



TORBAY YOUTH JUSTICE PLAN 2024-25

Contents

1. [Introduction, Vision and Strategy](#)
2. [Governance, leadership and partnership arrangements](#)
3. [Progress on Previous Plan](#)
4. [Performance over the Previous year](#)
5. [Challenges Risks and Issues](#)
6. [Child First](#)
7. [Voice of the child](#)
8. [Resources and Services](#)
9. [Board Development](#)
10. [Workforce Development](#)
11. [Evidence-based practice and Innovation](#)
12. [Evaluation and Standards for Children](#)
13. [Priorities for the coming year](#)
14. [Service Development](#)
15. [Children from Groups that are over-represented.](#)
16. [Policing](#)
17. [Prevention](#)
18. [Diversion](#)
19. [Education, Training and Employment](#)

20. [Restorative approaches and Victims](#)
21. [Serious Violence, Exploitation and Contextual Safeguarding](#)
22. [Detention in Police Custody](#)
23. [Remands](#)
24. [Use of Custody and Constructive Resettlement](#)
25. [Working with families](#)
26. [Service Development Plan](#)
27. [Sign off, submission and approval](#)

[Appendix 1 Service Staff Structure](#)

[Appendix 1a Service Reporting Structure Chart](#)

[Appendix 2 Budget Costs and Contributions](#)

[Appendix 3 YJS Training Programme 2022-24](#)

[Common youth justice terms](#)

1. Introduction, Vision and Strategy

Introduction by Chair of Torbay Youth Justice Board

As the chair of Torbay Youth Justice Service Strategic Management Board, I am pleased to present the Youth Justice Plan for 2024-25. It has been developed taking a Child First approach with the partners represented at both the Strategic and Operational Management Boards, the staff team and based on the feedback from children, parents, and victims and the wider community.

Firstly, I would like to recognise the achievements of the service over the last year, specifically maintaining very low 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 maintained our very low rates of children receiving a custodial sentence and only had one child enter the secure estate due to mandatory minimum sentencing guidelines for knife offences, this was the first Torbay child to receive this type of sentence in nearly 3 years.

We are also very pleased to have finally recruited to the services Child and Adolescent Mental Health Service (CAMHS) role after many years of an inability to recruit so that we can provide mental health support directly to children open to the service.

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

- maintaining the recent reduction in the number of First Time Entrants so that the yearly rolling target reduces to below our statistical neighbours.
- securing a suitable location for face-to-face delivery work, which has been an unresolved issue since the services last HMIP inspection.
- The review of the Prevention service and options to help us secure funding for its continuation after the Turnaround funding ceases in March 2025.
- Ensuring children are accessing appropriate education or training provision suitable to their needs and abilities.
- Continue to develop, share and understand our data so that we can focus and target our attention at key priority areas.

Siobhan Grady

Senior Commissioning Manager Devon ICB and Chair of the Torbay Youth Justice Strategic Board

Legal Framework

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

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

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

Vision

Torbay's 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 Children's 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.

2. Governance, Leadership, and Partnership arrangements

Torbay Youth Justice Service has a two-tier governance structure with a Strategic Management Board made up of senior officers from all statutory partners, as well as representatives of the wider partnership at the appropriate level as described by the YJB guidance. In September 2023 Siobhan Grady Senior Commissioning Manager for Devon ICB was elected as chair of the Strategic Board following the resignation of Police Superintendent Ed Wright as he moved role within the Police.

Siobhan Grady was the previous vice chair of the board and, subsequent to her election as chair, Louise Arscott, Head of Devon and Torbay Probation, was elected as vice chair.

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

Torbay Youth Justice Service's second tier of governance is an Operational Management Board made up of officers and representatives from the organisations from the wider partnership. It has its own Terms of Reference, which in summary is to put into operation the vision and priorities of the Strategic Board. The Operational Board is chaired by Victoria McGeough the Partnership Lead for Safer Communities, Torbay Council. Following a 'Deep Dive' led by Anne-Marie Bond CEO of Torbay Local Authority it has been agreed that both boards Terms of Reference will be reviewed in early 2024-25 to ensure there is clarity of both boards' functions.

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

The Youth Justice Service 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.

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

3. Progress on Previous Plan

The 2023-24 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 2 years remains unresolved despite several buildings having been identified but ruled out due to either cost or planning issues. At the time of writing this plan a building has been identified that is in council ownership, is in good condition but is in a high (adult) crime and anti-social behaviour area in Torquay. The service is currently working with children and parents to see if the site can be made safe, secure and welcoming for children.

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 2024. There were 13 areas identified for improvement (not including the 1 2022 Deep Dive recommendation which overlap) there were 7 improvement actions that were **Green**, meaning they have either been completed or ongoing, or are on track to be completed. 2 were **Amber** meaning they were in progress but are behind the planned timescale for completion and 2 are **Red** meaning they are delayed with unresolved issues preventing progress. 2 Uncompleted and ongoing actions will be carried forward into 2024-25 Improvement Plan.

TYJS Improvement Plan 2023-24 (March 2024 update)

| | | | | |
|----------------|-------------------------------------|----------------------------|--|------------------------------------|
| 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 | Update | RAG |
|----|---|---|--|--|-------------|
| 1. | Child First approach to all we do | <ul style="list-style-type: none"> a) Ensure that that TYJS adheres to the YJB Child First approach in all aspects of our delivery. b) All staff to be trained in Child First approach in youth justice services. c) 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. d) Review our systems and methodology for ensuring feedback is used to improve services. | <p>Ongoing</p> <p>Within 6 months</p> <p>July 23</p> | <ul style="list-style-type: none"> a) All internal audits and QA work will include assessment of our Child First approach & will be reported back YJS boards. b) All new staff have been trained. c) A short report went to the Sept Board, this is a 'work in progress' and will be improved as more data comes through from all service users. d) New approach is starting to be implemented and we re are getting a growing body of data. | In progress |
| 2 | Secure access to suitable child friendly, safe, accessible premises for delivery of face-to-face work | Locate & agree terms with suitable delivery locations in Torquay and Paignton | Sept 23 | The Zig Zag building 1 st floor has now been ruled out for YJS use, as well as a private office space on union street in Torquay. We are currently assessing the suitability of the Upton Vale building (behind Electric Hse & Town hall) however this is on Castle Circus where the highest rates of ASB& offending is for Torquay. The DCS has written to all partners asking | Delayed |

| | | | | | |
|----|--|--|---------------------|---|-------------|
| | | | | for them to review their buildings for suitable sites. | In place |
| 2a | Outstanding Deep Dive April 2022 Recommendation Continue work to secure a range of local facilities that are fit for purpose to enable services to be delivered effectively to children. | | | See above | |
| 3 | Further development of Trauma Recovery Model (TRM) through an Enhanced Case Management (ECM) approach with Child and Adolescents Mental Health Service (CAMHS). | Scope and agree the options for accessing and funding of psychology input to meet ECM best practice guidelines | Nov 23 | FCAMHS are providing clinical supervision and case formulation guidance for YJS staff on a limited basis. A CAMHS worker has started in post. | In place |
| 4 | Review the role and provision of CAMHS to the Youth Justice Service | Ensure that children at TYJS have access to suitable accessible mental health services either through CAMHS staff or another provider. | Nov 23 | We are seeking to agree a date to review the contract with CFHD for the provision of MH services to YJS. | Delayed |
| 5 | Review the success of the Targeted Prevention Service for children coming to the attention of the youth justice systems. | a) Audit offending rates following intervention. b) Ensure Turnaround funding requirements are met. c) Prevention Review & Action Plan to be established based on recommendations of the review. | July 23 March 25 | a) New Performance report will have a live tracker of reoffending. b) Turnaround cases will be tracked in the new Performance report. c) Review of Prevention service took place in Dec 23. All key partners attended report & improvement action plan is in place. | Completed |
| 6 | Ensuring children in contact with the Youth Justice Service are in appropriate education, training, or employment | Complete the Action Plan from the ETE Thematic Review. | Sept 23 | a) Update Report was brought to May 23 Board, remaining actions in progress report was brought to the Sept 23 board and was signed off as completed. b) ETE report was brought to Nov 23 Board re what YJS is doing to ensure cohort are in education following letter from head of YJB. | Completed |
| 7 | Swifter Justice - reduce delays across whole youth justice system | a) Create a system to track all youth cases from arrest to disposal. b) Devise an approach to influence all organisations awareness and reduce delays | May 23 Sept 23 | a) System being devised but not yet in place. b) Once system has been devised this will be shared with partners and an escalation process agreed regarding delays will be agreed. | In Progress |
| 8 | More positive activities and opportunities for children. | Support the development of the new Torbay Youth Offer. | July 23 | Torbay Council contracted a range of providers to enhance youth work provision in the bay (started in Nov 23) and has brought other services | Completed |

| | | | | | |
|----|---|---|----------------------------------|--|-----------------|
| | | | | back in house to increase the coordination. This is now well established. | |
| 9 | 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?) | Sept 23 | Website development as part of the Family Hubs website is planned but this has not yet started due to priority for other aspects to be delivered due to funding requirements. | Not started |
| 10 | Review the Quality of Youth Justice provision in Torbay. | <ol style="list-style-type: none"> 1. Complete an audit against the YJB National Standards for Youth Justice Services. 2. Complete the YJB National Standards Action Plan devised following the audit | <p>October 23</p> <p>July 24</p> | <ol style="list-style-type: none"> 1. Audited completed sent to YJB by the deadline and Report to Nov 23 Board. 2. 14 of 17 action have been completed | In progress |
| 11 | Improve systems and processes to reduce Child Criminal Exploitation. | Implement Multi Agency Case Audit (MACA) re Criminal Exploitation Action Plan | July 24 | 4 of the 5 areas for improvement identified in the audit are either completed or on track to complete. One area is rated as amber which is to attendance in education for children at risk of CCE | In progress |
| 12 | After Action Review (AAR) re Swift Youth Justice C103 | Implement the recommendations of the AAR | | The AAR has been completed, YJS has a copy of the report & its recommendation but are currently waiting for sign off from the TSCP exec before it can be released. | Not implemented |
| 13 | CEO Deep Dive 2023 | <ol style="list-style-type: none"> 1. Develop and action plan on the recommendations of the Deep Dive report. 2. Implement the Action plan devised from the recommendations. | Jan 24 | <ol style="list-style-type: none"> 1. The CEO Deep Dive report was accepted at the Jan 23 Strategic Board 2. An Improvement Plan has been devised and will be presented to the March Strategic Board for approval. | In progress |

4. Performance over the Previous Year

The YJS has continued to increase the breadth and quality of data made available both operationally to managers, and strategically to the two management boards. 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.

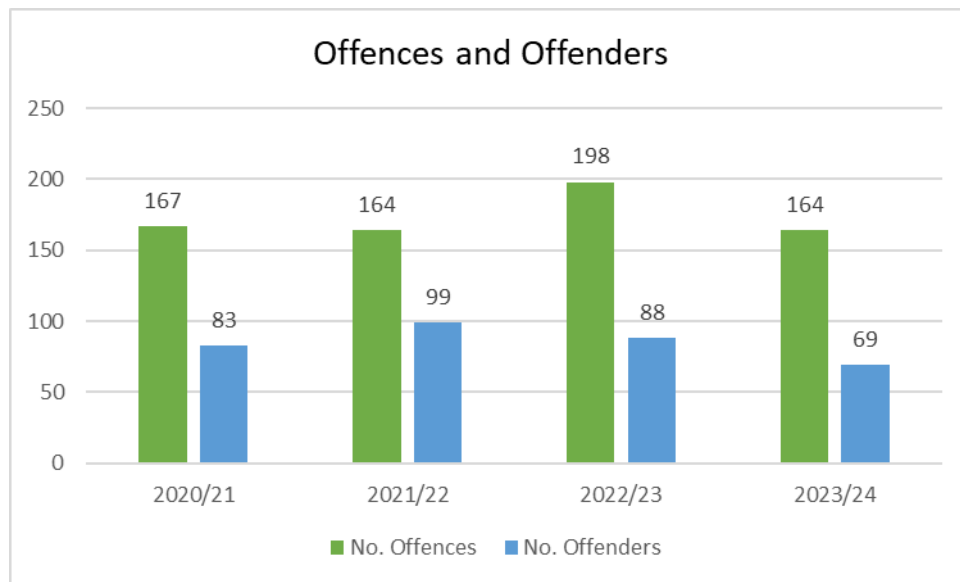
The data within this plan is taken from both the Torbay Youth Justice Service's case management system - ChildView, and the YJS data summary published on a quarterly basis by the Youth Justice Board.

There remains a caveat to this data as Devon and Cornwall Police are still in transition to their new record management system (Niche), which will provide enhanced functionality and analytical capability. The change will deliver a significant uplift in the force's ability to record and report crime and incident data. Whilst this new system is now fully implemented, the information usually supplied to the YJS is still not readily available. Specifically for Community Resolutions, Stop and

Search, and police custody data however some data is accessible via Police colleagues who work closely with the YJS.

Offences and Offenders

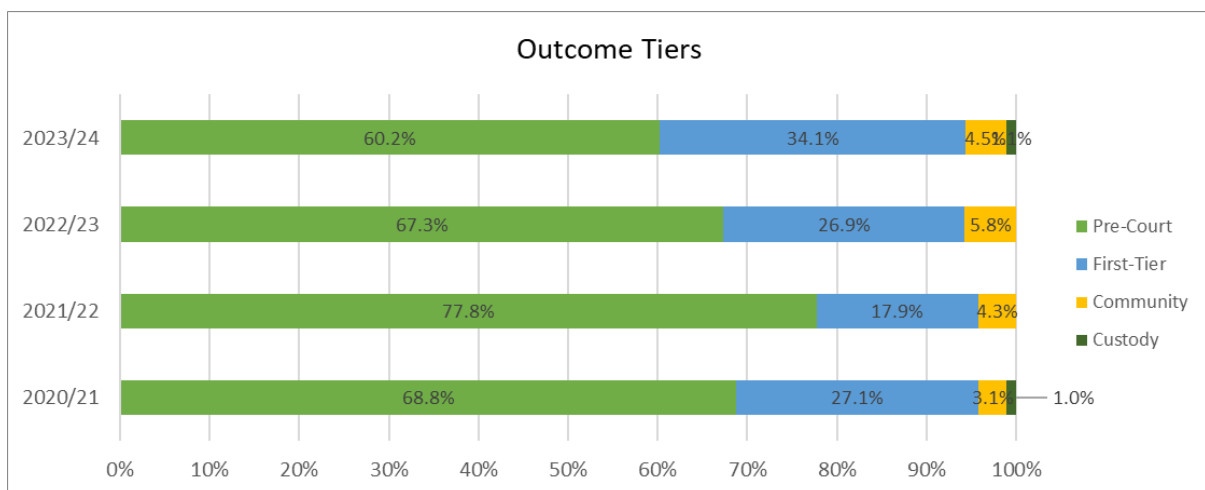
The number of children who received an outcome for an offence fell again in 2023/24, as did the overall number offences. This will have been impacted by the Youth Justice Service not receiving all notifications of Police issued Community Resolutions for the whole of the year, but the numbers are similar to 2020/21 and 2023/24.



Despite the decrease in the number of offences and offenders, the ratio of offences per offender increased for the second consecutive year:

- 1.66 offences per offender (2021/22)
- 2.25 offences per offender (2022/23)
- 2.38 offences per offender (2023/24)

Outcome Tiers



60% of outcomes given to Torbay children in 2023/24 were in the pre-court tier. This proportion will increase when data flows are re-established as it is information regarding Police facilitated

Community Resolutions that are not currently being received. Despite this caveat there was still an increase in the number of outcomes administered through the courts as shown by the table below.

A custodial sentence was given to a Torbay child for the first time since 2020/21 - a four month Detention and Training Order.

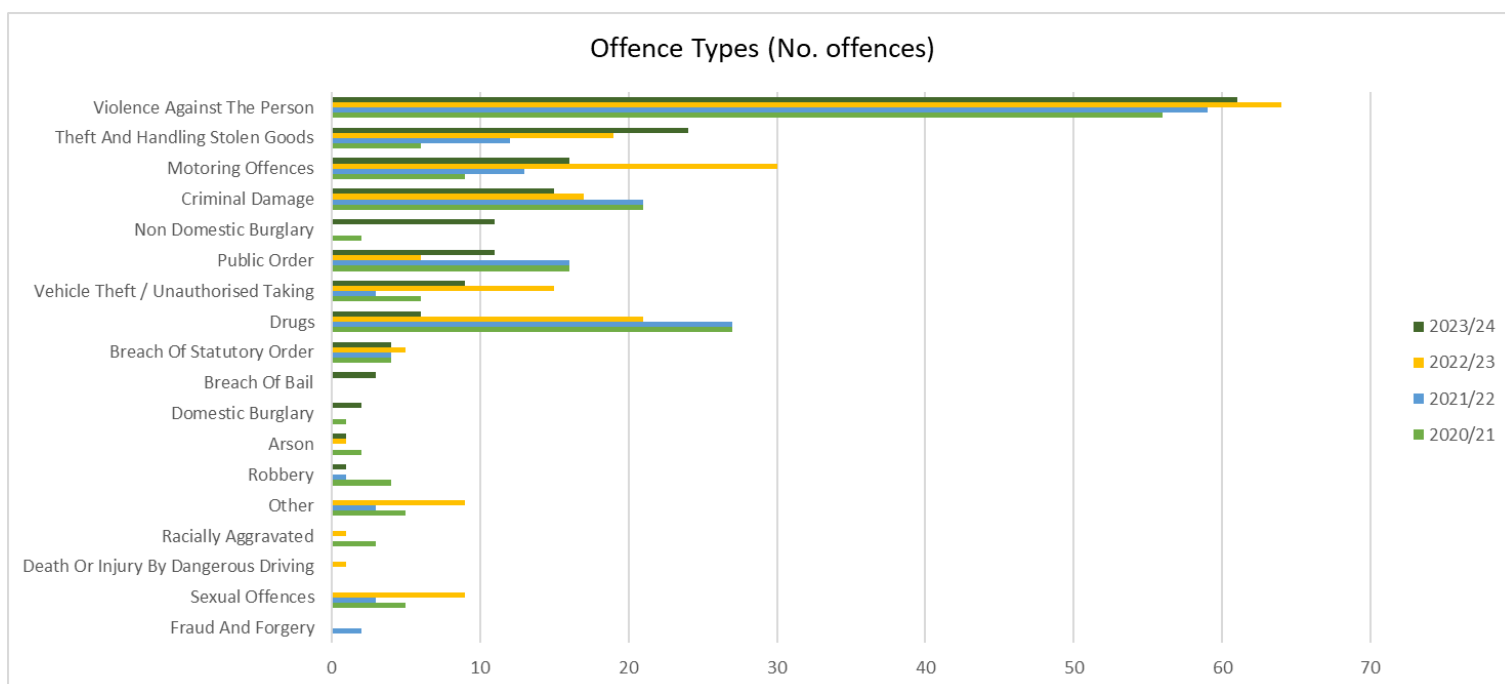
| Year | Pre-Court | First-Tier | Community | Custody | Total |
|---------|-----------|------------|-----------|---------|-------|
| 2020/21 | 66 | 26 | 3 | 1 | 96 |
| 2021/22 | 91 | 21 | 5 | | 117 |
| 2022/23 | 70 | 28 | 6 | | 104 |
| 2023/24 | 53 | 30 | 4 | 1 | 88 |

Offending Behaviour

As in previous years, **violent** offences were the most common during 2023/24, and accounted for a bigger proportion of offences than in any of the three previous years at 37%.

Theft and Handling Stolen Goods offences increased for the third consecutive year and are now the second most prevalent. There were eleven **Non-Domestic Burglary** offences that received an outcome in 2023/24 despite their being none in 2023/22 or 2021/22.

Drugs offences significantly reduced from 21 to six, and also **Sexual** offences from nine to none.

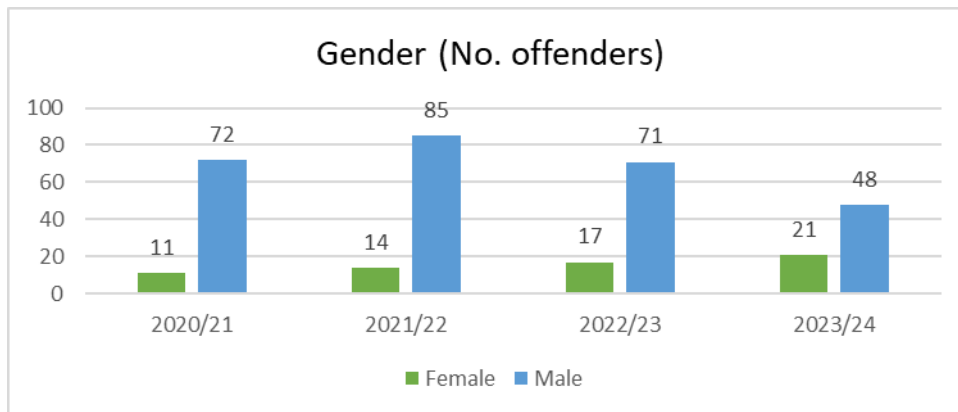


Offending Profile

The children receiving an outcome for an offence in 2023/24 are predominately male (69%). The number of females committing an offence in Torbay continues to increase and is reflected in our First Time Entrants (see later section). The overall trend can be seen here:

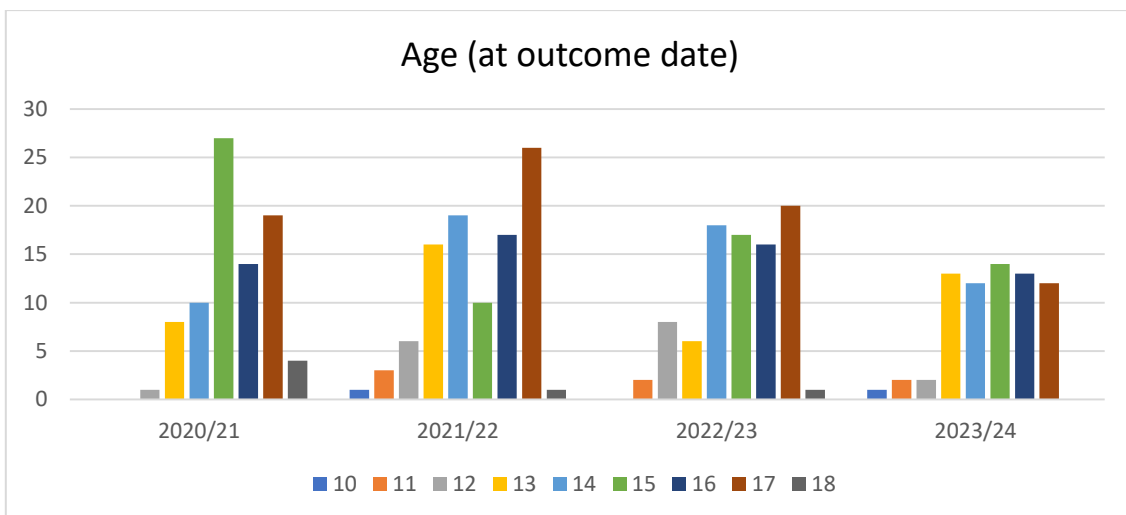
- 2020/21 – Female 13.3% Male 86.7%
- 2021/22 – Female 14.1% Male 85.9%

- 2022/23 – Female 19.3% Male 80.7%
- 2023/24 – Female 30.4% Male 69.6%



Age (at Outcome date)

Most (74%) Torbay children receiving an outcome are aged 14+, with 15 being the most frequent age (20%). The distribution of children across the different ages is more equal than in previous years with a similar number of children receiving an outcome from 13 upwards.



| Age | Outcome Date | | | |
|-----|--------------|---------|---------|---------|
| | 2020/21 | 2021/22 | 2022/23 | 2023/24 |
| 10 | 0% | 1% | 0% | 1% |
| 11 | 0% | 3% | 2% | 3% |
| 12 | 1% | 6% | 9% | 3% |
| 13 | 10% | 16% | 7% | 19% |
| 14 | 12% | 19% | 20% | 17% |
| 15 | 33% | 10% | 19% | 20% |
| 16 | 17% | 17% | 18% | 19% |
| 17 | 23% | 26% | 23% | 17% |
| 18 | 5% | 1% | 1% | 0% |

YJS Children and Interventions

The demand on the YJS was greater than in previous years as the number of interventions delivered increased by 41% from 134 (2022/23) to 189 (2023/24).

133 children were supported over the last year, an increase of 30% from the 102 in the previous year.

- 64 interventions were preventative (Prevention or Turnaround Programme)
- 28 diversionary interventions (YJS Community Resolution or Outcome 22)
- 22 pre-court substantive outcomes (Youth Caution or Youth Conditional Caution)
- 43 court ordered interventions (Referral Order or Youth Rehabilitation Orders)
- 27 voluntary support programmes (these can be pre or post an intervention linked to an offence)
- 4 bail support or remand programmes
- 1 custodial sentence - DTO

The full breakdown is shown below:

| | 2022/23 | | 2023/24 | |
|---|------------|-----|------------|-----|
| | No. | % | No. | % |
| Prevention Programme | 21 | 16% | 22 | 12% |
| Turnaround | 3 | 2% | 42 | 22% |
| Voluntary Support Programme | 22 | 16% | 27 | 14% |
| Community Resolution with YOT Intervention | 9 | 7% | 20 | 11% |
| Outcome 22 (Diversionary, Educational or Intervention Activity) | 26 | 19% | 8 | 4% |
| Youth Caution | 2 | 1% | 4 | 2% |
| Youth Conditional Caution | 16 | 12% | 18 | 10% |
| Bail Support Programme | 4 | 3% | 3 | 2% |
| Criminal Behaviour Order | | | 1 | 1% |
| Referral Order | 20 | 15% | 34 | 18% |
| Youth Rehabilitation Order | 9 | 7% | 8 | 4% |
| Remand in Custody (YDA) YOI / LAA | 2 | 1% | 1 | 1% |
| DTO/Custody Programme | | | 1 | 1% |
| Total | 134 | | 189 | |

The biggest increases were within the preventative area of work as the Turnaround Programme became more embedded in the YJS. 64 preventative interventions were open during the year, compared to 24 at the time of the last Youth Justice Plan.

There was also a significant increase (70%) in the number of Referral Orders.

Links to wider services

Over three quarters of the children supported by the Youth Justice Service were open to wider support with Children’s Services (80%). There is a more coordinated response across services to consider how we engage and consider joint plans to support these children.

- 15% Early Help.
- 46% Children in Need.
- 6% Child Protection.
- 13% Cared for / Care experienced.
- 21% No additional support

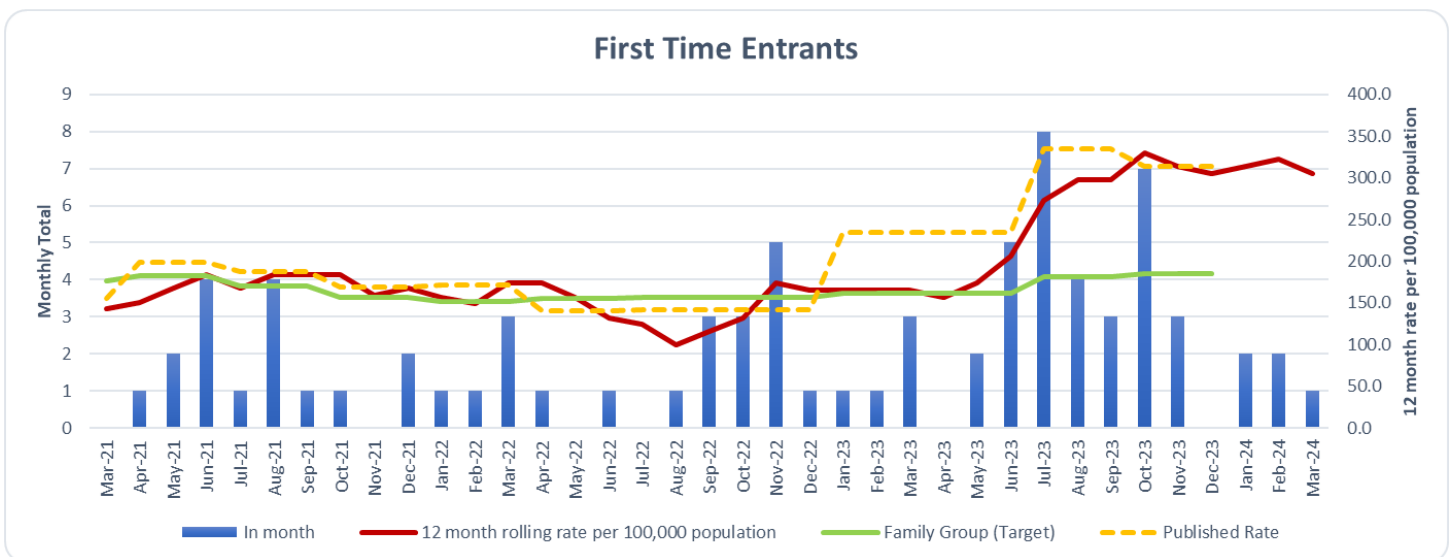
5. National Key Performance Indicators

First Time Entrants

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

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

The downward trend from 2021 into 2022 has not continued over the previous year, with Torbay’s rate now significantly above the target (to be below the family group) at the end of the year. This is largely due to the 6-month period between 1 June and 30 November 2023 when thirty children entered the Youth Justice System for the first time. Encouragingly though, the final quarter of the year saw fewer FTEs and the rate begin to fall.



In response to this increase the YJS Board have undertaken a review of the First Time Entrants, some of the data that has informed this is included below.

In 2023 the largest proportion of FTEs lived in the TQ3 (Paignton) postcode area of Torbay – 41%.

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

There has been a significant increase in the number of girls becoming FTEs in 2023 when compared with previous years. 35% of FTEs in 2023 were female, for comparison this was 10% in 2022, and 25% in 2021. There has been an increase in girls committing violent crimes often with use of social media and group assaults as aggravating factors.

The age of children becoming an FTE is also noticeably younger than in previous years and more similar to 2018. This is particularly apparent for girls.

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

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 2023, as in other years, violent offences are the most common offence type but this year there were more than in any of the previous five years.

The data also highlights the impact of moped/vehicle thefts on FTEs as a recent trend.

| Main Offence Type (FTEs) | 2018 | 2019 | 2020 | 2021 | 2022 | 2023 | Grand Total |
|--------------------------------------|-----------|-----------|-----------|-----------|-----------|-----------|-------------|
| Violence Against The Person | 7 | 18 | 11 | 15 | 12 | 21 | 84 |
| Vehicle Theft / Unauthorised Taking | 4 | | | | 1 | 6 | 11 |
| Motoring Offences | 1 | 2 | 3 | | 3 | 2 | 11 |
| Domestic Burglary | | | | 1 | | 2 | 3 |
| Drugs | 8 | 5 | 3 | 3 | | 2 | 21 |
| Non Domestic Burglary | | | | | | 2 | 2 |
| Sexual Offences | 1 | 1 | 1 | | 1 | 1 | 5 |
| Breach of Bail | | | | | | 1 | 1 |
| Death Or Injury By Dangerous Driving | | | | | 1 | | 1 |
| Theft And Handling Stolen Goods | 3 | 1 | 1 | | | | 5 |
| Racially Aggravated | 2 | | | | | | 2 |
| Robbery | 2 | | 1 | | | | 3 |
| Criminal Damage | 4 | 2 | | | | | 6 |
| Public Order | 2 | 8 | 1 | 1 | 2 | | 14 |
| Grand Total | 34 | 37 | 21 | 20 | 20 | 37 | 169 |

Education data highlighted that:

- 84% 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 11 days.
- 19% of FTEs had been permanently excluded before their offence.
- Almost all the FTEs in the period (where data is available) were persistently absent from school during the term of their offence. Only one child had attendance above 90%.

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.

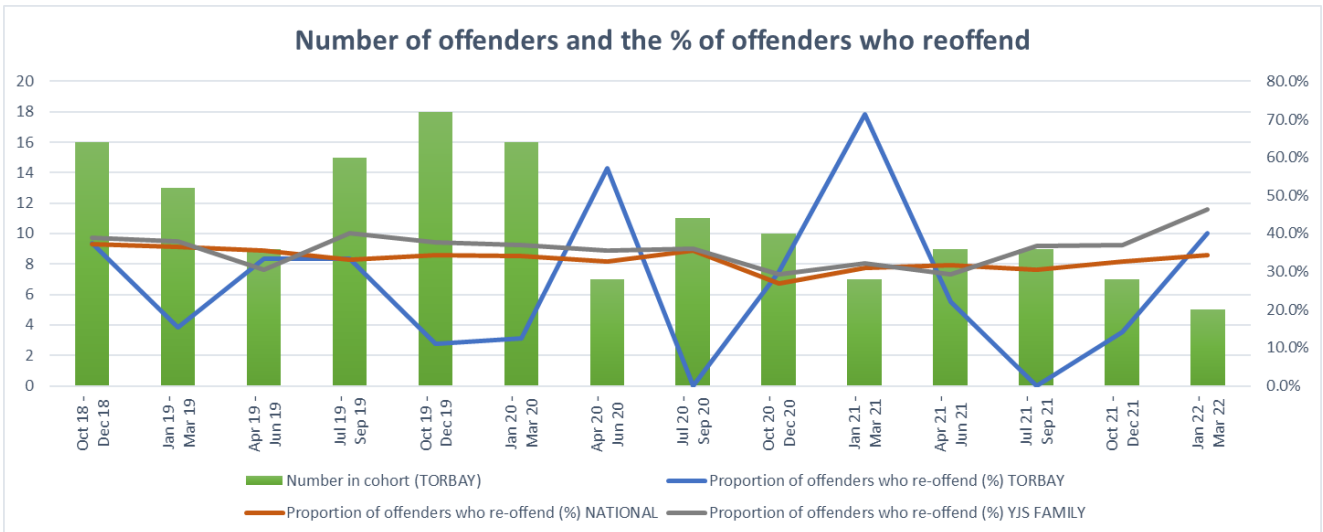
The aspiration remains for Torbay's rate of FTEs to be below the family group average and support the wider community ambition 'to see a healthy, happy and prosperous Torbay' and 'create a safe place for children to thrive in'.

Binary reoffending rate (national data)

The data for this indicator comes from the Police National Computer and is published by the Ministry of Justice (MoJ). 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 2022, 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.



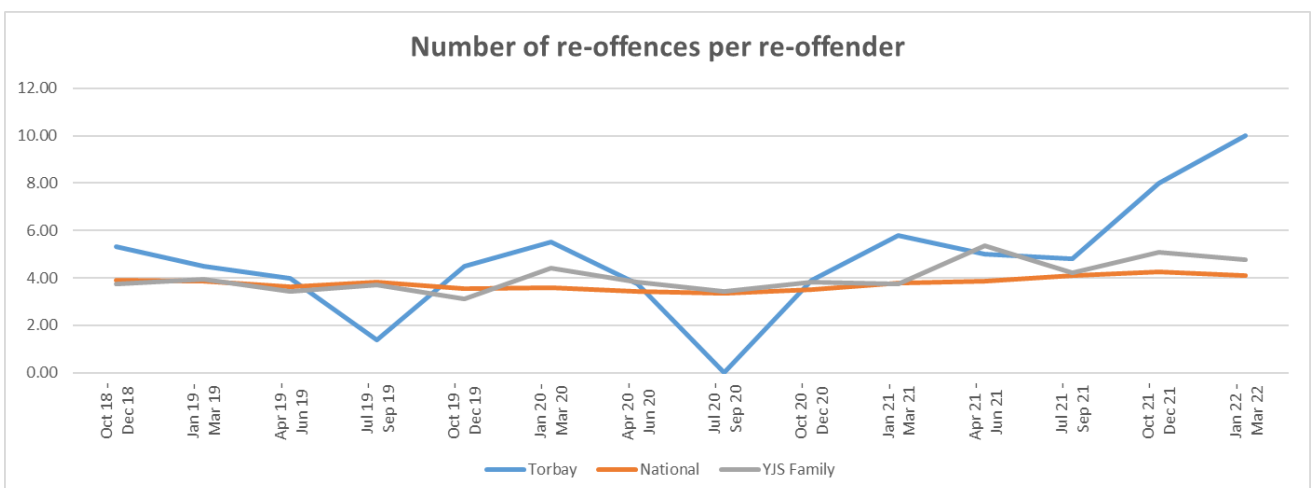
Torbay’s rate of reoffending has been below the family group target for all the four most recently published cohorts. The rate was also below the national rate for 3 of the last 4 cohorts only going above in the most recent cohort (Jan – Mar 22). This most recent cohort was the smallest Torbay has ever had (5 children) and the 40% reoffending rate represents two children who reoffended.

Frequency of reoffending

This data also comes from the Police National Computer and is published by the MoJ. The frequency rate of reoffending calculates how many re-offences are committed by each reoffender.

Due to Torbay’s small cohort size this rate is susceptible to large variances as one or two prolific offenders can have a large impact on the overall rate, as 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 not achieved.



Binary reoffending rate (local data)

The YJS utilises the Reoffending Live Tracker Tool to monitor reoffending rates for current cohorts. As a large proportion of our children now receive diversionary pre-court outcomes the use of this tool allows us to understand reoffending rates amongst these interventions too as we have decided to track these as well.

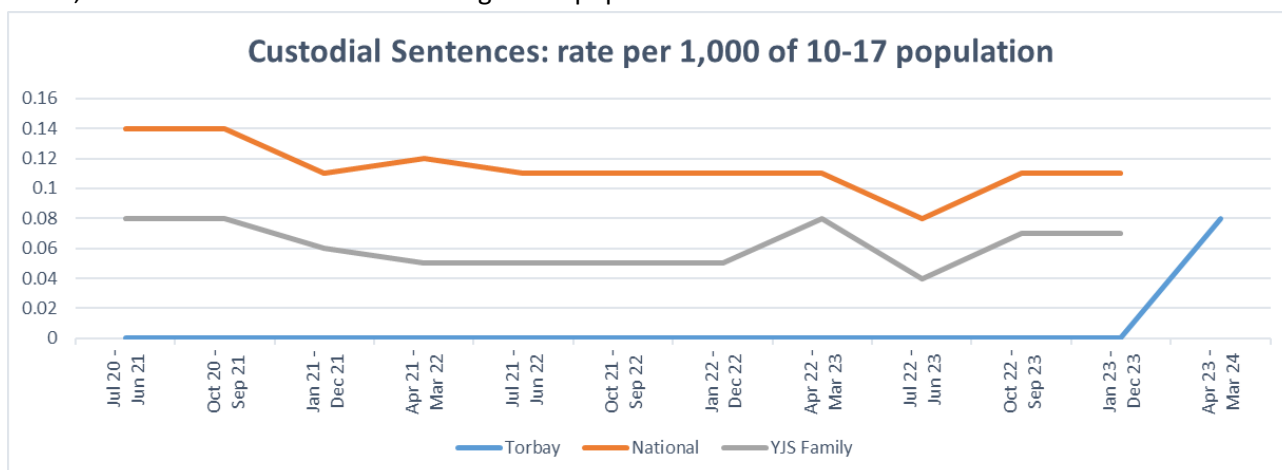
The table below shows the reoffending rates for each intervention category, the number in brackets is the total number of children in that cohort.

| Outcome | Jan - Mar 2022 | Apr - Jun 2022 | Jul - Sep 2022 | Oct - Dec 2022 | Jan - Mar 2023 |
|-------------|----------------|----------------|----------------|----------------|----------------|
| CR (Police) | 20% (10) | 14% (7) | 0% (10) | 25% (4) | 0% (1) |
| CR (YJS) | n/a | 100% (1) | n/a | 17% (6) | 67% (3) |
| Outcome 22 | 20% (5) | 0% (3) | 25% (12) | 33% (3) | 0% (4) |
| Pre-court | 0% (3) | 0% (2) | 25% (4) | 0% (4) | 33.3% (3) |
| First-Tier | 40% (5) | 33% (6) | 50% (2) | 0% (7) | 0% (8) |
| Community | n/a | n/a | 100% (2) | 0% (1) | 100% (1) |
| Custody | n/a | n/a | n/a | n/a | n/a |
| Total | 22% (23) | 21% (19) | 23% (30) | 12% (25) | 20% (20) |

Overall reoffending rates were consistently strong and below 25% for each quarter. First Tier interventions (commonly Referral Orders) had particularly good outcomes for the most recent two cohorts with none of the fifteen children reoffending.

Use of custody

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



A Torbay child received a custodial sentence in the period Jan – Mar 2024. This was the first since 2019. At the time of this report this has not been included in the published statistics, so comparator data is not yet available. However, if the comparators rates stayed the same Torbay would be higher than the family group and below the national. As the target is to remain below the family group, this would not be achieved.

New key performance indicators (from April 2023)

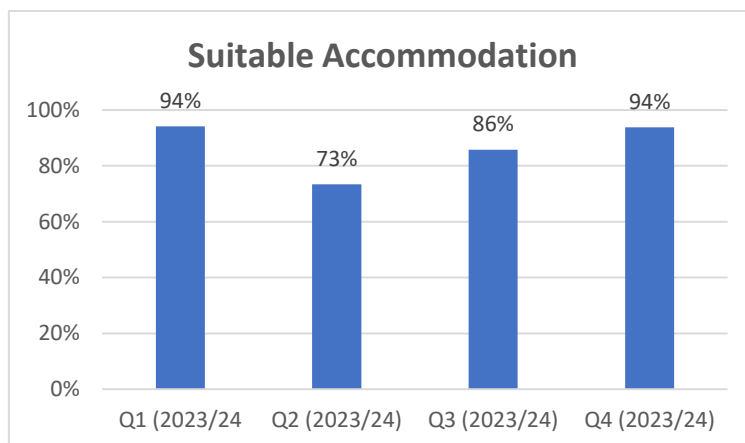
The youth justice system has developed significantly since the original set of KPIs were introduced. Whilst the number of children entering the system with a statutory disposal has fallen significantly, it is clear youth justice services are working with increasingly complex caseloads.

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. There are still some discrepancies between the data shown within our system and what is being displayed in the YJB dashboard and we are exploring this together – as are other Youth Justice Services. As such the data included within this Youth Justice Plan is local data direct from the case management system.

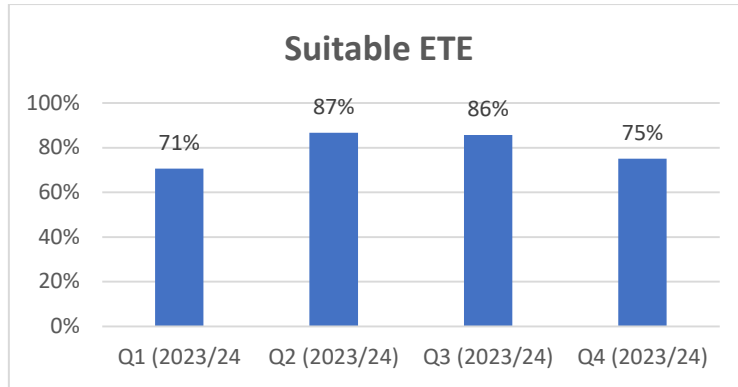
Accommodation Suitability –

Proportion of children in suitable accommodation at the end of their order.



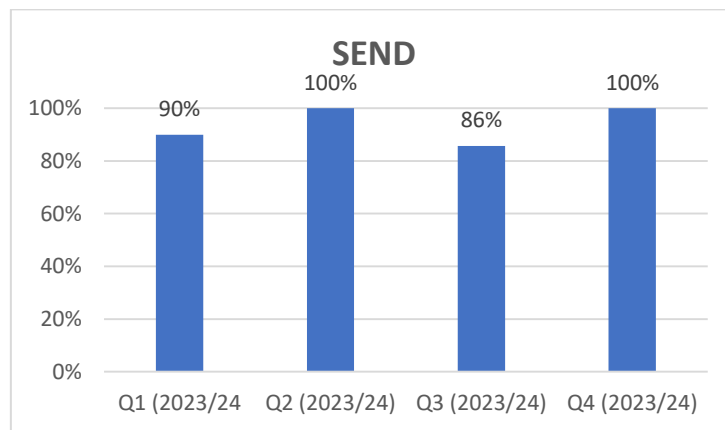
Education, Training and Employment

Proportion of children in suitable ETE at the end of their order.



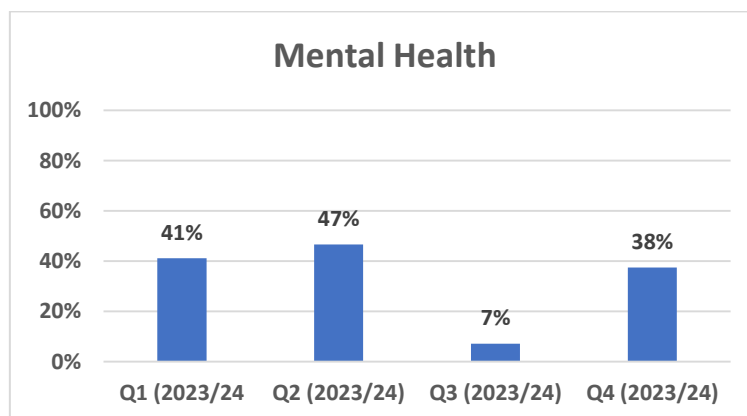
Special Educational Needs and Disabilities

Number of children with a formal plan in place as a proportion of children with identified SEND/ALN.



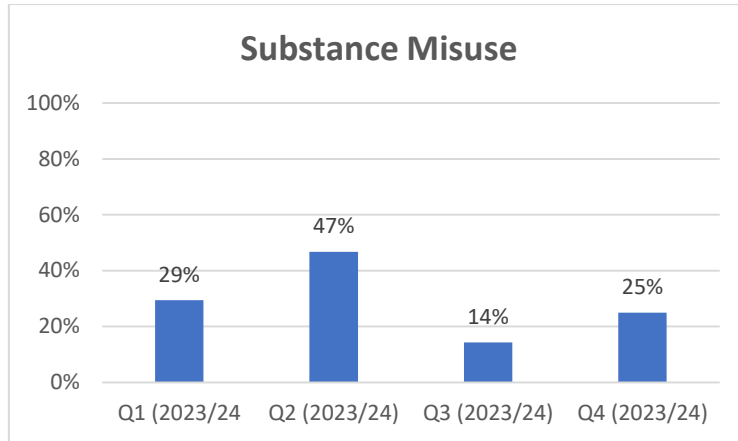
Mental Health and Emotional Wellbeing

Number of children with a screened or identified need for a MH or EW intervention at the end of their order as a proportion of number of children with an order ending in the period.



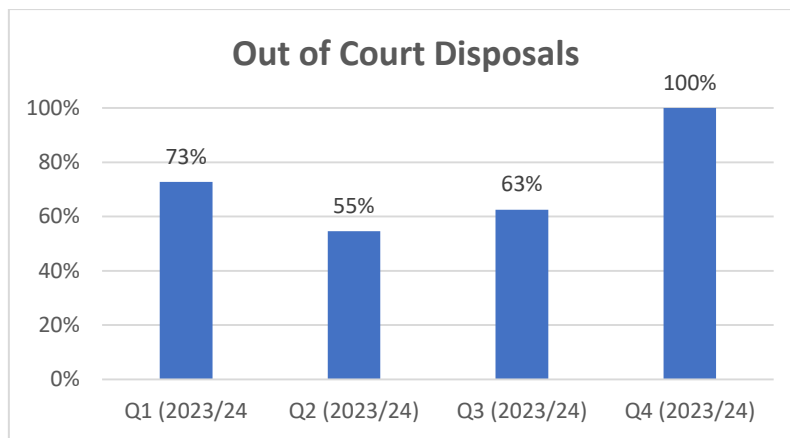
Substance Misuse

Number of children with a screened or identified need for intervention or treatment to address substance misuse at the end of their order as a proportion of number of children with an order ending in the period.



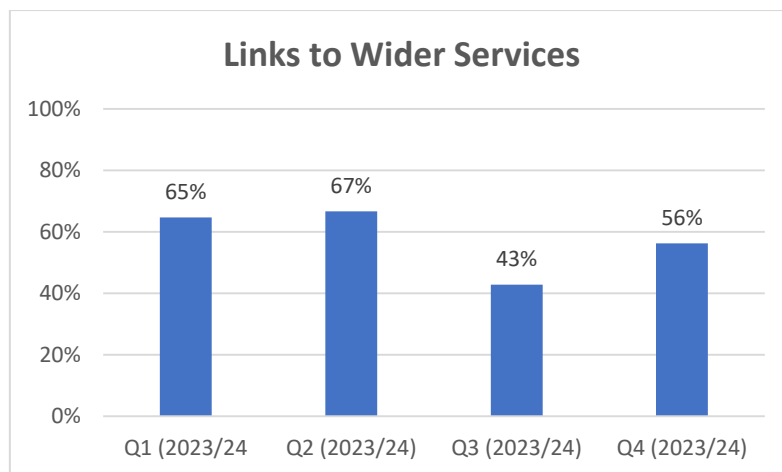
Out of Court Disposals

Number of children who completed OOC intervention programmes in the period as a proportion of the number of children with an OOC intervention or programme ending in the period.



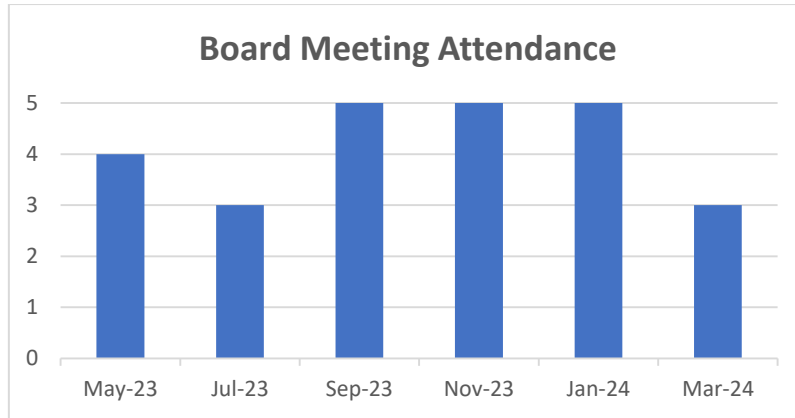
Links to Wider Services

Proportion of children connected to or supported by wider care and support services at end of order.



Management Board Attendance

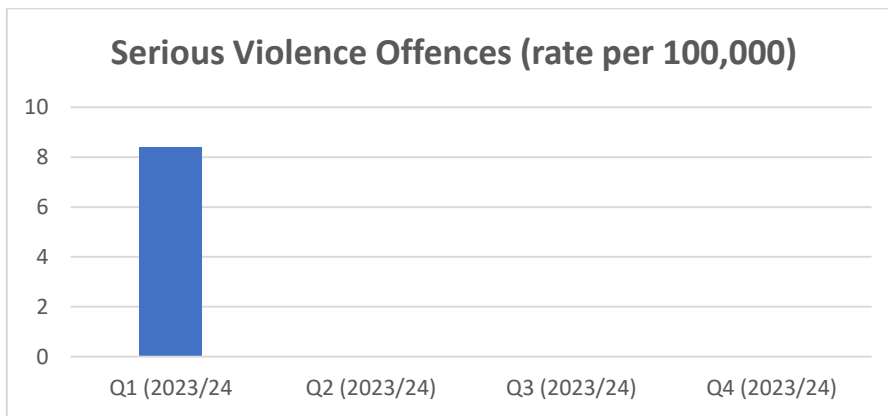
Number of senior partners attending Management board meetings



Management Boards are required to meet every quarter, but the Strategic Board at Torbay have made the decision to meet bi-monthly. In 2023-24 the board met 6 times with a full representation of statutory partners on 3 occasions.

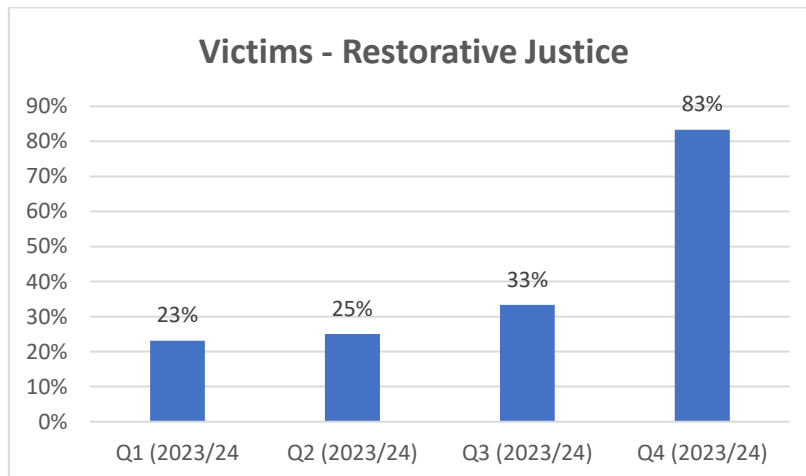
Serious Violence

Number of proven serious violence offences as a rate per 100,000 of the 10-17 population (2021). (The rate in Q1 is equivalent to one offence)



Victims

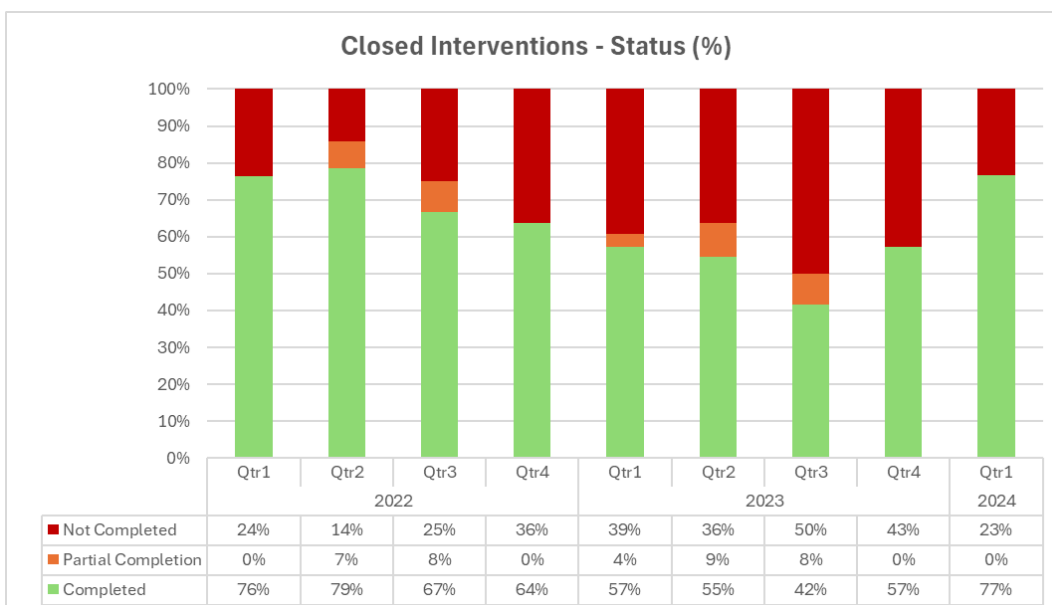
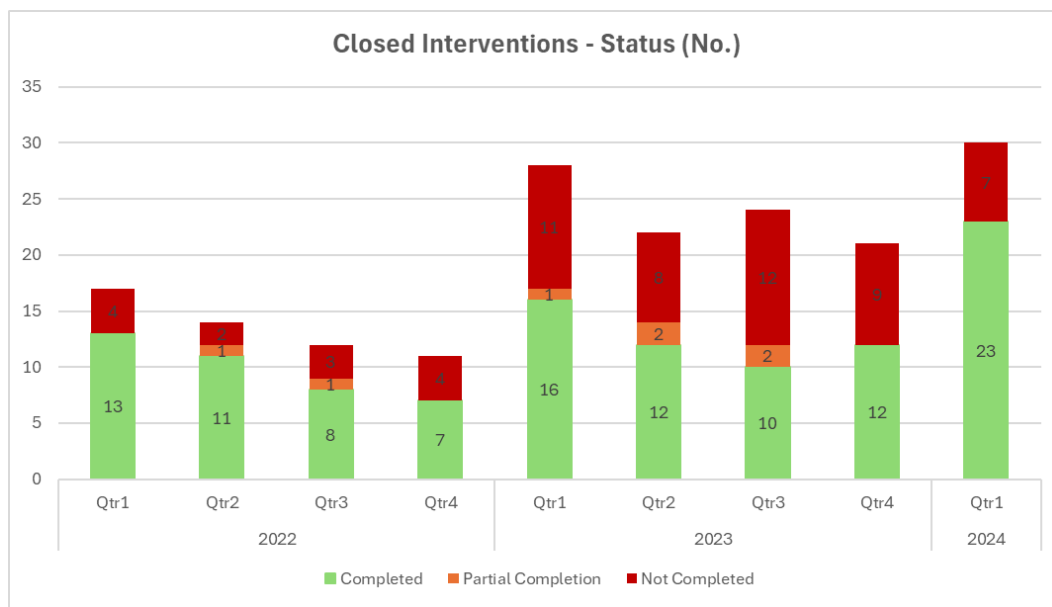
Number of victims engaged with on restorative justice opportunities as a proportion of victims who consent to be contacted.



Intervention Outcomes

The national KPI monitors the percentage of OOC's completed in a period and Torbay YJS management board also receives updates around the successful completion of all interventions delivered by the service. This includes prevention, pre-court, and statutory.

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



Performance has improved in recent quarters. The period January to March 2024 not only saw the highest number of closed intervention (30) but also the highest successful completion rate (77%) since 2022.

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 last HMIP inspection in 2021 as a cause for concern. The service is 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 looked at a number of buildings over the last year but they have been ruled out due to cost or planning issues. At the time of writing this report we have identified a building in council ownership, which is in good condition and would only need minor adaption however it is a high crime area, we are considering how this could be made safe and welcoming for the children we would want to see there.
- ii) **Police charging decision and First Time Entrants** – The service has seen a significant increase in First Time Entrants (FTE) over the last year. Whilst there has clearly been a rise in youth crime specifically violent crime and vehicle crime the rates are significantly above the regional and national averages. Analysis shows that there are a number of factors influencing this rise, specifically delays in the police investigation processes, the lack of a deferred prosecution scheme for children, and a lack of clarity youth justice options and disposals, this has led to a higher-than-average charge to court decision ratio.
- iii) **Inability to fill Probation secondee role** – The service has been unable to fill this role for over 6 months meaning we are short staffed at a time when we have record high caseload levels. We also lose the close working relationship with the Probation service particularly working with older children who may transfer to Probation when they reach 18 years of age. We have been working with Probation to promote the role and at time of writing we have 2 Probation members of staff interested in the role.
- iv) **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 and offences after their intervention began) and this work now accounts for one third of the YJS caseload. Currently there are 3 full time roles primarily delivery Prevention work. 1.5fte funded by MoJ / Turnaround, 1.0fte funded by Serious Youth Violence (SYV) funding and 0.5fte through YJS underspend. The MoJ has confirmed that currently there is no plans to continue the Turnaround funding beyond March 2025, the SYV funding is only annual and the YJS has used all of its underspend. Therefore, without further funding the Prevention service will close in March 2025.
- v) **Suitable available Childcare Placements and provision** – a small number of the children the service works with are in the care of the local authority and placed in children's homes or care provision. In the last year we are aware that children, often the most vulnerable and high risk of our children, are being placed in unregistered or unsuitable placement due to the lack of available provision both locally and nationally. This has led to multiple care placement moves, requiring multiple caretaking arrangements with external youth justice services and inadequate provision that does not meet the need of children.

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](#)

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

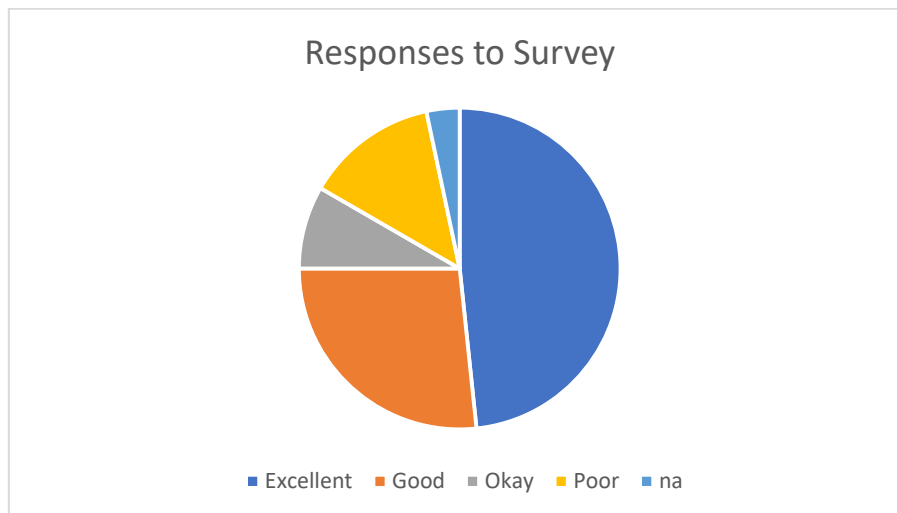
Feedback

In 2023 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.

Closing Feedback Survey

Young people are asked 20 questions about their experience of working with YJS, and the responses are broadly positive. These are collated anonymously.



Young people responded most positively to questions about being treated with respect. Lower scoring questions were in relation to specific support “Did your Youth Justice Worker improve your relationship with your family” or “Did your youth justice worker help you to speak to the police”. There poor results were also across the board by one or two respondents rather than across the whole group surveyed. Details on this feedback will improve with increased feedback volume.

Complaints

The Youth Justice Service has received only 1 complaint in the last year which resolved informally through discussion with a parent. The complaint related to the parent suggesting that there were errors in a report provided to Court. The initial discussions identified that this parent had seen the report ahead of Court, but that they would have benefitted from more time to read the report and feedback to the author. As a result of this discussion the service have reminded the team about report timescales and ensure that at report allocation there is sufficient time allowed for parent feedback.

Summary and next steps

There is significant positive feedback about the experience of young people in 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. Currently the capacity to meet all young people at the end of their orders to collect feedback is reduced due to staff sickness, but this is anticipated to increase. The Youth Justice Service aims to receive feedback from all young people completing their Court Orders. The uptake is limited by a lack of staffing currently- this will improve.

Victim feedback is also positive. The YJ Victim worker has highlighted that victims may benefit from an opportunity to work as a group to identify what else the Youth Justice Service and partners can provide. A victim’s feedback group is currently being planned with a view to be able to reflect on the issues raised by the group by the end of 2024, and use this to develop the offer to victims.

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 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. This year both the Strategic and Operational Boards will be reviewing their terms of reference to ensure there is clear oversight and coordination of both boards roles and functions.

a) YJB National Standards Audit for Court based work (YJB NS). Four Board members, 3 managers of Torbay YJS and case holders were involved in auditing 21 cases and the organisational and strategic aspects of the audit. An action plan for improvement was produced and progress is being monitored by the boards.

b) 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.

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 regularly to either present case work examples or report on aspects of the work they are leading on.

- Four more staff we trained in the Trauma Recovery Model (TRM) so that all staff have been trained.
- 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 have been 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 (YJEP) 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 2023-24

11. Evidence-based practice and innovation

The service has well established practice in using the Trauma Recovery Model (TRM) as a tool to help understand children's level of functioning and plan interventions based on this. All staff have been trained in the TRM approach. The service has 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 service developed a 'Prevention' offer based on the indicators of the likelihood of children entering the formal justice system prior to the announcement from the Ministry of Justice of funding for Turnaround. The criteria for Turnaround are very similar to the established local Prevention offer criteria therefore Turnaround was merged into the Prevention programme. This has resulted in more children than just those that meet the Turnaround criteria being seen and at an earlier stage. We have been particularly successful getting referrals for children on CIN plans and are working with Police to increase their referral rates for children identified at the new Police led 'Intervention Clinic'. In Dec 2023 the service with its partners completed an Evaluation of the Prevention offer and

will be making changes to the referral criteria and processes in light of this as well as planning for the ending of the Turnaround funding in March 2025.

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) YJB National Standards Audit for Court based work (YJB NS). Four Board members, 3 managers of Torbay YJS and case holders were involved in auditing 21 cases and the organisational and strategic aspects of the audit. An action plan for improvement was produced and progress is being monitored by the boards.

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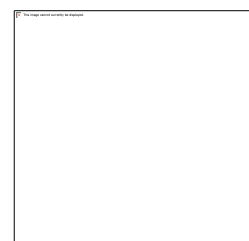
e) Prevention Service Review – In December 2023 the service completed a multi-agency review of the work and performance of the Prevention / Turnaround and made recommendations on improvement activity which will be put into place in early 2024.

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.



The service has 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.

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](#)

- maintaining the recent reduction in the number of First Time Entrants so that the yearly rolling target reduces to below our statistical neighbours.

- That we secure a suitable location for face-to-face delivery work, which has been an unresolved since the services last HMIP inspection.
- Seek funding to continue the Prevention service after the Turnaround funding ceases in March 2025
- Ensuring children are accessing appropriate education or training provision suitable to their needs and abilities.

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

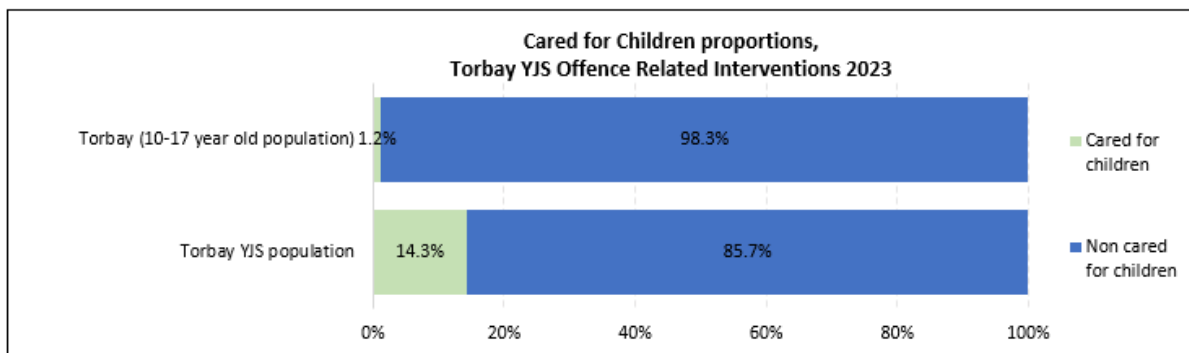
The table below shows the children who received an outcome by ethnic group over the last four years. Due to small numbers, it has been decided to aggregate data for children from the Asian, Black, Mixed and Other ethnic groups into the BAME (Black and Minority Ethnic) group, as per the YJB guidance in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

Groups with fewer than 5 children have been redacted (~).

| Ethnic Group | 2020/21 | 2021/22 | 2022/23 | 2023/24 |
|--|---------|---------|---------|---------|
| Black, Asian or Minority Ethnic (BAME) | ~ | ~ | 7% | 10% |
| Information Unavailable | ~ | ~ | 0% | 0% |
| White | 98% | 96% | 93% | 90% |

There has been an increase in the proportion of BAME children receiving an outcome in 2023/24. The 2021 census data estimates that BAME children make up 6% of the local 10–17-year-old population so this figure would represent a slight over representation.

Cared for Children



Cared for children were overrepresented within the YJS during 2023. 14.3% of the children supported by the YJS for an intervention relating to an offence were cared for, this compares to 1.2% of the local under 18 population.

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.

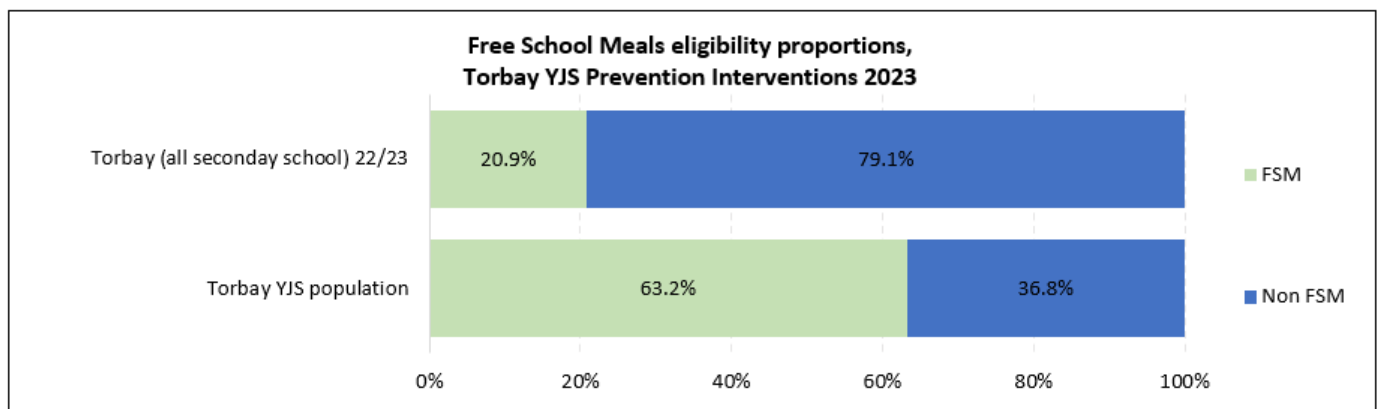
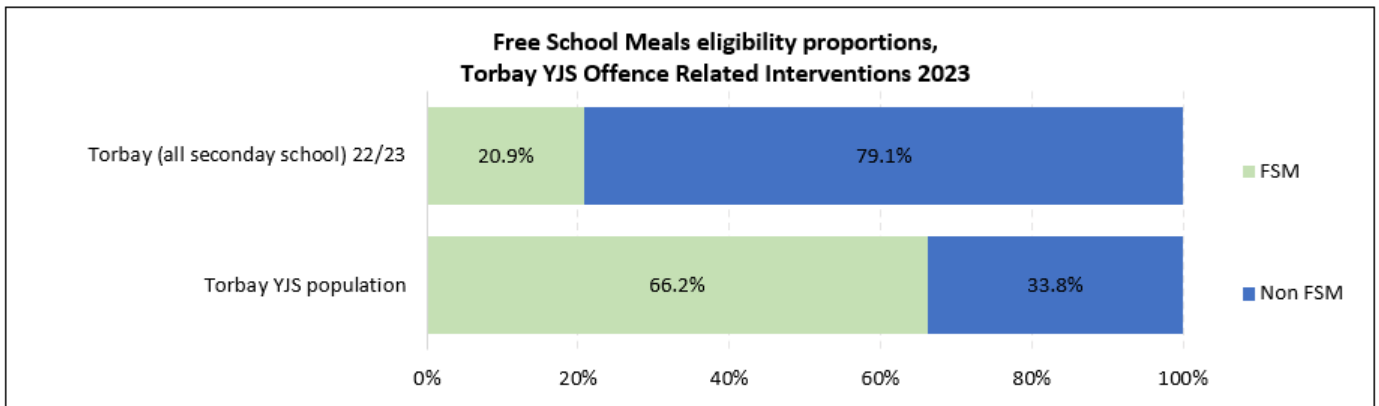
| Index of Multiple Deprivation Decile | Offending | | Prevention | | All YJS | |
|--------------------------------------|--------------|------------|--------------|------------|--------------|------------|
| | No. children | % Children | No. children | % Children | No. children | % Children |
| 1 (The most deprived 10%) | 25 | 34.7% | 3 | 15.8% | 28 | 30.8% |
| 2 | 12 | 16.7% | 3 | 15.8% | 15 | 16.5% |
| 3 | 17 | 23.6% | 5 | 26.3% | 22 | 24.2% |
| 4 | 6 | 8.3% | 1 | 5.3% | 7 | 7.7% |
| 5 | 4 | 5.6% | 1 | 5.3% | 5 | 5.5% |
| 6 | 2 | 2.8% | 4 | 21.1% | 6 | 6.6% |
| 7 | 3 | 4.2% | 2 | 10.5% | 5 | 5.5% |
| 8 | 2 | 2.8% | | | 2 | 2.2% |
| 9 | 1 | 1.4% | | | 1 | 1.1% |
| 10 (The least deprived 10%) | | | | | 0 | 0.0% |

31% of Torbay children known to the YJS live in areas that fall into the 10% most deprived in England.

71% of Torbay children known to the YJS live in areas that fall into the top 30% most deprived in England.

Free School Meals

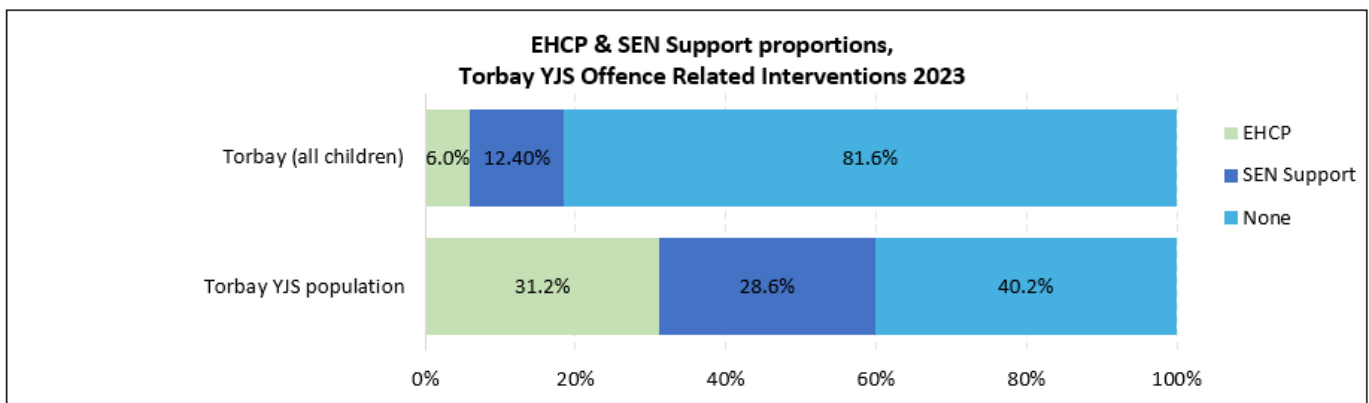
Comparison of proportion of free school meals eligibility between YJS population and local secondary school population.

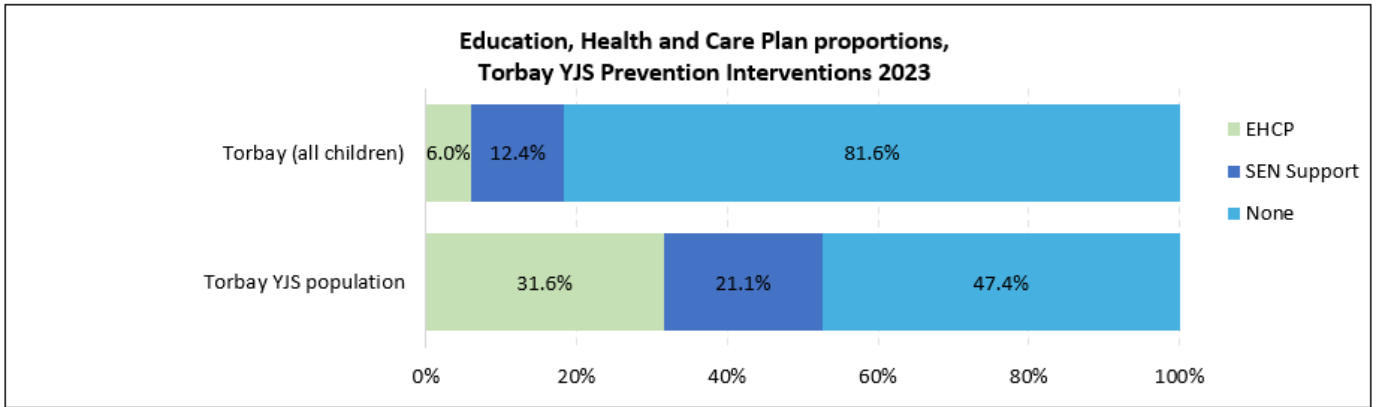


The proportion of children in the YJS who are eligible for free school meals is much higher than in the wider population.

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.





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 Head of Service is the lead for the LCJB Swift Youth Justice Priority and convenes the multi-agency task group looking to reduce the length of time it takes for investigation, charging and disposals decision for children across the force area.

Torbay has also been an integral part of the work being led by the Police to improve the consistency and clarity of the local and national policies re how children are diverted from formal justice outcomes via the Out of Court Disposal Improvement group. This work is nearing completion and is waiting for final signoff of the new policies and practice before it will be implemented in 2024-5.

At a local level Torbay has a good working relationship with the local area Partnership Inspector and the Community Safety Sargeant and have instigated the new Intervention Clinic to oversee intelligence on all youths over the last week with a view to reduce the number of children most likely to enter the formal justice system.

Devon and Cornwall Police are aware that they have a high number of new and relatively inexperienced staff across the force area. Torbay YJS has provided briefing about the youth justice system for officers and there has also been training for new ‘Gatekeepers’ within the Police and there is a proposal within the revised policy to have specialist Youth Gatekeepers for all youth matter charging decisions.

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 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 November 2023 there were 81 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. In December 2023 the service completed a multi-agency review of the Prevention / Turnaround programme which identified a number of areas of improvement which have been developed into an action plan which the Strategic Board oversees.

Devon and Cornwall Police in conjunction with the Youth Justice Service have launched an 'Intervention Clinic' in Torbay, which is an adapted version of an approach used in Devon. The clinic meets twice a week to review all the instances of intelligence reports for 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, over the last year there has been a steady rise in the number of FTE's to above national averages. Analysis shows that there have been a number of factors that have contributed to this: - (see FTEs in the data report section) i) Rise in number of violent crimes, ii) rise in number of vehicle crimes (which have to be dealt with at court) iii) and increasing pressure to charge children to court for crimes that could be diverted.

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. There is also a review of the National Police College guidance for Out of Court Disposals, links have been made to the YJB regional representative to our regional review. Positive progress has been made locally and it is hoped that this revised guidance will be agreed by the Devon and Cornwall Police and implemented in 2024.

19. Education, Training and Employment

All children who are supported by the YJS have their educational needs assessed as part of their intervention. This is then reviewed periodically at meetings between the YJS Education Worker and colleagues from Torbay Council's Education Services, including SEN, and the CSW group.

At the start of their interventions 91% of the children are in Education, Training or Employment. 9% were NEET.

A disproportionate number of children are receiving their education outside of mainstream schools, with 33% registered with an alternative provision. The table below shows the breakdown by establishment type:

| Establishment Type | No. children | % |
|-------------------------------|--------------|-----|
| School / Mainstream Education | 70 | 53% |
| Alternative Provision | 31 | 33% |
| NEET | 12 | 9% |
| Employed | 7 | 6% |

There is also an over representation of children who have an **Education, Health, and Care Plan** (EHCP). 31% 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**. 66% of YJS children are or were eligible for free school meals and the comparative figure for all secondary school aged children in Torbay is 20.9% (2022/23).

84% of Torbay's FTEs in 2023 had experienced one or more fixed exclusion prior to their offence. The average number of days these children lost to fixed exclusions in the 12 months prior to their offence is 11.

19% of FTEs had been permanently excluded before their offence.

Almost all the FTEs in 2023 were persistently absent from school during the term of their offence. Only one child had attendance above 90%.

20. Restorative approaches and victims

Torbay Youth Justice Service has a stated priority to be 'victim focussed in all we do'. This approach seeks to repair the harm caused by any offence through a range of restorative approaches and actions. The service also supports public safety and ensures that the public is confident that justice has been served.

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. Due to the increase of the overall caseload the number of victims has also increased significantly. To respond to the increase, we have been able to access some temporary funding to

make the Victim worker element full time, which has been well received. We are looking to develop a victim support group to help further in managing the caseload.

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 comparisons and data returns from the YJB are not yet available after a full year 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 violence 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 two Serious Violence offences that received an outcome during the calendar year 2023. This equates to a rate of 1.7 per 10,000 of the general 10–17 year old population and is below both the YJS family group rate (4.9) and the national (5.5). Serious Violence is now included in the YJB's key performance indicators that were introduced in April 2023 and there has been one offence since this introduction (see page 22).

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 is being funded by the CSP using funding provided by the Office of the Police and Crime Commissioner's (OPCC) Serious Violence Prevention Programme.

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 currently does not have access to data on children held in police custody for the Torbay area. Historically we have not had this information or Stop and Search data, we are currently working with Police colleagues to obtain this, but this has been delayed due to the implementation of the new Police system NICHE within Devon and Cornwall. We have established links with the senior data analyst within the Police and as soon as the issues with the new system are resolved we should be able to have access to this information.

23. Remands

In 2023-24 the service has had no cases remanded into custody or into Local Authority Accommodation. This 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, and the Vice Chair of the Youth Panel sit on the Strategic and Operational Boards. Magistrates have been briefed on the changes to Remand thresholds as part of the briefings for the Boards, and in June 2024 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. 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 and Operational Boards are well sighted on this matter as is national government who have recently published a consultation '[Children's social care: stable homes, built on love](#)' which the service is working with Children's Services to provide a joint response. The service will also be part of the review of the local authority 'Sufficiency Strategy' (placement sufficiency) in May / June 2024.

24. Use of Custody and Constructive Resettlement

Torbay historically has low levels of custodial sentences for children. Only one child has been made subject of a custodial sentence in Torbay in 2023-4. They were sentenced to a 4 month (Detention and Training Order (DTO), and placed in a secure children home, under the Statutory Minimum Sentencing provisions for a second possession of a knife offence over the age of 16 years. The child was released in April 2024 and returned to the family home; unfortunately, they were recalled to custody for new offences. This the first Torbay child who has received a custodial sentence in nearly 3 years.

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. 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 will 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 and stressful and difficult times.

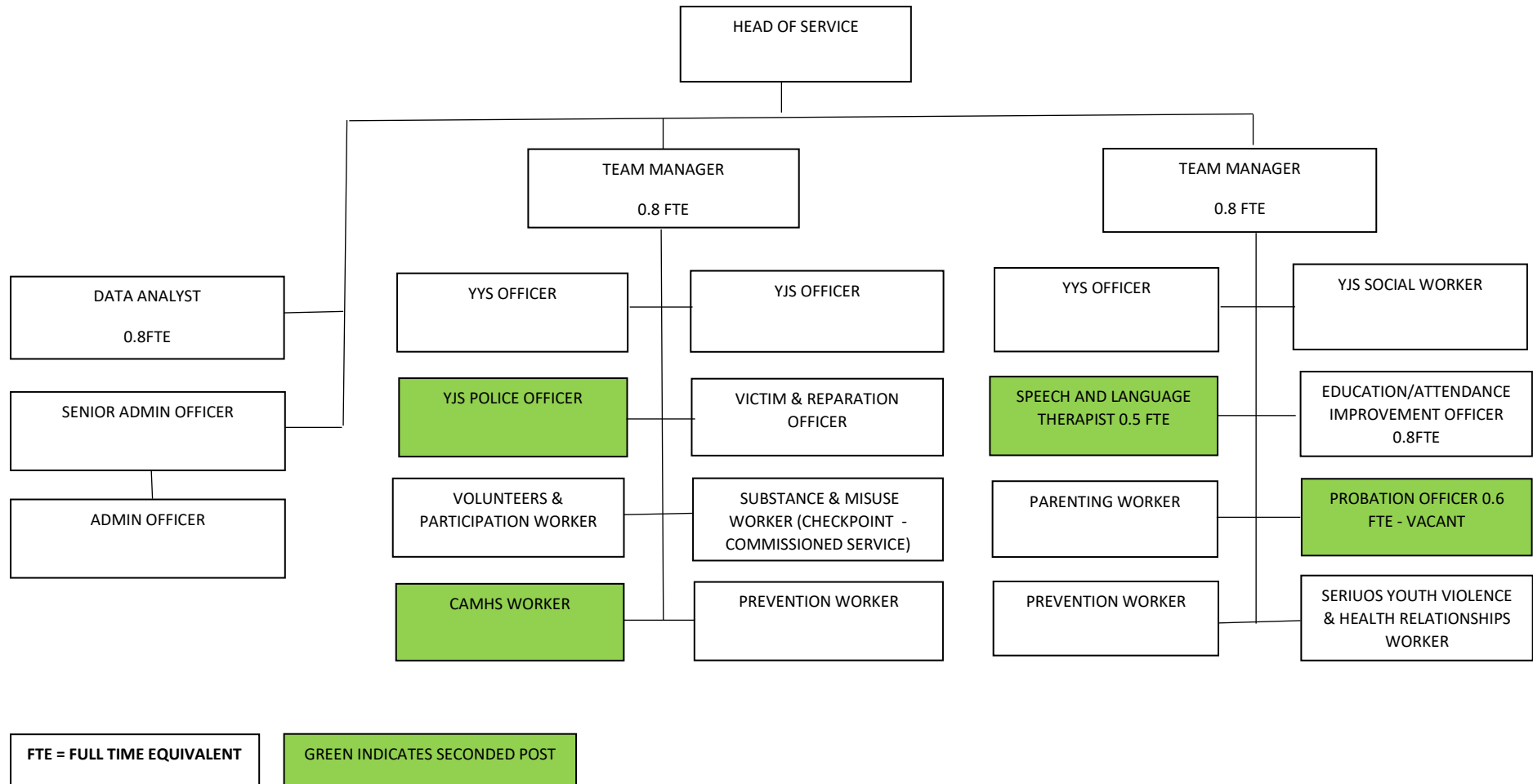
26. Service Development Plan 2024-25

| | 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) Review our systems and methodology for ensuring feedback is used to improve services. | Ongoing |
| 2. | 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 |
| 3. | Outstanding Deep Dive April 2022 Recommendation Continue work to secure a range of local facilities that are fit for purpose to enable services to be delivered effectively to children. | As above | |
| 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. | |
| 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) Work with Police and Partners to increase Diversion outcomes at the OOC/D/R panel. c) Increases the Police awareness of the work of the YJS | Every 2 months |
| 6. | Review the success of the Targeted Prevention Service for children coming to the attention of the youth justice systems. | a) Ensure Turnaround funding & performance criteria requirements are met. b) Look for alternative funding to continue Prevention service or decommission. c) Prevention Review Action Plan to be completed. | March 25 March 25 |
| 7. | 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 |
| 8. | 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 | Sept 24 |
| 9. | 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?) | July 2024 |
| 10. | Review the Quality of Youth Justice provision in Torbay. | Complete the YJB National Standards Action Plan devised following the 2023 audit. | July 24 |
| 11. | Improve systems and processes to reduce Child Criminal Exploitation. | Implement Multi Agency Case Audit (MACA) re Criminal Exploitation Action Plan | July 24 |
| 12. | After Action Review (AAR) re Swift Youth Justice C103 | Implement the recommendations for the YJS of the AAR | Waiting for TSCP Exec |
| 13. | CEO Deep Dive 2023 | Implement the Action plan devised from the recommendations. | Sept 24 |

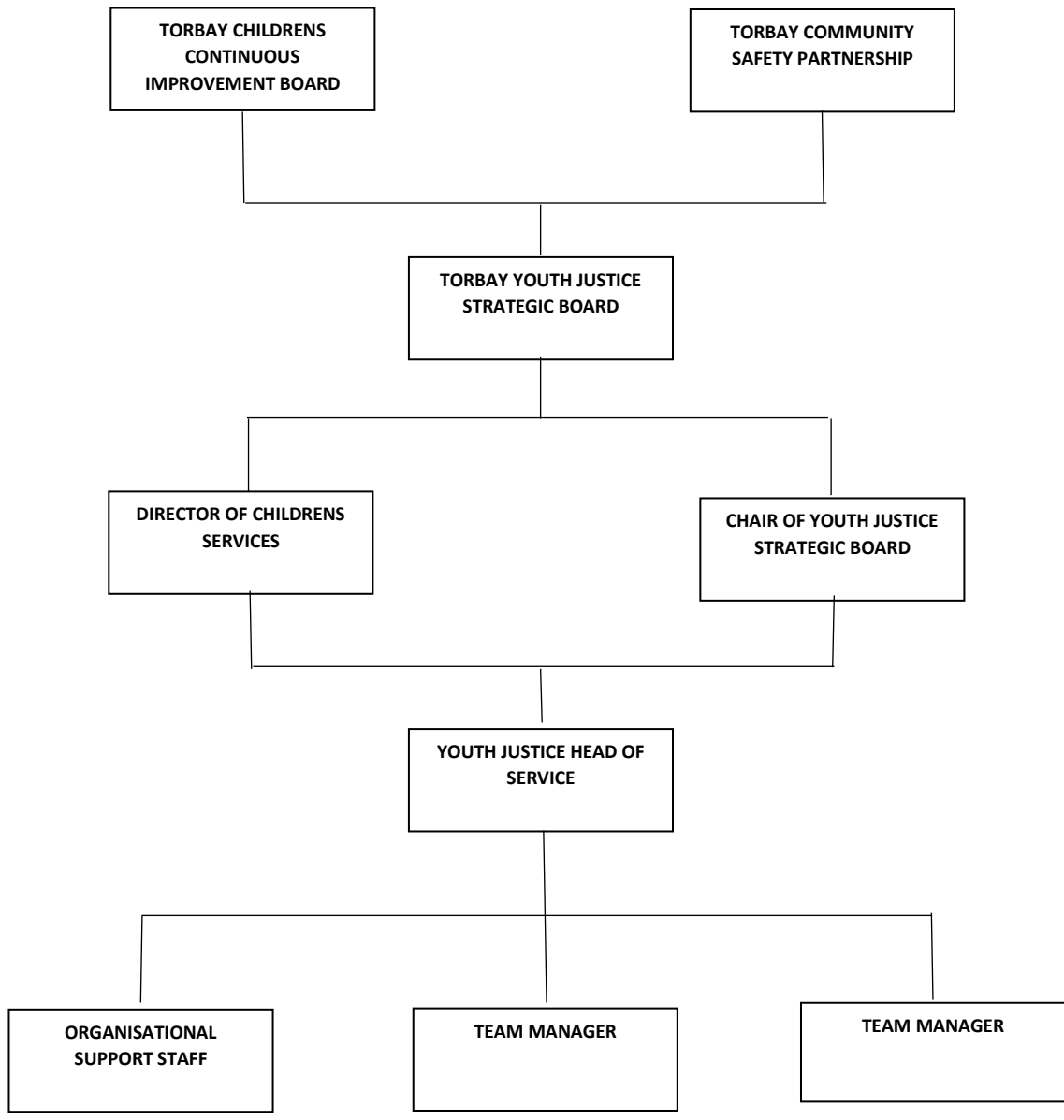
27. Sign Off, Submission and Approval

| | |
|--|---|
| Chair of Torbay Youth Justice Service Board | Siobhan Grady Senior Commissioning Manager Devon ICB |
| Signature | |
| Date | |

Appendix 1 Torbay Youth Justice Service Staff Structure



Appendix 1a – Service Reporting Structure Chart



Appendix 2 DRAFT Budget Costs and Contributions 2024-25

| | |
|---------------------|-----------------|
| Expenditure | |
| Staffing | £841,000 |
| Training | £2,000 |
| Rent | £10,000 |
| Service Provision | £24,128 |
| Travel | £5,500 |
| Other expenses | £5,100 |
| Support to families | £1,000 |
| TOTAL | £888,728 |

| | |
|---|-----------------|
| Income | |
| Torbay Local Authority | £343,600 |
| YJB Grant | £252,579 |
| Remand Grant | £12,621 |
| PCC | £65,091 |
| Community Safety – YP Violence & HR worker, Data Analyst contribution and Preventative Work | £75,500 |
| NHS | £38,204 |
| Probation Service | £14,955 |
| Turnaround Programme Grant | £57,949 |
| Carry Forward underspend 23-24 | £28,229 |
| TOTAL | £888,728 |

In Kind contributions

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

| Organisation | Contribution | In Kind cost |
|---------------------------|---------------------------|--------------|
| Probation Service | Probation Officer 0.5 FTE | 22,793 |
| Devon and Cornwall Police | Police Officer | 41,130 |

| | | |
|-----------|-------------------------|---------|
| NHS Devon | CAMHS* and SALT workers | 64,073 |
| TOTAL | FTE 3 | 127,996 |

Appendix 3 YJS Training Programme 2023-24

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 |
|-------------------------|--|-------------------|-----------------------------------|
| Jan 2023 | Trauma informed assessment | YJS Team | Sue Clarke – Trauma Lead |
| Feb 2023 | HSB through a trauma informed lens – Aim3 | YJS Team | Marcella – Aim 3 |
| March 2023 | Developmental Mapping/attachment informed ways of working | YJS Team | Sue Clarke- Trama Lead |
| April 2023 | Shame Sensitive Practice | YJS Team | Dr Doezai – Exeter University |
| May 2023 | Trauma informed Pathways and Planning | YJS | Sue Clarke – Trauma Lead |
| June 2023 | Trauma informed interventions/PACE | YJS | Sue Clarke – Trama Lead |
| July 2023 | SALT /Trauma informed language | YJS | TBC – Val Brooks Clare Tamplin |
| June 2023 30 weeks | Youth Justice Effective Practice Award | 2 staff | UNITAS |
| June 2023 | The Day Programme | 2 staff | Day |
| June & November 2023 | TRM - 3 day | 4 staff | Jonny Matthews TRM academy |
| Nov 2023 | Autistic Children & People Displaying Problematic or Harmful Sexual Behaviour | Team Managers | NOTA |
| March 2024 | Youth Justice Degree | Prevention Worker | UNITAS |

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. |
| Child First | A system wide approach to working with children in the youth justice system. There are four tenants to this approach, it should be: developmentally informed, strength based, promote participation, and encourage diversion |
| Child Looked-After | Child Looked After, where a child is 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) |