been exploring models of care to support the CCU. On 22 July 2021, a stakeholder workshop with members of the Strategic Implementation Groups from both Glasgow and Tayside, Scottish Government and SPS colleagues provided a forum to further explore the requirements of the health and social work provision in the CCU. Following this event, health and social work in Glasgow were able to finalise their service proposals, which were submitted to the Scottish Government and SPS for further consider. Both proposals are detailed below.

## 5. Social Work Service Proposal

- 5.1 Glasgow has two unique and distinct projects working with women involved in the justice system. The 218 Project and Tomorrow's Women Glasgow. Both Projects have been members of the Glasgow Strategic Interface Group and have developed their own proposals on how they envisage supporting the Glasgow CCU.
- 5.2 The 218 Project is a residential unit with 12 beds which works with women with multiple and complex needs who are struggling to live in the community for reasons including addiction issues, mental health, domestic abuse and homelessness. 218 Project offers women the opportunity to stabilise their lives in a secure setting with an in-house medical team to offer support with mental health and addictions. The Project recently ringfenced two beds to offer an intensive bail service for women and is working towards offering a home leave provision for women as part of progression from prison.
- 5.3 Th 218 Project envisages supporting the CCU by offering a residential option for those leaving the CCU who are not ready to live independently. The Project is funded by the Scottish Government and can offer residential placements to women from other Local Authorities. Once the home leave beds are

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established this will be a critical service for women accessing the community after a long-term sentence.

- 5.4 Tomorrow's Women Glasgow is a 'one stop shop' which was developed following the recommendations from the 2012 Commission for Women Offenders Report (Angiolini Commission). This Project works with women subject to justice social work orders such as Community Payback Order, Structured Deferred Sentence and Throughcare Order. Based in the City Centre of Glasgow, the Project offers a central location for women to come and meet with an array of dedicated skilled staff including a clinical psychologist, community psychiatric nurses, housing officer, social work staff, welfare rights officer, sexual health staff and occupational therapist. As well as having a base for women to meet with staff, the service also provides an assertive outreach service to women in their community.
- 5.5 Tomorrow's Women Glasgow would provide a service directly to the women in the CCU, offering them access to the full range of services being delivered at the Project. Although the Project normally only works with Glasgow residents, they are agreeable to offering a service to women from other Local Authorities whilst they are in the CCU.
- 5.6 It is not possible to incorporate the additional work from the CCU into the remit of the existing Tomorrow's Women Project or to accommodate the statutory element of work into the Barlinnie prison based social work team, as neither service has capacity to take on these additional tasks. Following much consideration, we have concluded that one qualified social worker should be recruited to provide an enhanced prison based social work service to the women in the CCU. This social worker would be based at Tomorrow's Women Project and in-reach into the CCU when required.
- 5.7 The team at Tomorrows Women have all the relevant experience in working with women, trauma informed practice and justice processes, including risk management and reintegration back to the community. Tomorrow's Women Glasgow has extensive contacts with services across GCHSCP and a number of third sector providers. The team itself is supplemented by two mental health nurses and clinical psychologists, with extensive experience of trauma safety and stabilisation and compassion therapy practices.

## 6. Healthcare Proposal

- 6.1 In June 2021, an initial options appraisal paper was prepared for the Health and Social Care sub group of the Glasgow Strategic Interface Group for the CCU. The paper considered different options for providing healthcare to the women living in the Maryhill CCU. These options included:
  - In-reach model where all health services are provided by NHS Prison Health Care (PHC) and other NHS community services to women in the unit
  - Outreach model where all women attend (either alone or escorted) local community services in Maryhill and surrounding areas, including Primary Care.

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- NHS PHC are based within the unit and provide health services to the women as they currently do in prison establishments across Greater Glasgow and Clyde.
- A blended approach, with some services provided in the unit by PHC teams, some provided on an in-reach model, and women able to attend some services on an outreach basis.

- 6.2 In order to support women in the CCU to be as self-sufficient as possible and able to engage effectively with services, it was initially thought that they could register with local GP services and access the full range of primary care services in the community. However, as the CCU is a prison establishment and the women remain under a custodial sentence, there are legal limitations on how GP services can be provided. This can only be done by an in-house Prison Health Care (PHC) or a commissioned GP service. The option of commissioning a local GP service in the Maryhill area was ruled out due to there being too many uncertainties around the span of responsibility and overall governance.
- 6.3 A range of options were considered with the conclusion that a blended model would be preferable with a mix of in-house (GP & Primary Care Nursing), referring into other community health services as required.
- 6.4 Medical - GP input will be virtual in the first instance, utilising the community model of patients phoning a central (admin) line to request appointment. One session per fortnight is required (monitor activity and demand for 6 months and review), absorbed into current PHC clinical capacity and backfilled. Discussions are ongoing to explore Out Of Hours cover with the current externally commissioned provider.

### **Psychiatry**

It is anticipated that 2 sessions per month of NHS purchased Psychiatry would be needed for the women in the CCU.

### **Nursing**

Band 3 HCSW employed on a split between morning and evening shifts 1.5 whole time equivalent (wte)

Band 6 prescribing nurse 12 hours per day, 7 days per week (to include over for leave at 25%) equates to 2.8wte

Band 7 team Lead 0.25wte

### **Advanced Health Practitioner**

Band 7 Advanced Practitioner OT, 1.0wte

Band 6 Art Therapist, 0.2wte

**Dental** - The ongoing workforce review of Prison Healthcare across NHS GGC is considering the future delivery model for prison dental services and this will include the CCU provision.

**Optometry** - Optometry would either have to be negotiated onto an existing Prison Health Care contract or arrangements agreed with a local optician.

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**Mental Health** - Discussions with Community Mental Health Teams suggest the need for 0.5wte Band 6 Mental health nurse

**Addictions** - Discussions with Glasgow Alcohol and Drugs Recovery Services suggest the need for 0.5wte Band 6 Addictions nurse

**Maternity** - In the event of any of the women becoming pregnant, or having a child living in the CCU with her, GGC Maternity services and/or community Children and Family services would be accessed as normal.

**Administration and Business Support** - This would be provided from the current business support resource at Barlinnie Prison – no additional resource required.

- 6.5 It is not possible to incorporate the additional service provision into the remit of current Prison Health Care teams or Community services. In order to provide this blended model of service to the women living in the CCU, and to support the purpose and vision behind development of such a unit, we would request a total of £636,735 on a recurring basis.

## 7. Summary of Proposals

- 7.1 Glasgow City's recommendation and request is for the Scottish Government to award Glasgow £55,928 to employ a full-time social worker and £636,735 for the proposed necessary health provision on a recurring basis. It should be noted that GCHSCP has already invested significant resource planning for the CCU and is proposing a generous in-kind contribution to support the CCU by offering line manager supervision and oversight from both Tomorrow Women Glasgow and Barlinnie PBSW alongside managerial oversight across a variety of health settings.
- 7.2 Both social work and health proposals have been submitted and we await an update from Scottish Government regarding the service proposals and funding requests.

## 8. Recommendations

- 8.1 The Integration Joint Board is asked to:
- a) note the updated outlined in this report; and
  - b) note both the Health and Social Work proposals to support the Glasgow CCU and the request for additional funding from Scottish Government
  - c) seek support and approval from the IJB to write to the Scottish Government and formally request that funding is allocated to support the Glasgow CCU.