

changing

lives

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ISBN: 0-7559-4824-6

Scottish Executive  
St Andrew's House  
Edinburgh  
EH1 3DG

Produced for the Scottish Executive by Astron B43115 1/06

Published by the Scottish Executive

Further copies are available from  
Blackwell's Bookshop  
53 South Bridge  
Edinburgh  
EH1 1YS

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# Changing Lives foreword



William Roe – Chair

I am delighted to present *Changing Lives*. This report is the culmination of 12 months of intensive work which has taken us across the length and breadth of Scotland. The range of opinion and evidence we've needed to consider has been vast. I would like to record my warmest thanks and appreciation to everyone who helped us in our work.

We have listened to the views of people who use and deliver social work services and to many other professionals and organisations. We have seen examples of excellent practice as well as much that gives us cause for concern.

We've considered research, evidence of best practice and views from leading opinion makers, people who use services and their carers and from the general public. We have debated the big issues that affect not only social work, but all public services. We have considered the implications of a changing population, of changing expectations and of an increasingly fragmented society.

Throughout our work, the evidence we have considered has been remarkably consistent in its messages. We can therefore draw our conclusions, and the recommendations flowing from them, with confidence.

Our choice of *Changing Lives* as a title reflects the very strong and consistent messages of the need for transformational change. Social work is life-changing work. But now, at the start of the 21st century, social work itself needs to change so that it can match our country's expectations for high quality, accessible, responsive and personalised services. In the four decades since the present pattern of social work services was created, our society has changed out of all recognition. Looking forward 20 years, we see a Scotland that will change yet further and faster. Social work services will need to match that pace of change, in what they do, how they are led, organised and delivered, and how they contribute to improving the well-being of people and communities.

***Our lives are changing:*** we are becoming increasingly well informed and demanding consumers, yet our changing lives and circumstances present increasingly complex problems in a fragmented and ageing society.

***The lives of people who use services and their carers need to change,*** giving them a stronger role in the way services are designed and delivered. We will expect services which are personalised to meet our needs and

In the summer of 2004 I was handed a challenging brief by Scottish Ministers, to chair the 21st Century Social Work Review. The review group was asked to take a fundamental look at all aspects of social work and make recommendations on how services should be developed to meet the future needs of Scotland's people.

aspirations, where solutions to our problems are co-produced with professional workers.

**Partnerships between social work services and other public, private and voluntary agencies need to change:** Social work services alone cannot solve society's problems. We need to harness all our resources and expertise to design services around the needs of people, delivering the right outcomes for the people who use them. That means finding new ways of working that position social work services alongside the work of their partners in the public, voluntary and private sectors. Together we will need to shift the balance towards a much greater focus on preventing problems and intervening early to resolve them.

**Our workforce is changing:** The workforce of the future will need to work smarter, developing new roles and new ways of working, if it is to meet changing demands. Workers will need to be supported and developed by their employers to take on new responsibilities, to be innovative and to strive for excellence. We will need clear and visionary leadership at all levels to make sure that everyone's knowledge and skills are used effectively.

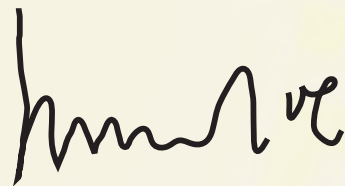
**Technology will change our lives:**

Technology is not a panacea for all our problems but it offers major opportunities to re-think how we organise and deliver services. 21st century social work services will need to be at the forefront of using technologies to support their life-changing work.

In *Changing Lives* we set out a new direction for social work services in Scotland based on the strong core values of inclusiveness and meeting the whole needs of individuals and families. We seek to equip social work services to rise to the challenge of supporting and protecting our most vulnerable people and communities in the early part of the 21st century.

Social work has a bright and exciting future. *Changing Lives* gives us a once in a generation opportunity to deliver the kind of social work services Scotland needs.

Putting our recommendations into practice will not be easy. It will require long term commitment and vision from the Scottish Executive, from the leaders of the profession, from all those who work in or with social work services and from the people who use services, either voluntarily or as a result of statutory orders. If fully implemented, they will change the way services are designed and delivered, enabling workers to make a fundamental difference to the lives of the individuals, families and communities they serve. They will deliver life changing services that are fit for the future. Services we can all be proud of.



William Roe – Chair  
21st Century Social Work Review

introduction for users and carers to

# changing lives

from the User and Carer Panel

## About this introduction

This introduction, for the report on the social work review, is written for users of social work services and family carers. It will explain where the review and report came from and why it is important to you. This is not a summary of the report. This introduction concentrates on some of the messages in the report that we think are important for you.

## Why was there a 21st Century Social Work Review?

The review of social work happened because people felt services weren't working well enough: Scotland has changed, and what people needed from services has changed as well. Also, there are fewer taxpayers and more people needing services, so there is not enough money to fund these services.

The purpose of the review was to find better ways of working for services and social workers, and to find ways of using resources better.

## Where does the report come from?

The report comes from the work done in the review on how social work services and social workers could give better services to people. Lots of people were asked about what they thought of social work services and social workers.

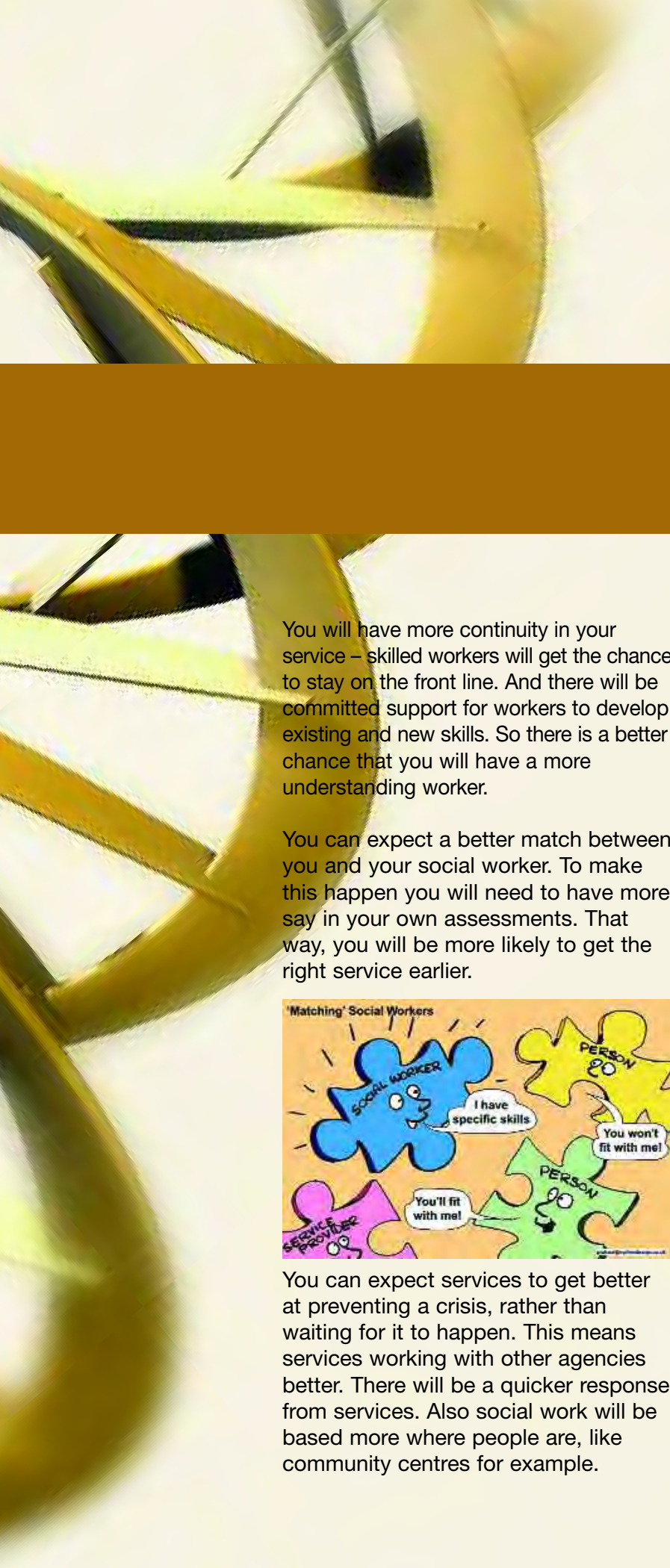
One of the key groups that worked with the review was a panel of people who use social work services and carers called the User and Carer Panel. This introduction has been written by the Panel.

## If you use services, or are a carer, this is what you can expect from services in future:

The report says that social work services have to be more responsible for the services they provide.

The person is at the heart of everything. This means that your service should start from where you are. It means services must see "service users" as people, and not just see their labels. Social workers need to think about what difference it makes to the person using services or carer.





To make all this happen, you can expect that social workers will have more responsibility, and have more power to make their own decisions. Social workers will have less red tape: this means social workers doing more social work, and less paperwork. The result will be a speedier, more efficient service.

You will have more continuity in your service – skilled workers will get the chance to stay on the front line. And there will be committed support for workers to develop existing and new skills. So there is a better chance that you will have a more understanding worker.

You can expect a better match between you and your social worker. To make this happen you will need to have more say in your own assessments. That way, you will be more likely to get the right service earlier.



People that use services and family carers will have more control over the services they are getting. “Citizen leadership” will become important, this means people having more of a say and taking more of a lead in planning services, like:



- More say in your own assessments
- More flexible services like Local Area Coordination
- More panels like the User and Carer Panel!

You can expect services to get better at preventing a crisis, rather than waiting for it to happen. This means services working with other agencies better. There will be a quicker response from services. Also social work will be based more where people are, like community centres for example.

Finally, the Panel feels that we’ve made a difference by being part of the review. We feel that our voice has been heard and our ideas have been included in the report. The Panel welcomes the report. However, there’s still a lot to do before these changes will happen – we’d better get started!





Remit, approach &  
**definitions**

The 21st Century Social Work Review was commissioned by Ministers in the summer of 2004.

Its overall aim was *to take a fundamental look at all aspects of social work in order to strengthen its contribution to the delivery of integrated services.*

It had six main objectives:

- To clearly define the role and purpose of social workers and the social work profession
- To identify improvements in the organisation and delivery of social work services
- To develop a strong quality improvement framework and culture, supported by robust inspection
- To strengthen leadership and management giving clear direction to the service
- To ensure a competent and confident workforce
- To review and if necessary to modernise legislation.

### Terminology and scope

Although the review has looked across the breadth of social work services, it has not been our remit to look in detail at the full range of social care services.

When we refer to **social work services**, we refer to all services provided by local authorities and to commissioned services provided by the voluntary and private sectors to meet the identified needs of the communities they serve.

When we refer to **social workers** we refer to those people who hold a recognised social work professional qualification and a current registration with the Scottish Social Services Council.

When we refer to the **social service workforce**, we refer to the whole workforce of people engaged in the delivery of social work services, whoever their employer may be. The social service workforce as defined in

The review has been led and overseen by an independent review group, supported by a series of working groups reporting to it:

- Role of the social worker sub group
- Performance improvement sub group
- Leadership and management sub group
- Stakeholder group
- Users and carers panel.

Annex C sets out the membership of the various groups.

Annex B summarises the various sources of evidence considered in reaching our conclusions. The main sources of evidence are available in full on the accompanying CD or the 21st Century Social Work Review website [www.21socialwork.org.uk](http://www.21socialwork.org.uk)

legislation includes the early education and child care workers, which is subject to a separate review and excludes other professionals such as occupational therapists. For our purposes, we consider the workforce to be made up of social workers, occupational therapists and other professionals, social work and occupational therapy assistants, care workers, residential care staff and support staff.

# Executive summary

Extensive consultation across Scotland and consideration of a wide range of evidence draws us to three over-riding conclusions:

***Doing more of the same won't work. Increasing demand, greater complexity and rising expectations mean that the current situation is not sustainable:***

Tomorrow's solutions will need to engage people as active participants, delivering accessible, responsive services of the highest quality and promoting wellbeing.

***Social work services don't have all of the answers. They need to work closely with other universal providers in all sectors to find new ways to design and deliver services across the public sector:***

Tomorrow's solutions will involve professionals, services and agencies from across the public, private and voluntary sectors in a concerted and joined-up effort, building new capacity in individuals, families and communities and focusing on preventing problems before they damage people's life chances irreparably.

***Social workers' skills are highly valued and increasingly relevant to the changing needs of society. Yet we are far from making the best use of these skills:***

Tomorrow's solutions will need to make the best use of skills across the public sector workforce, refocusing on the core values of social work. Social workers will need to make effective use of therapeutic relationships and find new ways to manage risk.

## Findings

We found countless examples of services transforming people's lives and protecting them and their communities. These provide many strengths to build upon. However, we should not be complacent about the scale of the challenge facing social work. We found a profession and services under great pressure, lacking in confidence and not delivering to their full potential, resulting in a growing mismatch between the values of social work and the experience of people who use and work in services. In chapter 2 we summarise our findings and aspirations.

## Context

We all aspire to live in a society that is healthy, prosperous, tolerant, safe, fair and inclusive. Social work services have a vital contribution to make to that. Services are provided in a context of changing need and opportunities. Demographic, social and political trends pose challenges and opportunities that will influence the future design and delivery of services. In chapter 3 we summarise some of these trends and their implications for social work services. Together, these trends pose challenges of growing need, demand and expectations, as well as new opportunities offered by increasing integration and new technologies.

**“Services should meet the needs of people. People shouldn’t have to fit services. Social workers should be allowed the time to get to know their clients really well, so that they really understand the different needs of each individual.”**

*Users and Carers Panel*

### **The role of the social worker**

Social workers have a distinctive set of knowledge, skills and values that need to be better used in supporting our most vulnerable people. Chapter 4 sets out a tiered approach to practice that recognises those things only a social worker can do, those they are best equipped to do and those to which they should contribute.

### **Building capacity to deliver personalised services**

Personalisation is driving the shape of all public services, with a growing public expectation that services will meet their needs, helping them achieve personal goals and aspirations. This may pose a particular challenge for social work, given the need also to manage growing demand and complexity as well as the need to protect the public by taking measures to control some people’s liberty. To be effective in meeting that challenge, social work services will need to engage individuals, families and communities and to work in new ways with other parts of the public sector, focusing increasingly on prevention. Chapter 5 sets out five recommendations that will build our capacity to design and deliver personalised social work services through building individual, family and community capacity; refocusing on prevention and earlier intervention; creating whole system response to problems; and making effective use of the mixed economy of care.

### **Building the capacity of the workforce**

We are not making the best use of social work skills. Developing personalised services revitalises and refocuses services on the core values of social work. Achieving that will mean making full and effective use of the whole workforce, creating new roles, developing confidence and trust and shifting the balance of power and control. Chapter 6 sets out four recommendations that will develop social workers as accountable, autonomous professionals; create new governance arrangements to support devolved responsibility; place a new emphasis on individual and organisational learning; and change the skill mix of social work teams, introducing a new paraprofessional role.

### **Building capacity for sustainable change**

The major changes set out in our report will require a real and lasting commitment to transform services at all levels and in all parts of the system. They will involve major cultural change across the public, voluntary and private sectors and new solutions to changing needs. Chapter 7 sets out our final four recommendations which seek to embed these changes in new ways of working. The recommendations will develop enabling leadership and effective management at all levels, including a new focus on citizen leadership which will enable people who use services to have real influence; a new focus across the sector on performance improvement and the delivery of agreed outcomes; a structured approach to re-designing services and delivering change; and new legislation to provide a foundation for future practice.

# Chapter 1: messages

## from the 21st Century Social Work Review

***Doing more of the same won't work. Increasing demand, greater complexity and rising expectations mean that the current situation is not sustainable.***

***Social work services don't have all of the answers. They need to work closely with other universal providers in all sectors to find new ways to design and deliver services across the public sector***

***Social workers' skills are highly valued and increasingly relevant to the changing needs of society. Yet we are far from making the best use of these skills***

These are the three over-riding conclusions we have reached at the end of our intensive deliberations of the past year. They are based on our consultations with many hundreds of people throughout Scotland, across all sectors of the social service workforce, with other professionals, with people who use social work services and their carers and on our analysis of existing and commissioned research evidence.

### **Doing more of the same won't work**

The demand for social work services is increasing and changing as people's needs are becoming more complex and challenging. The expectations of citizens

of the 21st century are for more accessible, responsive public services of the highest quality. The result is that we expect more and more of a fixed resource, placing ever increasing pressure on social work services to deliver. Professional roles too often become focused on managing access to existing services rather than on helping people find solutions to their problems. In this way, people become passive recipients of services rather than active participants in their care. We have concluded that this is an unsustainable direction for social work services and that simply pouring ever more public resources into a service based on welfare models rather than the promotion of individual wellbeing will not, in itself, achieve a sustainable future.

### **Social work doesn't have all of the answers**

Social work services alone cannot sort out all of the problems facing society now and in the future. Tomorrow's solutions will need to involve professionals, services and agencies from across the public, private and voluntary sectors in a concerted and joined-up effort. They will need to build new capacity in individuals, families and communities to meet their own needs, drawing on strengths, hopes and aspirations. They will also require a long-term commitment across government and the public sector to prevent the problems facing individuals, families and communities today, before

**“Users and carers are citizens. We expect to be respected as whole people and supported to achieve our aspirations. What needs to happen is that everyone in society recognises us as their neighbours with every right to be included. A good standard of housing and income matters to us, the same as everyone else.”**

*Users and Carers Panel*

- demands exceed resources, resulting in social workers acting as gatekeepers, processing people through systems rather than working directly with individuals and families; and
- the constant pressure to deal with crises leaves little time for early intervention or for increasing the capacity of individuals, families and communities to find their own solutions.

they damage people’s life chances irreparably. This approach must make the best use of those universal services, such as health, early years education and police, which touch everyone’s lives, and those of social work services which are targeted to provide support in very specific circumstances.

**Social workers’ skills are highly valued and increasingly relevant**

The International Federation of Social Work describes the mission of social work as being to *“enable all people to develop their full potential, enrich their lives and prevent dysfunction”*. While we believe this is still valid to society today, we have found that in reality:

- a culture of blame has developed in response to systemic failures to protect individuals and the wider community, which is forcing social workers into monitoring behaviour rather than actually helping people to make changes;
- heavy and inequitable caseloads often prevent social workers from tackling the complexities that lies behind the immediate need;

It is in this context that the 21st Century Social Work Review was commissioned to examine how social work services can adapt to meet present and future needs.

**A new direction for social work services**

The recommendations we set out in this report represent a new direction for social work services in Scotland which reinvigorates social work’s core values of:

- respecting the right to self determination;
- promoting participation;
- taking a whole-person approach;
- understanding each individual in the context of family and community; and
- identifying and building on strengths.

They will set social work on a sustainable course, building the capacity of services and the workforce and providing a firm foundation for meeting the current and future needs of Scottish society. Our conclusions fall into three main themes, which provide a structure for the report:

### **Building capacity to deliver personalised services**

The first five recommendations aim to develop services which people find easy to use and which are better equipped to help them find their own solutions.

They will make sure that social work services:

1. are designed and delivered around the needs of people who use services, their carers and communities;
2. build individual, family and community capacity to meet their own needs;
3. play a full and active part in a public sector wide approach to prevention and earlier intervention;
4. become an integral part of a whole public-sector approach to supporting vulnerable people and promoting social well-being; and
5. recognise and effectively manage the mixed economy of care in the delivery of services.

### **Building the capacity of the workforce**

The next four recommendations aim to develop and deploy the social service workforce in ways that make the most effective use of the knowledge, skills and values of social work.

They will make sure that:

6. services develop a new organisational approach to managing risk, which ensures the delivery of safe, effective and innovative practice;
7. social workers are enabled and supported to practise accountably and exercise their professional autonomy;
8. employers develop a learning culture that commits all individuals and organisations to lifelong learning and development; and
9. services are delivered by effective teams designed to include the appropriate mix of skills and expertise and operating with delegated authority and responsibilities.

### **Building capacity for sustainable change**

The final four recommendations aim to ensure the delivery of real and sustained change in the way services are designed and delivered.

They will make sure that social work services:

10. develop enabling leadership and effective management at all levels and across the system;
11. are monitored and evaluated on the delivery of improved outcomes for people who use services, their carers and communities; and
12. develop the capacity and capability for transformational change by focusing on re-designing services and organisational development.

And finally, we conclude that:

13. the Scottish Executive should consolidate in legislation the new direction of social work services in Scotland.

We have not recommended organisational change. Such decisions need to be taken locally, in order to respond effectively to local need. Our recommendations will however require transformational change in the way services are designed and delivered. They will require both services and roles to change in order to meet people's needs better and make best use of the skills of the whole workforce. A multi-agency approach, driven by committed and imaginative leadership across the public, voluntary and private sectors will be needed to fully implement the recommendations. We know that this will not happen overnight. However during the course of the review process we have found a strong consensus behind the need for change. We encourage the Scottish Executive and service providers to respond quickly and constructively to this report by taking early, decisive action and putting in place the processes required to deliver lasting change.



# Chapter 2: social work

## now and in the future

The social service workforce delivers essential services day in and day out to some of our most vulnerable people. Theirs is life changing work. We have found countless examples of social work services which transform people's lives and protect them and their communities from harm. We have found dedicated staff going way beyond what is expected of them, sacrificing their own time and personal energies to support people in need. Most of this work goes unnoticed and unremarked and it is important that we celebrate the skillful and innovative work seen in current practice.

It is also important that we are clear about the size of the challenge to develop social work services which meet growing and increasingly complex demands. This chapter looks at the strengths we can draw on in meeting that challenge and the areas where we want to see change. This is based on evidence (summarised in Annex A) from a wide and diverse range of sources including from:

- practitioners and leaders in the public, voluntary and private sectors;
- people who use services and their carers;
- partner professions and agencies;
- observing practice; and
- research.

Throughout, the findings have been remarkably consistent and we describe them below.

### Strengths to build on

We found many strengths in social work services, which need to be kept and developed as a basis for delivering future services. In particular we found:

- many examples of good practice across the whole range of social work services, often not acknowledged or celebrated;
- a social work profession with a strong and highly relevant knowledge, skills and value base, and a passion for social justice, which is attracting an increasing number and diversity of new recruits;
- professionals working in the most challenging of circumstances, balancing conflicting needs and views, juggling resources and making the finest of professional judgements about risk to both individuals and society;
- a strong drive for change through the creation of an honours degree in social work, the Scottish Social Services Council and the Scottish Institute for Excellence in Social Work Education, working together to raise the professionalism of the workforce and improve the competence and quality of social workers' practice;



- services which deal skillfully with complex problems, helping people to find a way through their difficulties;
  - a real commitment to developing joint services and a recognition among partners of the distinctive contribution that social service workers make to multi-agency working;
  - a mixed market of services across the public, voluntary and private sectors each with the scope to learn from each other;
  - an appetite for performance improvement and revitalised inspection; and
  - that most people who use services were generally satisfied with the service they received.
- an aversion to risk in society as a whole, which poses a very real challenge for social workers, who must always be making fine judgements about risk. All too often this means local authorities restricting practice in order to protect themselves from media and political criticism, which in turn limits opportunities for people who use services and for their carers;
  - a social work profession lacking in confidence in its own skills and unclear about its distinctive contribution;
  - highly skilled professionals carrying out work that didn't require their level of skills and expertise and little opportunity for the best practitioners to advance their careers and still keep working with people who use services and their carers;
  - the decision making ability and professional autonomy of social work professionals constrained by line management arrangements that require escalation of decision making up a chain of command in order to manage budgets or risk;

### Challenges to tackle

Despite the excellent work which is done on a daily basis we have found a profession and services under great pressure which are not delivering to their full potential. This has resulted in a growing mismatch between the value base of social work and the experience of people who use services and of workers. In particular, we found:

- unreasonable expectations of what social work services can do to sort out the problems society faces;



- the professional leadership of social work services eroded by pressures to manage services and budgets. This means front line workers have little idea of the values or professional priorities of their employers;
- services and professionals overwhelmed by bureaucracy and systems, often gathering information for local and national use which is of little value;
- a lack of focus on learning within organisations both in terms of matching the skills of individuals with the needs of the service and in making sure that organisations themselves learn from best practice and from mistakes;
- a relationship between voluntary and private sector providers and local authority staff involved in delivering care which is inequitable, inconsistent and lacks a strategic approach; and
- people who use services having little say over how they were delivered, often having to accept what was available rather than what was needed.

### **Services for the 21st Century: our aspirations**

This section sets out the way our recommendations, if they are implemented in full, will make a real difference to the people who use and work within social work services.

#### **People who use services should:**

- influence the design and planning of services and how they are delivered;
- find it easy to contact services and receive a helpful and prompt response;
- know what to expect from services;
- have their strengths, interests and aspirations built on by services;
- be active partners in finding and developing solutions to problems;
- be able to get the help they need when they need it;
- regard social work services involvement as a positive option rather than a last resort;
- have a consistent and reliable relationship with their worker; and
- have someone to advocate on their behalf.

**Carers should:**

- be recognised as active partners and care providers, able to influence how services are designed, planned and delivered;
- be able to choose how much involvement they have in providing care; and
- be able to have a wider life outside their caring role.

**Social service workers should:**

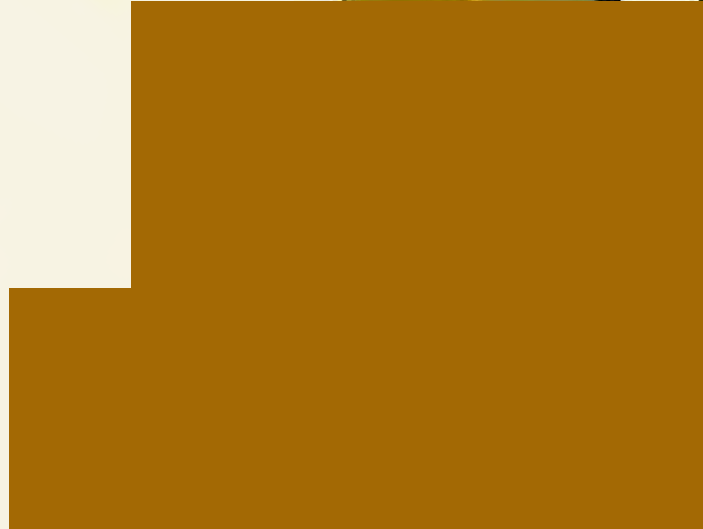
- be able to use their skills and knowledge effectively;
- work to their full potential and be able to make sound decisions, supported and challenged by quality professional consultation;
- use evidence based practice and continue to learn throughout their careers;
- have a range of career options that allows progression in practice as well as in management;
- work in supportive teams and feel empowered to find innovative and creative solutions to meet people's needs; and
- have access to technology that helps them do their job effectively.

**Employing organisations should:**

- trust their employees to practise safely and effectively;
- support the development of the whole workforce;
- promote and celebrate excellence, learning from good practice and from mistakes; and
- resource employees to deliver first class services.

**The general public should:**

- have confidence in the work of social work services;
- understand how and when services may be able to help them;
- be clear about how to access services;
- have a realistic expectation of what services may be able to do to help them; and
- value help and support from social work services.



**Partner professions and agencies should:**

- understand the distinctive contribution that social work services can make;
- have effective joint service planning and design arrangements in place to make sure that best use is made of social work skills; and
- respect and value the contribution that social workers make to achieving shared priorities.

**Political leaders at national and local levels should:**

- understand and value the contribution of social work services to protecting vulnerable people and promoting wellbeing;
- provide clear and consistent leadership;
- be able to take well informed decisions about social work services; and
- present a positive public image of social work services.

# Chapter 3: a changing

## context for social work: challenges and opportunities

We all aspire to live in a society that is healthy, tolerant, safe, inclusive and fair. Such a society needs a vibrant economy and excellent public services. Social work services have an essential contribution to make in achieving that goal. Their role has three main dimensions:

- supporting the most vulnerable and excluded members of our society to live fulfilling lives, working in partnership with individuals, families and communities and with other public, voluntary and private services;
- protecting individuals, families and communities at risk of harm from themselves or others through the use of statutory powers, then working to reduce and minimise that risk through helping people to change their behaviours;

- working with others to close the opportunity gap between the richest and poorest in our society, through helping individuals and families to take control of their lives, and develop hope and aspirations for the future.

Effective social work services promote independence and resilience, enabling some of our most vulnerable, excluded and even dangerous people to play an active part in society, through achieving change. In this way, they contribute not only towards the goal of delivering excellent public services, but towards developing the economy, helping people to become self reliant once more.

In looking to the future delivery of social work services in Scotland, this chapter explores trends that will influence future demands.

Demographic, socio-economic and political trends have driven significant change in social work services since the landmark legislation of 1968 that underpins social work today. These trends and new ones will continue to pose new challenges and opportunities, influencing the future design and delivery of services. We summarise the major trends that we believe will affect how services are delivered in future, then consider the implications for the three main branches of social work practice:

- children and families;
- community care; and
- criminal justice.

### **An ageing population**

In 1968 people aged over 60 years made up 18% of the population. By 2030, 25% of us will be over 60. In particular, the number of people aged over 75 has risen dramatically and is projected to increase by a further 60% by 2028. This poses a massive challenge for health and social services but also offers us a pool of abilities, talent and wisdom to call on in promoting the capacity of communities to care for themselves. Although life expectancy continues to increase, large sections of the population will spend an increasing number of their later years in ill health. For example, 60% of people aged 65-74 report two or more long term conditions. While this will not present significant problems to many of these people, it poses challenges for health and social work services in anticipating and supporting those people who will need help, promoting self care and improving long term management of problems.



### **Children in need**

Not only has the percentage of the population under 16 fallen, by 11% between 1968 and 2001 with a further predicted fall of 18% by 2028, the numbers of children in our community are already drastically reduced. The pre-school population is now barely half what it was in 1968. (277,000 rather than 478,000). In the same period the numbers of children looked after by local authorities has risen by 4%. On this basis, there may be fewer children in future, but a higher percentage of them are likely to be in need, placing more pressure on local authorities to carry out their corporate parenting role and to find alternative approaches to protecting children at risk. Services will be under pressure to provide more effective transitions within and between services, particularly for those leaving care where we know outcomes are very poor: 60% leave school with no qualification, and a similar proportion don't enter employment, education and training. As many as 20% become homeless within a year. This is a challenge to the whole public sector, requiring an integrated approach to preventing predictable problems.



### Fractured relationships

Strong relationships are an essential protective factor in determining mental health and wellbeing, yet as people have more choice in how and where they live, whether to marry or have children, more people than ever are living alone for all or part of their lives. The trend towards more fluid and fractured family relationships is likely to lead to more complex, and possibly weaker, extended family supports and more people living in isolation. Figures from a Scottish Children's Reporters Administration study (Gault, 2005) suggest that significant numbers of children grow up within complex and transitory groupings of parents, successive partners, extended family and sometimes local authority care. The study showed only 21% of children referred to the reporter were living with both birth parents, 16% were in foster care, and 10% were living with relatives other than parents, a trend reflecting the growing inability of some parents to cope, often related to substance misuse and mental health problems.

### Changing needs

Medical advances mean that many more infants born very prematurely or with significant disabilities will survive into adulthood, some of whom will require life long care and support. Service providers will be under pressure to provide services that strengthen the capacity of these young people to lead fulfilling lives and to make smooth transitions within and between services. Further advances may rid us of physical conditions that have caused great need in the past, but the World Health Organisation sees chronic mental health conditions such as stress, depression and anxiety as among the biggest challenges Western Europe will face in the next generation. The long term consequences of substance abuse and other lifestyle choices, particularly amongst young people, will also shape future demand for services.

### Social polarisation

Although society as a whole has become more affluent and aspirations have grown, the gap between affluent and poor continues to widen. The gap in life expectancy between the most and least affluent areas grew by 45% over the last 20 years and is projected to grow by a further 19% by 2010 to 9.2 years, driven by poverty and lifestyle choices. This increasing social polarisation means that some families have experienced four generations of deprivation, worklessness and declining life expectancy. There is a strong correlation between low socio-economic status and the likelihood of becoming addicted to drugs and alcohol, or of being a victim or perpetrator of crime. 50% of Scotland's prisoners come from local authority ward areas containing only 17% of the population. Growing polarisation in terms of health,

educational attainment and income leads to deprivation often being concentrated in defined communities, leaving social work resources particularly stretched. Society will need to find long term and more effective ways to change these communities if an inexorable rise in social problems and the caseload of social work services is to be halted. Social work will have a significant role in this, promoting community responsibility, resilience and capacity and linking people to resources within their community.

### **Shrinking workforce**

The shape of Scotland's working age population is changing. The number of people aged 15 and under is predicted to fall by 18% between 2003 and 2028 and the number of people of working age is projected to fall from 3.16 to 2.89 million. Competition to recruit to public sector services to meet growing need will be fierce and the capacity of the working age population to fund public services will be reduced. Employers will be under increasing pressure to develop, retain and make the most of a skilled workforce. Globalisation of services is already occurring with the use of call centres in other countries, and the opportunity to purchase and use social work services provided abroad is likely to develop further.

### **Cultural diversity**

Scotland is becoming a more ethnically and culturally diverse country with an explicit "fresh talent" policy to encourage more people to live in Scotland to counteract the predicted decline in Scotland's workforce. The population is now predicted to drop below 5 million by 2036, although this is later than previous predictions as the birthrate and immigration have recently increased. The influx of new Scots provides both opportunities for the social services workforce, but also a challenge in supporting immigrant and refugee populations.

### **Choice, independence and personalisation**

As demanding consumers of goods and services, users of public services will increasingly expect the same variety, choice and flexibility that they expect from the business sector. They will demand a more personalised approach, much greater involvement at all levels and more transparency about the level of services available. Because people are becoming better informed they have growing expectations that services will be delivered where and when they want them. Partnership for a Better Scotland (2003), recognises this, with a commitment to ensure that "public services are designed and delivered around the needs of individuals and the communities within which they live." This will require more honesty about what the state can or cannot provide, a realism about capacity and a clear willingness to say no to unreasonable demands.

Personalisation is an increasingly credible approach across all aspects of service delivery. The implications of personalised approaches to compulsory aspects of social work services, involving social control, will pose particular challenges, requiring rigorous approaches to enabling lasting change.

### **Technology**

Technological progress will bring many opportunities and challenges. Easier mobile working can free up workers to spend more time with their clients, while information sharing tools can support integrated working. We live in an information rich age, which both influences people's expectations and provides new opportunities to deliver services. Technology can help in the effective planning of services, matching services to demand more accurately. It can also help vulnerable people to lead independent lives, and improve communication with workers and people who use services. The danger is that the "digital divide" will disadvantage those unable to afford its



benefits. The challenge is to use technology to enhance rather than replace human relationships, to help workers 'work smarter', to promote social inclusion and to ensure the protection of the vulnerable.

### **Changing communities and fear of crime**

Social networks and communities are changing and will continue to change. Technology will allow greater access to online socialisation for a majority of the population, creating new communities of interest, and changing traditional concepts of community. Some sections of the population, who neither want nor are able to benefit from this, may become more marginalised. Social tensions and increasing wealth may result in the growth of phenomena such as American style gated communities, which isolate themselves from the mainstream through physical barriers.

Political priorities will continue to be driven by fear of crime and antisocial behaviour, potentially undermining further any sense of community. Social work providers face a significant challenge within this context of strengthening the capacity of communities to become more self sustaining.

### **Managing risk**

Social workers have to deal with uncertainty, yet they operate in a risk averse and increasingly litigious society. At the same time they will have to face increasing demand for more independently provided and personalised services which may be less subject to regulation and so potentially more risky. Service providers will need to manage this tension, working with partners and users of services to develop a common understanding of the measurement, recording and reduction of risk. They will also need to help people understand that the sort of society in which there is no risk is neither achievable nor desirable.



### **Regulated services**

The creation of the Social Work Inspection Agency, the Care Commission and the Scottish Social Service Council has changed the organisational landscape in which social work is practiced in Scotland. They are part of a bigger shift towards setting clear and measurable standards as a means to both ensure public safety and drive up the quality of services. This provides an opportunity to promote and ensure excellent public services. It also provides a challenge for both government and services in making sure that over regulation does not inhibit the development of services. Regulators and services will need to demonstrate how they can work together to deliver coherent, trusted and responsive services.



### A devolved nation

Post devolution, Scotland has begun to pursue its own distinct evolution of services and to determine the underlying balance of rights and responsibilities between the individual, the family and the state appropriate to Scotland, which will shape services. The ability to respond quickly and distinctively to the needs of Scotland's people has led to a plethora of new policy and legislation. Maintaining and developing effective political leadership will be essential if we are to see these aspirations come to fruition. Crucially, that leadership needs to be visible and credible at both national and local levels, making the most effective use of central direction and local responsiveness to needs.

### Integration and social work services

All public services are increasingly working towards integrated service delivery. The theme of services designed and delivered around the needs of individuals, families and communities is at the heart of much policy and has already had significant impact on social work services. Developments in community care are perhaps the furthest advanced, through the *Joint Future* initiative and single shared assessment. Similar approaches underpin community schools and proposals for integrated assessments for children. Joint approaches to planning through children's service plans, community care plans and ultimately community plans provide a vehicle for joint development. Structural approaches such as the creation of community



justice authorities and community health partnerships take that integration further into new partnership arrangements. All of this has a direct impact on the structure, planning and delivery of social work services. A significant challenge for social work services will lie in maintaining and developing the distinctive contribution of social service workers, while promoting joined up approaches to service design and delivery. The three branches of social work will face distinctive challenges, reflecting the changing needs and expectations of society:

### Children and families

Family breakdown, fluid and unstable relationships, more children suffering chaotic lifestyles due to substance abusing parents, or from adults who have never learned to parent, and the growing numbers of disabled children living longer have all combined to create a growing number of children with a level and complexity of need barely imagined in 1968. Our understanding and recognition of child abuse, in particular child sexual abuse, mental health problems amongst children and the impact of domestic abuse on child development have grown significantly. Several high profile tragedies, service failures and enquiries have given child protection a very high political and media profile. This has led to a lack of acceptance of risk in the media and the public eye and a scapegoating of social work services when things go wrong. However there is also a growing understanding among partners that social workers alone cannot protect all children in need and that the universal services of health and education must take a greater role in delivering targeted services. Social workers are increasingly working in integrated early years services alongside health visitors and child care workers and in schools alongside teachers and school nurses, a trend which seems certain to continue. While residential child care remains the option of choice for a few children, many more are accommodated in residential provision due to a shortage of foster placements. The increasing complexity of problems faced by these children emphasises the need for highly skilled practitioners in the residential child care setting.

Youth crime and anti-social behaviour are high on the political agenda. Society is facing the consequences of rearing a group of disaffected, alienated young people with little stake in our society, though there is also some evidence of a growing intolerance of young people. Addressing this is the responsibility of all public services, not just social work services, which often deal with the consequences of alienation. Social workers will be major players in an integrated approach to youth justice. Their skills in engaging, persisting with and managing change in the most resistant individuals will be vital within partnership approaches to one of our society's most stark challenges.

The pressure on children and family social workers has been made worse, in recent years, by shortages of social workers able and willing to work in this demanding and highly pressurised environment. While the situation is improving, it has left a legacy in some authorities of unallocated cases, high thresholds before a service can be provided, inexperienced frontline staff, managers and a culture of crisis intervention.

### Community care

Since the closure of large institutions in the 1990s, social workers, occupational therapists and social care staff have made huge positive contributions to the development of better adult care services, increasingly in partnership with NHS colleagues. This has meant:

- new assessment processes;
  - new ways of delivering rapidly expanding services;
  - opening up a diverse provider market; and
  - managing huge budgetary transfers.
- Many people who were receiving institutional care have exceeded society's expectations of their ability to live fulfilled lives in the community. Innovative services have evolved to enable them do so. The increasing aspirations of previously marginalised groups and the

subsequent increased demand for services are a consequence of past successes.

Adults with learning disabilities increasingly expect to live ordinary lives in the community. Services have to be open to developing their aspirations, but must protect those who may be vulnerable from bullying and challenging behaviour. This goes beyond individual casework and will challenge society's attitudes, especially around sexual relationships and parenting. For people with mental health problems, many of the themes are similar. The incidence of suicide and self harm in Scotland challenges how we make services available. Services will be shaped by the increasing emphasis on rights and responsibilities of people experiencing mental illness, and the needs of their carers and families. An integrated approach to improved mental health will require further development of partnership working with health, housing and other services.

People with physical and sensory impairment will continue to challenge services to personalise care. Good work is already being done using technology to increase capacity for independent living, driven by a rights based approach to services. Similar challenges face the delivery of services for older people, in helping them maintain healthy, fulfilled and independent lives in the face of greater prevalence of long term conditions. This means that services must work together to promote self care and enable early responses to problems, reducing isolation and finding truly personalised solutions to people's needs.

People with substance misuse problems have needs which cross service boundaries, further challenging services to develop personalised approaches that make effective use of specialist expertise while meeting people's health needs, addressing the impact of the substance misuse on

children and families and protecting the community from any associated offending behaviour.

A better informed public will have growing expectations of public services and will be more knowledgeable and confident in producing their own care solutions with appropriate support. Developments such as direct payments will place more emphasis on self assessment and self-care strategies to support independent living, and on the role of unpaid carers and local communities as providers of care. The introduction of an unregulated workforce, in the shape of workers employed directly by people who use services, needs to be fully understood and managed.



The development of partnership approaches will drive service development in the foreseeable future. Work on the throughcare of prisoners, for example, has seen increased partnership between social work and the Scottish Prison Service. Prison social work services will play a more dynamic role in making sure there is continuity of assessment, supervision and treatment between custody and community. Community justice authorities will bring social work in public, voluntary and private sectors into new partnerships, with a vital role for social workers in engaging with those whose behaviour makes them a risk to communities. Evidence to the review has demonstrated how social workers can use their distinctive knowledge and skills to change the behaviour of those who are motivated to change and to control those who are not. The use of such skills in personalising work with offenders has to be balanced with the strong enforcement required for public protection.

All this will only be achieved by stronger partnership between social work services, health, housing and others, within a mixed economy of public voluntary and private sector provision in which all parties have a stake.

### **Criminal justice**

Demand on criminal justice social work services will continue to grow, driven by the need to reduce serious and violent crime, the desire from communities for decisive action on anti-social behaviour and the need for a wider and more robust range of non-custodial options to tackle an ever increasing prison population. Increased awareness of sexual abuse will challenge services to balance public protection with the rights and needs of their clients, requiring closer partnership between police and criminal justice social workers to manage high risk offenders.

The challenge facing social work is to develop a common understanding and language of risk with partner agencies, and a shared research and evidence base. The perspective of victims will play an increasing part in the criminal justice system in informing sentencing, contributing to treatment and in receiving services in their own right. An emphasis on public protection will require that crime and the fear of crime are reduced and that standards of monitoring of dangerous individuals are improved whether provided in the public voluntary or private sector, by social work or other staff.

### **Conclusion**

The needs, demands and expectations of society for social work services have changed and will continue to change. If social work services and the public sector as a whole are to be sustainable in future then they must also change. Our recommendations in chapters 5-7 aim to secure this future.

# Chapter 4: the role of the social worker

## Introduction

A central part of the work of the review has been to define and clarify the distinctive contribution of the social worker in an environment increasingly focused on integrated teamwork. This work has been taken forward by a specialist sub group informed by a number of significant pieces of research and evidence gathered throughout the review. Although some functions of the social worker are derived explicitly from the duties of local authorities, social work is not defined by its organisational setting. Social workers can and do work across a wide range of settings within public, voluntary and private sector organisations, with a small but growing number working independently. This chapter describes the role of the social worker in all these settings.

## What is social work?

*The social work profession promotes social change, problem solving in human relationships and the empowerment and liberation of people to enhance well-being. Utilising theories of human behaviour and social systems, social work intervenes at the points where people interact with their environments. Principles of human rights and social justice are fundamental to social work.* (International Association of Schools of Social Work (2001)).

Taking this definition as a starting point, the social worker's task is to work alongside people to help them build resilience, maintain hope and optimism and develop their strengths and abilities. Social workers must meet people on their own terms, in their own environment whilst retaining the professional detachment needed to help people who use services to understand, come to terms with or change their behaviour.

work in specialist settings. The challenge is to ensure that they are able to build up the knowledge, skills and competence relevant to their own field, work within the boundaries of their competence and strive to extend their knowledge and skills. In some areas, particularly remote and rural communities, generic social work roles will be the best, or indeed the only, solution. The particular challenge here is to make sure that they maintain a broad range of expertise, backed up by access to specialist expertise or consultancy, either locally or nationally.

### Developing therapeutic relationships

Work done for the review, specifically McNeill et al (2005) and Kerr et al (2005) on the skills required in criminal justice social work and with older people respectively, both concluded that the quality of the therapeutic relationship between social worker and individual or family is critical to achieving successful outcomes. The findings of these pieces of research apply equally well to all areas of social work. The therapeutic approach and the working alliance that goes with it are key elements in developing a personalised approach to helping those with the most complex needs gain control of their lives and find acceptable solutions to their problems. Crucially, this is as important in compulsory aspects of services as it is in those actively sought by service users.

McNeill et al (2005) found three consistently identified common elements in successful interventions which lead to behaviour change or reduction in problem behaviours:

- *accurate empathy, respect or warmth and therapeutic genuineness;*
- *establishing a therapeutic relationship or working alliance (mutual understanding and agreement about the nature and purpose of intervention); and*
- *an approach that is person centred, or collaborative and client driven (taking the client's perspective and using the client's concepts).*

Social workers also have a role as agents of social control. They must confront and challenge behaviour and manage situations of danger and uncertainty. In this role they have statutory powers to act to protect individuals or communities. They are closely associated with the management of risk and with the distressing consequences of things going wrong in people's lives. This balance between care and control is perhaps the defining feature of social work and provides a dynamic tension which influences workload, priorities and public perceptions of the role.

### A single profession

A key question that the review was asked to address is whether social work is in fact a single profession, or has it become so specialised that it forms a number of similar but distinctive professions. We concluded that it is and should remain a single generic profession, underpinned by a common body of knowledge, skills and values, set out in the Framework for Social Work Education in Scotland (2003). Despite this, social workers increasingly

Working to achieve change is at the heart of what social workers do. Identifying needs and risks through assessment and developing and implementing action plans to address these will achieve nothing without an effective therapeutic relationship between worker and client. Although the diagram opposite relates to the supervision of offenders (McNeill *et al* 2005), it clearly illustrates the centrality of the therapeutic relationship. The principles it describes are equally applicable to all areas of social work practice.

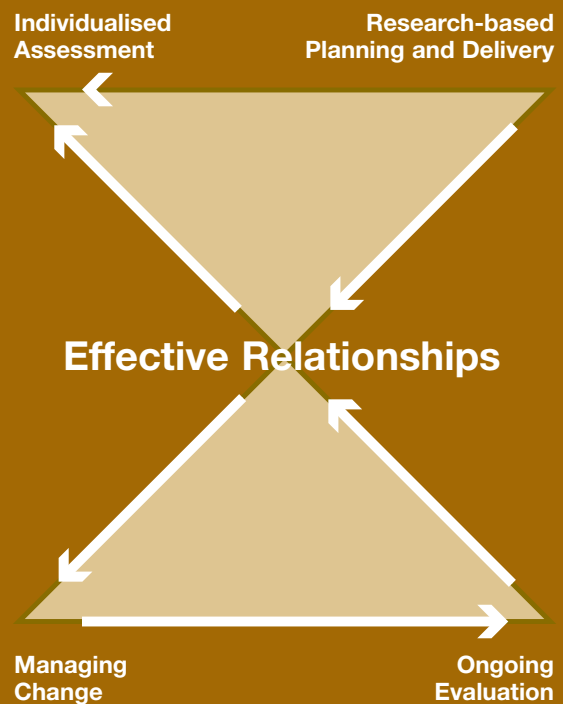
Yet social workers consistently told us that it is this very aspect of their work which has been eroded and devalued in recent years under the pressures of workloads, increased bureaucracy and a more mechanistic and technical approach to delivering services. We must now legitimise and restore the centrality of working for change through therapeutic relationships as the basis of strengthening the profession for the 21st Century.

### What do social workers do?

Statham *et al* (2005) identified three main functions that define what social workers do. They:

- *intervene between the state and the citizen – assessing and determining eligibility for publicly funded services and assessing risks which determine the need for statutory intervention;*
- *maximise the capacity of people using services – enabling individuals as far as possible to become ‘expert clients’ or informed clients’; and*
- *contribute to policies and practice that support social and personal well-being – building the platforms from which personalised services can be developed and through which individuals can promote their own well-being or manage long term conditions.*

Figure 1 Effective relationships (McNeill *et al* 2005)



In addition they consider that there are public benefits for local communities and wider society from social work intervention which they identify as:

- *building on the capacity of individuals and networks to increase their independence and use mainstream rather than specialist services;*
- *maximising parents’ and their children’s life opportunities;*
- *reducing community tensions through promoting mutual understanding; and*
- *using innovative approaches to reducing socially disruptive behaviour.*

They deliver these functions through fulfilling six core roles, identified by Clark *et al* (2005):

- **case worker** working with individuals to help them address personal issues;
- **advocate** on behalf of the poor and socially excluded;
- **partner** working together with disadvantaged or disempowered individuals and groups;

- **assessor of risk or need** for a number of client groups; also associated with surveillance;
- **care manager** who arranges services for users in a mixed economy of care, but may have little direct client contact; and
- **agent of social control** who helps to maintain the social system against the demands of individuals whose behaviour is problematic.

The combination and priority of these roles will vary, depending on the setting and the needs of the particular individual, family or community worked with. Social workers will also need to adapt in response to the evolution of more personalised services, requiring different roles and skills.

### What are they specially well equipped to do?

What social workers do inevitably overlaps with what other workers do. This blurring of operational boundaries is a real strength as people's lives cannot be defined within organisational boundaries. Social workers are skilled navigators and co-ordinators of services across these boundaries. They are used to taking a whole system approach on behalf of people who use services, taking decisions in complex cases and collaborating with others in joint work around the needs of an individual or family.

Effective collaborative work requires a good understanding of the roles of different contributors. We concluded that social workers are particularly well equipped to be the lead professional in collaborative work when:

- the individual or family's social situation is unusually complex with a number of interacting factors affecting assessment and decision-making;
- the child or adult is at risk of serious harm from others or themselves and requires skilled risk assessment and protection;
- the child or adult is likely to put others at risk of harm, distress or loss and a response needs to take account of the individual's interests and well-being of others;
- the child's or adult's circumstances, including their health, finances, living conditions or social situation, are likely to cause them or others serious harm, social exclusion or reduction of life-chances;
- the situation requires assessment of, and intervention in unpredictable emotional, psychological, intra-family or social factors and responses;
- relationships, rapport and trust need to be established and maintained with a child, adult or family who find trusting relationships difficult;
- there is a high level of uncertainty about the best form of intervention and/or its likely outcome;
- the circumstances are such that there are significant risks in both intervening and not intervening, when a fine judgement is required;
- the person is facing obstacles, challenges, choices and/or life-changes which they do not have the resources to manage without skilled support;
- prescribed or standard service responses are inadequate, and sensitive, creative and skilled work is needed to find and monitor personalised solutions; and
- the child's or adult's situation is getting worse, either chronically or unpredictably, and is likely to need additions or changes to interventions.

### What can only social workers do?

Local authorities have a statutory responsibility for the protection and promotion of the welfare and well being of children, vulnerable adults and communities. This responsibility is usually discharged through social workers and others in the social service workforce, however these services are configured or managed. Other legislation places particular duties on social workers in relation to people with mental illness and people in the criminal justice system as well as children in need. In these instances, the legislation reinforces the social worker's authority to act on behalf of society when people pose a risk to



themselves or others or are placed at risk by the actions of others. We have concluded that there are a range of functions that only a social worker should carry out and that these should be set out in regulation (see recommendation 7). The protected functions paper on the CD gives further detail and examples of how these functions apply in different settings.

### Reserved Functions of the Social Worker

Social workers should assess, plan, manage the delivery of care and safeguard the well-being of the most vulnerable adults and children, in particular, those who:

- are in need of protection; and/or
- are in danger of exploitation or significant harm; and/or
- are at risk of causing significant harm to themselves or others; and/or
- are unable to provide informed consent.

To do this social workers must:

- carry out enquiries and make recommendations when necessary as to whether or not a person requires to be the subject of protection procedures; and
- be responsible for the development, monitoring and implementation of a plan to protect the person, in particular, identify and respond appropriately to any risks to the achievement of the plan and/or any need for the plan to be revised because of changing circumstances.

(Reserved Functions of the Social Worker )

### Making best use of social workers' skills

Social workers are a relatively scarce specialist resource, making up only around 5% of the total social service workforce. It is therefore essential that best use is made of their knowledge and skills. Yet we know that this is not always happening. We observed and heard from social workers who were being expected to routinely undertake tasks which did not require their level of training and expertise and which would be far more appropriately undertaken by others in the workforce including administrative and support staff. We therefore propose a tiered approach to defining how social workers should be deployed. This is further expanded in the report of the role of the social worker sub group (on the CD).

In line with the reserved functions of the social worker, the tiers of the pyramid represent the distribution of social workers time. Intervention increases between the tiers as need and risk increases. Social workers never work in isolation and are always part of multidisciplinary approaches.



At tier 4 the social worker is lead professional, fulfilling roles that only a social worker can do, negotiating a balance between care and control. This may be where the local authority is under statutory obligation, or the nature of the situation is complex. The focus of social worker's efforts and time should be spent at tiers 3 and 4 which maximise the use of their professional expertise. Other services will focus their efforts primarily at tiers 1 and 2. So a school, for example, is providing education to all children, but will be providing additional targeted support to some, as well as working alongside social work and other services to support those with the most complex needs. All social workers have a significant contribution to make at tiers 1 and 2, supporting and informing the delivery of services both within social work and across partner agencies.

The interconnections between social workers, other social service workers and other agencies across the tiers need to be properly developed and understood. This will need careful management, avoiding the sorts of boundary disputes we have seen in the past and ensuring that effective use is made of the skills of social workers and other workers across the public sector.

Figure 2: The Social workers role – a tiered approach



# Chapter 5: building capacity

## to deliver personalised services

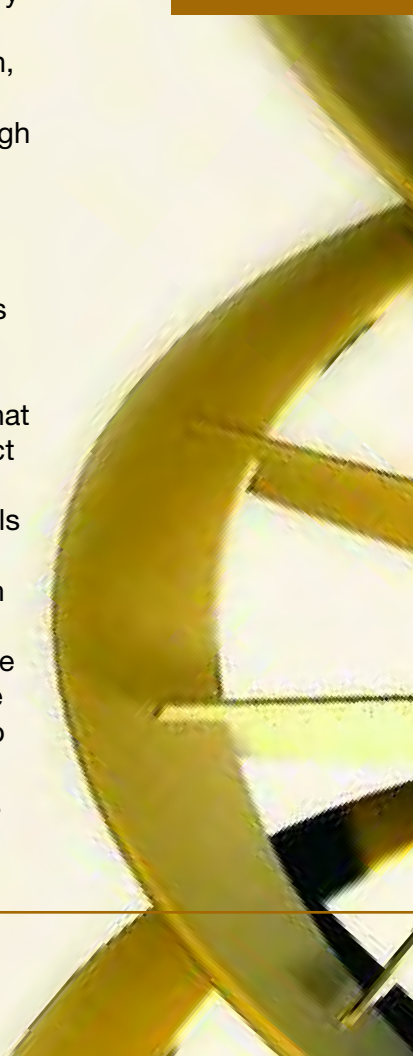
### Introduction

Doing more of the same won't work. Chapters 2 and 3 set out the evidence for that conclusion, summarising some of the demands that will drive all public services in the coming decades. We also concluded that solutions for the future will need both to build capacity across the whole public sector and partners in the voluntary and private sectors and make more effective use of the resources of individuals, families and communities. This chapter sets out the basis for a new approach to service delivery, aiming to build capacity to deliver the help that people need, when they need it.

We live in a time of great choice and opportunity. Increasingly this means that we want and expect personalised services. Whether we are a young offender or an older person with mental health problems, we want public services to be able to help us, or at least not hinder us, in achieving our goals. We want to be treated with respect, as an individual with our own aspirations, hopes and fears. Personalising the delivery of public services is an explicit goal of Scottish policy as set out in *A Partnership for a Better Scotland (2003)*. Of course it is

not always possible to achieve, particularly in social work. Some people will have unachievable goals. Others will need to have their liberty restricted because of the risk that their behaviour poses to themselves or others. Nevertheless, even those people who are subject to compulsory intervention from social work can benefit from a personalised approach, one which recognises that they have strengths and works with them through the use of a therapeutic approach to make changes and regain their independence.

Increasing personalisation of services is both an unavoidable and desirable direction of travel for social work services. Unavoidable in the sense that both the population and policy expect it; desirable in the extent to which it builds upon the capacity of individuals and communities to find their own solutions and to self care, rather than creating dependence on services. Personalisation puts the person at the centre as a participant in shaping the services they get, and allows them to work with professionals and their carers to manage risk and resources. This is not a new approach to social work, experience of moving people



**“We expect services to make a positive difference to our lives. We are people first. The outcomes we want include having power and control, being able to take risks and contribute to society. This means that there needs to be a shift in power away from people who commission and provide services to service users and carers.” *Users and Carers Panel***

from institutional care towards independence has already demonstrated how much can be achieved. However, we need to go further, to devise collaborative forms of provision which are person centred, flexible, adaptive and supportive, while also being affordable on a mass scale.

The recommendations we set out in this report will therefore provide the foundations for more personalised services, including:

- a greater focus on prevention;
- approaches to delivery across the public sector and partners in the voluntary and private sectors;
- flexible service delivery;
- more effective use of social work skills;
- more empowered users of services; and
- increased community capacity.

In the In Control initiative for people with learning disabilities in North Lanarkshire Council, money for social care is given directly to the families annually to purchase care, treats, outings, technology or transport. A care package centred on the person, their needs and their aspirations is drawn up after an intensive process of consultation between the client, their family and the social worker.

At this stage, we cannot fully assess the implications of organising services around the principles of personalisation. We know that it will challenge the way that we organise both social work and other public services and call for new roles for workers. We do not know how much it will cost, nor is it clear how far the principles of personalisation can be applied to people subject to compulsory measures of supervision.

The Tayside Criminal Justice Throughcare Network has brought together HMP Perth’s Family Contact Development Officer, Criminal Justice Social Workers, and the voluntary organisations Crossreach and Families Outside to develop a more personalised and inclusive approach to the support of prisoners families and family visits. This enables prisoners and their families to maintain closer links, a significant factor in reducing re-offending. The scheme also promotes the involvement of families in assessing and managing the risk posed by the prisoner.

However, we believe that this is the desirable direction for the future of social work services, therefore it is important that services are developed to test our understanding of the principles of personalisation in the different contexts of children and families, community care and criminal justice. These approaches should be developed in partnership with the people who use services, their carers and workers. Thus ensuring that *people are active participants in shaping, creating and delivering their care, in conjunction with their paid and unpaid carers, so that it meets their distinctive needs and their hopes for themselves* (Leadbeater and Lownsborough (2005)).

### Building capacity

In order to develop a new model of service, we will need to exploit and develop the capacity of the whole public sector and of the individuals and families who use public services. Such an approach will involve:

- social work services designed around the needs of those who use services and their carers;
- more differentiated care pathways, recognising and nurturing the potential that many individuals, families and communities have to find their own solutions and to self care;
- refocusing resources on multi agency prevention and early intervention strategies and being prepared to take a long term view of the benefits this will bring;
- exploiting the full potential of integrated services to reduce the duplication that exists across public services and to deliver new evidence based solutions drawing on the totality of available resources; and
- taking advantage of the many opportunities presented by the mixed economy of public, voluntary and private care.

Our five recommendations aim to make the best use of existing human and financial resources in social work services and across all sectors. They will start to focus our resources on doing the right things and doing these consistently well. The first recommendation describes the significant changes we expect to see in the way services are designed and delivered to meet the needs of people who use services and their carers. The following four recommendations make proposals about how we can build capacity to achieve this.



## 1. Social work services must be designed and delivered around the needs of people who use services, their carers and communities

### This requires:

- standards for access to social work services led by those who use services and their carers;
- participative and empowering assessment;
- recognition of unpaid carers as partners and providers of care alongside professionals;
- seamless transitions between different parts of the service for people who use services and their carers;
- services provided from premises that are fit for purpose; and
- that we further our understanding of the implications of developing personalised social work services.

### Improving access to services

The difficulty of accessing services, or reliable information about them, has been a consistent message from both people who use services and the general public. Findings from our public attitudes survey (Mori, 2005) showed that most people have a limited knowledge of what social work services can and cannot offer, meaning that some have unrealistic expectations, whereas others, who do need help, don't realise that they could seek it. Moreover, it identified that social work services are regarded as a service of last resort, with people feeling that they were a failure if they had to seek help. Developing modern, effective services requires as a starting point a well informed public, who feel empowered to use services appropriately. There is a need for a consistent and open approach, with easy access to information and advice as well as a simple means to contact services and a prompt, helpful response. This should be underpinned by the development of national standards covering:

- **information about services**; what, when, how and who they can help must be readily available in a wide variety of formats and using different media;
- **methods of contacting services** through a variety of media, including telephone, internet, e-mail, and text messaging;
- **multiple points of entry to a single system of service delivery** to signpost people to the person who can best help them;
- **eligibility criteria** should be explicit promoting fairness and transparency;
- **planned services available when people need them**, matching known need with service hours, using intelligence and technology such as geographical mapping to ensure that services respond to need; and
- **responsive unplanned services**, user led and better integrated with mainstream social work services and other emergency services including police, health, housing and benefit agencies.

The Criminal Justice Social Work Development Centre is working with the Scottish Institute for Excellence in Social Work Education's learning exchange to produce an electronic throughcare map for prisoners, families and agencies. This will provide easily understood information on prison life, family contact, early release and post sentence supervision. It will be interactive and will include relevant scenes performed by actors portraying prisoners, prison officers and social workers.

**“We want to have trusting relationships with workers whom we can be confident have our interests at heart and can help us find our way through the ‘system’. Social services workers should communicate well and know how to build and maintain a long term relationship.”**

***Users and Carers Panel***

### **Participative and empowering assessment**

Successful services will only be possible if those who use them start to play a much larger role in assessing their own needs and devising their own plans, often through consultation with professionals. Assessment must move from a system for gate-keeping resources to the basis for agreement of what is needed. It must be proportionate to the needs of the individual, involving the person and their family, identifying strengths, needs and risks and resulting in a fair reflection of circumstances with a direct connection between the assessment and the actions that result.

Many people who use services are able to assess their own needs. Others have parents, relatives and friends, with detailed knowledge of their needs, whom they would wish to act on their behalf. Others will continue to need the assessment skills of professionals. Developing new approaches to self assessment will not only give people greater control over how they are supported, it will also free up practitioners time to do more complex assessments and develop therapeutic relationships.

In Kent County Council, people over 18 years or members of their family can complete an on-line self assessment for a range of services against published eligibility criteria. Services ordered are then delivered within 28 days. Purchase cards are being piloted where once a person's needs have been assessed and the care plan costed, this amount is placed on a credit card for the person to pick and mix from all available care services.

Self assessment may only be the starting point. In future some people will make their own plans, complete their own financial assessments and self-review. The introduction of direct payments is the beginning of a move towards people having more purchasing power. People will increasingly expect to determine the services they will use, be they delivered by public, private or voluntary sector organisations or by directly employing their own care staff.

### **Supporting carers**

Our public opinion survey (MORI, 2005) showed a majority of the public expect that the state will pay for all care needs. Families have always provided care and support and will want to do so in the future. Unpaid carers currently outnumber the social service workforce by approximately 6:1, with around 115,000 people caring for



50 hours or more a week. We will have greater need for unpaid carers in the future. Carers are recognised as key partners and providers of care in the *Community Care and Health (Scotland) Act 2002*. However, Care 21's report on the future of unpaid care (OPM, 2005) recognises the need to support unpaid carers, emphasising the occupational aspects and hazards of caring if carers are not well supported. Such aspects include the impact on the health of carers, the difficulties of balancing paid employment with caring responsibilities and the adverse financial implications of giving up work or reducing working hours to become a carer. The Care 21 recommendations, if implemented, will see carers as people first and will enhance the contribution unpaid carers make to society, helping to harness their contribution as key partners alongside professionals in the delivery of care.

Stirling Council work in partnership with a local voluntary organisation Plus to provide respite care to the families of 200 school aged children with disabilities. Parents are entitled to 12-15 days per year and can determine whether to take these days in a block or spread over the school holidays. There is a high uptake of this service which is accessed directly on meeting the eligibility criteria.

### **Consistency and continuity**

The importance of a reliable, consistent relationship with a single worker whom they trust was emphasised by people who use services and evident in research findings (Walker 2005 and McNeil 2005). This continuity is particularly important in transitions between services. There should be a smooth transfer between services, with a named worker to support people through the process. This is equally important when ending involvement with an individual or family. People using services need the opportunity to reflect on the changes that have taken place and to be confident of informal support arrangements and know how to seek further help if necessary.

### **Premises fit for the future**

Although there have been significant improvements in social work premises over recent years, there remains much to be done. People who use services spoke about grim and inhospitable buildings which confirmed their feelings of personal failure and worthlessness. Staff morale is also undermined by inadequate working environments. The premises in which people have direct contact with social service staff must be user friendly, fit for purpose and free of stigma. There are good examples of services being delivered in modern, user friendly buildings. These provide a model to build upon in future.



The Dalmellington Area Centre in East Ayrshire is an innovative community initiative which provides local authority, health and police services together under one roof. It provides residents of the Doon Valley with easy access to a comprehensive range of services.

By co-ordinating their planning and capital building programmes, public services can cost effectively maximise the delivery of services in community facilities. Appropriate use should be made of nurseries, schools, health centres and leisure facilities to deliver joined up services and co-locate staff where they are most needed.

## 2. Social work services must build individual, family and community capacity to meet their own needs

### This requires:

- the development of community capacity;
- an increased role for social work services in building the social economy;
- effective use of tested approaches to increasing the capacity of individuals, families, groups and communities;
- an expansion of volunteering, peer support and self help groups; and
- more widespread application of group work.

Managing growing demand for services means that we need to develop the capacity of individuals, families and communities to find solutions to their own problems. This will be done by building on strengths and skills, promoting resilience and strengthening informal support networks.



### Community capacity

In the past 20 years there has been increasing inequality in health, educational attainment and income measurements between the most and least affluent areas in Scotland. We need long term and concentrated effort to change this, if a rise in social problems is to be halted. Social work services must play their part in informing and being informed by regeneration and community development activity.

Community social work has, in the past, been promoted as a discrete activity, conducted apart from mainstream social work practice. A new approach is now needed, which positions social work services at the heart of communities delivering a combination of individual and community based work alongside education, housing, health and police services. We found good examples of social workers' input reducing anti social and offending behaviours and producing sustainable solutions. Communities that Care, an international voluntary organisation, has been applying a model of community capacity building in the UK, including in Scotland, since 1998. The model

focuses on children and mobilises communities to prepare a risk profile and produce action plans to build resilience and increase protective factors. These plans are locally owned, evidence based and sustainable. Repeat audits of such projects have evidenced improvements in underlying risk factors and a reduction in problematic behaviour.

Having identified poor parental supervision and discipline as a problem in Leith, Communities that Care funded the training of two workers in the validated Incredible Years parenting programme. After a successful first group held in Leith Community Education Centre, this training is now being delivered to other workers.

### **Building the social economy**

Social work services often deal with problems rooted in poverty and unemployment which have run through some families for generations. The high proportion of young people leaving school without a clear route into education, employment or training will, in particular, require a joint strategic approach by social work, education and careers services. Proactive partnerships such as those focused on access to opportunities run by Glasgow Homelessness Network, are already showing some progress in this. Social work services have a role in connecting people with work opportunities and in building self esteem and confidence to help people into the job market.

Social care is itself an expanding job market. It may provide routes into employment for excluded individuals, combining the social and economic development needed to regenerate communities. A West Dunbartonshire Partnership Network project focused on recruitment and training of home carers provides one positive example.

In Barcelona the ILO-SER project identifies individuals who are estranged from the job market and trains them in care and entrepreneurial skills. They are then supported in setting up small businesses providing home care to older and disabled people both in the private market and purchased by local authorities. This moves excluded groups out of the benefit system, provides a skilled workforce in a mixed economy of care and redistributes wealth to poorer communities.

Sport and cultural policy is increasingly being developed in a wider context. Creative, artistic and sporting activity can provide a positive identity to young people and to those excluded by barriers as a result of disability, illness, criminal record, substance misuse or other factors. Social work services must therefore contribute to and make use of advances in these fields, using such approaches to help develop aspiration and hope for people who are excluded. We have learned of good work being done in Scotland and in other countries. Such links are consistent with the findings of the recent Cultural Commission Report (2005) but need to be more widespread.

Scotland already has some of the most innovative projects in Europe in the use of sport to promote the social inclusion of disabled people. In wheelchair curling, for example, Scotland hosted and won the 2005 world championship.

### Using tested models to increase capacity

Making best use of social work skills and resources means that we need to use and develop the capacity of individuals and families to support themselves as well as finding different solutions to meeting their needs. Two particular models of capacity building are currently being used in Scotland with particular user groups: family group conferencing with children and families; and local area coordination with people with a learning disability. Neither model in itself is a substitute for good professional practice and both require a range of service alternatives to be available. For example there is no point in a family group conference producing an action plan if the resources aren't available to fulfil it.

**Family group conferencing**, a family centred and structured decision making process has produced good results internationally in diverting children from the child protection system, reducing offending behaviour and preventing some children being accommodated away from home. Children 1st is currently working with 12 Scottish local authorities to implement this approach. For example in Fife Council, of 30 children rated as being medium to high risk of becoming accommodated 26 remained in kinship care 9 months after a family group conference.

Nevertheless, the full potential of these and other models may not yet have been realised. An evaluation currently underway by the University of Stirling Social Work Research Centre will explore the impact and potential of local area co-ordination. We will need to similarly evaluate the impact of family group conferencing.



**Local area Co-ordination** has been adapted as a specialist service for people with learning disabilities in many parts of Scotland. Based on an Australian approach which provides shop front access to advice and support for disabled people, developing formal and informal support networks and providing access to resources. The Scottish model often requires referral rather than being directly accessible, with co-ordinators holding comparatively smaller budgets. For example in Argyll and Bute, the local area coordinator worked with parents of children on the autistic spectrum who have no local respite services to make funding applications and develop improved local services.

### Group work

Many social workers have skills in leading and delivering group work programmes with a wide range of people. Yet despite the effectiveness of such approaches it appears that group work is not being used to its full potential. As pressure on social work teams has risen, demand has increasingly been managed on a case by case basis rather than seeking solutions for groups of people with similar needs. Despite this, we saw programmes which were able to demonstrate success, even with groups, such as women offenders, who can be very hard to engage. Group work, can both make more effective use of social workers' time, achieve positive change and create longer term benefits, through the creation of mutual support networks.

Social workers deliver an evidence based group work programme as part of a Barnardo's Scotland service for primary school aged children in Glasgow whose parents misuse substances. The aim of the group which runs over a 12 month period is to build resilience in children. Social workers evaluate outcomes using the Goodman's Strengths and Difficulties Questionnaire before the programme begins, mid way through and at the end. The results show promising trends.

### Volunteering, peer support and self help groups

The review found many good examples of volunteers providing a wide range of services from mentoring and befriending to more practical help. In particular, those who had previously used social work services to resolve their difficulties were able to provide positive role models for others. The growing number of active retired people able to make a contribution potentially provide a wealth of experience to draw upon.

We also found good examples of peer support. For example, a senior pupil taking some responsibility on the school bus for a disabled pupil, an experienced carer supporting a new carer. There appears to be scope to use this approach more extensively.

Supporting people in setting up self help groups can also generate a new service for people with similar needs and give them a voice in influencing the way services are designed and delivered. Virtual self help groups will have greater potential in future with increasing access to the internet and could be especially supportive for people who are housebound.

In New York City, Experience Corps recruit local retired people to work as volunteers in primary schools supporting 5-6 years olds who have reading difficulties. Trained volunteers work intensively with the same child for 1 hour, 4 days a week. Participating children do better in reading tests. Wider benefits include improved behaviour and increased self confidence in children who enjoy a significant relationship with a trusted adult.

**3. Social work services must play a full and active part in a public sector wide approach to prevention and earlier intervention.**

**This requires:**

- increased long term investment in prevention and early intervention;
- joined up approaches to prevention and intervention;
- prevention to be part of everyone's job; and
- the development of anticipatory services to improve outcomes for people with predictable needs.

With rising levels of demand, social work services seem to be increasingly responding to crises at the expense of planned pieces of work and early intervention. Services must continue to play a vital role in stepping in to help people at times of crisis in their lives. However, members of our users and carers panel spoke of the need to engineer a crisis in order to get any response. Aside from the personal toll, by the time people reach crisis point, helping people to make change can be more costly, time consuming and less effective. The evidence base for early intervention in social work is not well developed. It is difficult to make a strong economic case for the potential savings of more timely support. However, the financial costs of intervening late can be huge and life-long.

Barnardo's Scotland and Edinburgh City Council work with 10 primary schools to support an average of 33 children with emotional and behavioural difficulties at risk of exclusion from school. The multi-disciplinary team aims to keep children in their own family and school, with an impressive success rate. Evaluation shows 87.8% of children still in mainstream school at the end of the intervention, with 76.5% still there 3.5 years after the end of the intervention, resulting in significant savings compared to the cost of residential school.

**Investing in prevention and earlier intervention**

Developing sustainable, effective services for the future requires us to find ways of identifying potential problems and preventing them (**prevention**). We also should respond earlier to emerging problems before they reach crisis (**early intervention**). Achieving this goal will require a long term commitment across the public sector at both national and local levels. In particular, developing social work services' contribution will require investment, enabling a focus on earlier intervention while continuing to support people with the most complex needs.

**A public sector wide approach**

Much preventive work is not the primary responsibility of social work. Education, health and early years services, who have contact with the whole population are much better placed to lead this work. What is needed is a joined up approach to prevention, in which social work services better support universal services to pick up and respond to the early signs of problems as well as tackling the complex problems of some individuals and communities.

**Prevention as part of everyone's job**

Everyone in the public, voluntary and private sectors has a role in prevention, looking at the whole person in the context of their environment. That may mean, for example, a community care social worker taking action to support a young person whose mother is suffering from depression or a care worker being alert to health and safety hazards in an older person's home. By regarding prevention as part of what everyone does and ensuring that they are both alert to this and able to respond appropriately, services will be more aware of emerging problems and better able to respond.

**“Services should be there at the outset to prevent a crisis happening. We expect them to be co-ordinated and accessible in the community.”**  
*Users and Carers Panel*



### **Joined up approaches to early intervention**

Walker (2005) concluded that clarifying the nature of links between social work services and other agencies was a vital pre-requisite for effective early intervention. She identified that social work interventions are more effective when:

- problems are developing rather than entrenched;
- assessments are well-informed;
- interventions are based on logical reasoning as to why they should be effective for a particular child or family and are tailored to suit individual needs;
- there is an inter-agency response; and
- a key worker provides consistency and continuity.

These principles should be used to re-design services with a greater focus on social work services' contribution to early intervention and the social worker's role within this.

### **Targeting effort**

Many needs or potential problems may be identifiable earlier. For example, research by the Scottish Children's Reporters Administration on children identified as persistently offending and involved in the recent Fast Track Hearings Pilot found that 62% of persistent offenders were first referred to the Children's Reporter on non offence grounds. 44% of persistent offenders were first referred to the Children's Reporter before they were 8 years old due to concerns about their care and protection (SCRA 2003). With targeted support this group may be prevented from having further problems later. This emphasises the value of an integrated system of care and justice. Such anticipatory approaches are entirely in line with the recommendations of *Delivering for Health (2005)*. By bringing together intelligence and expertise from across partnerships, social work services can be much better placed to anticipate future needs and organise services in such a way as to prevent or minimise them. Predictive technologies can help to use this data to make informed plans focused on prevention.

In Moray, a child and family social work team in Forres worked with education colleagues to put together a transition programme for a small group of P7 pupils whose behaviour and history indicated a high risk of problems on transfer to secondary school, establishing relationships in P7 and sustaining them into S1.

#### **4. Social work services must become an integral part of a whole public sector approach to supporting vulnerable people and promoting social well-being**

##### **This requires:**

- Effective community and corporate planning incorporating social work services;
- Harmonisation of local service boundaries wherever possible;
- Services to be commissioned and developed at the most appropriate level to ensure effectiveness, efficiency and best value;
- An integrated policy framework which rationalises information, planning and funding streams;
- Simplification of governance and funding arrangements across the public sector to promote integrated working.

Social work services cannot be effective without the active co-operation and partnership of other public services. Although service integration is a major policy driver, underpinning all branches of social work, this needs to be further developed if it is to deliver increased capacity. Taking a whole system

approach will require all agencies to take a shared responsibility for people in need. This philosophy underpins *Getting it Right for Every Child (2005)* and will need to be the foundation for future service design and delivery across all public services.

##### **Effective community and corporate planning**

Local authorities have a unique position as democratically elected bodies with responsibility for local service planning and delivery. Their role in improving social conditions and devising solutions to address social malaise must be fully exploited. However, they do not always make best use of their powers and duties in making connections between social work services and other local authority and wider public services. In particular, they could make better use of social work intelligence about the needs of communities to design, plan and deliver services to support vulnerable people and communities at all levels. This is in keeping with the power to advance well-being, introduced



under the *Local Government in Scotland Act (2003)*, which enables local authorities to do anything they consider likely to promote wellbeing. This includes working with community planning partners to provide better, more joined up services to their communities. The creation of community health partnerships with a remit to promote health and wellbeing, provides an excellent opportunity for innovative joint local authority and health approaches to promoting wellbeing in communities, as will the creation of community justice authorities.

#### **Harmonising service boundaries**

Consideration of local authority boundaries and their co-terminosity with other public services was outwith the remit of the review. However, we did conclude, that partnership working and collaboration at a local level was most effective when there was harmonisation between service delivery boundaries. This may be, for example, between children and families teams, schools, health visitors and school nurses. Common boundaries assist the development of trusting relationships and effective integrated working around the needs of service users and carers.

#### **Commissioning of services at local, regional and national levels**

Providing specialist services and achieving economies of scale mean that it doesn't make sense to replicate all social work services in every local authority. Some local authorities already work in partnerships across their boundaries to develop joint services, bringing value for money and more efficient and effective services. We commend this approach and see scope to develop it further. Services can be designed and commissioned at local, regional and national levels depending on the nature and scale of the service. Different services will require different groupings of local authorities and public, voluntary and private sector partners, which must be reflected in a variety of planning arrangements.



### A national integrated policy framework

Policy making within at least four Scottish Executive departments impacts on social work services as a whole. While there have been positive benefits from this approach in promoting integration around the needs of different client groups, it has created some confusion of messages and unnecessarily complex funding, planning, reporting and inspection mechanisms.

An older person with intensive care needs can have care funded from four discrete funding streams, each with its own audit and reporting process:

- |   |  |
|---|--|
| Assistance with personal care               | → Free personal care monies                  |
| Practical support (housework, shopping etc) | → Housing support (Supporting people monies) |
| Day centre attendance                       | → GAE (mainstream social work budget)        |
| Physiotherapy and overnight care            | → Delayed discharge monies                   |

People at all levels have spoken to us about the disproportionate bureaucracy and systems in social work. Some of this is associated with Scottish Executive reporting requirements, some with risk aversion, creating additional burdens on the whole system following something going wrong in one part.

If social work services are to respond flexibly and creatively to current and future demand, it is essential that a more integrated approach is developed. This should reduce the administrative burden on local authorities and their planning partners and ensure that the desired outcomes of current and new policy are met.

### Simplified governance and funding arrangements

The ability of local authorities and their planning partners to integrate services around the needs of people who use services is constrained by overly complex governance and funding arrangements. In practice, this often means that success is only achieved through compromise and considerable

effort and goodwill to negotiate complex systems. If integrated working is to become the norm, then greater clarity and direction on governance and funding arrangements is required at national level.

### 5. Social work services must recognise and effectively manage the mixed economy of care in the delivery of services

#### This requires:

- new commissioning models based on partnership and delivery of personalised services;
- more effective partnership working between commissioners and providers; and
- effective joint working to address the needs of people who use services.

To be fit for the future, local authorities and their planning partners will need more streamlined, flexible approaches to commissioning services that recognise and make best use of the knowledge and skills of providers in both the planning and delivery of care.



They will need approaches that will support increasing personalisation of service delivery.

#### The social work market

The delivery of social work services has changed dramatically over recent years. The voluntary and private sectors now play a vital role in the delivery of care and support to many thousands of people. The ability of providers to respond flexibly, creatively and quickly to new demands has enabled them to develop ground breaking new services.

However, there are some very real issues that need to be addressed in making the relationship between public, voluntary and private sectors fit for the future. A multi-million pound market for social work and social care has been created and needs to be managed. Purchasing needs to make effective use of public funds through best value and good commissioning practices. It also needs to recognise that a significant part of the expertise required to commission and provide services effectively sits outside local authorities, requiring new approaches to managing the relationship between sectors.

#### The social service workforce

In total around 104,000 people work in the sector of which around 6,500 are social workers.

Of the total workforce:

- 45% work for a local authority;
- 30% for a private sector provider; and
- 25% for a voluntary sector provider.

(2004, Labour Force Survey)

(Figures exclude early education & child care and occupational therapists)

#### The commissioning process

Large voluntary organisations described having numerous different contractual arrangements, sometimes having several with one local authority. These take up an inordinate amount of time and effort. National voluntary organisations currently have service level agreements containing the same information in different formats for delivering the same service in each local authority. Despite the demands made by local authorities, many providers spoke of contracts that remain unsigned, or reviews that did not take place within specified timescales. There is often little

connection between the people who commission services and the workers at the front line, so information that could inform more effective commissioning was not readily available. More fluid commissioning arrangements that can respond quickly to changing demands and needs, enabling flexible and creative responses are required. This will pose a challenge for both commissioners and providers. A new approach to commissioning must be developed on a national basis and implemented locally. This will allow for local flexibility, while reflecting the fact that many providers work across Scotland.

In delivering Mental Health Services, Orkney Islands Council have pursued a number of different partnerships with some services delivered locally, some from Aberdeen (where the main ferry service connects) and some in Caithness (to where a short ferry crossing operates).

### Partnering

Expertise in meeting the needs of particular people and communities increasingly sits with the providers of service rather than the commissioners, meaning that commissioning can be poorly informed about need. We must explore new approaches to the commissioning arrangement that recognise this diffuse knowledge and expertise and ensure that it is brought together in the commissioning process. Essentially this requires a strategic partnership, where the expertise of all partners is brought to the table, rather than a traditional purchaser/provider arrangement. This will pose challenges, but there are some good examples that can inform a new working relationship between commissioners and providers that recognises that the expertise of each is complementary.

### Meeting people's needs

The unequal status between

commissioner and provider is mirrored in a status gap between the staff in each sector. This can mean that assessments by the provider are not regarded as being valid, or staff who may know the individual or family best do not contribute effectively to case reviews, resulting in ill informed decisions. It is important to acknowledge the expertise and knowledge held by people working in the voluntary and private sectors and to use this to better effect in creating a network of care around the individual, where each component part is valued. There are no legislative restrictions preventing local authorities delegating statutory responsibilities to a social worker in the voluntary or private sector. Enabling voluntary and private sector social workers to fulfil statutory functions could reduce duplication of effort, result in better informed assessment and review and create more balanced caseloads of statutory and voluntary work across social workers working in the different sectors.

Crossreach Threshold Project in Hamilton provides a range of services, including short breaks, for adults with learning disabilities. These breaks consist of group trips to popular tourist destinations in the UK and Spain. They are cheaper than residential respite provision, allow for greater development of social and independent living skills and are regarded as more empowering and personalised by service users and carers.

# Chapter 6: building the capacity of the workforce

## **Introduction**

We have concluded that we are not making the most effective use of social work skills. Our approach to developing personalised services revitalises and refocuses services on the core values of social work. Achieving that goal will mean making full and effective use of the whole social service workforce, building capacity, developing confidence and trust at all levels and allowing a significant shift in the balance of power and control.

**For front line workers**, it will mean enabling some people and their families to take far greater control over how they are supported. For those with the most complex needs and problems it will mean using and developing the therapeutic relationship as a way of helping them regain control of their lives and finding acceptable solutions to their problems.

**For leaders and managers**, it will mean developing trust in their staff, making sure that they are enabled and empowered to practise professional autonomy in their day to day work, within a framework that promotes personal accountability and enables safe yet creative practice.

**For everyone in social work services**, it will mean far greater flexibility to develop new roles, new ways of working and taking opportunities to cross structural and organisational boundaries.

Achieving this will require workers with new skills, drawing out the innovation and creativity that we have found to be often heavily constrained. New approaches to the governance of services will be needed, requiring practitioners to exercise greater professional autonomy within new accountability frameworks, able to

make informed and complex decisions safely and effectively. This will mean front line teams having the proper delegation of authority and the right mix of skills to enable professional expertise to be used effectively. We will need career structures which enable highly skilled practitioners to stay at the front line of work while also expanding their expertise, providing professional leadership and educating the next generation of workers.

**6. Social work services must develop a new organisational approach to managing risk, which ensures the delivery of safe, effective and innovative practice.**

**This requires:**

- clear accountability frameworks which make explicit the accountabilities of the social worker;
- social workers to exercise professional autonomy within a clear framework of professional accountability;
- a new approach to social work governance;
- a strengthening of the governance and leadership roles of the chief social work officer;
- structured approaches to manage untoward incidents that enable learning from mistakes;
- a research and development strategy for social work; and
- evidence based risk assessment and management tools.

**Professional autonomy within a framework of accountability**

The fine judgements and decisions that must be taken on a day to day basis, balancing risk to individuals and communities, make the role of the social worker particularly challenging. Inevitably, there have been a small number of high profile cases where individual or organisational decisions have proved disastrously wrong. More public awareness of these cases and the requirements placed on organisations to prevent them happening again have led to the social worker's role being increasingly constrained, with tighter management oversight. We have found that this strong line of management accountability has limited the scope for individual practitioners to exercise professional judgement.

Making the best use of social workers' skills, as outlined in Chapter 4, will require practitioners to be empowered and supported to take well informed decisions, using their professional judgement – to exercise professional autonomy. Of course, no professional working in the public sector can ever

be regarded as fully autonomous. They must always work within the rules, regulations and priorities of their employers and practise in line with the standards and codes of practice of their regulatory bodies. Social workers must practise professional autonomy within a clear framework of accountability. This framework must emphasise the personal accountability of practitioners for their decisions, professional judgement and for any actions or omissions. It must build upon the Scottish Social Service Council's Codes of Practice for Social Service Employers and Employees and inspire trust and confidence in the people who use services, fellow professionals and the general public.

Exercising professional autonomy within a framework of accountability means that social workers must be able to explain and account for their practice, basing their decisions and planning their actions on the basis of sound assessment and robust evidence of what works. They must identify acceptable levels of risk and put in place appropriate methods of dealing with risk, using their

professional judgement to balance individual rights with public safety. This new approach to practice for social workers will require:

- social workers to develop and enhance their skills, building up their knowledge, skills and competence and recognising the limits of their competence;
- enhanced critical decision making skills, backed up by sound evidence and best practice;
- effective professional consultation which provides support and promotes challenge and reflective practice;
- enabling professional leadership; and
- new approaches to the governance of services and processes.

### **Social work and risk**

Management of risk within social work practice is critical to safe and effective practice. We found, in many organisations, a very heavy emphasis on line management arrangements as a means of controlling the activities of professionals in order to minimise risk. Increasing public aversion to risk and the requirements of successive

major enquiries have, over time, led to ever tighter restriction on practice. Many of the people who responded to our survey spoke of working in a climate of fear, hoping that nothing would go wrong that would open them up to media vilification.

Professional autonomy and accountability for front line staff requires an organisational underpinning that enables safe and effective practice. This approach needs to:

- support critical decision making based on sound evidence;
- emphasise continuous improvement;
- manage poor performance; and
- allow the organisation and individuals to learn from both good practice and mistakes.

This should be based around a model of social work governance as opposed to management control.

### **Social work governance**

We have defined social work governance as *a framework through which social work services are accountable to the local authority and the general public for continuously improving the quality of their services, effectively managing risk and safeguarding high standards of care, through creating an environment in which excellence can flourish*. A new governance framework will put in place systems which allow organisations to be assured of the quality and safety of services delivered, while freeing practitioners to practise professional autonomy. This involves changing organisational culture in a systematic and demonstrable way, moving away from a culture of blame to one of learning, so that performance improvement infuses all aspects of practice within social work services.

### **Social work governance in practice**

An effective governance framework will need to include the following:

- a systematic approach to identifying strengths and weaknesses in services, making sure that deficiencies are identified and improvements planned. This would need to include the views of people who use services as well as practice audit and assessment of services and teams against national and local standards;
- a structured approach to assessing and managing risk, drawing on evidence based approaches which means that that front line practitioners can evidence and justify their decisions and organisations can take informed risks. This will allow front line practitioners to make well informed judgements;
- regular access to consultation and support for all workers that is relevant to their level of expertise and qualification and which challenges and promotes reflection;
- making sure that the workforce has the necessary skills to undertake their responsibilities safely and effectively and negotiating with education providers to fill gaps in knowledge and skills;

**“Social workers are very important for people’s lives, so their value should be recognised right across society and departments of government. ‘Good news stories’ should be publicised to attract people to the work and to raise morale.” *Users and Carers Panel***



- gathering and using good quality information about the way that services are delivered in a systematic and proactive way. The national performance improvement frameworks and the self assessment tools developed by the Social Work Inspection Agency will provide a framework for this information. However, local authorities will want to make sure that they have systems to gather and use the information needed as a by-product of delivering services;
- making sure that all staff have access to reliable evidence to support their decision making. Work to develop national evidence based guidance will provide a basis for this. Employers will need to make sure that this is easy to access and helps inform practice;
- a fair and effective system which identifies and tackles poor performance, rather than tolerates and manages it;

- systems to make sure that individuals and organisations learn from experience through, for example, peer case review or systematic approaches to learning from mistakes and near misses; and
- a system to recognise, celebrate and learn from good practice.

Some aspects of this framework will need national co-ordination and leadership. All will involve significant development at a local level. Over time, we would expect to see fewer line managers in social work, with money re-invested through professional and practice development to bolster front line services and support effective governance.

#### **The Chief Social Work Officer and governance**

The Local Government Act 1994 (Scotland) required local authorities to appoint a chief social work officer to oversee social work services and fulfil a number of specific responsibilities. However, we found little clarity around what the oversight role meant and were concerned that some chief social work officers were being appointed at the wrong level in the organisation to exercise their responsibilities effectively. Many social workers and their managers did not know who their chief social work officer was or what they did.



The new social work governance model set out above means a stronger role for the chief social work officer. The position should be held by a single person in each local authority, who will be a responsible officer of the authority, reporting directly to the chief executive and the council for the governance of all social work services delivered or commissioned by that local authority. These weighty responsibilities are likely to be more demanding than before. Employers must make sure that the chief social work officer has the time and resources to carry out his/her governance and professional leadership responsibilities. To be effective in this new role, the chief social work officer must be a visible, credible social work professional, able to provide sound professional leadership, to access information and to challenge practice at any level and in any part of the system. He or she must demonstrate specific competencies and may require to undergo specific training to prepare for the post. The new role should be defined in guidance, setting out the rights, responsibilities, required competencies and accountabilities of the post.

### **Managing untoward incidents**

There will inevitably be untoward incidents in any service which involves working with people. In social work services this has often resulted in negative media coverage and has damaged public and worker confidence in these services. If the

public image of social work is to be improved, it is vital that the response to such incidents is planned and managed proactively. Social work services have not always been good at this. Indeed we found in an analysis of major incidents in social work over the last 60 years (Galilee, 2005) that there was a remarkable consistency in the messages emerging.

As a result, we propose that organisations should have in place procedures to deal with untoward incidents including:

- agreed procedures for alerting senior managers to a potential problem;
- procedures to ensure the protection of people who use services who may be at risk;
- a quick and simple process to investigate and correct the causes of problems;
- a means of sharing any learning from incidents locally and nationally and putting in place arrangements to prevent them happening again; and
- proactive engagement with the media from well trained professionals to present a clear and balanced view.

In addition we need to develop a group of national experts who can be called upon by the media to give an independent view.

### Developing the evidence base for practice

Many pieces of commissioned work looking at effective practice have come to the conclusion that the current evidence base is weak, reflecting a lack of research in social work practice. However, even where evidence exists it is not readily available to practitioners at the front line in a way that they can use to inform their practice. If we are serious about developing social work as a profession and having practitioners able to practise safely and innovatively, then we need to both develop and use evidence to inform practice.

Because of this, there is a need for a national research and development strategy for social work services, which not only develops new evidence but presents existing evidence in a way which informs practice and develops the expertise in the workforce to use it and evaluate its impact. An immediate priority within this strategy should be the development of nationally agreed risk assessment tools that provide a sound underpinning for professional judgement.

### 7. Employers must make sure that social workers are enabled and supported to practise accountably and exercise their professional autonomy

#### This requires:

- the reserved functions of social workers to be set out in regulations;
- practitioners to be equipped to exercise professional autonomy and accountability;
- the implications of personalisation to be considered and reflected in social worker education programmes;
- new career pathways in practice and professional leadership linked to an agreed competence framework; and
- the continued development of a national recognition and reward framework for social workers, reflecting career pathways and competence.

In Chapter 4, we set out our aspirations for the future role of the social worker, making sure that we use their distinctive knowledge and skills to best effect within the development of personalised and increasingly integrated services.



Given the complexity of current and future need, we must make full and effective use of social workers' skills, enabling them to practise professional autonomy within the new frameworks of accountability arising from social work governance.

### **Reserved functions of the social worker**

New governance frameworks must take account of the use of the title "social worker", conferred by the *Regulation of Care (Scotland) Act (2001)* and the roles carried out by social workers as set out in Chapter 4. In particular they must reflect those, mainly statutory, duties of care and protection which can only be carried out by a social worker. These reserved functions now need to be set out in guidance and regulations to promote individual and public protection.

### **Social work education**

Developing the practitioners of the future won't happen overnight and will involve an active partnership between education and practice. Universities and service providers will need to work together in a planned way to meet existing gaps in skills and help people at all levels move through a transitional phase towards adopting new approaches and systems. In particular achieving professional autonomy and stronger accountability at all levels is likely to be very demanding.

### **Developing new roles**

Developing personalised services as set out in chapter 5 may mean new roles for social workers and other social service workers. For some, this will involve stronger therapeutic skills which have been identified as of paramount importance in achieving positive outcomes. For others, it may involve supporting and advocacy roles. The implications of these changes will need to be considered, understood and reflected in initial and post registration education for social workers.

### **Practice based careers**

While many employers have made substantial investment in developing their staff, for example through "grow your own" (social worker) schemes, career opportunities are limited, tend to be mainly at management level and are often restricted to social workers. They also vary a great deal between local authorities and across sectors, leading to movement of staff and lack of continuity for service users. Problems in the retention of skilled staff able to develop good quality relationships have been repeatedly flagged to us as a major issue for people who use services. As a result it is essential that



we create new roles that allow the best practitioners to stay and progress in practice, at the same time as expanding their professional skills and combining this with professional leadership, research and/or teaching. A new career framework should provide new resources for learning and professional leadership and reward the development of new skills. This will make sure that highly specialised skills are available to individuals and families.

Kent County Council have a career structure linked to a single pay scale that rewards staff for gaining competence and gives a range of career options. It includes:

- four administrative grades, ranging from simple administrative tasks to business management support;
- two social work assistant grades;
- three grades for social workers from newly qualified through to senior practitioner, based on acquisition of competence;
- three career options at senior level (all at the same level of seniority):
  - senior practitioner – practice based
  - practice supervisor – professionally focused with no line management
  - team manager ; and
- consultant social worker at district manager level, with a remit to provide expert practice, advice, teaching and professional leadership.

From examining career pathways in other fields and elsewhere in the UK we propose that new roles for social service workers might include:

- new administrative and business support roles
- paraprofessional roles;
- further development of practice specialists as part of a career structure;
- practice supervisors, who have a focus on professional supervision and practice development, but who have no direct management role;
- consultant practitioners who combine professional leadership, expert practice, teaching and research; and
- lecturer practitioners, ensuring that social work practice is taught by credible current practitioners.

### Pay and conditions

Although not part of our original remit, we were invited, part way through our work, by the National Workforce Group to consider issues of pay and conditions in social work services. We received many contributions on this issue. Most people who responded called for greater consistency in pay to tackle some of the effects of the so-called “bidding wars” which arose over the last ten years as a result of the acute shortages of social workers in some parts of the sector. This has led to notable variation in social workers’ pay and reward across the 32 local authorities. Often this reflects different local circumstances, including the recruitment and retention difficulties they have experienced or, in some cases, are continuing to experience. Greater national consistency in pay and conditions would certainly benefit the sector.

**“Good social workers should be allowed to stay in the field, not promoted out of it.” *Users and Carers Panel***

CoSLA has already started to develop an agreed national framework which provides for greater national consistency in recognition and reward and we recommend that it should enable and support the development of careers pathways for social workers. It will be important for CoSLA to include employers from the voluntary and private sector in these discussions.

**8. Social work services must develop a learning culture that commits all individuals and organisations to lifelong learning and development.**

**This requires:**

- full implementation of the National Strategy for the Development of the Social Service Workforce in Scotland: A Plan for Action 2005-2010;
- further investment in lifelong learning across the social service workforce;
- social service workers to maintain a personal portfolio as an up to date record of their skills and competence;
- social service workers to have access to regular, quality professional support, challenge and consultation;
- newly qualified professionals to have a period of more intensive initial support; and
- stronger links between employers and higher education institutions.

**Developing the workforce**

Everyone in the social service workforce must have the necessary knowledge and skills to practise effectively in a challenging and sometimes dangerous environment with some very vulnerable people. This requires a commitment to lifelong learning from both the individual and the employer. However, when we asked those taking part in a series of workshops and conferences if there was a learning culture in social work services, over two thirds said no. Many

of the people we spoke to found it difficult, if not impossible, to take time away from work to learn. In addition there was little systematic attempt to match individual learning needs to organisational skills requirements. Tackling these learning issues is an immediate priority if we are to fulfil the aspirations set out in this report.

The Scottish Executive has recently published a *National Strategy for the Development of the Social Service Workforce which includes a detailed action plan (Scottish Executive, 2005)*. Putting the strategy into practice will mean that more investment in personal development is needed across the whole social service workforce and all sectors, so that lifelong learning becomes a reality rather than just an aspiration.

**Developing a portfolio of knowledge and skills**

Early in our work we concluded that social work is underpinned by a common set of knowledge, skills and values. However, practitioners will increasingly need different combinations of specialist skills to meet the particular needs of the client groups they work with. For example working with a group of young offenders requires different specialist skills from those needed to support an older person to remain independent. Social workers, in particular, need to be able to match their skills to the needs of their current post. We propose that each social service worker develops and maintains a portfolio of competence. This would help practitioners to demonstrate their competence, for example when asked

**“We think the most important qualities for social service workers are anti-discriminatory values, respectful attitudes and very good personal communication skills. Users and carers should be involved in training workers to make sure people understand why this is important.” *Users and Carers Panel***



to give evidence in court, and help employers to find a worker with a specialist skill such as an occupational therapist with skills in major adaptations or a care worker skilled in working with people with dementia. The portfolio should ideally be searchable electronically and should form a basis for annual appraisal and career planning as well as a tool to match workers with individual needs.

#### **Professional consultation**

A great strength of social work has traditionally been using professional supervision to challenge practice and discuss complex problems and their solution. We were therefore concerned by evidence which suggested that supervision was, in effect, often being used as a means for the manager to take accountability for the social worker's actions rather than promoting and enabling personal professional accountability. Many social workers reported that supervision had become little more than workload management,

others that it was used as a means to have their manager make decisions for them, or to tell their manager about decisions they had taken so they can pass on responsibility for them. Our approach to developing professional autonomy within a framework of accountability will require a revitalised approach to professional supervision. Supervision is, therefore, no longer the right terminology for a process which supports and challenges rather than supervises professionals. The new term “consultation” should include three core elements – performance management, staff development and staff support. It should aim to enable practitioners to deliver high standards of practice and improved outcomes for service users. Consultation will not always be provided by a line manager, as working environments become increasingly multi-disciplinary. As a result, we propose that new standards for professional consultation be developed as a key part of our approach to social work governance.

Consultation which provides development, support and, when necessary, challenge is equally essential for all social service workers, many of whom may be the only person in regular contact with vulnerable people and their families. This would need to be a qualitatively different approach from that applied to professionals, recognising differing accountabilities and limited autonomy to act. This should also be considered in developing governance standards.

### **Newly qualified workers**

Making the transition from student to practitioner and having to make complex and challenging decisions on your own, is never easy. Employers have a vital role in helping people to make that transition. The workforce development strategy addresses the vital role of induction in smoothing that transition. The Scottish Social Service Council Codes of Practice and requirements for Post Registration Training and Learning for social workers emphasise the need for continuing learning throughout their professional career. This must be enhanced by more intensive support and consultation during the first year in practice, helping professionals move towards professional autonomy. A similar approach needs to be taken with other social service workers, recognising that they often work alone and ensuring that they develop safe practice.

### **Linking learning and practice**

Developing a learning culture will mean all organisations have to bridge the boundaries between learning and practice. Approaches such as rotation, secondments, shadowing, involvement in international programmes and exchanges between voluntary and statutory sectors provide a way of sharing learning and expertise as do new approaches to e-learning, for example the Leading to Deliver programme which combined face to face learning with access to additional support materials and online

discussion via Robert Gordon University's virtual campus or the new Learning Exchange established by the Scottish Institute for Excellence in Social Work Education.

These new approaches to learning mean organisations which employ staff must behave and think differently. They also challenge some of the traditional boundaries between the higher education and college sector and practice, requiring greater openness and a better understanding of one another's needs. Developments such as the Scottish Practice Learning Project and Learning Networks will start to address this gap, but there is much more that employers and universities could do, for example by creating joint posts such as lecturer/practitioner.



**9. Social work services should be delivered by effective teams designed to incorporate the appropriate mix of skills and expertise and operating with delegated authority and responsibilities.**

**This requires:**

- employers to invest in building and sustaining effective teamwork;
- a team based approach to performance improvement;
- budgetary and decision making authority to be delegated as near to the front line as possible;
- the development of a new para professional role;
- teams to have the right mix of skills to operate efficiently and effectively;
- social service workers to be treated as a mobile workforce
- investment in increasing the capacity of teams to respond to growing need; and.
- an integrated approach to workforce planning and development.

**Building effective teams**

Most social workers and other social service staff work in teams, both in a single service and, increasingly, in integrated settings, sometimes across organisational boundaries. Whether they are working in a dedicated social work team or in an integrated team, team members must have a good knowledge and understanding of the team's objective and how they and their colleagues can contribute to this. High performing teams are inter-dependent. They have common goals, shared values, shared knowledge about the needs of clients and the opportunity to share expertise, and learn together. They celebrate success and are rewarded for achievement. They are adaptable and provide continuity in information, planning and decision making.

We have found good and bad experiences of teamwork. Some of the most effective appeared to be specialist teams which bring together people from a range of disciplines for a common purpose such as rapid response to hospital discharge. As integrated working becomes the norm, we need to build upon their success. Effective teamwork does not happen by accident or by simply putting people together and



leaving them to get on with the job. It requires dedicated time and effort to be invested in creating, coaching and developing teams over the long term. This will then reduce the disruptive effects of staff turnover. Effective teams need to have team based planning, evaluation and regularly reported outcomes. To help teams become more effective our performance improvement sub group have adapted the school based “How Good is our Team?” self assessment tool for social work services. This simple set of measures will give teams a way of assessing their performance and provide a focus for identifying improvements.

### **Delegated authority**

Delegating authority and decision making to frontline teams is a crucial part of the new approach to governance. It supports practitioners to exercise professional autonomy within a clear accountability framework. It should also free workers from the bureaucratic and time consuming procedures that have developed around decision making. In a commissioned study McLean (2005) concluded, following consultation with stakeholders, that there were few objections in principle and many examples of good practice on delegation, but none were universally applied. Learning from existing good practice, a tool kit on delegation of authority should be developed to support systematic delegation of authority to the front line.

### **Changing the mix of skills within teams**

Our evidence shows that we are not making best use of social workers’ skills and expertise. We have found social workers filling, ordering taxis and filling in forms or carrying out simple case work which does not need their skills. Putting in place the right mix of staff with the right mix of skills in any team will mean redesigning the service and roles, based on a sound analysis of need. This will need to be supported by flatter management structures, integration of business support into teams and developing leadership skills among front line staff. A typical team might then involve a combination of professionally qualified workers, leading and being accountable for the work of the team, para-professionals, support workers and administrative and business support workers. Each team would be different, bringing together the distinctive mix of skills and expertise required to meet the needs of the client group or community served.

Stirling, Clackmannanshire and Falkirk councils have created the role of community care worker, which can be filled by people with a professional qualification in either social work, occupational therapy or nursing. The professions are equally regarded, with a common grade for posts, aiding retention as well as providing a complementary mix of skills in teams and enriching each professional’s knowledge base.

### **Developing a new paraprofessional role**

We need to develop a new role, that of a para-professional worker in social work services, skilled to a nationally recognised and accredited level and able to work across and between different services. Paraprofessionals would be skilled to directly manage cases, under the supervision of a professional as well as contributing to more complex work alongside professionals. While many paraprofessionals would work initially with social workers, they would increasingly work with other professions across service boundaries, so for example, a paraprofessional may work with a child in school and with his family in the community, enabling more effective support. This new role would also create new career pathways within social work and other professions.

Glasgow City Council's approach to addressing a high vacancy level in social worker posts was ambitious and radical. A new model of service delivery was developed along with investment in training and continuous professional development, a review of salaries and creation of new opportunities. This resulted in a dramatic reduction in both qualified social work vacancies and the creation of para-professional social care workers.

### **A mobile workforce**

Most social work needs to take place where people are. To be effective, workers need to be supported to work away from the office, sometimes working from clients' homes, their own home or a variety of local public sector facilities, saving on travel time to and from a fixed base. New technologies now make this much more possible. Employers should exploit this opportunity, recognising that social services workers are a mobile workforce and using mobile information and communications technology to make them more effective and ensure their safety.

### **Increasing the capacity of the workforce**

Recent initiatives have been successful in recruiting more social workers into the workforce. Although it is difficult to say precisely what need there might be in society in the future, we are not convinced that there is a need for more social workers in the short term. However, we cannot estimate the potential impact of forthcoming policy and we urge the Scottish Executive to consider the resource implications of changes in policy, as, in the past, such changes have placed unpredicted and unsustainable pressures on social work services.

We have designed our recommendations to retain professionals in the workforce and to make sure that we use their expertise effectively, giving them challenging and rewarding roles. If we are to make sure that practitioners have the space to build therapeutic relationships with their clients and create a system that can focus on earlier interventions and preventive work, then we will need more people working in social work services. We have concluded that significant investment is needed on an ongoing basis to increase the capacity of the supporting workforce, using changes in skill mix to create the time and space to make best use of social workers' skills.

### **Integrated workforce planning**

There has been important progress in workforce planning through the workforce intelligence workstream of the National Workforce Group. However, the data used to inform workforce planning is mixed. While

there is a well evidenced understanding of the local authority workforce, there are some significant gaps, most notably around occupational therapists and other professional groups. Information on the private and voluntary sector workforce remains under developed. Given that those sectors account for around a half of the workforce, it is essential that this issue is addressed in order to allow for more accurate workforce planning. Faced with a changing skill mix and a shift towards greater integration, more sophisticated workforce intelligence and planning will be needed if we are to have the right staff with the right skills in the right place to meet current and future service needs. Increasingly, that planning will need to take place across agency boundaries on a user group basis.

**“The workforce should reflect the diversity of the population. Social workers should come from all sections of the community, e.g. the deaf community and minority ethnic communities, etc. Recruitment must not exclude people with life skills – qualifications are not enough. Social work services should take a strategic view of recruitment and retention and seek to overcome variations in pay and conditions.” *Users and Carers Panel***

# Chapter 7: building capacity

## for sustainable change

### Introduction

In the last two chapters, we have outlined proposals to change social work services in Scotland, making them fit to meet current and future needs. We have outlined proposals which will change the way services are delivered and develop and deploy a workforce fit to meet that challenge.

The changes we set out are major ones, requiring real and lasting commitment to transform social work services at all levels and in all parts of the system. They reflect the consistent messages we have received about the need for change. The same messages have come from the people who use services and their carers and from professionals, managers and leaders. We can only deliver the necessary change if we can continue to have the support of all those involved.

As a result, our final four recommendations are about achieving lasting change. They set out:

- the need for clear leadership and effective management at all levels of the system;

- a new focus on performance improvement to drive change;
- support for transformational change across the system; and
- the need for new legislation that would consolidate change across the system.

**10. Social work services must develop enabling leadership and effective management at all levels and across the system.**

### This requires:

- a national framework for developing leadership and management;
- a leadership style that gives staff, users and managers the power to develop creative solutions;
- strengthening of strategic professional leadership;
- development of academic leadership; and
- development of effective citizen leadership.

### Qualities of effective leadership

- **Dedication** – This is not just a job but an important job that can make a real difference, positive or negative, to people’s lives.
- **Values** – of fairness, equity and inclusion, providing person centred services and never forgetting why they are there.
- **Integrity** – the ability to keep to their values even under challenge
- **Charisma** – the ability to motivate others to treat people as they would like to be treated themselves.
- **Bravery** – being prepared to challenge bad practice wherever it may be.
- **Motivation** – the ability to encourage others to do the right thing and not just accept the inadequate.
- **Credibility** – with a firm base of knowledge and experience

### *Users and Carers Panel*

Social work services are complicated, multi-million pound businesses. They employ large numbers of staff, some of whom are highly skilled. The task in terms of leadership and management is enormous. Yet it is one which has not always received sufficient attention to date. Many senior staff spoke to us about the need to keep management control, yet almost nobody spoke to us about the need for enabling leadership. Many social workers did not know who their professional leader was and if they did, few had met them.

In our interim report in April 2005, we suggested that *“the need for effective leadership in the public sector as a whole has arguably never been greater, with increasing complexity of need and a continuing shift towards service integration and user centred delivery. Increasingly, that requires that professionals are led rather than managed, enabled and empowered rather than controlled.”* Further work by our leadership and management sub group has confirmed that analysis.

Our goal must be to empower workers, people who use services and managers to promote partnership and provide a supportive environment where creative solutions can be developed to meet people’s needs. This will be a major challenge that leaders at all levels must embrace.

Developing the ability of both services and workers will require visionary, creative leadership at all levels of organisations as well as effective and supportive management. That leadership is needed at all levels of organisations is a point made very clearly to us from our users and carers panel. The panel set out seven qualities of good leaders.

For many in social work services, leadership and management have been inseparable ideas, with line managers being the leaders. This is changing and will continue to change as people work more in multi-disciplinary teams. Over time we expect to see fewer line managers and more people at all levels taking on leadership roles. It is clear to

**“Leaders aren’t all at the top. People throughout the organisation should be given the opportunity to lead. Leadership is about doing the right thing. A good leader sticks to their values and isn’t knocked off course.” *Users and Carers Panel***

us that leaders need not necessarily be managers, but managers must always be good leaders.

### **A framework for leadership and management**

The leadership and management group recognised that developing effective leadership and management are major themes across the whole public services. Van Zwanenberg’s (2005) analysis of current leadership development in Scotland explored NHS, education, police and civil service approaches. She identified many similarities in the need for effective leadership across the public sector.

To improve leadership and management skills across social work services, we need to develop a leadership and management framework which makes clear the common qualities of all public sector leaders, as well as those specific to social work services. The framework should be clear about who is responsible for what and be based on social work values. It should identify the knowledge, skills and behaviours needed in a number of settings and levels, across public, voluntary and private sectors. It should place particular emphasis on:

- professional and practice leadership;
- political leadership;
- strategic leadership;
- operational management;
- academic leadership; and
- citizen leadership.

The framework should form a basis for developing leadership and management, promoting opportunities to develop transferable skills and flexible career pathways. It should also make sure that people have the right skills for the job.

### **Professional leadership**

Many of the changes we identify throughout the report are cultural changes. We cannot achieve them by introducing a new system or by changing structures. We can achieve them by promoting and developing professional leadership. The changes we seek will help to develop leaders at all levels of the system. New roles such as social work consultants will create greater opportunities to provide professional leadership. However every front line practitioner should be a leader, challenging and developing practice, and looking for opportunities to innovate. The new framework will need to capture that and services will need to value, develop and nurture professional leadership skills at all levels.

### **Political leadership**

Effective political leadership at both national and local levels will be vital to the future of social work. We have already emphasised the importance of making sure that social work services are part of a whole system. That is one of the strengths that local authorities bring when managing social work services. However, to be truly effective it is vital that political leaders make well informed decisions about social work. The framework will need to support them in this role.

### Strategic leadership

Strategic leadership will become ever more important in designing and delivering services within an increasingly complicated partnership environment. However specialisation is making it increasingly difficult for the next generation of senior social work leaders to develop a range of skills and experience that they will need to function in the new governance framework. As a result we need to pay particular attention to succession planning and strategic leadership skills across public, voluntary and private sectors.

### Operational management

Management arrangements in integrated services will become more complicated, with managers having responsibility for mixed teams of professionals and support staff. So it is important to think of general operational management skills separate from leadership skills, recognising that some people will fill both roles. Social work services are sizeable, complex operations and they need effective operational management.

### Academic leadership

Academic leaders have a vital contribution to make in both producing the practitioners of tomorrow and in helping to shape practice and develop the evidence base to inform it. They should be opinion formers and shapers influencing the development of social work in the 21st century. We need therefore to make sure that the quality of academic leadership is maintained and developed in order to deliver our aspirations.

### Citizen leadership

*“People who use services can be both inspirational and visionary.”* This message from our users and carers panel and others quoted throughout the report, summarise and reflect the value we place on the active involvement of people who use services and their carers at all levels of designing and delivering services.

The review group have benefited greatly from the thoughts and contributions of our users and carers panel, who have delivered well considered and insightful thoughts to help shape our recommendations. The learning from this process should be used to develop and embed in practice a new approach to citizen leadership across social work services. This will be based on the principles of successful participation identified by our Users and Carers Panel.

This will be a challenge. People who use social work services are often the most excluded, vulnerable members of society. Nevertheless, with support, people who use services and their carers can demonstrate leadership at a number of levels:

- at **individual** level, services must recognise the expertise and strengths of individuals and their families. This can result in a more balanced relationship between services and the people who use them;

### Successful participation

We think that the ingredients of successful participation include:

- independent facilitation;
- ground rules;
- respect;
- attention to the needs of participants, especially communication needs;
- information that is summarised and presented in an accessible way;
- good venues;
- expenses paid on the day; and
- commitment from the top to take our views on board.

*Users and Carers Panel*

“We think that being on the User and Carer Panel has been worthwhile for us because we know we have been listened to. We are a diverse group of people and we have learned from each other in an atmosphere of mutual respect.” *Users and Carers Panel*

- at **operational** level, people who use services and their carers have a significant role to play in the way services are delivered by being involved in training workers, in recruitment and selection and in evaluating and inspecting services; and
- at **strategic** level, people who use services and their carers could contribute to designing and developing services and should be involved in service re-design initiatives.

**11. Social work services must be monitored and evaluated on the delivery of improved outcomes for people who use services, their carers and communities.**

**This requires:**

- a performance improvement framework for all social work services, based on outcomes;
- elimination of unnecessary information gathering;
- development of tools to share learning and support practitioners to improve and evaluate outcomes;
- an annual performance improvement report, peer assessed and published by chief social work officers; and
- inspectorates to use performance improvement frameworks as a means of reducing the regulatory burden on services.

**Social Work Performance Improvement Framework**

One of the reasons the review was set up was that staff, managers and Ministers realised that current inspection processes were not adequate, with a lack of focus on performance improvement. To tackle these concerns a new Social Work Inspection Agency was set up and a sub group of the review was established to oversee the development of a performance improvement framework for social work. This will provide a clear framework of measurable outcomes against which social work services can be assessed. The framework will be designed to be used by service providers for internal monitoring and self evaluation of progress and for external inspections.

The framework is being developed through an inclusive approach, involving people who use services, their carers, practitioners, inspection agencies and policy makers. The first stage of development of a performance improvement framework, on children and families social work, is nearly complete. This is structured around the Scottish Executive’s vision statement for all children in Scotland. The rest of the framework, including all community care and criminal justice services, will be complete by the end of 2006. The framework will have consistent themes such as the key social work processes



of assessment, action planning and review. However, detailed qualitative and quantitative indicators and high level outcomes will vary according to the different needs of the client group.

Developing a culture of self-evaluation and continuous improvement and implementing new quality frameworks will pose a significant challenge and will require determined leadership at all levels. On a practical level the framework aims to minimise any additional requirements for information but we know that much of the data may not be readily available. We also know that IT systems to collect and evaluate information are often inadequate. Without them it will be impossible to know if services are meeting people's needs effectively and economically. It is clear that social work providers must tackle these issues.

### **Reducing the regulatory burden**

There is a similar imperative on the Scottish Executive and other national organisations to reduce the amount of information collected and make best use of that information. We have been concerned by the increasing regulatory burden placed on services by the different inspection agencies and other organisations. This often has a disproportionate effect on social work

services which sit at the crossroads of so many policies. It is very encouraging that the performance improvement framework is being developed alongside the Scottish Executive's Efficient Government Unit's work on reducing the bureaucratic burden on local authorities. The new framework must be used to streamline demands on service providers and be used whenever possible by the Social Work Inspection Agency and other agencies. All regulatory bodies should look for ways of reducing the burden of inspection, through more effective integration of approaches and information sharing so that no two agencies are inspecting the same aspects of the same services.

### **Using outcomes to drive performance improvement**

This report has emphasised the importance of using an outcomes approach as the best starting point for performance improvement. This is reflected in the increasing number of outcome agreements between the Scottish Executive and service providers. However, achieving those outcomes is rarely a straightforward process. It needs a different approach to developing and evaluating action plans and a stronger link between actions and outcomes. Evidence based practice has

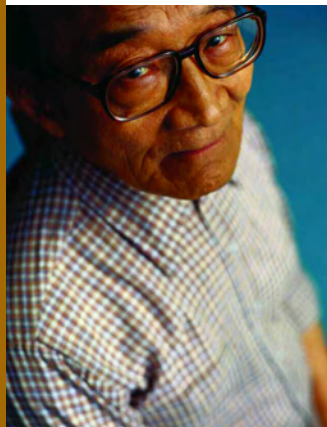
a crucial role to play in this area. Workers will need access to up-to-date research findings, evidence of what works, evaluation tools, methods for carrying out quality audits and successful ways of involving people who use services in evaluating them. Websites such as Care Scotland have shown the value of giving social workers easy access to performance information. They encourage workers to share ideas and practice, allowing services and staff to learn from one another and benchmarking performance. These kinds of tools will play a critical role in developing practice which is sharply focused on performance improvement.

### **Developing a performance culture**

A performance improvement framework has to be supported by a culture of continuous improvement and owned by staff at all levels. Otherwise it just becomes another burden, rather than providing a real opportunity to

demonstrate good practice, identify and address poor practice and focus on what really matters to the people who use services. Our evidence suggests that there is considerable work to be done in developing that kind of culture. The new social work governance framework set out in Chapter 6 will play a critical role in this process; so too will bottom up change processes such as the collaborative change networks now being developed.

Performance reporting also has a crucial role to play in creating a performance culture and there are useful lessons to learn from the education sector. The introduction under the *Standards in Scotland's Schools etc Act (2000)* of public performance reporting on improvement objectives and success in achieving these has helped to embed a performance improvement culture in education services. This could be adapted for use in the more complex and diverse context of social work services. The chief social work officer should therefore make an annual public report on the performance of services, improvement objectives and progress made in achieving these.



**12. Social work services should develop the capacity and capability for transformational change by focusing on re-designing services and organisational development.**

**This requires:**

- new capacity for service redesign and organisational development;
- organisational development capacity in social work services;
- evidence based models of service redesign to support performance improvement;
- proactive use of technology to transform the delivery of services; and
- national and local fora to support the development of social work.

**Developing the capacity for service re-design**

We have avoided being prescriptive about structural re-organisation as it's clear there is no one right answer to meeting the diverse needs of Scotland's communities. We do need to re-design services to better meet the needs of individuals, families and communities. This may involve finding new ways of working, breaking down barriers between different parts of the system, developing new roles and making effective use of new technologies and approaches. We therefore need both the skills and the capacity to enable service re-design, informed by the needs of people who use services and carers. Some of this work will need to take place within individual social work organisations, for example changing the skill mix within a team, other aspects will need to be cross organisational, for example

looking at services for people with dementia across the local authority, private and voluntary sectors and the NHS within an area.

Organisations must take responsibility and ownership for any changes made, drawing on their expertise and that of their staff and the people who use their services to decide how best those services can meet local need. However it is clear that they will need access to new capacity for service re-design to do that well. The Scottish Executive needs to invest in developing that capacity, bringing together service providers and their planning partners and enhancing programme management and organisational development expertise. Taking forward this work on a regional basis, with the active engagement of all partners will allow for shared learning and support the spread of good practice.

**Building organisational development capacity**

Changing cultures will require the capacity to make change happen within organisations. Organisational development skills are not, typically, well developed within social work services. Indeed discussions with front line social workers revealed their perceived inadequacy of change management approaches within their employing organisations. It will be



essential to ensure that leaders at all levels and in all parts of the system are equipped with the organisational development and change management skills and are committed to achieving necessary changes.

#### **Developing effective service re-design approaches**

The performance improvement sub group has explored several evidence based models of service redesign. Two models in particular appear to have value in improving service delivery and outcomes: collaborative networks and logic modelling.

**Collaboratives** are a bottom up approach to service redesign, providing the opportunity for teams to think creatively about the range and type of services they provide. Teams identify a problem then test potential solutions through small scale rapid cycles of change (plan, do, study act). Each change tested is evaluated, to achieve effective sustainable solutions. The learning is then shared across a network.

**Logic modelling** starts from agreeing a desired set of outcomes for a group with similar needs and identifying evidence based activities which will produce these outcomes. These activities are put together into a programme which is consistently applied by staff with appropriate skills and then rigorously evaluated.

Further testing should be followed by the roll out of tools and approaches that can support local change.

#### **Making effective use of technology**

The pace of technological change is growing, bringing with it many opportunities and challenges. The increasing availability and accessibility of communications technology will make mobile working much cheaper and easier. It can be used to minimise the time spent on bureaucracy and maximise the time available to work with users of services. It will enable people who use services to get better, faster information about services and to communicate with providers in ways and at times which suit them. Geographical mapping and predictive technology will give providers new tools to match services more accurately to demand. Electronic information sharing is a powerful tool to support integrated working. Assistive technology is already helping older people to lead more independent lives. For social work services, the challenge is to exploit the power of technology to help workers 'work smarter', to promote social inclusion and ensure the interests of the most vulnerable are protected. In Figure 3, we highlight potential uses of technology and where and how they have been applied to social work services.

Issue	Technological solutions	Examples
Information sharing (in system) Assessment Administration	Electronic stores, templates, recording meetings electronically, predictive analysis tools Electronic booking systems	<p><b>Child protection messaging system, North and South Lanarkshire Councils and NHS Lanarkshire</b> Inter-agency information sharing about children subject to a child protection investigation or on the child protection register. Text messaging alerts go to designated officers of updates</p> <p><b>Fife Council hand held computer system</b> Using a palm-size PC and wireless technology OTs can access remotely the equipment store database, assess equipment needed, demonstrate it to users, place an order and arrange the delivery date. This has resulted in a reduced waiting list, faster delivery times and better information about stock availability and usage.</p>
Accessible information Self-assessment Access to equipment	Web sites, on-line self assessment, assistive technology	<p><b>West Dunbartonshire Council self-assessment</b> Self assessment tool will give users access to three types of service, welfare rights advice, equipment and adaptations, carer respite and bathing service.</p> <p><b>West Lothian Council: Smart Support at Home: The Caring Call Centre</b> Promotes social inclusion by making smart technology available to all households with a person over 60 to maintain quality of life through use of technology. A range of services is available using varied technologies supported by a call centre and call alarm centre. Overall, project helps maintain service sustainability.</p>
Communication	E-mail, text messaging, voice-activated systems video-conferencing	<p><b>Renfrewshire Council: Rentext</b> A text messaging system for people who are deaf and for young carers. Provides a means to provide information about services, replacing phone calls and letters.</p>
Service redesign	Process re-engineering	<p><b>North Lanarkshire Council predictive technology</b> Piloted predictive analysis technology to predict the likelihood of an older person remaining at home or being admitted to long-term care. Information from the pilot showed likely admission to care by each social work team, offering the possibility for informed service redesign.</p>
Workforce mobility Workforce safety	Portable devices (phone, PDA, blackberry, tablet, laptop, digital pen)	<p><b>Leeds City Council – Use of digital pens</b> Captures data from Community Care Assistants using a digital pen and digital paper forms to record visits made and actions taken. Information is transmitted direct to the main system via mobile phone. The system is user friendly, allows the client to retain a paper copy of the visit and gives mobile phone access to staff allowing easy transfer of information.</p>
Workforce learning	Virtual learning	<p><b>Leading to Deliver Programme</b> Participants have access to Robert Gordon University Virtual campus and through it to the Virtual Library and discussion fora</p>

Figure 3 – Technology and social work services

### Providing a forum for social work development

One of the spin offs from the events to seek the views of front line staff and managers was the exchange of ideas and experiences that they generated. We quickly became aware of how little opportunity social workers have to meet with others doing the same work both within and across organisations delivering social work services. This highlighted the need for social work practitioner forums where people can learn from each other and have a voice in making policy at local or national levels.

Similarly, there was little opportunity for the leaders of the profession to debate professional matters. A workshop on the future role of the chief social work officers identified a strong desire for this kind of forum to be facilitated, giving them the opportunity to share ideas, learn from one another and engage with leaders from academia and the private and voluntary sectors.

At national level we decided that there was no easy way for representatives across the whole social work sector to influence policy making nor anywhere that policy makers could turn to seek the views of social work.

As a result we have decided that we need a new structure of social work fora which provide a way to improve practice and help develop policy. These should include the following:

- a local practitioner forum in each local authority that brings together representatives from all fields of practice across public, private and voluntary sectors. The forum will provide a way to involve workers in developing practice and influence policy and be a powerful resource to chief social work officers;
- a national practitioner forum would bring together the chairs of each local forum and provide a voice for social workers into national policy making. This forum should hold a conference each year as a way of sharing and debating best practice;
- a national social work leaders forum would bring together leaders from public, voluntary and private sectors, academia and regulatory bodies. They will have a particular role in supporting the development of professional leadership; and
- an overarching social work forum, chaired by a named minister, bringing together representatives of policy makers, leaders, practitioners, academics and regulatory bodies from social work and other public services. Its remit will include supporting the development of social work practice and the implementation of the Review's recommendations. It will have a powerful role in shaping the future of social work.

### 13. The Scottish Executive should consolidate in legislation the new direction of Scottish social work services.

In chapter 1, we set out three conclusions that we have drawn from our work:

- doing more of the same won't work. Increasing demand, greater complexity and rising expectations mean that the current situation is not sustainable;
- social work services don't have all of the answers. They need to work closely with other universal providers in all sectors to find new ways to design and deliver services across the public sector; and

- social workers' skills are highly valued and increasingly relevant to the changing needs of society. Yet we are far from making the best use of these skills.

The remainder of this report has set out recommendations aimed at addressing these problems through:

- developing the capacity to deliver personalised services;
- developing the workforce; and
- supporting transformational change.

The last of the six objectives, set for us by Ministers was to consider the need for changes in the legislation underpinning social work. We have deliberated long and hard on whether new legislation is in fact necessary. None of the recommendations we have set out in themselves require legislation to make them happen. However we have concluded that new legislation would make a powerful statement. It would set a landmark in the development of social work in Scotland, consolidating the significant changes we propose and laying the foundations for practice in the 21st century.

In particular, new legislation should:

**Provide a new foundation for personalised services**

The current legislation is based on a model of welfare and doesn't reflect the type of modern service delivery we envisage. Taking a whole system approach to the way we deliver public services requires a new approach, that positions social work's contribution in the wider context of public service delivery.

**Embed performance improvement**

Developing clear expectations and duties and a focus on meeting agreed outcomes would influence the way in which services are resourced, developed and inspected. Legislation in the schools sector has had a powerful impact on the quality of service from which social work could learn.

**Enshrine citizen leadership**

Recognising the centrality of the experience of people who use public services, legislation could embed requirements for all providers to actively engage people in the design and delivery of services.

**Implement new governance arrangements**

Effective governance of social work is critical if we are to protect both the people who use services and those who work in them. If new governance arrangements are to work, duties and expectations need to be set out clearly, enabling change.

**Develop social work practice**

Finally, we need to develop the practice of social workers and ensure that they are able to do the work that they are particularly well equipped to do. We already have protection of the title social worker, that needs to be underpinned by definition of those functions that only a social worker can do.

Further debate is required on the detail of what any legislation would or could hope to achieve. Such debate should build upon the work of the review, consolidating its recommendations and setting a new landmark for 21st Century Social Work.





# Annex A: methods and evidence

This annex provides an overview of the purpose and strands of evidence considered by the review in discharging this remit.

Section 1 contains a list of research commissioned for the review giving the report title, authors and purpose. Section 2 contains a list of calls for evidence, responses from “consultation” events and other substantive outputs prepared for the review. Full copies of each, containing aims, objectives, methods, findings and conclusions, are produced in the evidence CD.

#### **Role of evidence and information**

From the very beginning we were committed to gathering and using evidence to inform our work. Evidence has helped us to develop new

questions and provide a guide and a reasoning for our decisions. Because of this, the evidence presented to us does not necessarily represent our views.

Evidence was only one factor in decision-making. We balanced it alongside other critical factors such as experience, values, resources and judgement.

#### **Sources**

Information and evidence was produced specifically for the review. This included research, calls for evidence and consultative events. We also drew on existing and other relevant research. Review group members also received input through presentations, site visits, meetings and papers.



## Process

At the beginning we identified what evidence we would need. Given the iterative nature of the process of the review and its sub-groups further requirements were raised for evidence and information requirements during the course of its proceedings.

## EVIDENCE AND INFORMATION PRODUCED FOR THE REVIEW

### Section 1: Research commissioned for the review

#### Role of the social worker

##### “The role of the social worker in the 21st century – a literature review”

Professor Stewart Asquith, Dr Chris Clark, Professor Lorraine Waterhouse  
University Of Edinburgh

Purpose: to draw together evidence and perspectives on the role and purpose of the social worker in the modern world.

##### “Public knowledge of and attitudes towards social work in Scotland”

Sara Davidson and Susan King  
MORI Scotland

Purpose: To research public knowledge of and attitudes to social workers, social work services and the context in which they operate. This included a public attitude survey and focus groups.

##### “Time for work”

Liz Bulmer  
Scottish Executive

Purpose: To carry out a pilot study to provide an illustrative picture about how social workers spend their time. The specific objectives included:

- to gather information about the specific tasks social workers undertake
- an assessment of the balance of the tasks social workers undertake; and
- to capture social workers views of how they spend their time

Over 100 diaries were distributed but only 16 responses were received.

##### “In-depth case studies to explore the delivery of social work”

DTZ Piedad Consulting

Purpose: To explore the delivery of social work services in the context of other aspects of service provision, starting from the perspective of users and carers.

#### Role of social work

##### “The need for social work intervention – a discussion paper for the Scottish 21st Century”

##### Social Work Review

Daphne Statham, Don Brand and Trish Reith

Purpose: To draw together evidence and perspectives on the need for social work intervention in the modern world and explore definitions of need from the perspective of users and providers and how these are interpreted in practice.

##### “Reducing Reoffending – Key Practice Skills”

Fergus McNeill, Susan Batchelor, Ros Burnett and Jo Knox  
Social Work Inspection Agency and Glasgow School of Social Work

Purpose: To identify skills associated with reducing re-offending through review of research evidence on effective work with offenders.

##### “Effective social work with older people”

Brian Kerr, Jean Gordon, Charlotte MacDonald and Kirsten Stalker  
Social Work Research Centre, University of Stirling

Purpose: To review the evidence base for effective social work with older people including identifying effective and desirable outcomes for older people, the distinctive skills required by social workers and the implications for future policy and practice in this field.

**“The statutory social worker’s role in prevention and early intervention”**

Moira Walker  
Social Work Research Centre,  
University of Stirling

Purpose: To provide the review with a report of existing evidence on how and the extent to which early intervention and preventive work in social care services is effective in making lasting change to people’s lives and reducing the need for intervention at a later stage.

**Organising how services are delivered**

**“Analysis of comparative social work/social services spending within the United Kingdom since 1994-95”**

Scottish Executive

Purpose: To compare and contrast any differences and similarities in overall social services and service specific spending per head of population within the different nations of the United Kingdom, and analyse any trends or changes from 1994-95 to present.

**“Delegation of authority nearer to frontline staff – a scoping paper”**

Sam Maclean  
Consultant

Purpose: To scope the need and possibility for greater delegation of budgets and streamlining some of the complex governance and

accountability structures in local government social work. It sets out the issues in context, identifies the barriers and constraints and gives a sense of whether these are inevitable or can be overcome.

**‘Personalisation and participation – the future of social care in Scotland’**

Charles Leadbeater and Hannah Lownsborough  
DEMOS

Purpose: To examine the philosophy of personalisation and how it relates to social care practice and consider whether it is appropriate to Scotland’s social care services, whether it is already being implemented in the current system, and what, if anything, will prevent or enable it being implemented in each care group.

**“Care 21 – The future of unpaid carers in Scotland”**

Purpose: Last year, Care 21 commissioned the Office for Public Management to complete an exercise on the future of unpaid care in Scotland. This comprehensive study identifies innovative solutions to the challenges faced by unpaid carers between now and 2014. It is anticipated that this exercise will reinforce existing Executive policy on carers but also encourage further progress in response to other factors such as new policies, demographic, and economic changes and an increase in expectations from users and carers. Visit [www.opm.co.uk/scottishcarers](http://www.opm.co.uk/scottishcarers) for more information.

**“Social Work Advisors’ report on the first phase of the work with 6 local authorities and 2 voluntary organisations”**

Paul Connell, Margret Coutts, Emma McWilliam and Edith Wellwood

Purpose: To provide an opportunity to explore the Review's themes within a local context and to gain more understanding of the current realities and challenges of social work practice in Scotland through 138 face to face interviews in six local authorities and two voluntary organisations.

**Leadership and Management**  
**“Leadership and management development in social services organisations – short life study”**

Zoe Van Zwanenberg

Scottish Leadership Foundation

Purpose: To examine developments in leadership and management within social care, wider public services as well as other sectors and to identify implications for social care.

**General**

**“Literature review on media representations of social work and social workers”**

John Galilee

Scottish Executive

Purpose: To review the literature on the relationship between the media and social work, provide an explanation of such reporting, the impact of media coverage on social work practice and highlight the strategies for remedying this situation.

**“Learning from failure: a review of major social care/health inquiry recommendations”**

John Galilee

Scottish Executive

Purpose: To draw together the recommendations of eleven high profile inquiries carried out on the social care and health sector over the last 60 years within the United Kingdom. It considers the recurring messages from these inquiries in the shaping of social work in Scotland.

**“Review of social work legislation”**

Alison Higgins

Consultant

Purpose: To provide a comprehensive and summary briefing on the legislation relevant to social work in Scotland.

**Section 2: Calls for evidence and consultation events**

**“Report on analysis of responses to the call for contributions – role of the social worker”**

Purpose: This call for evidence invited responses to a series of questions on the role of the social worker including:

- the role now and in 20 years desired changes; and
- barriers and enablers.

It was distributed to 2000 contacts in the public, private and voluntary sector and 148 responses were received.

**“Report on analysis of responses to the call for contributions – delivery of services”**

Purpose: Responses were invited on the organisation and delivery of social care services including:

- planning and delivery;
- increasing need;
- managing demand; and
- use of technology.

It was distributed to 2000 contacts in the public, private and voluntary sector and we received 31 responses.

#### **Open events**

We held a series of open events across the country to involve those with an interest in social work. A full report of each is available.

#### **Reports from the 21st Century Social Work Review open events**

Purpose: To enable interested parties to contribute to the review and in particular on the following:

- the effects of the findings of the review so far;
- possible solutions to the problems experienced within social work currently; and
- an agreement what kind of social work we need for the future.

We placed information and applications in the local press and sent applications to over 1300 organisations and individuals in the voluntary, private and public sector. The number of people who attended were:

- Edinburgh – 154;
- Inverness – 67;
- Glasgow – 216; and
- Aberdeen – 92.

We produced reports from individual events and a report summarising all four events.

#### **Other events**

##### **“Report of meeting with main grade social work staff”**

Purpose: To consult frontline social work staff on their role as a social worker and identify:

- what they found rewarding and unrewarding;
- what was worth keeping/changing; and
- barriers to effective practice.

The meetings with main grade staff were held in venues in six local authority areas. Of the 120 people who took part, 104 were from local authorities and 16 were from voluntary organisations.

##### **“Report of event for first line and middle social work local authority managers”**

Purpose: To gather the views of frontline and middle social work managers in particular to:

- engage social work managers in the review;
- gain managers’ perceptions of social work;
- share themes emerging from the early part of the Review; and
- seek new ideas on where social work should be in the future.

One front line and one middle manager from each local authority social work department in Scotland were invited. A total of 51 managers, from various roles including child protection, community care, performance and practice participated.

### **“Report on the event with Community Care Providers Scotland (CCPS)”**

Purpose: to seek the views of CCPS members in the review, enable them to contribute to the development of solutions and to inform the review of areas requiring more in-depth consideration. The five themes specifically discussed were:

- assessment and Care Management;
- contracts and Commissioning;
- gate keeping and contract regulating roles v care;
- service boundaries and transitions; and
- nature of partnership.

The 54 voluntary organisations which are members of CCPS were invited to attend of these 25 took part.

### **“The future role of social work in homelessness event”**

Purpose: To engage professionals and service users in the review specifically to:

- provide a forum for discussing the themes coming forward from the review, and

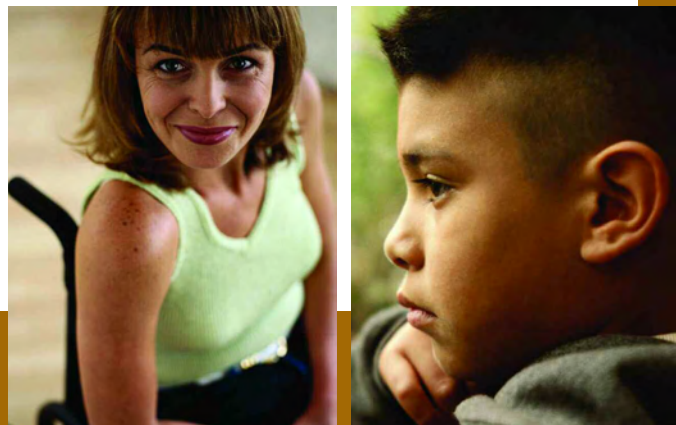
- debate the issues of supporting people experiencing homelessness and housing problems.

We reserved two places for each local authority; one for a social worker who deals with homelessness issues and one for a homelessness officer from each housing department. A separate invite was also sent to organisations who deal with homelessness issues and they were asked to bring a client with them. A total of 110 participants attended the event.

### **“Report of workshop with Royal College of Nursing (RCN) Scotland”**

Purpose: To provide an opportunity to gather the views of nurses on the social work profession and to discuss issues of common interest including professional accountability, leadership and supervision.

41 people came to the event as a result of the RCN sending invitations directly to 50 RCN member network contacts and an advert placed in a RCN New Bulletin and web page.



**“Report on chief social work officer event”**

Purpose: To debate senior professional leadership in social work and gain agreement on developing future requirements, principles and standards. There were 18 people involved from a range of agencies including CoSLA, local authorities, SOLACE, voluntary organisations, ADSW, SWIA, the Scottish Leadership Foundation, and the Review’s Leadership and Management Group.

**Everyone needs to know there is someone there for them – a report on a young people’s consultation**  
TASC Agency  
Edinburgh

Purpose: To gain young people’s views on the type of society they wanted to live in, the help and support that people may need to enable them to meet their full potential. 24 young people aged between 11 and 16 took part in the consultation process.

**Other reports**

**‘21st century social work review interim report April 2005’**

**‘Report of the Leadership and Management Sub-Group’**

**‘Report of the Role of the Social Worker Sub-Group and Reserved Functions of the Social Worker’**

**‘Report of the Role of the Social Worker Sub-Group – vision paper’**

**‘Report of the Performance Improvement Sub-Group’**

**‘Report of the users and carers panel’**

# Annex B:

# review group and

## subgroup membership

The 21st Century Review Group		
Name	Job Title	Organisation (s)
William Roe (Chair of Group)	Chairman	Rocket Science UK Ltd and Highland and Islands Enterprise
Douglas Bulloch	Chairman	Scottish Children's Reporter Administration
Alan Campbell	Chief Executive	Aberdeenshire Council
Stephen Ebbitt	Chief Executive	Glasgow Simon Community
Norma Graham	Assistant Chief Constable	Central Scotland Police
Martin Hill	Modernisation Director	NHS Lanarkshire
Alexis Jay	Chief Social Work Inspector	Social Work Inspection Agency
Ann-Marie Rafferty	Area Services Manager	Glasgow City Council Social Work Services
Deirdre Watson	Director	Who Cares? Scotland
Professor Mary Marshall	Director	Dementia Services Development Centre
Colin MacLean	Head Teacher	Auchinleck Academy
Carole Wilkinson	Chief Executive	Scottish Social Services Council
Colin MacKenzie	Director of Housing and Social Work President	Aberdeenshire Council Association of Directors of Social Work
Eric Jackson	Councillor Chair of The Social Work and Health Improvement Executive Group	East Ayrshire Council Convention of Scottish Local Authorities

**Role of the social worker sub-group**

<b>Name</b>	<b>Job Title</b>	<b>Organisation (s)</b>
Bernadette Docherty (Chair of Group)	Corporate Director of Social Services	North Ayrshire Council
Addie Stevenson	Director of Children and Family Services	Aberlour Childcare Trust
Geraldine Doherty	Registrar	Scottish Social Services Council
Ann Marie Rafferty	Area Services Manager	Glasgow City Council Social Work Services
Jeff Capstick	Personnel Support Manager	Personnel and Organisational Development Service
Alistair Gaw	Depute Chief Inspector	Social Work Inspection Agency
Councillor Tommy Williams	Councillor	Renfrewshire Council and Convention of Scottish Local Authorities
Maggie Mellon	Director of Children and Family Services	Children 1st
Nicola Reid	Social Worker	City of Edinburgh Council and BASW Representative
Stephen Smellie	Development Officer	South Lanarkshire Council and UNISON Representative
Professor Bryan Williams	Institute Director	Scottish Institute for Excellence in Social Work Education



Leadership and management sub group		
Name	Job Title	Organisation (s)
Stephen Moore (Chair of Group)	Head of Social Work (CSWO)	Fife Council
Robin Burgess	Lecturer	University of Stirling
Tom Cowan	Area Service Manager	North Lanarkshire Council
Ashleigh Dunn	Head of Leadership Development	Scottish Executive Health Department
Kate Gibson	Head of Service Development and Training	Aberdeenshire Council
Norma Graham	Assistant Chief Constable	Central Scotland Police
Colin Maier	Chief Executive of Improvement Services	Convention of Scottish Local Authorities
Mandy McDowell	Regional Officer	UNISON
Alan McKeown	Team Leader Health and Social Care team	Convention of Scottish Local Authorities
Steve Mostyn	Head of Organisational Development	Motorola
Philip Rycroft	Head of Schools Group	Scottish Executive Education Department
Elinor Smith	Director of Nursing	NHS Grampian Primary Care Division
Addie Stevenson	Director of Children and Family Services	Aberlour Childcare Trust
Alex Taylor	Service Manager	Argyll and Bute Council
Zoe Van Zwanenberg	Chief Executive	Scottish Leadership Foundation

Stakeholder sub-group		
Name	Job Title	Organisation (s)
Martin Hill (Chair of Group)	Modernisation Director	NHS Lanarkshire
Alison Blakeley	Primary Care Advisor	Royal College of Nursing
Anwari Din	Chief Executive	Black and Ethnic Minorities Infrastructure in Scotland
Barbara Diamond	Organising Assistant (Health)	UNISON
Barbara Hudson	Director (Scotland)	British Association for Adoption and Fostering Scotland
Bob Ovens	Deputy Chief Constable	Association of Chief Police Officers
Brian Lister	Reporter Manager	Scottish Children's Reporter Administration
Bryn Merchant	Assistant Director	Royal National Institution for the Blind
Carol Watson	Associate Director of Nursing Midwifery and Allied Professions	NHS Education for Scotland
Councillor Tommy Williams	Councillor	Renfrewshire Council and Convention of Scottish Local Authorities
Colin Williams	Director (Scotland)	Princess Royal Trust For Carers
David Wiseman	Director of Strategic Development	Care Commission
David McAllister	Inspector	Her Majesty's Inspectorate of Prisons
Dennis Daly	Head of Programmes Scotland	Communities That Care
George Kappler	Social Work Commissioner	Mental Welfare Commission
Grant Hughes	Team Leader, Joint Improvement Policy and Support Team	Scottish Executive Health Department
Ian Irvine	Operations Manager	Turning Point Scotland
Irene Cavanagh	Head of Community Care Services and Chief Social Work Officer	Stirling Council and Association of Directors of Social Work
Janice Thomson	Administration Assistant	NHS Education for Scotland
Janet Fabb	Head of Social Work	Scottish Institute for Excellence in Social Work Education

Stakeholder sub-group continued		
Name	Job Title	Organisation (s)
Janet Law	National Policy Officer	Scottish Out of School Care Network
Jim Dean	Lead Officer – Adult Services Perth and Kinross Council	Perth and Kinross Council and Association of Directors of Social Work
Jude Boulton	Development Worker	People First (Scotland)
Juliet Cheetham	Development Worker	Mental Welfare Commission
Kate Pryde	Chair, Registration Committee	Scottish Social Services Council
Keith Makin	Chief Executive	Care Visions
Lilian Lawson	Director	Scottish Council on Deafness
Liz Norton	Regional Manager	Care Commission
Marie McCormack	Head of Policy	Commissioner for Children and Young People
Michael Brown	Steward	Royal College of Nursing
Neil McKechnie	Director of Services for Children's Unit	Her Majesty's Inspectorate of Education
Nick Baxter	Chief Executive	Community Care Providers Scotland
Noni Cobban	Vice President- Scotland	United Kingdom Home Care Association
Richard Brewster	Project Manager	Direct Payments Network
Ruth Stark	Professional Officer	British Association of Social Workers
Ruth Warner	Director of Nursing	NHS Forth Valley
Steven Robertson	Director	People First (Scotland)
Sonya Lam	Programme Director for Allied Health Professionals	NHS Education for Scotland
Stuart Bond	Inspector	Social Work Inspection Agency
Tony McNulty	Social Care Advisor	Scottish Prison Service

<b>Performance improvement sub group</b>		
<b>Name</b>	<b>Job Title</b>	<b>Organisation (s)</b>
Sandy Cameron (Chair of group)	Director of Social Work	South Lanarkshire Council
Jennifer Davidson	Director	Scottish Institute for Residential Child Care
Janet Birks	Director of Housing and Social Work Services	Falkirk Council
George Hunter	Director of Social Work	East Renfrewshire Council
Harriet Dempster	Director of Social Work	Highland Council
Maureen Verrall	Division Head, Children and Families Division	Scottish Executive Education Department
Gill Ottley	Depute Chief Inspector	Social Work Inspection Agency
Jackie Brock	Development Manager (Quality improvement and inspection)	Scottish Executive Education Department
Antony Clark	Portfolio Manager	Audit Scotland
Tom Leckie	Inspector	Social Work Inspection Agency
Hugh Mackintosh	Director	Barnardo's Scotland
Colin MacLean	Head Teacher	Auchinleck Academy
Neil McKechnie	Director of Services for Children's Unit	Her Majesty's Inspectorate of Education
Fiona McLeod	Head of Quality Services	City of Edinburgh Council
Marian Reid	Lead Officer for the Quality Assessment Framework	Care Commission
Pam Smith	Head of Service Development and Chief Executive Officer Children and Families Department	City of Edinburgh Council

#### **Users and carers panel**

The Group was brought together by The Scottish Consortium for Learning Disability.

The members have chosen to stay anonymous



## Annex C:

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# Annex D:

# summary of

## recommendations

### **1. Social work services must be designed and delivered around the needs of people who use services, their carers and communities.**

#### **This requires:**

- standards for access to social work services led by those who use services and their carers;
- participative and empowering assessment;
- recognition of unpaid carers as partners and providers of care alongside professionals;
- seamless transitions between different parts of the service for people who use services and their carers;
- services provided from premises that are fit for purpose; and
- that we further our understanding of the implications of developing personalised social work services.

### **2. Social work services must build individual, family and community capacity to meet their own needs.**

#### **This requires:**

- the development of community capacity;
- an increased role for social work services in building the social economy;

- effective use of tested approaches to increasing the capacity of individuals, families, groups and communities;
- an expansion of volunteering, peer support and self help groups; and
- more widespread application of group work.

### **3. Social work services must play a full and active part in a public sector wide approach to prevention and earlier intervention.**

#### **This requires:**

- increased long term investment in prevention and early intervention;
- joined up approaches to prevention and intervention;
- prevention to be part of everyone's job; and
- the development of anticipatory services to improve outcomes for people with predictable needs.



**4. Social work services must become an integral part of a whole public sector approach to supporting vulnerable people and promoting social well-being.**

**This requires:**

- Effective community and corporate planning incorporating social work services;
- Harmonisation of local service boundaries wherever possible;
- Services to be commissioned and developed at the most appropriate level to ensure effectiveness, efficiency and best value;
- An integrated policy framework which rationalises information, planning and funding streams; and
- Simplification of governance and funding arrangements across the public sector to promote integrated working.

**5. Social work services must recognise and effectively manage the mixed economy of care in the delivery of services.**

**This requires:**

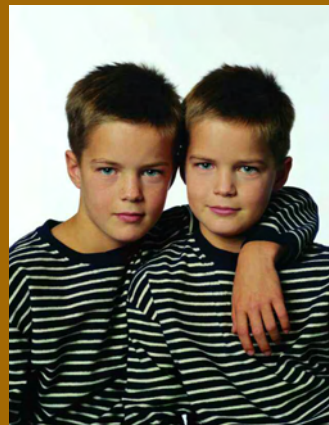
- new commissioning models based on partnership and delivery of personalised services;
- more effective partnership working between commissioners and providers; and

- effective joint working to address the needs of people who use services.

**6. Social work services must develop a new organisational approach to managing risk, which ensures the delivery of safe, effective and innovative practice.**

**This requires:**

- clear accountability frameworks which make explicit the accountabilities of the social worker;
- social workers to exercise professional autonomy within a clear framework of professional accountability;
- a new approach to social work governance;
- a strengthening of the governance and leadership roles of the chief social work officer;
- structured approaches to manage untoward incidents that enable learning from mistakes;
- a research and development strategy for social work; and
- evidence based risk assessment and management tools.



**7. Employers must make sure that social workers are enabled and supported to practise accountably and exercise their professional autonomy.**

**This requires:**

- the reserved functions of social workers to be set out in regulations;
- practitioners to be equipped to exercise professional autonomy and accountability;
- the implications of personalisation to be considered and reflected in social worker education programmes;
- new career pathways in practice and professional leadership linked to an agreed competence framework; and
- the continued development of a national recognition and reward framework for social workers, reflecting career pathways and competence.

**8. Social work services must develop a learning culture that commits all individuals and organisations to lifelong learning and development.**

**This requires:**

- full implementation of the National Strategy for the Development of the Social Service Workforce in Scotland: A Plan for Action 2005-2010;
- further investment in lifelong learning across the social service workforce;
- social service workers to maintain a personal portfolio as an up to date record of their skills and competence;
- social service workers to have access to regular, quality professional support, challenge and consultation;
- newly qualified professionals to have a period of more intensive initial support; and
- stronger links between employers and higher education institutions.

**9. Social work services should be delivered by effective teams designed to incorporate the appropriate mix of skills and expertise and operating with delegated authority and responsibilities.**

**This requires:**

- employers to invest in building and sustaining effective teamwork;
- a team based approach to performance improvement;
- budgetary and decision making authority to be delegated as near to the front line as possible;
- the development of a new para professional role;
- teams to have the right mix of skills to operate efficiently and effectively;
- social service workers to be treated as a mobile workforce
- investment in increasing the capacity of teams to respond to growing need; and
- an integrated approach to workforce planning and development.



**10. Social work services must develop enabling leadership and effective management at all levels and across the system.**

**This requires:**

- a national framework for developing leadership and management;
- a leadership style that gives staff, users and managers the power to develop creative solutions;
- strengthening of strategic professional leadership;
- development of academic leadership and
- development of effective citizen leadership.

**11. Social work services must be monitored and evaluated on the delivery of improved outcomes for people who use services, their carers and communities.**

**This requires:**

- a performance improvement framework for all social work services, based on outcomes;
- elimination of unnecessary information gathering;
- development of tools to share learning and support practitioners to improve and evaluate outcomes;
- an annual performance improvement report, peer assessed and published by chief social work officers; and
- inspectorates to use performance improvement frameworks as a means of reducing the regulatory burden on services.

**12. Social work services should develop the capacity and capability for transformational change by focusing on re-designing services and organisational development.**

**This requires:**

- new capacity for service redesign and organisational development;
- organisational development capacity in social work services;
- evidence based models of service redesign to support performance improvement;
- proactive use of technology to transform the delivery of services; and
- national and local fora to support the development of social work.

**13. The Scottish Executive should consolidate in legislation the new direction of Scottish social work services.**

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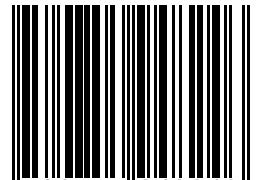
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ISBN 0-7559-4824-6



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