

**CONSULTED Ltd.**  
**Early and Effective Intervention**  
**Evaluation Report**

## 1. Contents

2.	Foreword.....	4
3.	Introduction to the Early and Effective Intervention (EEI) Agenda .....	5
	The remit of the evaluation .....	6
	How we undertook the review .....	6
4.	Key changes to the process.....	9
5.	Key findings from the evaluation .....	10
	Interventions are being delivered more rapidly for a significant proportion of young people who are being engaged on offending grounds .....	10
	Not only are front-line staff engaging more rapidly with young people but they are availing of better information.....	10
	A broader range of interventions are being utilised without prior referral to the Reporter .....	11
	There has been a significant reduction in the number of referrals being made to the Reporter .....	12
	The levels of reduction compare favourably with the national levels of performance.....	13
	The reductions in referrals to the Glasgow South team reflects that reductions can also be made on non-offending grounds .....	14
	There has been a reduction in the number of negative decisions being made by the Reporter .....	15
	As currently operated the new processes rely primarily on existing resources .....	15
	Inefficient administrative processes has led to the EEI process being seen as being burdensome .....	16
	The current IT systems being used will struggle to remain fit for purpose .....	17
	The Early and Effective Intervention process has the potential to release non-cashable savings .....	17
	Tayside and Fife Constabulary have demonstrated that it is possible for the police to get operational officers back on patrol more quickly .....	17
	SCRA are able to free up additional time to consider more complex and difficult cases.....	18
	Social Work Department’s are able to align administrative functions more effectively to operational requirements .....	19
	These non-cashable cost savings are replicable on a national basis .....	20

	The Early and Effective Intervention process has untapped potential.....	20
6.	Key operational elements of a successful EEI process.....	22
7.	Evaluation Conclusion .....	28
	Appendix A: Process Descriptors for Early and Effective Intervention Areas.....	30
	The Dundee Process.....	30
	The Edinburgh process.....	33
	The Fife process .....	36
	The Renfrewshire process.....	38
	The Glasgow South process .....	41
	Appendix B: Interview Questions.....	44

## 2. Foreword

This is Consulted Ltd's evaluation report on the Early and Effective Intervention processes that have been developed in a number of areas in Scotland. The findings and recommendations contained within this report are based on Consulted Ltd's independent review of the processes that are currently being utilised within the Dundee, Fife, Edinburgh City, Renfrewshire and Glasgow South areas.

The report has been prepared on behalf of the review areas with the assistance of the professional advisory team within the Scottish Government and therefore assumes a degree of knowledge and understanding of the systems and processes for dealing with young people who offend or who are of concern on non-offending grounds within Scotland. The main body of the report is focused on the key findings and conclusions from the evaluation specifically looking at the key over-arching principles and lessons that can be utilised in other areas in Scotland. On this basis this evaluation report is not designed to provide an individual critique of the Early and Effective Intervention process in each of the five areas, this level of information will be provided to the participating areas separately.

The evaluation report should be read in conjunction with the effective implementation guidance that has been produced based on the key outputs from this evaluation. The evaluation would not have been possible without the commitment and participation of the operational and strategic staff within the five areas who made themselves available to the review team and contributed fully during the interview process. Thanks must also be extended to SCRA for the provision of data which has underpinned a number of the findings of the evaluation.

If you have any questions relating to the report please contact:

Philip Mackey  
CONSULTED Ltd

E: [Philip.mackey@consulted.ltd.uk](mailto:Philip.mackey@consulted.ltd.uk)

P: 07872 147328

### 3. Introduction to the Early and Effective Intervention (EEI) Agenda

The overarching principle of the Government's policy in relation to children and young people is that they receive the help they need, when they need it and only those who require compulsion are referred to the *Scottish Children's Reporter Administration (SCRA)*.

Preventing Offending by Young People – A Framework for Action sets the context for the Early and Effective Intervention agenda. This partnership Framework is formally owned by the Scottish Government, COSLA, ACPOS, SCRA, ADSW and COPFS, as key delivery agencies. The Framework is also endorsed by the relevant inspectorates and professional organisations: HMIE, Care Commission, SWIA, HMIC; and welcomed by a range of third sector organisations. The framework seeks to embed the principles, values and core components of the Scottish Government's '*Getting it right for every child programme*<sup>1</sup> in approaches to dealing with young people who offend. The *Getting it right for every child* practice model supports practice to ensure action can be taken on an individual basis to improve outcomes for the child or young person. It also supports the recording of information in a consistent way that allows it to be collated when needed to provide a shared understanding of the needs of the child or young person. It promotes the use of a shared language, respect for privacy and the common aim of every young person achieving his or her potential.

As part of the effort to test possible new ways of working that would assist in the delivery of the Framework, the Scottish Government engaged with five areas who have either adopted a new approach or were in the process of developing one to deliver effective interventions earlier to young people. The Government's role was to add value to the process by supporting local areas to develop new approaches, evaluate their effectiveness and disseminate the learning across Scotland to allow all areas to benefit from the experience.

An agreement was reached between the Scottish Government and representatives from partners within the five local areas; Glasgow, South, Renfrewshire, Dundee City, Edinburgh City and Fife to work with the Government to develop their approaches in line with the principles of Getting It Right For Every Child (GIRFEC). The development in each area was informed by four key elements:

- Delivery of better outcomes for children and young people;
- Ensuring that interventions are appropriate, proportionate and timely;
- There being a clear link to victims/ reassuring communities; and
- All collective decision being captured and reviewed within a child's plan.

As regards the Early and Effective Intervention Agenda the Scottish Government has stated their responsibility to:

---

<sup>1</sup> <http://www.scotland.gov.uk/Publications/2008/09/22091734/0> - Scottish Government 'A Guide to Getting it right for every child' 2008

- Embed the principles and practice of Getting It Right For Every Child across our agencies
- Ensure that all our systems are more effective in sharing information to support identification and intervention for young people at risk
- Develop evidence based around what works in early and effective intervention
- Identify and disseminate good practice, including supporting local learning partners to develop knowledge and understanding around applying the principles and practice of Getting It Right For Every Child to young people who offend.

### **The remit of the evaluation**

Consulted Ltd were tasked to undertake an evaluation of the new processes being implemented across the five areas and specifically to address the following:

- Develop an understanding of the changes in process that have been made in each of the areas, including the roles and responsibilities for each of the agencies involved;
- Identify the key principles and factors contributing to the working of the new processes;
- Undertake an initial cost benefit analysis of the pilot approaches with particular reference to the difference vis-à-vis referral to the Children's Hearings System;
- Evaluate at a high level whether the pilot approaches are positively impacting on the services provided to children;
- Support the identification and documentation of areas / examples of good or effective practice;
- Establish recommendations for rolling out the new approaches beyond the pilot areas.

### **How we undertook the review**

Evaluating multi-agency processes across five areas demanded that a number of differing approaches and methods were utilised to ensure that an accurate assessment was made. This was particularly important due to the explicit differences that existed in the focus of the five areas i.e. between the management of offending and non-offence based cases and the differing maturities of the new processes within each of the area. For the purposes of this review we utilised 6 key review activities namely:

### **Formal project set up**

- The PRINCE2 project management approach was utilised to ensure that the evaluation was properly set up and signed off before any detailed work commenced. This involved the production of a number of key documents including; a Project Initiation Document which formalised the evaluation expectations and the set up of the project, the risk log and a detailed project plan.

### **Initial desk based research and analysis**

- Following the formal project set up, we conducted a series of preliminary analyses to ensure that we were fully aware of the current situation in respect of the youth justice and welfare systems. This involved reviewing available documentation such as:
  - Where available the establishment of the processes, including but not limited to terms of reference, letters of understanding and design documentation;
  - The most recent national and local performance reports;
  - Any interim evaluation reports and documents;
  - Existing process maps.

### **Structured Practitioner Interviews**

- Having gained an outline view of the processes in place in each of the pilot areas we undertook a series of structured interviews with practitioners<sup>2</sup>. The purpose of these interviews was to gather qualitative evidence regarding the impact of the new processes on how they discharge their work. The interviews were structured around a series of questions which sought to identify practitioner's views and opinions on the strengths and weaknesses of the new process and the potential areas for improvement. We also tested with practitioners their views on the lessons learned from the process in respect of implementation which should be considered for any national roll out.

### **Review of national data set**

- Based on the outputs from the practitioner interviews it was clear that altering the intervention profile was a particularly important factor in the development and implementation of the new working processes. In particular the need to move away from a referral to the Reporter as the default

---

<sup>2</sup> A copy of the questions used to structure the interviews can be found in Appendix A

position when responding to a child who has offended or who is of concern on non-offence grounds was referenced almost universally by interviewees. On this basis we undertook a review of the referrals rates for each of the five areas and compared these against the national volumetric figures.

### **Activity survey**

- To validate some of the assertions of the operation and impact of the new process we undertook a limited amount of activity survey. In particular this involved shadowing operational police officers as they completed their paperwork in response either to a child who offended or of concern on non-offence grounds. We also observed a multi-agency meeting in each of the five areas.

### **Development of findings and recommendations**

- Based on the outputs from the previous five stages we have prepared this evaluation report. The report contains detail of the processes being utilised in each of the five areas, the impact that these have had in respect of local service delivery and the altered profile of young people being referred to the Reporter.

## 4. Key changes to the process

The following flowchart reflects the essential alterations to the standardised process for dealing with a young person who presents concerns on offending grounds and could be considered against activity designed around GIRFEC processes for non-offence grounds and the holistic approach to planning for children's needs. The flowchart is included for illustrative purposes and has been highly simplified to meet this requirement.

The Early and Effective Intervention Process essentially consists of three main stages:

EEI stage 1: A young person who presents concerns either on offending or non-offending grounds is brought to the attention of a coordination function. That function determines the most appropriate avenue for initially engaging with that young person and ensuring the best route for appropriate interventions to address need and risks. This takes place following the originating agency exhausting options for single agency action.

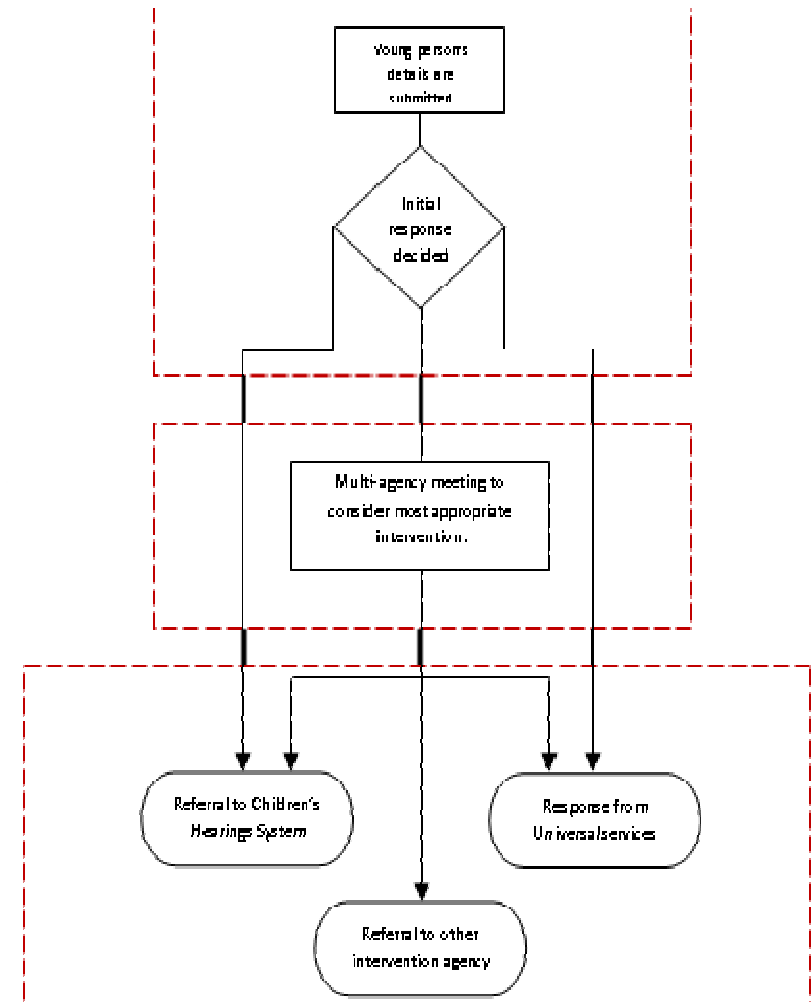
EEI stage 2: Those young people who have not immediately been referred either to the Children's Hearings System or to a Universal Service (who will be provided for accordingly) or who have not been intervened with directly by the police are discussed at a multi-agency meeting. The purpose of this meeting is to determine the most effective intervention for the young person and to identify a lead agency.

EEI stage 3: An intervention is delivered directly to a young person or the case is referred to the Children's Hearings System

EEI stage 1

EEI stage 2

EEI stage 3



## 5. Key findings from the evaluation

This section contains the nationally relevant findings drawn from the findings from across the five areas. At the highest level we have concluded that the new processes have had a positive impact on local delivery of interventions to young people. Whilst the evaluation did not specifically look at the outcomes achieved for individual children in the five areas<sup>3</sup> a number of observations and assertions from local practitioners were made which evidence that the new processes have assisted the local delivery of interventions. The following are the key aspects of the improved delivery of services:

### **Interventions are being delivered more rapidly for a significant proportion of young people who are being engaged on offending grounds**

Experience supported by extensive academic research tells us that the earlier a problem is identified and tackled the more likely a young person will engage. Through the introduction of the Effective and Early Intervention (EEI) process the time taken between a significant proportion of young people being detected for an offence and them being engaged with has reduced dramatically. As an example in Edinburgh between the Pre-Referral Screening Groups inception on the 4<sup>th</sup> June 2008 and the 11<sup>th</sup> February 2009 the new process has dealt with 480 cases. Of these 44 (10%) have necessitated a referral to the Reporter. Due to the weekly meeting cycle and the efficiency of the current police reporting process, this means that in Edinburgh for 90% of the cases for which a young person is detected they are being engaged with on average less than 10 working days from receipt of a report by the Juvenile Liaison Officers.

Whilst, it would incorrect to compare this timescale to the length of time taken for a decision to be made by a Hearing in the case of an individual young person the fact that within the EEI process a young person's circumstances have been considered and an intervention determined all within the timings associated with Time Interval Standard 1 is a positive development.

### **Not only are front-line staff engaging more rapidly with young people but they are availing of better information**

There was overwhelming positive feedback amongst the front line social work, education, antisocial behaviour and voluntary sector staff that we interviewed for the improved quality of information that they were able to avail of when engaging with a young person. In particular they cited the following improvements:

- The provision of background information from other partners, pertaining to both the young person's behaviour in differing contexts and any relevant issues relating to family circumstances. They also welcomed the provision of additional information on other previous approaches and

---

<sup>3</sup> A longitudinal study of the outcomes achieved for young people in the five areas is being undertaken by SCRA.

interventions which had been tried and the extent to which they had been successful as this was deemed to enable them to target their interventions more appropriately;

- The benefits of being aware of any relevant health information for both the young person and for family members were referenced strongly by interviewees both in Glasgow South and in Renfrewshire. In both these areas the availability of this information was cited as enabling social work in particular to moderate the approach that they would otherwise have adopted thereby improving the chances of success;
- The ability to understand the logic of the young person being engaged with from a police perspective was seen as a major improvement. A number of interviewees cited that previously they were unable to properly challenge a young person's behaviour in an offending context as they were not fully aware of the facts of the case or the context in which an offence was committed. The provision of additional police information from the multi-agency meetings has addressed this weakness and in the case of children being engaged with on welfare grounds can present differing avenues of intervention.

As cited in Renfrewshire an additional benefit of being able to access additional information from partner organisations albeit in a limited number of cases was the contribution made to risk management. Through discussion at the multi-agency meetings potential risks to social workers posed by other family members of a young person were highlighted, thereby providing an opportunity to put an effective mitigation process in place.

### **A broader range of interventions are being utilised prior to referral to the Reporter**

If we use the example of Dundee it is clear that a broader range of interventions are being utilised in the area to respond to offending behaviour by young people. In the financial year 2005/06 there were two primary avenues used to engage with young people namely SPOW and a referral to the Reporter, with referrals accounting for 80% of the responses. Following the implementation of the new EEI process the range of responses excluding a referral to the Reporter has increased to 8 differing options. The range of options now includes:

- PR warning;
- Restorative warnings;
- Referral to the Compass project;
- SCSS;
- Referral to Sacro;
- Anti-social Behaviour Letter;
- Housing Responses;
- Referral to fire setters courses;

In tandem with interventions being delivered more rapidly the ability to immediately access a broader range of services which are more suited to the needs of young people is seen as a hugely positive development for the local areas.

### There has been a significant reduction in the number of referrals being made to the Reporter<sup>4</sup>

There was an admission in all areas that as recently as 2005 and in most cases 2006 a referral to the Reporter was the default response when dealing with a young person who had committed an offence or was of concern on non-offending. On offending grounds there was however a stark fact that in 2006 due to a number of factors 80% of referrals made to the Children’s Reporter did not result in any formal measures of compulsion. This has been cited as one of the main drivers for change within the Hearings system, and there was recognition in the five areas that reducing the overall number of referrals to the Reporter was an important driver for developing the new processes. Within the five areas the new processes have resulted in a significant reduction in the number of referrals being made to the Reporter. Figures 1 & 2 reflect the changes in referral rates in the four areas that have changed the process for dealing with young people who offend (Dundee, Edinburgh, Fife and Renfrewshire).

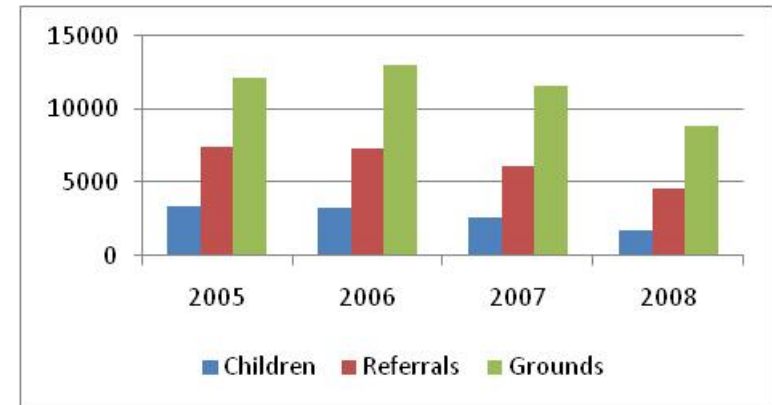


Figure 1: Reporter receipts from 4 offending areas

	2005	2006	2007	2008
Children	3394	3284	2639	1778
Referrals	7413	7339	6179	4592
Grounds	12189	13049	11587	8890

Figure 2: Reporter receipt for 4 offending areas

As can be seen from the table there has been a significant reduction in the numbers of Children, Referrals and Grounds passed by the 4 areas dealing with young people who offend to the Reporter. Between 2007 and 2008 there was a 32% reduction in the number of Children referred, a 26% reduction in the number of referrals made and a 23% reduction in the number of grounds included within these referrals.

<sup>4</sup> The data used in figures 1,2,3,4, 5, 6, 7 & 8 has been provided by SCRA extracted from their RAD system.

### The levels of reduction compare favourably with the national levels of performance

As can be seen from figures 3 & 4 the scale of the reductions achieved by the 4 areas that have altered the processes for dealing with young people who offend are significantly greater than the national rates of performance.

	2005	2006	2007	2008
Children	17480	16800	15116	12411
Referrals	37157	36827	32899	27380
Grounds	58227	60616	52333	44535

Figure 3: National offence based receipts by the Reporter

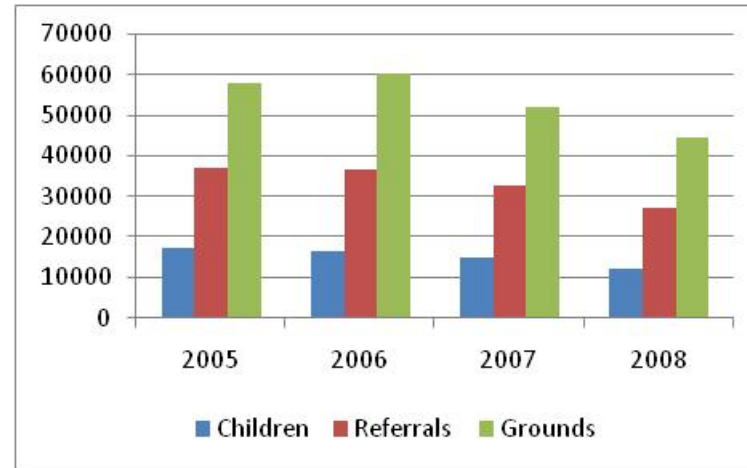


Figure 4: National offence based receipts by the Reporter

Whilst there has been a national reduction in the number of Children, Referrals and Grounds referred to the Reporter the rate of reduction is significantly less than that seen in the 4 areas. In 2008 in comparison to 2007 there was an 18% reduction in the number of children versus a 32% reduction in the four areas. There was a 17% reduction in the number of referrals made compared to a 26% reduction in the 4 areas and a 15% reduction in the number of grounds contained within those referrals compared to a 23% reduction in the 4 areas. If the contribution of the four areas is removed from the national figures there is a further worsening in the national reductions of 2% in each respect.

## The reductions in referrals to the Glasgow South team<sup>5</sup> reflects that reductions can also be made on non-offending grounds

Importantly the experience of referrals received by the Glasgow South team reflects that the impact made by the new processes is not limited to cases involving young people who have committed an offence. Partners in Glasgow South have implemented a new approach to deal with young people who are of concern and this has significantly reduced the number of referrals being made to the Reporter in the Glasgow South team. As can be seen from the following table and graph the volumes of Children, Referrals and Grounds being passed to the Reporter in this team in 2007 and in 2008 are significantly below those seen during 2005 and 2006.

	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>
Children	2132	2349	1878	1277
Referrals	3539	4011	3300	2366
Grounds	4341	4721	3833	2844

Figure 5: Glasgow South Reporter receipts

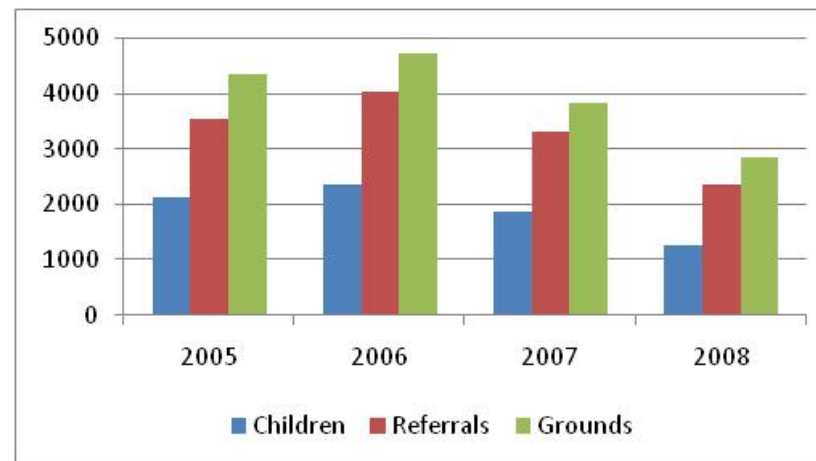


Figure 6: Glasgow South Reporter receipts

<sup>5</sup> The Glasgow South Area as defined in the evaluation links to G division of Strathclyde Police, as such it does not map directly to an SCRA area. As we are reliant on SCRA data for referrals rates etc., for the purpose of the data review in terms of consistency and robustness we have used the information from the SCRA Glasgow South team.

## There has been a reduction in the number of negative decisions being made by the Reporter

A key driver in the development of the EEI process in a number of areas was the high proportion of referrals which resulted in no formal measure of compulsion. Alongside the requirement to reduce the overall volumes of referrals being made to the Reporter there was recognition in the five areas that the new processes should also contribute to a reduction in the number of instances whereby a referral to the Reporter did not result in some form of action being taken. In the five areas there has been a significant reduction in the number of referrals to the Reporter which have resulted in a Reporter's decision of either "Insufficient evidence to proceed" or "No indication of a need for compulsory measures".

	2005	2006	2007	2008
Dundee	615	619	184	150
Edinburgh	934	629	924	440
Fife	980	1152	1309	629
Glasgow South	1795	1953	833	653
Renfrewshire	290	251	229	108

Figure 7: Negative Reporter decisions

Figure 7 reflects the shift in the incidence of what areas have defined as these types of negative decisions.

As with the reduction in overall volumes of cases being referred to the Reporter the rate of reduction in the number of these negative decisions in the five areas significantly exceeds the change seen at the national level. In the case of Dundee whose new process commenced towards the end of 2006 they accounted for 55% of the national reduction in these types of decisions in offending grounds between 2007 and 2006. The remaining three offending ground areas accounted for 44% of the national reduction in these types of decisions on offending grounds between 2008 and 2007.

The reduction in the instances in these types of decisions in the Glasgow South team is particularly impressive with a 66% reduction between 2008 and 2006.

## As currently operated the new processes rely primarily on existing resources

In each of the five areas the contributions being made by the variety of partners involved is based primarily on the utilisation of existing resources. Specifically the new process has relied on individuals within the constituent agencies who already had responsibility for either young people who offend or those of concern on non-offending grounds being involved in the development and implementation of the new process. Where new resources have been put in place to support the new process these have been primarily involved in the assisting the role of the coordinator. In Fife and Dundee administrative support has been provided to the coordinator, whilst in Glasgow South the role of the coordinator is itself a newly created ring-fenced position. On average the new costs associated with the implementation of the new processes in each area to date has been £25,666.00.

It should be noted that the ability to manage the EEI process primarily from within existing resources is however driven by the efficiency of the administrative and communication process and by the volumes of young people being considered.

### **Inefficient administrative processes can lead to the EEI process being seen as being burdensome**

In areas where the EEI process is not yet optimal and where there is significant manual reworking of information the resources and in particular the coordinator are under significant pressure. This has led to a conclusion that the EEI process is overly burdensome and in its current format unsustainable. The key factors which have contributed to an area's process being inefficient include:

- The extent of background information being reviewed and checked by attendees of the multi-agency meeting prior to attendance at the meeting. Clearly establishing and articulating the purpose of the multi-agency meeting and specifically its role in determining which agency is best suited to deliver an intervention rather than case managing each individual case allows representatives in a number of areas to focus the extent of the information that they bring to the meeting. In other areas it was evident that meeting attendees were expending significant amounts of time and effort researching information that was not of immediate value in the context of the meeting and which replicated the type of research that would be undertaken in the course of undertaking an intervention by the lead agency and worker;
- Re-formatting of already available information. A key principle of efficient working is to rely to the greatest extent on information that is already available as long as it is fit for purpose. In one of the areas reviewed it appeared that there was substantial reworking of the information in police reports to make it more accessible to partners. Whilst this is an admirable intent, in this particular case this should be viewed as unnecessary particularly given the consistency of the representation in that area and the strong working relationships which would allow for training on the structure and content of the police report;
- The sequencing of decision and filter points can have a major impact on the time taken to consider cases and the apparent burden of the process. Activities such as the coordination of the EEI process and particularly the initial allocation decision require the coordination function to avail of a blend of skills and experience. Where these skills and experience are not readily available in a single individual areas have rightly drawn on resources from differing partners to fulfill this function. Where there is more than one person involved in activities such as the initial screening in stage 1 of the EEI process and if these are undertaken in sequence rather than in parallel or ideally in tandem this can lead to a duplication of effort and to increased timescales. This is a particularly important point in relation to areas with a high volume of cases as difficulties in the allocation process will call into question the ability to consider all of the cases appropriately and to furnish the multi-agency meeting with the correct information against the correct timescales;

- The consideration of young people from more than one team area in a single multi-agency meeting is not ideal. For areas such as Fife and Dundee the coterminous nature of the agencies involved in the meeting means that there is an obvious logic and benefit of having a single meeting which considers young people from across the area. However, particularly in the case of an area such as Glasgow South it is clear that the structure of the agencies involved does not allow for such a neat mapping of representatives into a single meeting. In the case of Glasgow South it is apparent that a number of the attendees will only be able to contribute to a proportion of the cases being discussed at the meeting, and in some instances this may only be a small proportion. To address this problem it may be necessary for an area such as Glasgow South to consider splitting their meeting to align more on social work team areas rather than covering the whole of the police division.

### **The current IT systems being used will struggle to remain fit for purpose**

In addition to the difficulties associated with the EEI process if it is not properly constructed it is evident that the current IT solutions being used to facilitate the process are less than ideal. Currently the majority of areas are utilising an excel solution to manage the information, data and records generated prior to and within the multi-agency meetings. However, as the volumes of information being recorded within these systems increase their functionality and speed of operation is deteriorating. It is evident that in the areas that have the longest experience of utilising the EEI process their IT is increasingly a hindrance to the operations of the coordination function, particularly in respect of searching for young people who are previously known to the coordination function.

### **The Early and Effective Intervention process has the potential to release non-cashable savings**

Despite the potential difficulties that can arise for the central coordination process if the EEI process is not designed to be as efficient as possible it is clear that it does allow for improved management of front-line resources and has enabled non-cashable cost savings to be realised. If we look at the management of cases of young people being engaged with on offending grounds, it is evident that the EEI process has the potential to release non-cashable savings to the Police and SCRA, whilst it enables social work departments to prepare reports and documentation more in line with their operational requirements.

During a twelve month period of operations we have estimated that the EEI process has delivered non-cashable cost savings in the region of £300,000.00.

### **Tayside and Fife Constabulary have demonstrated that it is possible for the police to get operational officers back on patrol more quickly**

Through altering the reporting process undertaken by operational officers in response to a detecting a young person for committing an offence both Tayside and Fife police have realised significant opportunity cost savings. In response to the initial decision making process being undertaken by the coordinator and the different level of information required by the multi-agency group meetings to reach a decision in an individual case, both forces have

been able to reduce the number of Standard Police Report 2's produced. A full police report is now only created in those instances whereby a young person will be referred to the Reporter, with an abbreviated form of report deemed sufficient for the remaining decision points.

It is estimated that on average there is a reduction of 2.75 hours per referral for officers preparing the case materials for a young person either dealt with via the Early and effective Intervention Process versus there being a requirement to prepare a standard police report. In Fife and Dundee this equates to over 5500 operational police hours being released back to front-line duties rather than being tied up in preparing paperwork.

It is also evident from talking to operational police officers that not only have they welcomed the reduction in reporting and the ability to return to duties more rapidly, but they also feel more confident in the end to end process. Through the programme of communicating and explaining the logic of the EEI process to operational officers they now have a better understanding of the entirety of the Children's Hearing System but particularly of the importance and value of accurate and timely reporting.

### **SCRA are able to free up time to consider more complex and difficult cases**

Through the reduction in the volume of referrals being made by the five areas, the Reporters service has also realised non-cashable cost savings. SCRA are able to redirect resources to the consideration of more complex and difficult cases due to a reduction in the volume of cases being considered in two main respects:

- Reduction of immediate administrative activity required by SCRA due to the receipt of a referral. This activity includes the initial administrative booking in process for example if the child has not previously been referred to the Reporter, a child registration and a physical file will need to be created. For such case this would include the preparation of the file, checking RAD, creating a RAD record and recording the details of the referral itself, and potentially then closing the file off post-decision, preparing letters etc. Whilst the majority of this process will be undertaken by the administrative support staff there will also be an initial review of the case by a Reporter. This reduction in effort would accrue for all of those cases that would previously have been dealt with via a referral to the Reporter and which have subsequently been dealt with within the EEI process.

It is estimated that the time saved for each referral that is no longer made by SCRA is approximately 45 to 60 minute;

- Reduction in case work for those cases now managed through to the point of intervention via the EEI process that would otherwise have required subsequent investigation and consideration by SCRA beyond the point of initial administrative receipt. Prior to the commencement of the EEI process SCRA would have expended time and effort on activities including requesting additional initial and background materials, consideration of

case materials and potentially meeting with relevant individuals for a significant proportion of those cases now managed within the multi-agency meeting.

Whilst recognising that each case that would have progressed to fuller consideration by SCRA will be different and will require differing levels of consideration by Reporters, we have conservatively estimated that this process would require a minimum of 1hr of additional effort.

In tandem with and SCRA’s own internal initiatives to improve process efficiencies such as the Interim Prioritisation Scheme and Management of Delay Framework the EEI process means that Reporters can reduce the times taken to deal with other referrals and are able to focus on more complex cases. This is supported by SCRA data which show that although the overall numbers of referrals are decreasing the numbers of complex cases are not as shown by increases in Child Protection Orders and Place of Safety Warrants, increasing numbers of Children’s Hearings being held and no reduction in Supervision Requirements. Based on the timings above it is estimated that in excess of 3800 hrs of operational SCRA time has been released by the EEI process to focus on these more complex cases.

**Social Work Department’s are able to align administrative functions more effectively to operational requirements**

The introduction of Early and Effective Intervention has enabled social work departments to more effectively manage the activities associated with social work report preparation and production. A number of interviewees cited that whilst social workers were still required to collate and document background information on a young person there are significant benefits in undertaking this work as part of the ongoing process of engagement rather than in response to what was seen as a somewhat arbitrary timescale. The change in requirements to provide reports to SCRA in response to a report request from the Reporter can be seen from the following table. The figures reflect that during 2008 there was a 23% reduction in the number of reports due to be submitted by the four areas which implemented the EEI process for young people who offended.

	2005	2006	2007	2008
Offending areas reports required	632	612	670	513

**Figure 8: T13 Reports Due by SCRA for children who offended**

Table notes: The figures in this table are based on reports due in the twelve monthly periods during the calendar year for Dundee City, Edinburgh City, Fife and Renfrewshire where an offence has been recorded as the primary purpose of a report being required.

For the Glasgow South Reporter team there were also significantly fewer reports due in 2008 than in 2007. In 2008 there were 525 reports due to be submitted to the Glasgow South team in line with time interval standards 3, this compares to 680 being due on the same basis in 2007. This is a 23% reduction in reports being due to the Glasgow South team during that period.

### **These non-cashable cost savings are replicable on a national basis**

There is nothing intrinsic in the areas which have implemented the EEI process which would suggest that the non-cashable savings that they have realised could not be realised by other areas that choose to implement EEI. In 2007 the areas who have implemented the EEI process to deal with the cases of those young people who are of concern on offending grounds accounted for 19% of the referrals submitted to the Reporter. If we use this proportion to scale the potential savings that could have been realised nationally, had all areas implemented a similar EEI process the non-cashable savings would have been in the region of £1.5million to £2million<sup>6</sup>.

Whilst this figure is conservative based on the nature of some of the assumptions used to create it, it should be noted that due to the shift in business as usual that this is an annually recurring saving. Also as the ethos of continuous improvement is one that is firmly embedded in the EEI process it should be expected that further improvements to the process should be delivered annually which would have the potential to release further operational resources.

### **The Early and Effective Intervention process has untapped potential**

As currently constructed the EEI process is delivering a broad range of benefits to the local agencies and anecdotally to the young people who are being managed within it. However it is evident that the EEI process remains largely reactive to the referrals being made to it. From our discussions with the operational and strategic personnel involved in the design and implementation of the EEI process it is clear that it also has the potential to be a useful proactive tool. We have identified two immediate areas where this potential could be explored:

- Preparation of an areas audit of local need – the knowledgebase being developed within the EEI process and particularly via the multi-agency meeting as to the profile of the young people that they are dealing with and the range and types of interventions that they require is extensive. What is significant is that it is real time information. This information has the potential to be used to inform the areas audit of local need thereby ensuring that the services and interventions developed and funded are matched to what is actually required in a particular area;
- Linking of contextual information into problem solving – alongside the ability to match services to what is actually happening in a particular area, the aforementioned knowledgebase also has the potential to inform a proactive problem solving approach to reducing the number of young people

---

<sup>6</sup> An additional piece of work is currently being undertaken to further quantify the time and cost benefits associated with the EEI process with a particular focus on the scale of national savings that could be realised.

who are being brought to the attention of the system either on offending or on welfare grounds. The fact that all of the agencies involved in responding to young people are meeting weekly and sharing information and intelligence suggests that with the application of some analytical support a profile of referrals could be constructed with underlying causes identified and responded to.

## **6. Key operational elements of a successful EEI process**

The following are the elements drawn from across the areas reviewed which have delivered the benefits outlined above:

### **Clear Identification or review of the partners to be involved in the EEI Process**

Within the areas that have implemented the EEI processes to date there is significant variation as to the number and range of partners involved in the discharge of EEI. What has been clear however is that there has been an underlying principle in each area that partners should be involved if they can either provide information that is relevant to making a decision on how best to intervene with the young person or they can actually offer an intervention which will assist in engaging with a young person.

The range of partners currently actively participating in EEI in the areas involved in the evaluation include: Police, Social Work, Education Department; Health, Anti-Social Behaviour, Housing, SACRO and other voluntary and charitable intervention bodies.

### **Clearly agreed terms of reference for the EEI process**

The status of the EEI process is one which needs to be formally agreed and signed off at the local level. It is important that Partners establish the remit of the process including its locus for considering particular cases. The EEI process has been proven to have a positive impact for dealing with young people who offend and as GIRFEC processes develop, the EEI approach could provide valuable learning to influence models and practice for non-offence grounds and the holistic planning for children's needs. Clearly, this will take time to achieve.

### **Detailing of the involvement of Partners and the terms of reference of the EEI process in a single protocol document**

Ensuring that the EEI process and its terms of reference are specified in a single protocol document has enabled areas to proceed more consistently with the implementation of the EEI process due to all partners having a shared expectation of what is required and the outcomes envisaged. This document should also include the key working principles for the process in the area covering aspects such as attendance at meetings, commitment of resources, exchange and sharing of information and data etc. A key learning point is that areas should ensure that the protocol is signed off at senior level as this has benefits for accessing support and services.

### **Establishment of data sharing protocols**

The effective exchange of data and information is a fundamental principle of the EEI process. If data is not appropriately exchanged between partners it creates a significant barrier to the ability to identify the most appropriate intervention for a young person. Being clear on aspects such as the information that can be provided, how it will be provided, how it should be stored, when and by who it can be accessed are all critical to providing partners with the confidence to exchange their information. As with the terms of reference of the EEI process, areas have found that documenting these aspects has been beneficial in respect of establishing the ground rules for how the EEI process has been established.

### **Clearly established audit and quality assurance process**

Whilst the EEI process has realised a number of benefits for a number of areas it is important to recognise that a rigorous audit and QA process has been a central element in delivering improved interventions. The key aspects of the audit and QA process which seem to have proven particularly effective include:

- Monthly monitoring of the volumes and types of case being managed within the EEI process. This monitoring includes aspects such as the proportion of cases dealt with via the differing intervention options, the volumes and types of cases being consider (either offences or causes for concern) and the demographics of the young people being dealt with.
- Quarterly case review and audit of cases which have been managed within the EEI process to test the effectiveness of the decisions being made at each stage. This is another area where the local Reporter can play a valuable role as their independence from the operational aspects of the process (particularly any multi-agency meetings) allows them to perform an independent audit or dip-sampling function if they are able to do so.

A key learning is that the value of the audit and QA process is only as great as the response to the strengths and weaknesses identified. In areas where the findings are used to inform discussions between the operational representatives and the strategic oversight function a genuine ethos of continuous improvement has been developed.

### **Active promotion of the new process at a strategic level**

The EEI process was essentially a wholly new concept to strategic and operational managers within an area. This meant that there was an onus on those involved in the process to market not only its existence but also its intentions to ensure that they received the required support and inputs from operational colleagues. Examples of the methods used to achieve this include the preparation of briefing papers for senior managers, including articles in staff magazines, attending staff events such as lunch time briefings and producing and disseminating advertising literature.

### **Clearly identified EEI coordinator**

It is clear from the experiences of the areas already operating an EEI process that a coordinating role is pivotal to the successful operation of the approach. As Referrals will be made to the coordinator who makes an informed decision based on all known information about the child or young person as to the most appropriate disposal the 'skill set' of the coordinating role becomes critical. The allocation role ideally avails of:

- An understanding of the holistic needs of a child or young person
- Ability to discern which interventions are the most appropriate to tackle offending behaviour (if the cases being dealt with are those of young people who offend)
- Good levels of organisation and administration
- Ability to engage with and influence partners

It may be that the allocation function does not necessarily reside with a single individual if these skills are not immediately available in one person. The allocation function might be performed by a combined resource.

### **Logical information feed into the coordination function**

As has been seen from the experiences of Fife and Dundee from a police perspective the fact that within the EEI process a significant proportion of cases will not be referred into the local Reporter lessens the requirements for information from operational officers to be supplied via a Standard Police Report (SPR). This has enabled those forces to redesign how they provide information to the coordinator with SPR's only being produced at the point that a case does have to be referred to the Reporter. As demonstrated being able to ensure that the most efficient exchange of information is used at each point in the process has freed up considerable police capacity in these areas.

In addition to the potential alteration of the police feed into the allocation function, other sources of relevant information that the allocator should reference prior to making a decision have been identified and agreements put in place to facilitate access to the information. Examples of the types of information currently referenced include:

- Scottish Children's Reporters Administration Database (RAD) to identify a child or young person's previous engagement with the Hearings System.
- Local authority social work administration systems to identify current interventions with a child or young person and their family.
- Local authority education services administration systems to review the child or young person's school attendance or behaviour

- Health- including attendance by school based Educational Psychologists, School Based Nursing staff, etc can provide an added dimension

In Fife for example the coordinator has direct access to the social work database which allows for more rapid decision making, however, particularly in respect of RAD the interrogation is typically via telephone with a designated administrative contact and this does not appear to seriously impinge upon performance.

### **Agreed allocation criteria and interventions channels**

Having accessed as full a set of information as possible about the young person it is important that the allocation criteria and interventions open to the allocator are specified and agreed by all partners. The evidence suggests that the broader the range of options available at the allocation (screening) stage the better as this maximises the chance of the correct response being selected for an individual child or young person. Obviously the broader the range of options made available at this stage the greater the requirement for the allocation function to avail of the appropriate skill set.

### **Logical information flows out of the coordinators function**

The allocation stage is the first point at which specific documentation and information will be produced for a young person within the context of the EEI process. Up to this point the documentation produced will on the whole have been required regardless of the existence of the EEI process.

Based on the option or intervention selected at the allocation stage there will be a range of differing administrative requirements. In the most successful areas these are clearly specified and documented with ownership clearly assigned to individual roles. The administrative response to each option is relatively standard across areas and is relatively self-evident particularly in respect of options such as joint referral to Procurator Fiscal and Reporter or utilising a restorative warning. The point at which a young person is put forward for discussion at a multi-agency meeting requires non-standard communication and provision of information by the coordination function to the meeting attendees. A principle that is evident in a number of areas is that the information exchanged at this stage should be sufficient to allow the partners to accurately identify the young person and to retrieve sufficient information from their systems to allow an intervention decision to be made. However, the information should rely as much as possible on existing formats and communication methods and require minimal manipulation such as retyping into new formats. This principle is key in minimising the administrative burden on the coordination function.

### **Consistent representation at the multi-agency meeting**

Consistency of representation and the correct level of authority (either real or delegated) are the essential pre-requisites for attendees. It is vital for the effective working of the multi-agency meeting and its ability to identify the appropriate intervention for a child or young person that the representatives around the table have the ability to take work away with them for their agency. If an individual attending the meeting does not have the authority (or delegated authority) to commit their service or agency to work with a child or young person then they are not the right representative. This point should be viewed as non-negotiable in the establishment of the multi-agency meeting as the biggest single risk to its long terms effectiveness will be instances where agencies commit to work with a young person and fail to deliver against that commitment. Having identified the appropriate representative it is important that they are able to consistently attend the meetings. The evidence from meetings in all of the areas reviewed reflect that there is an implicit reliance on professional judgement to reach a decision on a particular child or young person and that this is made much easier when a certain level of trust has been established between partners. Consistent attendance aligned to the authority levels referenced above is the key criteria in establishing this trust.

### **Establish the logistical aspects of the meeting**

Whilst clarity in logistical aspects is of a much lower level of importance than ensuring partners are appropriately represented they do represent their own challenge. Elements where clarity has proved useful include:

Meeting schedule – In the majority of the areas the meeting is scheduled for two hours weekly each Friday morning. Initially the meeting length may be longer as partners get to grips with the process; however, the observed meetings were all concluded in less than two hours with no detrimental impact on the level of discussion or debate. In one area meetings are currently held twice per week (Mondays and Fridays) to allow for management in the surge of cases resulting from the weekend.

Chair of the meeting – whilst each attendee at the meeting will have equal right and opportunity to contribute to the discussion identifying a chair to help manage the meeting and the associated logistics is advisable. Currently based on importance attached to the allocation function and the fact that they are the only agency that will have a contribution to make on all cases, the police representative currently chairs the majority of the EEL multi-agency meetings that were involved in the evaluation. The police representative chairing the meeting is not necessarily the allocator as often they are concerned with provider and recording information.

### **Agreed and sign-off discussion and operating process**

It is evident from the experience of the five areas that decisions are based on a collective professional judgement based on consideration of all the available facts. The anecdotal statement that every case is different is borne out by the fact that no area has been able to create a standardised decision making matrix to inform the selection of an appropriate intervention. Indeed many of the professionals interviewed within the evaluation felt that trying to standardise the decision making process too much would be detrimental to the objectives of the multi-agency meeting. As the outputs from the multi-agency meeting will be discussion based each area has developed its own approach to managing the discussion for each area. The exact details of how the meeting will run and the approach taken to inviting and considering contributions differ from area to area based on the personalities involved at the meeting and the volume of cases to be considered. However, there were two key principles that evident in every area, namely:

- Sufficient time should be provided to all partners to input relevant information which will assist in a collective decision being reached on the best intervention to be utilised;
- Participants should be encouraged to freely exchange as much information as possible that is relevant to the particular child or young person.

### **Identify meeting recording process, decision sign-off and review process**

Irrespective of the preferred method for managing the consideration of each case, areas stressed the importance of the ultimate decision being recorded and that this information is stored for review and future reference. This is seen as being important not only from the perspective of informing future discussion of a particular child or young person but also from the perspective of establishing an audit trail in support of defensible decision making.

A particularly effective development in a number of areas is the existence of a simple recording sheet which logs the essential case details, the collective decision reached and the agency charged with intervening with the young person. The lead professional responsible for ensuring the individual child's plan (where appropriate) is constructed, intervention is delivered and action reviewed with the date set for review also recorded. This sheet is completed during the course of the meeting and signed off by all of the partners to reflect that they agree with the decisions that have been recorded.

## 7. Evaluation Conclusion

As demonstrated the Early and Effective Intervention process has been shown to have delivered a range of positive benefits for the areas that have implemented it to date. These benefits have included aspects such as:

- More efficient and effective delivery of interventions from the perspective of operational staff;
- Development of genuine partnership working based on an ethos of problem solving;
- Realisation of efficiencies particularly in the deployment of operational staff with more police officer hours being released back to operational duties, Reporters freed to concentrate more effectively on cases of greater concern or complexity and social workers freed from what they see as artificial timescales;

Whilst there are improvements that can be made to the process particularly in respect of the management of information flows it is our view that the principles of the Early and Effective Intervention process that have informed the developments in the areas reviewed in the evaluation are a positive development and that they should continue to inform new ways of working. Importantly there has also been recognition in each of the areas that the process and the delivery of services to young people can always be improved and there is evidence of elements of continuous improvement apparent in the discussions and debates in each of the areas.

To help support this improvement agenda we would recommend that the following elements are advanced nationally:

1. The production of guidance to assist other local teams develop and implement an approach to Early and Effective Intervention. This guidance should be focused on assisting local strategic and operational resource understand how the EEI process works and the types of actions that they will need to take to ensure that the process delivers the envisaged benefits for their area;
2. Assist the development and roll-out of a national data recording system. Currently areas are utilising an excel based solution for the recording of information and decisions coming out of the EEI process. As the volume of this information increases this will no longer be an optimal solution and there will be a requirement for a data recording system that is more robust and which has greater search capacity to be available. It would be sensible for this to be developed nationally rather than each area having to determine its own solution.

3. Provide guidance on the performance management support. Whilst there are emerging signs of areas adopting the principles of continuous improvement, ensuring that the process is continually reviewed and improved can prove difficult. There is a potential central role in identifying the range and types of performance management tools and techniques that areas may wish to utilise and in supporting collective methods such as good practice exchange and champions groups.
4. Support the process findings of this evaluation with an outcomes based evaluation which tests the impact that the new processes has had on the outcomes being achieved for young people. Whilst there is anecdotal evidence that the new process has improved the outcomes for young people and that it is starting to impact on elements such as recidivism, being able to evidence this will provide a compelling argument for implementing the EEI process nationally.

## Appendix A: Process Descriptors for Early and Effective Intervention Areas

### The Dundee Process

#### Background

Previously the submission of reports to the Children's Reporter was the standard method of formally reporting juvenile offending and also the main method of accessing the services of that child to address the offending behaviour. Following referral to the Children's Reporter, services such as assessments, diversion or supervision would usually be provided some weeks after the submission of the case.

As a result of existing inter-agency relationships which exist within Dundee, the idea of a pre-referral screening group was seen as an extension of these relationships and a means of developing the restorative justice warning scheme to address the issues of the children involved and ensure they received the best possible service at a far earlier stage. It was envisaged that the pre-referral screening group would also alleviate the pressure on the local Reporter and allow them to concentrate on the real demanding cases.

#### Aims

Following discussion with Area Reporter and existing Youth Justice providers the format of the pre-referral screening was established.

It was decided that children who will be considered at the pre-referral screening group will normally have previously been subject of one or more Police warning letters for offending and/or anti-social behaviour or a Police Restorative Warning and are continuing to offend. The Youth Justice Assessor will also consider children and young people who have previously been referred to the Children's Reporter but have not offended for a period of time/

The Pre-Referral Screening Group consists of the following agencies/representatives:

- Crime Reduction Unit, Tayside Police
- Youth Justice Assessor, Tayside Police
- Dundee City Council Social Work Dept (Children's Services)
- Dundee City Council Education Department
- SACRO
- Children's Reporter
- Youth Justice Co-ordinator

- Dundee City Council Housing Dept, ASB

The Pre-Referral Screening Group will not consider children and young people where:

- There has been a previous referral to SCRA, and the Reporter has not yet made a decision in relation to that referral (i.e. an 'open referral') and/or
- The circumstances of the referral indicate that the child has significant needs and that it appears likely that compulsory measures are required.
- The child is already subject to compulsory measures of supervision and the circumstances of the referral indicate that there may be a need for additional compulsory measures

### **Process**

Every child who is subject of a Crime Report will be circulated around all partner agencies to establish if this child or young person is known to them and if so what information is held. This allows the Youth Justice Assessor to gather as much information as possible to allow a more valued decision when reaching a disposal.

A decision is reached by consideration of their previous offending, up to date and relevant antecedents, the seriousness of the crime along with the collective information from the partner agencies.

If the child is a first or second time offender and no concerns are expressed by relevant agencies, the case may be dealt with by way of a warning letter or a restorative justice warning.

If the young person in question is a repeat offender or the nature of their offence deems necessary or some other concern is raised by a partner agency in respect of the offending behaviour, but not deemed to meet the criteria for referral to the reporter as stated above, the case is referred to the pre-referral screening group for discussion.

The group meets each Friday with a list of children and young people being considered circulated to members on the Wednesday of that week. Each agency rep attends the meeting tabling information from their service relevant to inform case discussion.

The offence in question is then discussed in conjunction with the information held by all agencies. Each representative share their views on the child or young person and a collective decision made in the best interests of the child or young person. The decision reached by the group is recorded for auditing

purposes and contain the reasoning behind the decision and any objections to the decision by a member agency. A report of the meeting is also sent to the Children's Reporter with the decision and how this decision was reached.

A lead agency is appointed to action any decisions made by the group and they are required to provide feedback on the interaction with the child or young person to allow for future evaluation of the process and consideration of future offending by that child or young person.

## The Edinburgh process

### Background

Traditionally all offence reports concerning young people have been submitted by the Police to the Children's Reporter. Upon receiving the referral the Reporter would consider whether there was any need to intervene on a compulsory basis and investigate the young person's case by requesting information from different sources including social work.

Edinburgh has developed a pre referral screening (PRS) process as an alternative method of engaging and working with young people at an earlier stage of their offending behaviour, ensuring that services are delivered to those young people faster, and where appropriate as an alternative to a referral to the Reporter.

### Aims

The aim of the PRS is to have a weekly meeting involving Police, Youth Justice Services (YJS) and a representative from the education department to screen all appropriate police Standard Prosecution Reports (SPR) and where appropriate to divert young people to YJS, Children and Families social work, Working Together or relevant Education Professional.

- To ensure young people are only referred to the Children's Hearing System where it is likely that compulsory measures may be required.
- To support a faster, more focused and appropriate response to young people who have been reported for offending.
- To promote better information sharing and consistency in decision making.

The Pre Referral Screening (PRS) is an alternative method of engaging and working with young people at an earlier stage of their offending behaviour, ensuring that services are delivered to those young people faster, and where appropriate as an alternative to a referral to the Reporter.

### Process

The PRS is a meeting involving the following partners:

- Juvenile Liaison Officers – L & B Police
- Edinburgh City Council - Social Work, Youth Justice Service
- Edinburgh City Council – Education Department.

Meetings take place once per week, where all young people who have been involved in offending behaviour, who are not subject to a supervision requirement (Section 70 Children (Scotland) Act 1995) and have no open referrals at the Scottish Children's Reporter Administration (SCRA), are discussed. Prior to September 2008 SCRA also attended the PRS. Following the PRS review it was agreed that SCRA would no longer be present at the PRS.

On the week prior to the PRS the JLO will collate and distribute the list of names and dates of birth from SPR's to nominated support staff in SCRA and YJS. The YJS support worker will check all listed names on SWIFT and record their current status and allocated worker. YJS may contact the allocated practice team/worker for further information.

SCRA support worker will check for details on RAD and mark all open cases and those on Supervision and return the marked list to the JLO

The JLO will then produce a master list of SPR's based on the information from SCRA. This master list will be forwarded to YJS and Education by Tuesday.

Meetings are held weekly on Wednesday mornings at the Vega Building based at the Gyle. The day and time has been agreed to ensure enough time is available for the relevant information to be shared by Police, SCRA and YJS.

Partners attend the meeting and participate in case discussions surrounding each young person. If YJS agrees to take the case, the JLO will delete all references to third parties from the Police Report, either at the PRS meeting and if that is not possible then afterwards. This report is then passed to the allocated agency.

Disposals available to the PRS are as follows:

- Referred to the Children's Reporter
- Diverted to Social Work Youth Justice Service (YJS )
- Diverted to Education
- Diverted to Children & Families Practice Team or Working Together by either YJS or Education
- Retained by the Police for Restorative Justice or Juvenile Warning

Young people should only be referred to SCRA from the PRS where there is reason to believe that compulsory measures of supervision are necessary. At this stage it is still unknown how information will be shared regarding young people subject to a supervision requirement or who have open referrals at SCRA. At present this information is not automatically shared between SCRA and the allocated worker and a JLO report is only completed for an offence if there are also welfare concerns present.

All young people deemed to require compulsory measures of supervision or involved in a serious offence will be referred to YJS by the Reporter and will not be accepted by YJS at the PRS as has been agreed by all partner agencies involved in the planning for the PRS process. It has been agreed that all cases referred to SCRA by the PRS will include reasons for the decision.

The Police take the responsibility for recording and distributing the master list for each PRS.

## The Fife process

### Background

In response to the challenges presented by the increasing juvenile detection rates Fife constabulary and SCRA developed and implemented a Juvenile Warning Scheme (JWS) in June 2006 in conjunction with a number of local partner agencies. The increasing volume of case work that this generated would otherwise have implied the need for increased staffing within SCRA, Social Work and the Police.

In May 2007, partner agencies supported the development a robust flexible scaled approach titled 'Joint Protocol for the Tiered Response to Juvenile Offending in Fife', with a multi-agency group functioning as the key operational mechanism for the co-ordination and actioning of this process. The group being the Youth Offender Management Group YOMG.

### Aims

YOMG's key aim is to divert young offenders to appropriate interventions through partner agencies to provide an immediate and proportionate response to the offending behaviours. Prior to the development of YOMG, because of the numbers involved, referrals made to SCRA took on average 17 weeks to be processed and actioned.

Through the development of joint working, the primary aims of the YOMG are:

- To enable more timely and appropriate interventions for young offenders
- To reduce re-offending rates and the number of persistent young offenders
- To reduce the amount of Police time and resources spent compiling Standard Police Reports (SPR's) for minor crimes/offences
- To reduce the number of inappropriate referrals to SCRA
- To enhance partnership working through more effective communication and information sharing.

This model involves a unique multi-agency partnership approach focused on ensuring that juvenile offenders are responded to in an efficient, effective and proportionate manner. Co-ordinated by Fife Constabulary the partnership approach includes representation from:

- Youth Justice Co-ordinator, Fife Constabulary
- SCRA
- Fife Council, Social Work Department (Youth Justice)
- Fife Council, Education Department
- Safer Neighbourhoods Team (ASB)

- NHS Fife (child protection nurse advisor)
- SACRO
- Integrated Community Schools

The development of this partnership model in Fife is in line with the Getting it Right for Every Child agenda which has a clear focus on agencies providing appropriately identified early intervention through effective partnership working to meet the needs of our most vulnerable and at risk children and young people.

### **Process**

The YOMG has primary decision making powers for responding to young offenders and acts as the central point for managing the allocation of interventions through appropriate referrals to key agencies to support young people.

The group meet twice weekly to review offences committed by under 16's in Fife over the previous 3-4 day period. In preparation for each meeting, the Youth Justice Co-ordinator collates data on all detected juvenile offences since the previous meeting and circulates this to partner agencies. Each agency interrogates their respective information systems and brings any existing/ongoing knowledge of input from their service.

All offences are considered by the group other than those of a solemn nature i.e. violent and/or sexual crimes/offences.

Full and open case discussions take place regarding the circumstances of each child or young person's offending and welfare with joint decisions made as to the appropriate course of action to be taken in response to respective offending behaviours. Referrals diverted from SCRA to partner agencies remove the requirement for a full SPR to be submitted. SPR's are only completed when Compulsory Measures of Supervision are deemed necessary, or when young people refuse to engage with services allocated to them through the YOMG.

A lead agency is appointed to action any decisions made by the group and they are required to provide feedback on the interaction with the child or young person to allow for future evaluation of the process and consideration of future offending by that child or young person.

The menu for disposals available to the YOMG for young offenders include: Warning letter, Police Restorative Justice process, Safer Neighbourhoods Team, SACRO, Integrated Community Schools, Social Work Children & Families Team, Social Work Youth Justice team, Social Work Child Support Services, Includem, Drug & Alcohol Project Levenmouth (DAPL), Operation Lifeline, DiversiFIRE, Fife Fire & Rescue Service or ultimately, SCRA.

Following each meeting partner agency representatives update their respective information systems to reflect the decisions made. This allows for the decision making process to be transparent, and ensures any proposed risk is logged and monitored.

## The Renfrewshire process

### Background

The submission of reports by the Police to the Children's Reporter has for some time been the standard method of formally reporting information regarding concerns/issues in respect of children and young people. It has typically also been the main method of accessing services for the child who is the subject of the Police report. Following referral and then consideration of the case by the Reporter, services such as assessments, diversion or supervision would usually be provided at some point later.

With recent national trends towards increasing numbers of children being referred to the Reporter for various reasons and in keeping with the principles of Getting It Right for Every Child, Renfrewshire's youth justice agencies (i.e. those agencies in Renfrewshire dealing with children involved in offending) agreed to consider an alternative method of engaging and working with children at the early stages of offending. It was anticipated that this would ensure that services are delivered to these children timeously and, where appropriate, as an alternative to a referral to the Reporter.

However, before this method became fully operational further discussion between Senior Managers from across agencies/services and the then Scottish Executive took place. It was agreed that Renfrewshire would form part of a pilot exercise across 5 different Local Authorities chosen to introduce early intervention screening methods for an initial period of 6 months. This involved the process being extended to include, not only cases of young people where offending was the concern but also those where care and welfare issues were identified.

### Aims

Initially the agreement was that in cases where child protection concerns ie those where the child/young person was at significant risk of harm or in need of compulsory measure of care would not be considered by this forum. However, as experience has grown and as the EISG has developed it is now the opinion that this information should be considered and discussed. The understanding being that services/interventions can be offered, where appropriate, quickly without recourse to any further administrative processes. All relevant information ie Police report and record of discussion which should include plan/decisions of meeting will then be forwarded to Reporter for their consideration.

The aim of the Early Intervention Screening Group is to ensure every child is respected and supported to achieve their full potential. This is achieved by:

- Making access to services easier.
- Working together to protect children.
- Targeting services to those in greatest need.
- Raising the standard and quality of our services

## **Process**

The “EISG” meeting convenes every Friday morning at Police Headquarters. Members of the group consist of:

- Inspector, Strathclyde Police
- Youth Allocator, Strathclyde Police
- Renfrewshire Council Social Work Department (Children’s Services)
- Renfrewshire Council Education Services
- Renfrewshire Council Housing Services (ASIST Team)
- CHP

Ten days prior to the meeting, the Youth Allocator distributes a list of names of children who meet the criteria for the pre-referral process. Each agency then takes responsibility for checking its records to establish what information, if any, is held which may be relevant to the screening discussion meetings. Prior to the meeting, if an agency has relevant information about the child to be considered they are obliged to make the meeting aware of such information (either by attending in person or passing it on to someone who is attending).

At the meeting, the Police will distribute relevant Police reports to each agency and provide the nominated attendees with sufficient opportunity to consider the reports and comment on them. Each representative who is present will be asked to give their view on the case and share the information held by each to facilitate a full and open case discussion informing an appropriate disposal for the incident concerned.

There are various courses of action available to the group such as, no further action, direct referral to a partner agency or multiple agencies, or ultimately a referral to the Children’s Reporter.

Once a collective decision has been reached, details are recorded on an “Early Intervention Screening Group Plan” which serves as an auditable document. The Plan allows for the recording of any objections and/or individual concerns and includes details of those partner agencies in attendance. The Police hold responsibility for collating Plans and recording decision and outcomes.

Any agency that agrees to accept a referral from the “EISG” make all appropriate and necessary efforts to engage with the child/young person and their family to address the concerns identified by the group.

If an agency is unable to engage with the child for any reason, they shall, where appropriate escalate the referral through relevant agency processes for example a referral to an alternative partner agency. In some cases a direct referral to the Children’s Reporter will be required where there is growing concerns identified.

The EISG through the Police keep appropriate records of the decisions made at the meeting and any other information necessary for the purpose of evaluating the process, and the subsequent interventions.

## The Glasgow South process

### Background

Traditionally the submission of cause for concern reports to the Children's Reporter was the standard method of formally reporting children potentially at risk whether it be of domestic incidents, care & welfare concerns. It was also the main method of accessing the services to address the needs of the child or young person.

Following referral to the Children's Reporter, services such as assessments, diversion or supervision would usually be provided some weeks after the submission of the case. As a result of existing inter-agency relationships which formed the Child Protection Strategy Group, the idea of a pre-referral screening group was seen as a means of referring children and young people directly to services in order to address the issues of the children involved and ensure they received the best possible service at a far earlier stage. It was envisaged that the Non-Offence Referral Management (NORM) group would also alleviate the pressure on the local Reporter and allow them to concentrate on the real demanding cases.

### Aims

Following discussion with Area Reporter and existing child protection stakeholders the format of the NORM was borne, with the main aims being:

- More effective and efficient working between agencies was required to get a more appropriate response and better outcomes for children
- To reduce the level of inappropriate referrals being sent to the Children's Reporter
- To build relationships with Partners to ensure better outcomes for children

The NORM consists of the following agencies/representatives:

- Referral Manager, Strathclyde Police
- Glasgow City Council Social Work Dept (Children's Services)
- Glasgow City Council Education Department

## **Process**

All Cause for concern reports are submitted to the Referral Manager within Strathclyde Police, 'G' Division. These reports are split into two categories – Domestic Incidents and Care & Welfare. Police checks are carried out for domestic incidents by Officers from the Domestic Unit, whilst the Referral Manager carries out all other checks for care & welfare concerns.

Once all checks have been carried out as described above, the Referral Manager, in consultation with Social Work decides whether or not a referral should be made to the NORM. This is based on information re past incidents, and Social Work updates

If child is not present at the time of an incident, these are normally 'screened' away from the group and recorded for information purposes only by both Police and Social Work, unless there is great concern regarding the incident itself

Once a case is referred to NORM, checks of systems are carried out not only on the children, but for parents too.

Once checks are carried out and the final list of cases for discussion is confirmed, the Referral Manager adds the children or young people's nominal details to a sheet which is then e-mailed to partners on the Monday prior to the Thursday meeting. Partners do not receive details of the actual concern, and will merely get headlines i.e. domestic, misper etc.

Prior to the meeting, the Referral Manager prints off copies of the Cause for Concern report for each attendee as well as CHS records where appropriate and take to the meeting. This will be the first time partners receive information pertaining to the actual incident for discussion.

The NORM meetings take place fortnightly, and are held at Cathcart Police Office. All partners described previously attend the meeting and participate in a case by case discussion and influence decision making, and accepting tasks where appropriate. The meeting is chaired by the Referral Manager who records decisions taken, and forwards any relevant paperwork to the allocated agency.

After the meeting, each agency representative updates their respective systems with the decisions made. If an agency has received a referral, their processes for addressing the needs of a child or young person will then be utilised as standard practice.

If a decision is taken at the NORM to refer a case direct to the Reporter, this information is sent through to the Police Allocator who then sends it to the Reporter on the groups behalf. This is also carried out at the pre-screening stage if it's felt that the concern merits direct referral to Reporter

The Referral Manager will also liaise with Domestic Abuse staff and inform them of the NORM decisions in order to ensure vulnerable persons database is kept up to date

There is no review of the decisions taken at the NORM at this stage due to the volume being discussed on a fortnightly basis. However, cases are brought back to the group if an agency feels extra support is required for the child or young person, and indeed the family unit itself.

## Appendix B: Interview Questions

This section comprises complimentary material to the *How we undertook the review* section described in the report *Introduction*

### Background

#### 1. Strategic overview (national and local drivers)

Who initiated the process?

When did this happen?

What was the driver for initiation?

Why hadn't it been done before?

Is there a national strategy to which the EEI process is aligned to?

#### 2. Historical roll out in the area

What steps were involved in the implementation of the new process?

Who was involved?

When did this start?

Why was that approach taken?

Were there any particular difficulties in implementation?

#### 3. Perceived aims, objectives and benefits

What were you hoping to achieve for children?

What were you hoping to achieve for the agencies involved?

Why do you think the change to the new approach was made?

Could the same results not have been achieved by making the old process better?

Was a performance reporting regime developed at the start of the new approach?

#### 4. Current status of the programme

Is the programme seen as a pilot?

Is the programme seen as operationally active?

Is the programme seen as a under review?

Is the programme time bound? (*Will it expire at some point or be implemented as an active process*)

Who will decide on full implementation?

#### 5. Implementation issues

Were there any problems with agency buy-in?

Were any time scales attached for implementation?

Were there any statutory changes required?

Any key learning points from implementation?

What is the procedural basis for the new process (Protocols, templates, Service Level Agreement etc)?

### Key stages in the process

#### 1. The key elements of the process

What are the key elements of the process?

How were these established?

Why was this process established?

Who carries out the key elements of the process?

What is the time scale of the process?

## **2. Roles & Responsibilities (individual and management roles)**

Who is involved?

What is their role?

What is their capacity/ remit for being at the meeting?

Is the role defined or is it the person?

Are there defined terms of reference? *(are R&R defined?)*

## **3. Strengths & Weaknesses**

What are the perceived strengths of the process (example if possible)?

What are the perceived weaknesses of the process (example if possible)?

Have these been documented and communicated?

What has been done to address any identified weaknesses?

Is there an ongoing process for identifying strengths and weaknesses?

## **4. Costs**

Were there implementation costs?

What are the fixed running costs?

What are the variable running costs?

Is there a shared model for finances? Who has budgetary control? *(Mainstream funding/ discretionary funding?)*

Are there protocols in place to manage expenditure?

## **5. Information exchange (IT, paper, face-to-face, protocols)**

How is information exchanged between partners (e.g. case files)?

What is the time line for information exchanged?

How is data protection managed?

How are actions documented and followed up?

Have there been any barriers to information exchange?

## **Strategic management**

### **1. What is the oversight function for the process?**

Who are the strategic managers?

Is there a single point of accountability for the new process?

What is the frequency of any oversight function?

Is the remit of senior managers documented?

How do senior managers assure themselves that the process is working or not working?

### **2. Issue/ needs escalation process**

How do you deal with conflict in terms of issues? Do practitioners try and resolve them at an operational level or are all issues escalated?

Has there ever been a need to escalate anything?

Is there a documented escalation process?

How do practitioners gain access to the strategic leads for escalation?

Is there a feedback loop for an issue that has been escalated?

### **3. Level of priority and importance**

What is the status of the new working process?  
Is there a decision point before the process is mainstreamed?  
Who is responsible for that decision?  
How does its status affect resilience (e.g. annual leave, sick leave)?  
Is the process reliant on discretionary funding?

### **4. Funding basis and costs**

Where does the funding come from?  
Who funds what?  
What are the fixed costs?  
What are the variable costs?  
When is the funding due to be reviewed?

### **5. Attitude to and tolerance of Risk**

What are the strategic risks associated with the new process?  
How are these managed in terms of mitigation?  
How are these managed in terms of contingency?  
Have you been provided with any assurances to limit your risk (are these documented)?  
Is it your perception that the benefits outweigh the risks?

## **Enablers & Barriers**

### **1. What are the pre-requisites for this process to work**

What needs to be in place?  
Why do these pre-requisites need to be in place (are they business critical)?

When do they need to be in place?  
Are they all new features?  
How did you identify these features as pre-requisites?

### **2. The things to avoid to ensure the process works**

What are the things to avoid for developing/ implementing the new process (e.g. over reliance on single partner)?  
What processes are in place for continuing to identify things to avoid?  
What are your experiences of problems that have arisen?  
How are problems managed?  
How are problems escalated?

### **3. To what extent is the process adaptive to individual cases**

How flexible is the approach?  
To what level of detail is the process documented?  
What levels of discretion are there in terms of implementation?  
Are there any audit requirements (is there a set protocol)?  
Can you provide any examples of where flexibility/ inflexibility have helped/ hindered the process?

### **4. What is your approach to Risk Management in the process?**

Do you have an approach to risk management?

If not, why not?

If yes, how are risks identified, including mitigation and contingencies?

Who owns the risks?

What is your ongoing process for reviewing and monitoring risk management?

**5. To what extent is this a process driven by people versus a people driven by process**

Are the outcomes delivered based on the new process or the personalities of key partners?

How resilient is the new process to a key individual not being available?

Is there sufficient documentation to enable an individual to be replaced without significant impact on the programme?

Could the relevant documentation/ info / cases be accessed immediately and logically by another member of that organisation?

If you didn't have a document driven process would you still get the same results?

**Evidence of success/ failure**

**1. Qualitative measures of success/ failure**

What are the qualitative measures across the partners?

What are the qualitative measures for the individual partners?

How are they measured across partners?

How are they measured for each individual agency?

What is their status and what happens to the qualitative results?

**2. What are the quantifiable measures of success / failure?**

What are the quantitative measures across the partners?

What are the quantitative measures for the individual partners?

How are they measured across partners?

How are they measured for each individual agency?

What is their status and what is done with the quantitative results?

**3. How is the evidence set used?**

Is the evidence considered by the operational group?

Is the evidence reported to the strategic group?

Is the evidence reported externally?

How is the evidence validated?

Is the evidence used to inform decision making?

**4. How is information of success/ failure passed on to internal / external bodies?**

What are the communication time scales?

Are the performance stats linked to personal or corporate performance regimes?

Does performance information link into business planning?

How are the victims/ communities informed of outputs from the process?

Who owns the performance information (where is it generated)?

**5. What is the programme approach to continuous improvement?**

Do you understand the principles of continuous improvement?

How do you review practice and processes?

Is there any benchmarking in place?

Where does the authority lie for altering/ improving/ moderating the approach?

Is continuous improvement embedded in the thinking of the strategic groups?