# CRWIA title: Coronavirus (Scotland) Act 2020 – Children's provisions Date of publication: 7/12/2020 Executive The Coronavirus (Scotland) Act 2020 (the 2020 Act) contains provisions which allow changes to current arrangements for children's hearings and

which allow changes to current arrangements for children's hearings and in relation to the placement of children who are looked after by local authorities. The changes are outlined in schedule 3 of the 2020 Act.

As part of the truncated emergency Bill process the Scottish Government conducted a range of impact assessments including a CRWIA. The children's provisions in the Act link with children's hearings recovery planning. The recovery plan was published recently and it was felt to be an appropriate time to also refresh the assessment for the children's provisions in the 2020 Act, before material changes in policy, practice and procedure are brought in by the next recovery phase.

### **Background**

The 2020 Act contains provisions which allow changes to current arrangements for children's hearings and in relation to the placement of children who are looked after by local authorities. The changes are outlined in schedule 3 of the 2020 Act.

Among a range of measures, these changes relax existing requirements for the composition of children's hearings, and the administration and conduct of children's hearings. There are extensions to the timescales for when certain legal orders must be reviewed and appeals against legal orders lodged. The timescales for review of children's cases when they are placed in different forms of accommodation are extended and local authorities are enabled to use foster carers more flexibly to look after additional children when necessary.

In the context of this emergency, these provisions are designed to enable best use of very limited resources in local authorities, and the children's hearings system, so that efforts can be focused on safeguarding the welfare of Scotland's most vulnerable children and on supporting families and carers who need it most.

These provisions were originally due to expire on 30 September 2020. However, that period can be extended by regulations approved by the Scottish Parliament if required: first to 31 March 2021, and then to 30 September 2021. It cannot be extended longer than that. Regulations to extend Part 1 of the Act to 31 March 2021 were laid by the Scottish Government on 24 August and approved by the Scottish Parliament on 23 September. At the same time as the extension regulations, regulations were also made to expire a number of provisions which were considered to be no longer needed beyond 30 September and these regulations came into force on 29 September. In relation to the provisions covered by this CRWIA, only paragraph 6 of schedule 3 expired on 29 September 2020.

Scope of the CRWIA, identifying the children and young people affected by the policy, and

All children who are participating in a children's hearing or pre-hearing panel will be affected by these changes, including children aged 0 – 18<sup>th</sup> birthday, children living at home with one or both birth parents, children with other family or friends in kinship care, children in residential care, children in foster care, children in secure care, children in supported

### summarising the evidence base

accommodation, children who are homeless and children living independently. The entire spectrum of age / stage development throughout childhood as well as the full range of possible lived experience will be included in the cohort of infants, children and young people currently supported through the statutory children's hearings system.

Children and families who experience economic or social disadvantages are known to be over-represented in formal care and justice systems.

Low-income jobs more often can't be done remotely, and maintaining basic food and other essentials could be a major financial hurdle, leading to multiplied risk to young people's health and wellbeing. Disadvantage may also inhibit or prevent access to the things which have now become commonplace for communication out from the home to the outside world – internet enabled smart phones and devices and Wi-Fi / data may not be accessible, affordable or even understandable by families.

Within some family homes, there may be overcrowding which will make it difficult for children to find space to focus on school work if that has to be done remotely; and will make it difficult for family members to self-isolate if they fall ill.

Lacking resources to prepare and protect against Covid-19, poorer families face a higher risk of contracting—and subsequently spreading—the virus. Emerging research is also demonstrating that economic disadvantage may also be a factor in the severity of the illness if the virus is contracted – which will lead to additional pressure within families and in the worst scenario to bereavement.

Lockdown and self-isolation are both potential barriers to support and services from outside the family continuing to engage with a child. This could mean that families demonstrate abilities that have not previously been seen or that children are placed at increased risk.

## Children and young people's views and experiences

Given the unprecedented circumstances presented by the COVID-19 pandemic and the need to react quickly to protect all in society including children and young people, it was not possible to consult with children and young people on the proposed legislation. We have however engaged with those stakeholders affected directly by the legislation, with the Promise and with the Children's Commissioner's office. We will continue to work with them for the period of the pandemic including getting input from children and young people to mitigate any possible unforeseen negative effects.

Alongside responsible agencies and officers with particular statutory functions – mainly the Principal Reporter of SCRA and the National Convener of CHS – the Scottish Government are reviewing the required approach as circumstances change and as the knowledge and ideas base develops.

A sub-group of the Children's Hearings Improvement Partnership – the Children's Hearings Covid Recovery Group – meets weekly to drive progress on system response, recovery and renewal. They will ensure that children, young people and their representatives have the chance to inform and shape proposals on the 2020 Act provisions

There is an emerging evidence base of children's views / experiences / ideas for the future coming out of the last 9 months:

Our Hearings Our Voice – the board comprising young people with current experience of the hearings system were asked for their views on the return to face to face hearings: <a href="https://www.ohov.co.uk/wp-content/uploads/2020/07/220620">https://www.ohov.co.uk/wp-content/uploads/2020/07/220620</a> Return-to-face-to-face-Hearings-Consultation-Report.pdf

CELCIS and CYCJ - they undertook a rapid consultation exercise in June/July 2020 to strengthen understanding of the user experience of children's hearings. This included a survey to gather the views and experiences of children over the age of 12.

https://www.celcis.org/news/news-pages/experiences-virtual-childrens-hearings-captured-new-consultation/

Our Hearings Our Voice - produced a 'Zine' in October 2020. It contains 38 'calls to action' that will be reflected in priority plans for the next period <a href="https://www.ohov.co.uk/about-us/projects/the-zine/">https://www.ohov.co.uk/about-us/projects/the-zine/</a>

An independent CRWIA was produced by the Scottish Children's Rights Observatory in July 2020:

https://cypcs.org.uk/coronavirus/independent-impact-assessment/pandemic-what-needs-to-change/

Together Alliance - this page has information that has been gathered through research by members organisations to consider the impact of coronavirus on children: <a href="https://www.togetherscotland.org.uk/about-childrens-rights/coronavirus/childrens-views-and-experiences/">https://www.togetherscotland.org.uk/about-childrens-rights/coronavirus/childrens-views-and-experiences/</a>

RCPCH - they are compiling studies across the UK that are collecting children and young peoples' experiences and insights: <a href="https://www.rcpch.ac.uk/resources/covid-19-research-studies-children-young-peoples-views">https://www.rcpch.ac.uk/resources/covid-19-research-studies-children-young-peoples-views</a>

Scottish Youth Parliament – they have published their manifesto for 2021-2026:

https://syp.org.uk/wp-content/uploads/2020/11/SYPS-11.pdf

The Nuffield Family Justice Observatory has published new follow up research on Remote hearings in the family justice system in England, commissioned by the President of the Family Division of the High Court, which reports that babies are being taken into care during remote video and phone hearings from hospital; parents are also joining online proceedings from home – often without adequate technology or support; and that almost half of parents and relatives involved in virtual family court hearings during the crisis said they did not understand well what was happening: <a href="https://www.nuffieldfjo.org.uk/resource/remote-hearings-september-2020">https://www.nuffieldfjo.org.uk/resource/remote-hearings-september-2020</a>

Key Findings, including an assessment of the impact on children's rights, and how the measure will contribute to children's wellbeing

The measures in the 2020 Act are limited to those considered necessary to support and protect children's rights and promote their welfare and well-being in accordance with obligations under UNCRC. While these measures remain necessary, they bring undeniable impacts on children's and families' experiences – which we seek to recognise and mitigate where possible. The Scottish Government has empowered professional staff and volunteer tribunal members to exercise sound judgment and make decisions to protect and support children and young people based on available information and resources, in partnership with families, throughout the pandemic.

The Scottish Government has therefore actively supported agencies to prioritise the earliest possible safe service recovery and to mitigate against impacts on children's rights. The powers contained in the 2020 Act should be used only when circumstances arise in practice which makes their exercise necessary.

The exercise of emergency powers should:

- be underpinned by a focus on children and young people's, and families', human rights when making decisions to implement those powers which affect legal rights;
- be proportionate and limited to the extent necessary, in response to clearly identified circumstances;
- last for only as long as required;
- be subject to regular monitoring and reviewed at the earliest opportunity;
- facilitate effective participation, including legal representation and advocacy for children, young people and family members, wherever possible and appropriate, and
- be discharged in consultation with partner agencies.

These provisions were and remain essential for the continued operation of the children's hearings system and have been used in order to prioritise work to keep children safe. These measures are critical to enable statutory services to continue to intervene to keep children protected, **safe** and **healthy**.

## Monitoring and review

As a result of the fast pace of change and the dynamic and adaptive working which has been required in the children's hearings system and local authority responses to children requiring supports it has been crucial from the start to have a regular monitoring and review cycle in relation to the 2020 Act.

While the extension and expiry of these provisions is considered by the Parliament every 6 months, a Report is submitted to Parliament every two months reporting on and reviewing the use and continued necessity of each of the provisions.

The first three reports to Parliament can be found here: https://www.gov.scot/isbn/9781839608179 https://www.gov.scot/publications/coronavirus-acts-second-report-scottish-parliament/

https://www.gov.scot/isbn/9781800041370

SCRA and CHS have also produced wider data reports for each of the reporting periods. A link to all these reports can be found here: <a href="https://www.chip-partnership.co.uk/resources/coronavirus-childrens-hearings-data/">https://www.chip-partnership.co.uk/resources/coronavirus-childrens-hearings-data/</a>

Bill - Clause	Aims of measure	Likely to impact on	Compliance with UNCRC requirements	Contribution to local duties to safeguard, support and promote child wellbeing
Paragraph 1(2) of schedule 3 – Relaxation of requirement for children's panel to consist of three members  Paragraph 1(3) of schedule 3 – Relaxation of requirement to have a gender mix on a children's panel	Over 30,000 children's hearings and pre-hearing panels take place across Scotland each year, involving approximately 2,500 volunteer Children's Panel Members. If, as a result of coronavirus, there are not enough Panel Members of a particular gender to enable a hearing to include male and female members, urgent hearings may have to be delayed or rescheduled which could leave children vulnerable. Moreover, as a result of illness, self-isolation or caring responsibilities, there may not be enough Panel Members	Those children who require children's hearings. The National Convener and all ASTs acting on his behalf will continue, wherever possible, to select three Panel Members to sit on each virtual children's hearing in line with existing provisions in the 2011 Act. As set out in the reports to Parliament, use to date shows that the provisions have only been used where essential.	Articles 2, 3, 12, 16, 19, 20, 21, 25, 34, 36 and 39 have been taken into account in relation to all the provisions.	These measures enable panel members to continue to make decisions for children, taking account of the likely impact of different scenarios which could impact on panel member availability in Scotland's 32 local authority areas.  In terms of fewer than three panel members it may be that two panel members will increase the chance that a split decisions may occur, and a hearing may need to defer.  In terms of the gender mix on the panel we do not know enough about the views of children in relation to this to comment on any potential impact.

	available to form hearings of three Panel Members to conduct essential and urgent children's hearings required to make decisions to protect children.			In turn these measures will help to keep children and young people safe and healthy.
Paragraph 2(2) of schedule 3 – Child Assessment Orders	Section 35 of the 2011 Act provides for the local authority to apply to the sheriff for a child assessment order authorising the local authority to carry out an assessment to be made of a child's health or development, or of the way in which the child has been or is being treated or neglected. The period during which the order has effect must begin no later than 24 hours after the order is granted, and must not exceed three days.  Paragraph 2(2) of schedule 3 of the 2020 Act amends section 35(5) of the 2011 Act to extend these periods. This means that the period during which the order has effect must begin no later	Those children who require child assessment orders. As set out in the reports to Parliament, only 1 COA has been initiated over the three reporting periods.	Articles 2, 3, 12, 16, 19, 20, 21, 25, 34, 36 and 39 have been taken into account in relation to all the provisions.	These measures will help to keep children and young people safe and healthy.

	than 48 hours after the order is granted. The maximum period for which the order can have effect is also extended to five, rather than three, days.  Whilst these periods remain short, this provides additional flexibility when staffing problems mean			
	that emergency assessments may be more difficult to arrange. The changes in the 2020 Act enable local authorities to ensure that they have sufficient capacity to execute the order and arrange and conduct the relevant assessments.			
Paragraph 2(3) to (6) of schedule 3 – child protection orders	The paragraphs provide that the second working day children's hearings is not required. Instead a children's hearing to consider grounds for referral will sit on or before the eight working day. Until the 8th working day,	Those children that require a child protection order. The three reports to Parliament set out the number of CPOs there have been over the reporting period.	Articles 2, 3, 12, 16, 19, 20, 21, 25, 34, 36 and 39 have been taken into account in relation to all the provisions.	Positive impact: in a landscape of reduced hearing capacity this provision frees up the hearing space which would be taken by a 2 <sup>nd</sup> working day children's hearing – so that these hearing appointments can be used by other cases. Children subject to a CPO

	a child or			do not need to
	relevant person			come to the
	can make an			children's hearing.
	application for			
	the CPO to be			Negative impact: a
	recalled or			child's case is not
	varied.			considered quickly
	(ordinarily this			by the children's
	would have			hearing.
	been available			
	until the second			Mitigations: These
	working day			measures
	children's			recognise and
	hearing under			support
	the 2011 Act)			emergency
	and for two			intervention to
	working days			prevent significant
	following the			risk of harm, or in
	second working			response to
	day children's			significant harm.
	hearing (if the order is			Whilst the 2 <sup>nd</sup> working day
	continued or			children's hearing
	varied by that			is not sitting the
	_			•
	hearing).			opportunity to challenge the
				•
				emergency intervention of the
				CPO through an
				application to
				recall or vary the
				CPO at the Sheriff
				Court is extended
				to last until the 8th
				working day
				children's hearing
				<ul><li>meaning that the</li></ul>
				potential
				infringement on
				the rights of
				children and
				families is
				mitigated.
				In turn, these
				measures will help
				to keep children
				and young people
				safe, respected
				and <b>healthy</b>
Paragraph 3 of	This provides	This provision	Articles 2, 3, 12,	Positive impact:
schedule 3 -	that if a hearing	has only been	16, 19, 20, 21,	this provision
Maximum	has not taken	used to the	25, 34, 36 and	releases capacity
period for	place to review a	extent	39 have been	in the system for
which a	CSO before it	necessary	taken into	cases which

#### Compulsory Supervision Order has effect

expires, the order will not expire, unless six months have passed since the expiry date or the child has attained the age of 18 years. However. alongside this. there is a duty on the Principal Reporter to arrange a hearing before the original expiry date, and if not, to arrange the hearing as soon as practicable thereafter.

Prioritisation of work has been essential to ensure continuity of protections for children and young people and putting in place appropriate legal measures to keep children and young people safe. The SCRA has been unable to operate at anywhere near normal capacity as a result of movement restrictions, social distancing and virus prevention measures put in place and enforced.

driven by the practicalities of holding children's hearings in the current context, and the extent of use will vary

of use will vary as the safety and operational contexts develop. There are

mitigations in place -The Principal Reporter is applying a

prioritisation framework to enable the timely consideration of

to the maximum extent possible, in consultation with referring

individual cases

authorities and with children/relevant

Decisions are

persons.

made following dialogue with social workers and families.

indicated they would prefer to come back at a later date to a

Those involved

children's hearing. Reporters are reviewing these arrangements

on a case by

face to face

case basis, and taking into consideration whether there

whether there would likely be a risk of detriment account in relation to all the provisions.

require to be heard to come to the children's hearing. The impact of the pandemic continues to limit capacity in the system and this is one of a range of measures which builds capacity in the system to recover in line with prioritised case management.

Negative impact: the right to have a child's statutory intervention (CSO) reviewed within the legislated 12 month timescale.

Mitigations: This provision does extend the compulsory state intervention in the life of a child and family (the compulsory supervision order) by a period of up to 6 months. This impacts on child and family rights.

However, any cases where a review of the situation of the child is required in order to make a change or to terminate the order - is being scheduled as a matter of priority. Therefore it is those cases where no change is required and where no-one is in disagreement with

to the child's welfare if the CSO was not varied or terminated before the original expiry date.
The use of this provision is set out in the Reports to Parliament.

the extension of the CSO for up to 6 months which are not coming back to the children's hearing. At the end of the currency of the emergency intervention research may be required to demonstrate what happened in these cases where the CSO was in place for 18 months without review.

Children's cases are considered individually in relation to the application of this provision. The views of children and relevant people are taken directly or indirectly. Where there is a need to have a hearing to make a change (which can include termination of an order) and where people request the hearings are being arranged. The right of a child or relevant person to request a review is untouched and this can happen at any time and this is being clearly communicated to families.

These measures will help to keep children and young people safe, nurtured,

Paragraph 5 of Schedule 3 - Period within which children's hearing must be heard in certain cases - secure care and other place of safety placements	The provision extends the timescales to hear an appeal to seven working days from three working days in situations that the existing permitted timescales i.e. three days, is not practicable.	In circumstances where the numbers of staff available to work at any one time and the pressures on the Courts are without precedent, it remains essential to have additional time for crucial challenges to be heard and dealt with. The additional time in relation to short notice	Articles 2, 3, 12, 16, 19, 20, 21, 25, 34, 36 and 39 have been taken into account in relation to all the provisions.	challenge the decision by appeal.  These measures will help to keep children and young people safe and healthy.  Positive impact: this measure has given some flexibility / capacity to the system to allow this to happen in circumstances when the ability to arrange hearings at short notice have been affected.  Arrangements for physical children's hearings and the logistics of setting up a virtual children's hearing
		gives time for children and families to obtain legal and other supports;		decision making is not available to children in the same timescale as it was previously.
		for Reporters to prepare and circulate all the relevant documents and for the Court to make and communicate the arrangements for the case to be heard.  The use of this provision can be found in the first		Mitigations: the children's hearing will still happen – not as quickly in every case as it did before. Emergency transfer hearings generally have limited information and substantive decision making requires to be done when a situation is more settled for the child

		Lat.	T	1.6.11
		three reports to Parliament.		and full assessment and recommendations are available. Any decision related to secure care can still be reviewed / challenged through the secure accommodation (S) regulations 2013, and the requirements for implementation of the secure authorisation. That right to challenge exists out with the children's hearings provisions and outwith the emergency provisions.  These measures will help to keep children and young people safe, respected, included and healthy.
Paragraph 6 of schedule 3, Extended timescale following emergency transfer of a child or young person to secure accommodation	The paragraph allows the Principal Reporter the discretion to extend the period within which a children's hearing must be held by 24 hours (from 72 hours to 96 hours) where it is not practicable to meet the existing timescale.	This provision was early expired as from 29 September.	Articles 2, 3, 12, 16, 19, 20, 21, 25, 34, 36 and 39 have been taken into account in relation to all the provisions.	This measure helped to keep children and young people safe and healthy however, as a result of the impact secure accommodation has on a child's rights, every effort continued to be made in the children's hearings system to have the hearing as soon as possible and as a result the provision was expired.
Paragraph 7 of schedule 3, Modification of certain time limits for making and	These provisions extend the time limits for the making, disposal or determination	The operational context for those working within the children's hearing system	Articles 2, 3, 12, 16, 19, 20, 21, 25, 34, 36 and 39 have been taken into account in	Positive impact: this gives flexibility and capacity for children and families to challenge decision

determination	of appeals or the	continues to be	relation to all	making for longer
of appeals etc.	of appeals or the making or	subject to	the provisions.	making for longer. Any decision to
or appears etc.	<u> </u>	•	the provisions.	_
	lodging of	severe		challenge is within
	applications.	constraints.		the control of the
		These constraints can		child or family. The pandemic has
		impact on the		made it more
		•		difficult for children
		ability to		and families to
		process work		
		and to ensure		access legal
		that the timescales of		representatives
		the Children's		and advocacy
				workers. It may mean that more
		Hearings		time is needed for
		(Scotland) Act		
		2011 are always met. Not		the preparation of
				appeals and the associated
		meeting these		
		timescales can result in the		paperwork to
				appeal a decision.
		failure of an intervention and		This provision gives that time.
				gives that time.
		the requirement		No gotivo impost
		to start a		Negative impact:
		process again.		the longer
		This is often not		timescales may
		in the interest of		mean that
		a child and their		decisions take
		family, can cause confusion		longer to get
				made. It may
		and can have a		however, mean
		negative impact on the child and		that an appeal decision is less
		families trust in		likely to be
		both the system		deferred to a
		and the		subsequent calling
		professionals		and that fewer
		and others		court callings may
		providing them		be needed for
		with supports.		these decisions to
		The use of this		be made.
		provision can be		Do mado.
		found in the first		These measures
		three reports to		will help to keep
		Parliament.		children and young
				people <b>safe</b> and
				healthy.
Paragraph 8 of	This provision	Those children	Articles 2, 3, 12,	Positive impact:
schedule 3 -	covers	attending	16, 19, 20, 21,	Every children's
Dispensation	attendance of	children's	25, 34, 36 and	hearing will still
with physical	persons other	hearings during	39 have been	consider whether it
attendance at	than children or	this period.	taken into	can go ahead in
children's	relevant persons	The majority of	account in	the absence of a
hearings	to facilitate	the children's	relation to all	child and family
	remote	hearings that	the provisions.	and will assess
L		,		

attendance of other persons. There is existing provision in rule 19 of the Children's Hearings (Scotland) Act 2011 (Rules of Procedure in Children's Hearings) Rules 2013 to enable attendance by other means.

have taken place over the reporting periods have been 'virtual children's hearings' as children, family members, professionals. reporters and the decision makers (panel members) have been unable to attend the public spaces in children's hearings centres. Since the end of July 2020, SCRA has been opening up children's hearings centres in a safe, socially distanced manner and the number of hearings where children and families have been able to attend in person has increased.

whether they have sufficient information about the views of the child and family in relation to the decision the hearing is being asked to make.

Negative impact: these measures directly impact on the inclusion of children and families in the decision making of children's hearings.

Mitigation: this provision is about removing the pressure on children and families to physically attend hearings. The obligation to attend is removed, but the right to attend has not been affected. The existence of the provision does not prevent children and families from being involved in their hearings. It only serves to make sure that crucial time limited decisions can be made if - for any reason – a child or family member is unable to attend a children's hearing in person or through the use of technology.

Since these provisions came into force anyone

Paragraph 9 of	These	Operational	who wants to attend a children's hearing has been supported and enabled to do so, as far as is possible.  These measures will help to keep children and young people safe and healthy. The statutory provisions of the 2011 Act ensure that at all times children are included and that their views are taken into account in decision making.  Positive impact:
Paragraph 9 of schedule 3 - Authentication of children's hearings documentation by electronic signature	I hese provisions enable authentication of documents by electronic signature.	work in the children's hearing system before March 23rd 2020 essentially meant that the key decision makers (panel members)' the record keeper (the Reporter) and children and families were in the same place at the same time for the children's hearing. This meant that the paperwork was exactly that – hard copies. Since March 23rd the operation of the hearing has become much more varied and dynamic and often means	Legal paperwork has been authenticated without any risk to anyone and without any delay. This has provided protections to children with no negative impacts.  These measures will help to keep children and young people safe and healthy.

I that there are no I	
that there are no	
hard copy	
documents to sign.	
Consequently	
electronic	
signatures	
simplify and	
streamline	
administrative	
processes to	
make them more efficient	
and effective.	
Paragraph 10 of Schedule 3, This may impact Articles 2, 3, 12, These measurements	es
Schedule 3 - paragraph 10 on children and 16, 19, 20, 21, will help to kee	
Looked after extends the young people 25, 34, 36 and children and y	oung
<b>children</b> timescales for being placed in 39 have been people <b>safe</b> a	nd
review of kinship and taken into healthy.	
children's cases foster care. account in when they are relation to all	
placed in kinship   In practice the   the provisions.	
care, and provisions have	
enables local been seldom	
authorities to used as in most	
use foster carers   cases local	
more flexibly to authorities have	
look after had capacity to	
additional meet with the	
children when previous necessary. requirements.	
Troquiemente.	
In the cases	
where the	
provisions have	
been used this	
has helped to ensure that	
foster	
placements	
were not	
inhibited by a	
maximum	
number cap	
placed on available foster	
carers, meaning	
that children	
could be	
provided with	
safe and stable	
homes. The	
provisions have also ensured	
local authorities	

their i to hel vulne childr Scotla keepi in saf	
Policy lead Tom McNamara, Head of Youth Justice and Children's Hearings Unit	Date 7/12/20
Deputy Director or equivalent Lesley Sheppard Deputy Director: Care, Protection & Justice	Date 7/12/20