
Report To: Inverclyde Integration Joint Board **Date:** 4 November 2019

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IJB/65/2019/SMcA

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Subject: **WHOLE SYSTEMS APPROACH**

1.0 PURPOSE

- 1.1 The purpose of this report is to advise Inverclyde Integration Joint Board about new Scottish Government funding to support local authorities with the reinvigoration and extension of the Whole System Approach (WSA) to youth offending.
- 1.2 The report outlines the spending proposal of the funding for 2018/19 and 2019/20.

2.0 SUMMARY

- 2.1 The Whole Systems Approach was launched in 2011 based on significant evidence that outcomes for young people involved in offending could be better served by diverting them from statutory measures, secure care and custody.
- 2.2 The Whole Systems Approach has delivered successes for young people, victims and communities. The annual numbers of offence referrals for children's hearings, young people appearing in court and being sentenced to custody have fallen markedly over the past 8-10 years.
- 2.3 Recent indicators suggest that some of the positive outcomes of WSA have started to take an adverse direction. There has been an increase in the number of referrals to the Children's Reporter however these are not being converted into hearings or compulsory supervision orders. This would suggest that more children are being drawn into formal systems when they do not actually require compulsory measures. In response to this, the Justice Board and COSLA agreed that renewed local efforts should be directed at the preventative and planning stage, early and effective intervention.
- 2.4 The Scottish Government and COSLA identified new funding of £25,000 to be disbursed to each local authority for 2018-19, with a further £25,000 in 2019-20. The funding is aimed at supporting local authorities to reinvigorate the WSA to offending for young people up to 18 years of age and, wherever possible, to care-experienced young people up to 26 years of age.
- 2.5 The Scottish Government and COSLA have highlighted the success of the approach taken by Community Justice Partnerships through the introduction of

Lead Officers and have suggested that this is the route local authorities should take for youth justice.

2.6 The Scottish Government has confirmed its commitment to making available a further £25,000 for 2019-20 to each local authority to paid through the local government General Revenue Grant subject to the use of the funding for 2018-19 which was made available to tackle the following priorities:

- Ensuring youth justice is reflected as a priority in Children's Service Plans, Community Justice Plans and other strategic planning arrangements.
- Ensuring a person-centred approach which improves support for children and young people and delivers better transitions.
- Should local authorities and partners conclude need, they may also allow an extension of WSA to some areas to support young people up to the age of 21 or 26 if care experienced.

The Scottish Government is aware that Inverclyde was not in position to spend the 2018/19 allocation and has confirmed that as the funding was allocated through the General Revenue Grant, then local authorities may carry this forward. Scottish Government are however keen that the funding is utilised to ensure that the needs of children in trouble are prioritised by all community based partnerships, encouraging coordinated strategic planning in support of targeted and preventative services which can be sustained after the funding period.

2.7 Across Scotland, local authorities have mainly deployed the funding across five key areas where they are seeking to address areas such as managing high levels of risk, and strengthening, prevention and early intervention.

2.8 Within Inverclyde there is a small number of young people at risk of causing harm to themselves and others due to consequences of their own behaviour or the consequences of others towards them. This small group of young people are often identified as young people at risk of becoming looked after and accommodated or who are transitioning from youth custody back into the community. The Whole Systems funding would provide an opportunity to:

- Implement a structured multi-agency framework of assessment and risk management specific to vulnerable high risk young people.
- Provide training for staff.
- Provide intervention and support on a wrap-around basis when statutory agencies are not available either via direct commissioning or developing and upskilling existing sessional staff.

3.0 RECOMMENDATIONS

3.1 That Inverclyde Integration Joint Board notes the content of this report and endorses the proposal to:

1. Develop services to provide interventions to vulnerable and high-risk young people up to the age of 21 or 26 if care-experienced.
2. Develop and implement a consistent model of risk assessment and management for vulnerable high-risk young people.

4.0 BACKGROUND

- 4.1 Low level offending is common in childhood however those involved in patterns of more serious and persistent offending are often our most vulnerable and traumatised young people, who have experienced multiple adverse childhood experiences and have had poor education experiences. Whilst different interventions and support may have been offered they have not always been successful in stemming the young person's journey through the youth justice system and into the adult criminal justice system.
- 4.2 The Whole Systems Approach to youth offending was introduced in 2011 based on the above knowledge and evidence that showed outcomes for young people involved in offending could be better served by diverting young people away from statutory formal measures and a recognition that contact with the youth justice system is the biggest factor in whether a young person will continue to offend.
- 4.3 The Whole Systems Approach introduced three policy strands:
- Early and Effective Intervention.
 - Diversion from prosecution (keeping young people out the criminal justice system).
 - Reintegration and transition support from secure care and custody.
- 4.4 Practitioners believe that the Whole Systems Approach facilitated improved outcomes for young people through closer multi-agency working, data sharing and a strong incorporation of welfare and wellbeing in decision-making and practice.
- 4.5 Across Scotland local authorities have utilised the additional funding across five key areas:
- Appointment of a worker to review and further develop Whole Systems. This had been the initial thinking from a service perspective in Inverclyde and was the advised route by the Scottish Government. The CMT was not in support of this proposal.
 - Funding a specific project, carers or sessional staff.
 - Staff training and development.
 - Extend or scope the extension of Whole Systems to 21 years or 26 years, if care-experienced.
- 4.6 The utilisation of some of the above enables children's service planning and community justice planning partners to address key Whole Systems Approach priorities of:
- Ensuring youth justice is reflected as a priority in Children's Service Plans, Community Justice Plans and other strategic planning arrangements.
 - Ensuring a person-centred approach which improves support for children and young people and delivers better transitions.
 - Providing the opportunity to extend the Whole Systems Approach to support young people up to the age of 21 or 26 if care experienced.
- 4.7 The evaluation of Whole Systems Approach highlighted a reduction in detected offences, a reduction in referrals to the Children's Reporter and a decline in youth custody. Within Inverclyde however, we continue to face challenges with effectively managing a small number of vulnerable young people with complex needs who are at risk of harm or who present a risk to others. This group of young people are at risk of becoming involved in offending, becoming accommodated or are in a cycle of offending and youth custody.
- 4.8 The rollout of Community Justice Lead Officers across Scotland has been a successful approach to supporting the community planning partners in the

reducing reoffending agenda. A reinvigorated Whole Systems Approach incorporating a revised and updated standardised risk management framework including targeted intervention to this small group of young people which would enable the children's services planning and community justice partnership to deliver on the following areas:

- Assist partners to work together to identify when children are in trouble and to intervene in a coordinated way.
- Ensure systems are in place to enable partner agencies to intervene early to keep young people out of formal systems.
- Support young people who are already in formal systems – children's hearing/court.
- Ensure consistent approaches to risk assessment and management of high risk young people.
- Ensure that youth offending is rooted in GIRFEC pathways.

4.9 Work is currently underway developing a vulnerable young person's risk management framework as outlined above. This is intended to complement the existing child protection, adult support and protection and MAPPA procedures. The additional funding will enable this framework to be effectively implemented at an increased pace and enable roll out of training to staff. Additional resource will also support specific targeted services to young people that are flexible, responsive and available at times when social work staff are not available – evenings and weekends. It is proposed that the additional funding be utilised to support this area of work.

4.10 The risk framework will be developed on a multi-disciplinary basis with potential support from outwith Inverclyde for a small cost, however it will require training for all staff across the HSCP, Education, community and the third sector. £18k will support the training programme.

4.11 A sessional staff budget will be established to support young people at risk in the community and school. The use of sessional staff will be monitored through Child Planning meetings, however a budget of £20k for 2019/20 will be allocated.

5.0 IMPLICATIONS

FINANCE

5.1 Scottish Government are providing £25,000 2018/19 and 2019/20

One Off Costs

| Cost Centre | Budget Heading | Budget Years | Proposed Spend this Report £000 | Virement From | Other Comments |
|-----------------------|-------------------|--------------|------------------------------------|---------------|-----------------------|
| Children and Families | Employee Costs | 19/20 | 20k | N/a | Scottish Government |
| Children and Families | Other Expenditure | 19/20 | 18k | N/a | Whole System Approach |

Annually Recurring Costs / (Savings)

| Cost Centre | Budget Heading | With Effect from | Annual Net Impact £000 | Virement From | Other Comments |
|-------------|----------------|------------------|---------------------------|---------------|----------------|
| N/A | | | | | |

LEGAL

5.2 There are no legal issues within this report

HUMAN RESOURCES

5.3 There are no specific human resources implications arising from this report.

EQUALITIES

5.4 Has an Equality Impact Assessment been carried out?

| | |
|--|---|
| | YES |
| | NO – This report does not introduce a new policy, function or strategy or recommend a change to an existing policy, function or strategy. Therefore, no Equality Impact Assessment is required. |

5.4.1 How does this report address our Equality Outcomes?

There are no equality issues within this Report.

| Equalities Outcome | Implications |
|---|--------------|
| People, including individuals from the above protected characteristic groups, can access HSCP services. | None |
| Discrimination faced by people covered by the protected characteristics across HSCP services is reduced if not eliminated. | None |
| People with protected characteristics feel safe within their communities. | None |
| People with protected characteristics feel included in the planning and developing of services. | None |
| HSCP staff understand the needs of people with different protected characteristic and promote diversity in the work that they do. | None |
| Opportunities to support Learning Disability service users experiencing gender based violence are maximised. | None |
| Positive attitudes towards the resettled refugee community in Inverclyde are promoted. | None |

CLINICAL OR CARE GOVERNANCE IMPLICATIONS

5.5 There are no clinical or care governance implications arising from this report.

5.6 **NATIONAL WELLBEING OUTCOMES**

How does this report support delivery of the National Wellbeing Outcomes?

| National Wellbeing Outcome | Implications |
|--|--------------|
| People are able to look after and improve their own health and wellbeing and live in good health for longer. | None |
| People, including those with disabilities or long term conditions or who are frail are able to live, as far as reasonably practicable, independently and at home or in a homely setting in their community | None |

| | |
|--|------|
| People who use health and social care services have positive experiences of those services, and have their dignity respected. | None |
| Health and social care services are centred on helping to maintain or improve the quality of life of people who use those services. | None |
| Health and social care services contribute to reducing health inequalities. | None |
| People who provide unpaid care are supported to look after their own health and wellbeing, including reducing any negative impact of their caring role on their own health and wellbeing. | None |
| People using health and social care services are safe from harm. | None |
| People who work in health and social care services feel engaged with the work they do and are supported to continuously improve the information, support, care and treatment they provide. | None |
| Resources are used effectively in the provision of health and social care services. | None |

6.0 DIRECTIONS

6.1

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|--|---------------------------------------|---|
| Direction Required to Council, Health Board or Both | Direction to: | |
| | 1. No Direction Required | |
| | 2. Inverclyde Council | |
| | 3. NHS Greater Glasgow & Clyde (GG&C) | |
| | 4. Inverclyde Council and NHS GG&C | X |

7.0 CONSULTATION

7.1 The report has been prepared by the Chief Officer of Inverclyde Health and Social Care Partnership (HSCP) after due consideration with relevant senior officers in the HSCP.

8.0 BACKGROUND PAPERS

8.1 None.