

FINAL DRAFT V4

Annex A – Torbay Youth Justice Plan

Service	Torbay Youth Justice Service
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1. Introduction, Vision and Strategy

Introduction by Chair of Torbay Youth Justice Board

As the newly appointed chair of Torbay Youth Justice Service Strategic Management Board, I am pleased to present the Youth Justice Plan for 2022-23. It has been developed with the partners represented at both the Strategic and Operational Management Boards, the staff team and based on the feedback from young people, parents, victims and the wider community.

This year we have created a new vision and set of priorities for the service which are intended to continue to drive improvements in performance and practice.

I am particularly pleased to note our focus on a 'Child First' and Trauma Recovery Model approaches to working with young people who come to the attention of the justice system as there is now a clear and growing evidence base that this approach works better than any other as evidenced by our low rates of reoffending and high percentage of those diverted from the formal youth disposals.

The Youth Justice Plan has been produced to describe the services contribution to achieving both national targets set by the Youth Justice Board and meeting the ambitions of the Torbay Community and Corporate Plan and the Devon and Cornwall Police and Crime Plan 2021-25.

Legal Framework

The Crime and Disorder Act 1998 (Section 39) introduced the statutory requirement for local authorities to establish Youth Offending Teams (YOTs) in their area, requiring the involvement of the local authority, Police, Health and Probation – the statutory partners.

The responsible local authority is also required, under Section 40, after consultation with partner agencies, to publish a Youth Justice Plan each year outlining the composition of and funding for their YOT. This includes the steps taken to encourage children not to commit criminal offences. This document is the required Youth Justice Plan for Torbay.

The legislation refers to Youth 'Offending' Teams and youth 'offenders' this language has been replaced by updated guidance from the Youth Justice Board (YJB) as part of their Child First approach to stop labelling children as offenders and now refers to local services as youth justice services, although the primary legislation has not been changed. The Child First model is based on evidence and research that shows a positive, pro social approach focussing on the child's strengths and capabilities is the most likely to result in desistance from offending.

Vision

Torbay's vision is to: -

'Keep young people and their communities safe by working in collaboration with other services to help children recognise and repair the impact of harmful behaviour and develop a positive future'.

Strategic Priorities

The following strategic priorities have been agreed as part of the consultation for this Youth Justice Plan and will be the basis for the Service Improvement Plan for the next year: -

- Child First approach to all we do
- Secure access to suitable child friendly, safe, accessible premises for delivery of face-to-face work
- Further development of Trauma Recovery Model (TRM) through an Enhanced Case Management (ECM) approach with CAMHS.
- Review the role and provision of CAMHS to the Youth Justice Service
- Increase Targeted Prevention and Early Intervention work with those coming to the attention of the youth justice systems
- Ensuring children in the youth justice system are in appropriate education, training or employment
- Swifter Justice - reduce delays across whole youth justice system
- Hear and respond to the voice of the child and carers not only in the delivery of their intervention but in the development of the service.

- More positive activities and opportunities for children and young people.
- Improve the visibility and understanding of Youth Justice Service work – telling the good stories of children & the work of the YJS
- Be Victim focussed in all we do and develop further our restorative offer
- Improve communication between the Management Boards and the staff team.
- Improve the quality and quantity of data and analysis to ensure the board and the service is meeting the needs of children
- Revise and update quality assurance framework for the service
- To form and sustain working arrangements with all partnerships and service providers to ensure that children receive coordinated support that meets their needs.

2. Local Context

Torbay is located on the South Devon coastline and covers three district communities: Torquay, Brixham and Paignton. Torbay faces challenges typically associated with larger urban areas: these coupled with its coastal location, compound both the challenges and sensitivities of its economy. Torbay comprises areas with significant material wealth alongside areas of deprivation. Torbay is ranked the 48th most deprived district in England, with 36,691 people living in the bottom 20% most deprived areas, equating to 27.4% of the population. The most deprived areas tend to be primarily concentrated around the centres of each of the three towns.

The collective population is 136,264 (2019 mid-year population estimate) of which 25,559 are children. There are 11900 young people aged 10 – 17yrs of age.

The health and wellbeing of children in Torbay is mixed compared with the England average. Infant and child mortality rates are similar to the England average. Children in Torbay have average levels of obesity: 9.5% of children aged 4-5 years and 18.0% of children aged 10-11 years are classified as obese. Admissions for children for mental health conditions and self-harm were higher than England average in 2015/16.

In November 2021, the Care Quality Commission (CQC) Inspection of Special Educational Needs and Disability (SEND) services in Torbay identified significant areas of weakness and required the local authority and the Clinical Commissioning Group (CCG) to submit a Written Statement of Action (WSOA) to address the concerns raised.

Torbay Youth Justice Service was recognised in the CQC inspection as having an area of good practice using its Speech and Language Therapist (SALT) to assess children's communication skills before an intervention programme is implemented. The service is working towards achieving a Youth Justice SEND Quality Mark by June 2022.

3. Child First

Torbay Youth Justice Service (TYJS) supports the Youth Justice Board's (YJB) vision of a 'Child First' youth justice system, which they define as a system where all services: -

- Prioritise the best interests of children and recognising their particular needs, capacities, rights and potential. All work is child-focused, developmentally informed, acknowledges structural barriers and meets responsibilities towards children.
- Promote children's individual strengths and capacities to develop their pro-social identity for sustainable desistance, leading to safer communities and fewer victims. All work is constructive and future-focused, built on supportive relationships that empower children to fulfil their potential and make positive contributions to society.

- Encourage children’s active participation, engagement and wider social inclusion. All work is a meaningful collaboration with children and their carers.
- Promote a childhood removed from the justice system, using pre-emptive prevention, diversion and minimal intervention. All work minimises criminogenic stigma from contact with the system.

Child First approach is a priority in this plan as evidence supports this as the best approach to achieve better child outcomes. Much of this is explored in the research by Loughborough University alongside UKRI, Child First Justice – the research evidence base. You may access the summary report [here](#)

4. Voice of the Child

Torbay Youth Justice Service gathers feedback from children in a variety of different ways including

- Self-Assessment Questionnaires (SAQ) are completed by the child and separately by their parent or carer at the start, review and the end of orders. These are used to gather data to help inform assessment but also the development of an intervention plan to be agreed with the child as part of a co-created plan.
- Your View Matters Surveys – these are more general feedback forms to gather data about the child’s overall perception of the quality of the service they received including things such as timeliness, location of delivery and did it make a difference.
- Children have been involved in the development of information and leaflets for children using the service the first stage has been developing information about the Out of Court disposals system and processes in child friendly language. This has been produced in collaboration with a local media agency ‘Sound Communities’ and is currently being trialled with a wider group of children.

The service has recognised that it needs to improve the consistency and useability of feedback from children to inform both staff and the Strategic Management Board on a more regular basis. We have created a small working group to improve the service feedback structures and processes and we are currently negotiation to reallocate staff time to lead on Feedback and Participation for children, parents, and victims. It is intended to make all feedback forms electronic to accessibility, confidentiality and increase the ease of data analysis from the current paper only format.

5. Governance, Leadership, and Partnership arrangements

Torbay Youth Justice Service has a two-tier governance structure with a Strategic Management Board made up of senior officers for all statutory partners and representatives of wider partnership at the appropriate level as described by the YJB guidance (see appendix 1 for membership list). In January 2022 Superintendent Ed Wright, Devon and Cornwall Police was elected as chair of the Strategic Board, subsequently the membership and the Terms of Reference (ToR) were both refreshed making clearer the roles and accountabilities of the Strategic Management Board members. The revised ToR has a provision to appoint a vice chair and Siobhan Grady Senior Commissioning Manager NHS Devon has been elected.

In March 2022, a new Vision and set of priorities were agreed at the Board following consultation with the staff team and the Operational Board. This Board also agreed to change the name of the Service to Torbay Youth Justice Service to remove the word ‘Offending’ from the title in line with the Child First approach.

Torbay Youth Justice Service’s second tier of governance is an Operational Management Board made up of officers and representatives from the organisations from the wider partnership. It has its own Terms of Reference, which in summary is to put into operation the vision and priorities of the Strategic Board.

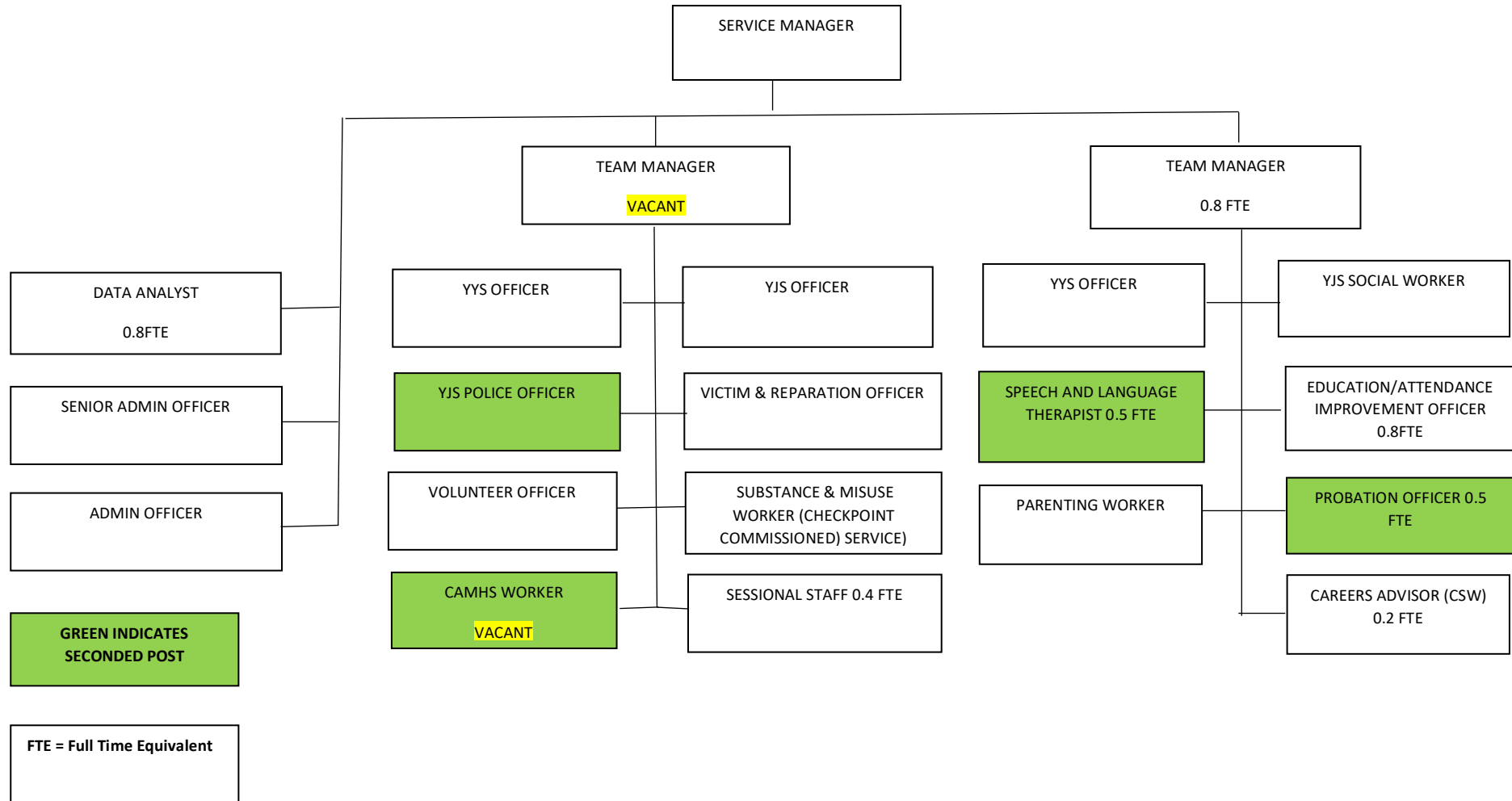
The Operational Board is chaired by Victoria McGeough the Partnership Lead for Safer Communities, Torbay Council.

Attendance and participation at both boards is good and the chair of the Operational Board updates the Strategic Board at each meeting. All statutory partners are actively engaged in the boards and have allocated appropriate resources to the Youth Justice Service.

The Youth Justice Service Manager reports to both the Chair of the Strategic Board for service accountability matters and to the Director of Children's Services as the employing body for the Service Manager and all non-seconded staff.

A staffing structure is provided below.

Torbay Youth Justice Service Staff Structure



6. Resources and Services

The Strategic Management Board has agreed in principle the **DRAFT** budget set out below but at the time of writing this plan the YJB grant had not been confirmed.

DRAFT BUDGET 2022-23

Expenditure

Staffing	618,100
Training	1,500
Rent	3,000
Service Provision	42,800
Travel	1,700
Communications	700
Other expenses	2,600
Support to families	500
TOTAL	670.900

Income

Torbay Local Authority	248,400
YJB Grant	209,300
PCC	65,100
PCC (Serious Violence Grant)	15,000
NHS (Trauma Champion Grant)	22,800
NHS	16,300
Probation Service	5,000
Carry Forward underspend 2021-2	89,000
TOTAL	670.900

In Kind contributions

The service is in receipt of non-cash resources in the form of seconded staff from the statutory partner organisations which support the multi-agency approach of the service.

Organisation	Contribution	In Kind cost
Probation Service	Probation Officer 0.5 FTE	22,793
Devon and Cornwall Police	Police Officer	41,130
NHS Devon	CAMHS* and SALT workers	64,073
TOTAL	FTE 3	127,996

*CAMHS role currently vacant.

The budget has been revised following the changes to the staffing structure following the HMIP inspection recommendation to appoint a Service Manager. The budget has also absorbed the reduction of local authority resources for the two service administrator posts which were being funded by Children's Services. The Strategic Management Board has also approved increasing the services Data Analyst time from 0.5 FTE to full time, with one day per week funded by Community Safety. The budget has been restructured to meet these costs but has only been balanced through the use of underspend from 2021-2 totalling £89,000.

The service is also looking to find a new central location in Torquay for face-to-face delivery to young people this will possibly involve additional costs which will need to be identified.

Staffing remains the largest expenditure for the service totalling 92% of the budget which is believed to be high for a youth justice service, but no national comparators are available.

7. Progress on previous plan (Page 10 of the Guidance)

The Youth Justice Plan for 2021-2 primarily focused on the delivery of the improvement plan following the [Her Majesty's Inspectorate of Probation \(HMIP\) inspection report](#) in March 2021. This report overall judged the service as 'Requires Improvement' but within that rating there was a wide variety of quality observed. Pleasingly the services work with children who are sentenced through a court, which was the largest number of children at that time, were judged as 'Outstanding' in all categories. However, the local Out of Court Disposal system was judged as 'Inadequate' in all categories. The only other area judged as Inadequate was 'Strategic Leadership' and the report made a number of recommendations to improve the capacity, knowledge and understanding of the work of the service by its strategic leaders.

Two Improvement Plans were devised following the inspection report the first being the overall HMIP Inspection Improvement Plan and a secondary one covering the Out of Court Disposal Improvement Plan given that areas overall Inadequate rating. Both Plans have been regularly updated and reported to the Youth Justice Service Management Board see [Appendix 3](#) for a summary.

8. Performance and Priorities and Offending Numbers

The number of Torbay children who received an outcome for an offence in 2021/22 was the highest recorded over the last four years, an increase of 18 (22.5%) on 2020/21. This includes all outcomes including diversionary outcomes such as Community Resolutions and Deferred Prosecutions (Outcome 22), Pre-Court substantive outcomes (Youth Cautions and Youth Conditional Cautions), first tier outcomes (e.g., Referral Orders and Fines), community outcomes (e.g., Youth Rehabilitation Orders), and through to custodial sentences such as Detention and Training Orders.

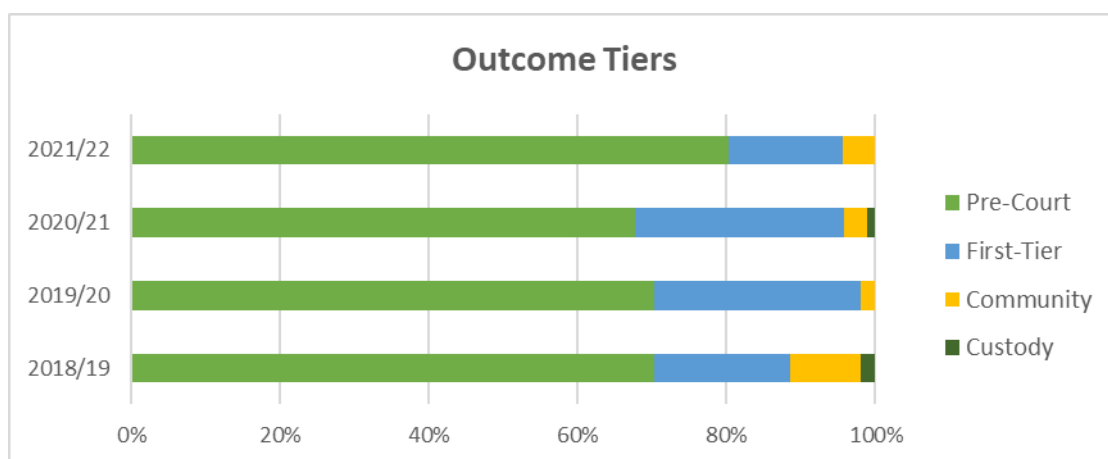


A possible reason for this increase is the impact of COVID restrictions on offending in 2020/21.

Despite the increase in number of offenders, the number of offences remained static. The number of offences per offender decreased from 2.03 in 2020/21 to 1.63 in 2021/22, highlighting the impact of more prolific offenders in 2020/21.

A higher proportion of children were diverted away from the formal Youth Justice System in 2021/22 than at any point in the previous four years. The table and chart below show that 80% of outcomes were within the pre-court tier, an increase of 12 percentage points on the year before. This has had a positive impact on the number of First Time Entrants in Torbay.

There were no custodial sentences.

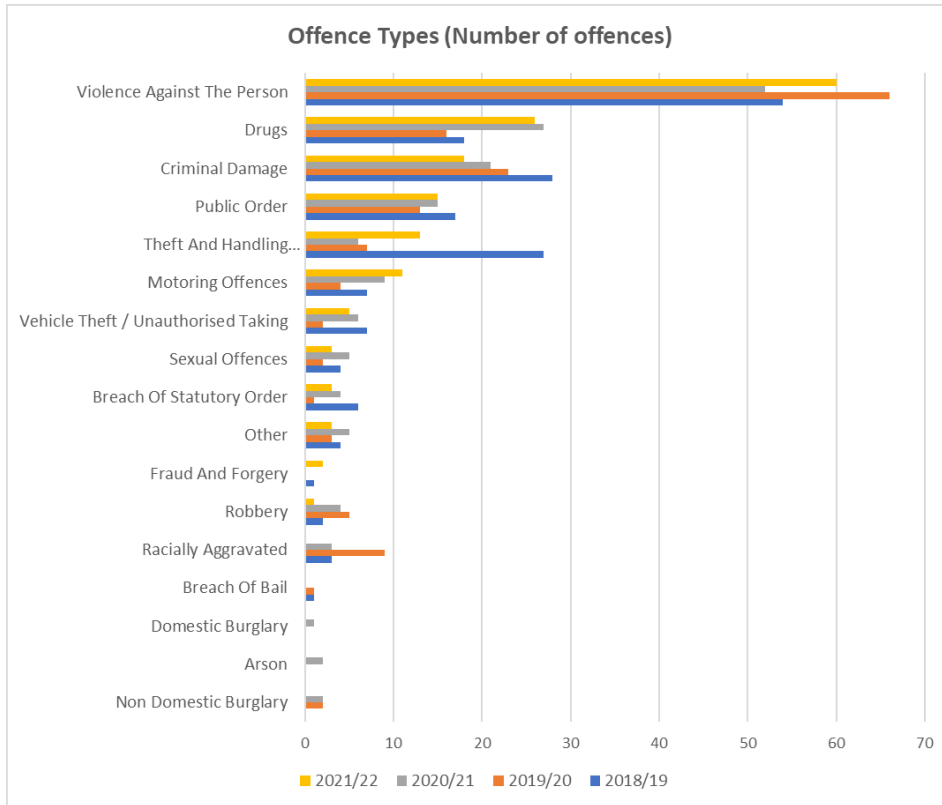


Year	Pre-Court	First-Tier	Community	Custody	Total
2018/19	73	19	10	2	104
2019/20	73	29	2		104
2020/21	63	26	3	1	93
2021/22	90	17	5		112

Offending Behaviour

Violent offences continue to be the most common crime type for 2021/22 accounting for 37.5% of all offending. The next most frequent categories of offence were again Drugs (16.3%), Criminal Damage (11.3%), and Public Order (9.4%).

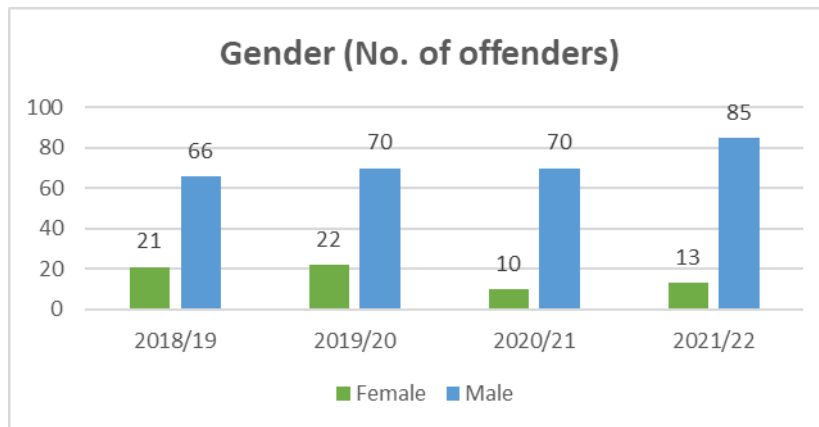
The proportion of Theft and Handling Stolen Goods offences increased from 3.7% to 8.1% as lockdown restrictions eased.



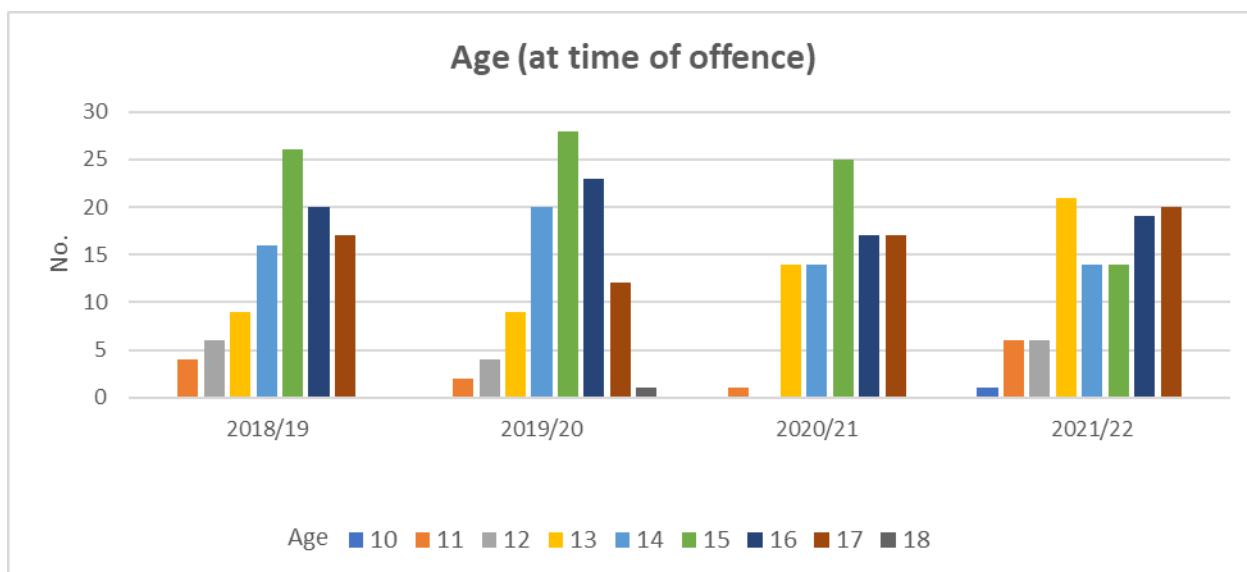
Offending Profile

The children receiving an outcome for committing an offence are predominately male (87%) which is a similar percentage to the year before (88%).

As with most other areas, females are under-represented (13%) and this is much lower than in 2018/19 when they accounted for 24% of outcomes – a decrease of 38%.



The age profile of Torbay children has remained constant for several years but there was an increase in younger children offending in 2021/22. The biggest increase was in the number of 13-year-old children from 14 (20/21) to 21 (21/22).



For outcomes in 2020/21, 19% of children were aged 10-13 at the time of the offence, this proportion increased to 35% for those children in 2021/22.

However, all these 34 children were diverted from the formal youth justice system with the majority (32) receiving a non-substantive outcome (Community Resolution or Outcome 22) thereby preventing them from becoming a First Time Entrant.

The table below shows the children who received an outcome by ethnic group over the last four years. Due to small numbers, it has been decided to aggregate data for children from the Asian, Black, Mixed and Other ethnic groups into the BAME (Black and Minority Ethnic) group, as per the YJB guidance in their ethnic disproportionality tools.

Ethnic Group	2018/19	2019/20	2020/21	2021/22
Black, Asian or Minority Ethnic (BAME)	2%	3%	1%	3%
Information Unavailable	3%	1%	1%	0%
White	94%	96%	98%	97%

White children make up of 97% of the offending population and 96% of the local 10-17 year-old population, a small over representation.

Black, Asian, or Minority Ethnic group children make up 3% of the offending population and 4% of the local 10-17 year-old population, a small under representation.

YJS Cohort

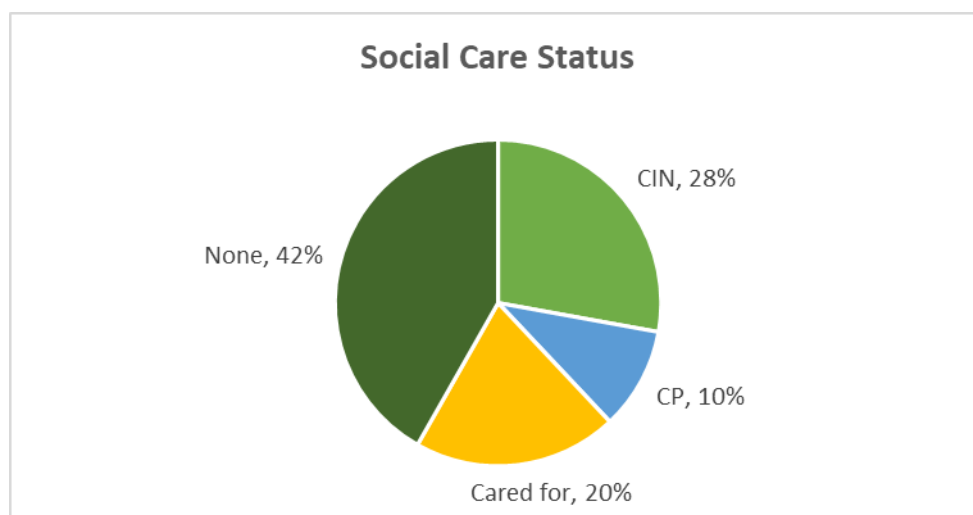
In 2021/22 Torbay YJS delivered a total of 79 interventions to 64 children who had committed an offence:

- 30 diversionary interventions (Community Resolution with Intervention or Outcome 22)
- 20 pre-court substantive outcomes (Youth Caution or Youth Conditional Caution)
- 27 court ordered interventions (Referral Order or Youth Rehabilitation Order)
- 1 post custody licence programme
- 1 Section 226B Custody

The full breakdown is shown in the table below:

Intervention Type	No.	%
Community Resolution	16	20%
Outcome 22 (Diversionary, Educational or Intervention Activity)	14	18%
Youth Caution	4	5%
Youth Conditional Caution	16	20%
Referral Order	20	25%
Youth Rehabilitation Order	7	9%
DTO Post Custody/Licence Programme	1	1%
Section 226b Custody	1	1%
Grand Total	79	100%

Over half of the children who received an intervention from the YJS were also open to Children’s Social Care (58%). The chart below shows 28% had a Children in Need plan, 10% a Child Protection Plan, and 20% were cared for children.



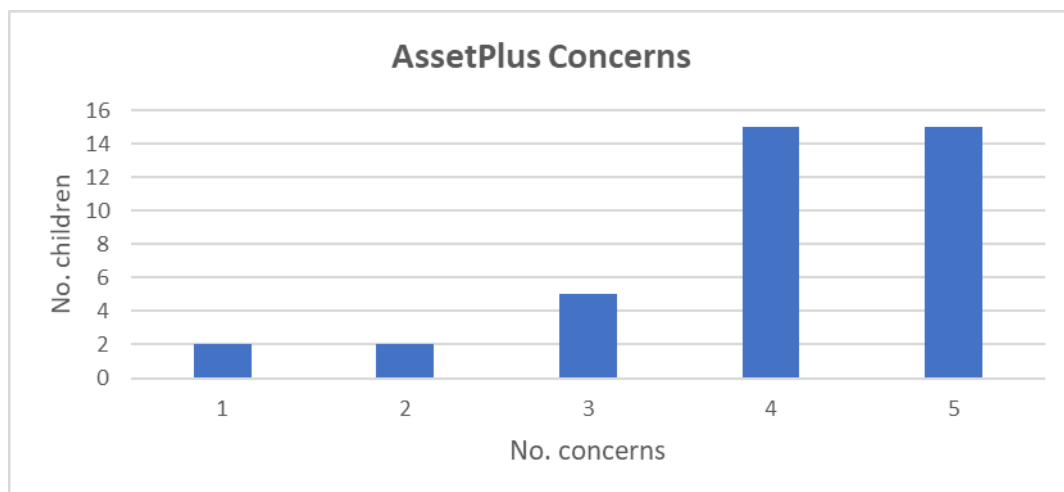
The large proportion of children and their families who are receiving additional support from Children’s Services highlights the vulnerable nature of many of the children the service works with. Torbay YJS and Torbay Children’s Services are working to improve joint planning and working relationships through increased sharing of assessments, planning and risk management systems and processes. Early in 2022-3 Torbay YJS will agree a formal threshold and referral mechanism for prevention work and it is envisaged that a high proportion will be children that are likely to be coming to the attention of Children’s Services but not yet being offered a service.

Further analysis of the types of risks and vulnerabilities the children who are referred to Torbay YJS experience is possible through the Asset Plus assessment. This assessment and intervention planning framework is used for all Youth Conditional Cautions, Referral Orders, Youth Rehabilitation Orders and Custodial interventions and allows professionals to focus plans to improve outcomes for children and young people and tailor them to their individual needs.

In 2021/22 39 children had an open Asset Plus assessment. Youth justice officers working with these children identified the following concerns in the ASSET Plus assessment. The percentages do not necessarily relate to a formal diagnosis but are a useful indicator of the varying needs and concerns of the children worked with.

- **62%** Special Educational Needs or Disabilities
- **72%** Physical health concerns or disability
- **87%** Mental health concerns
- **85%** Substance misuse concerns
- **95%** Speech, Language, Communication and Neuro-disability concerns

The chart below shows the number of these concerns each individual child was experiencing, with 77% of children presenting with 4 or 5.



Education, Training and Employment

Education review meetings are held every 4 - 6 weeks with Torbay Councils Head of SEND, Head of Vulnerable Pupils and Careers South West when the education placements of the entire Youth Justice Service group of children is reviewed. Actions are agreed to address any gaps or changing circumstances to ensure that children are in appropriate forms of education, training or employment.

At the start of their interventions 72% of the children were receiving full time Education, Training or Employment, 19% were registered with a provider but not meeting the required number of hours, and 9% were NEET. Of the 7 children who were NEET the YOT supported 5 of them to return to Education, Training or Employment by the end of their intervention.

The table below shows the breakdown by type of establishment:

Establishment Type	No.	%
Alternative Provision	26	33%
Adult Education	17	22%
Mainstream School	16	20%
Employed (Working)	11	14%
NEET	7	9%
At School DTO Unit	2	3%

There is an over-representation in the YJS cohort of children who are not in mainstream education, with 33% registered with an alternative provision at the start of their intervention. In addition, half of those children were not receiving their full 25 hours.

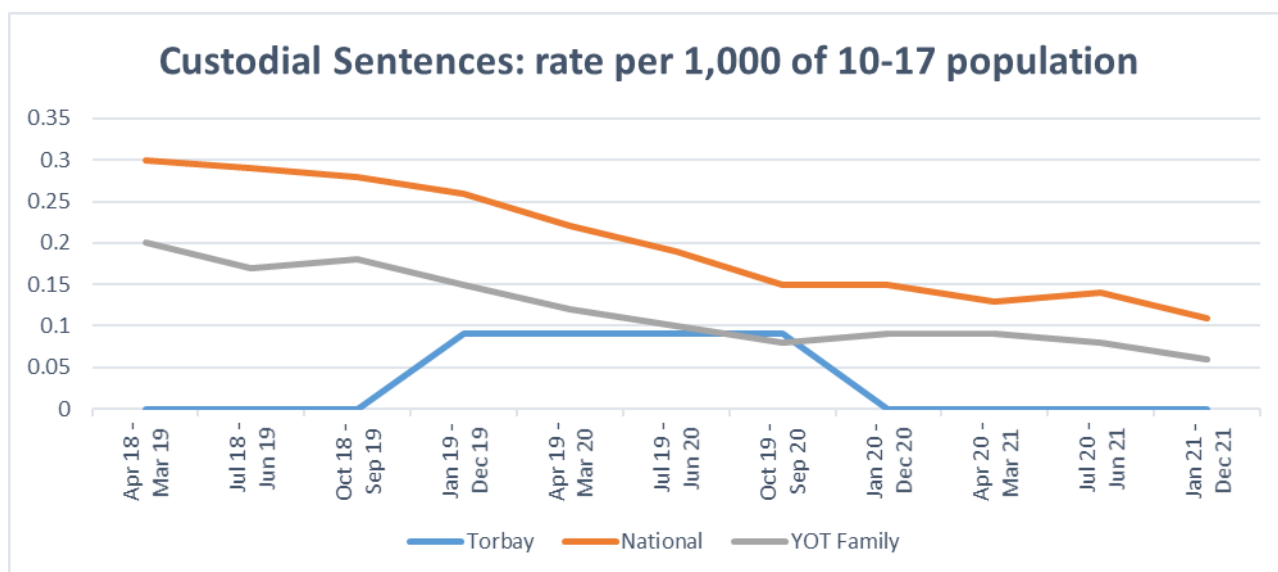
9 of the children in alternative provisions had been permanently excluded from a mainstream education.

A large proportion of the young people who the YJS work with have an EHCP – 45.3% in 2021/22.

Key Performance Indicators

Use of Custody

The indicator uses case level data from the YJ Application Framework (historic data - YJMIS) and is the number of custodial sentences in the period given to children with a local residence aged under 18 years on the date of their first hearing related to the outcome. This data is presented as a rate per 1,000 children in the 10 to 17 local general population.

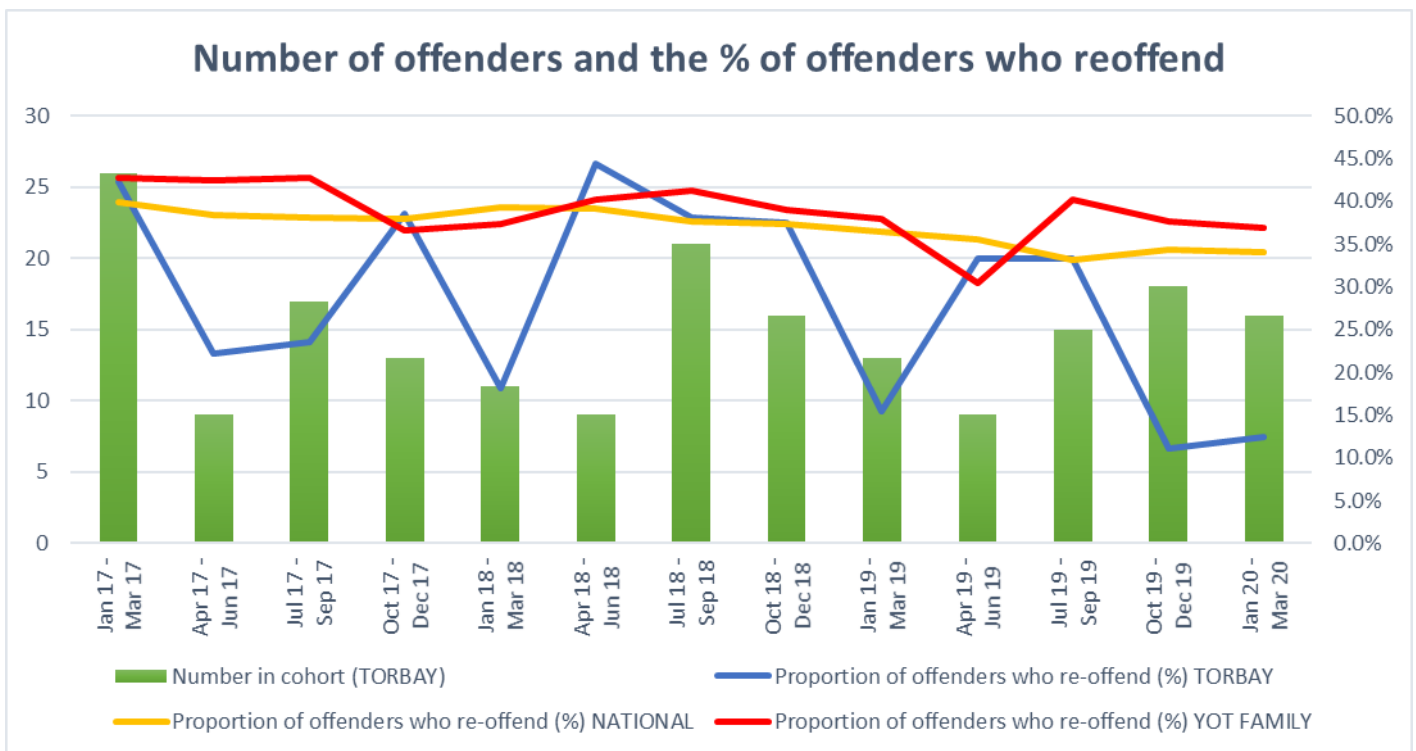


This is historically an area of strong performance for Torbay YJS with the Use of Custody rate consistently below that of the family group and national. Torbay YJS achieved its target to remain below both comparators and there were no custodial sentences in 2021/22.

Reoffending

Binary Rate

The data for this indicator comes from the Police National Computer and is published by the Ministry of Justice (MoJ). The cohort consists of all children and young people who received a pre-court or court disposal or were released from custody in that date range. The Ministry of Justice changed the methodology for measuring reoffending in October 2017 to align the measure with that used for adult reoffending. Under the new methodology, a three-month cohort rather than a 12-month cohort is used. The cohort is still tracked over 12 months. Changing from 12-month cohorts to three-month cohorts results in a greater proportion of prolific offenders and hence higher reoffending rates, though both measures show similar trends over time.

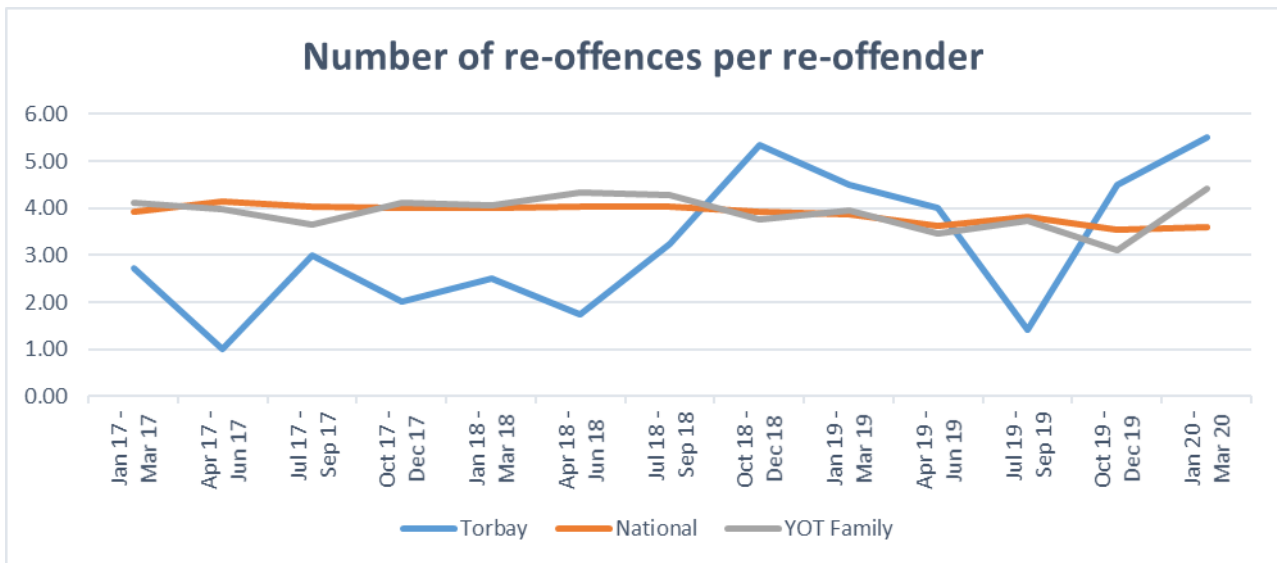


Torbay YJS's binary rate of reoffending for the most recent cohort (12.5%) continues to be significantly below that of the family group of YOTs (36.9%) and the national average (34.0%).

The aspiration for Torbay YJS is to remain below both of these comparators over the next 12 months.

Frequency rate

This data also comes from the Police National Computer and is published by the MoJ. The frequency rate of reoffending calculates how many re-offences are committed by each reoffender. Due to Torbay's small cohort size this rate is susceptible to large variances as one or two prolific offenders can have a large impact on the overall rate, as is the case with the most recent two periods.



Torbay YJS targeted to perform better than the family group of YOTs but has not achieved this in the most recent data published. It is worth noting though that over a longer period with 12-month cohorts (Apr19-Mar20) the rate for Torbay (3.25) was better than the family group (3.68) and national (3.64).

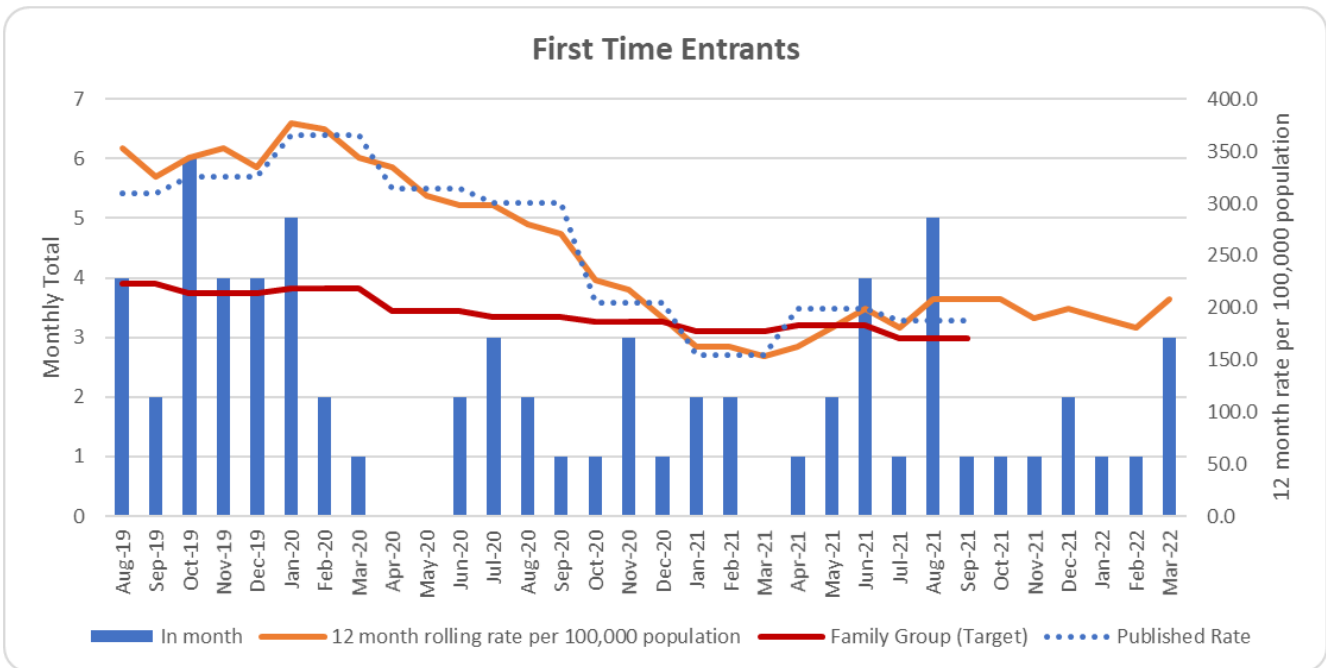
The small number of children in each cohort means that this indicator is susceptible to volatility for Torbay YJS. One or two prolific offenders can have a large impact on the overall rate as was the case for the cohorts between Oct19 and Mar 20.

The target for Torbay is to remain below the national and family group rates and to introduce the use of the live re-offending tracker so more timely data can be utilised at both an operational and strategic level.

First Time Entrants

The data for this indicator comes from both the local case management system (orange line) and the Police National Computer and is published by the MoJ (published rate and comparators). The data is shown in rolling full years for the 12 months to March, July, September, and December of each year. First Time Entrants are children who receive a youth caution or court conviction for the first time within the period.

Historically this has been an area of poor performance for Torbay YJS, with the rate consistently above the family group and national. At its peak in the 12 months to March 2020 Torbay's published rate per 100,000 10-17 year old population was 364. The family group was 170 and the national was 207. The most recently published data to September 2021 shows that this has decreased by 48.5% to 188, which is much closer to the family group rate of 170 and the national rate of 154.



Improvements to the pre-court processes in Torbay have helped to reduce the number of First Time Entrants and deliver better outcomes for local children. All decisions that could potentially result in a young person becoming a First Time Entrant are now made at the multi-agency pre-court panel which sits weekly. As such no single agency Youth Cautions are administered, and an assessment is completed prior to decision making with representatives from YJS, Police, Social Care, Education, Victim Support and CAMHS all sharing relevant information to aid the decision making process.

Torbay YJS is also using Outcome 22 (Deferred Prosecution) as a pre-court outcome and this has played a useful part in reducing the number of FTEs. As this outcome does not require an admission of guilt, but a willingness to work with support services, children who had not submitted a plea can now be diverted away from the formal youth justice service where previously they may have gone to court.

Victims

Torbay YJS has a dedicated Community Reparation and Victim Worker who offers support to the victims of crime, and restorative processes to put right the harm they have experienced, if desired.

During the last 12 months 52 victims were identified and offered support. Of these 13 felt they would benefit from restorative intervention.

Torbay is looking to develop and improve on our offer to victims by re-launching a victim satisfaction survey so that their views can be used to inform and shape our service.

Prevention

The YJB defines Prevention as support and intervention with children (and their parents/carers) who may be displaying behaviours which may indicate underlying needs or vulnerability. In practice this involves a tiered approach of early and targeted prevention. The aim being to address unmet needs, safeguard, promote positive outcomes and stop children entering the formal youth justice system.

In 2021-22 Torbay Youth Justice Service has provided Targeted Prevention support to 21 children. This work has mainly been with children who have committed Harmful Sexual Behaviour (HSB) but have not been charged but are willing to engage in a therapeutic prevention programme. Children may also be offered a service if they are high risk of criminal exploitation and or involved in a high level of Anti-Social Behaviour (ASB) and are assessed as likely to enter the formal youth justice system if prevention work is not offered.

Diversion

The YJB defines Diversion as children receiving an alternative outcome that does not result in a criminal record but has an element of support and intervention, so they do not re-offend and avoids escalation into the formal youth justice system.

A key priority for Torbay YJS has been to reduce the number of First Time Entrants (FTE's) into the formal youth justice by increased use of diversionary interventions where appropriate. (See First Time Entrants above).

More children in 2021/22, than in any other year, were supported in the pre-court tier with a large proportion of these being Community Resolutions or No Further Action – Outcome 22. Indeed, 38% of all interventions delivered by the Torbay YJS with a linked offence were of a diversionary nature.

In addition to these YJS delivered interventions, 26 children were diverted through Police facilitated Community Resolutions.

Parenting Programmes

In addition to supporting children Torbay YJS also provides voluntary interventions to parents when required. In 2021/22 39 parents benefitted from support provided by the YJS' Parenting Worker. The aim of parenting interventions is to improve their relationships with their children, reduce negative factors, and strengthen positive factors.

Serious Violence

The development and delivery of the local response to the Serious Violence Duty in Torbay is through the Community Safety Partnership (CSP). As a member of the CSP and as a specified authority under the Duty, the YJS will work with other specified authorities and key partners to develop Torbay's response under the Duty.

A key aspect of the YJS role will be to contribute to the development of the local strategic needs assessment through provision and analysis of data. The strategic needs assessment is key to developing understanding of the local profile in relation to serious violence and the delivery of a local strategy and response. The YJS will work with the local partnership to develop the Torbay response to serious violence using an evidence-based approach to develop the YJS role within this.

The YJS are a core member of the Torbay Channel Panel and offers support through discussion at Panel as well as intervention and support to young people where appropriate. The Panel considers key local processes and the YJS informs the development of these. The Torbay Channel Panel links directly to the Torbay and Devon Prevent Partnership Board where themes, risks and approaches are shared to improve the wider operational and strategic approach to Prevent across the two local authorities.

9. National Standards

The service last completed a YJB National Standards Audit in 2019 and the subsequent action and improvement plan has been completed. The audit will be refreshed in 2022-23 in line with recommendations by the YJB.

10. Challenges, Risks, and Issues

The service has identified a number of challenging circumstances that it needs to take action to ensure they don't impact on service delivery to children. A risk register has been created with actions and mitigations identified to address these circumstances.

- i) **Face to face delivery locations** – due to the current closure of Parkfield House the Youth Justice Service is using a range of community facilities and buildings across the Torbay. Many of these locations do not meet the expectations of a Trauma Informed service in terms of consistency, confidentiality, safety and range of facilities that should be expected for a modern youth justice service. The Strategic Management Board have approved a search for a new facility in Torquay and this is currently underway.
- ii) **Mental Health Services** – The service has agreement that the Child and Adolescent Mental Health Service (CAMHS) should second a full-time worker Band 6 to the Youth Justice Service however this post has been vacant for 18 months despite many rounds of recruitment. The service is currently in negotiation with the CAMHS to look at how this can be addressed and also support the delivery of an Enhanced Case Management (ECM) approach to service delivery.
- iii) **Data Analysis and Performance reporting** – The Strategic Management Board has agreed to re allocate funding from the partnership budget to increase the service's data analyst to full time. However there has been considerable delay in managing the HR processes required. The impact is that the full range of reporting and analysis is not available to the Board as described in the Forward Plan.
- iv) **Suitable available Child Care Placements and provision** – a small number of the children the service works with are in the care of the local authority and placed in children's homes or care provision. In the last year we are aware that children, often the most vulnerable and high risk of our children, are being placed in unregistered or unsuitable placement due to the lack of available provision both locally and nationally. This has led to multiple care placement moves, requiring multiple caretaking arrangements with external youth justice services and inadequate provision that does not meet the need of children.

11. Service Improvement Plan

	Action	Desired Outcome	Lead
1	Child First approach to all we do	Children are recognised and treated as children in all aspects of the youth justice system to reduce offending behaviour and support positive life choices and desistance	SMB, OMB, YJSM, All YJS
2	Secure access to suitable child friendly, safe, accessible premises for delivery of face-to-face work	Children are able to access safe, secure, confidential facilities that are welcoming to children & have a full range of services and support needed to enable quality interventions to be delivered.	SMB, OMB, YJSM

3	Further development of Trauma Recovery Model (TRM) through an Enhanced Case Management (ECM) approach with CAMHS.	Improved quality of assessment and intervention for children in the YJS based on psychological case formulation approach	YJSTM, YJSTC
4	Review the role and provision of CAMHS to the Youth Justice Service	Enable children to access mental health services through the YJS to improve their wellbeing	YJSM CAMHS
5	Increase Targeted Prevention and Early Intervention work with those coming to the attention of the youth justice systems	Reduce the number of children entering the formal youth justice system, reduce FTE's, and reduce the number of children with a criminal record.	YJSM, Police, CSP.
6	Ensuring children in the youth justice system are in appropriate education, training, or employment	Enable children to access suitable education that will help them build a positive future.	YJSEW
7	Swifter Justice - reduce delays across whole youth justice system	Enable children to see more immediate consequences for their offending & improve the likelihood of positive change. Reduce the impact of the offending on their safety and education.	YJSM, Police, CPS
8	Hear and respond to the voice of the child and carers not only in the delivery of their intervention but in the development of the service.	Fewer children reoffend because we understand their needs better and deliver tailored interventions and apply the learning to the whole service	YJSM, YJS Staff, YJSDA
9	More positive activities & opportunities for children and young people.	Use a strength-based model to enable children to create positive views of themselves and their futures to support long term desistance	YJSM, CS, CSP, YVS
10	Improve the visibility and understanding of Youth Justice Service work, telling the good stories of children & the work of the YJS	Improve the public perception & understanding of the level of youth offending and to deliver a child friendly Torbay that recognises the needs of children.	SMB, OMB, YJSM
11	Be Victim focussed in all we do and develop further our restorative offer.	Improve victim engagement and recovery by using restorative approaches	YJSM YJSVO
12	Improve communication between the Management Boards and the staff team	Ensure the service achieves the correct outcomes through evidence-based communication and decision making between the board and staff team	SMB, OMB, YJSM
13	Improve the quality and quantity of data & analysis to ensure the board and the service are meeting the needs of children	Ensure the service delivers the best quality service to meet the needs of children who offend.	YJSM
14	Revise and update the quality assurance framework for the service	To ensure the service is aware of areas of good practice and under performance so that children receive the highest quality service possible.	YJSM, YJSTM
15	To form and sustain working arrangements with all partnerships & service providers to ensure that children receive coordinated support that meets their needs.	To ensure that resources are maximised to improve the delivery and quality of services to children.	SMB, OMB, CSP, YJSM,

Key

YJSM	Youth Justice Service Manager	SMB	Strategic Management Board
YJSTM	Youth Justice Service Team Manager(s)	OMB	Operational Management Board

CS	Children's Services	CAMHS	Child and Adolescent Mental Health Service
CSP	Community Safety Partnership	YJSDA	Youth Justice Service Data Analyst
YJSEW	Youth Justice Service Education Worker	YJSVO	Youth Justice Service Victim Officer
YJSTC	Youth Justice Service Trauma Champion		

Workforce Development

The service has a stable staff team with limited turnover which has enabled the development of an experienced and well-trained team.

- All staff that work with children are trained the Trauma Recovery Model (TRM), Restorative Justice and AIM3 (Assessment and intervention of Harmful Sexual Behaviour).
- Over the last 12 months several staff have also completed the DAY training programme about how to educate children about domestic abuse, abusive and controlling relationships and exploitation.
- Staff have also been trained in the Respect toolkit and updated Child to parent violence training.
- A further member of the team has signed up for the Domestic Abuse Risk Assessment for children tool training who will champion this in the team and complete train the trainer.
- In addition, Silver Bullet Training has provided additional training in Asset Plus assessment and planning interventions.
- A new staff member will be completing the Youth Justice Effective Practice Certificate (YJEPC).
- 2 staff will be completing the new Child First Effective Practice Award with UNITAS.
- Staff access mandatory training through Torbay Council's 'iLearn' online training provision which tracks inductions, mandatory training and required refreshers for all staff directly employed, seconded staff can also have accounts added or access training in their home organisation.

Board Development

An induction programme for board members has been devised and is delivered to all new members. Additionally, there are planned inputs at Strategic Management Board to update members on significant changes in local or national practice as well as inputs from external examples of best practice and development. Boards members also participate in the 'practice week' to observe workers doing their job either directly with children or completing other functions.

12. Evidence-based practice and innovation

The service has well established practice in using the Trauma Recovery Model (TRM) as a tool to help understand children's level of functioning and plan interventions based on this. All staff have been trained in the TRM approach. The service has employed a Trauma Champion to support the development of the nationally recognised, within youth justice services, Enhanced Case Management (ECM) approach. ECM is a further development of a psychological model of understanding of the child's development through case formulation. The service plans to employ a part time psychologist to lead this work through reconfiguring the resource allocation from NHS Devon.

The service is working towards the Special Education Needs and Disability (SEND) Quality Mark for youth justice services, this has required the service to audit current practice and address any gaps identified which are currently being addressed. Good practice within the service was recognised as

part of the SEND inspection of Torbay in 2021-22 which the service has built upon, it is expected that we will be awarded the quality standard in the summer 2022.

Children have been engaging in a variety of environmental projects as part of their intervention orders these have included the SEAL Project, helping to track and record local seal numbers, as well as beach cleans and water safety.

The service has seen a 48% reduction of the number of First Time Entrants (FTEs) into the formal justice system which is a significant improvement although we remain just above the family group average, and national rates. This improvement has been achieved through the increased understanding and focus on performance data and the development the Out of Court Disposal Panel and processes in Torbay, including the use of Diversionary disposals including Outcome 22.

13. Looking forward

In addition to the Service Improvement Plan described in section 10 above, the service has a Future Plan of decisions required, policy reviews and Deep Dive activity that are all intended to ensure that the management boards and the service is aware of the wider emerging issues and decision that need to be understood and addressed.

FORWARD PLAN 2022-23

	January 2022	March 2022	May 2022	July 2022	Sept 2022	Nov 2022	Jan 2023
Decisions / Policy / Planning	Accommodation. Draft Budget proposal 2022-3.	DRAFT Budget 2022-3 Approval YOT SEND	Budget 2022-3 Approval OoCD Policy	QA Policy (review)	Accommodation update	Business Planning 2023-24	Youth Justice Plan
Reports / Deep Dive			DV / VAWG Disproportionality	Mental Health & wellbeing Early Indicators for Threshold	OoCD ETE	Data pack for Business planning	Drug & Alcohol

14. Sign off, submission and approval (Page 16 of the Guidance)

Chair of YJS Board	Superintendent Ed Wright
Signature	
Date	

15. Appendix 1

Listed below is the membership of Torbay Youth Justice Service's Strategic and Operational Boards, both currently meet every two months, dates are set one year in advance for the calendar year.

Torbay Youth Justice Service Strategic Board Membership 2022-23	
Edward Wright (Chair)	Superintendent, Neighbourhood Policing and Partnerships South Devon, Devon & Cornwall Police
Siobhan Grady (Vice chair)	Senior Commissioning Manager, Out of Hospital Commissioning Team, NHS Devon CCG
Cordelia Law	Cabinet Member for Children's Services, Torbay Council
Nancy Meehan	Director of Children's Services, Torbay Children's Services
Tara Harris	Assistant Director Community and Customer Services, Torbay Council
Louise Arscott	Head of Devon and Torbay Probation Service
Victoria McGeough (Chair Operational Board)	Partnership Lead Manager, Safer Communities, Torbay Council
Rachael Williams	Assistant Director Education, Learning and Skills, Torbay Council
Lin Martin	Chair of The South and West Devon Magistrates Youth Panel
Davina Cull	OPCC (alternating)
Wendy Rowden	OPCC (alternating)
Kate Langley	Head of Innovation & Engagement (Southwest/South Central) YJB
Rob Parr	Principal Accountant Children's Services Finance
Jon Ralph	Service Manager Torbay Youth Justice Service
James Bennett	Analysis, Performance & Review Officer - Youth Offending Team / Supporting Families - Torbay Council

Strategic Board Meetings 2022

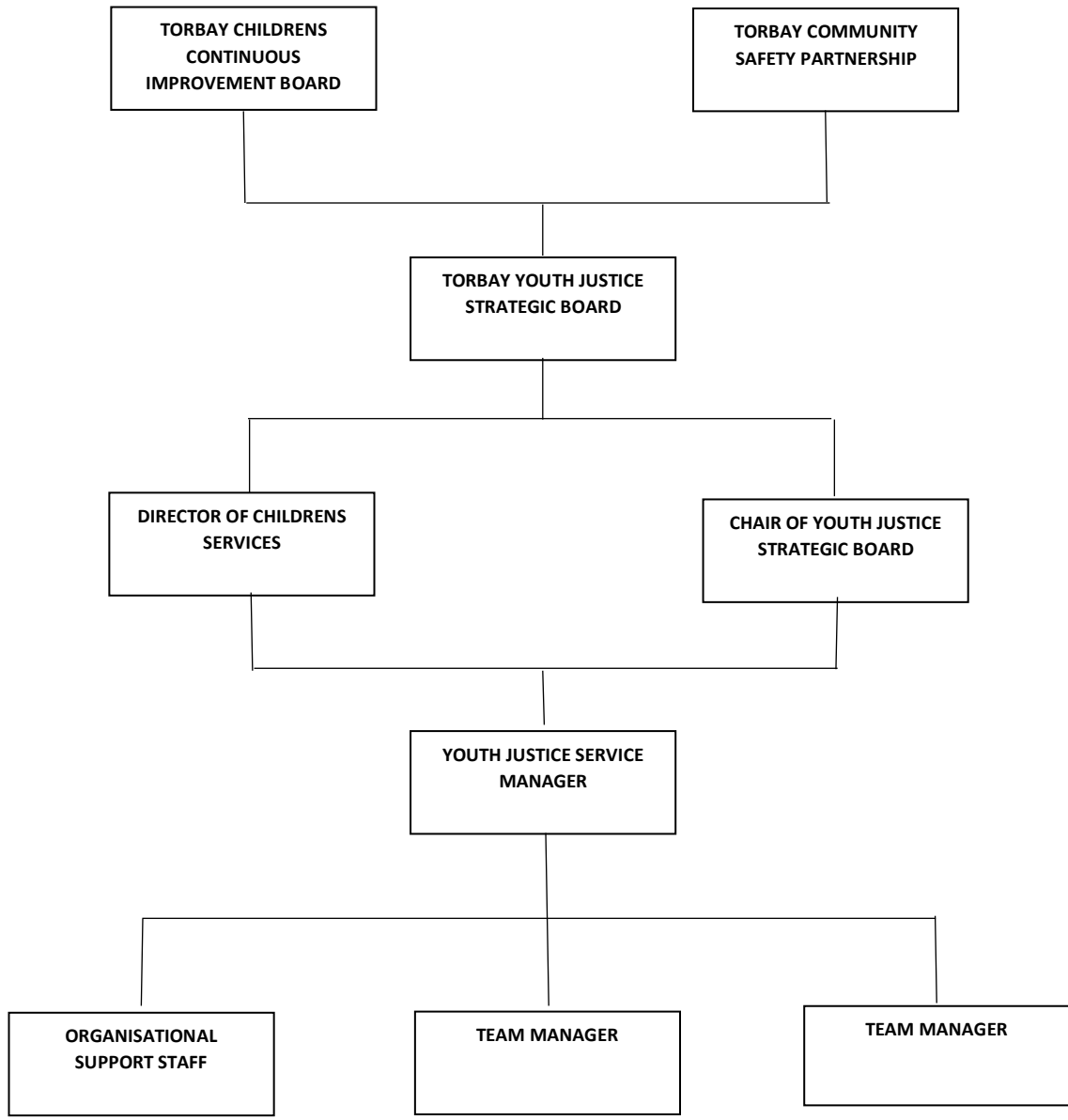
- 25/1/22 22/03/22 24/05/22 26/07/22 27/09/22 22/11/22

Torbay Youth Justice Service Operational Board Membership 2022-3	
Victoria McGeough (Chair)	Partnership Lead Manager, Safer Communities, Torbay Council
Dan Hamer	Head of Vulnerable Pupils, Torbay Council
Serena Cannan	Senior Probation Officer, Probation Service
Lianne Hancock	Housing Options Manager, Torbay Council
Joanne Hooper	Commissioning Manager NHS Devon Clinical Commissioning Group
Rachel O'Sullivan	CAMHS Senior Manager, Children and Family Health Devon, NHS
David Roe	Partnership & Delivery Manager, Careers South-West
John Duncan	Deputy Chair Youth Bench, Devon and Cornwall Magistrates
Simon Hardwick	Youth Justice Inspector Devon & Cornwall Police
Ellie Clark	Service Manager, Single Assessment Team, Torbay Council
Matthew Harkin	South Devon Community Safety Sergeant, Devon & Cornwall Police
Jon Ralph	Service Manager, Torbay YJS, Torbay Council
Su Rumford	Operations Manager, Torbay YJS, Torbay Council
Jade Clementson	Acting Assistant Team Manager, Torbay YJS, Torbay Council
James Bennett	Analysis, Performance & Review Officer, YJS, Torbay Council

Operational Board Meetings 2022

- 18/1/22 9/3/22 11/05/22 13/07/22 14/09/22 09/11/22

16. Appendix 2 – Service Reporting Structure Chart



17. Appendix 3 Summary of the HMIP Improvement Plan 2021-22

	Recommendation	Response / action taken / planned	Detail	RAG
1	The YOT Strategic Management Board should make sure that Board members understand the specific needs of children known to the YOT and advocate on their behalf in their own agencies.	<p>Data set to be agreed and reported on monthly / quarterly</p> <p>Board members to drive and take strategic ownership of the Youth Justice Plan.</p> <p>Board members to set local priorities for driving / improving practice.</p> <p>YOT board partners to report on effectiveness of partnership working & impact of YOT work on reducing offending and reoffending</p> <p>Robust quality assurance framework to be developed</p>	<p>Permanent YOT manager started 01/10/21</p> <p>Data set for Board now implements and presented and reviewed regularly</p> <p>Youth Justice Plan 21/22 completed and submitted</p> <p>Local targets set out in YJ Plan</p> <p>Strategic and Operational Board now able to review and assess effectiveness in an informed, data supported way</p> <p>YOT manager developing quality assurance framework</p>	
2	The YOT Strategic Management Board should develop the knowledge and understanding of the Board member's role and service's work, so they can provide effective challenge to partner agencies	<p>Induction to include meeting with the management team and any staff relevant to their area.</p> <p>Board members will be actively involved in overseeing YOT practice and initiatives</p> <p>Board Members to sit on subgroups / working groups relevant to their area in project development</p> <p>Strategic Board members to attend a Torbay YOT practice week.</p> <p>Training for existing and new board members.</p>	<p>Induction programme for Board members agreed and delivered to all members.</p> <p>Training has been provided for new members.</p> <p>Some board members have attended practice week</p>	
	The YOT Strategic Management Board should review	YOT management team and operations board to consider initial restructure options and	The YOT manager conducted a costed service structure options appraisal and	

	management capacity to ensure there are necessary resources to oversee the service effectively	<p>submit to management board for consideration.</p> <p>Strategic Board have good information, knowledge & oversight of YOT work in order to provide effective challenge to drive and improve practice</p> <p>Scoping exercise to be undertaken to ensure Torbay YOT are able to deliver effective interventions through using resources in a flexible and creative way</p>	<p>the Strategic Board agreed YOT Manager recommended option.</p> <p>Performance reports are presented to both Boards and used for oversight of work.</p> <p>New Permanent YOT manager will implement.</p>	
4	The YOT Strategic Management Board to ensure that the partnership understands the reasons for the large disparity in education provision for children involved with the YOT compared with those in the general population and put plans in place to redress this.	<p>Subscribing to the Education Quality Mark to be considered.</p> <p>Looking at good practice in other YOT that could be introduced by Torbay YOT.</p> <p>Specific data sets to be shared, understood and monitored, with a focus on education, training, and employment (Monthly and quarterly).</p>	<p>SEND Quality Mark is in progress</p> <p>Joint work between YOT manager and Education Board member has established that the comparison is not valid due to different counting rules and predominance of over school age children in YOT caseload. Nevertheless, the monitoring of ETE levels is now very robust with analysis and solutions.</p>	
5	The YOT manager to develop and update policies, procedures and guidance for out-of-court disposals to improve joint decision-making and the quality of management oversight	<p>Review all policies and procedures and update as appropriate.</p> <p>Ensure annual review of the above are completed and a report is presented to the board, at relevant intervals to ensure meaningful oversight and sign off.</p> <p>Board members to take ownership of their relevant areas and contribute to the review and development of policies.</p>	<p>All policies are being reviewed on a schedule through 2022-3 and will be brought to the board for ratification by relevant lead officers</p> <p>Out of Court Disposal work has been comprehensively overhauled and improved with evidence of victims views, risk of harm to others and details of offence and arrest all circulated prior to a multi professional decision making group</p>	
6	The YOT manager to ensure that there is an	The OOCID Improvement Plan in place and all young people now	Out of court disposals improvement plan is reviewed at Strategic Board.	

	<p>assessment on all children receiving an out-of-court disposal and make sure that equal attention is given to desistance, safety and wellbeing, & risk of harm to others</p>	<p>receive an OOCDD pre panel assessment and risk assessment completed with victims.</p> <p>Relevant Board members to observe panels on a six-monthly basis</p> <p>Audit of OOCDD assessments to be completed by YOT manager on quarterly basis and report back to strategic board</p> <p>QA of OOCDD assessments with a focus on desistance, SWB and ROSH to be completed by op's manager.</p>	<p>Several Board members have now observed following their induction one to one session with YOT manager</p> <p>Deep Dive Review Audit due Sept 2022.</p> <p>Performance report goes to each Board.</p> <p>Quarterly progress/impact report to be presented to the board</p>	
7	<p>The YOT manager to ensure that staff have access to the buildings and facilities they need to deliver services to children and families</p>	<p>YOT manager and Board members to complete scoping exercise to ensure that access to appropriate resources are available to enable YOT workers to deliver trauma recovery and restorative focused work with our most vulnerable young people. All work undertaken will be subject to covid compliance procedures.</p>	<p>YOT manager & Sarah Pengelly joint report to Jan 2022 Board.</p> <p>A range of community buildings have been visited, and options and costings are being explored.</p>	
8	<p>The YOT manager to embed processes for capturing feedback from children, parents and victims, and use this information to develop services.</p>	<p>Working group to be established, led by the YOT manager.</p> <p>Feedback report to the board – quarterly /six monthly</p> <p>Young people's views to be reflected at board meetings</p>	<p>We have linked with a national YOT pathfinder in engagement with children, as well as the Learning Academy.</p> <p>Limited by lack of hours of YOT analyst however this should be resolved in June 2022.</p> <p>Case studies are now being presented at each board</p>	

Common youth justice terms

ACE	Adverse childhood experience. Events in the child's life that can have negative, long lasting impact on the child's health, and life choices
AIM 2 and 3	Assessment, intervention and moving on, an assessment tool and framework for children who have instigated harmful sexual behaviour
ASB	Anti-social behaviour
AssetPlus	Assessment tool to be used for children who have been involved in offending behaviour
CAMHS	Child and adolescent mental health services
CCE	Child Criminal exploitation, where a child is forced, through threats of violence, or manipulated to take part in criminal activity
Children	We define a child as anyone who has not yet reached their 18th birthday. This is in line with the United Nations Convention on the Rights of the Child and civil legislation in England and Wales. The fact that a child has reached 16 years of age, is living independently or is in further education, is a member of the armed forces, is in hospital or in custody in the secure estate, does not change their status or entitlements to services or protection.
Child First	A system wide approach to working with children in the youth justice system. There are four tenants to this approach, it should be: developmentally informed, strength based, promote participation, and encourage diversion
Child looked-after	Child Looked After, where a child is looked after by the local authority
CME	Child Missing Education
Constructive resettlement	The principle of encouraging and supporting a child's positive identity development from pro-offending to pro-social
Contextual safeguarding	An approach to safeguarding children which considers the wider community and peer influences on a child's safety
Community resolution	Community resolution, an informal disposal, administered by the police, for low level offending where there has been an admission of guilt
ECM	Enhanced Case Management – a psychology-based approach for youth justice services to work with children.
EHCP	Education and health care plan, a plan outlining the education, health, and social care needs of a child with additional needs
ETE	Education, training, or employment

EHE	Electively home educated, children who are formally recorded as being educated at home and do not attend school
EOTAS	Education other than at school, children who receive their education away from a mainstream school setting
FTE	First Time Entrant. A child who receives a statutory criminal justice outcome for the first time (youth caution, youth conditional caution, or court disposal)
HMIP	Her Majesty Inspectorate of Probation. An independent arms-length body who inspect Youth Justice services and probation services
HSB	Harmful sexual behaviour, developmentally inappropriate sexual behaviour by children, which is harmful to another child or adult, or themselves
JAC	Junior Attendance Centre
MAPPA	Multi agency public protection arrangements
MFH	Missing from Home
NRM	National Referral Mechanism. The national framework for identifying and referring potential victims of modern slavery in order to gain help to support and protect them
OOCD	Out-of-court disposal. All recorded disposals where a crime is recorded, an outcome delivered but the matter is not sent to court
Outcome 22/21	An informal disposal, available where the child does not admit the offence, but they undertake intervention to build strengths to minimise the possibility of further offending
Over-represented children	Appearing in higher numbers than the local or national average
RHI	Return home Interviews. These are interviews completed after a child has been reported missing
SLCN	Speech, Language and communication needs
STC	Secure training centre
SCH	Secure children's home
Young adult	We define a young adult as someone who is 18 or over. For example, when a young adult is transferring to the adult probation service.
YJS	Youth Justice Service. This is now the preferred title for services working with children in the youth justice system. This reflects the move to a child first approach
YOI	Young offender institution