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Dadansoddi ar gyfer Polisi



Analysis for Policy

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Evaluation of the Enhanced Case Management approach

Summary

1. About the Enhanced Case Management approach

1.1 The Youth Justice Board (YJB) Cymru and the Welsh Government worked with four (then reduced to three) Youth Offending Teams (YOTs) and the All Wales Forensic Adolescent Consultation and Treatment Service (FACTS) to trial a new Enhanced Case Management (ECM) approach to working with young people who were in contact with the youth justice system. This approach was grounded in the Trauma Recovery Model (TRM) and was designed to:

- Provide YOT practitioners and managers with increased knowledge and understanding in relation to how early attachment, trauma and adverse life events can impact on a young person's ability to engage effectively in youth justice interventions.
- Provide a psychology-led approach to multi-agency case formulation and intervention planning. This, in turn, would enable youth justice staff to tailor and sequence interventions more effectively according to the developmental and mental health needs of individual young people.

1.2 The ECM approach consists of the following elements:

- The use of the TRM as the underpinning theory. This is a seven-stage model that matches intervention/support to presenting behaviours and to underlying needs.
- Dedicated roles to support development and roll-out.
- Training for practitioners and managers, e.g. on attachment, child development and trauma and how these could affect young people's daily functioning.
- Clear eligibility criteria.
- Securing informed consent to participating in the approach from young people and, where appropriate, their parent(s)/carer(s).

- A case formulation approach which draws on the skills of a clinical psychologist.
 - Aims to ensure that interventions and practice are better matched to young people's developmental need.
 - Provision of clinical supervision for YOT practitioners.
- 1.3 Three YOTs trialled the approach with 21 young people with prolific offending histories and complex needs. A fourth YOT was also involved in the trial but withdrew in the early stages.
- 1.4 Cordis Bright was commissioned by YJB Cymru and the Welsh Government in April 2015 to undertake an evaluation of the trial.

2. Research aims and methodology

- 2.1 The aim of the evaluation was to assess whether the ECM approach had been implemented effectively and with fidelity to the model; to examine young people's reasons for engagement, non-engagement or early withdrawal from the programme as well as outcomes achieved. The evaluation also investigated whether there should be further implementation of the ECM approach; how best to monitor and evaluate future implementation in terms of both processes and outcomes; and whether any adjustments were needed to the approach.
- 2.2 The fieldwork was undertaken in two phases (November 2015 to January 2016 and February 2016 to November 2016) and the methodological approach included both primary and secondary research.

3. Key findings

The purpose of the ECM approach

- 3.1 YOT staff who participated in the trial agreed that new approaches to working with the target group of young people were needed to help respond to their complex needs.
- 3.2 All stakeholders had a good understanding of the different elements of the ECM approach, its purpose and how it should be applied in practice.

Implementation of the trial

- 3.3 There was a number of extensions to the timescales for the trial. This was for a variety of reasons, including UK government finance rules on new spend, time required to enable FACTS to prepare for involvement, changes in the number of YOTs involved in the trial, and difficulties in recruiting the target number of young people.
- 3.4 The case formulation approach achieved: relatively good attendance from a range of agencies (although this tailed off over time); additional insight about the young person involved; higher focus on matching interventions to the individual's need and putting these in place at the right time; greater coordination of support between agencies; improved monitoring of progress; and additional expertise via the involvement of a clinical psychologist.
- 3.5 Clinical supervision was viewed as a key component of the approach.
- 3.6 There were mixed views about whether implementation of the ECM approach required additional resources.

Young people's engagement

- 3.7 The original eligibility criteria for young people were: (a) a prolific offending history (five or more offences) in the 12 months prior to referral to the trial; (b) evidence of complex needs; and (c) currently on a statutory criminal court order. These were later amended to increase the time period in which multiple offences could occur (from 12 to 24 months) and enabling voluntary participation in the ECM trial outside of the timeframe of the statutory order, to allow sufficient time for engagement.
- 3.8 The changes to the eligibility criteria were required to help reach the target numbers of young people to be involved in the trial. This was due to the low number of young people who met the original eligibility criteria. Once young people became eligible there were few difficulties at securing their involvement in the ECM approach.
- 3.9 The profile of young people involved in the trial was in-line with the (revised) eligibility criteria. The most common issues faced by young people were drugs and alcohol, experience of domestic abuse, and being a victim of physical abuse. Complexity was typically demonstrated by the number of problems faced by young people (on average six problems each).
- 3.10 The level of young people's engagement with the YOT improved under the ECM approach.

Changes in practice

- 3.11 There was general agreement that YOT practice changed as a result of the ECM approach. YOT staff had a better understanding about young people's underlying needs and were better equipped to understand the impact of childhood attachment and trauma on young people's lives. Intervention plans were better tailored to the needs of young people. Improvements were also identified in the way staff engaged and supported young people. This improvement in relationships was seen as a particular benefit.
- 3.12 The ECM approach helped improve the understanding, skills and practice of YOT workers as well as the way agencies as a whole worked with young people.
- 3.13 The recording of the support that a YOT worker would provide to young people under the ECM approach was generally compatible with existing case recording systems.

Changes in management

- 3.14 YOT managers supported, and participated proactively in, the ECM approach.
- 3.15 A range of changes to management approaches was noted under the ECM approach. Managers supported and enabled practitioners to invest time in building relationships with young people, and to place a greater focus on their underlying needs. Managers supported practitioners to phase and prioritise interventions for young people in a way that met that young person's immediate needs and their development level according to the TRM. They also enabled staff to take a more flexible approach to non-compliance by young people with the conditions of their order in light of any extenuating circumstances.
- 3.16 Two specific lessons were learned during the trial about management under the ECM approach, i.e. needing to ensure a clear relationship between internal management/oversight and external clinical supervision; and the benefits of managers attending training on the ECM approach in order to understand the wider implications of the ECM approach for the YOT.

Improvements in young people's lives

- 3.17 Interviews with stakeholders, reviews of case files, as well as young people's narratives suggest improvements in some young people's lives over the course of their involvement with the ECM approach, for example improved resilience to chaotic family life, improved self-confidence, improved anger management, improved emotional resilience etc.
- 3.18 Improved criminal justice indicators were also reported for some young people, i.e. reductions in the number of times young people breached the conditions of their order and reductions in reoffending rates, both during the trial and subsequently. However, in some cases, young people breached their order, continued to reoffend, increased the seriousness of their reoffending, and/or were in custody. For those cases, interviewees emphasised the importance of understanding the effect of the plethora of complex issues faced by the young people supported under the ECM approach on creating and maintaining improvements/change.
- 3.19 All interviewees were cautious about drawing overarching conclusions about the extent to which any improvements in young people's lives could be directly attributable to the ECM approach. That said, stakeholders were, in the main, optimistic about the potential for the ECM approach to contribute directly to positive outcomes for young people.

4. Conclusions/recommendations

- 4.1 We recommend further implementation and trial of the ECM approach. The reasons for this are:
- Strong support for the ECM approach from all stakeholders involved in the trial and unanimous support for wider roll-out.
 - Implementation had a high degree of fidelity with the original ECM approach (taking into account the changes to the eligibility criteria) and was consistent across YOTs with different local circumstances and profiles of need (although there were some differences between YOTs in referral rates).
 - Qualitative and quantitative data showed improvements – though to differing degrees – in young people's lives. This was further supported by case file reviews which showed that practice under the ECM approach was supporting improvements in relationships, higher levels of engagement and enhanced outcomes for young people.
- 4.2 There are four adjustments to the ECM approach that we recommend are considered in the short to medium term.
- Explore the development of training specifically for managers. This would enable a dedicated space to consider management and supervision issues within the ECM approach.
 - Amend practice guidance and training to include (a) advice on how best to record practice, especially in relation to the purpose of each appointment/meeting with a young person and the outcomes achieved; and (b) how notes of clinical supervision should be added to case recording systems.
 - Consider extending the ECM approach to other agencies beyond the YOT. This could promote a more joined-up and holistic approach to working with young people, a number of whom have ongoing contact with agencies once the conditions of the court order have been completed.
 - Ensure sufficient time and resources are allocated to the provider of clinical psychology.

- 4.3 In the longer-term – and subject to the results of ongoing evaluation – we recommend that a further widening of the eligibility criteria is considered to include young people in contact with the youth justice system with complex needs but without prolific offending histories.
- 4.4 We recommend that if wider roll-out of the approach is pursued then any evaluation should: take an approach to informed consent that follows effective practice and secures high participation; establish targets against which progress can be measured; take an approach that establishes attribution; and examine whether the ECM approach offers value for money.

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Available at: <http://gov.wales/statistics-and-research/evaluation-enhanced-case-management-approach/?lang=en>

Views expressed in this report are those of the researchers and not necessarily those of the Welsh Government

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Mae'r ddogfen yma hefyd ar gael yn Gymraeg.

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