Item No: 9

Meeting Date: **Wednesday 5th May 2021**

Glasgow City Integration Joint Board

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

Contact: **Jim McBride**

Phone: **0141 274 6000**

Justice Social Work Recovery Planning Proposals

Purpose of Report:	To update the Integration Joint Board on the additional Scottish Government grant award received by justice social work to support COVID-19 recovery work. To seek approval for the proposed spend as detailed in the report.

Background/Engagement:	On 29th March 2021, justice social work received notification from the Community Justice Division within the Scottish Government that Glasgow City is due to receive an additional grant payment of £2,299,347 (Appendix 1). This is in addition to the indicative funding as set out in the Community Justice Social Work Section 27 grant allocation for 2021-22. The conditions attached to this additional grant payment of £2,299,347 includes a requirement to spend the grant within the financial year 2021-22 for the delivery and commissioning of Justice Social Work Services and cannot be carried forwarded into 2022-23. The total funding available above includes £401,984 which can only be used in commissioning third sector organisations to help build justice social work capacity and to help address the impact of the pandemic.

Recommendations:	The Integration Joint Board is asked to: a) Note the proposal outlined in this report;

	b) Approve the proposed spend in principle and acknowledge risk associated with short term funding; and c) Recommend a further report to the IJB seeking approval on proposed plans for the remaining balance.

Relevance to Integration Joint Board Strategic Plan:

The justice social work proposal is in line and will contribute to the delivery of all strategic priorities as set out in the IJB Strategic Plan 2019-2022. In particular, the priorities of *early intervention, prevention and harm reduction*, *enabling independent living for longer* and *public protection.*

Implications for Health and Social Care Partnership:

Reference to National Health & Wellbeing Outcome:	This proposal supports the delivery of all 9 National Outcomes, with an emphasis on: 1.People are able to look after and improve their own health and wellbeing and live in good health for longer. 2.People who use health and social care services have positive experiences of those services, and have their dignity respected. 3.Health and social care services centered on helping to maintain or improve the quality of life of people who use those services. 4.People using health and social care services are safe from harm. 5. Resources are used effectively and efficiently in the provision of health and social care services.
Personnel:	Should the Board approve the proposal a recruitment process will commence to support the delivery of the planned activity.
Carers:	None
Provider Organisations:	The proposal aims to support two of our commissioned justice services as part of their recovery programme and to enhance service provision in light of ongoing challenges associated with COVID-19 restrictions.
Equalities:	Justice social work is responsible for keeping our communities safe and administering justice. Justice services play a key role in promoting equality by, for example, tackling the causes of crime, which are often rooted in inequality, through an increased emphasis on prevention and rehabilitation. It is also crucial for targeting specific types of crime, such as violence against women and girls, and all forms of hate crime.

Fairer Scotland Compliance:	The proposal takes account of the additional impact of poverty over the course of the pandemic.

Financial:	The grant letter makes clear that this investment is a key part of the Justice Recover, Renew, Transform programme, overseen by a Criminal Justice Board which was established under the Protecting Scotland, Renewing Scotland: The Government Programme for Scotland 2020-2021. The proposed investment in this report will be funded from the non-recurring £2,299,347 awarded for 2021-22.

Legal:	None

Economic Impact:	A number of the proposals fit with an early intervention approach to service delivery and seek to divert service users from statutory justice orders and custodial sentences. Any savings achieved by this approach in Glasgow will be spread across the justice system, and should not necessarily be seen as directly, nor locally cashable.

Sustainability:	In order to monitor recovery, each local authority will be required to report on how funding is being used to tackle the backlog and support recovery efforts. This will help inform on progress and brief Ministers on actions being taken by the local authority. It will also support a case for new investment, should additional funding become available in future years.

Sustainable Procurement and Article 19:	None

Risk Implications:	The non-recurring nature of this funding represents a risk in building momentum and securing a programme of work which can address the issues over the medium term and drive recovery. The matter is further compounded by reliance on short term recruitment in keeping with the duration of the funding.

Implications for Glasgow City Council:	None

Implications for NHS Greater Glasgow & Clyde:	None

Direction Required to Council, Health Board or Both	
Direction to:	
1. No Direction Required	☐
2. Glasgow City Council	☐
3. NHS Greater Glasgow & Clyde	☐
4. Glasgow City Council and NHS Greater Glasgow & Clyde	☒

1. Purpose

1.1 To advise the Integration Joint Board of justice social work plans for investment following the allocation of £2,299,347 additional funding from Scottish Government for the purposes of supporting justice recovery linked to COVID-19.

2. Background

2.1 The purpose of the additional £2,299,347 funding is to support justice social work services meet the expected increase in demand from Court activity over the coming few years. As a result of the COVID-19 pandemic and the suspension of court business a significant backlog of court cases has accrued. This backlog will continue to grow until Courts resume business to pre-COVID levels in June 2021. Scottish Courts and Tribunal Services have an ambitious plan to tackle the backlog of cases starting in September 2021. Justice social work, alongside other partners, have been advised to expect an overall increase in reports and community orders from this time.

2.3 The grant letter is clear that the additional funding is for use in directly responding to the impact of the pandemic and assisting in the recovery programme in relation to justice social work services in Glasgow, and any expenditure must be demonstrably linked to this purpose.

2.4 In order to monitor recovery, each local authority will require to report on how funding is being used to help tackle the backlog in October 2021 and at the end of the financial year, in April 2022.

3. Justice Social Work Recovery Proposal

3.1 The below table provides an overview of the justice social work proposal to date totaling £1,405,447. A further report will be brought to the IJB to outline spend proposals for the balance of £893,900. Work is ongoing to scope out other proposals in line with the conditions of the grant letter and community justice priorities alongside Community Justice Glasgow, HSCP commissioned services and third sector providers, as the time remaining to spend the full grant is limited.

3.2 Given the grant is only available for the current financial year, with no opportunity to carry forward, all proposed posts will be advertised accordingly. In this regard, posts will be advertised temporarily for 9 months in the first instance with the opportunity to expand this in the event that Scottish Government extend funding beyond 2021-22.

PROPOSED SPEND	PROCURMENT / TENDERING / TEMPORARY RECRUITMENT	VALUE OF PROPOSAL
Justice Social Work Allocation (£1,897,363)		
1.Youth Court Team	Recruit 2 Qualified Social Workers (QSWs)	86,255
2.Colocation post at London Road	Recruit 1 Social Care Worker	35,113
3.Multi Agency Risk Assessment Conference (MARAC), Disclosure Scheme for Domestic Abuse in Scotland (DSDAS) and Multi Agency Tasking and Co-ordinating (MATAC) Post	Recruit 1 Team Leader	52,250
4.Additional Caledonian Staff	Recruit 2 Qualified Social Workers	86,255
5.Domestic Violence Women Support Workers	Recruit 3 Assist Staff	105,338
6.Additional Admin	Recruit 5 Grade 3 Recruit 0.5 Grade 5	116,920
7.Agency social work staff	Recruit 2 Grade 7	90,468
8.QSW's to respond to the backlog	Recruit 12 Qualified Social Workers	517,529
9.Community Justice Glasgow (CJG) Data Analysis	CJG recharge to S27 budget	41,250
10. Justice Head of Service	Recruitment of Grade 10	69,559
	TOTAL	**1,200,937**
Third Sector Allocation £401,984		
SACRO COVID recovery 2021-22	Commissioned Service	114,510
SACRO peer mentor project	Commissioned Service	90,000
	TOTAL	**204,510**

4. Details of Proposals

4.1 Below is a more detailed description of the above proposals and offers the IJB further rationale for these proposals.

4.2 **Youth Court Team**

4.2.1 Justice Social Work and Youth Justice Services have been working closely with Glasgow Sheriff Court to develop and implement a problem solving Structured Deferred Sentence (SDS) Youth Court. The intention of introducing such a Court in Glasgow is to improve sentencing and outcomes for young people involved in the justice system aged between 16-21 years initially, with a view to extending this to all young people aged up to 25 years.

4.2.2 It is envisaged that the Youth Court's focus on Structured Deferred Sentence will reduce the number of young people being sentenced to higher tariff disposals such as Community Payback Orders (CPO) in Glasgow. Structured Deferred Sentence in this case would be used to divert young people from the criminal justice system and reduce short term prison sentences.

4.2.3 This would also reduce the time young people were subject to community orders and would aid the recovery agenda by dealing with young people in the community over a shorter more intense period of time.

4.3 Co-location of social work staff in London Road Police marking hub

4.3.1 Justice social work, Community Justice Glasgow and Police Scotland have been working together to develop a test for change with the aim of increasing Diversion from Prosecution referrals in Glasgow in line with national and local policy aspirations. This proposal sets out a business case to co-locate a social care worker in London Road Police marking hub to improve the number of Diversion from Prosecution cases. It is hope that by co-locating a member of staff we will improve the contextual information being included in the police Crime Management Report which is sent to Crown Office Procurator Services (COPFS) and enable us to work together daily with Police Scotland to quickly identify the cases that require additional context and ensure consistency and the sustainability of Diversion from Prosecution referrals.

4.3.2 This proposal fits with the recovery agenda as it seeks to divert cases from criminal prosecution, thus reducing the numbers of cases being processed via the Courts.

4.4 Justice Social Work MARAC, DSDAS and MATAC post

4.4.1 The Multi Agency Risk Assessment Conference (MARAC) process, developed by SafeLives, is recognised nationally as best practice for addressing cases of domestic abuse that are categorised as VISIBLE HIGH risk of serious harm or homicide. At present justice social work provides significant resource to the MARAC process, with Glasgow being the busiest MARAC in Scotland in terms of volume of referrals each month. In addition, justice social work contributes to the monthly domestic abuse Multi Agency Tasking and Coordinating (MATAC) meetings and fortnightly Disclosure Scheme for Domestic Abuse in Scotland (DSDAS) meetings. The volume of cases being discussed at these meetings has increased as a direct result of the pandemic and the prevalence of domestic abuse has increased as a consequence of lockdown.

4.4.2 A dedicated team leader post would allow justice services to support these multi-agency forums as well as ensuring there was an HSCP representative at the fourth day MARAC each month, which is currently not attended by HSCP staff. In addition, the role would also provide scope to carry out development work, not only within justice services but across the HSCP.

4.5 Additional Caledonian Programme Staff

4.5.1 At present the Caledonian team are working with approximately 194 men who are subject to Community Payback Orders (CPOs). The Caledonian team consists of 11 QSWs who have responsibility for managing these statutory orders. Prior to the development of the team, it was proposed that an average caseload for men's workers within the team would be around 15 per worker, with the maximum caseload being around 18 per worker. This would provide the team with an overall capacity of approximately 165-198 men.

4.5.2 The team have reached capacity in a short space of time with demand only expected to continue to grow, as Scottish Courts and Tribunal Services put in place recovery plans to increase Court activity over the next 2-3 years. In addition, the pandemic has highlighted the growing issue of domestic abuse within Scotland, and whilst Police referrals have fluctuated there is a concern that the lockdown will have increased the risk to vulnerable victims, and we will start to see an increase in reporting once these measures are eased. The recruitment of two additional men's workers to the team would increase capacity by around 20%, which alongside training for locality staff will offer some resilience and capacity to be able to respond to this expected increase in demand.

4.6 Domestic Abuse Women's Support Workers

4.6.1 A critical element of the Caledonian Programme is the Women's Support Worker role. This role provides voluntary support to the victims / partners / ex-partners of the men involved in the programme. This support can range from regular updates on the man's progress to more intensive safety planning and assistance with a range of issues such as benefits, housing, childcare etc.

4.6.2 At present there are four Women's Support Workers based within the Caledonian team. However, the volume of domestic abuse cases being managed outwith the Caledonian team (i.e. not subject to Caledonian Programme requirements) is significant. The recruitment of a further three Women's Support Workers to the locality teams would allow for the highest risk cases within these teams to be offered a victim support service that provides the same voluntary support and safety planning to the women linked to these perpetrators, as well as monitoring service generated risks.

4.7 Admin Support

4.7.1 Additional admin staff consisting of 5 x Grade 3 will provide the necessary hours per week in order to meet the forecasted demand from Scottish Courts and Tribunal Services within Glasgow Sheriff Court and court activity from elsewhere. In addition, there will be a requirement to support the proposed Head of Service with 0.5 Grade 5 admin support.

4.8 **Additional Social Work staff addressing COVID-19 backlog**

4.8.1 There is now a significant backlog of criminal cases. Scottish Courts and Tribunal Service (SCTS) have published their plans to commence a court recovery programme starting from September 2021, which will include the expansion of remote jury centres and a daily increase of Sheriff Summary and Solemn Courts in Glasgow and across the country. With this increase in resource, SCTS modelling predicts that the backlog of High Court and Sheriff Solemn cases will be cleared by 2025, with summary trial backlogs being cleared by 2024.

4.8.2 Work based on the court modelling shows the following annual increase in justice social work community orders and reports:

- 2021/22 – 32%
- 2022/23 – 37%
- 2023/24 – 25%

4.8.3 In year 2018-2019, Glasgow saw 2499 community payback orders made with a total of 4060 Criminal Justice Social Work Reports being completed. A forecasted increase of circa 30% over 2-years on that total would require 16-19 additional qualified social workers / paraprofessional staff to manage the increased capacity. The estimate of 16-19 additional qualified social workers / paraprofessional staff is based on a social work case load of roughly 35-40+ cases each however unpaid work paraprofessional staff hold higher caseloads.

4.8.4 The proposal overall is asking for 14 social workers (including Caledonian Team) and two additional agency social workers. With a view to increasing this capacity if the demand becomes unmanageable and there is affordability in the grant.

4.9 **Community Justice Glasgow Analysis**

4.9.1 This role would undertake data collection, analysis and presentation that would assist community justice partners in delivering on performance management frameworks. The post holder would liaise across a range of stakeholders to support the development and delivery of data sharing between partners, ensuring compliance with relevant legislation. Through police vetting, the analysis would work directly with Police data for purpose of partnership projects. This would also include working with partners and communities to source data and information that will provide evidence to help support the development of new policies and practice.

4.9.2 This post would support our recovery and transformation and assist in greater analysis of outcomes for projects such as the Youth Court whilst supporting our strategic priorities around tackling domestic abuse.

4.10 **Scottish Association for the Care and Resettlement of Offenders (SACRO) – Additional UPW Capacity**

4.10.1 As a result of the pandemic there is a backlog of unpaid work hours within the system. With Court activity expected to increase by around 30% as they address the backlog in cases, this will place an increased pressure on unpaid work services to identify appropriate placements to support clients to complete their orders within the allocated timescales.

4.10.2 At present SACRO are commissioned to provide 85 unpaid work placements each week across 7 days. The proposed additional funding would increase provision by a maximum of 75 placements per week across 7 days. This would allow SACRO to comply with the Government COVID health and safety restrictions, continue to deliver services at four sites across the city and offer considerable additional capacity within the unpaid work system.

4.11 **SACRO Peer Mentoring Service**

4.11.1 This service will deliver a lived experienced peer support and mentoring service. The service will be delivered on a citywide basis and provide much needed peer support to service users subject to community justice orders. The benefits of peer support are widely documented amongst justice and addiction services. Given the impact the pandemic has had on service users' mental health and well-being it is felt a peer mentor service would greatly benefit service users' own recovery and support them to comply with community justice orders as restrictions are lifted and society starts to open up again.

4.12 **Recruitment of Justice Head of Service**

4.12.1 This paper proposes to recruit an additional Head of Service on a temporary basis. The existing Justice Head of Service currently holds responsibility for Homelessness, and Justice Services with similar demands on recovery planning arrangements over the coming years with a requirement to lead and direct the necessary change across the city. Homelessness Services in Glasgow has been particularly affected by COVID-19 lockdown restrictions and the likely economic impact on families moving forward will place further challenges on our system requiring focused leadership and capacity wherever possible.

4.12.2 This paper details the anticipated demand as a direct consequence of COVID-19 related restrictions within Justice Services which will now require an intensive oversight and stringent compliance with all associated Public Protection governance arrangements including oversight of MAPPA.

4.12.3 Considerable alignment of resource will be necessary to ensure the safe delivery and leadership of new initiatives such as Structured Deferred Sentence, creation of Youth Court, and the implementation of Glasgow HSCP Domestic Abuse strategy as examples of workstream requiring strong leadership and direction**.**

4.12.4 A key component of this role will ensure strategic and operational alignment in response to multiple and complex needs. Justice Services will play a major role in assisting this agenda as directed by the complex needs strategic oversight group promoting new alternative to custody initiatives through creative partnerships with Housing First, Alcohol Drug Recovery Services, Mental Health ensuring rigorous recovery planning arrangements and improved outcomes for service users.

4.12.5 It is apparent that recovery arrangements will require skilled and competent leadership ensuring the workforce are supported to delivery on key Justice priorities as we emerge from COVID-19 lockdown restrictions. In this regard the Scottish Government Justice COVID-19 recovery grant fund will provide the financial assistance in which to affect the necessary change and deliver on key priorities.

5. Recommendations

5.1 The Integration Joint Board is asked to:

a) Note the proposal outlined in this report;
b) Approve the proposed spends in principle and acknowledge risk associated with short term funding; and
c) Recommend a further report to the IJB seeking approval on proposed plans for the remaining balance.

Direction from the Glasgow City Integration Joint Board

1	**Reference number**	050521-09
2	**Report Title**	Justice Social Work Recovery Planning Proposals
3	**Date direction issued by Integration Joint Board**	5 May 2021
4	**Date from which direction takes effect**	5 May 2021
5	**Direction to:**	Glasgow City Council and NHS Greater Glasgow and Clyde jointly
6	**Does this direction supersede, revise or revoke a previous direction – if yes, include the reference number(s)**	No
7	**Functions covered by direction**	Justice social work services
8	**Full text of direction**	Glasgow City Council and NHS Greater Glasgow and Clyde are directed to implement the proposals outlined in this report in relation to the Scottish Government grant award received by justice social work to support COVID-19 recovery work.
9	**Budget allocated by Integration Joint Board to carry out direction**	The budget allocated to implement the proposals outlined in this report is £1,405,447 of the total grant of £2,299,347. The remaining £893,900 of the grant will be allocated subject to the approval by the IJB of proposals to be outlined in a subsequent report.
10	**Performance monitoring arrangements**	In line with the agreed Performance Management Framework of the Glasgow City Integration Joint Board and the Glasgow City Health and Social Care Partnership.
11	**Date direction will be reviewed**	5 May 2022

Appendix 1

Justice Directorate
Community Justice Division

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The Scottish Government
Riaghaltas na h-Alba

Director of Finance
City of Glasgow Council

cc: Justice Social Work Manager

29 March 2021

Dear Director of Finance

JUSTICE SOCIAL WORK SERVICES – ALLOCATION OF ADDITIONAL GRANT FUNDING FOR 2021-22 TO SUPPORT PANDEMIC RECOVERY WORK

Over the past year, the COVID-19 pandemic has had an unprecedented impact across the justice system. Justice social work services have faced enormous challenges in continuing to deliver community based interventions while supporting the safety and wellbeing of some of the most vulnerable people in our communities.

As a result of the pandemic and related public health restrictions, there is now a significant backlog of cases before the courts which could not be brought to trial in 2020-21. It is anticipated that a return to "normal" operating levels will not be possible for some time due to the public health measures required, and that the number of cases in the system will continue to grow until additional court capacity is introduced (likely from September 2021), disposals from which will then need to be effectively resourced across community and custodial options. The impact on all aspects of the justice system – including community justice services – is likely to be considerable during this and subsequent years, and we recognise that addressing outstanding cases will take time and require concentrated effort, innovation, and well-targeted resourcing.

The immediate priority in 2021 is recovery; the growing backlog of cases must be addressed in order to mitigate the significant effect this is having on victims, vulnerable witnesses, accused, and public confidence.

To support that recovery, the Criminal Justice Board (CJB) has agreed to the distribution of an additional £50 million over 2021-22, both to establish additional court capacity and to

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contribute to the wider associated costs across the justice system, including community justice, prisons, and legal aid.

From that funding, approximately £11.8 million has been allocated for use by justice social work services in directly addressing the impact of the pandemic. The funding distribution of this new investment has been determined by the justice social work funding formula which has been in use since April 2017. Applying this formula provides additional grant funding for your Council of £1,897,364.

In addition, you may be aware that the draft budget for 2021-22 proposed an increase of around £2.5 million in relation to community justice services. This will also be distributed using the formula and will be ringfenced for use specifically in commissioning third sector services in order to support and bolster justice social work services. The funding for your area, calculated using the formula, will be £401,984 and will be included alongside the pandemic-related funding. It will be for the local authority areas working with justice partners and third sector to target this funding in collaboration.

Effectively monitoring the use of this funding is vital, both in tracking its use in addressing the impact of the pandemic and in supporting any case for new investment in community justice services in future, should additional funding become available. To this end, the Scottish Government will gather information from each local authority on how funding is being used to assist in the pandemic recovery work on 11 October 2021 and at the end of the financial year on 18 April 2022. To help with this monitoring exercise, an example template has been included in **Annex A.**

The additional funding is being administered under Section 27 of the Social Work (Scotland) Act 1968 and must be utilised for the purpose intended, as set out in more detail in Schedule 1 of the Conditions of Grant letter, attached in **Annex B.**

The funding will be paid in the form of 2 separate instalments, following receipt of the Schedule 2 Grant Claim form, with a report which highlights recovery action being taken alongside any supporting information, in line with the conditions of the grant. The Director of Finance will be required to report actual expenditure of the grant at the end of first 6 months and at the end of the financial year.

In May 2022, the final grant payment will be released following examination of the recovery report. The Director of Finance will be required to confirm that the terms and conditions of grant have been complied with, identify any underspend of grant, and repay any amounts to the Scottish Government.

The funding distribution and the proposals set out in this letter have been agreed in consultation with Social Work Scotland, COSLA and Community Justice Scotland to ensure that it is effectively utilised and made available to justice services from April 2021. This investment is a key part of the Justice Recover, Renew, Transform programme, overseen by a Criminal Justice Board which was established under the Protecting Scotland, Renewing Scotland: The Government's Programme for Scotland 2020-2021.

Please contact Heather Ettles (heather.ettles@gov.scot /tel: 0131 244 5439) if you have any queries.

Yours sincerely

STEPHEN HARPER

Justice Social Work (JSW) activity and supporting information - reporting October 2021 (*guide with examples*) **Annex A**

Local Authority: Glasgow Council

1. What JSW services have been specifically supported by this additional funding *(e.g. Community Payback Orders requirements such as unpaid work hours/other activity, bail supervision, diversion from prosecution, etc.)?*

2. Are there any local statistics available that may help demonstrate the impact this funding has had on recovery work, both overall and in relation to any specific services noted in response to Q1 *(e.g. data showing any changes in the backlog over this reporting period, any increases in capacity, any changes in [DN: possible reference to target timescales in guidance? – need views from others], etc.)?*

3. How has the additional funding been used to tackle the backlog (*e.g. to commission services, hire temporary staff etc*.)?

4. How has the funding which was ring fenced for use in commissioning third sector services been utilised *(e.g. what JSW services have been supported by the third sector; has this bolstered capacity by freeing up JSW staff*)?

5. Are there any specific areas of activity that have resulted in new or improved ways of working that you would like to highlight for sharing with other areas?

6. Are there any specific barriers or issues around the use of this funding that have hampered or slowed down recovery and are there any actions being taken or planned locally that will mitigate these going forward?
