



## **Criminal Justice Social Work Service Demand in Scotland**

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## EXECUTIVE SUMMARY

### *Workforce overview*

The latest data shows over 1,800 people employed on a Whole-Time Equivalent (WTE) basis across Scottish local authorities in Criminal Justice Social Work (CJSW). The CJSW workforce is a small part of local authorities' social work workforce at just over 44,000 WTE workers during 2008.

Glasgow and Edinburgh account for just over one fifth of all CJSW staff (22%), most local authorities maintain a small workforce. One in four local authorities employs fewer than 20 (WTE) CJSW staff.

The latest data shows the CJSW workforce has expanded by more than two thirds (67%) in just over ten years. From 1997 to 2008, growth in the CJSW workforce outstripped all other social work activities expanding at three times the rate of the overall social work workforce (21%). The latest Sector Skills Assessment (SSA) for Scotland showed social services growing rapidly compared to the rest of Scottish workforce.

Three quarters (75.1%) of all CJSW staff are either social workers or other qualified fieldwork staff. This is a markedly higher proportion compared to other social work services where one in six workers are either social workers or other qualified fieldwork staff (16.8%). The level of qualifications held by the CJSW workforce are also notably higher compared to the rest of social work.

Several CJSW employers suggested that people rarely fall into CJSW by chance and new recruits are usually motivated to become involved in criminal justice. This is reflected in the vacancies data for CJSW. Despite a rapidly expanding workforce, vacancy rates have remained below social work in general over the last decade.

### *Driving change for service demand*

The most important driver for change in CJSW is the outcomes agenda, with its focus upon targeted interventions and a new culture of personalised programmes. A second driver is the associated need to re-profile the CJSW workforce in response to the new outcomes focus.

The re-profile is needed in order to build capacity to deliver more personalised interventions, support integrated responses and improve partnership working. Working with key strategic partners, the second driver will underpin more effective multi-agency programmes.

These above factors are likely to require the development of new tools and skills to enable frontline staff to be more effective in their practice. New tools and skills will be accompanied by an increase in the proportion of non social work qualified staff in order to grow the capacity to deliver suitably personalised responses.



The third most significant driver concerns the importance of training for managers and qualified social workers. Managers will need to address some of the impending cultural challenges related to the outcomes agenda. For social workers, training needs to continue to improve standards of risk management (public safety and re-offending) and to ensure that they remain abreast of the developing range of accredited programmes.

The influence of sentencing practice is important. In the light of significant variations in the use of court disposals across the country, this is likely to vary from area to area as regards the nature of its impact. The CJSW workforce must maintain the capacity and credibility to respond to sentencing levels and emerging legislation.

Cutbacks are likely to affect services across the public sector in Scotland. The impact of a reduction in funding for CJSW is most likely to hasten the realignment of the workforce. This should already be under consideration in delivery of the outcomes agenda.

The reaction of politicians and the public to crime is reflected in new legislation and sentencing practice. The impact of these wider social shifts in opinion are highly unpredictable and are likely to have their greatest impact in terms of the pressure on the service to maintain its professional credibility.

#### *Future scenarios*

The future scenarios considered were based on the selection of the drivers outlined above. The scenarios included 'maintaining services', 'modest funding and policy changes', 'fundamental funding changes' and 'fundamental policy changes'. The scenarios are not definitive as additional scenarios could be built combining or emphasising different drivers.

A regression scenario was also developed based on trends but should be treated with caution. CJSW data covers a period of relatively benign economic and labour market conditions, rising public sector spending and an expansion of the CJSW workforce. Indicators of service demand are likely to divorce from historic CJSW workforce indicators and the sector is facing a workforce contraction for the first time in over a decade.

In all scenarios replacement demand is greater than expansion demand. In the second, third and fourth scenarios replacement demand accounts for nearly all job openings in CJSW up to 2015.

Scenario	2008	2015	Expansion Demand	Replacement Demand	Total Demand
Regression	1,840	2,499	+453	+610	+1,063
1: Maintaining services	1,840	2,161	+321	+542	+863
2: Modest change	1,840	1,848	+8	+501	+509
3: Fundamental funding change	1,840	1,811	-29	+496	+467
4: Fundamental policy change	1,840	1,848	+8	+622	+630



Analysis of trends and consultations suggests the CJSW workforce is currently (during 2010) around 2,000 WTE workers across local authorities. This figure is a marked rise relative to the most recent data available for 2008. The second, third and fourth scenarios show employment falling between 2010 and 2015 with contractions expected from 2012 onwards.

In all scenarios, apart from continuing trends and maintaining services, the qualifications required by CJSW are more diverse. The diploma in social work remains the primary qualification but qualifications recognised by a range of professional bodies show the greatest growth over the next five years to 2015.

Most scenarios support suggestions that the CJSW is a highly skilled sector with considerable ongoing training needs. Most scenarios show nearly 1,000 (WTE) workers in CJSW pursuing qualifications in any given year.



### *Conclusions*

CJSW in Scotland fulfils a unique role in delivering social justice embedded in the criminal justice process. Scottish courts are likely to continue to steadily grow the number of community disposals combined with an increase in the demand for aftercare for prisoners upon release.

If CJSW services were to be resourced on a similar basis seen over the last decade, then over 450 new posts would be created by 2015 and over 1,000 new CJSW workers would be needed to fill these new posts and replace older workers as they retire. The contracted CJSW workforce of the future will need to meet additional service demands without these additional posts, this is the scale of challenge in workforce re-profiling and better targeted interventions.

CJSW services are now required to deliver increasingly targeted and individualised interventions. This is within the context of contributing to multi agency arrangements for delivering effective management of the risk to the public and the risk of re-offending.

The key factors that influence demand for CJSW services (both size and configuration) are relatively unpredictable and do not provide a secure platform from which to estimate future changes in demand. The most important factors include the policy context within which CJSW operates, including service management, offender management and direct practice requirements.

Impending public sector financial constraints will be challenging but their impact is likely to speed up or emphasise more targeted use of resources. In particular the movement of contracted services back into local authorities seems likely to continue.

The factors that are most likely to influence the size of the CJSW workforce reflect the unique and sensitive place that criminal justice has within civic society. The volume and type of court disposals are likely to be influenced by public perceptions of crime levels, the profile of one-off incidents and sentencing practice in local courts.

The challenging change agenda that has been set for CJSW centres upon the development of an outcomes approach. The development of an outcomes approach will have the most important implications for the future composition and required skills of the sector.

Older qualified social workers may be particularly affected by public sector financial constraints, especially any related steps to divest councils of staff who are potentially eligible for early retirement. This could result in a loss of experienced staff and the need to up-skill newly promoted staff to ensure the continuing effective management of CJSW services.

The influx of any significant number of new (or newly qualified) social workers will require enhanced access to post qualifying training opportunities. This will represent an important additional demand upon current resources.

The introduction of a greater focus on outcomes is likely to result in a more targeted approach. The drive to achieve greater efficiencies in the face of the likely sustained demand for CJSW services could result in a reduction in the proportion of the overall CJSW workforce that is comprised of qualified social work staff.

There will be a sustained requirement for developing training programmes relating to the outcomes agenda and new practice developments. Some qualified social work posts may be lost due to public sector financial constraints and these may be re-designated to allow for an increase in the proportion of non social work qualified staff.

Some non-core services such as accommodation services and diversion from prosecution may reduce due to financial constraints. However, the involvement of non social work qualified staff is likely to increase in delivering an enhanced range of targeted, personalised interventions designed to deliver improved outcomes.

The proportion of the social work workforce comprised of non social work qualified staff is likely to increase. Their involvement in interventions or strategies to reduce re-offending will increase. Accordingly they will require a new range of learning opportunities reflecting their full range of tasks and approaches.



## 1. INTRODUCTION

### 1.1 Background

The Scottish Social Services Council (SSSC) is a national organisation set up under the Regulation of Care (Scotland) Act 2001 to regulate education, training and development of the Social Services workforce in Scotland. Before 1 April 2002, these functions were carried out by the Central Council for Education and Training of Social Workers (CCETSW) and the Training Organisation for the Personal Social Services (TOPSS).

The SSSC undertakes work on behalf of Scottish Ministers under the terms of S.58 Regulation of Care (Scotland) Act 2001. That section of the Act places duties on the SSSC including to ascertain:

- The numbers of workers required in the sector; and
- The training and education that such workers require.

4-consulting was commissioned by the SSSC in December 2009 to undertake research to help inform the SSSC's understanding of employers' views within the Criminal Justice Social Work (CJSW) sector in Scotland. The research focuses on the current skills needs of the criminal justice sector in Scotland and the likely changes to the sector in terms of numbers of workers required in the future.

### 1.2 Objectives

The aim of this study was to obtain the views of employers and other key stakeholders on the main skills needs within the Criminal Justice Social Work (CJSW) services workforce. The study also addressed the expectations of employers regarding the future size of the workforce. The objectives included:

- An analysis of the size, nature and scope of the CJSW workforce using national staffing data sources;
- An indication as to how the CJSW workforce could grow (following discussion with the SSSC), by using historical data to project short-term growth;
- Highlighting key drivers which will influence the growth and nature of the CJSW workforce in future (via consultation with key stakeholders in the sector); and
- Outlining the main and key current and future skills needs for the CJSW workforce (via consultation with key stakeholders in the sector).

### 1.3 Our approach

The objectives of this study required a number of different approaches to be applied in order to analyse the relevant data sets and engage with key stakeholders. Our approach involved five main stages including:

- Desk based study and analysis of available workforce data;
- Scoping, collation and review of published and web based documents relating to the Scottish Criminal





Justice System, Social Work Services and in particular CJSW;

- Consultations with key sector stakeholders, statutory agencies and provider agencies;
- Development of analytical framework by which to model and project key CJSW workforce characteristics; and
- Draft reporting and, following an opportunity for feedback from the client, final reporting.

Much of the desk based work was conducted in parallel with the organisation and delivery of the consultation work. The SSSC supported access to Care Commission data on commissioned offender accommodation services and publically available workforce data was used to inform other aspects of the analysis and modelling.

Given significant gaps in the available workforce data for CJSW, the consultation aspect of this study was recognised as being particularly important. The consultations were needed to establish a well informed view of how the sector viewed challenges that lie ahead and the likely workforce implications.

The preferred approach was to request the support of CJAs in arranging opportunities for their members to participate in focus groups. The intention of holding focus groups was to cover both local authorities and other service providers. Two CJAs were able to assist us in this way, with other local authorities being contacted directly for individual interviews. Additional interviews were held with a number of local Training and Development Officers (TDOs), who co-ordinate and deliver much of the specialist CJSW training.

The largest gap in available workforce data concerned those staff employed by voluntary sector providers. Consequently, the major voluntary sector providers of CJSW services were approached directly and asked to complete a questionnaire regarding the size and profile of their workforce, but no quantitative information was made available. The SSSC is considering how best to address this gap in information.

#### **1.4 Acknowledgements**

SSSC were helpful in providing feedback throughout the study and providing access to workforce data. Workshops were held covering the Northern and North Strathclyde CJA areas with support from staff within each of the CJAs.

For CJA areas not covered by workshops, face-to-face and telephone consultations were undertaken. In total, workshops and individual consultations covered 17 local authorities covering around half of the CJSW workforce. A number of voluntary organisations were also consulted and a full list of consultees is provided in the Appendix.



## 2. CONTEXT AND DEVELOPMENT OF CJSW

### 2.1 Criminal Justice and Social work

The policy direction of criminal justice in Scotland can be typified as having followed a twin track approach to social work provision which can be summarised as:

- All non-violent offenders, except the most serious, should be dealt with, as far as possible, in the community; and
- All violent offenders, except the least serious, may face custody as a means of protecting the public unless appropriate alternatives are available.

Contrary to the position in England, where the role of social work and social justice in the criminal justice system has been downplayed in recent years, in Scotland the emphasis has been upon the increased use of community supervision and reintegration, particularly for the non violent and for young offenders. This was underlined by the requirements of the National Objectives and Standards that were introduced in 1991.

This approach sits comfortably within Scottish social work's traditional role of the s12 duty on local authorities to promote community welfare, (*Social Work (Scotland) Act, 1968*), most commonly expressed in terms of community safety. The CJSW service is intended to operate on behalf of victims, in which helping the perpetrator change is considered the most effective way of protecting the community.

The implication of this policy framework is that CJSW should be able to make available a range of community disposals to the courts for non violent offenders. CJSW should also provide credible alternatives to custody for the violent and serious offenders who present a serious risk to the public, should the court decide to use them.

In 1968, the Social Work (Scotland) Act merged the separate probation service in Scotland with other welfare services. Since this time CJSW services within local authorities have been responsible for the delivery of pre-sentence reports to courts, provision of community sentences, post release supervision of those offenders on statutory licence and voluntary throughcare. Local authorities' responsibility for court reports, probation and community service orders, supervised attendance orders and supervised release orders was consolidated by the 1995 Criminal Procedure (Scotland) Act.

National Objectives and Standards for Social Work Services in the Criminal Justice System (National Standards) set down the expected operational standards and objectives for CJSW in Scotland. National Standards have been in place since the early 1990s, when ring-fenced funding for CJSW was first introduced. They were introduced for community service in 1989 and for the other services in 1991, and were designed to provide service objectives and targets for criminal justice social work services staff in carrying out their duties. The National Standards also set



out what is expected of the offenders subject to a community sentence or statutory post release supervision.

The CJSW workforce has almost twenty years experience of working with the existing standards and, over that time, new legislation and policies have given CJSW new responsibilities. These new responsibilities include:

- New court disposals such as Drug Treatment and Testing Orders (DTTOs) and Restriction of Liberty Orders (RLOs);
- The introduction of Supervised Release Orders (SROs) on release for those sentenced to between 1 and 4 years who are considered to pose a risk of serious harm;
- The introduction of Non-Parole Licence for all prisoners serving 4 or more years (excluding lifers), who are not released early on parole;
- The introduction of Extended Sentences for sex offenders and violent offenders serving 4 or more years;
- The more widespread use of diversion from prosecution;
- Bail supervision schemes;
- Enhanced throughcare arrangements for all prisoners subject to statutory supervision, including the recently developed Integrated Case Management process; and
- The introduction of Multi-Agency Public Protection Arrangements (MAPPAs) for those offenders presenting the greatest levels of risk.

At the same time, expectations have changed about how CJSW services should be delivered, leading to the introduction of a number of requirements that have had important implications for the CJSW workforce, including:

- Robust systems for case management;
- Developing expertise in risk and needs assessment and risk management;
- Intervention based on evidence about 'what works' and a move to focus on accredited programmes;
- Service planning, delivery and monitoring informed by robust data collection systems;
- Best value, assessed against agreed performance and outcome indicators;
- Effective partnership working with other statutory and voluntary agencies; and
- Greater focus on public protection.

The core services delivered by CJSW concern the management of offenders who are subject to community disposals. These include such as Probation Orders (POs), Community Service Orders (CSOs), Supervised Attendance Orders, Drug Testing and Treatment Orders and Statutory Throughcare.

Overall case management responsibility most commonly lies with a qualified CJSW social worker. Non social work qualified staff will be involved in delivering a range of programmes and interventions.



Non-core services may be delivered directly by local authority CJSW services or commissioned from voluntary sector organisations. They include the wide range of accredited programmes and methodologies that are designed to reduce risk, enhance public safety and promote effective inter agency working. They also include services such as bail hostel and supported accommodation, diversion from prosecution, bail support, intensive support/tracking and voluntary aftercare.

Other important developments include the establishment of Community Justice Authorities (CJAs) which have responsibility for preparing area plans and for monitoring performance against them. The work of the Social Work Inspection Agency (SWIA) in evaluating performance and promoting excellence through its programme of inspections has been another important development in the professional context within which CJSW operates.

The multi agency public protection arrangements (MAPPA) framework, the work of the Accreditation Panel and increasing use of accredited programmes have also been introduced. The National Strategy for Offender Management now provides the strategic context to which CJSW services make a key contribution, as it does to the more integrated approach to offender management between local authorities and the Scottish Prison Service.

Most recently, the Scottish Government has established a Reducing Re-offending Programme with 5 Project Implementation Boards to develop CJSW practice in the light of recommendations from the Scottish Prisons Commission, 2008, to which COSLA and ADSW are contributing. In addition a FRAME project (Framework for risk assessment, management and evaluation) is working to develop a consistent, proportionate evidence based framework for risk assessment across the entire Scottish criminal justice sector.

## 2.2 Public Services in Scotland

This review is taking place at a time of unprecedented challenge and change for the delivery of public services in Scotland. A longstanding theme within public policy has been service modernisation, enhanced efficiency and performance improvement.

These themes are encapsulated in the outcomes approach that was introduced to support the Concordat between central and local government. This approach provides the basis for an overarching improvement agenda that is driven by the outcomes that public services are tasked with delivering.

The agenda has been mirrored in many of the changes that CJSW has undergone over the past two decades. These changes will need to accelerate in light of the economic downturn and impending reduction in funding for public services. Most of the stakeholders interviewed for this study recognised that growing pressure across public sector funding means CJSW will face stronger competition for available funds and will have to take further action to enhance the efficiency of



management arrangements and the effectiveness of programmes and interventions.

A refreshed focus upon the potential for shared services is gaining momentum nationally. This covers both backroom and frontline services with a view to deliver improved quality and efficiency. For example, the Scottish Government is actively supporting moves to develop regional commissioning consortia for some children's services. A national contract is being developed for the contracting of secure care for young people.

In adult care, joint strategic commissioning has long been a key focus for the work of Community Health Partnerships in developing a whole-system approach to shifting the balance of care. In the Social Work Inspection Agency's latest report, 'Improving Social Work in Scotland', March 2010, strategic commissioning is recognised as being relatively under-developed compared to other areas of social work. Careful consideration may therefore need to be given to a more strategic approach to the commissioning of non-core CJSW services and consideration of national and regional procurement arrangements.

The financial challenge is compounded by the changing demography of Scotland over the next twenty years, which will see a growing proportion of older people and static or falling numbers of working age people. In terms of service demand for CJSW, these demographic changes will not be as significant as they will be for adult social care. However, many interviewees for this study considered that recruitment and retention challenges for the CJSW sector are likely to arise as a result of competition between social work sectors and growing financial constraints.

The impact of drug misuse and related familial difficulties is said by the key stakeholders interviewed for this study to have resulted in a significant increase in the length of criminal careers and this, combined with the continuing increase in demand for community disposals and a growing short term prison population, represents a challenging and enduring agenda for the sector.

### **2.3 Crime Rates, Court Disposals and CJSW Activity**

#### *Crime rates*

In order to fully appreciate the significance of current court disposal activity it is important to consider the crime rates that underpin the volume of business going through the courts.

Figures from the Scottish Government's Statistical Bulletin (see web links) show that the total number of crimes recorded by the police in 2008-09 was 377,433, which was 2 *per cent* lower than in 2007-08. The total remains well below the 2004-05 figure of 438,121 and is the lowest number recorded since 1980.

The number of *non-sexual crimes of violence* recorded by the police decreased by 2 *per cent* between 2007-08 and 2008-09 to total 12,612. This is the lowest figure recorded in this category



since 1986. Within this category, the number of serious assaults (which includes crimes of murder and attempted murder) recorded decreased by 4 per cent to 6,606 and recorded robberies decreased by 3 per cent to total 2,963. However, other non-sexual crimes of violence increased by 3 per cent from 2,957 to 3,043.

The number of crimes in the *indecent* group decreased by 3 per cent from 6,552 in 2007-08 to 6,331 in 2008-09 whilst the number of *crimes of dishonesty* increased for the first time in the last ten years to stand at 167,812 cases in 2008-09.

#### *Court disposals and CJSW activity*

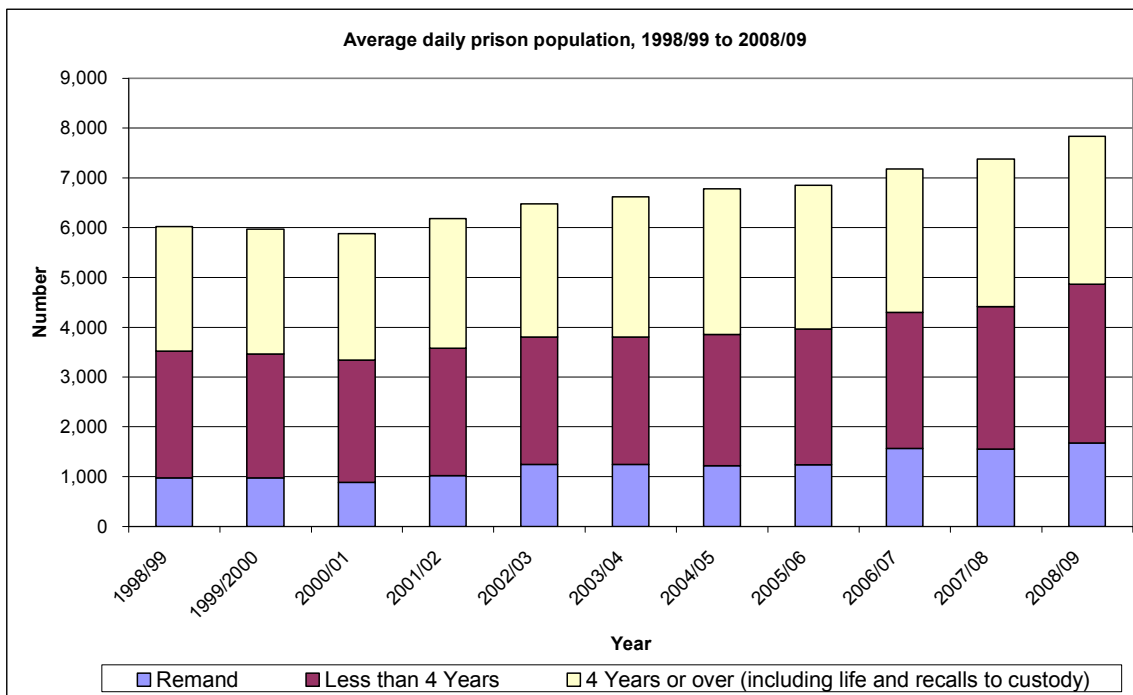
The prison population has been increasing steadily since 2000-01, reaching an average daily population of 7,835 during 2008-09. This represents an increase of 6 per cent from the previous year, and 31 per cent over the past 10 years since 1999-2000. This trend is driven mainly by a sustained increase in the average daily population of adult sentenced prisoners, although the population of remand prisoners has also shown a marked rise since 2005-06 to the current level of 1,678.

In addition, there has been a disproportionate increase in the population of women prisoners, although these make up a fairly small proportion of the prison population. During 2008-09, the average daily population was 7,422 for men and 413 for women. While the male population has increased by 29 per cent since 1999-2000, the female population has nearly doubled.

The graph below illustrates the change in the average daily prison population from 1998/99 to 2008/09 for different categories of prisoner: remand, short-term (sentenced to less than 4 years) and long-term (sentenced to 4 years and over, including life and recalls to custody).



**Figure 2.1: Average Daily Prison Population**



SOURCE: Scottish Government (see web links)

Meanwhile the total number of community penalty orders made by courts has increased from 14,200 in 2001-02 to 20,600 in 2008-09. This includes Probation Orders, Community Service Orders, Supervised Attendance Orders and Drug Treatment and Testing Orders.

In the Social Work Inspection Agency’s latest report, ‘Improving Social Work in Scotland’, March 2010, they note that 58% of offenders placed on probation reoffend within 2 years, compared with 42% for community service. The comparable figure for all offenders sentenced to imprisonment is 62% and for those sentenced to 6 months or less, 74%.



### 3. WORKFORCE OVERVIEW (PROFILE)

#### 3.1 Scale, Scope and Trends

##### *Scale*

The latest Scottish Government staffing census for 2008 shows 1,840 WTE people employed in CJSW across Scottish local authorities. The CJSW workforce comprises a small part of local authorities' social work workforce, at just over 44,000 WTE workers.

Glasgow and Edinburgh account for just over one fifth of all CJSW staff (22%) and most local authorities maintain a small workforce. One in four local authorities employs fewer than 20 (WTE) CJSW staff.

These figures exclude services commissioned by local authorities and delivered by voluntary organisations. Voluntary organisations have long played an important role in the delivery of CJSW services but workforce information (those in paid employment) is limited. Voluntary organisations were contacted during this study but no quantitative information was made available.

The latest workforce information from the Care Commission (provided by SSSC) suggests voluntary organisations employed 79 people in offender accommodation services during 2008. This is a fall of 17.7% from 96 employees in 2007, whilst employment in local authority offender accommodation services remained stable between 2007 and 2008.

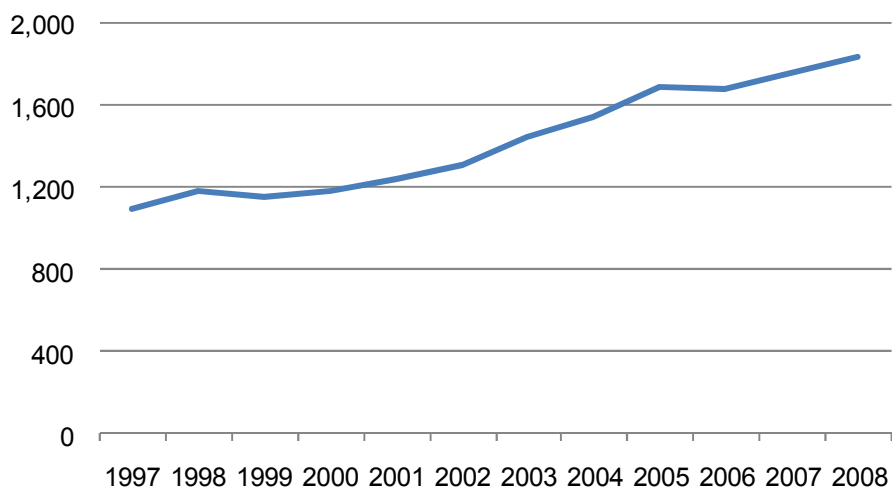
The fall in employment among voluntary organisations is likely to reflect commissioned services being brought back in-house by local authorities. However, the above numbers are small, cover only a single year of change and voluntary organisations also deliver services in other areas of criminal justice.

##### *Trends*

The latest data outlined in Figure 3.1 shows that the CJSW workforce (WTE) has expanded by more than two thirds (67%) in just over ten years. From 1997 to 2008 growth in the CJSW workforce outstripped all other social work activities expanding at three times the rate of the overall social work workforce (21%). Although CJSW growth is significant in relative terms it is small in absolute terms compared to other much larger areas of social work activity.





**Figure 3.1: CJSW Local Authority Employment (WTE)**

SOURCE: Scottish Government (Staffing Census)

The latest Sector Skills Assessment (SSA) for Scotland (Skills for Care and Development, April 2010) outlined social services growing rapidly compared to the rest of Scottish workforce. The Labour Force Survey (LFS) was used in the SSA to cover part of social services workforce, approximately 162,000 individuals as of 2007. From 1998 to 2007 the social services workforce grew by 53% compared to 12% growth in the overall Scottish workforce.

### 3.2 Skills and training

The composition of the CJSW workforce is shown below by staff group in Figure 3.2. Three quarters (75.1%) of all staff are either social workers or other qualified fieldwork staff. This is a markedly higher proportion compared to other services where one in six workers are either social workers or other qualified fieldwork staff (16.8%).

The category of other qualified fieldwork staff is defined in the staffing census (see web links). The category includes care managers, senior occupational therapists, occupational therapists, welfare rights officers, community service staff, supervised attendance staff and other qualified fieldwork staff.



**Figure 3.2: Employment (WTE), Staff Group & Service Focus**

Staff Group (Occupation)	CJSW & Work With Offenders	All Social Work
Senior Managers, etc	6.9%	4.4%
Social Workers	52.2%	11.5%
Other Qualified Fieldwork Staff	22.9%	5.3%
Social Work & Occupational Therapy Assistants	9.5%	5.1%
Home Care Staff & Managers	0.0%	28.2%
Other Domiciliary Staff	0.0%	1.0%
Day Care - Managers & Qualified Care Staff	0.2%	3.3%
Day Care - Care Staff	0.0%	5.0%
Residential - Managers & Qualified Care Staff	1.8%	11.8%
Residential - Care Staff	0.2%	4.6%
Support Staff	6.4%	19.5%
Trainee Social Workers	0.0%	0.2%
<b>Total</b>	<b>100.0%</b>	<b>100.0%</b>

SOURCE: Scottish Government (Staffing Census): Table 17



Information on qualifications held and pursued by the social work workforce is limited and the staffing census warns that data should be used with extreme caution due to missing information. A profile for qualifications held and pursued is not available for the CJSW workforce. However, the profile of CJSW by staff group can be used in combination with the qualification profile of staff groups to estimate the likely qualifications profile of the CJSW workforce.

The profile of staff groups by service focus (shown in Figure 3.2 for CJSW) was used to estimate the profile of qualifications held by the workforce in each service focus. The Scottish Government Staffing Census (Annex C Table 1) provides a profile of qualifications held by the workforce in each staff group. The qualifications shown in this report are a summary of 103 separate qualifications identified in the Staffing Census.

The matrices of staff group profiles by service focus and qualification profiles by staff group were multiplied. As the matrix multiplication forms the basis for subsequent modelling, it is worth detailing the equation (shown in Figure 3.3).

**Figure 3.3: Qualifications Held by Service Focus**

$$q_{qs} = q_{qg} f_{gs}$$

Where:

$f_{gs}$  is a matrix whose typical element gives the proportion of overall employment in the main focus of service provision  $s$  (where  $s = 1$  to 12 services) accounted for by WTE employees in staff group  $g$  (where  $g = 1$  to 12 staff groups).

$q_{qg}$  is a matrix whose typical element gives the proportion of overall employment in staff group  $g$  (where  $g = 1$  to 12 staff groups) accounted for by WTE employees holding qualification  $q$  (where  $q = 1$  to 11 qualifications).

$q_{qs}$  is a matrix whose typical element gives the proportion of overall employment in the main focus of service provision  $s$  (where  $s = 1$  to 12 services) accounted for by WTE employees holding qualification  $q$  (where  $q = 1$  to 11 qualifications).

The estimated qualifications held by the workforce, based on Figure 3.3, are shown in Figure 3.4. The qualifications embedded in the CJSW workforce are notably higher compared to the rest of social work. This can be mainly attributed to the high proportion of social workers and other qualified fieldwork staff. It is the former staff group that results in the high proportion of social work diplomas and the latter staff group that results in the high proportion of qualifications recognised by professional bodies.



**Figure 3.4: Qualified Employment (WTE), Service Focus**

Qualification	CJSW & Work With Offenders	All Social Work
Diploma in Social Work or equivalent	40.9%	12.4%
Advanced and post-qualifying awards	7.5%	3.0%
Certificates*	5.1%	3.2%
Any other qualification at HNC level** or above	12.9%	11.9%
HNC in Social Care	6.6%	7.1%
Qualification recognised by professional bodies	7.4%	3.0%
SVQ & NVQ level 4	0.5%	1.4%
SVQ & NVQ level 3	7.6%	16.9%
SVQ & NVQ level 2	1.9%	19.0%
None	1.8%	9.8%
Other	8.0%	12.4%
<b>Total</b>	<b>100.0%</b>	<b>100.0%</b>

SOURCE: 4-consulting

NOTES: \*Certificates are defined in the staffing census (see web links) with the Child Protection Certificate accounting for the majority of certificates; \*\*SCQF level 7

The proportion of the CJSW workforce holding Diplomas in Social Work (40.9%) is lower than expected given the proportion of social workers (52.2%). This may be explained by the proportion of the workforce holding advanced and post-qualifying awards (7.5%) and some certificates (5.1%) who would also be expected to also hold Diplomas in Social Work.

Some masters degrees and doctorates will be captured within any other qualification at HNC level or above (12.9%); these qualifications may also imply a Diploma in Social Work. It would be straightforward to adjust the underlying data matrix to wholly allocate the social worker staff group to Diplomas in Social Work. However, this study represents first steps in empirical modelling of the CJSW workforce and caution is required in any cleansing of data. This could remove interesting, but unexpected, workforce characteristics in addition to correcting workforce data.

Figure 3.2 can also be multiplied by a profile of those pursuing qualifications by staff group (Scottish Government Staffing Census, Annex C Table 2). The matrix multiplication forms the basis for subsequent modelling and is detailed in Figure 3.5.



**Figure 3.5: Qualifications Pursued by Service Focus**

$$P_{ps} = P_{pg} f_{gs}$$

Where:

$f_{gs}$  is a matrix whose typical element gives the proportion of overall employment in the main focus of service provision  $s$  (where  $s = 1$  to 12 services) accounted for by WTE employees in staff group  $g$  (where  $g = 1$  to 12 staff groups).

$P_{pg}$  is a matrix whose typical element gives the proportion of overall employment in staff group  $g$  (where  $g = 1$  to 12 staff groups) accounted for by WTE employees pursuing qualification  $p$  (where  $p = 1$  to 11 qualifications).

$P_{ps}$  is a matrix whose typical element gives the proportion of overall employment in the main focus of service provision  $s$  (where  $s = 1$  to 12 services) accounted for by WTE employees pursuing qualification  $p$  (where  $p = 1$  to 11 qualifications).

The number of responses provided on qualifications pursued was significantly smaller than the responses provided on qualifications held. The qualifications pursued are therefore presented summarising the proportion of the workforce pursuing all qualifications.

The estimate of qualifications pursued (based on Figure 3.5) suggests that 42.7% of the CJSW workforce is pursuing a qualification compared to 36.5% for social work as a whole. The difference in pursuit of qualifications may be attributed to the higher proportion of social work and occupational therapy assistants in CJSW.

### **3.3 Recruitment**

Several CJSW employers suggested that people rarely fall into CJSW by chance and new recruits are usually motivated to become involved in criminal justice. This is reflected in the vacancies data for CJSW. Despite a rapidly expanding workforce, vacancy rates have remained below social work in general.

The latest data for 2008 shows WTE vacancies represented 7.1% of the WTE workforce (employees plus vacancies) compared to 7.9% for social work in general. The vacancy rate for CJSW and the offender client group has on average been lower than the vacancy rate for social work in general over the last five years (2003-08).



## 4. DRIVING CHANGE FOR SERVICE DEMAND

### 4.1 Drivers

This section sets out the factors that are considered to represent the most significant drivers for change and factors that are most likely to affect both the level of demand and the nature of the demand. It highlights those factors that are considered by the consultants to be most likely to affect demand and does not therefore provide an exhaustive overview of all possible influences.

This section reflects a combination of factors which collectively influence the context within which CJSW services operate and the direction in which services are moving. Factors considered appropriate included political and social factors, sentencing practice, workforce characteristics and key aspects of the emerging policy agenda. Conversely, the impact of SWIA's inspection regime and the development of tools were viewed as being focused upon improving management and practice standards rather than driving demand.

The drivers identified are placed into the form of a register which considers their likely relative impact upon demand. They are then used as the basis for compiling scenarios which reflect different futures for CJSW depending upon varying assumptions about how the key drivers might look in the years ahead.

#### *Political and Social*

Sentencing practice in Scottish courts is firmly grounded in the exercise of independent legal judgement by the judiciary. Sentencing also reflects the ever-changing landscape of political pressures and fluctuating public perceptions of and reactions to crime and criminality. This complex legal, political and social context requires CJSW to sustain a high volume of activity whilst, at the same time, a capacity to respond flexibly to emerging policy priorities and heightened public sensitivities.

The report of the Scottish Prisons Commission in 2008 (Scottish Government, 2008) noted the extent to which drug and alcohol problems and physical and mental health problems are to be found amongst offenders, with 7 out of 10 of prisoners having used drugs and a similar proportion experiencing mental disorder. In addition a large number of prisoners had been in care as a child, unemployed or experienced significant learning and skills deficits (Scottish Government, 2008).

The continuing pressures upon services from longer criminal careers were widely reflected in comments from interviewees for this study. Challenges involve sustaining offenders' motivation and of helping them to change their behaviour in the face of established addictions and patterns of behaviour.



These challenges were considered unlikely to diminish significantly. The emergence of 'new' crimes and the increasing significance of others including pornography on the web and dangerous dogs were examples cited by interviewees. This means that CJSW will continue to be subject to new and relatively unpredictable demands.

### *Sentencing Practice*

Over recent years, there have been some substantial changes in CJSW practice which reflect growing concerns about serious violent and sexual offenders. These changes also reflect the importance of coherent and comprehensive arrangements to assess risk and work with key partners to ensure effective oversight and intervention.

In the view of some interviewees in this study, this has resulted in CJSW developing a much more robust process and risk management capability. The development has in turn tended to move the focus away from more personalised aspects of practice. This shift is said to have delivered greater consistency but at the same time has perhaps resulted in less diversity of approach, in response to individual needs.

The twin track approach in Scottish criminal justice policy (prison for the more serious violent offender and community disposals for the less-so) was widely viewed by interviewees for this study as having perpetuated custodial sentences as the 'default' option for many offences. As the range of available community orders has increased, so has the number of breaches and this has further exacerbated the growth in prisoner numbers.

The continuing increase in both elements of the convicted offender population imposes demands upon CJSW. Demands arise in terms of both the number of community disposals made and the volume of throughcare cases that have to be supervised post-release from prison.

The overall use of community orders has increased by 40% over the past 6 years but there were significant variations in volumes of work in different areas. Thus, whilst the number of social enquiry reports prepared by Glasgow and Edinburgh did not rise significantly, in Moray the number doubled and it almost doubled in the Western Isles.

Over the same period of time there were notable variations in the number of probation and community service orders made. Changes in the number of community service orders ranged from rises of 20% in Glasgow and 34% in Angus to 79% in North Lanarkshire. In the case of probation orders, Glasgow (20%) and Renfrewshire (42%) saw increases whilst elsewhere Inverclyde (32%) and Angus (18%) saw reductions.



The evidence base to support the efficacy of community disposals has not been sufficient to substantially alter sentencing practice. The key pressure on prisoner numbers is related to a steady increase in the number of sentenced male prisoners, a growth in the remand population and a disproportionate increase in the number of female offenders sentenced to imprisonment (Scottish Government, Feb 2010).

In this context the key driver of demand in relation to community disposals, and hence CJSW, was widely considered by many of the interviewees for this study to have been the increased availability and use of new community disposals for less serious offences. This development is otherwise known as 'net widening'.

### *Finance*

Gross expenditure by councils on CJSW services was £99.8m in 2007/08. Expenditure in real terms has been above the ring-fenced grant for each of the last 4 years but fell by 5.5% between 2006/07 and 2007/08 (SWIA, March 2010).

The national funding formula for CJSW places a premium on activity levels as the key measure of success for CJSW services. In doing so it reflects the traditional and ongoing pressure to respond to the volume of orders emanating from the courts. In practice the national funding formula has not been applied consistently across the country or in relation to particular court disposals as they have come on-stream.

There has therefore been little incentive for CJAs or local authorities to look beyond their core activities. Core activities that must be fulfilled may limit greater investment in preventative and rehabilitative interventions and programmes. The funding formula serves to reinforce the focus upon core CJSW activities. Tightening budgets are likely to further challenge the promotion of the broader outcomes agenda.

It is expected that 2010-11 budgets will reflect a roll-over position thereby continuing the reduction in real terms that has occurred over recent years. As central government funding comes under further pressure however and grant levels reduce, there is a significant possibility that services will retract to deliver only core aspects, with non-core provision and the role of voluntary sector providers being substantially reduced.

Other areas of social work suggest corporate commissioning and procurement approaches are likely to become more strategic. Relationships with voluntary sector providers are likely to become increasingly competitive, with investment being targeted at the delivery of more specialised services and responses to particular priorities. SWIA (SWIA, March 2010) noted that commissioning in CJSW services was significantly underdeveloped and that better links need to be forged with other social work commissioning strategies.





Regional or national contracts for some services are beginning to emerge in relation to children's services. Managed Care Networks are now firmly established in health and social care as an approach which maximises accessibility and resource use for people with particular needs. Such innovative approaches may resonate strongly with a relatively small, nationally funded service such as CJSW. This is especially true where delivery of enhanced efficiencies will be crucial in ensuring a continued ability to respond to the developing policy and sentencing agenda. Developing new joint delivery models requires substantial investment in developing capacity for partnership working, commissioning and integrated working amongst the existing workforce.

#### *Revised National Objectives and Standards*

The new outcomes based objectives and standards are designed to ensure that CJSW is brought fully up to date. The developing national policy will provide focus on delivering better outcomes and personalised services. This will require CJSW to enhance the speed with which new orders commence and the extent to which interventions are tailored to reflect the needs and circumstances of individual offenders.

This agenda will bring with it a greater focus upon the achievement of overall progress in reducing or ending reoffending. This will be done through the identification and delivery of targeted programmes and support. Conversely it will mean less focus upon a generic approach to offender management and a tick box approach to monitoring inputs and outputs. The forthcoming introduction of Community Payback Orders (CPOs) and the up-rating of Community Service (CS) herald one such shift to the targeting of resources on key priorities.

SWIA (SWIA, March 2010) noted that CJSW services were not systematically collecting information on re-offending either during or after their orders had finished. SWIA also recognised the complexities involved in gathering the information required to inform effectiveness. Experience in other spheres of social work would suggest that it is not only data collection that is complex in implementing an outcomes approach.

In the short term, there are significant incentives in the system to focus upon responding to sentencing practice and sustaining CJSW income levels by meeting activity targets. In the longer term, the benefits of an outcomes approach should become more apparent through the better targeting of resources. For example, benefits may become clearer through the use of such as the upcoming Level of Service Case Management Inventory (LS-CMI) national risk assessment tool and case management plans. Both will become part of the continually evolving core training programme, delivered and supported by CJA TDOs.



The challenge of evidencing the delivery of better outcomes is, however, considerable. Each offender is at a different stage of their criminal career and is more or less amenable to targeted interventions. Considerable work will be required to develop tools and approaches that can support and evidence the impact of more targeted, person-centred interventions.

In Adult Social Care, tools such as Talking Points and Talking Mats have been developed to assist frontline practitioners to engage constructively with service users and to better understand and record the outcomes that service users achieving from the delivered service. Substantial investment in training and organisational development is currently underway to embed such approaches across a wide range of services. Whilst the context for CJSW staff is very different, a similar level of investment in training and development will be necessary, if an outcomes approach is to become a reality.

Tools that are able to consistently capture evidence of delivered outcomes have been developed in other areas of social work. The further development and use of performance improvement frameworks and related performance reporting in CJSW will be another vital aspect of the infrastructure that will be needed, if the impact of the newly revised national objectives and standards is to be maximised at a national level.

The complex nature of criminogenic need requires a joined up approach between CJSW and many other social services to maximise effectiveness. Partnership working across the CJ system is well established and has been strengthened by the MAPPAs. There are good links across departments within individual Councils, which can be further exploited to develop additional capability and capacity.

Once again however, the public sector modernisation agenda, the need to deliver more joined up and targeted interventions, as well as the need to deliver greater efficiencies will demand a step change in integrated, partnership working, if CJSW is to remain at the forefront of this agenda which is developing rapidly across social services.

#### *Current Workforce Characteristics*

Many of the significant number of new disposals and offender management processes that have been introduced since 2002 have resulted in a growth of non-core activity, delivered by the voluntary sector. This view was expressed by most of the relevant stakeholders interviewed for this study. These developments have not been without their problems.

Many non-core services are very small and it has been difficult to generate the economies of scale necessary to develop and deliver specialist training. In a number of areas, local authorities reported that issues relating to both the cost and quality of voluntary sector services have led them to take some services back in-house. A shift of non-core services back into local authorities could lead to a critical mass of non-social worker CJSW staff building in the statutory sector, thereby generating a



viable level of demand for enhanced access to training and CPD opportunities.

From the perspective of voluntary sector providers, the longstanding absence of full cost recovery means that underfunded overheads will become increasingly unsustainable in the context of a reducing public funding pot. Whilst this is not exclusively an issue for those organisations delivering CJSW-funded services, the small scale of many of these services means that there is even less room to accommodate this pressure than might otherwise be the case.

In addition, some voluntary organisations have decided to introduce a requirement for some of their CJSW management posts to specify a professional social work qualification in order to provide stronger provenance/risk management credentials for commissioners. This is a further reflection of the pressure that such providers are said to find themselves under.

Local authority consultees reported a low turnover of CJSW staff and a significant proportion of qualified CJSW social workers who are over 50 years of age. The CJSW workforce is particularly vulnerable to the impact of the corporate redundancy packages and other workforce related cost reduction strategies in response to upcoming financial pressures in the public sector.

The loss of these staff would result in a less experienced and knowledgeable workforce. It would also result in the loss of a key in-house training resource. More experienced staff have been increasingly used to deliver good quality affordable training. Any related increase in replacement recruitment would be likely to herald greater demand for post qualifying qualifications from the new recruits that come into the profession.

Workforce and succession planning is being actively addressed. Some councils are tackling planning as part of a corporate approach to the developing challenge of establishing a sustainable workforce in the face of financial and wider demographic pressures. Feedback from key stakeholders interviewed for this study suggests that, in cities and more urban areas, it appears more likely that younger age groups in the workforce will be sustained through recruitment, whilst older more experienced staff may reduce in number.

#### *Learning: CJSW Managers and Qualified Social Work Staff*

Over the past 2-3 years, the skills development programme which supports delivery of accredited courses and specialist CJSW training, has been co-ordinated and delivered by CJA TDOs. The focus is on accredited programmes and it was widely viewed by interviewees to have delivered a consistent, high quality product throughout Scotland. The low turnover of qualified staff in the sector means that after 2-3 years most of those who need this training have received it.

The low number of staff requiring some courses has created difficulties relating to access, cost and practical arrangements in some cases, but new arrangements for delivering programmes



continue to be developed by TDOs. As a result, the updating of knowledge and delivery of new courses to address new statutory requirements, interventions or the use of new risk assessment tools continue to be available to CJSW staff.

Feedback from most of the CJAs indicates that a Training Needs Analysis (TNA) has been undertaken in all areas over the past year. As a result outstanding demand for training from new staff has been prioritised and quantified.

Although some local variation may occur, the range of courses recorded as having been delivered in the most recent TDOs Annual Report for Dumfries & Galloway includes the following:

- Community Sex Offender Groupwork Programme – manager/facilitator/facilitator accreditation;
- Risk Matrix 2000 / Stable and Acute;
- Psychometrics;
- Constructs Case – manager/facilitator;
- Community Service briefings;
- Caledonian System (domestic violence programme);
- Level of Service Case Management Inventory (LSCMI); and
- Risk Management Planning and Practice ViSOR (work with men who sexually offend).

The form in which training data was provided to the consultants varied and therefore cannot be used to produce a national overview of the emerging picture but, as an example, in Lanarkshire CJA, the TNA has identified the following future priority training areas for managers and social workers.

Managers:

- Finance management;
- Quality Assurance;
- Partnership working.

Social Workers:

- MAPPA awareness;
- CSOGP facilitator; and
- General Offending work;
- Victim issues;
- Challenging persistent offenders; and
- Violent offenders.

Increasingly, logistical problems regarding accessibility and delivery arrangements are leading to increased co-operation across CJAs to ensure shared access to courses that are affordable.



The focus upon accredited programmes was considered by some interviewees to have led to the importance of underlying soft skills being downplayed and could thereby be said to have reduced the sector's overall capacity to be responsive to individual circumstances and needs. The new outcomes agenda will require a fundamental re-think about the support that staff will need, if they are to deliver a more person-centred, individualised service to their clients. Whilst some of this will come in the form of re-designed tools and interventions, some of the required change will be cultural, and as such will require the scoping and delivery of broader organisational development investment, if agencies are to become strategically and operationally focussed upon the quality and effectiveness of the delivered service rather than simply managing levels of activity.



There is a continuing need for updating around the accredited interventions programme and in relation to the delivery of new initiatives such as the soon to be launched LSCMI risk assessment tool. Increasingly, training is being planned, co-ordinated and delivered across CJAs in order to address issues of scale and timely access. The recently compiled CJA TNAs provide a clear scoping of the anticipated investment required. The importance of this continuing programme is highlighted by comments in the SWIA report which indicate that practitioners are not using structured risk assessment tools to assess and manage the risk of re-offending and the risk of harm, as well as they should.

In some areas, corporate council investment in training has been sustained over recent years and has offered considerable benefits through enhanced CPD opportunities for CJSW staff. It has been a key factor in many social workers being able to fulfil their SSSC post registration learning requirements. This provision covers a wide agenda including, leadership, management, equalities, adult and child protection training. In other areas there has been more limited access to this training source and, as a result, an absence of these opportunities for staff.

Criminal Justice accredited training covering core competencies and the Post Qualifying (PQ) social worker award, which was reported by interviewees to have ceased to be available over the past year, do not articulate to the Scottish Credit and Qualification Framework (SCQF). Many interviewees considered it to be vital that they do so, not least because it would serve to further embed CJSW within the social work profession and thereby ensure more career opportunities and an enhanced ability to sustain the attractiveness of CJSW to new recruits.

All of the key stakeholders who were interviewed for this study perceived there to be uncertainty surrounding the future of specialist post qualifying qualifications for Criminal Justice social workers. This was seen as having the potential to de-stabilise or de-motivate the workforce and undermine the sector's ability to attract new social work qualified staff in an increasingly competitive market.

*Learning: Non-Social Work Qualified Staff*

There has traditionally been a limited demand for specialist training for non social work qualified staff involved in delivering non-core CJSW services and only a limited demand for formal qualifications is likely for these staff if existing service profiles and role boundaries continue.

The largest group of non social work qualified CJSW staff is community service supervisors. They have an almost exclusively trade based skill-set which, in most local authorities, is supplemented only by training in assessment and inter-personal skills, most of which is delivered locally.

Again in the case of Lanarkshire CJA, the TNA has identified the following future priority training areas for CJSW workers who are not social work qualified:

- General offending work;
- SVQ modules;
- Victim issues;
- Vulnerable Adults;
- Role modelling;
- Substance misuse;
- MAPPAs; and
- Diversity.

SVQs were said by local authority interviewees for this study not to be widely pursued by non social work qualified staff. The Open University K100 option is more popular as a route to getting a foot on the qualifications ladder. Learning pathways were, however, said by one local authority to be under development for non social work qualified staff in order to enhance their preparedness for the delivery of more targeted interventions and to ensure appropriate access to related areas of social work practice, such as child and adult protection, equalities and person-centred practice.

Historically, some opportunities were said by interviewees to have been provided for voluntary sector providers to access council training, but the very low number of staff involved was said to make a more detailed analysis of what was offered/taken up to be practically difficult and of limited value. In addition, larger voluntary providers deliver their own corporate/networked training to maximise organisational development and ensure service quality. This was said to cover generic operational policy and practice as well as the direct transfer of practice skills from services working with other client groups – risk management, equality/access issues.

One example of a recent initiative concerns the continuing importance of levels of literacy and numeracy amongst CJSW service users as key themes in delivering effective rehabilitation. This has led to co-ordinated initiatives by at least 1 CJA to develop shared learning opportunities in this area for both provider and council staff. MAPPAs has been another key driver for training initiatives around joint working.



### *Workforce Futures – Planning Considerations*

On the basis of comments from interviewees for this study and from available workforce data, and despite some local variations nationally, the qualified social work workforce looks to be ageing and doubts were expressed by some key stakeholders during this study as to whether sufficient people will come into the profession to meet required workforce levels.

The fundamental shift to more targeted interventions provides an opportunity to reconsider the balance of required skills and the potential for integrated approaches across CJSW. This may help to deliver more effective and efficient interventions. Developing a robust outcomes approach implies new service models and delivery arrangements. This represents a complex, challenging and barely formed agenda. Workforce implications cannot be estimated with any great degree of certainty.

The development of a mixed workforce of qualified and non-qualified CJSW workers offers the prospect of delivering a robust, flexible and sustainable response to financial and policy challenges. Both qualified and non-qualified workers fulfil key elements of the workforce competency and skills map that needs to be available to respond to both core aspects and broader criminogenic need. This agenda is already opening up in other areas of health and social care and is viewed there as a necessary and appropriate response to a changing professional and service landscape.

Training approaches, tools and methodologies which appropriately will need to be developed to support a shared professional agenda that is focussed upon delivering services to fit the user. There is a need to address learning requirements at all levels of CJSW agencies in order to deliver the required cultural, managerial and practice changes. This will involve addressing a wide range of learning needs including interviewing skills, case recording, identifying and planning personalised interventions. Organisational development will need to be designed to promote the cultural change that is necessary to underpin an outcomes focus and performance management.

Should the revised national objectives and standards have the desired effect in promoting an outcomes approach, a core skills agenda will be required for non social work qualified criminal justice staff to complement the existing programmes for qualified social workers. Any such programme will need to combine outcomes related aspects with learning around new approaches to resourcing and delivering programmes that enhance efficiency and address particular local issues/priorities.

## **4.2 Workforce Demand and Drivers of Change**

### *Overview*

This section considers the previously outlined drivers for demand in CJSW and incorporates them into a Driver Register (Figure 4.1) which seeks to reflect their relative importance with regard to the workforce implications for both levels of demand and the profile of skills required by CJSW staff.



The Register incorporates a widely used option appraisal approach which has been adapted specifically for use in this study. It is based upon the considered judgement of the study team as regards the relative impact of each driver. The review was significantly informed by the study consultations and the reviewers knowledge and understanding of the CJSW sector. The Register should not be considered to represent anything other than a best estimate of likely future impacts upon CJSW demand.

There are 2 primary types of driver impacting CJSW:

- a) those that will affect the amount of business activity that the service will be required to deal with; and
- b) those that will affect the composition, skill requirements and employer arrangements across the service.

This Register captures both types of driver and, in some cases, where the driver is likely to impact both activity levels and workforce characteristics, this is noted accordingly.

The Register ranks each of the drivers according to a judgement as to their likely impact upon the service, the likelihood of this happening and the extent to which they can be influenced by key professional stakeholders. The ranking approach is set out below.

*Ranking descriptors:*

*Impact:* the likely importance and extent of change in this area, were it to happen.

*Risk/opportunity:* the likelihood of the risks or opportunities associated with each driver actually occurring.

*Influence:* the extent to which each driver is amenable to influence from CJSW or associated stakeholders.

Ranking score profile is from 1-5, with 5 being the highest.





Figure 4.1: CJSW Demand/Change Driver Register

Drivers	Rankings			Score
	Impact	Risks or Opportunities.	Influence	
1. Outcomes (revised national objectives and standards for CJSW)	4	5	4	13
2. Workforce futures	4	4	4	12
3. Learning – managers and qualified social workers	3	4	4	11
4. Sentencing practice	5	4	1	10
5. Learning – non social work qualified staff	3	3	4	10
6. Finance	3	4	2	9
7. Current workforce level and profile	3	3	3	9
8. Political and social	4	3	1	8

The scores suggest that the most important driver for change in CJSW is the outcomes agenda, with its focus upon targeted interventions and a new culture of personalised programmes. The second driver is the associated need to re-profile the CJSW workforce in response to the new outcomes focus. The re-profile is needed in order to build capacity to deliver more personalised interventions, support integrated responses and improve partnership working. Working with key strategic partners, the second driver will underpin more effective multi-agency programmes.

These above factors are likely to require the development of new tools and skills to enable frontline staff to be more effective in their practice. New tools and skills will be reflected in an increase in the proportion of non social work qualified staff in order to deliver suitably personalised responses.

The third most significant driver concerns the importance of training for managers and qualified social workers. This is likely to involve aspects that enable managers to address some of the impending cultural challenges. For social workers, training needs to continue to improve standards of risk management (public safety and re-offending) and to ensure that they remain abreast of the developing range of accredited programmes.

The fourth driver concerns the ability of CJSW to maintain the capacity and credibility to respond to sentencing levels and emerging legislation. This driver reflects the influence of sentencing practice. In the light of significant variations in court disposals it is likely to vary from area to area as regards the nature of its impact.

The fifth driver is training for non social work qualified staff. Some aspects of non-core work such as diversion from prosecution or specialist bail support schemes may reduce in the face of financial stringencies. More targeted interventions that deliver improved outcomes will continue to require training that provides new and updated skills and interventions.

The training programme for non social work qualified staff may reduce in its significance as some aspects of the services they deliver reduce. This staff group will have an important role to play in delivering better outcomes through their contribution to the delivery of accredited programmes. With more non-core services moving back in-house within councils, there is the potential that unqualified staff training needs will be met in a more efficient and sustainable way as part of the corporate CPD agenda.

Public finance, the sixth driver in the register is recognised in this analysis as having the potential to impact significantly on CJSW. The impact of public finance on CJSW demand is likely to be of less significance than other factors.



Cutbacks are likely to affect services across the public sector in Scotland. Whilst significant reductions may focus upon those approaching retirement, reductions in the overall number of staff employed are likely. The impact of a reduction in funding for CJSW is most likely to hasten the realignment of the workforce. This should already be under consideration in delivery of the outcomes agenda.

The impact of the seventh driver, current workforce dynamics, influences the ability of CJSW to respond to the challenging programme that lies ahead. However, the impact of any depletion among older workers will be driven by the outcomes agenda. This implies workforce re-profiling rather than any deficit emerging from present arrangements.

The reaction of politicians and the public to crime is reflected in new legislation and sentencing practice. The impact of these wider social shifts in opinion are highly unpredictable and are likely to have their greatest impact in terms of the pressure on the service to maintain its professional credibility. Professional credibility is supported by sustaining service levels and responding effectively to the challenge of the new policy agenda.



## 5. SCENARIOS

The scenarios outlined below are based on a selection of the drivers outlined in Section 4. They reflect different assumptions regarding the extent and nature of possible change for CJSW, as informed by our various consultations for this review. The scenarios are not definitive, as a number of additional scenarios could easily be developed using a different combination of drivers or placing different emphasis on the selected drivers. A summary of the scenarios is provided in Figure 5.1.



### 5.1 Scenario 1: Maintaining services

- The current mix of qualified social work and non-social worker professionals is maintained;
- The impact of public sector financial constraints is limited over the medium term due to heightened political/public concerns about high profile incidents/policies;
- Sentencing volumes remain similar with only a limited change in the use of disposals;
- The learning requirements of the sector remain largely as now, with new core programmes coming on-stream as required and more joint delivery enhancing access across all workforce groups; and
- There is only limited use of non-social workers to deliver newly designed/targeted programmes.

### 5.2 Scenario 2: Modest funding and policy changes

- Reductions in funding result in loss of some non-core services and a shift of others to councils. Many existing non social work qualified roles are brought in-house by councils as a result;
- Moderate financial constraints result in a loss of some older qualified social work staff, limited scope to recruit new qualified social workers and pressure for greater efficiencies to be achieved;
- The volume of community disposals increases above recent levels and new disposals and process requirements result in a change in the use of disposals and a shift of resources to address start-up time requirements; and
- Reductions in some non-core activity result in lower demand overall for training from non-social workers but an increase from council-employed non-social workers regarding newly targeted interventions.

### 5.3 Scenario 3: Fundamental funding changes

- A strong drive to develop more integrated, personalised and targeted services results in a move to a full mixed economy of professional social work and non-social worker staff;
- Large reductions in funding result in the loss of significant numbers of older staff, a drive to re-define roles, develop more efficient delivery mechanisms and, in the short term at least, increased pressure on activity levels;
- The volume of community disposals increases above recent levels and some new crimes result in some change in the use of disposals; and
- A re-designed workforce results in a re-appraisal of roles and learning requirements, with related growth of investment in non social work qualified staff training around new core interventions/approaches and new approaches to providing learning opportunities for qualified social workers



### 5.4 Scenario 4: Fundamental policy changes

- A strong drive to develop more integrated, personalised and targeted services results in a move to a full mixed economy of professional social work and non-social work staff;
- Moderate financial constraints result in a loss of some older staff, limited scope to recruit new qualified social workers and pressure for greater efficiencies to be achieved;
- The volume of community disposals increases substantially reflecting growing confidence in the new integrated approach but at the same time a raft of new crimes and related 'net widening' impose additional pressures; and
- A re-designed workforce results in a re-appraisal of roles and learning requirements, with related growth of investment in non-social worker training around new core interventions/approaches and new approaches to providing learning opportunities for qualified social workers.

Figure 5.1: Scenarios Summary

.....Political /public dynamic.....												
	Workforce Profile			Financial constraints			Activity related to sentencing			Learning		
	steady state	reduced non core	re-designed (integrated)	low	Moderate	high	steady state	relative increase	large increase	steady state	Reduced non core	re-designed (outcomes)
Scenario 1												
Scenario 2												
Scenario 3												
Scenario 4												

## 6. WORKFORCE PROJECTIONS

### 6.1 Linking indicators

Other areas of social work can make reasonable links between changes in demography and the likely demand for social work services. Workforce projections for services for older people and children's services often rely on population projections covering children and older people. These projections can often be ambitious as they rarely fully account for improvements in productivity.

Unfortunately the link between demography and the likely demand for criminal justice social work is much weaker. The only reasonable link is a higher incidence of crime among young men.

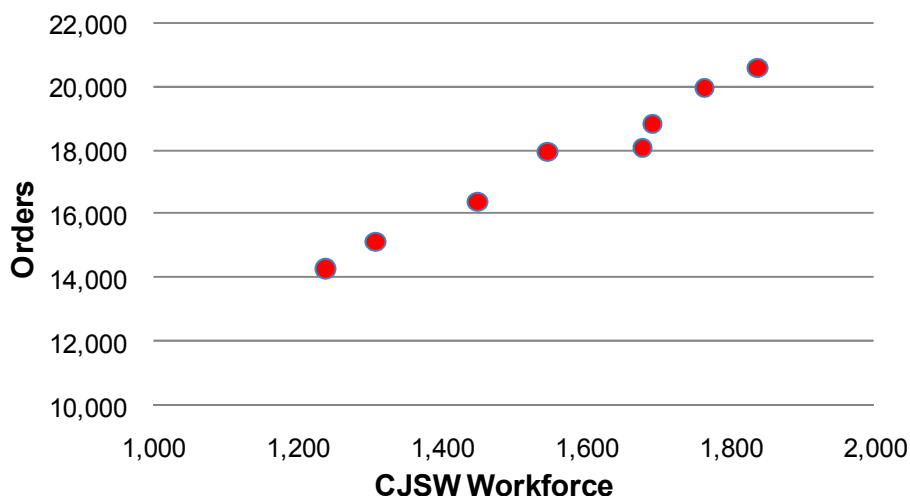
An excellent review of the links between socioeconomic trends and crime is given by Buonanno (2003). The review shows that crime is closely related to poverty, social exclusion, wage and income inequality, cultural and family background and level of education.

One of the aims of this research is to establish projections of the CJSW workforce, rather than criminal activity. As outlined earlier in this report it is important to distinguish between criminal activity and the outcomes of the criminal justice system supported by the CJSW workforce.

Indicators of crime and offences (Scottish Government, Feb 2010; and see web links) provide a less than clear link with changes in the size of the CJSW workforce. After reviewing most of the criminal justice indicators published by the Scottish Government the strongest link was found between orders and the CJSW workforce; orders included probation orders, community service orders, supervised attendance orders and drug treatment and testing orders.

Table 6.1 shows a scatter plot between orders and the CJSW workforce between 2001-02 and 2008-09 with a correlation coefficient of 98.7% and  $R^2$  of 97.4% (the latter figure is the square of the former figure). This shows a strong link with the CJSW workforce expanding as orders in Scotland have risen.



**Figure 6.1: Orders and CJSW Workers 2001/02- 2008/09**

SOURCE: Scottish Government

The above figures suggest 97.4% of the expansion in the CJSW workforce (WTE) can be explained by the rising number of orders. Using simple trend projections based on Figure 6.1 suggests that:

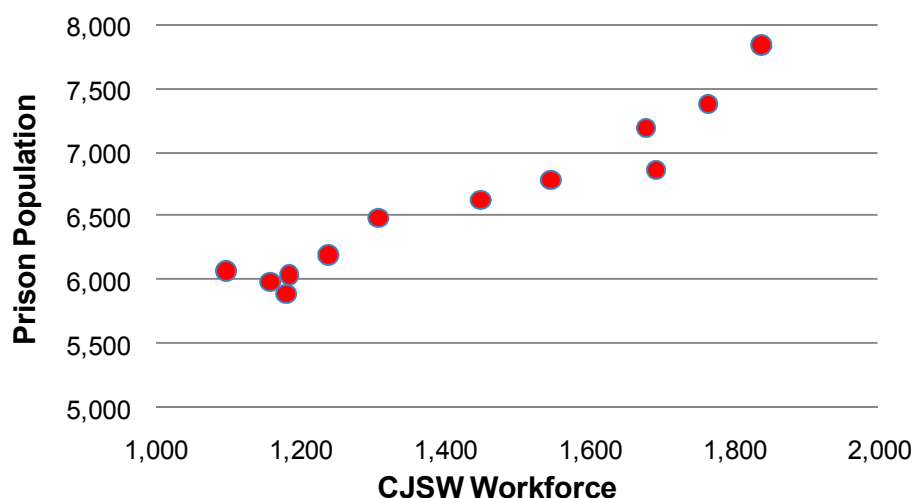
- 11 new orders are associated with each new CJSW post (WTE); and
- If the annual increase in orders in 2008-09 (620 additional orders) were to prevail in 2009-10 then 59 additional WTE posts will be required.

If projections of the number of orders were available, it would be possible to project likely changes in the CJSW workforce. Projected numbers of orders are not readily available but the Scottish Government does produce projections of prison population (Scottish Government, January 2010).

The link between the prison population and the CJSW workforce is shown in Figure 6.2. With a correlation coefficient of 96.3% and  $R^2$  of 92.8% there is a strong link between changes in the CJSW workforce and changes in the prison population. The link between changes in the CJSW workforce and the prison population suggests that:

- 23 prisoners are associated with every 10 new CJSW posts (WTE); and
- The average prison population is projected to expand by around 100 prisoners from 2013 onwards, this annual expansion is associated with 44 additional CJSW posts (WTE);



**Figure 6.2: Prison Population and CJSW Workers 1997-2008**

SOURCE: Scottish Government

The linear regression shown in Figure 6.2 can be applied to the latest average prison population projections. The projections are available up to 2018 but this study focuses on the medium term up to 2015. Figure 6.3 shows CJSW workforce (WTE) figures up to 2015 based on prison population projections and the historic link between prison population and the CJSW workforce.

**Figure 6.3: Projected CJSW workforce (WTE)**

Year	2008	2009	2010	2012	2013	2014	2015
<b>Workers</b>	1,840	2,046	2,169	2,334	2,416	2,458	2,499

Source: 4-consulting

Based on projected prison population growth, the CJSW workforce may expand to nearly 2,500 workers (WTE) by 2015. However, this projection is based on the historic link between changes in Scotland's prison population and the CJSW workforce; the projections shown in Figure 6.3 are therefore based wholly on the demand for CJSW services.

These figures do not take into account the supply of CJSW services which is influenced by the availability of funding, government policy and the approach of employers in delivering services.

Three important points may be taken from the figures shown in Figure 6.3. Firstly, analysis of trends and consultations suggest the CJSW workforce is currently around 2,000 WTE workers across local authorities. The figure of 2,000 WTE workers is a marked rise relative to the most current data available (for 2008).

Secondly, it is vital to note that many of the influences that have driven the demand for CJSW services are likely to continue to place further demands on the CJSW workforce over the next five years. The figures in 6.3 are a reasonable interpretation of how the CJSW workforce might expand in response to rising service demand if similar resources were committed.

Thirdly, in absolute terms the increase from 2008 to 2010 and 2010 to 2015 only amounts to a few hundred workers. The CJSW workforce is small and projected increases in the workforce are also small.

The latest projections available from the Scottish Government (Futureskills Scotland, May 2007) show detailed sector projections rounded to the nearest 1,000 workers. This means the 2008 to 2015 trend change shown for the CJSW workforce may simply be rounded to no change for other sectors.



#### **Trends and current economic climate**

Projections based on trends or regression analysis should be treated with caution. The CJSW data available covers a period of relatively benign economic and labour market conditions, rising public sector spending and an expansion of the CJSW workforce.

Scotland is currently facing severely challenging economic and labour market conditions and tightening public sector spending. Indicators of service demand are likely to divorce from historic CJSW workforce indicators and the sector is facing a workforce contraction for the first time in over a decade.

## 7. WORKFORCE DYNAMICS

### Scenarios

#### *Scenario 1: Maintaining services*

The first scenario assumes the current CJSW staff group profile is maintained and the qualifications associated with staff groups also remain unchanged. The projections outlined in Section 6 continue the trend of gradually declining ratio of the prison population to the CJSW workforce. In the late nineties, there were over five prisoners for each WTE CJSW member of staff, by 2008 this had fallen to just over four prisoners.

This scenario assumes that, from 2010 onwards, the ratio of prisoners to staff rises slightly back to the 2008 ratio and remains stable up to 2015. The results are shown in Figure 7.1 compared with the regression based projections outlined in Section 6.



**Figure 7.1: Projected CJSW workforce (WTE)**

Scenario	2008	2010	2012	2015
Scenario 1	1,840	1,973	2,067	2,161
Regression	1,840	2,169	2,334	2,499

SOURCE: 4-consulting

The modelling outlined in this section builds on the initial matrix multiplication outlined in Section 3. The modelling to produce skilled and qualified employment from 2008 to 2015 is detailed in Figure 7.2. This adds the projected employment from Figure 7.1 to the equations detailed in Section 3 and, for the projections, only the service focus of criminal justice is considered.

**Figure 7.2: Projected CJSW workforce (WTE) by Staff Group**

$$Q_{qs} = q_{qs} e_s$$

$$F_{gs} = f_{gs} e_s$$

$$P_{ps} = p_{ps} e_s$$

Where:

$q_{qs}$  is a matrix whose typical element gives the proportion of overall employment in the main focus of service provision  $s$  (where  $s = 1$  to 12 services) accounted for by WTE employees holding qualification  $q$  (where  $q = 1$  to 11 qualifications). This matrix is defined in Figure 3.3 (Section 3).

$f_{gs}$  is a matrix whose typical element gives the proportion of overall employment in the main focus of service provision  $s$  (where  $s = 1$  to 12 services) accounted for by WTE employees in staff group  $g$  (where  $g = 1$  to 12 staff groups). This matrix is defined in Figure 3.3 (Section 3).

$P_{ps}$  is a matrix whose typical element gives the proportion of overall employment in the main focus of service provision  $s$  (where  $s = 1$  to 12 services) accounted for by WTE employees pursuing qualification  $q$  (where  $q = 1$  to 11 qualifications). This matrix is defined in Figure 3.4 (Section 3).

$e_s$  is a vector whose typical element gives the proportion of overall WTE employment in the main focus of service provision  $s$  (where  $s = 1$  to 12 services).

$Q_{qs}$  is a matrix whose typical element gives employment in the main focus of service provision  $s$  (where  $s = 1$  to 12 services) accounted for by WTE employees holding qualification  $p$  (where  $p = 1$  to 11 qualifications).

$F_{gs}$  is a matrix whose typical element gives employment in the main focus of service provision  $s$  (where  $s = 1$  to 12 services) accounted for by WTE employees in staff group  $g$  (where  $g = 1$  to 12 staff groups).

$P_{ps}$  is a matrix whose typical element gives employment in the main focus of service provision  $s$  (where  $s = 1$  to 12 services) accounted for by WTE employees pursuing qualification  $p$  (where  $p = 1$  to 11 qualifications). This matrix is defined in Figure 3.4 (Section 3).

The above matrices were calculated for 2008, 2010, 2012 and 2015 with the 2008 and 2015 outcomes shown in this section. The underlying matrices are adjusted in a number of scenarios outlined in this section.

Figure 7.3 shows the likely change in CJSW staff groups from 2008 to 2015. In the maintaining services scenario, an additional 168 social workers are needed from 2008 to 2015 along with an additional 74 other qualified fieldwork staff.



**Figure 7.3: Projected CJSW workforce: Staff Group (WTE)**

Staff Group	2008	2015	Change
Senior Managers, etc	126	148	+22
Social Workers	961	1,129	+168
Other Qualified Fieldwork Staff	422	495	+74
Social Work & Occupational Therapy Assistants	174	204	+30
Day Care - Managers & Qualified Care Staff	3	4	+1
Residential - Managers & Qualified Care Staff	33	39	+6
Residential - Care Staff	3	4	+1
Support Staff	117	137	+20
<b>Total</b>	<b>1,840</b>	<b>2,161</b>	<b>+321</b>

SOURCE: 4-consulting



Figure 7.4 shows the likely change in CJSW qualifications from 2008 to 2015. In the maintaining services scenario an additional 131 WTE workers with social work diplomas, or equivalent, are required from 2008 to 2015. Additionally the number of staff pursuing qualifications (each year) is likely to rise from 789 to 922.

**Figure 7.4: Projected CJSW workforce: Qualification (WTE)**

Qualification	2008	2015	Change
Diploma in Social Work or equivalent	753	884	+131
Advanced and post-qualifying awards	138	162	+24
Certificates*	94	110	+16
Any other qualification at HNC level** or above	237	278	+41
HNC in Social Care	121	143	+21
Qualification recognised by professional bodies	136	160	+24
SVQ & NVQ level 4	9	10	+2
SVQ & NVQ level 3	139	163	+24
SVQ & NVQ level 2	34	40	+6
None	33	39	+6
Other	147	172	+26
Qualifications pursued	789	922	+137
<b>Total</b>	<b>1,840</b>	<b>2,161</b>	<b>+321</b>

SOURCE: 4-consulting

NOTES: \*Certificates are defined in the staffing census (see web links) with the Child Protection Certificate accounting for the majority of certificates; \*\*SCQF level 7

**Scenario 2: Modest funding and policy changes**

The second scenario is similar to the first scenario but the qualifications pursued is lowered from the CJSW average to the average for social work overall. This scenario assumes that by 2015 the ratio of prison population to the CJSW workforce will have risen back to the ratio last seen in the year 2000 (before the ratio began to markedly decline).

The overall employment figure for 2010 is maintained from the first scenario as stakeholders are unlikely to make significant changes in such a short space of time. The overall employment figure for 2012 assumes a midpoint between the fully adjusted and reduced employment and the employment figure shown in the first scenario.

The current CJSW staff group profile is adjusted so that social workers account for 50% of the workforce (down from 52.2%) with a corresponding rise in support staff. The results are shown in Figure 7.5 compared with the regression based projections outlined in Section 6.

**Figure 7.5: Projected CJSW workforce (WTE)**

Scenario	2008	2010	2012	2015
Scenario 2	1,840	1,973	1,917	1,848
Regression	1,840	2,169	2,334	2,499

SOURCE: 4-consulting

Figure 7.6 shows the likely change in CJSW staff groups from 2008 to 2015. In the modest funding and policy changes scenario, most staff groups remain relatively stable. Only social workers suffer a marginal decline.

**Figure 7.6: Projected CJSW workforce: Staff Group (WTE)**

Staff Group	2008	2015	Change
Senior Managers, etc	126	133	+7
Social Workers	961	924	-37
Other Qualified Fieldwork Staff	422	444	+22
Social Work & Occupational Therapy Assistants	174	183	+9
Day Care - Managers & Qualified Care Staff	3	4	+1
Residential - Managers & Qualified Care Staff	33	34	+1
Residential - Care Staff	3	3	0
Support Staff	117	123	+6
<b>Total</b>	<b>1,840</b>	<b>1,848</b>	<b>+8</b>

SOURCE: 4-consulting

Figure 7.7 shows the likely change in CJSW qualifications from 2008 to 2015. In the marginal funding and policy changes scenario, the demand for qualified workers remains broadly stable. A number of non-social workers hold diplomas in social work and marginally offset the decline in social work diplomas relative to the decline in social workers.

The most significant decline is shown in the number of workers pursuing qualifications. This falls by 111 workers (WTE) between 2008 and 2015.

**Figure 7.7: Projected CJSW workforce: Qualification (WTE)**

Qualification	2008	2015	Change
Diploma in Social Work or equivalent	753	736	-17
Advanced and post-qualifying awards	138	136	-2
Certificates*	94	93	0
Any other qualification at HNC level** or above	237	242	+5
HNC in Social Care	121	125	+4
Qualification recognised by professional bodies	136	142	+6
SVQ & NVQ level 4	9	9	0
SVQ & NVQ level 3	139	144	+5
SVQ & NVQ level 2	34	36	+2
None	33	35	+2
Other	147	151	+4
Qualifications pursued	789	674	-111
<b>Total</b>	<b>1,840</b>	<b>1,848</b>	<b>+8</b>

SOURCE: 4-consulting

NOTES: \*Certificates are defined in the staffing census (see web links) with the Child Protection Certificate accounting for the majority of certificates; \*\*SCQF level 7

### *Scenario 3: Fundamental funding changes*

The third scenario is similar to the second scenario and assumes that by 2015 the ratio of prison population to the CJSW workforce will have risen back to the ratio last seen in the year 1998.

The overall employment figure for 2010 is maintained from the first scenario as stakeholders are unlikely to make significant changes in such a short space of time. The overall employment figure for 2012 assumes a midpoint between the fully adjusted and reduced employment and the employment figure shown in the first scenario.

The qualifications pursued across each staff group are raised to the average for assistant social workers and assistant occupational therapists (only where the pursuit of qualification is lower). This reflects a fundamental re-appraisal of roles and learning requirements, with growth of investment in non-social work qualified staff training.



The current CJSW staff group profile is adjusted so that social workers account for 45% of the workforce (down from 50% in the second scenario) with a corresponding rise in support staff. The results are shown in Figure 7.8 compared with the regression based projections outlined in Section 6.

**Figure 7.8: Projected CJSW workforce (WTE)**

Scenario	2008	2010	2012	2015
Scenario 3	1,840	1,973	1,900	1,811
Regression	1,840	2,169	2,334	2,499

SOURCE: 4-consulting

Figure 7.9 shows the likely change in CJSW staff groups from 2008 to 2015. In the fundamental funding changes scenario, there is decline of 146 (WTE) social workers and a rise of 109 (WTE) support staff. Overall employment only falls by 29 WTE posts in 2015 from the 2008 position.

**Figure 7.9: Projected CJSW workforce: Staff Group (WTE)**

Staff Group	2008	2015	Change
Senior Managers, etc	126	117	-9
Social Workers	961	815	-146
Other Qualified Fieldwork Staff	422	447	+25
Social Work & Occupational Therapy Assistants	174	163	-11
Day Care - Managers & Qualified Care Staff	3	3	0
Residential - Managers & Qualified Care Staff	33	37	+4
Residential - Care Staff	3	3	0
Support Staff	117	226	+109
<b>Total</b>	<b>1840</b>	<b>1,811</b>	<b>-29</b>

SOURCE: 4-consulting

Figure 7.10 shows the likely change in CJSW qualifications from 2008 to 2015. In the fundamental funding changes scenario, the number of WTE workers requiring a social work diploma falls by 76 between 2008 and 2015. A significant expansion is shown in the number of workers pursuing qualifications. This rises by 194 workers (WTE) between 2008 and 2015.





**Figure 7.10: Projected CJSW workforce: Qualification (WTE)**

Qualification	2008	2015	Change
Diploma in Social Work or equivalent	753	677	-76
Advanced and post-qualifying awards	138	128	-10
Certificates*	94	90	-4
Any other qualification at HNC level** or above	237	244	+7
HNC in Social Care	121	128	+7
Qualification recognised by professional bodies	136	151	+15
SVQ & NVQ level 4	9	10	+1
SVQ & NVQ level 3	139	152	+13
SVQ & NVQ level 2	34	38	+4
None	33	38	+5
Other	147	156	+9
Qualifications pursued	789	983	+194
<b>Total</b>	<b>1,840</b>	<b>1,811</b>	<b>-29</b>

SOURCE: 4-consulting

NOTES: \*Certificates are defined in the staffing census (see web links) with the Child Protection Certificate accounting for the majority of certificates; \*\*SCQF level 7



#### *Scenario 4: Fundamental policy changes*

The fourth scenario combines the shift in staff composition and qualifications from the third scenario with overall employment changes from the second scenario. The results are shown in Figure 7.11 compared with the regression based projections outlined in Section 6.

**Figure 7.11: Projected CJSW workforce (WTE)**

Scenario	2008	2010	2012	2015
Scenario 4	1,840	1,973	1,917	1,848
Regression	1,840	2,169	2,334	2,499

SOURCE: 4-consulting

Figure 7.12 shows the likely change in CJSW staff groups from 2008 to 2015. In the fundamental policy changes scenario, there is a decline of 129 (WTE) social workers and a rise of 135 (WTE) support staff. Overall, employment rises by 8 WTE posts in 2015 from the 2008 position.

**Figure 7.12: Projected CJSW workforce: Staff Group (WTE)**

Staff Group	2008	2015	Change
Senior Managers, etc	126	146	+20
Social Workers	961	832	-129
Other Qualified Fieldwork Staff	422	488	+66
Social Work & Occupational Therapy Assistants	174	201	+27
Day Care - Managers & Qualified Care Staff	3	4	+1
Residential - Managers & Qualified Care Staff	33	38	+5
Residential - Care Staff	3	4	+1
Support Staff	117	135	+18
<b>Total</b>	<b>1840</b>	<b>1,848</b>	<b>+8</b>

SOURCE: 4-consulting

Figure 7.13 shows the likely change in CJSW qualifications from 2008 to 2015. In the fundamental policy changes scenario, the number of WTE workers requiring a social work diploma falls by 62 between 2008 and 2015. A significant expansion is shown in the number of workers pursuing qualifications. This rises by 214 workers (WTE) between 2008 and 2015.

**Figure 7.13: Projected CJSW workforce: Qualification (WTE)**

Qualification	2008	2015	Change
Diploma in Social Work or equivalent	753	691	-62
Advanced and post-qualifying awards	138	131	-7
Certificates*	94	91	-3
Any other qualification at HNC level** or above	237	249	+12
HNC in Social Care	121	130	+9
Qualification recognised by professional bodies	136	155	+19
SVQ & NVQ level 4	9	10	+1
SVQ & NVQ level 3	139	155	+16
SVQ & NVQ level 2	34	39	+5
None	33	38	+5
Other	147	159	+12
Qualifications pursued	789	1003	214
<b>Total</b>	<b>1,840</b>	<b>1,848</b>	<b>+8</b>

SOURCE: 4-consulting

NOTES: \*Certificates are defined in the staffing census (see web links) with the Child Protection Certificate accounting for the majority of certificates; \*\*SCQF level 7



### Replacement demand

Changes in overall employment levels represent expansion demand showing the number of additional people needed or the number of jobs lost. Replacement demand represents the need for additional people to fill posts that have been vacated through retirement, ill health or other labour market movements (after accounting for movements into CJSW from other sectors and services).

Figure 7.14 shows overall expansion demand taken from each of the scenarios in this section and the regression analysis in Section 6. The replacement demand was estimated through the net movement from CJSW (and movement within CJSW). This is based on Staffing Census vacancies by staff group, service focus and activity (Annex A, Tables 2, 4 and 6). The Staffing Census also provides some information on the destination of employees leaving social work posts (including other posts within social work).

The estimates of net movements from CJSW and movement within CJSW were estimated in matrix format similar to the workforce characteristics outlined earlier in this section. The transition matrix (measuring movements) was used to estimate an overall gross replacement demand figure for CJSW. For each scenario the gross replacement demand was estimated as 3.8%. In scenario 4, an additional 6.7% of the workforce (aged 60 or over) leaves CJSW (from 2011 to 2013).



**Figure 7.14: Expansion and Replacement Demand (WTE)**

Scenario	2008	2015	Expansion Demand	Replacement Demand	Total Demand
Regression	1,840	2,499	+453	+610	+1,063
Scenario 1	1,840	2,161	+321	+542	+863
Scenario 2	1,840	1,848	+8	+501	+509
Scenario 3	1,840	1,811	-29	+496	+467
Scenario 4	1,840	1,848	+8	+622	+630

SOURCE: 4-consulting

In all scenarios, replacement demand is greater than expansion demand. In scenarios 2, 3 and 4, replacement demand accounts for nearly all job openings in CJSW.

## 8. CONCLUSIONS

### 8.1 Context

#### *Growing demand for services*

CJSW in Scotland fulfils a unique role in delivering social justice embedded in the criminal justice process. Scottish courts are likely to continue to steadily grow the number of community disposals combined with an increase in the demand for aftercare for prisoners upon release. The use of community disposals has increased at the same time as the prison population has been rising, including growth in the number of remand and female prisoners.

The significant number of new community orders that are now available to the courts has greatly increased the demands upon CJSW. Over the last decade the CJSW workforce has expanded with a significant link between CJSW workforce growth, the increasing number of orders and rising prison population.

If additional demand for CJSW services were resourced on a similar basis seen over the last decade, then over 450 new posts would be created by 2015. By 2015 over 1,000 new CJSW workers would be needed to fill these new posts and replace older workers as they retire.

More realistic future scenarios, accounting for policy and funding changes, suggest that CJSW employment is likely to experience a mild decline over the next five years. The contracted CJSW workforce of the future will need to meet the additional demands outlined above, which historically would have been met by an additional 450 workers. This is the scale of challenge in workforce re-profiling and better targeted interventions.

#### *Targeted interventions*

CJSW services are now required to deliver increasingly targeted and individualised interventions. This is within the context of contributing to multi agency arrangements for delivering effective management of the risk to the public and the risk of re-offending.

### 8.2 Drivers for Change

#### *Drivers are difficult to predict*

The key factors that influence demand for CJSW services are relatively unpredictable and do not provide a secure platform from which to estimate future changes in demand. The most important factors include the policy context within which CJSW operates including service management, offender management and direct practice requirements.

Impending public sector financial constraints will be challenging but their impact is likely to speed up or emphasise more



targeted use of resources required. In particular the movement of contracted services back into local authorities seems likely to continue.

The factors that are most likely to influence the size of the CJSW workforce reflect the unique and sensitive place that criminal justice has within civic society. The volume and type of court disposals are likely to be influenced by public perceptions of crime levels, the profile of one off incidents and sentencing practice in local courts. An alternative approach to estimating the future size of the workforce is therefore required based upon statistical modelling.

#### *Outcomes agenda is fundamental influence*

The challenging change agenda that has been set for CJSW centres upon the development of an outcomes approach. The development of an outcomes approach will have the most important implications for the future composition and required skills of the sector.

The future composition and required skills of the CJSW workforce will be fundamentally influenced by its adoption of the outcomes agenda as reflected in the revised National Objective and Standards. Other short term issues are likely to reinforce rather than alter the changes already set by this agenda.



### **8.3 Composition and Skills**

#### *Potential loss of embedded management capacity*

Older qualified social workers may be particularly affected by public sector financial constraints, particularly any related steps to divest councils of staff who are potentially eligible for early retirement. This could result in a loss of experienced staff and the capacity to up-skill newly promoted staff to ensure the continuing effective management of CJSW services.

#### *Increased focus on multi agency working*

The outcomes agenda and continuing development of new multi-agency working and intervention programmes will require continued investment for managers at a time when there may be an increased loss of experienced managers and an influx of relatively inexperienced staff to these posts.

#### *Potential loss of qualified social workers*

Facing financial constraints, any loss of qualified social workers would diminish the pool of available skills and experience to deliver effective case management and limit their availability as a valued training resource for less experienced staff. The introduction of new tools will require ongoing investment to support effective risk management, involvement in multi agency working and work to lead particular intervention programmes.

The influx of any significant number of new (or newly qualified) social workers will require enhanced access to post qualifying training opportunities. This will represent an important additional demand upon current resources.

The introduction of a greater focus on outcomes is likely to result in a more targeted approach. The drive to achieve greater efficiencies in the face of the likely sustained demand for CJSW services could result in a reduction in the proportion of the overall CJSW workforce that is comprised of qualified social work staff.

There will be a sustained requirement for developing training programmes relating to the outcomes agenda and new practice developments. Some qualified social worker posts may be lost due to public sector financial constraints and these may be re-designated to allow for an increase in the proportion of non social work qualified staff.

#### *Non social work qualified staff*

The introduction of a greater focus on outcomes is likely to result in a more targeted approach to offender management. Interventions and supervision arrangements are likely to become increasingly tailored to the particular needs and desired outcomes of individual offenders. The drive to achieve efficiencies in the face of sustained demand for services is likely to raise the proportion of non social work qualified staff in the CJSW workforce.

Some non-core services such as accommodation services and diversion from prosecution may reduce due to financial constraints. However, the involvement of non social work qualified staff in delivering an enhanced range of targeted, personalised interventions, which are designed to deliver improved outcomes, is likely to increase.

The proportion of the social work workforce comprised of non social work qualified staff is likely to increase. Whilst some aspects of work currently delivered by these staff may reduce, their involvement in delivering particular interventions or strategies which are designed to reduce re-offending will increase. Accordingly they will require access to a new range of learning opportunities that reflect the full range of tasks and approaches that they are required to deliver in their work.



## APPENDIX

### Consultees

#### *CJA Chief Officers*

Tony McNulty, CO Lanarkshire CJA

Jim Hunter, CO North Strathclyde CJA

Anne Pinkman, CO Fife & Forth Valley CJA

Philip English, CO Northern CJA

#### *CJA Training & Development Officers*

Fiona Cameron, North Strathclyde CJA TDO

Carole-Ann Soones, Lanarkshire CJA TDO

Barbara Farrand, Fife & Forth Valley CJA TDO

Grant Duff, Tayside CJA TDO

Paul Murray, Northern CJA TDO

Jackie Alexander, Glasgow CJA, TDO (email only)

#### *Employers and other consultees*

J Fleming, CJSW Service Manager, East Dunbartonshire Council,

Norman Firth, CJSW Partnership Manager, Dunbartonshire and Argyll & Bute

Hugh McGregor, CJSW Service Manager, South Lanarkshire

Ron Lancashire, CJSW Service Manager, City of Edinburgh

Sheena Watson, CJSW Manager, Aberdeenshire Council

Corinne Innes, Team Manager JSOP, Aberdeenshire Council

Colin Murray, Assistant Director, Action for Children

Yvonne Leathley, Development Manager, Learning Network North

Shirley McKay, Senior Social Worker, Shetland Council

Bill Kinnear, Service Manager, Fife Council

Martin Cawley, Chief Executive Turning Point Scotland (email only)

Yvonne Robson, Professional Development Manager, ADSW

Allan Montefiorte, CJSW Service Manager, Dumfries & Galloway Council

Additionally, following the Northern workshop meeting minutes were emailed to all Northern CJA members for further comment and feedback, including representatives from Orkney, Aberdeen, Moray, Highland the Western Isles who did not attend the workshop.



## References

Buonanno, P. (2003) "The Socioeconomic Determinants of Crime. A Review of the Literature" Working Papers 63, University of Milano-Bicocca, Department of Economics

Futureskills Scotland (May, 2007) Labour Market Projections 2007 to 2017

Scottish Government (2008) Scotland's Choice – Report of the Scottish Prisons Commission

Scottish Government (January, 2010) Statistical Release Crime and Justice Series: Scottish prison population projections: 2009-10 to 2018-19

Scottish Government (February, 2010) Criminal Justice Social Work Statistics

Skills for Care and Development (April, 2010) Sector Skills Assessment (Scotland)

Social Work Inspection Agency (March, 2010) Improving Social Work in Scotland Report

## Web links

High Level Summary of Statistics

<http://www.scotland.gov.uk/Topics/Statistics/Browse/Crime-Justice>

Staffing Census Background Notes

<http://www.scotland.gov.uk/Publications/2009/06/23092957/2>

## Abbreviations

ADSW	Association of Directors of Social Work
CJA	Community Justice Authority
CJSW	Criminal Justice Social Work
COSLA	Convention of Scottish Local Authorities
CPD	Continuing Professional Development
CPO	Community Payback Order
CS	Community Service
FRAME	Framework for Risk Assessment, Management & Evaluation
LFS	Labour Force Survey
LS-CMI	Level of Service Case Management Inventory
MAAPAs	Multi-Agency Public Protection Arrangements
SSA	Sector Skills Assessment
SSSC	Scottish Social Services Council
SWIA	Social Work Inspection Agency
TDO	Training and Development Officer
TNA	Training Needs Analysis
WTE	Whole-Time Equivalent

