

Manchester City Council Report for Information

Report to: Children and Young People Scrutiny Committee – 5 March 2019

Subject: Manchester Youth Justice Service

Report of: Strategic Director of Children and Education Service

Summary

This report provides an update on the work and strategic priorities of the Youth Justice Service including the findings of the recent inspection, the wider review of the service that was planned prior to the announcement of the inspection and the progress achieved in reducing re-offending rates.

Recommendations

Scrutiny Committee Members are invited to consider the content of the report and to explore;

- What is being done to reduce the number of young people receiving a custodial sentence
 - Seek an update on the progress and impact of the post inspection action plan.
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Wards Affected: All

Alignment to the Our Manchester Strategy Outcomes (if applicable)

Manchester Strategy outcomes	Summary of how this report aligns to the OMS
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Effective Children and Education Services are critical to ensuring our children are afforded opportunities and supported to connect and contribute to the city's sustainability and growth.
A highly skilled city: world class and home grown talent sustaining the city's economic success	Ensuring children and young people are supported and afforded the opportunity to access and achieve in the City; empowered and supported by the delivery of a strong and cohesive system that works for all children.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Improving education and social care services that are connected to the wider partnership build the resilience of children and families needed to achieve their potential and be integrated into their communities

A liveable and low carbon city: a destination of choice to live, visit, work	Improving outcomes for the children and families across the City, helps build and develop whole communities and increases the livability of the City
A connected city: world class infrastructure and connectivity to drive growth	Successful services support successful families who are able to deliver continuing growth in the City

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Background documents (available for public inspection):

The following documents provide the context on which this report is based. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

- Report on Youth Justice and Anti-Social Behaviour presented to the Communities and Equalities Scrutiny Committee, January 2018
- HMIP Inspection Report on Manchester Youth Justice, February 2019
- The Charlie Taylor Review of the Youth Justice System, February 2016

1. Introduction

1.1 This report provides an update on the work and strategic priorities of the Youth Justice Service including the findings of the recent inspection undertaken by HMPI, the wider review of the service that was planned prior to the announcement of the inspection and the progress achieved in reducing re-offending rates.

1.2 The Youth Justice Service provides assessments, interventions and support for children and young people known to the Police and Courts, their families and victims of crime. They work with the Courts, Police, The National Probation Service, Health Services and a range of partners from public, private and voluntary sector to reduce crime and divert children away the criminal justice system.

2. Background

2.1 The work of the Youth Justice Service is overseen by the Youth Justice Management Board, chaired by the Director of Children's Services and which brings statutory partners and other appropriate representatives together to agree on the resourcing and operation of the service as well as the formulation of the annual Youth Justice Plan. The Board monitors performance and finance as well as providing guidance on the strategic direction of the development of the service.

2.2 The principle aim of the Youth Justice Service is to make Manchester an even safer place to live and to help young people achieve their full potential in life. The Service's vision is: **'Our children will be inspired to confidently live healthy, safe, successful and crime-free lives'**

3. Performance and Impact

3.1 The three strategic objectives set by the national Youth Justice Board are:

- To Reduce the numbers of children entering the Criminal Justice System for the first time
- To Reduce reoffending
- To Reduce the number of children in custody

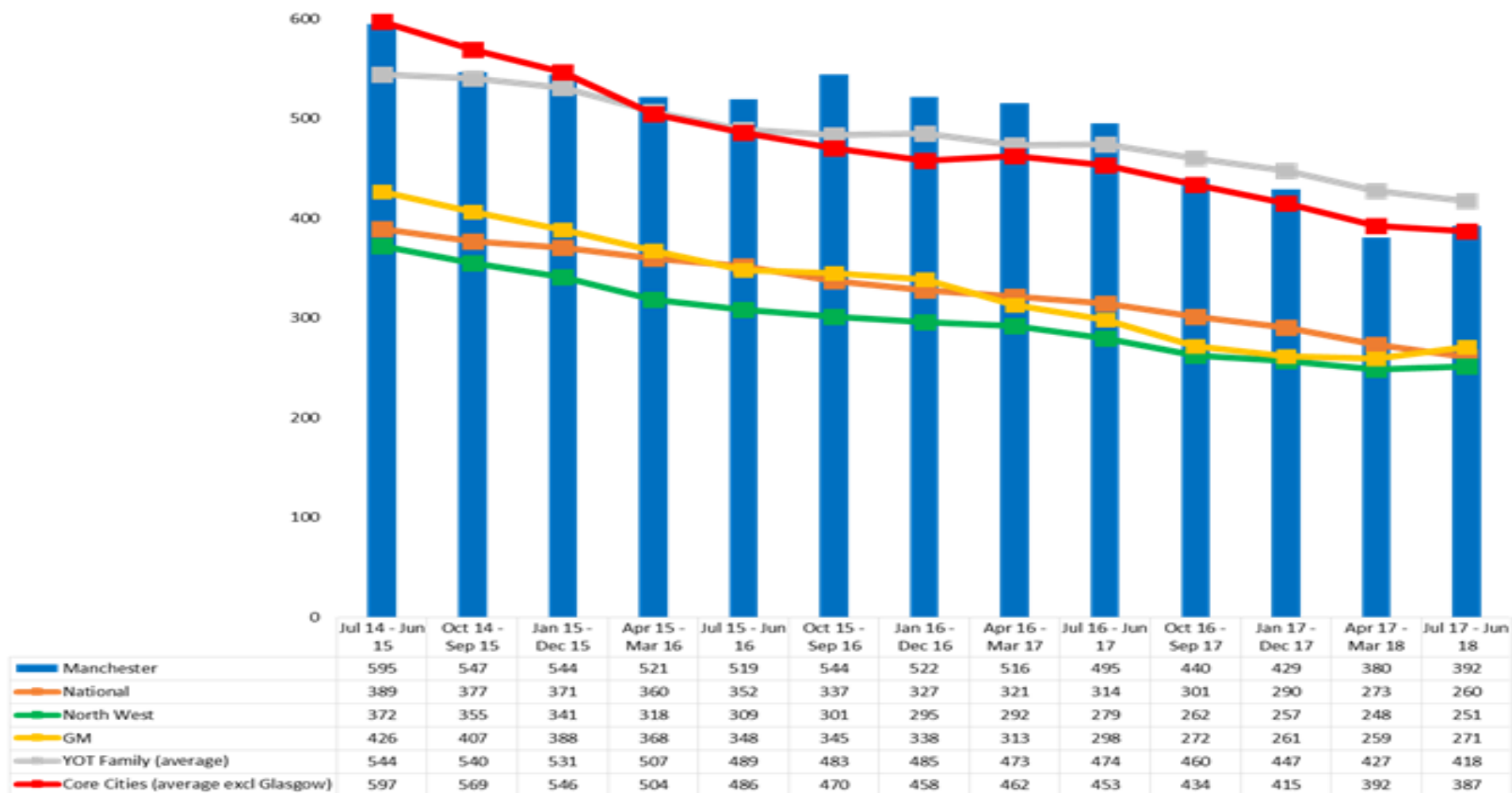
3.2 Manchester's Youth Justice Service and its partners continue to make good progress in reducing the number of young people entering the criminal justice system for the first time. These reductions have been steadily reducing and since 2013, there has been an overall reduction by 30%; which is attributed to effective joint work between the Youth Justice Service, the police and other partners. The Youth Justice Service also works with partners to provide early help, prevention and diversionary services for those children on the edge of offending and increasingly using restorative approaches to get the right outcomes for both the victim, the young person and the wider community. A consequence of reducing the number of children that do come into the Youth Justice system, is that those that become involved with the service are attributed to persistent and serious offending.



3.3 The Youth Justice Board (YJB) define First Time Entrants (FTE) as: *young people who receive a youth caution or court conviction for the first time within the period.* The current Youth Justice Business Plan target is to have an FTE rate of 399 – this is calculated based on the number of FTE per 100,000 of Manchester’s 10-17 year old population. The Service is on target to meet this rate.

Manchester's FTE rate alongside the following key comparator areas.

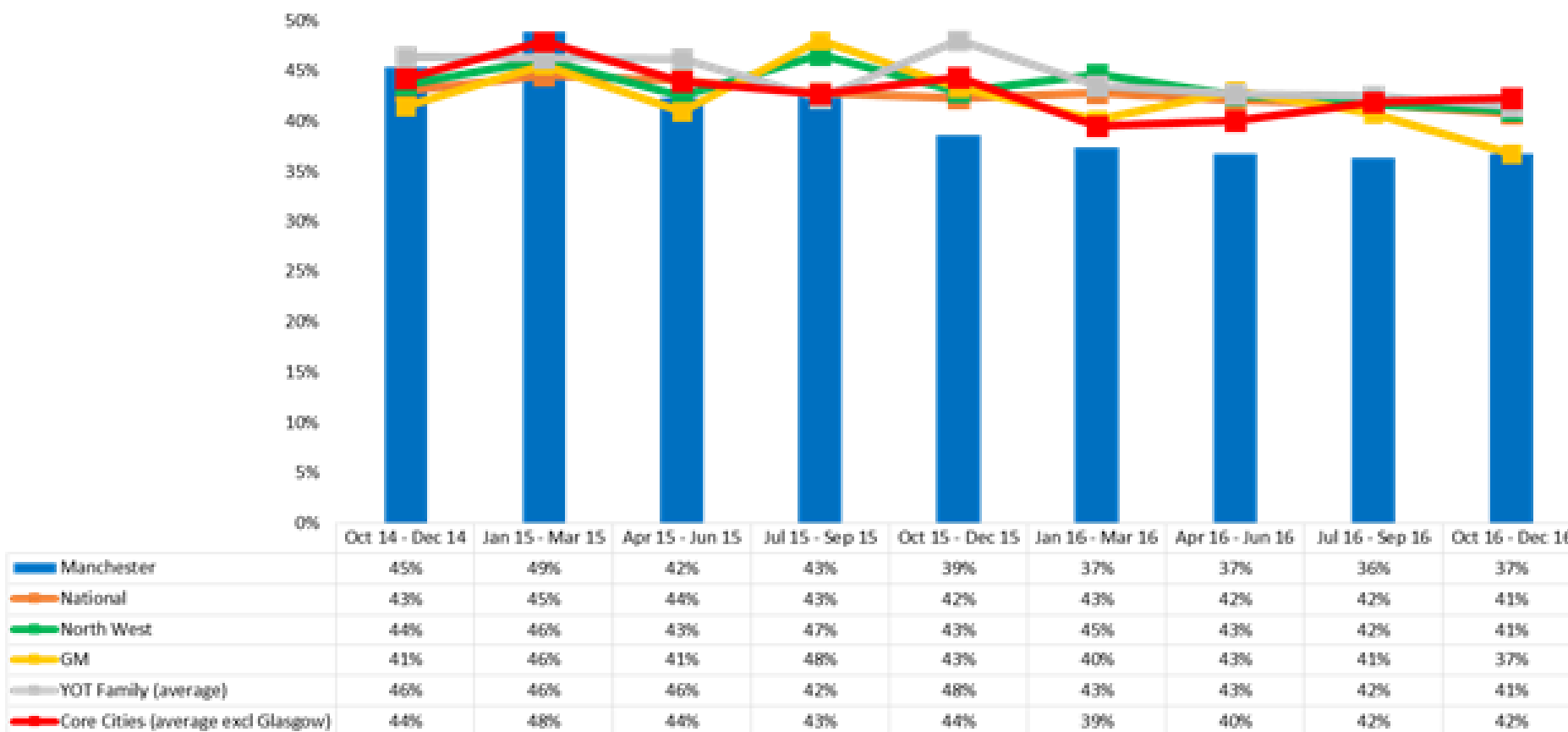
FTE:



3.4 Reducing Re-offending

Manchester's re-offending rates have reduced in recent years and the latest reoffending rate shows 8 percentage point reduction between 2014 and 2016, which is the latest release from the YJB (December 2018). Recent performance figures show that Manchester is performing better than most comparators:

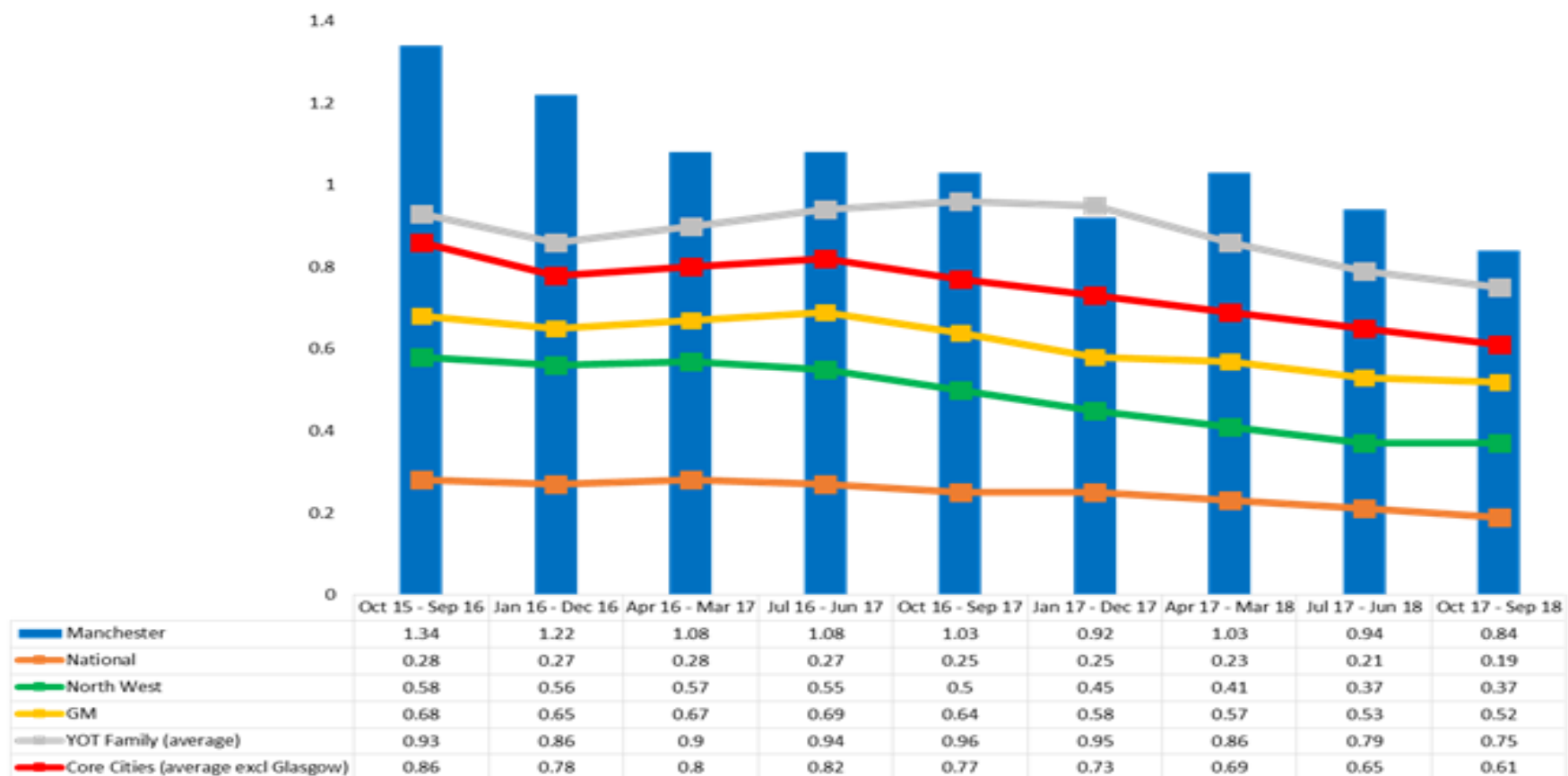
BINARY REOFFENDING:



3.5 Custody

The latest figures for Manchester and comparator areas show a continued reduction in the use of custody over the last three years although the rates in Manchester are comparatively higher and present a local challenge.

CUSTODY:



4. HMIP Inspection

4.1 Her Majesty's Inspectorate of Probation (HMIP) are the appropriate body that inspect Youth Justice Services across England and Wales. They last visited Manchester's Youth Justice Service in 2013 and inspected a small proportion of the caseload to produce a Short Quality Screening report which did not have a rating or grade. There were a range of findings and an action plan was drawn up to build on the recommendations in the report and was implemented. These included a complete review of the Childview case-management system by ICT who agreed to move the server for this system from Salford city council and into Manchester City Council. It was followed by a programme of re-training of all Youth Justice workers to improve the quality of recording and data. HMIP ran a two-day workshop for the management team on improving management oversight and the post of Quality Assurance and Performance Manager was introduced along with a programme of auditing casework.

4.2 The most recent HMIP inspection of Manchester Youth Justice Service was announced on 1st October 2018 following the development of a new inspection framework which was implemented in July 2018. This was only the second Full Joint Inspection undertaken nationally and included other inspectors from OFSTED, CQC (Health Inspectorate), Her Majesty's Inspectorate of Constabulary and Learning and Skills which took place over a two week period. A team of 7 inspectors arrived on 22nd October 2018 for one week followed by a second team of 7 inspectors including the specialist ones, two weeks later.

4.3 The inspectors measured the Youth Justice Service against three sets of standards known as Domains:

- Domain 1 - Organisational Delivery
- Domain 2 - Court Disposals
- Domain 3 - Out of Court Disposals.

Judgements about Domain 1 were largely informed by interviews, visits and focus groups with managers and partners. Judgements about Domains 2 and 3 are made primarily informed by casework following reading records and an interview with the case-manager and/or specialist workers.

The team of Inspectors viewed 71 cases and conducted a significant number of interviews with case-managers and partners. They also visited the Youth Justice Offices, Police Stations and a Pupil Referral Unit. They met with the Youth Justice Management Board, had a presentation from the Director of Children's Services and also held individual interviews with senior managers from partners including GMP, Health, Education, and Social Work.

5. Findings

5.1 Inspectors were generally positive in their findings about the management and leadership of the service and the strong partnership that supports the work of the service. They described the workforce as committed and saw that there is a good understanding of issues such as exploitation and gang influences. They judged as good the assessments and planning work on those children who had received court

orders and recognised that there is a wide range of resources and specialist workers available to respond to the needs of children and young people.

5.2 Inspectors were impressed with the work to identify levels of disproportionality affecting young people and commented on the good recognition of diversity factors in the lives of young people. As a new Out of Court Disposal Panel had been in place since June 2018, and the records inspected went back as far as December 2017, inspectors saw a mixed picture but could see the progress that had been made. They stated 'Early indications of the new out-of-court disposal arrangements developed with Greater Manchester Police are promising'.

Other strengths highlighted include:

- There is an effective Management Board with good representation and a clear understanding of frontline practice issues
- A strengths-based approach to working with children and young people is embedded in the service
- Partnerships are strong and the YJS is well supported to deliver high-quality services to children and young people.
- There is good recognition of the diversity factors in children and young people's lives
- There is good attention to building positive working relationships with children and young people as well as their parents/carers.

5.3 The inspectors' key criticism related to premises in North of the city which they described as unsuitable. The judgement was influenced by an incident outside the Youth Justice Office, which took place on the second day of the inspection and raised the anxieties of the staff group. Inspectors became aware of the incident and the suitability of the office base became a focus of investigation in discussions with case-workers; resulting in an 'inadequate' judgement for this area of the inspection. At the time of the inspection, caseloads were higher than usual as there were six vacancies. Inspectors judged that 'the vacancy level was too high to sustain a good enough service to children and young people'. They were also critical of the numbers of children who are not in full-time education, employment or training. NEET

5.4 Following the inspection, HMIP rated the following areas as Good:

- Governance and Leadership
- Partnership and Services
- Court Disposal Assessments
- Court Disposal Planning
- Out-of-Court Disposal Implementation and Delivery

Other areas of work were rated as requires improvement and one - 'Information and Facilities' was deemed inadequate due to the view that the inspectors took that the Fulmead premises were unsafe and unsuitable. The overall rating given to the Service is 'Requires Improvement'.

6. HMIP Recommendations

6.1 There are 5 recommendations in the report which was published on 1st February 2019:

1. Make sure that services are delivered in premises that are safe and accessible for children and young people, as well as staff
2. Make sure that there are sufficient staff in post to deliver high-quality services to children and young people
3. Make sure that children and young people receive effective support to improve their chances of success in education, training and employment, and increase the proportion who receive their full entitlement
4. Continue to develop out-of-court decision-making processes to make sure that effective joint decision-making is in place, and that children and young people and their parents/carers understand the implications of the disposal
5. Work with partner agencies to reduce the over-representation of black and minority ethnic children and young people in the custodial population.

6.2 An action plan to address the recommendations has been agreed and was submitted to HMIP on 11 February 2019. The key points are:

- New premises to be found by Corporate Property for the North and ISS teams by 31.03.19.
- Recruitment processes to be reviewed by HROD by 28.02.19.
- Education, Work and Skills Managers to Youth Justice to improve education outcomes for children and young people over the next 6 months.
- The new 'Out of Court' process to be sustained and developed further over next 3 months
- Levels of disproportionality within the caseload will continue to be monitored and highlighted by the Youth Justice Service particularly to education, police and courts.

In addition, there will be a focus on strengthening management oversight, audit and quality assurance of the work of the service which will be monitored through the Director's Performance Clinic and overseen by the Youth Justice Management Board

7. Review of the Youth Justice Service

7.1 A full review of the Youth Justice Service had been planned in October 2018 and was postponed due to the inspection announcement. The review is an opportunity to consider how we develop and deliver a Youth Justice Service that reflects the key issues, trends and enables us to respond to challenges. It builds on the learning from the recent national review (Charlie Taylor Report) and will position the service to delivery an aspirational offer as part of our prevention, diversion and desistance work.

7.2 The numbers of children and young people in Manchester appearing in court for the most serious offences remains high and custody is inevitable in some of these

cases. Whilst the use of custody has reduced, it is still higher than other parts of the country many of whom have similar levels of serious youth violence and crime. The work to review the Youth Justice Service is to ensure that the services provided are robust enough to have credibility with the Courts and successful in engaging some of the most challenging and challenged young people in interventions to address their offending behaviour, improve their life-chances and motivate them to enter into sustainable education, training or employment.

7.3 Following the publication of the inspections findings and the announcement of the review of the Service, there has been a recent full-staff event to allow all who work in the service to share their views on the inspectors findings and ideas on how to improve the outcomes of the services provided. There are also planned consultation with a wide group including case-managers, secondees and specialists who work within the service as well as children and young people. Further consultation with the Youth Justice Management Board (which has both statutory and non-statutory partner representation) will inform future changes.

7.4 The work to improve levels of school attendance and attainment and to reduce the number of NEET young people who are on the caseload is a priority going forward. The recent focus has been on the high numbers of children and young people with Special Education Needs and Disabilities (SEND) as well as the significant proportion of those with communication difficulties. As a result, the Service has now got a highly trained workforce who recognise SEND and know how to access the right support for young people. The Youth Justice Service was awarded a Quality Leadership Award in November for this work and Vanessa O'Dare, Team Manager, is to be awarded with a Butler Trust Award by Princess Anne at St James Palace for her work and leadership on SEND. The Service also won the national Shine a Light award, 'Youth Justice Service of the Year 2018', for the work to improve speech and communication of young people in the criminal justice system.

8. Developments in Youth Justice Services across Greater Manchester

8.1 Manchester Youth Justice continues to work collaboratively with the other 8 services in Manchester and GMCA. Key outcomes from this work include:

- Continuation of the Safeguarding Social Work post at HMYOI Wetherby
- Joint service for the merged Magistrates courts from Manchester, Salford, Trafford, Rochdale and Bury
- Jointly commissioned Appropriate Adults Service in Police Custody
- GMCA Funded AIM training on Sexually Harmful Behaviour
- Increased health funding for Speech and Language Therapy

9. Summary

9.1 The Youth Justice Service continues to make good progress with regards to reducing the numbers of children and young people coming into the criminal justice system for the first time. Casework and interventions provided are having a positive impact on reoffending rates. However, levels of serious youth violence in the city mean that too many young people are serving custodial sentences and more work is

needed across the partnership to address this. The recent inspection has highlighted some key areas for improvement and together with the recommendations from the report and the current review of the service, these are a priority for the Management Board and the Head of Service to deliver.