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Date: Wednesday, 16 July 2025

Governance Support
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Dear Member

**CHILDREN AND YOUNG PEOPLE'S OVERVIEW AND SCRUTINY SUB-BOARD -
WEDNESDAY, 23 JULY 2025**

I am now able to enclose, for consideration at the Wednesday, 23 July 2025 meeting of the Children and Young People's Overview and Scrutiny Sub-Board, the following reports that were unavailable when the agenda was printed.

Agenda No	Item	Page
5.	Torbay Youth Justice Plan 2025-26	(Pages 3 - 76)

Yours sincerely

Governance Support
Clerk

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Meeting: Children and Young People's Overview and Scrutiny Sub-Board

Date: 23rd July 2025

Wards affected: All

Report Title: Torbay Youth Justice Plan 2025-26

When does the decision need to be implemented? 30 June 2025

Cabinet Member Contact Details: Cllr Nick Bye, Cabinet Member for Children's Services,
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Director/Divisional Director Contact Details: Nancy Meehan Director of Children's Services.
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1. Purpose of Report

- 1.1 Torbay Local Authority is required by the Crime and Disorder Act 1998 to approve an annual Youth Justice Plan that has been prepared in consultation with its partner agencies, staff, and service users.
- 1.2 The key outcomes for the Youth Justice Plan are to prevent children from offending, reduce re offending and prevent children entering custody.
- 1.3 The national Youth Justice Board (YJB) produces guidance on the production and contents of the [Youth Justice Plans](#) Torbay's plan has been produced in accordance with this guidance.
- 1.4 The Children and Young People's Overview and Scrutiny Sub-Committee asked for some additional information as part of a Key line of Enquiry about what was being done to reduce antisocial behaviour (ASB) by children this has been included in this report.

2. Reason for Proposal and its benefits

- 2.1 The Youth Justice Plan contributes to desired outcomes of the Community and Corporate Plan: -

‘We want Torbay and its residents to thrive’ - the Youth Justice Service works with vulnerable children whose offending behaviour if not addressed is likely to have lifelong impact on their ability to thrive.

‘where our children and older people will have high aspirations’ - the Youth Justice Service supports children to develop alternatives to their current behaviours and raise their expectations and aspirations

‘Build safer communities: -

- *Work with partners to tackle crime, including exploitation, and its effects.*
- *Work with partners to reduce offending and reoffending and its impacts*
- *Work with partners to tackle domestic abuse and sexual violence and its effects’*

The Youth Justice Service directly contributes to the delivery of these three aspects of the ‘Thriving Community’ element of the Corporate Plan by its direct work with children to address the causes of their offending behaviour and the impacts for families and victims.

- 2.2 The local authority has a statutory duty to submit its Youth Justice Plan by 30th June 2025 to the YJB. The Draft Plan has been submitted signed by Nancy Meehan as Chair of the YJS Strategic Board, which is acceptable to the YJB, but it must still be ratified by Torbay Council Cabinet. Failure to do so may result in YJB funding being withheld or delayed resulting in a reduced or delayed service as specified within the plan.

3. Recommendation(s) / Proposed Decision

1. That the Children and Young People’s Overview and Scrutiny Sub-Committee consider the Youth Justice Plan for 2025-26 and make a recommendation for any changes to the Torbay Cabinet to approve.

Appendices

Appendix 1: Final Draft Torbay Youth Justice Plan 2025-26 v2

Appendix 2: Summer Activities Poster

Supporting Information

4. Introduction

- 4.1 Torbay Local Authority is required by the Crime and Disorder Act 1998 to approve an annual Youth Justice Plan that has been prepared in consultation with its partner agencies, staff and service users.
- 4.2 Local authorities have a statutory duty to submit its Youth Justice Plan Youth Justice Board (YJB) by 30th June each year. Section 40 of the Crime and Disorder Act 1998 sets out the youth justice partnership's responsibilities in producing a plan. It states that it is the duty of each local authority, after consultation with the partner agencies, to formulate and implement an annual youth justice plan, setting out how youth justice services in their area are to be provided and funded, how it will operate, and what functions it will carry out. The plan should equally address the functions assigned to a youth justice service and include how services will prevent offending behaviour and reduce reoffending.
- 4.3 The key outcomes for the Youth Justice Plan are to prevent children from offending, reduce re offending and prevent children entering custody.
- 4.4 The national Youth Justice Board (YJB) produces guidance on the production and contents of the Youth Justice Plans Torbay's plan has been produced in accordance with this guidance.

Key line of Enquiry: What is being done to reduce ASB in Torbay

- 4.5 I have taken this to mean ASB committed by children and I have liaised with Child Centred Policing team for South Devon, Torbay Community Safety Team and members of Torbay Youth Justice Service.
- 4.6 **Child Centred Policing Team** covering S Devon was launched in April 2025 following recognition that better coordination and quicker response was needed to youth crime and ASB in the area. This team is pulling together all child focused police resources into a single team who will deal with the investigation and resolution of all Level 1 crime (low level). The team is not yet fully staffed but is already showing some positive result in terms of speedier resolution of crimes and ASB, this is not only good for children who commit crime but also good for victims (many of whom are also children)
- 4.7 **Police Intervention Clinic** meets every week and goes through all police intelligence reports re children that are coming to the attention of the police. It is led by Community Safety Sergeants from the Child Centred Policing and in attendance are the Police Youth Intervention Officers (YIO's), a Team Manager and data analyst from the Youth Justice Service (YJS). Children are discussed and other records on YJS or Childrens Services for safeguarding concerns to make a decision about how to proceed. Options can include: -

referral to YIOs for intervention, referral to the YJS Prevention Service, contact with the social worker to raise concerns, proceed with a criminal investigation or take no further action.

- 4.8 **Torbay Youth Justice Service** works with children who have committed ASB however they are dealt with ie informal /prevention, diversionary, civil or criminal proceedings. ASB is a very small area of our work as the Crime and Disorder Act 1998 sets the mandate for Youth Justice Services which is primarily to stop children re offending or prevent them from offending in the first place. Since ASB is primarily a civil matter until it is escalated to a criminal matter by breach of a civil order, we have very few children open to us for ASB. Child First practice is clear that they best ways to stop children offending is through keeping them out of the formal youth justice systems as long as possible, treating them as children, work to build a pro social identity, collaborating with them on how best to support them and diverting them from the stigma of a criminal record and involvement with the justice system. Torbay seeks to uphold these principles in its work whilst safeguarding children, protecting the public and victims.
- 4.9 **YJS Prevention Service (including Turnaround)** takes referrals for children who are at risk of becoming involved in the formal youth justice system. They will probably have already been discussed at the Police Intervention Clinic and will be known to Childrens Services where we get most of the referrals from. The prevention service will complete an assessment of the child and their circumstances to devise an agreed intervention package which will provide a range of positive activities and support to the child to divert then from further offending or ASB.
- 4.10 **YJS (Summer) Activity Programme** was piloted in early 2025 by the YJS Prevention Service and provided weekly activity small group activities to children open to the YJS. The pilot was successful in engaging children in a range of activities that they could attend after their YJS intervention closed. We are seeking funding to restart this in the summer holidays when we know there can be a spike in ASB and offending and are conversations with Torbay Community Safety and the Holiday Activity and Food (HAF) programme. A draft plan is attached which has been devised just using internal YJS funds, if we are successful in gaining other additional funding this could be enhanced.
- 4.11 **Torbay Council Community Safety** are investing £300,000 in 'Operation Town Centres' to make the bay a Safer and more welcoming by tackling ASB. The funding will be used to support the Public Space Protection Order (PSPO), enhance CCTV operations and employ a new town centre manager who will have lead responsibility for delivering ASB related initiatives. YJS and Police have links with the ASB team and attend the **Youth ASB meeting**. This tends to be location based and resources can be targeted at the areas so the individuals by the most appropriate agency.
- 4.12 **Torbay Council Youth Hub** will bring together a range of services for children into one team in August 2025 this will include the Council Youth Service and the commissioning of

the voluntary sector youth services and clubs alongside the drug and alcohol service, the homeless prevention team, and young carers.

- 4.13 **Early Help Panel** – reviews cases of children and families who may need additional help which cannot be met by universal services. This may include ASB being committed by children YJS and Police can be asked to attend in these cases and may offer support and intervention as part of an Early Help plan.

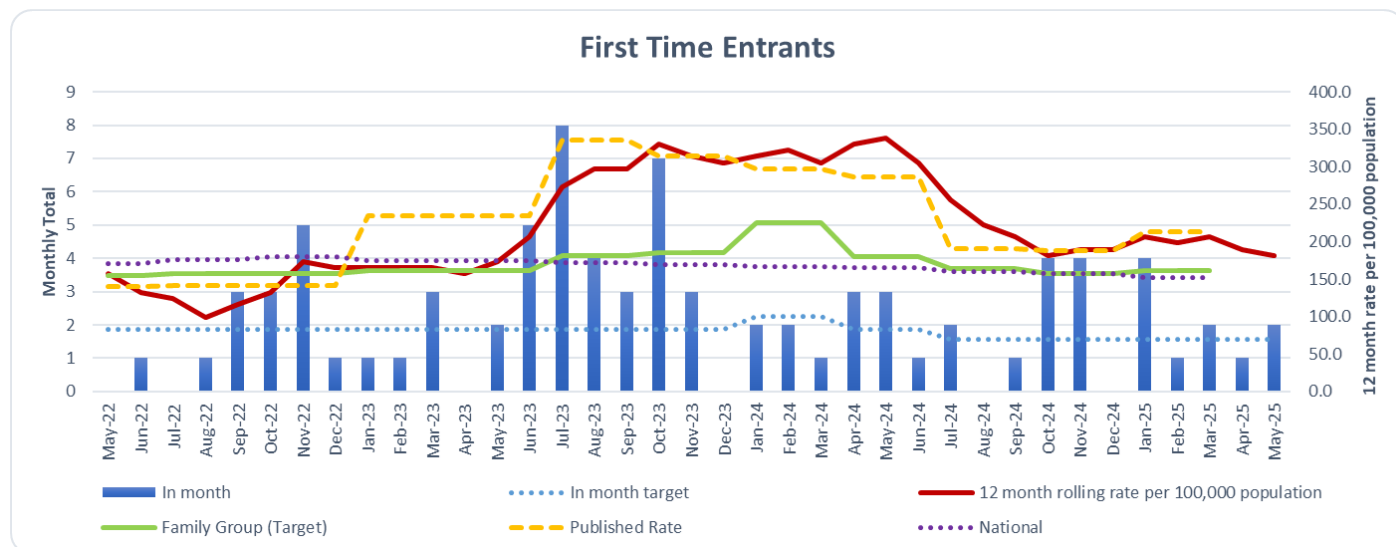
Other Updates requested

- 4.14 **Premises** – Unit 1 at Torr Hill house has been agreed for Torbay YJS use and the funding for the refurbishment has been agreed. Plans have been developed costed and approved by Planning and Building control. Work was started in April but work to clear out the building before refurbishment discovered matters that have delayed the start of the renovation. The most significant of these has been the discovery in 2 different areas of Asbestos which was not previously known both have delayed work for significantly to source and the availability of specialist contractors. Damp was also discovered in one of the side wall adjoining the building next door, this wall has now been ‘tanked’ and the internal rain gutter has been repaired. Most of the internal work has been cleared and actual refurbishment work should start in the next 2 weeks once a schedule of works has been agreed.
- 4.15 **First Time Entrants** - The data for this indicator comes from both the local case management system (red line below) and the YDS published by the YJB (yellow dotted line). 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 / youth conditional caution or court conviction for the first time within the period. The KPI is used to measure the effectiveness of the partnership in preventing young people from entering the criminal justice system for the first time and is expressed a rate per 100,000 10-17-year-old population to allow comparisons across areas of different sizes.

Historically, this has been an area of poor performance for Torbay YJS, with the rate consistently above the family group and national. However, progress was made throughout 2021 and 2022 when the rate of FTEs fell to its lowest in August 2022.

This downward trend from 2021 into 2022 did not continue into 2023/24, and Torbay’s rate rose significantly above the target (to be below the family group) at the end of the year. Reducing FTEs has been a strategic priority for the local partnership board. The rate has steadily decreased since the peak in May 2024, narrowing the gap with the family group and national averages. Several factors have contributed to this improvement: swifter decision-making, the introduction of an intervention clinic where decision-making is informed by real-time data and intelligence to target children at risk of entering the youth justice system into the most appropriate preventative intervention, and regular auditing of decision-making at the pre-court panel. This will be further aided by the introduction in July

2025 of the new Devon and Cornwall Police / YJS Joint Decision Protocol which sets out with greater clarity and consistency the options to divert children from criminal convictions.



2. Options under consideration

- 2.1 There are no other options being considered as there is a legal requirement to deliver this service and produce this plan.

3. Financial Opportunities and Implications

- 3.1 Torbay Youth Justice Service is a statutory partnership governed by Its Strategic Management Board. The statutory partners are required to agree the level of funding for the service and the amounts contributed by each statutory partner. The Draft Budget laid out within the plan has been set for 2025-26 subject to final agreement by some partner agencies. Torbay Council Children's Services as one of the statutory partners has agreed funding for 2025-26 of £497,084 as part of a total budget of £919,916. The Youth Justice Board (YJB) is the next largest contributor granting £247,401, the remaining budget is made up of contributions for the other partners and other specific grants. Additionally, partners contribute £174,760 'in kind' through the secondment of workers to the service. See Appendix 2 of the Youth Justice Plan 2025-26 for more details.
- 3.2 Failure to agree the Youth Justice Plan may result in funding from the Youth Justice Board (YJB) being withdrawn or withheld, as well as contributions from other partner agencies which would result in a reduced service to children in Torbay.

4. Legal Implications

- 4.1 [The Crime and Disorder Act 1998 \(Section 39\)](#) introduced a statutory requirement for local authorities to establish Youth Offending Teams (YOTs) in their area, requiring the involvement of the local authority (the lead agency), Police, Health and Probation – the statutory partners.
- 4.2 The local authority is also required, under Section 40, after consultation with the partner agencies, to publish a Youth Justice Plan each year outlining the composition of and funding for their YJS. This includes the steps taken to encourage children not to commit criminal offences.
- 4.3 The legislation refers to Youth 'Offending' Teams (YOTs) 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 YOTs as Youth Justice Services (YJSs), 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.

5. Engagement and Consultation

- 5.1 All partners have been engaged in the development of the youth justice plan through representation at an 'Away Day' for the Strategic Board for the service with specific meetings held to oversee the development of the plan.
- 5.2 Staff and volunteers were involved through team meetings and workshops to help develop the vision and priorities for the service, and the views of children, families and victims has been gathered through the ongoing feedback systems of the service and used to influence the priorities of the service.

6. Purchasing or Hiring of Goods and/or Services

- 6.1 There will be very limited spend outside of the Council. Over 90% percent of Youth Justice Service funding is spent on staff employed on behalf within the Youth Justice Service by Torbay Council (not including seconded posts). The main areas of funding outside this are to a wide variety of providers relating to the delivery of direct work with children eg rental of community facilities to see children and activities provided or delivered as part of an agreed intervention plan.

7. Tackling Climate Change.

- 7.1 There will be no contribution to tackling climate change in this proposal.

8. Associated Risks

- 8.1 If a Youth Justice Plan is not approved by the local authority it would potentially be failing to provide its statutory duty under as specified under the Crime and Disorder Act 1998 (section 40). This may result in funding being withheld by the YJB and therefore in a reduction in service to children, or increased expenditure by to the local authority and / or the other funding partners. This would also affect the reputation of the local authority and may open it to legal action by the government.

9. Equality Impacts - Identify the potential positive and negative impacts on specific groups

	Positive Impact	Negative Impact & Mitigating Actions	Neutral Impact
Older or younger people	The Youth Justice Plan sets out how youth justice services in Torbay are to be provided and funded, how it will operate, and what functions it will carry out. The plan details how services will prevent offending behaviour and reduce reoffending. The key outcomes for the Youth Justice Plan are to prevent children from offending, reduce re offending and prevent children entering custody.		
People with caring Responsibilities			No Differential Impact
People with a disability	They YJS plan details that 36% of children known to the service have Special Educational Needs or an Education and Health Care Plan (EHCP).		

	The YJS plan sets out how education (including any special educational needs) has been identified as a major factor for the coming year to support children in not becoming involved in criminal activity and to improve their safety, future prosperity and wellbeing.		
Women or men			No Differential Impact
People who are black or from a minority ethnic background (BME) (Please note Gypsies / Roma are within this community)			No Differential Impact
Religion or belief (including lack of belief)			No Differential Impact
People who are lesbian, gay or bisexual			No Differential Impact
People who are transgendered			No Differential Impact
People who are in a marriage or civil partnership			No Differential Impact
Women who are pregnant / on maternity leave			No Differential Impact
Socio-economic impacts (Including impact on child poverty)	The Youth Justice Plan has a direct positive impact on children aged 10-17 years old by reducing their offending behaviour and		

issues and deprivation)	<p>increasing their likelihood of a positive future.</p> <p>The Youth Justice Service works with some of the most vulnerable and deprived children and families within Torbay as is evidenced within chapter 15 of the YJS Plan – this shows that 72% of children known to the service are living in poverty (in receipt of free school meals which up from 63% last year). 39% live in areas that fall into the 10% most deprived in England. Over three quarters are already known to Children's Services.</p>		
Public Health impacts (How will your proposal impact on the general health of the population of Torbay)			No Differential Impact

10. Cumulative Council Impact

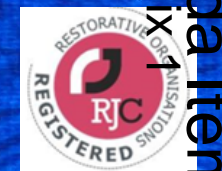
10.1 None

11. Cumulative Community Impact

11.1 None

**TORBAY YOUTH JUSTICE PLAN
2025-26**

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Introduction, Vision and Strategy

Introduction by Chair of Torbay Youth Justice Board

As the new chair of Torbay Youth Justice Service Strategic Management Board, I am pleased to present the Youth Justice Plan for 2025-26. The Plan has been developed following 'Away Days' with the staff team and the Strategic Board where performance reports and summaries, feedback from children, parents, and victims and the wider community were reviewed to create the plan and its priorities for the year ahead.

Firstly, I would like to recognise the achievements of the service over the last year, specifically maintaining rates of children who reoffend in both the pre court and statutory court orders arenas. This is particularly true for the new Prevention / Turnaround service where early data shows that 81% of children accepted onto the programme did not go on to re-offend. We have also significantly reduced the number of First time Entrants (FTEs) coming into the service through the increase focus on both prevention work, and Diversion work the new (Police) Intervention Clinic and the Out of Court Resolution Panel.

We are also pleased to note that in April 2025 Devon and Cornwall launched their new Child First Policing team for South Devon (a slightly wider area than just Torbay) This has pulled together resources for dealing with children into one team and will reduce delay in investigations and therefore resolutions of youth crime and children who are missing early results are positive.

In the summer 2025 we will be launching the new Child First Youth Justice Pathway Protocol for Devon and Cornwall this will not only increase the range of options for diverting children from entering the criminal justice system but will also reduce inconsistencies across the Police Force footprint.

I am also pleased to announce that we have secured a building for face to face delivery with children in central Torquay after many years of trying. Refurbishment work is underway, and it is planned it will be open in summer 2025.

Internal and partnership audits of our work have us the areas of quality of our provision and have also indicated the areas we need to improve upon, these are highlighted in the Service Development plan and priorities for the year ahead. Specifically, the Strategic Board will focus on: -

- Influence the education landscape to reduce the number of children being excluded and suspended from education provision and ensuring children open to the YJS are accessing appropriate education or training provision suitable to their needs and abilities.
- Maintaining the recent reduction in the number of First Time Entrants so that the yearly rolling target reduces to below our statistical neighbours.
- Be more 'Child First' in the provision of our services.
- Opening our new location for face-to-face delivery work in Torquay.
- Establish permanent funding for the Prevention service after March 2026.
- Develop our services to victims and ensure we provide a coordinated service with all the other providers of victim services

This is really exciting time for Torbay Youth Justice Service with a number of developments that we have been working on for some time coming to fruition and making a significant impact for children in the Bay



Nancy Meehan

Chair of Torbay Youth Justice service Strategic Board

Director of Torbay Childrens services

Legal Framework

The Crime and Disorder Act 1998 (Section 39) introduced the statutory requirement for local authorities to establish Youth Justice Services (YJS) 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 Youth Justice Service. This includes the steps taken to encourage children not to commit criminal offences. This document is the required Youth Justice Plan for Torbay.

Parts of 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 Youth Justice Service 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'.

The Service will achieve this by delivering a ['Child First'](#) approach in all aspects of its work, as well as supporting the work of Torbay Council, UNICEF UK and other local partners towards international recognition as a [UNICEF Child Friendly Community](#).

The Youth Justice Service Vision supports the work of the Torbay local community Vision and Plan which is: -

'We want to see a healthy, happy and prosperous Torbay'

The Local Community Plan has three strategic themes: -

- ***Community and People***
- ***Pride in Place***
- ***Economic Growth***

The Youth Justice Service makes contributions to all three strategic themes but mainly sits within the 'Community and People' theme and the priority of: -

'Keeping children safe in their communities and providing safe environments for our young people to thrive in'

Local Context

Torbay is a glorious part of Devon with an inspiring natural environment. It is a magnet for tourists and is known as the English Riviera. It is home to globally significant technology businesses and has a rich leisure and cultural scene.

Torbay has total population of 139,322 (2021 census mid-year estimate) of which 11,896 are aged 10 -17 years. 96.1% of Torbay's population are white, 1.6% are Asian, 1.5% are mixed ethnicity, 0.3% black and 0.4% other. There are higher numbers of older people compared with the England average and far fewer people in their 20s and 30s.

Torbay has the highest number of residents living in deprived areas and the highest numbers of children living in income deprived areas when compared with all other councils in the South-West. 27% of Torbay's residents live in the 20% most deprived areas in England and 1 in 4 residents say they have a long-term illness or disability.

Approximately double the number of cared for children compared to other areas in England and the South-West. Over 1 in 3 children with Education, Health and Care Plans (EHCPs) have been excluded from school for a fixed period.

Average weekly earnings In Torbay are £467 (£123 less than the England average -2020) and 12.4% of households are in fuel poverty. Those born into deprived families are more likely to have worse educational and health outcomes. The life expectancy gap is 9 years males and 8 years females.

Torbay Children's Service was rated as 'Good' at its last Ofsted inspection (May 2022) and the Joint Target Area Inspection (JTAI) in early 2024 of the Torbay Safeguarding Childrens Partnership (TSCP) stated: -

'a clearer focus on the children of Torbay has resulted in a more targeted and cohesive approach to both strategic oversight and the identification and delivery of services to children who may be in need or at risk of harm'.

The JTAI identified many strengths as well as areas for improvement but there was overall recognition of the improving face of services for children in Torbay.

1. Governance, Leadership, and Partnership arrangements

The 2024 Partnership 'Deep Dive' led by the CEO of Torbay Council made a recommendation to review the two-tier governance structure of the YJS (ie the Strategic Management Board and the Operational Board) the Strategic Board at its Away Day in May 2025 agreed to dissolve the Operational Board but replace it with Task and Finish groups to lead on priority areas on an 'as required' basis. At the Away Day the Board received the annual feedback summary from children, parent and victims open to the YJS, as well as feedback from the staff away day, a summary of performance and related data, and presentations from the YJB representative and used these to set the new priorities for the year ahead which are set out in Chapter 13.

Attendance and participation at both boards is good, all statutory partners are actively engaged in the boards and have allocated appropriate resources to the Youth Justice Service.

The Youth Justice Service Head of Service 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 all non-seconded staff. In 2025-26 the chair of Board and the DCS are the same person.

The staffing and accountability structures are provided in [Appendix 1](#) and [1a](#).

2. Progress on Previous Plan

The 2024-25 Improvement Plan contains one action which has remained unresolved since the HMIP inspection: - 'Secure access to suitable premises' which despite much work over the last 3 years remains unresolved despite several buildings having been identified but ruled out due to either cost or planning issues. A building in the centre of Torquay has been identified that is in council ownership, plans have been developed for its refurbishment, costs have been established and agreed, planning and building control has been approved and work has started, only to be delayed by the discovery of asbestos in several different parts of the building. It is hoped that the building will be open in summer 2025.

Last year's Improvement Plan is shown below, this is reviewed at each Strategic Board meeting and was last updated for the Board meeting in March 2025. There were 14 areas identified for improvement, there were 5 improvement actions that were **Green**, meaning they have either been completed or ongoing, or are on track to be completed. 8 were **Amber** meaning they were in progress but are behind the planned timescale for completion and 1 is **Red** meaning they are delayed with unresolved issues preventing progress.

Feedback from a Parent

'Hi Sue

Yes, we are very pleased with the progress XX has made it's the XX we used to know and it's such a joy to have him back and he is and always has been an exceptional young man. YJS have opened up a very sensitive area for L to express and revisit delicately, with much compassion and understand, You have help him regain trust in others and we notice L making positive choices for his future. I was very worried going into this the judgement he would receive not knowing him for who he truly is but that has not happened at all, you have taken the time to get to know him and shown genuine care. We cannot thank you enough.'

TYJS Improvement Plan 2024-25 (March 2024 update)

Torbay YJS Improvement Plan 2024-25

March 2025 Update v2

RAG Key		Green = On Track / Completed	Amber = In progress	Red = Delayed / unresolved issues	Grey = Not Due / not started	
	Area for Improvement / Outcome desired	Action	Timescale	MB Lead	Update	RAG
1.	Child First approach to all we do	a) 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. b) Review our systems and methodology for ensuring feedback is used to improve services. c) Complete the YJB Child First Audit tool with all partners as part of this work.	March 25 Nov 24 Feb 25	NM	d) 3 Child First training has been delivered & an action plan for changes has been developed with staff team. e) The new feedback surveys are now becoming established & producing results for staff and the Board. Report for March 2025 Board. f) Following request by victims a victim focus group has been established as feedback and consultation group for victims of youth crime. In place. g) YJS Participation worker will lead on involving children with design of new face to face delivery location. March 25 h) Police in S Devon (Torbay+) have confirmed that a Child First Policing team will be established for the Torbay area. Recruitment is taking place in March / April 25 (Sgt+ PCs). i) A Child First Task and Finish group has been established through the LCJB to ensure that Child First principles are delivered across the whole DCP area.	
2.	Outstanding HMIP & Deep Dive Recommendation Secure access to suitable child friendly, safe, accessible premises for delivery of face-to-face work	Locate, agree terms and adaptations for suitable delivery locations for face-to-face work in the Bay.	July 24	NB	a) Funding has now been agreed and building work has commenced. Final plans should be agreed with Building Control and Planning in March / April. Building work is estimated to take 2 months from start. b) Initial design and layout have been created, and project management group has been established with Property Services. c) NM has had confirmation from MC CFO re confirmation of financial underwriting of the capital works. Dec 2024	
3.	Leadership and Governance	a) The board to increase its scrutiny of the areas of concern or under performance.	Sept 24	Chair	a) ToR have been reviewed for both boards and have been signed off in Sept 24, however in light of CEO Deep Dive recommendation these may need to be reviewed.	

		b) The Board to challenge partner agencies to ensure actions and representation of their agency support the work of the YJS.	ongoing		b) Revised performance and qualitative reports brought to the board. Every Qtr. c) Case file audits summaries will be brought to the board on a quarterly basis. Every Qtr. This Qtr Audit is re joint work with Children Services & SEND JYS/CS Audit d) A Partnership Deep Dive took place in July 2024 to review Leadership and performance, and action plan has bene developed and is present to each board e) NM has been elected as new chair of the board f) Board members have taken lead roles for areas of the Improvement plan. Nov 24 g) All Board members have received induction programme including discussion re YJB Leadership and governance standards. In place. h) This has been the focus Board meetings since the report.	
4.	Deliver an Enhanced Case Management (ECM) approach in Torbay Youth Justice Service.	Scope and agree the options for accessing psychology input to meet ECM best practice guidelines.	April 25	GF	a) CFHD have confirmed that there is no resource available for direct access to a psychologist for Torbay YJS staff. The seconded CAMHS worker has access to the CAMHS Principal Clinical Psychologist to support case formulation for children open to YJS. This situation is unlikely to change unless Torbay YJS commissions as service.	
5.	Reduce the number of children who become First Time Entrants (FTEs) in Torbay.	a) Ensure the Prevention service is stopping children offending by monitor in the performance report. b) Board and HoS to liaise with the Police representatives to seek a speedy signing off of the proposed changes to the OOCR processes. c) Increases the Police awareness of the work of the YJS	March 25 Jan 25 July 25	HC	a) The YJB has informed all YJS's that <i>'the KPI data we hold from 2023/2024 and 2024/2025 will remain low quality and cannot be used for analysis, reporting, and decision making'</i> this should be taken into account for all national & family group performance data comparisons. b) An 'Invest to save Bid' was developed with all partners and 25/26 funding has been agreed to maintain all 3 Prevention roles through LA Reserves. One year reduced funding has also been announced by the MOJ. c) Quarterly reviews of all FTE cases to check that all options / best practice have been explored. Summary will be brought to each board until we have achieved target to be below statistical neighbours. Qtrly	

					<p>d) FTE rates have been around the in-month target since Nov 2023 and the annual rate has dropped to just above our statistical Family group.</p> <p>e) LCJB / OPCC / Police have agreed a new priority area for focus for the next year of 'Child First Youth Justice' which will include a focus on reducing FTE's, implementation of new OOCR processes & greater oversight & strategic leadership of youth justice matters. July 25</p> <p>f) Changes and revised processes will be used to promote the work of the YJS with police and best practice in terms of reducing youth offending. March / April 25</p>	
6.	Re offending rates	a) The Board to actively monitor reoffending rates & work within their agencies to support children and their service areas to reduce reoffending.	Each board	LA	<p>a) Reoffending data to be brought to each board.</p> <p>b) We are investigating local data to supplement national data which is 2 years behind. March 25</p> <p>c) Current national performance is better than national rates, however local data suggests that this will get worse when the current cohort enter the national target in 1-2 years' time.</p>	
7.	Review the success of the Targeted Prevention Service for children coming to the attention of the youth justice systems.	<p>a) Ensure Turnaround funding & performance criteria requirements are met.</p> <p>b) Look for alternative funding to continue Prevention service or decommission.</p> <p>c) Prevention Review Action Plan to be completed.</p>	<p>March 25</p> <p>Jan 25</p> <p>Sept 24</p>	VM?	<p>a) Turnaround Programme has achieved financial & outcome targets for 2024-25, Reduced funding for 2025-6 has been announced.</p> <p>b) Torbay Council has allocated money from reserves to continue the Prevention service for 2025-26 in lieu of any additional funding from central gov.</p> <p>c) YJS is now taking new prevention referrals in and none of the 3 workers have so full service has been maintained.</p>	
8.	Ensuring children in contact with the Youth Justice Service are in appropriate education, training, or employment.	a) Work with partners to reduce the number of children suspended & excluded from school and improve their attendance. Review in Performance report	Every 2 months	GP / DH	a) DH presented a report to Sept Board re what the LA is doing to reduce high rates of exclusion, which has included employing new staff, increasing challenge to schools re exclusions & developing a new model for early intervention across SEND, vulnerable pupils and Virtual school. Sept 24.	

					b) YJS education worker has developed good links with school and colleges to support attendance and challenge suspension and exclusions. Ongoing.	
9.	Swifter Justice - reduce delays across whole youth justice system	a) Create a system to track all youth cases from arrest to disposal. (Niche - CliQ?) b) Devise an approach to influence all organisations awareness and reduce delays.	Dec 24 July 25	HC	a) YJS's across D&C have requested data set from Police on a daily, weekly monthly basis. First meeting has been held with Police PA team re agreeing the data set + data is a key strand under the new LCJB Youth Justice priority. Dec 24. b) Issues have been raised at AAR C103 & CEO Deep Dive 2024 and at LCJB. Sept 24 c) OoCR developments includes a request to prioritise Youth in investigation & referrals. Feb 25 d) Children in Custody group has also raised profile re data & tracking of youth matters. e) Child First Policing team in S Devon has been agreed and recruitment is active. It is envisaged that this will speed up investigations and tackle quality issues re children entering the youth justice system.	
10.	Improve the visibility and understanding of Youth Justice Service work – telling the good stories of children & the work of the YJS	Liaise with Torbay Council communications dept to develop better communications to inform the public & community about TYJS (website, leaflets, news articles?)	Oct 2024	JR	Website presence is now live, although there are some improvements still to be made after feedback from staff and children mainly to make it a bit brighter and add pictures. Torbay Youth Justice Service - Torbay Council	
11.	Review the Quality of Youth Justice provision in Torbay.	Complete the YJB National Standards Action Plan devised following the 2023 audit.	July 24		All actions on the Action Plan have been completed. Operational Board have agreed that this Action Plan has been completed.	
12.	Improve systems and processes to reduce Child Criminal Exploitation.	Implement Multi Agency Case Audit (MACA) re Criminal Exploitation Action Plan	Sept 24		1 item outstanding to be reported at Sept 24 Board re Children open to YJS & attendance at Education and is now included within item 8. Of this action plan. (DH Report)	
13.	After Action Review (AAR) re Swift Youth Justice C103	Implement the recommendations for the YJS of the AAR	Jan 2025		YJS HoS has chaired the Task and Finish Group set up to complete the recommendations which were agreed in July 2024. The T&F has met 4 times and has agreed that all recommendations have been completed JR will reported back	

					to the TSCP CSPR Panel on the 27 th Jan 2025 and this has now been agreed to be completed.	
14.	CEO Deep Dive 2023 and 2024	a) Implement the final actions of the 2023 Action plan. b) Respond to the recommendations of the 2024 Deep Dive when it is published.	Sept 24 Nov 24	NM NM	a) 1 Action remain outstanding from 2023 which is for better comparisons with national data from the YJB, which is not fully available due to YJB data quality issues. b) Deep Dive 2024 Report was the focus of the November Strategic Board from which an action plan has been produced. c) March 2025 Board meeting will make final changes and ratify any further actions to meet recommendations.	

3. Performance over the Previous Year

Torbay YJS has continued to increase the breadth and quality of performance data made available to managers, management boards other local authority departments eg Children's Services and Community Safety etc as well as external partners. Torbay has taken an active and often leading role in regional and national developments, specifically with Devon and Cornwall Police in the development of the Child First Protocol, with the Office of the Police and Crime Commissioner re a Child First approach including Swifter Youth Justice which has led to the development of the Child First Policing Team for Torbay.

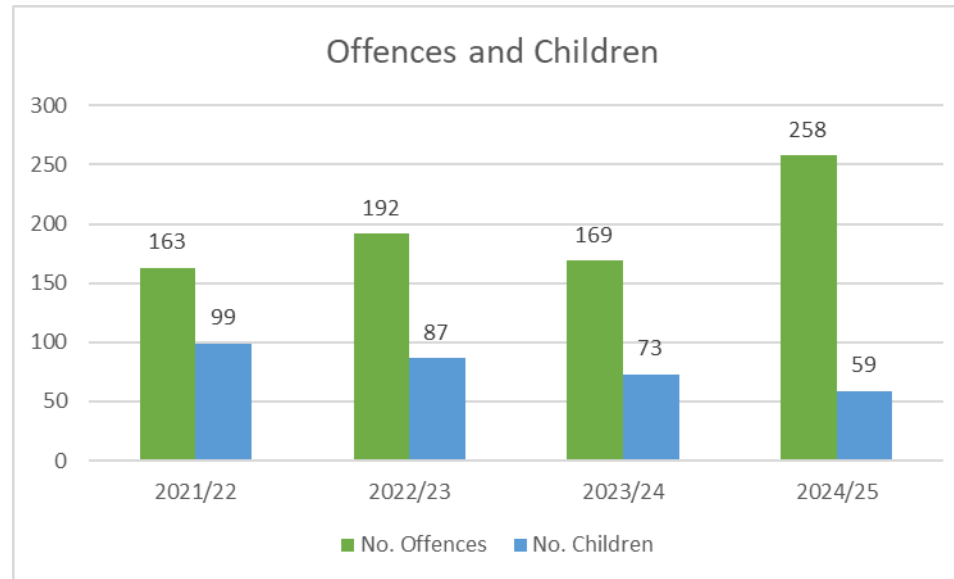
In early 2025 the Board requested a number of revisions to the performance report structure, a Draft report was presented and approved at the March 2025 Board meeting the first new report will come the next Board in July. This includes caseload data, demographics, links to wider services, exploitation, education, attendance, free school meals, SEND, timeliness of decision making, outcome types, offence types, court decisions, first time entrants, reoffending, custody, breaches, and victim data. More detailed analysis is often requested by the board and this year they have received supplementary reports regarding First Time Entrants, Disproportionality, and Education.

The data within this plan is taken from both the Torbay Youth Justice Service's case management system - ChildView, and the YJB data summary published on a quarterly basis by the Youth Justice Board.

There remain 2 caveats to this data as Devon and Cornwall Police are still in transition to their new record management system (Niche), which is now providing enhanced functionality and analytical capability but is not yet providing YJS's with all the data that has been requested. Specifically, information on Police only Community Resolutions and Stop and Search data. Secondly the YJB have informed all local authorities that there are significant concerns about the quality of the data they publish re the new key performance indicators and that they should not be used for planning or analysis purposes.

Offences

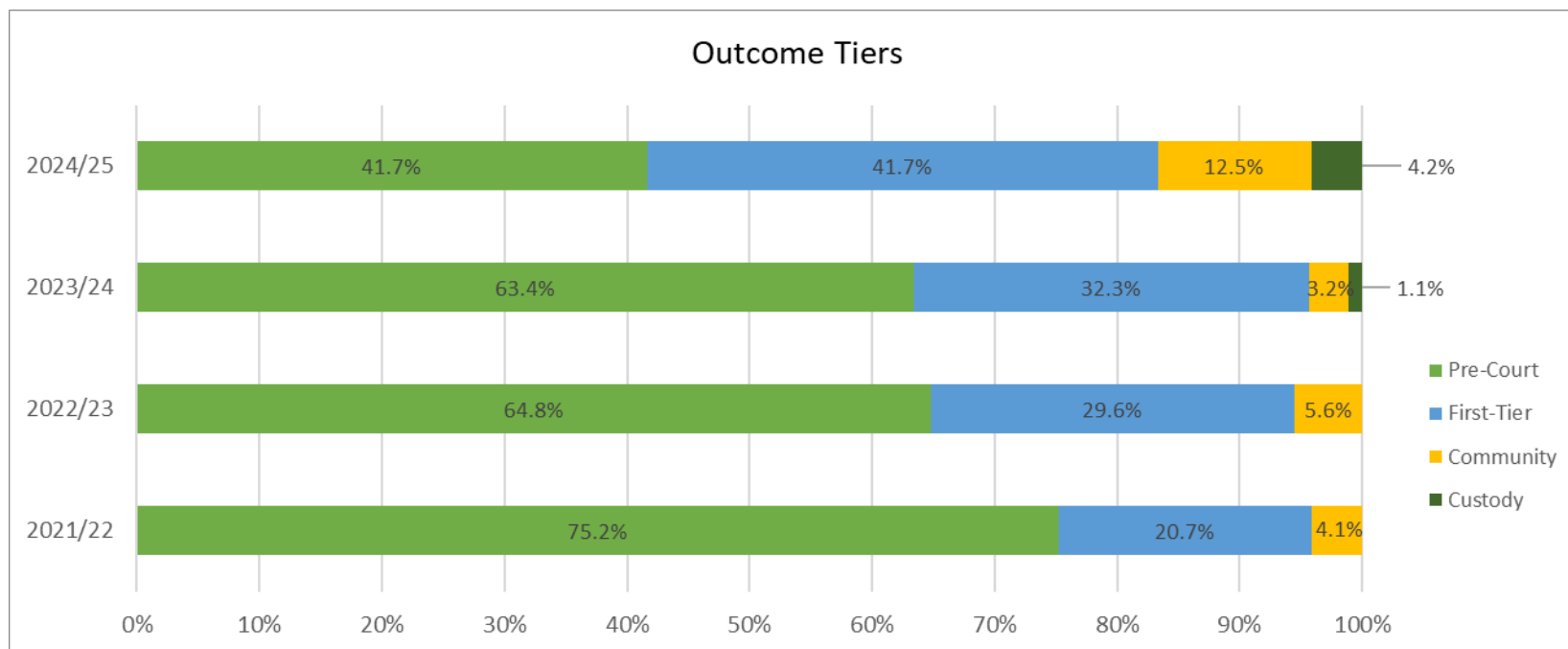
The number of children who received an outcome for an offence fell again in 2024/25, however there was a significant increase of 53% in the number of offences that received an outcome. This is representative of a smaller group of vulnerable children committing multiple offences. The Youth Justice Service are still not receiving all notifications of Police issued Community Resolutions so the actual numbers will be higher.



The ratio of offences per child has increased each year:

- 1.65 offences per child (2021/22)
- 2.21 offences per child (2022/23)
- 2.32 offences per child (2023/24)
- 4.4 offences per child (2024/25)

Outcome Tiers



During 2024/25 there was an increase in the number and proportion of outcomes administered through the courts. Fewer outcomes were administered as part of a pre-court process. Police Community Resolutions have not been received into the Youth Justice Service since mid-2022/23 which impacts numbers from that date onwards. Despite this caveat there was still a greater number of all Court outcomes as shown by the table below.

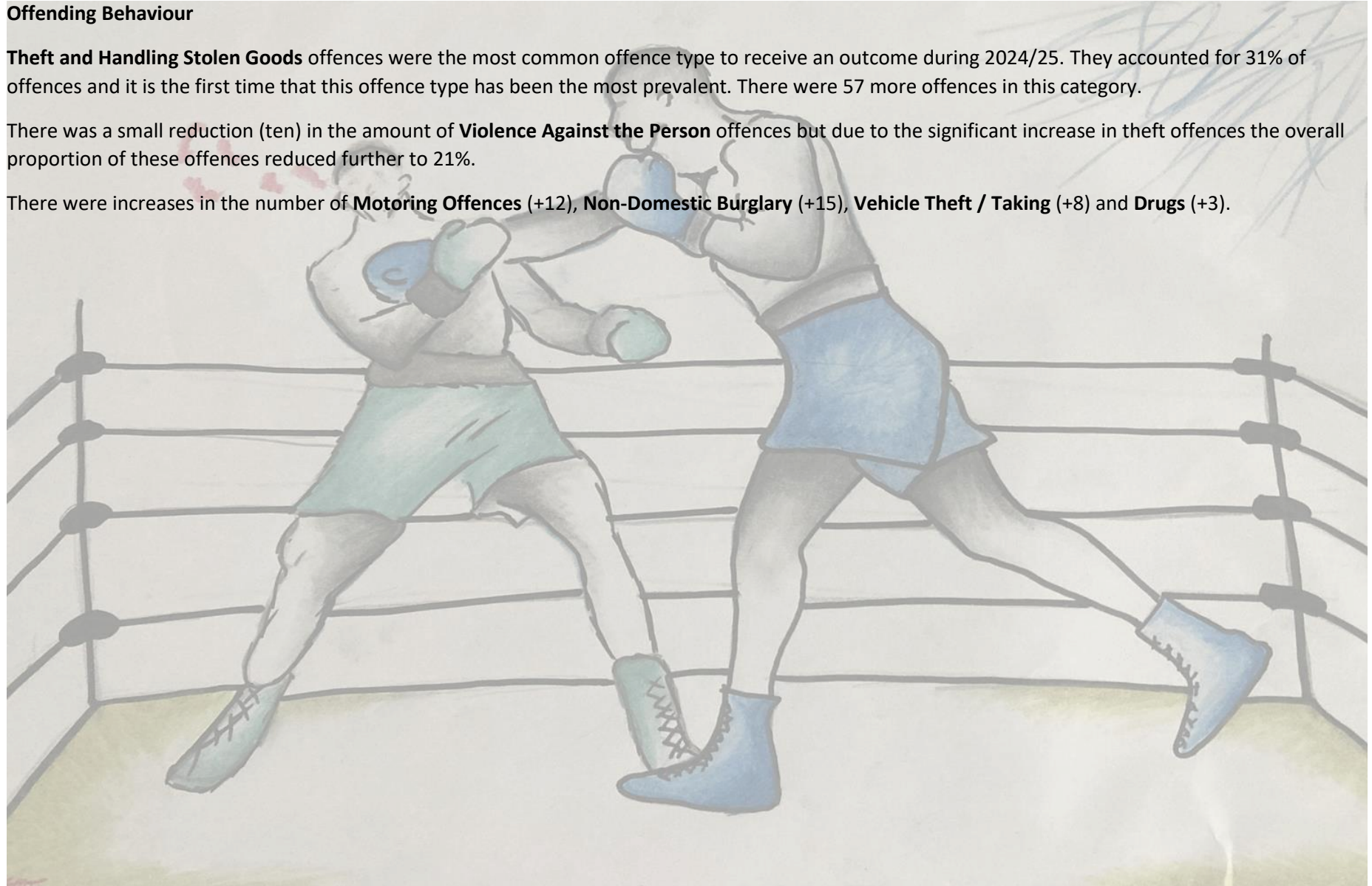
Year	Pre-Court	First-Tier	Community	Custody	Total
2021/22	91	25	5		121
2022/23	70	32	6		108
2023/24	59	30	3	1	93
2024/25	40	40	12	4	96

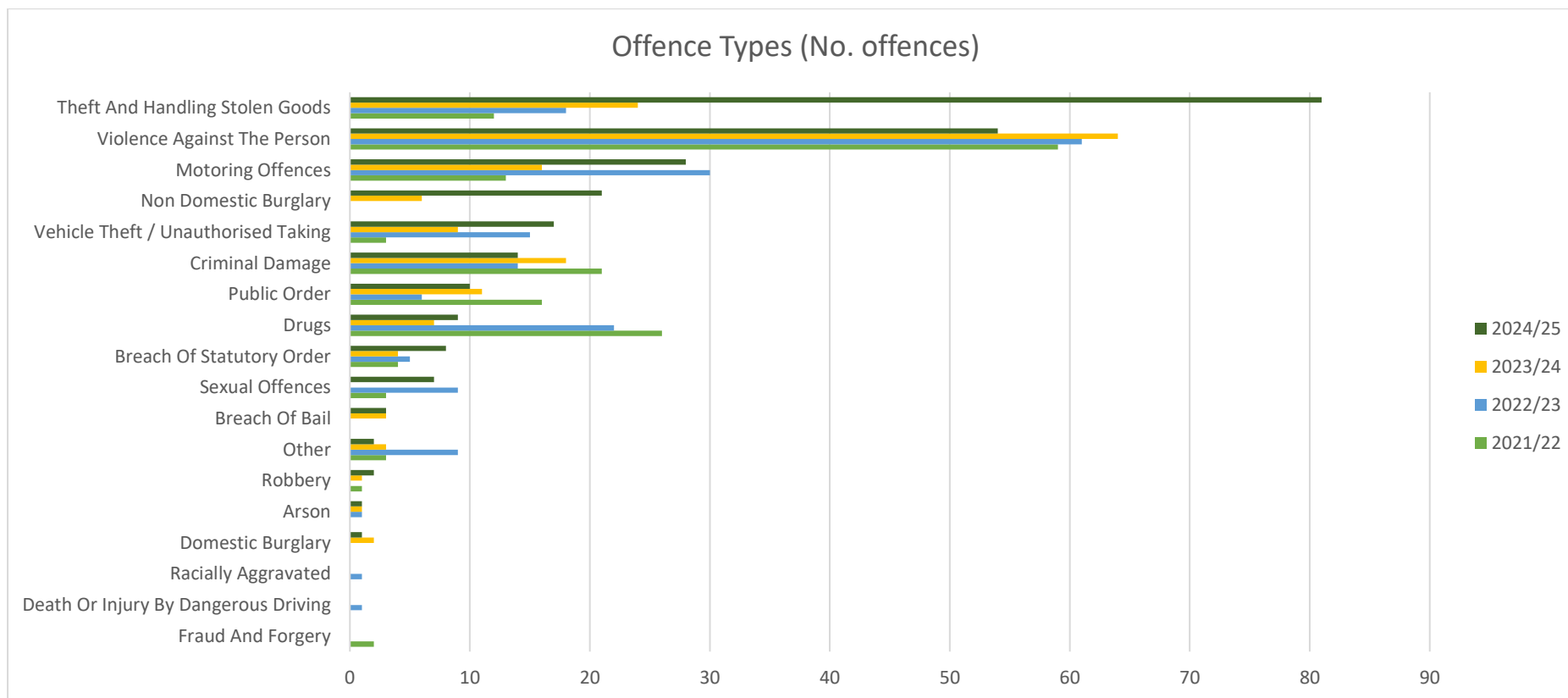
Offending Behaviour

Theft and Handling Stolen Goods offences were the most common offence type to receive an outcome during 2024/25. They accounted for 31% of offences and it is the first time that this offence type has been the most prevalent. There were 57 more offences in this category.

There was a small reduction (ten) in the amount of **Violence Against the Person** offences but due to the significant increase in theft offences the overall proportion of these offences reduced further to 21%.

There were increases in the number of **Motoring Offences** (+12), **Non-Domestic Burglary** (+15), **Vehicle Theft / Taking** (+8) and **Drugs** (+3).





There were 258 offences committed by Torbay YJS children that received a justice outcome between 1st April 2024 and 31st March 2025.
(numbers below offence type show increase/decrease on previous year)



81
Theft & Handling
Stolen Goods
+57



21
Non-Domestic
Burglary
+15



10
Public Order
-1



54
Violence Against
The Person
-10



17
Vehicle Theft /
Taking
+8



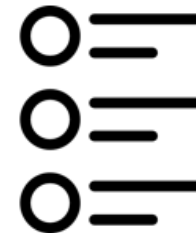
9
Drugs
+2



28
Motoring
Offences
+12



14
Criminal
Damage
-3

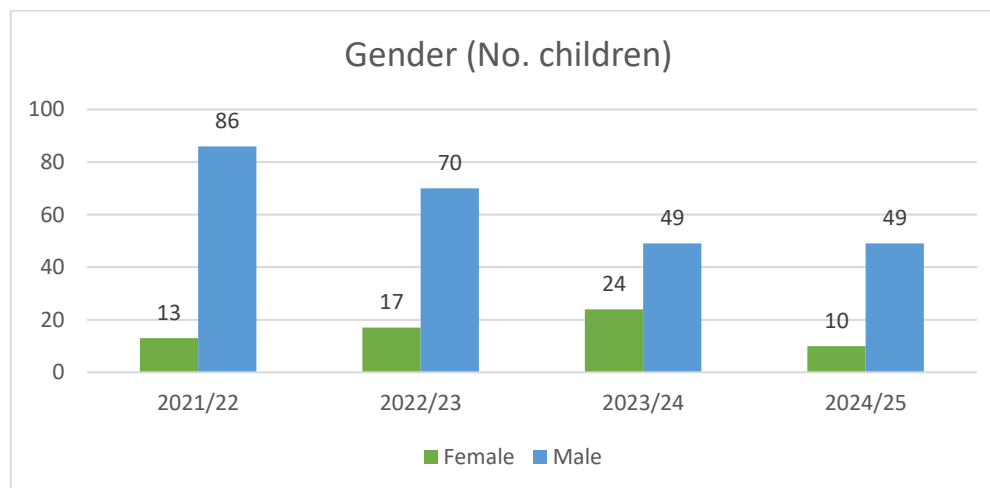


24
Others (incl. Sexual
offences, Domestic
Burglary, Arson)
+10

Offending Profile

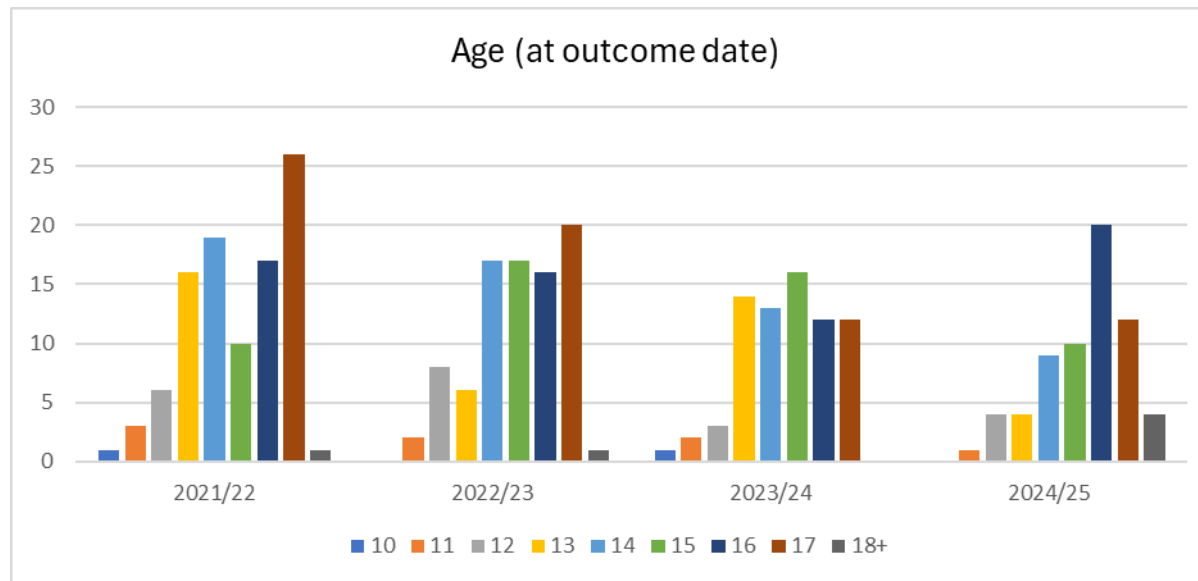
The children receiving an outcome for an offence in 2024/25 are predominately male (83%). The number of females committing an offence in Torbay fell to the lowest in over four years following a significant increase in 2023/24. The numbers of children receiving an outcome continues to fall. The overall trend can be seen here:

- 2021/22 – Female 13.1% Male 86.9%
- 2022/23 – Female 19.5% Male 80.5%
- 2023/24 – Female 32.9% Male 67.1%
- 2024/25 – Female 16.9% Male 83.1%



Age (at Outcome date)

Most children who received an outcome during 2024/25 were older, with 56% of children aged 16+ when receiving their first outcome in the period compared with 32% in 2023/24. The distribution of children across the different ages is shown in the following chart and table.



Age	Outcome Date			
	2021/22	2022/23	2023/24	2024/25
10	1%	0%	1%	0%
11	3%	2%	3%	2%
12	6%	9%	4%	6%
13	16%	7%	19%	6%
14	19%	20%	18%	14%
15	10%	20%	22%	16%
16	17%	18%	16%	31%
17	26%	23%	16%	19%
18+	1%	1%	0%	6%

YJS Children and Interventions

The demand on the YJS was comparable to the previous year and larger than in 2022/23. This is due to the increase in children being supported on preventative interventions.

124 children were supported over the last year (133 in 2023/24) across a variety of interventions. Some children will have had multiple interventions during the year.

- 58 interventions were preventative (Prevention or Turnaround Programme)
- 13 diversionary interventions (YJS Community Resolution or Outcome 22)
- 22 pre-court substantive outcomes (Youth Caution or Youth Conditional Caution)
- 40 court ordered interventions (Referral Order or Youth Rehabilitation Orders)
- 31 voluntary support programmes (these can be pre or post an intervention linked to an offence)
- 3 bail support or remand programmes (the remand intervention has been lengthy remand carried over from previous years)
- 2 custodial sentence - DTO

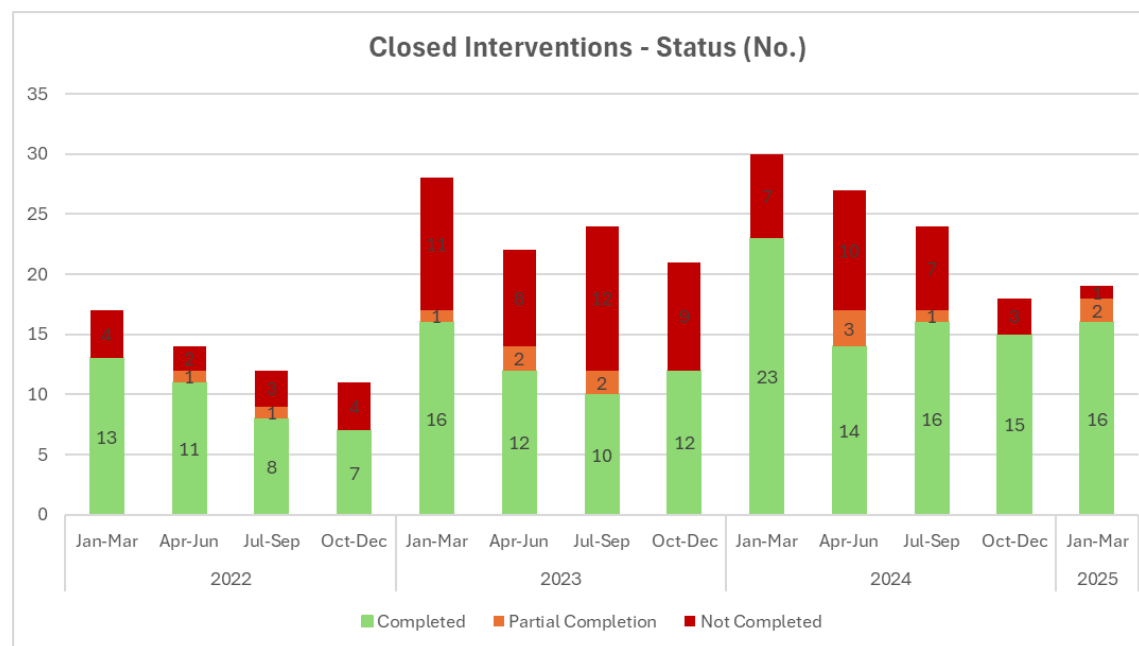
The full breakdown is shown below:

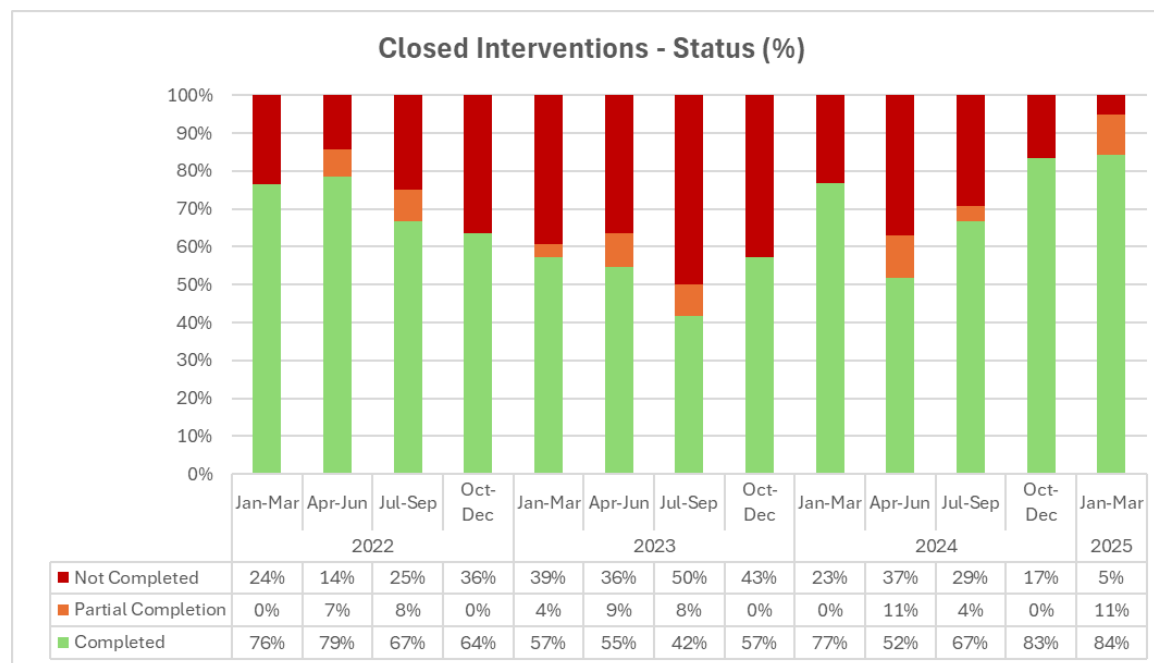
	2022/23		2023/24		2024/25	
	No.	%	No.	%	No.	%
Prevention Programme	21	16%	22	12%	16	9%
Turnaround	3	2%	42	22%	42	24%
Voluntary Support Programme	22	16%	27	14%	31	18%
Community Resolution with YOT Intervention	9	7%	20	11%	8	5%
Outcome 22 (Diversionary, Educational or Intervention Activity)	26	19%	8	4%	5	3%
Youth Caution	2	1%	4	2%	8	5%
Youth Conditional Caution	16	12%	18	10%	14	8%
Bail Support Programme	4	3%	3	2%	2	1%

Criminal Behaviour Order			1	1%	1	1%
Referral Order	20	15%	34	18%	25	15%
Youth Rehabilitation Order	9	7%	8	4%	15	9%
Remand in Custody (YDA) YOI / LAA	2	1%	1	1%	1	1%
DTO/Custody Programme			1	1%	2	1%
DTO Post Custody/Licence Programme					2	1%
Total	134		189		172	

Intervention Outcomes

The chart below shows the number of interventions that closed in the period and the proportion of these that were successfully completed. It further highlights the significant increase in workload from 2023 onwards.





Performance has improved throughout the year rising from 52% of interventions being completed successfully in quarter one to 84% in quarter four.

Links to wider services

Over two thirds of the children supported by the Youth Justice Service were open to wider support with Children's Services (69%). There is a more coordinated response across services to consider how we engage and consider joint plans to support these children.

- **15%** Early Help.
- **37%** Children in Need.
- **10%** Child Protection.
- **6%** Cared for / Care experienced.
- **31%** No additional support

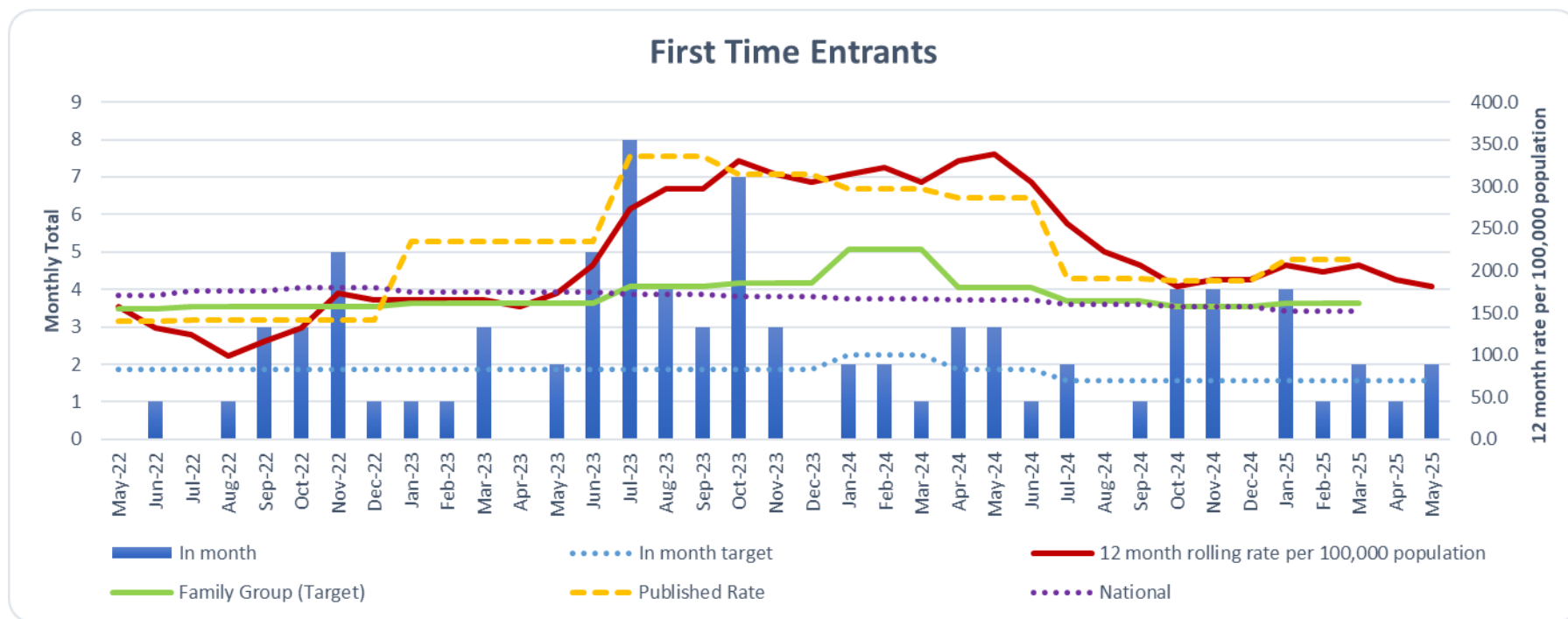
4. National Key Performance Indicators

First Time Entrants

The data for this indicator comes from both the local case management system (red line below) and the YDS published by the YJB (yellow dotted line). 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 / youth conditional caution or court conviction for the first time within the period. The KPI is used to measure the effectiveness of the partnership in preventing young people from entering the criminal justice system for the first time and is expressed a rate per 100,000 10-17-year-old population to allow comparisons across areas of different sizes.

Historically, this has been an area of poor performance for Torbay YJS, with the rate consistently above the family group and national. However, progress was made throughout 2021 and 2022 when the rate of FTEs fell to its lowest in August 2022.

This downward trend from 2021 into 2022 did not continue into 2023/24, and Torbay's rate rose significantly above the target (to be below the family group) at the end of the year. This was one of the main reasons why Torbay YJS was placed into quadrant three of the YJB's performance monitoring framework. Reducing FTEs has been a strategic priority for the local partnership board. The rate has steadily decreased since the peak in May 2024, narrowing the gap with the family group and national averages. Several factors have contributed to this improvement: swifter decision-making, the introduction of an intervention clinic where decision-making is informed by real-time data and intelligence to target children at risk of entering the youth justice system into the most appropriate preventative intervention, and regular auditing of decision-making at the pre-court panel.



In 2024 the largest proportion of FTEs lived in the TQ2 (Torquay) postcode area of Torbay – 30%. There was a more even distribution across Torbay than in 2023. The table below shows the home postcode of children entering the Youth Justice System for the first time.

Home Postcode	2018	2019	2020	2021	2022	2023	2024	2025
OOA	1	3					1	
TQ1	3	7	5	7	4	7	3	3
TQ2	11	10	4	7	4	9	7	4
TQ3	8	5	6	2	8	15	5	2
TQ4	2	6	3	4	4	6	3	
TQ5	9	6	3				4	1
Grand Total	34	37	21	20	20	37	23	10

2023 saw a significant increase in the number of girls becoming FTEs. 35% of FTEs in 2023 were female, a result of girls committing violent crimes often with use of social media and group assaults as aggravating factors. This trend has not continued into 2024, the proportion of girls falling to 21%.

The average age of FTE children was also higher.

Age/Gender of FTEs	2018	2019	2020	2021	2022	2023	2024	2025
Female	5	10	2	5	2	13	5	1
12		1						
13	2					5	2	
14	1	1		1		3	1	
15		3		1	1	1	1	
16	1	4	1	2	1	1		1
17	1	1	1	1		3	1	
Male	29	27	19	15	18	24	18	9
11	2	1				1	1	
12	3				1	1	1	
13	2	3		1		2		
14	5	4	1	4	3	7	4	
15	9	1	6	1	3	6	2	1
16	5	9	3	3	7	5	5	4
17	3	9	9	6	4	2	5	4
Grand Total	34	37	21	20	20	37	23	10

FTE Offence Types

The table below shows the category of the main offence committed by children that led to them becoming an FTE since April 2018.

In 2024, as in other years, violent offences are the most common offence type. This contrasts with the overall offending of Torbay YJS children where theft offences were most prevalent.

Main Offence Type (FTEs)	2018	2019	2020	2021	2022	2023	2024	2025	Grand Total
Violence Against The Person	7	18	11	15	12	21	9	5	98
Drugs	8	5	3	3		2	1		22
Motoring Offences	1	2	3		3	2	4	2	17
Public Order	2	8	1	1	2		2		16
Vehicle Theft / Unauthorised Taking	4				1	6	2	1	14
Theft And Handling Stolen Goods	3	1	1				2		7
Sexual Offences	1	1	1		1	1	1		6
Criminal Damage	4	2							6
Non Domestic Burglary						2	1	2	5
Domestic Burglary				1		2			3
Robbery	2		1						3
Racially Aggravated	2								2
Death Or Injury By Dangerous Driving					1				1
Arson							1		1
Breach of Bail						1			1
Grand Total	34	37	21	20	20	37	23	10	202

Education data highlighted that:

- 70% of FTEs had experienced one or more fixed term exclusion prior to their offence.
- The average number of days lost to fixed exclusions in the 12 month prior to offence is 12.5 days.
- 9% of FTEs had been permanently excluded before their offence.

Torbay YJS is using the findings from this data to help target children at risk of becoming FTEs in the weekly intervention clinics that take place between Police and the YJS. Children who have come to the attention of the Police during the previous few days are discussed and live data is available to help inform decisions around whether they would benefit from additional support to prevent them from becoming FTEs. The intention is that the right children are supported and more quickly.

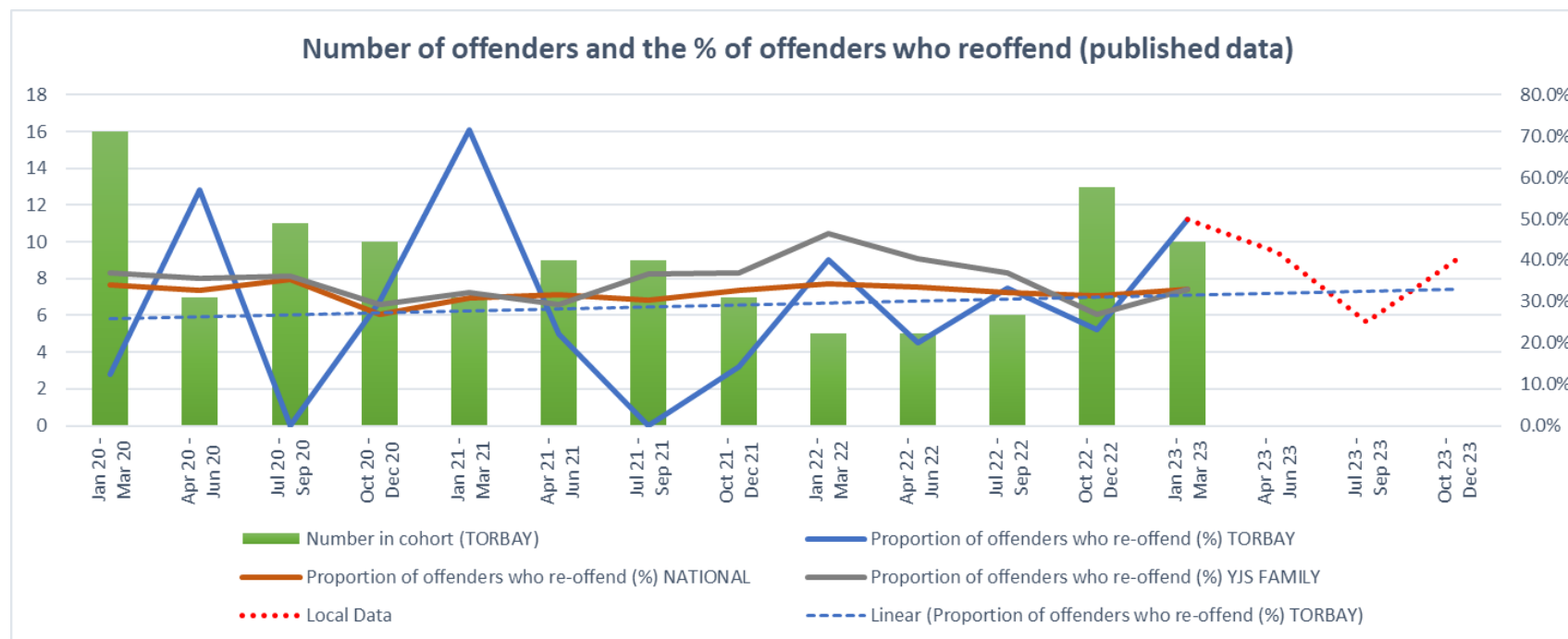
The aspiration remains for Torbay's rate of FTEs to be below the family group average and support the wider community ambition 'to see a healthy, happy and prosperous Torbay' and 'create a safe place for children to thrive in'.

Binary reoffending rate (national data)

The data for this indicator comes from the data summary published by the YJB. The cohort consists of all children who received a substantive outcome or were released from custody in that date range. The most recent cohort available is those children who received a substantive outcome between January and March 2023, tracked for 12 months.

The chart below shows the number of children in each three-month cohort for Torbay and the proportion of those children who reoffended compared against both the family group and national benchmarks.

The target is to remain below the family group, and this was achieved in two of the four quarters. The small cohort size in Torbay often results in a volatile rate as one or two children reoffending can have a big impact on the overall rate. This is reflected in the chart below.



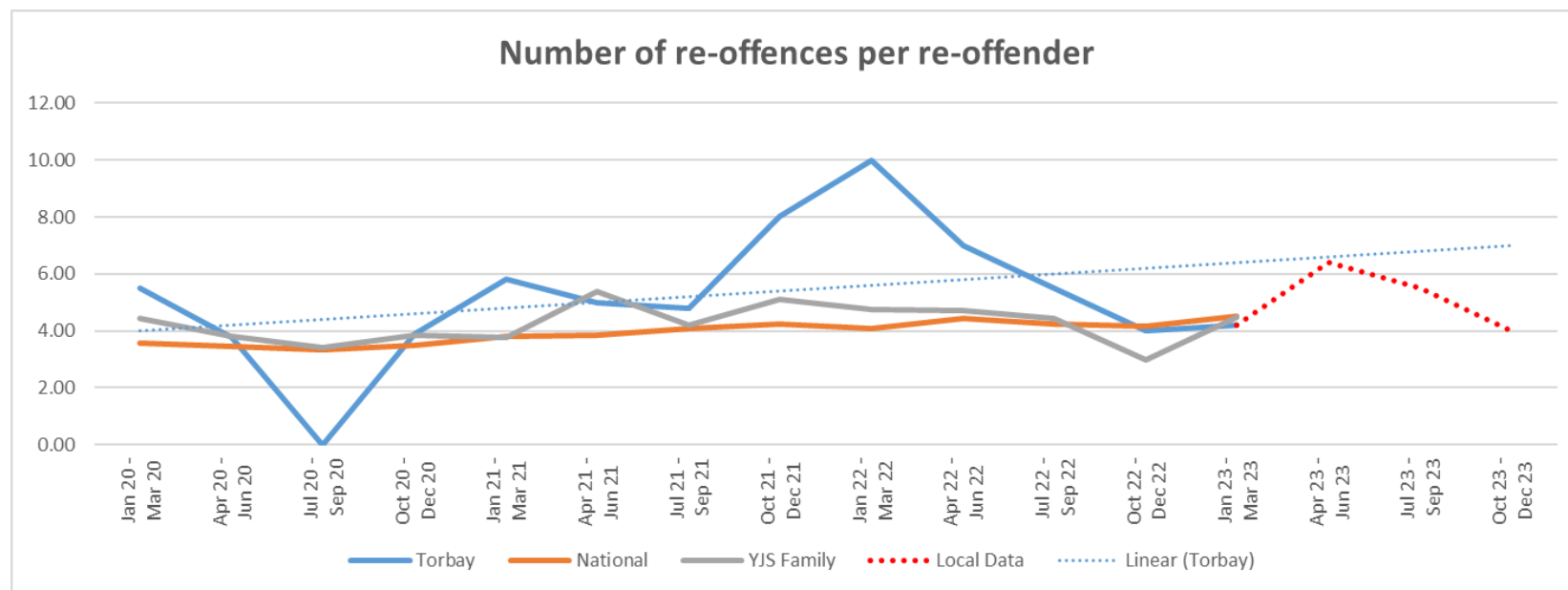
The most recent cohort published was significantly above the target (Torbay 50% vs Family Group 33%) after a period of good performance. Local data predicts that performance will continue to fluctuate.

Frequency of reoffending

The data for this indicator comes from the data summary published by the YJB. The frequency rate of reoffending calculates how many re-offences are committed by each reoffender.

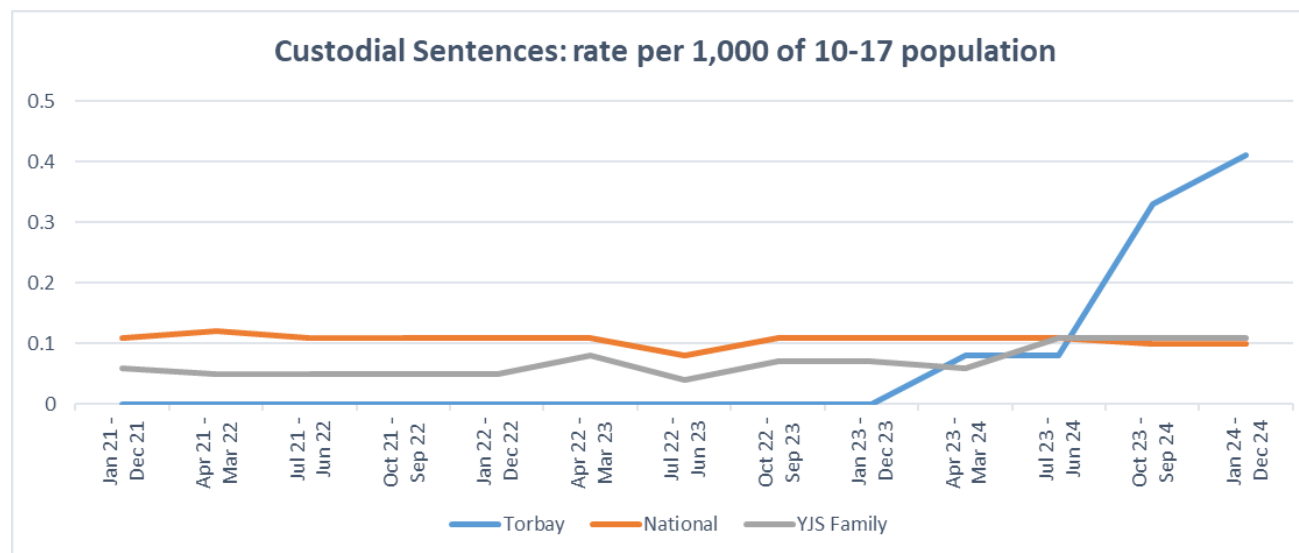
Due to Torbay's small cohort size this rate is susceptible to large variances as one or two prolific offenders can have a large impact on the overall rate, as shown the blue line on the chart below. This can be seen by the most recent quarter as the number of reoffenders was only two and yet the number of reoffences per reoffender was ten.

The target is to remain below the family group, and this was achieved in two of the four quarters. The trend against this indicator reflects that of earlier data where Torbay YJS has been working with a small group of particularly vulnerable children committing multiple offences.



Use of custody

This indicator uses case level data from the YJ Application Framework 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.



Five custodial sentences given to four Torbay young children has caused the rate to be significantly above the target of being below the YJS family group. The use of custody was deemed appropriate in each of these cases following serious offences in three of the four instances, and prolific offending in the other. Delays and lengthy hearings had an impact resulting in these sentences falling in the same year.

New key performance indicators (from April 2023)

The youth justice system has developed significantly since the original set of KPIs were introduced. Whilst the number of children entering the system with a statutory disposal has fallen significantly, it is clear youth justice services are working with increasingly complex caseloads.

In view of this The Ministry of Justice has developed new KPIs to reflect areas that are strategically important in delivering effective services for children and will provide an understanding of how YJS partnerships are responding to this different context.

Torbay YJS was required to record KPI data from 1st April 2023 and has been submitting data to the YJB via electronic transfer each quarter. However, in a recent YJB letter to all Youth Justice Services it has been communicated that:

“the KPI data we hold from 2023/2024 and 2024/2025 will not be used for analysis, reporting, or decision-making due to quality limitations. While we understand that it may be disappointing that two-years' worth of data will not be used, it is common for there to be data quality issues in new data collections, and your provision of this data as well as contribution to our refinement work has been essential for us to reach the position of having better

quality data for future years. This decision also reflects feedback from services that indicates that resubmitting two-years' of data would present a significant resource burden."

For this reason, we have not included further KPI data within this plan.

5. Challenges, Risks and Issues

The service has identified the following challenges 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** – the service has been without a suitable dedicated space in the bay to deliver face to face work with children for a number of years this was recognised in the HMIP inspection in 2021 as a cause for concern. The service has been using a range of community facilities and buildings. However, many of these locations do not meet the expectations of a Trauma Informed service in terms of consistency, confidentiality, safety and with the ability to provide the range of facilities that is expected for a modern youth justice service. The service has identified and secured a suitable building, has planning and building approval and funding is in place for a full refurbishment of the building to make it bespoke place for face to face work with children. Building work has started but is currently delayed due to finding asbestos in the building. It is hoped that this will be open in summer 2025.
- ii) **First Time Entrants** – The service saw a significant increase in First Time Entrants (FTE) in 2023 and because the nature of the KPI (a rolling year) this adversely affected our performance until the end of 2024. Through significant focus and work in this area the service has significantly reduced the number of FTE's and we are now just above the family group and national rates. However, we remain vigilant as 2 or more children becoming FTEs within any 1 month will push our rate above the target.
- iii) **Continuation of the Prevention / Turnaround Service** - The Prevention / Turnaround service has been very successful in stopping the children it works with from committing offences (Dec 2023 Review 81% had not committed any offences after their intervention began) this area of work now accounts for one third of the YJS caseload. Currently the service has 3 full time Prevention workers these are majority funded through by Torbay Council and a small amount from the reduced MOJ / Turnaround grant. Funding is only guaranteed for the current year (2025-26) and we will be working with partners to confirm funding for the next financial year 2026-26 and beyond.
- iv) **Suitable available Childcare Placements and provision** - A few children under local authority care are placed in children's homes or other provisions. Last year, a very small number of children had to be placed in unregistered accommodation due to the national sufficiency challenges. At times this has resulted in the need for children to be moved to alternative placements away from Torbay, resulting in a number of caretaking arrangements with external youth justice services. The local authority does not commission either PACE or Remand beds and there is also a national

and local shortage of placements which makes this practically impossible and if beds were ‘held vacant’ it would only increase the pressure on the care system. Children's Services believe that a child centred approach should be maintained, and children should return home unless the offence is severe enough to warrant police custody until they appear in court.

- v) **High rates of education suspension and exclusion** - Torbay has some of the highest rates of suspension and exclusion from school in the country. For children open to the youth justice system this is particularly true (73% of children worked with during 2024/25 had experienced one or more fixed exclusion and 21% had been permanently excluded from school), this coupled with low levels of attendance of children know to YJS means that they are not only receiving very limited education but are also not being seen or supervised through the school day. It is well evidenced that attendance at school is a major safeguarding factor as well as the positive effect on future life chances and success. Torbay YJS Strategic Board and staff team have identified this area as one we all need to seek to improve and both strategic and operational level. We ensure that strategically the challenges relating to this small cohort and discussed at the Children’s Continuous Improvement Board as well as children’s overview and scrutiny. Attendance, suspension and exclusion is a main area of concern and no one agency will be able to respond. We are presently introducing a locality pilot within our schools to support a more cohesive and collaborative approach to some of our very distinct challenges

The Youth Justice Plan for the year ahead:

6. 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.

The 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. The summary report is [here](#).

Torbay YJS has significantly improved its feedback mechanisms for children, parents and victims, we are also reviewing how Referral Order Panels can be more Child First and this will be led and academically reviewed by Plymouth Marjon University. Children have also stated that they want more things to do and we have started activity sessions using local clubs and providers and will be working with the new Youth Hub manager when they come into post to link in with youth work and youth club provision.

7. Voice of the Child

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

- Informal Feedback recorded by workers and collated.
- 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, and the development of co-created intervention plan.
- User Feedback Surveys – these are more general feedback forms to gather data about the child’s (as well as the parent or carer and the victim) overall perception of the quality of the service they received including things such as timeliness, location of delivery and did it make a difference.
- Complaints

In 2023-24 a small working group led on improvements to the service feedback structures and processes and the reallocation of staff time to lead on Feedback and Participation for children, parents, and victims. All of our feedback forms are now available electronically which has increased accessibility, confidentiality and increased the ease of data analysis from the current paper only format. We now are developing a statistically reliable range of data which is being analysed by the service management team, feedback to staff team and reported to the Service Boards alongside any improvement or change activity that is required.

Feedback is reviewed quarterly and information from feedback is used to develop practice in the service. A participation group has been established to have an opportunity for young people to review any changes in practice in the team and to provide support and insight in terms of any wider changes to the service. This group are also tasked to represent the wider community in respect of highlighting the impact of youth crime and what might help to reduce it.

Young person’s satisfaction survey: A total of 19 surveys have been completed since the survey went live last year. 16 of 19 respondents rated the help and support provided to them as Excellent or Good.

Areas where young people felt the YJS performed particularly well (Excellent accounting for over 50% of responses) included:

- Explaining clearly what would happen next

- Explaining the options of support
- Helping young people to feel supported
- Listening to what they wanted to happen next
- Treating with respect
- Help young people to feel that they could trust their YJS worker
- Help them feel safe
- Where they met was easy to get to and confidential
- Explaining the legal processes
- YJS workers getting to know and understand them
- Creating plans together
- Explaining what exploitation is and how to feel safe

Young people were seen in a variety of places. The places that received less favourable feedback in terms of ease to get to and choice were the YJS building and public spaces. The use of a public space was rated as poor for confidentiality by one young person.

One young person stated they wanted help from a service to “better understand social situations” but this was not available to them.

Feedback from a child

‘Just passed by theory test. First thing I do when I pass my test is pick you up and the coffee is on me. Loving my apprenticeship at mount Stuart and I wanna thank you if it wasn’t for you I probably wouldn’t be here right now’

Parent/Carer satisfaction survey: A total of 28 surveys have been completed since the survey went live last year. 26 of 28 respondents rated the help and support provided to them as Excellent or Good.

Areas where parents and carers felt the YJS performed particularly well (Excellent accounting for over 50% of responses) included:

- Explaining clearly what would happen next
- Explaining the options of support available to parents/carers and their children
- Helping them to feel supported and listened to
- Acting on what they wanted to happen next
- Treating them with respect
- Helping them to feel that they could trust the YJS worker

- Responding to messages and calls in a reasonable time
- Meeting in safe, convenient and confidential locations
- Explaining the legal processes
- Taking the time to get to know them and their child
- Helping to explore different ways to support their child
- Improving their relationships with their child
- Explaining what exploitation is and how it may affect their child
- Providing support to access other services

There were some areas where a small number of respondents answered poor (two/three people). Whilst this represents a small percentage it does highlight that for some people there are things the YJS could do better. These are:

- Getting in touch quickly after the incident happened (3)
- Responding to messages and calls in a reasonable time (2)

Parent feedback (on a parenting course)

‘Given me my confidence back to be able to deal with problems as they arise’

Victim satisfaction survey: A total of 14 surveys have been completed since the survey went live last year. 12 of 14 respondents rated the overall service provided to them as Excellent or Good.

Areas where victims felt the YJS performed particularly well (Excellent accounting for over 50% of responses) included:

- Explaining clearly what would happen next
- Explaining the options of support available
- Helping them to feel supported and listened to
- Acting on what victims wanted to happen next
- Treating them with respect
- Helping them to feel that they could trust the YJS worker
- Responding to messages and calls in a reasonable time
- Meeting in safe, convenient and confidential locations
- Explaining restorative justice in a clear and simple way

There were some areas where victims felt that the YJS could have performed better. These include:

- 3 victims felt that the time taken between the incident happening and contact being made was poor
- 43% of victims (six people) felt that justice was not served (that the incident was resolved appropriately)

Feedback from a Victim

- *'We couldn't have gotten through this without your support and help. Thank you doesn't even cover it! When I felt we didn't matter and no one cared, you came, listened and showed us we did matter! Cared for us as a family and fought so hard for us We will be eternally grateful for your help and support xx 🥰'*

Complaints

There have been no complaints received in 2024-25.

Summary and next steps

Feedback from children is generally very positive about their experience of the youth justice service. This is triangulated between the feedback mechanisms and informal feedback received by family. It may be that the more feedback that the Youth Justice Service receive that this feedback leads to more change as the range and depth of information increases. The Youth Justice Service aims to receive feedback from all young people completing their Court Orders.

The Victim Focus group was established in 2024 and one of the initiatives to come from it was to invite a local police inspector to the group to talk about police process, support and communication with victims. Additionally, the Police and Crime Commissioner Alison Hernandez attended at the request of one of the victims to talk about her specific case which has led to a multi-agency review of the case.

Victim feedback is generally positive however some victims do not feel that justice that was served i.e. that the incident was resolved appropriately, we have revised the survey question to ask for more details about why they justice has not been served and will report back to the board when we have the results.

8. Resources and Services

Torbay Youth Justice Service Budget is a 'pooled' budget held by Torbay Council on behalf of the Board and the Strategic Partners and funding bodies. The annual budget is approved by the Strategic Board for the year ahead and expenditure is against the budget is reviewed six times a year at each Board meeting. Operational day to day expenditure is approved by the Head of Service under the financial regulations of Torbay Council and in line with any

criteria for which the funding is given. All funding is used for the primary roles of the Youth Justice Service i.e., prevent offending and re offending, the delivery of our Improvement Plan and achieving the [Key Performance Indicators](#) laid out in this plan.

The two largest funders are Torbay Council and the Youth Justice Board (YJB) each giving approximately one third of the overall budget with the final third made up of other partnership contributions and funding bodies for specific pieces of work. Over 95% of the budget is spent on staffing who are our key resource for delivery to children, with the remaining 5% spent on resources, facilities and consumables. Additional to the funding from statutory partners the service receives 'contributions in kind' from organisations who 'second' staff to the service these include: - Children and Family Health Devon, Devon and Cornwall Police, and the Probation Service. See [Appendix 2](#) for a more detailed breakdown of the budget.

9. Board Development

An induction programme for board members 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. In the last year Board members have received briefings following four audits on the quality of the work of the service. In May 2025 at the 'Away Day' the Board received a number of updates and briefings about performance and national changes and activities to set the priorities for the service in the year ahead and where also reviewed the roles and responsibilities of the Strategic Board. Members of the board have also attended staff meetings and case planning in the last year to meet the staff and develop better understanding of the work of the service.

a) Partnership Deep Dive Audit 2024 (CEO DD) – This audit was completed following previous audits that commenced after the last HMIP inspection of the service. This audit made a number of recommendations for the strategic leadership of the Youth Justice service which the board have accepted and actioned.

b) Childrens services and YJS Joint Working Audit 2024 – This audit reviewed 20 cases open to both Torbay Children's Services and the YJS looking for examples of joint working in the sharing of assessment, plans, communication and working practices. It identified some areas of good practice and made a number of recommendations for improvement activity which the board are monitoring.

c) Audit against new HMIP inspection standards 2025 – These were started in February 2025 but due to a lack of management capacity have not been completed they will be finished in 2025

At each board meeting a variety of different staff from the services attends to present either case studies of the work they do directly with children, parents, or victims so the boards or provide updates on aspects of operational level work.

10. Workforce Development

The service has a stable staff team with limited turnover which has enabled the development of an experienced and well-trained team. Each year the service has an 'Away Day' for all staff and volunteers to evaluate work over the last year and recommend priorities for the year ahead to the management boards for inclusion in this Youth Justice Plan. Staff also attend Board meetings to either present case work examples or report on aspects of the work they are leading on.

- All staff working with children are trained in Restorative Justice 3-day course provided through Torbay Council.
- All case workers are trained in AIM3 (Assessment and Intervention of Harmful Sexual Behaviour).
- The service's Trauma Champion was also the Trauma Lead for the Southwest and has brought considerable knowledge and training to the staff team.
- Both Team Managers are trained by [NOTA](#) re: Autistic Children & People Displaying Problematic or Harmful Sexual Behaviour
- 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.
- 2 staff members have completed the Youth Justice Effective Practice Certificate (YJEPC) and another has been supported to start a Degree in Youth Justice in 2024.
- 3 staff have attended training on Child to Parent Violence.
- 4 staff have attended training on Pre-Sentence Report (PSR) writing.
- 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.
- [Appendix 3](#) is the timetable of training that took place last year and into 2024-25

11. Evidence-based practice and innovation

Team managers attended the Child First Training by the YJB and have delivered this to the staff team which has provided an opportunity to review our practice. This has also led to a number of changes in the service as well as an academic review by Marjon University Plymouth of the Referral Order Panel and process to make it more participative for children.

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 a member of staff who is a 'Trauma Champion' to support the development of the nationally recognised (within youth justice services) Enhanced Case Management (ECM) approach. The Torbay Trauma Champion also shared a role leading the Trauma Champions across the Southwest indicating her high level of expertise. The ECM approach is a further development of a psychological model of understanding of the child's development through case formulation. We are also very pleased to have filled the CAMHS worker post after nearly 3 years of carrying the vacant role and this will add a much-needed service to the children the service works with.

The Prevention service was reviewed in 2024 and evidence showed that 81% of children referred did not go on to offend and because of this success has been extended into 2025-26. They have started a new initiative providing an 'Adventure Activity group' with children open to the service which give children an opportunity to try a range of positive activities and events that they will probably not had the chance to do previously. Engagement has been very positive so far and it is hoped we can expand this during school holiday periods and will be looking for funding for this.

12. Evaluation and Standards for Children

The service has carried out a high number of audits and quality assurance measures in the last these include: -

a) Child Criminal Exploitation Multi Agency Case Audit (CCE MACA). Led by Torbay Safeguarding Children Partnership (TSCP) 10 cases were audited, 9 of which were known to the Youth Justice. YJS produced its own Action Plan following the findings which is monitored by the Strategic Board.

c) CEO Deep Dive Audit (CEO DD) – This audit was completed following previous audits that commenced after the last HMIP inspection of the service. Good progress in many areas was noted from previous audits and outstanding areas for improvements were noted and have been prioritised in the new action plan produced.

d) After Action Review C103 (AAR C103) – This audit has been completed of a specific case that took nearly 3 years of investigation before it was resolved just short of the child's 18th birthday. The final report has not been released although YJS have seen the report it is currently waiting to be signed off by the TSCP executive board.

e) Prevention Service Review – In December 2023 the service completed a multi-agency review of the work and performance of the Prevention / Turnaround and made recommendations on improvement activity which will be put into place in early 2024.

f) Case File Audits We have increased the number and reporting of full case file audits and will be reporting to this to both boards in early 2024 / 25.

g) After Action Review (AAR C95) – This an audit for the case of a former relevant child who committed a murder, the audit has been completed, and we are currently awaiting the final report and recommendations.



In 2022 the service achieved the prestigious Microlink Special Education Needs and Disability (SEND) Quality Mark for youth justice services with a Commendation for Child First practice, this required the service to audit current practice and address any gaps identified. Good practice within the service was recognised as part of the SEND inspection of Torbay. In 2025 we will be seeking re accreditation.



Torbay Children's Services of which Torbay Youth Justice Service is a part, have been awarded Registered Restorative Status by the [Restorative Justice Council](#), the first Children Services in the UK. The Youth Justice Service was part of the audit of training, working practices and policies to achieve this status helped by our experience of working in Restorative Justice over a long period of time.

13. Priorities for the coming year

The full list of priorities are laid out in the [Service Development Plan](#)

- Being more Child First focused in all aspects of our service delivery.
- Ensuring children are accessing appropriate education or training provision suitable to their needs and abilities.
- Maintaining the reduction in the number of First Time Entrants so that the yearly rolling target reduces to below our statistical neighbours.
- Opening our new location for face-to-face delivery work in Torquay
- Increasing our focus on work with victims.
- Seek funding to continue the Prevention service after the funding ceases in March 2026

14. Service Development

The service has a comprehensive training plan for staff see [Appendix 3](#) to keep staff updated and refreshed re best practice in Youth Justice. Staff are also involved in audit work for the service last year we completed audits against the HMIP ETE Theme Inspection findings and against the Victim Code of Practice. We have also a very competent staff champions for both Restorative Practice and Trauma.

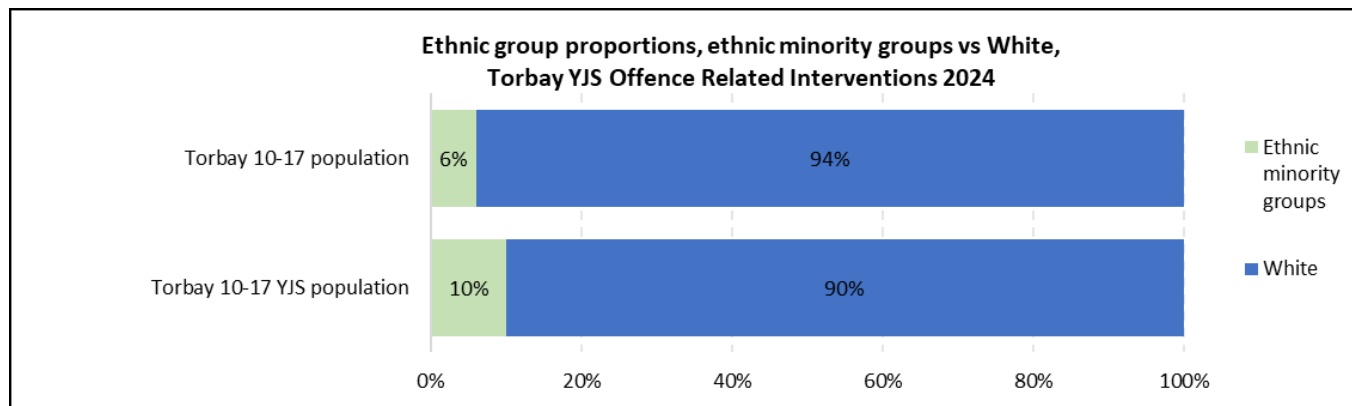
National Priority Areas

15. Children from groups which are over-represented.

Ethnic Disproportionality

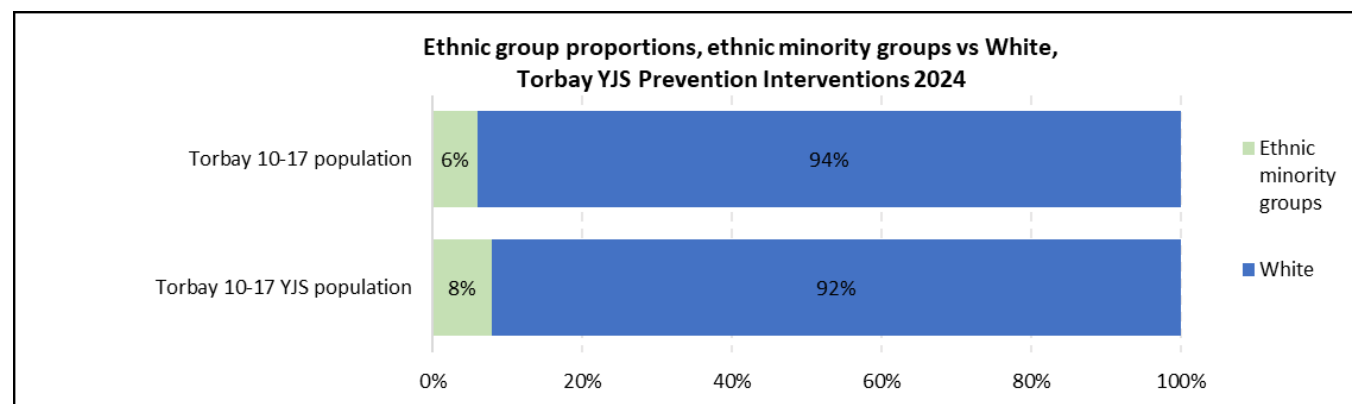
The charts below show a comparison of the ethnic composition of Torbay YJS population (all children worked with including prevention, diversionary and statutory interventions) with the local area 10–17-year-old population (2021 census). Due to small numbers of children data has been aggregated for children from the Asian, Black, Mixed and Other ethnic groups into the ethnic minority group.

Offence related interventions:



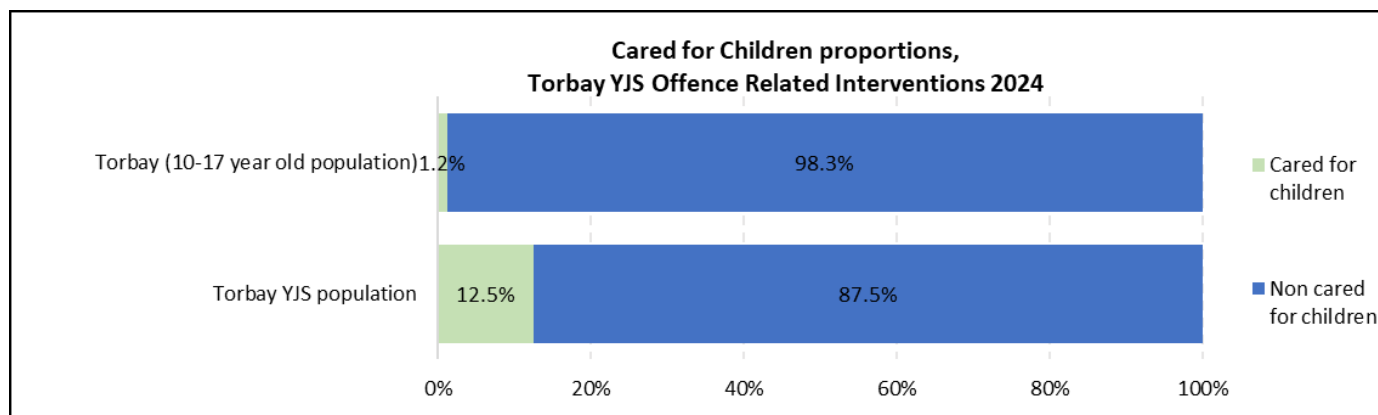
Ethnic minority group children are overrepresented when comparing the YJS offending population with the wider 10-17 population. Due to Torbay YJS' small cohort size (fewer than 10 ethnic minority children offending, and the percentage difference being small, this is not deemed statistically significant).

Prevention and Turnaround interventions:



Ethnic minority group children are overrepresented by 2% when comparing the YJS prevention population with the wider 10-17 population. Again, due to Torbay YJS' small cohort size (fewer than 10 ethnic minority children offending, and the percentage difference being small, this is not deemed statistically significant).

Comparison of proportion of cared for children between YJS population and local population.



Cared for children are overpresented within the YJS. 12.5% of the children supported by the YJS were cared for, this compares to 1.2% of the local under 18 population. None of the children who were open on Prevention interventions were cared for children.

Deprivation

The Index of Multiple Deprivation (IMD) is the official measure of relative deprivation in England and is part of a suite of outputs that form the Indices of Deprivation (IoD). It follows an established methodological framework in broadly defining deprivation to encompass a wide range of an individual's living conditions. People may be living in poverty if they lack the financial resources to meet their needs, whereas people can be regarded as deprived if they lack any kind of resources, not just income. (Ministry of Housing, Communities & Local Government 2019). Areas are then ranked depending on their level of deprivation and grouped into deciles.

The table below shows the number of children living in each decile. Decile one being the most deprived and decile ten the least deprived.

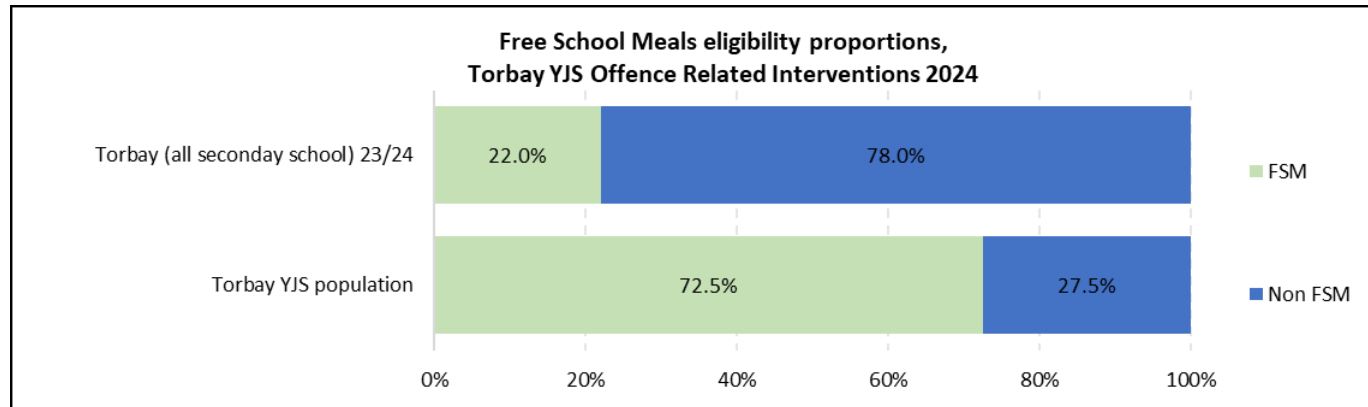
Index of Multiple Deprivation Decile	Offending		Prevention		All YJS	
	No. children	% Children	No. children	% Children	No. children	% Children
1 (The most deprived 10%)	13	33.3%	17	43.6%	30	38.5%
2	10	25.6%	9	23.1%	19	24.4%
3	9	23.1%	6	15.4%	15	19.2%
4	3	7.7%	2	5.1%	5	6.4%
5	1	2.6%	1	2.6%	2	2.6%
6	1	2.6%	2	5.1%	3	3.8%
7	1	2.6%	1	2.6%	2	2.6%
8			1	2.6%	1	1.3%
9	1	2.6%			1	1.3%
10 (The least deprived 10%)						

39% of Torbay children known to the YJS live in areas that fall into the 10% most deprived in England. (In 2023 this was 31%).

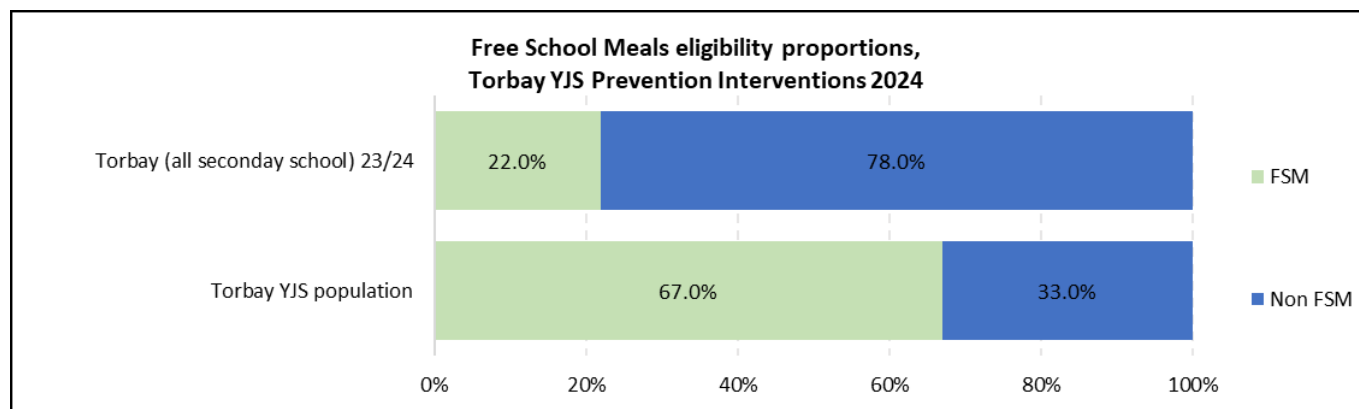
82% of Torbay children known to the YJS live in areas that fall into the top 30% most deprived in England. (In 2023 this was 71%).

Comparison of proportion of free school meals eligibility between YJS population and local secondary school population.

Offence related interventions:



Prevention and Turnaround interventions:

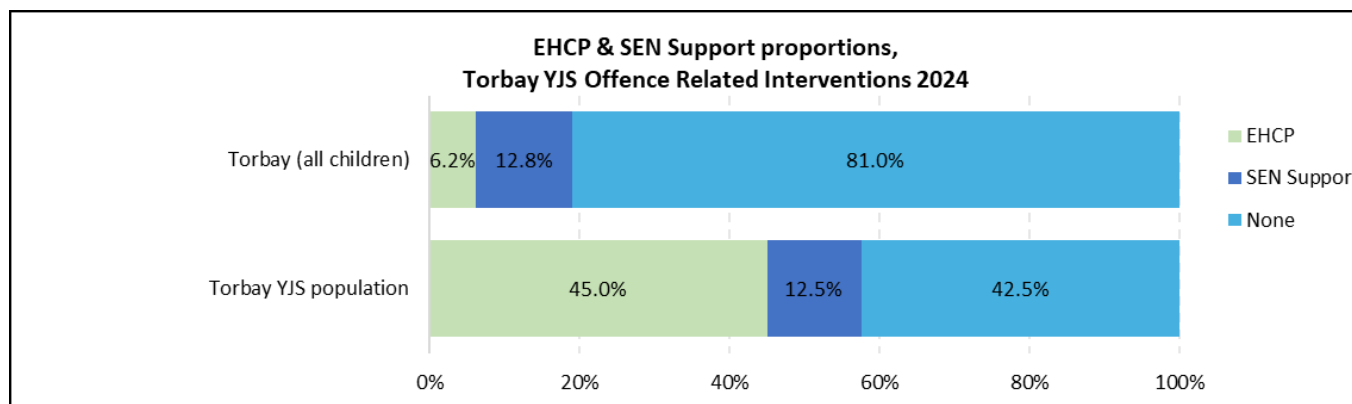


The proportion of children in the YJS who are eligible for free school meals is significantly higher than in the wider population.

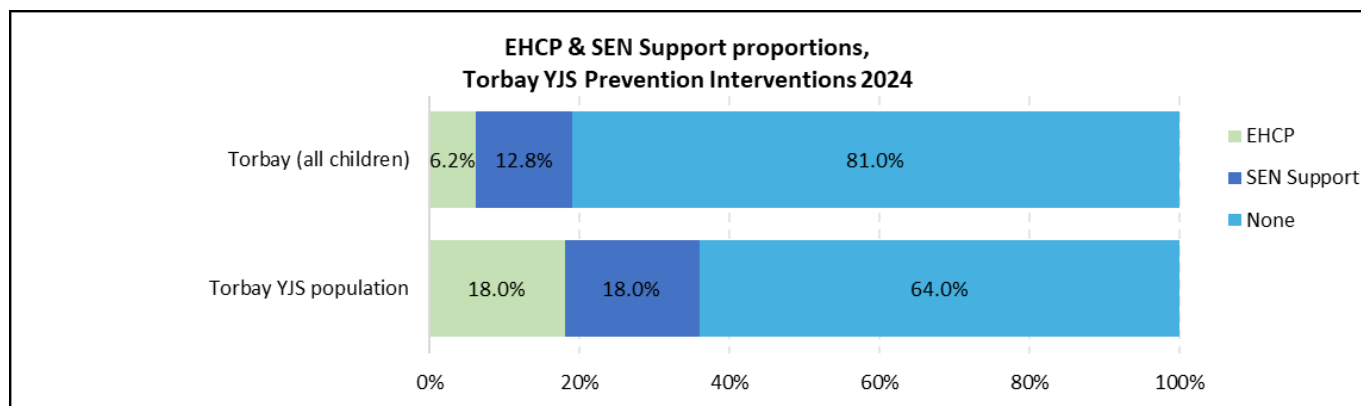
Special educational needs and disability (SEND)

Comparison of proportion of children with Education, Health and Care Plans (EHCP) and Special Educational Needs (SEN) Support between YJS population and local population.

Offence related interventions:



Prevention and Turnaround interventions:



The proportion of children within the YJS who have an EHCP, and also those that have SEN Support is significantly higher than that for all children living in Torbay.

16. Policing

Torbay Youth Justice Service has developed strong links with Devon and Cornwall Police, the Police and Crime Commissioner and the Local Criminal Justice Board (LCJB). Torbay Youth Justice Service has played a key role in working with the Police and other partners to develop the new Joint Decision Protocol for Diversion from Court, and helped instigate the Child Centred Policing team covering Torbay and South Devon. The new Joint Decision Protocol will be launched in July 2025 and will increase the range of options for Out of Court Resolutions for children including for the first time Deferred Charge Option. The Child Centred Policing Team has brought together all child focused Police and resources under central management through one Inspector who will oversee all level one (low level) police investigations and oversight for children suspected of committing a crime in the S Devon area. It is hoped that this will increase coordination of children and offences and lead to swifter resolution.

17. Prevention

The Youth Justice Board (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 July 2022 Torbay Youth Justice Service expanded its prevention offer in recognition of the numbers of children known to other services who were entering the formal Youth Justice System after being arrested or charged with offences. The service agreed with the statutory partners a set of criteria for referrals for children who were exhibiting a range of behaviours or circumstances that research indicated correlate to an increased risk of offending. In December 2022 the Ministry of Justice (MoJ) and the Youth Justice Board (YJB) announced additional funding, called Turnaround, for just over 2 years with a very similar set of criteria. We have combined the Turnaround criteria and our local criteria under the Prevention programme to expand the offer. Between August 2022 and March 2024 there were 183 Prevention and Turnaround Referrals to the Youth Justice Service. Referrals have mainly come from social workers for children who have a Child in Need (CIN) Plan, which is reflective of the enhanced model of joint working between Children's and Youth Justice Services. A review of the Prevention / Turnaround service has shown that 81% of children who have completed their intervention have not gone on to offend. The YJB Board were very pleased with the success and were able to access funding from Torbay Council to continue the full funding for the programme for 2025-26 before the Turnaround grant was approved by central government. The grant has now been received at a much reduced amount for the current year but Torbay Council has increased its contribution so we can maintain the 3 full time staff for the project.

Devon and Cornwall Police in conjunction with the Youth Justice Service have launched the (Police) 'Intervention Clinic' in Torbay. The clinic meets twice a week and reviews all the intelligence reports of children to identify which children may need additional intervention to prevent offending. If interventions are required these are primarily delivered by the Police Youth Intervention Officers (YIOs) and a smaller number are referred for YJS Prevention Service. This addresses one of the recommendations from the Prevention Review completed in December 2023 to offer interventions earlier.

Torbay Youth Justice Service continues to offer voluntary support to children, parents and victims after any formal intervention or Court Order has ended.

18. Diversion

The Youth Justice Board (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. The intent is to stop further offending and avoid escalation into the formal youth justice system and potentially becoming a 'First Time Entrant' (FTE) which is one of the national measures for diversion and youth justice services.

Diversionary disposals allow Police to refer children who have committed low-level offences who would have previously been charged and potentially sentenced at court (and becoming both an FTE and get a criminal record) to be offered a voluntary intervention and support that potentially does not mean they become an FTE or get a criminal record.

Reducing the number of First Time Entrants has been a key priority and prior to 2023 Torbay had seen a significant drop which was largely been due to the creation and development of the Out of Court Disposal (OoCD) process. However, in 2023-4 Torbay's rate rose significantly above the target (at the end of the year). Reducing FTEs has been a strategic priority for the local partnership board who instigated a number of measures to address this including: - working with Police and the LCJB to increase the speed of decision-making, the introduction of an intervention clinic where decision-making is informed by

real-time data and intelligence to target children at risk of entering the youth justice system into the most appropriate preventative intervention, and regular auditing of decision-making at the pre-court panel. The rate has steadily decreased since the peak in May 2024, narrowing the gap with the family group and national averages.

Torbay Youth Justice Service is working with Devon and Cornwall Police and the three other Youth Justice Services in the southwest to improve the consistency and clarity of local guidance on the use of Out of Court Disposals as the national guidance and legislation is unclear leading to different interpretations locally and nationally. This revised guidance and protocols will be launched in summer 2025 and this combined with the new Child First Policing Team for South Devon is planned to make a significant into the early identification of children, the speedy investigation and resolution of any offences, and stop escalation into the formal justice system. Early results of the Child First Police team are showing very positive results.

19. Education, Training and Employment

The staff team identified education as a major factor for the coming year to support children in not becoming involved in criminal activity and to improve their safety, future prosperity and wellbeing. Torbay has very high rates of exclusion and suspension and this is particularly true for children open to the service. Many children known to YJS have already missed significant amount of education and supporting them to re-engage after long periods out is very challenging particularly if they have criminal convictions. The Torbay Board have agreed that this will be a priority for work for the board and the service in the year ahead however in the current education landscape this will be a significant challenge.

All children who are supported by the YJS have their educational needs reviewed as part of their assessment and will potentially have aspects of their intervention focus on accessing education, training or work. Education attendance and attainment is reviewed minimally every 6 weeks by the YJS Education Worker and colleagues from Torbay Council's Education Services, including SEN, and the CSW group.

At the start of their interventions 88% of the children are in Education, Training or Employment. 12% were NEET/Missing from Education.

A disproportionate number of children are receiving their education outside of mainstream schools, with 32% registered with an alternative provision or outside of mainstream education. The table below shows the breakdown by establishment type:

Establishment Type	No. children	%
School/Mainstream Education	64	54%
At School Alternative Programme Pupil Referral Unit/Special Unit	24	20%
NEET	14	12%

Education Other Than at School (EOTAS)	9	8%
Elective Home Education	5	4%
Employed (Working)	3	3%

There is also an over representation of children who have an **Education, Health, and Care Plan (EHCP)**. 28% of children worked with have an EHCP whilst the comparative figure for Torbay secondary school age children is 6%.

A further indicator of vulnerability is children who are (or have been) eligible for **free school meals**. 70% of YJS children are or were eligible for free school meals and the comparative figure for all secondary school aged children in Torbay is 22%.

73% of children worked with during 2024/25 had experienced one or more fixed exclusion and 21% had been permanently excluded from school.

75% of school aged children were either NEET or had attendance below 80% at the start of their interventions.

20. Restorative approaches and victims

Torbay Youth Justice Service has a stated priority to be 'victim focussed in all we do'. Torbay YJS has a single full time Victim, Restorative Justice and Reparation Worker who offers support to the victims of crime, and restorative processes to put right the harm they have experienced. In 2024 due to the increase in the victim officer caseload we increased (via some temporary funding) the Victim worker element to become full time we will maintain this in 2025-26. This additional resource has increased out victim engagement from which we have developed a victims focus group which has called in the local Police Partnership Inspector and the Police a Crime Commissioner to hear their views. Victim feedback has challenged the level of support available to victims (in comparison with what we provide to children who do harm) and we are now providing general and specialist support to children and adults who are harmed ie we have supported an adult to access counselling, and child victim to access CAMHS support. The victim feedback surveys are generally very positive in all but one area: - 'do they feel that justice has been served' which is more negative than any other area. We believe this may be due to either time delays in investigations or the outcome for the child (ie not going to court) so we will be asking a flowing up clarifying question in future surveys to try to understand this better.

The service has implemented the data collection requirements for the new Key Performance Indicators (KPI's) for victim work within Youth Justice Services. We were one of the first services ready to report against (all) the new KPIs from 1st April 2023 when they came into place. It is unfortunate that the national caparisons and data returns from the YJB are not yet available after 2 full years of the requirement to report on all the new KPIs.

The service has developed and has launched a victim satisfaction survey so that victim's views can be used to inform and shape the service. We have redesigned and tested our survey which is now live and will be providing insight for future improvement activity when a robust level of data has been gathered. This survey is now be completed in paper format and online.

21. Serious Violence and Exploitation

The Youth Justice Board's operational definition of Serious Violence is any drug, robbery or violent committed against the person offence that has a gravity score of five or more. Robbery offences all carry a gravity score of 6 and gravity scores range from 1 (least serious) to 8 (most serious). The YJB Serious Violence Tool shows that for Torbay children there were six Serious Violence offences that received an outcome during the calendar year 2024. This equates to a rate of 4.9 per 10,000 of the general 10–17 year old population and is just above the YJS family group rate (4.8) but below the national (6.2).

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

A key aspect of the Service's role has been 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.

In 2023-24 the Service has piloted a role of a Serious Youth Violence and Healthy Relationships worker to work directly with children who have witnessed or been subjected to Domestic Violence, or who have committed violent offences and provide interventions to support the children to form positive healthy relationships. This post was funded by the CSP using funding provided by the Office of the Police and Crime Commissioner's (OPCC) Serious Violence Prevention Programme however this was discontinued for 2025-26 due to funding changes. The service has however transitioned the post into a Prevention role with the additional funding from Torbay Council for this work.

The Head of Service for Torbay Youth Justice is a core member of the Torbay Channel Panel and offers support through discussion at Panel as well as intervention and support to children where appropriate. 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.

The Service has good working relationships with the local Exploitation Team based within Children's Services as well as the multi-agency partnership meetings of Child Exploitation and Missing Operational Group (CEMOG) which the Service's Team Manager and Police Officer attend and the strategic Child Young Person Exploitation Group (CYPEG) which the Head of Service attends. A red Exploitation Toolkit is one of the criteria for referral to the Prevention Service.

22. Detention in police custody

The service has reviewed data on children held in police custody for the Torbay area for the first time in over two years following the implementation of Niche, the new police system. We have also resumed quarterly police custody review meetings to examine the reasons and outcomes of children held in police custody overnight. There remains a small number of children, especially younger ones, who are held overnight. A Childrens Service senior officer is always available on call overnight, along with qualified senior social workers as part of the emergency Duty Team to discuss alternatives for children instead of remaining in police custody. Further work is necessary to address differing opinions on the most appropriate child-focused response to certain situations. Torbay does not commission a PACE bed for the reasons outlined in Chapter 5.

Historically we have not had Stop and Search data, we are currently working with Police colleagues to obtain this, but this again has been delayed due to the implementation of the new Police system within Devon and Cornwall. We have established links with the senior data analyst within the Police and as soon as they have capacity, we should be able to have access to this information.

23. Remands

In 2024-25 the service has had no children remanded into custody. There was one child who will show on statistics (due to the counting rules about age at first court appearance) who was given court bail as a child for supply of Class A drugs, but was subsequently remanded into custody as an adult and later sentenced as an adult to custody. One other child was Remanded into the care of the Local Authority only for the offences to be discontinued after one month. This low level of remand is very positive for children as they have not been subjected to disruption of their lives unless they are very likely to receive a custodial sentence.

Torbay Youth Justice Service has good relationship with the local Youth Magistrates and the Chair of the Youth Panel sits on the Strategic Board. Magistrates have been briefed on the changes to Remand thresholds as part of the briefings for the Boards, and in June 2025 the Youth Justice Head of Service will be briefing the Magistrates Youth Panel on youth justice matters at a training event.

The Service has made significant steps to improve the relationship and understanding of our differing roles with Children's Services social care and Education over the last year and this had led to closer working to ensure better coordination of services for all children we are working with and specifically those at risk of remand into custody. However there remains a national and local challenge in finding suitable and available placements for children at all levels of the care system and particularly when a child is subject to criminal proceedings. The Strategic Board is well sighted on this matter as is national government who have published a consultation '[Children's social care: stable homes, built on love](#)' followed by '[Keeping Children Safe , Helping Families Thrive](#)' which focusses on keeping children safe in and outside their home, keeping families together by providing the support they need, increasing the number of foster and children's homes placements.

24. Use of Custody and Constructive Resettlement

Five custodial sentences were given to four Torbay young children during 2024/25. Many of the offences occurred before this 12-month period but delays and lengthy hearings had an impact resulting in these sentences falling in the same year.

Only one of the 4 children who received the custodial sentence was a child when they were sentenced. He was initially sentenced as a 16 year old because of the mandatory sentence for a 2nd knife offence over the age of 16, and then again as a 17 year old for ABH and assault on emergency workers. Both sentences were for 4 months. He returned the family home and is now in education and has just started working as part of his training, and although he does have a CBO in place we are continuing to support him up to his 18th birthday in the summer of 2025.

The 3 other cases their offences were committed between 2021 and 2023 when they were children but their offences took many years to come to court in 2024-25, the oldest being 19 years and 8 months old when he was sentenced. These cases have all been transferred to Probation through the national protocols.

25. Working with Families

Case workers are experienced and practiced in working with the parents and families of children open to the service and will provide levels of support and communication with care givers so that the child has the most chance of successfully completing their order or programme. If more support is required, the service has a full time Parenting Worker who completes assessments with all parents or carers of children on the statutory caseload. Support is offered through both individual work directly with parents in their homes and through group work parenting programmes (ie [Who's in Charge](#)). Currently there is not capacity to offer this to parents of children open on Prevention / Turnaround programmes.

All aspects of the Service have close links with Early Help as well as services for children open on CIN / CP or CLA and work to ensure plans and interventions are coordinated to avoid duplication as well as not overwhelming parents and children with multiple professionals entering their lives at stressful and difficult times.


26. Service Development Plan 2025- 26

	Area for Improvement / Outcome desired	Action	Timescale
1.	Child First approach to all we do	a) 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. b) To support the development of the Child First Policing Team and the new Child First Protocols to improve how children are supported within the youth justice systems. c) Swifter Youth Justice - Reduce delays in intervention and resolution for all children in the youth justice system.	Ongoing March 2026

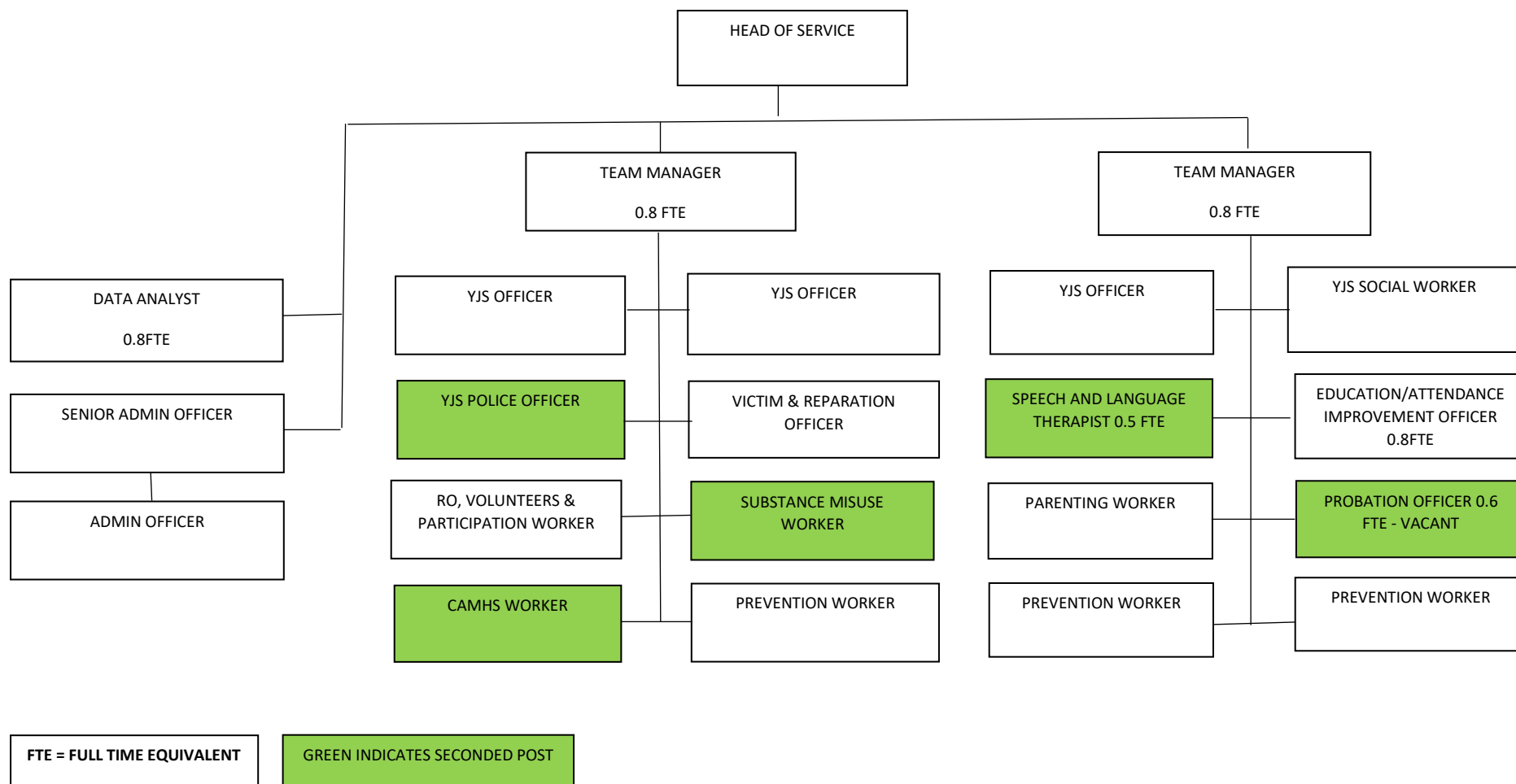
		d) Increase the range of positive activities and opportunities for children to develop their confidence, skills and abilities.	
2.	Reduce the numbers of school suspension and exclusions and ensure children in contact with the Youth Justice Service are in appropriate education, training, or employment.	a) All Board members to consider what their agencies can do to support school attendance and inclusion eg Not make appointments with children in school time, professional curiosity by staff seeing children not in school during the school day. b) All agencies support Inclusion strategy / SLAIP? c) YJS staff to work with partners to reduce the number of children suspended & excluded from school and improve their attendance.	
3.	Secure access to suitable child friendly, safe, accessible premises for delivery of face-to-face work (Outstanding Deep Dive Recommendation Continue work to secure a range of local facilities that are fit for purpose to enable services to be delivered effectively to children).	a) Open the new face to face delivery location in Torquay and ensure it is accessible and inclusive for children, parents, victims and partners. b) Develop plans so that it is a safe, confidential and inspirational place for children and all users of the building.	Summer 2025
4.	Improve the services to victims and work to ensure better coordination with all agencies who support victims across the local area.	a) Increase the engagement of victims with our service. b) Ensure Victim safety planning is paramount in all aspects of our planning and delivery c) Ensure the YJS listen to victims and help them understand and navigate the justice system and its outcomes for them and the children who have caused them harm. d) Work with all the other agencies who provide services to victims to ensure victims are supported to access what they need.	
5.	Maintain the reduction of children who become First Time Entrants (FTEs) in Torbay and seek to bring the rate below our statistical neighbours.	a) Ensure the Prevention service is stopping children offending by monitoring in the performance report. b) Work with Police and Partners to increase Diversion outcomes at the Intervention Clinic & OOCR panel. c) Increases the Police awareness and understanding of the Child First approach and of the work of the YJS	Every 2 months
5.	Maintain the success of the Prevention Service in stopping children entering the formal justice system and look for funding for 2026-27	a) Ensure the Prevention & Turnaround funding & performance criteria requirements are met. b) Look for alternative funding to continue Prevention service or decommission in 2026	March 26 March 26
6.	Implement the 2024 Partnership Deep Dive recommendations	a) Board can properly lead, direct and empower those responsible for driving forward the YJS in the next phase of its development and ensure that its strategic priorities are set and delivered.	Every 2 months

		<ul style="list-style-type: none"> b) The Board should ensure that it has an unfettered 'line of sight' to front line services to inform its activity. c) The Board should consider whether an Operations Board or a specialist sub-group network is the preferred mechanism for taking forward service priorities and providing the Strategic Board with the intelligence and data it needs to properly understand and direct the YJS. d) ensure that all strategic and operational priorities are understood across the service. e) Strategic Board to assist in securing a base from which the service can deliver direct work to children. f) assure itself that the plans are fit for purpose, actions are sufficiently clear with appropriately rigorous and fixed timescales, outcome ambitions are properly defined, and reporting and evaluation requirements are clear. 	
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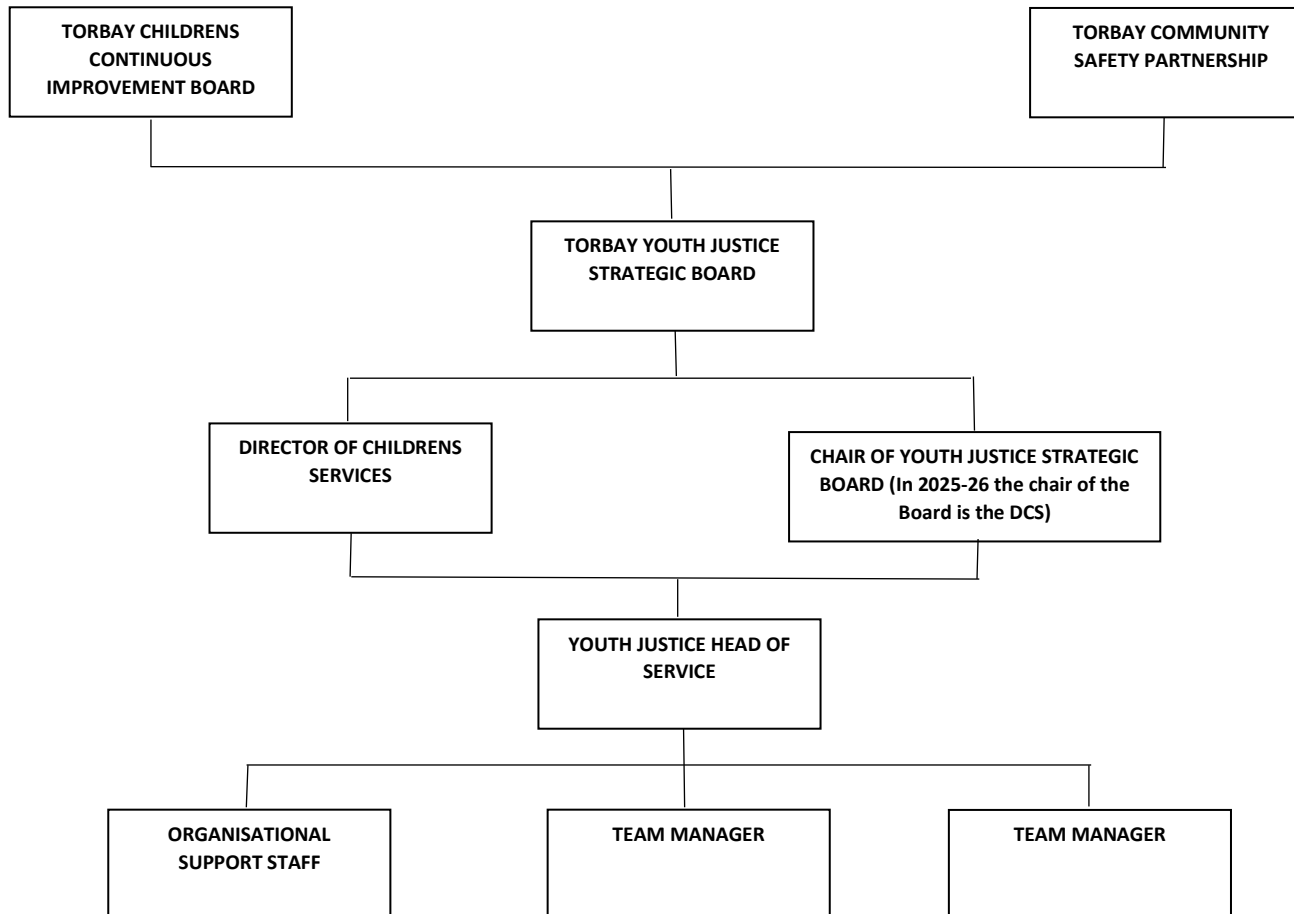
27. Sign Off, Submission and Approval

Chair of Torbay Youth Justice Service Board	Nancy Meehan, Director of Childrens Services, Torbay Council
Signature	
Date	Monday 30 th June 2025

Appendix 1 Torbay Youth Justice Service Staff Structure



Appendix 1a – Service Reporting Structure Chart



Appendix 2 DRAFT Budget Costs and Contributions 2025-26

Expenditure	
Staffing	£881,800
Training	£1,500
Rent	£13,000
Service Provision	£11,516
Travel	£5,500
Other expenses	£5,600
Support to families	£1,000
TOTAL	£919,916

Income	
Torbay Local Authority	£497,084
YJB Grant	£247,401
Remand Grant (24/25 value, as 25/26 not yet announced)	£14,265
PCC	£68,346
Community Safety – Data Analyst	£10,500
NHS	£38,204

Probation Service	£5,000
Turnaround Programme Grant	£39,116
TOTAL	£919,916

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 0.6 FTE	34,509
Devon and Cornwall Police	Police Officer – 1 FTE	66,370
NHS Devon	CAMHS 1 FTE and SALT worker 0.5 FTE	73,881
TOTAL	FTE 3.1	174,760

Appendix 3 YJS Training Programme 2024-26

This training is service specific and additional to the required training all staff complete as part of the corporate training requirements eg safeguarding, data protection health and safety etc.

Date	Topic	For whom	By whom
July 2024	Channel Chair Training	YJS HoS	Home office
July 2024	Child First (train the trainers)	Team Managers 2 day	YJB
August 2024	Communication and trauma	All staff	
Sept 2024	Panel Matters training	RO Panel members	YJS Team Manager & Vol coordinator
October 2024	Prevention and Diversion Training	All staff	YJS Team Managers
2025-26	Youth Justice Degree	Prevention Worker	UNITAS
Feb 2025?	Who's in Charge (parenting programme)	Parenting Worker	WIC
July 2024?	FASD	Staff Team	
Nov 2024	ASSET+ 2 day	New starter	Silver Bullet
TBC 2025	AIM3 Refresher	All AIM3 Trained staff	The AIM Project
Jan – Feb 2025	6 sessions of Volunteers / panel members training	Volunteers	YJS Team Manager & Vol coordinator
June 2025	Referral Order Child First review	YJS staff & volunteers	Marjon University Plymouth
July 2025	Emotional Literacy training	All staff	Torbay Educational Psychologist
	Requested / Planned for 2025-26 but not yet booked		
	Sexual health		
	Drug and Alcohol work updates		
	Vehicle theft best practice		
	First Aid for all staff		
	FASD		
	NRM processes and court work		
	Food Hygiene (staff and children)		

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 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.
<u>Child First</u>	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 placed in the care of the local council.
CME	Child Missing Education (ie child not on any school roll)
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 (mainly teenagers) which considers the wider community and peer influences on a child's safety

Community Resolution	Community Resolution or CR, is 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. A recorded disposal for a crime when an outcome is delivered but the matter is not sent to court
OOCR	Out-of-Court-Resolution. The new terminology for OOCD (see above).

Outcome 22/21	An informal disposal, when the child agrees to undertake an intervention to build strengths to minimise the possibility of further offending.
Over-represented children	Appearing in higher numbers than the local or national average within the population
RHI	Return Home Interviews. These are interviews completed after a child has been reported to the police as missing.
RJ	Restorative Justice – a variety of approaches seeking to repair the harm for victims and who caused the harm.
SLCN	Speech, Language and Communication Needs
STC	Secure Training Centre (Custodial establishment for 14–16-year-old children)
SCH	Secure Children’s Home (Custodial establishment for under 16-year-old children)
TIP	Trauma Informed Practice – children who have suffered Trauma in their past are more likely to have impaired emotional and cognitive skills
TRM	Trauma Recovery Model – A psychological approach to help workers build working relationships and affect change for those who have suffered trauma.
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 (Custodial establishment for 16-18 year old children)

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SUMMER ACTIVITIES July & August 2025

GRAFFITI Workshop - Paignton

Tuesday 29 July 10.00am – 1.00pm
Thursday 31 July 1.00pm – 3.00pm
Tuesday 05 August 10.00am –
1.00pm
Thursday 07 August 1.00pm –

TURNING HEADS Workshop – Torquay

Thursday 31 July 3.00pm – 5.00pm
Thursday 07 August 4.00pm – 6.00pm
Thursday 14 August 3.00pm – 5.00pm
Thursday 21 August 4.00pm – 6.00pm

GRENVILLE HOUSE – Brixham

Paddle Boarding - Monday 11 August 9.00am
start

FOOTBALL at the FOYER - Football
provided.

Tuesday 19 August

ROUNDERS – Torquay

ZOO TRIPS – Paignton

Monday 18 August 11.00am – 1.00pm
Wednesday 27 August 11.00am – 1.00pm

**Transport and Refreshments can be
provided**

Contact details – Sam Egan Mob 07909
539754 | samuel.egan@torbay.gov.uk

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