

Girls in Prison

**The education and training of under-18s serving
Detention and Training Orders**

**A thematic report by
The Office of Standards in Education
in consultation with
HM Chief Inspector of Prisons**

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Introduction

For some years, our two Inspectorates have jointly inspected all Prison Service establishments holding children and young people under 18. This joint working has been very beneficial, and we hope has contributed significantly to raising standards in education and training for these difficult and often damaged young people. It has fed into the radical reforms set in train by the Youth Justice Board, and the focus upon education and training as the core of any sentence imposed on juveniles.

Among the most vulnerable, though the least numerous, of those held in prisons are girls. At the time of writing, there were 80 under-18 young women held in prisons. They are always held with adult women, in establishments where they are inevitably a small minority and where it is difficult to ensure that their specific needs, and the requirements of the Youth Justice Board, are fully met. For that reason, Ofsted undertook a thematic review of the education and training provision for girls in prison, based upon research carried out in 2002.

This review shows two things. The first is that the establishments in which they were held were still unable to provide sufficient quantity and quality of training and education. Even though there had been noticeable and welcome improvements, for the most part they received inadequate education, ill-suited to their needs. The second, though, is that this provision, however inadequate, was still better than they had received before custody, or would be likely to receive on return to the community. Indeed, many regarded their time in custody as a respite, in a relatively secure and orderly environment. Ill-equipped for their return to society, they were inadequately prepared for or supported when they did so. Some, for example, were discharged to bed and breakfast accommodation. In such circumstances, the chances of reoffending were inevitably high.

It remains our view that girls should not be held in Prison Service custody. While they are, the task for the Prison Service and Youth Justice Board is twofold. First, they must continue to improve educational provision. But secondly, there must be continuing support and opportunity for young women who have, perhaps for the first time, been able to develop and learn in a stable environment. This study shows that this is still not happening: the youth justice system, though much-improved, is still failing this vulnerable and damaged group of young women.

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Part A

Introduction

Between October 2002 and April 2003 Her Majesty's Inspectors (HMI) from the Office for Standards in Education undertook a thematic survey of female juveniles completing Detention and Training Orders (DTOs). The survey was conducted in two parts, in order to follow individual girls/young women from custody to release in to the community. Three secure establishments were visited which, at the time of the thematic survey, held the highest proportion of girls on DTOs (Appendix 1).

The purpose of the thematic survey was:

- to report, from the girls' own perspective, on the quality of education and training provision for female juveniles completing DTOs;
- to review the effectiveness of education provision in secure establishments linked to the community aspect of DTOs;
- to review the quality of guidance and support available to the young women prior to and on release to the community, and thereafter.

Methodology

This report is based on interviews held with young women who had been placed on DTOs in the months of July, August and September 2002. The strategy used was to follow a group of young women through the period of the DTO and to record their perceptions and experiences of education and training during their sentence and on their return to the community. HMIs interviewed them in their place of custody and again in the community to which they were released to complete the training element of the order. This was carried out in liaison with their local Youth Offending Team (YOT) worker. Supporting information was also gathered, when possible, from adults who were working with each of the young women interviewed.

Visits to interview young women on DTOs were made to HM Prison New Hall and Young Offenders Institution (YOI), HMP Brockhill/YOI and HMP Bullwood Hall/YOI. All those in custody were asked to be involved in the survey, but some chose not to be.

Out of a cohort of 150 young women on DTOs at September 2002, 94 were placed in one of four of the Prison Service's YOIs. Of those in custody in the three largest establishments, 56 from a potential group of 78 agreed to be interviewed by HMI. Thirty-seven of this group were interviewed for a second or third time while completing their DTO in the community. This group constitutes the main focus of this thematic survey.

A juvenile profile was completed for each young person interviewed. Discussions were also held with YOT key workers, Connexions personal advisers (see Appendix 2) and prison education workers whenever possible. The focus throughout, however, remains on the young person's experience of educational provision and her perception of the processes experienced while completing her DTO. Supplementary evidence has been drawn from the most recent

education inspection reports on those prison establishments visited and questionnaires completed for Her Majesty's Inspectorate of Prisons (HMIP).

Age profile

Age of young women	16 years	17 years	18 years	Total
1 st interview in custody	17	33	6	56
2 nd interview in community	12	21	4	37

Ethnicity

White (British)	42
White (European)	3
Black African	4
Black Caribbean	3
Asian	
Chinese	
Not recorded	4

Main findings

Overall

- the majority of young women interviewed had poor educational histories with low levels of attainment;
- exceptionally low levels of self esteem were prevalent in all but a small minority of the surveyed group. (About half had experienced bouts of severe depression during their DTO, and a significant number of this group had a history of self-harm.);
- the custodial part of the DTO provided a time of respite for all young women in a relatively safe and 'secure' environment;
- attendance at education during custody was highly valued by the majority of those interviewed;
- the community aspect of the DTO was fraught with risk for the majority of young women; it did not provide them with sufficient structure or support to cope with personal problems or help them to progress to further education, training or employment;
- the quality of careers information, advice and guidance for this vulnerable group of young people was extremely variable and too often inadequate;

- the availability of suitable programmes and support structures for young women on licence was inconsistent from one YOT area to another.

Induction and monitoring of progress

- information regarding the educational background of the young women received by the secure facility was generally poor;
- the induction process on entry to a secure facility was a determining factor in how well a young woman settled into her sentence and education programme;
- the education programme developed for the young women was unrelated to an assessment of their needs;
- DTO planning reviews were undertaken at monthly intervals in most cases, in line with the Youth Justice Board (YJB) specification; education staff made valuable contributions to the meetings;
- record keeping of individual progress and achievements was too often inadequate across the three establishments;
- targets linked to individual learning plans were too vague and too general; young women did not fully understand the targets to be achieved and in most cases felt them to be imposed rather than negotiated.

Educational achievement and progression

- the length of DTO sentence was often too short to ensure the provision of an effective programme of education or to enable formal accreditation to be achieved;
- the majority of young women (78%) achieved some certification for their participation in a range of short courses while in custody;
- the number of young women gaining formal accreditation while in custody was low;
- the level and type of study was pitched at a level too low for the young women;
- they were receiving an educational programme close to the YJB specification of 25 hours, in only one establishment;
- post-release courses were often short in length, too generic in content and did not meet the diverse needs of this group;
- YOI internal certification lacked meaningful value on release to those receiving it due to the unhelpful attention triggered by the use of the YOI logo.

Standard of teaching and its impact on learning

- education staff were often working in challenging circumstances with potentially disruptive young women and with constantly changing groups of learners;
- standards set by teaching staff were too low;
- education programmes did not cater sufficiently for those young women of higher academic ability;
- levels of support for individual learners were insufficient at the time of the survey, although the arrival of learning support assistants was said to be imminent in some establishments;
- poor behaviour management or an absence of any such systems, hampered the provision of effective teaching; teaching staff were generally ill equipped to deal with extremely disruptive and confrontational adolescent behaviour;
- there was insufficient space in all three establishments to provide a broad and relevant curriculum to meet the needs of the young women;
- extra-curricular activities at evenings and weekends were rarely provided; there was no opportunity for juveniles to undertake work experience in the variety of training facilities available to adult women prisoners.

Quality of guidance and support

- the frequency and quality of support and guidance throughout the DTO were too variable; insufficient account was taken of the young person's personal circumstances and offending history;
- careers and guidance interviews during custody took place too infrequently and the information provided was not generally used in interviews held with Connexions personal advisers (PAs) post release;
- record keeping was inadequate;
- young women were confused about how discussions concerning educational progress and target setting in DTO planning review meetings were related to their day-to-day experience of education. Similarly, individual learning plans were not understood or regularly discussed;
- where good relationships had developed with education and prison staff, young women were encouraged and motivated to do well and to achieve at levels commensurate with their ability;

- YOT workers were supportive and helpful, particularly with respect to meeting the young women's immediate personal needs while on licence;
- the availability of and access to education, training and employment were considerably lower priorities for the young women on transition from custody to community than, for example, accommodation and financial concerns;
- the provision of specialist support services for those most in need after release from custody was inadequate;
- young women were generally unaware of the role of the Connexions service and, therefore, had no expectations of any continued support from the service once released.

Barriers to learning

- attendance at education while in custody was regarded positively by the majority of young women;
- young women were concerned about the lack of planned learning opportunities available to them once released from custody to fulfil the community aspect of the DTO;
- provision of appropriate short courses and programmes post release was limited or poor in most areas;
- support services and networks to enable young women to successfully re-integrate into the community were inadequate;
- the prospect of re-offending created high anxiety prior to release; there was insufficient provision to enable individuals to deal with this concern.

Key issues for action

In order to improve the quality of provision for young women on DTOs, to raise educational standards and increase options regarding education, training and employment, the relevant agencies (YJB, YOI establishments, YOTs, Connexions partnerships, LEAs and local training providers) should work collaboratively to:

- improve current sentencing arrangements to ensure that the focus on education, employment and training is maintained *and sustained* throughout the length of a DTO and that young offenders engage in purposeful activity, leading to more positive outcomes;
- improve the quality of induction and assessment and the use of assessment at the start of the custodial sentence;
- improve the quality of target-setting and individual learning plans for young offenders;

- ensure sentence review and planning meetings are effective and completed with the young person's full knowledge and understanding of the expectations placed upon her;
- take steps to improve the quality of teaching, resources and accommodation;
- provide training on behaviour management with juveniles to education staff within secure establishments;
- improve the co-ordination and frequency of support and guidance for young people pre and post release, and ensure consistency of contact between the local Connexions PA and YOT worker;
- ensure that intensive guidance and support services are available as required immediately post release to ensure that appropriate services are readily available;
- develop the role of learning support workers to act as learning mentors for young women while in custody and following through to the period within the community to assist them pre- and post-release;
- improve the range of provision available to young women in custody *and* post release so that it meets their individual needs more effectively, enables them to deal with emotional and behavioural issues and develop strategies to tackle them.

Part B – Commentary

Induction, initial educational assessment and monitoring of progress while in custody

Information received by the establishment about the young women's educational background was not always available. Thirteen per cent of ASSET forms gave no record of educational background whatsoever. Those ASSET forms that had education entries indicated that 24 (65%) of the young women had attended school sporadically for a substantial period of time, with bouts of truancy and expulsion. A further 13 left secondary school in Year 7 or 8 with very little, if any, alternative educational provision made for them. Five had statements of special educational need (SEN) for emotional and behavioural difficulties. Only 12 (21%) of the 56 young women interviewed in custody attended secondary school regularly until receiving their sentence, with four of these achieving General Certificate in Secondary Education (GCSE) passes in one or more subjects.

The induction process varied in the three establishments; in one establishment four young women found a very short three-hour induction period overwhelming and unhelpful, while in another the young women had experienced a longer induction period of two weeks and were more positive about its value, particularly in helping them to think about the range of options available to them.

Basic skills assessment results on induction

Thirty-one of the 37 young women who were interviewed throughout their DTO were assessed for one or more basic skills during their induction to custody and the following levels were achieved:

*	Pre-entry level	Entry	Level 1	Level 2
Reading	1	6 (1: entry level 3)	17	4
Punctuation	3	10	14	1
Spelling		12 (1: entry level 3)	13	2
Numeracy	1	13 (3:entry level 3)	16	1

*See Appendix 3 for an explanation of levels

One-third of those interviewed in custody were performing at Entry Level 3 and below, the equivalent to National Curriculum Level 3/4, (that is, a literacy and numeracy standard aged 14 years or below) and 17 had a satisfactory reading age equivalent to National Curriculum Level 5 for 15 and 16 year olds. Too many in the interview group, 29 (over 50%), did not receive adequate assessment at the start of their custodial sentence, therefore subsequent planning failed to take account of their specific skill levels.

Initial education assessments bore little, if any, relationship to the course of study the learners followed in all establishments. Young women were generally informed of the range of

educational/purposeful activity programmes, but often found themselves placed on courses that had space rather than steered to the options chosen by them and appropriate to specific learning needs.

DTO planning reviews took place at the start of the custodial sentence and then sporadically throughout the period the young women were in custody. In all three establishments a member of the education department was present at the DTO reviews. Only two young women did not attend or receive a pre-release meeting owing to unavailability of staff. Educational targets had been developed for all but three of those surveyed and there were individual learning plans or agreements, although these were not always used effectively nor were they precise in terms of the targets to be achieved. The young women were aware of such plans, but could not explain the relevance of them or how often their progress was recorded and by whom. Record keeping varied across the three prison establishments. In two of the three YOIs progress files were kept within the education department and were generally well maintained. No centralised system for monitoring and reviewing overall progress was in place in any of the establishments.

Educational achievement and progression and the appropriateness of provision available

The length of DTO sentences was at times too short, *in educational terms*, to enable any formal accreditation to be achieved or to enable the education department to develop constructive programmes of study. The young women on four and six month DTOs were the worst affected (spending two or three months respectively of their sentence in the secure facility and being slotted into programmes as they became available). Heads of departments were faced with making difficult decisions in order to meet their own targets and the learning needs of the young women. Those with longer DTOs were steered to longer programmes of study that were likely to achieve credits towards a National Vocational Qualification (NVQ). The number of those young women achieving accreditation in any subject area was very small, 13 in total. Five had achieved two units of the GNVQ health and social care programme but four of these found they were unable to use the credits because of the nature of their recorded offences. Two young women achieved two units in General National Vocational Qualification (GNVQ) art and design foundation level 1. Six more achieved Computer Literacy and Information Technology (CLAIT) levels 1 and 2.

Overall, the range of courses provided did not give sufficient attention to the young women's individual needs. However, approximately 78% (28) of those surveyed achieved certificates for their participation on a variety of short courses while in custody. Courses included anger management, drug awareness, working with others, preparation for work, welfare to work, parent craft, cookery, citizenship, physical education (PE), first aid and social and life skills. Three young women had participated in a young offenders' programme at one establishment, which, they felt, had provided some of the most important learning for them in relation to their offending behaviour and its impact on other people. Some 17% (6) of those surveyed left custody with no formal accreditation, certificates or Record of Achievement (ROA) and 5% (2) could not remember receiving any documentation although they had attended classes. Four young women expressed concern that they had not attended any courses about anger management or victim awareness, which they had been told would be prioritised for them during their custody.

The level and type of courses were often inappropriate for young women. In literacy and numeracy work, at least six young women were working at one or two levels below that at which they had been assessed initially. Three who were assessed as high achievers at induction had expressed a wish to continue GCSE studies, but in only one case had this been seriously explored. Owing to the length of her DTO (12 months) and the difficulties in starting a course of study mid-way, it was not pursued. In too many instances the appropriateness and availability of programmes did not reflect the needs of young women. Needs identified in sentence review meetings were not always met. There was inadequate provision of, for example, anger management programmes or courses of study at higher levels appropriate to the young women's ability.

Not all young women received their full educational entitlement, owing to a lack of educational resources available for juvenile education or to authorised absenteeism, when they attended medical appointments, detoxification (detox) programmes, and special visits or were suspended owing to poor behaviour. Even in the one establishment that offered young women on DTOs a timetable close to the 25-hour education programme to meet the YJB specification, they were often absent from courses, owing to disruptive behaviour or for other personal or health reasons.

The vast majority of those surveyed in custody enjoyed the structure and discipline of attending education, even if they found much of what was offered boring or lacking in stimulation and rigour. Only two young women expressed dissatisfaction with the time spent in the education block. Going to the education block gave them a purpose and an opportunity to break the monotony of the regime. Four young women spoke of wishing to retain this type of structure during the community part of the DTO, without which they believed re-offending would be a real threat.

Standards of teaching and their impact on learning

Standards of teaching across the three establishments were deemed satisfactory overall in the most recent inspection reports, although a number of weaknesses were identified for attention. All of the young women could identify one or more teachers who had been helpful to them, creative in the way they had taught a particular subject and 'much better' than teachers they had met in other settings. They developed a good rapport and found them to be helpful and supportive. The most difficult subject areas they had to cope with were numeracy and literacy, where much of the teaching was said to be boring, too much about form filling, and at a basic attainment level.

The young women generally felt that expectations were set by teaching staff at unnecessarily low standards. The majority of young women found the work to be easy, or the same as work they had completed previously. Worksheets and copying from handouts were the norm in a number of classes. Young women with statements of special educational need (SEN) received little additional support, for example, from learning support assistants. At the time of the survey one establishment had received notification of additional funding for learning support staff, and those young women with the most need did benefit towards the end of their custodial sentences.

Education staff were often working in difficult circumstances. The standard of teaching and learning was said by teaching staff to be difficult to maintain at a consistently satisfactory

level owing to ever-changing groups of learners with varying lengths of sentence and of mixed abilities.

Poor behaviour management systems also impaired the quality of the teaching. Too often teaching staff lacked the appropriate skills to cope with the young women's severe emotional and behavioural needs. The young women could identify one or more teaching staff, across the three establishments, who were unable to maintain discipline and authority in the classroom. This was confirmed by the teachers, many of whom felt ill-equipped to teach adolescent girls, having been moved from adult teaching in order to meet the YJB national specification for young people on DTOs in prison service accommodation. In four cases the young women boasted that they had exploited the inexperience of these teachers as a game, often causing disruption in order to be expelled from education. One YOI had identified this as a major concern and negotiations were taking place with a local training provider to develop a behaviour management training programme for the staff.

In all establishments there was insufficient, dedicated space to provide a broad and relevant curriculum to meet learners' needs. This was particularly the case for practical subjects such as hairdressing, art and craft, group work, information computer technology (ICT) and cookery, all popular subjects that were generally over-subscribed.

There were few extra-curricular activities to develop personal and social skills for young women on DTOs in the three establishments, particularly during the evenings and at weekends. None of the young women interviewed were given opportunities to gain work experience in the training facilities available to adult women offenders. On occasion, young women had been encouraged to take class work back to their residential wing, but this was not usual. Youth work activities outside education were not offered or available to them. In two of the institutions regular, daily access to PE and gym facilities had been a highly motivating influence on a small but significant number of those surveyed.

Quality of guidance and support in relation to education, training and employment throughout the DTO

Individual guidance sessions with education staff were infrequent. However, DTO planning reviews, which covered all aspects of the young woman's sentence, were usually held on a monthly basis. A member of the education department was present to report on progress and individual targets. Individual learning programmes were agreed with the young women at these review meetings but the content of the plans was seldom passed on to the teaching staff. Consequently, the plans failed to influence effectively the programme of study or to tackle the issues identified in them. Moreover, the young women were not clear how these meetings contributed to their educational progress and felt they did not reflect their own daily experience within the education department.

Three young women in one establishment talked positively about a number of prison officers, male and female, who worked on the juvenile wing and were encouraging them to do well in education. They regularly made time available to discuss issues and concerns, which the young women valued highly. These adults played significant and important roles throughout the custodial sentences, but communication between the wing staff and the education department was generally limited, owing to other pressures of work within the regime. Systems for sharing relevant information about, for example, the educational progress and overarching needs of the young women across the establishment were inadequate.

Preparation for young women's transition from custody back to the community was of variable quality. Post-release meetings to confirm targets and plan interventions too often lacked precision. Two young women had not taken part in any pre-release planning meeting. In only seven cases were plans well developed and these young women left custody to start relevant programmes. They received regular guidance and support from the YOT worker and from the Connexions PA. Without exception, the most important issues facing the young women on their release back in to the community concerned living arrangements, contact with old 'friends'/criminal networks, health and lack of money. More complex personal and health needs were overwhelming in the case of 50% of young women, but in only one case had referral been made for specialist counselling on release. Confirmation of suitable accommodation, whether in the parental home, in care, or in independent housing, was particularly difficult for the majority of those interviewed. Anxiety about possible exposure to drugs and alcohol was greatly increased for the young women near the end of their custodial sentence and on release.

Community element of the DTO

Connexions involvement in the DTO was poor. Thirty-seven of those surveyed had received only one interview with a careers or Connexions adviser during their period in custody. In most cases these were considered to be supportive but too infrequent. In five cases, follow-up work agreed by the adviser – for example, sending off for prospectuses to local colleges – was not done.

An initial interview with a Connexions personal adviser (PA) post release had either taken place or was about to be arranged for the young women. However, six had received no interview on release and were not aware of plans for future meetings. Four young women were reluctant to attend and had failed to arrive at appointed times to meet Connexions staff in their home areas. In other cases, YOT workers had decided not to prioritise these interviews, given the number of problems to be tackled. When Connexions PAs were based in a YOT office, either on a full or part-time basis, the young women placed with these teams had received one interview immediately post-release. Four young women were having regular fortnightly meetings. However, ill-prepared or inappropriate guidance was quoted by one third of the young women as a negative factor that created unrealistic expectations post-release, when the young women felt at their most vulnerable. It was suggested that guidance did not take sufficient account of the lifestyle and circumstances individuals were facing. In one example, the Connexions personal adviser, aware of the young woman's background as someone who had consistently failed to keep regular appointments with the PA and the YOT worker, had proposed a training programme that would have required her full attendance over an initial 12-week induction period. She was known to have made contact with peers involved in offending behaviour, had left supported accommodation, had no fixed address, and was very close to breaching her DTO licence. Unsurprisingly, the young woman dismissed this option.

Five young women expressed concern at the lack of continuity of contact with the same YOT worker from the start to the end of the DTO. Changes in staff teams, re-organisation of caseloads and urgent court appearances accounted for most of the changes. In such cases the young woman was assigned to another worker whom she knew. The young people affected felt this type of disruption to be an acceptable and normal part of their everyday experience.

Similarly, the Connexions PA they had met in custody was in all cases different from the PA involved in the community part of the DTO. In more than half of those surveyed, communication between the two Connexions partnerships involved in sharing information about the young women had been inadequate. Regular contact with a Connexions PA had only been established for three of those interviewed.

Because many young women needed immediate help with housing and health, less attention was given to their education, employment and training needs on their return to the community. Of the 37 interviewees, approximately 15 achieved a place on a short course of between six and 12-week duration upon release. Five were on intensive supervision and surveillance programmes (ISSP) which entailed 25 hours of purposeful activity each week centred on life skills training, with the National Association for the Care and Rehabilitation of Offenders (NACRO), the main training provider. Four had enrolled on college courses in painting and decorating, business administration, hairdressing and childcare and were able to join mid-way through the year, while two were awaiting enrolment in September 2003 to re-start GCSE programmes. A further 11 young offenders had made no arrangements to pursue future employment, education or training and four had re-offended within a short time of their release and, having reached 18 years of age, had been placed in custody in women's prisons/YOIs. The status of education and training for young women returning to the community was too often dependent on the quality of local relationships and not regarded as an entitlement for all.

The young women were generally unhappy about the lack of structured support in the community part of the DTO. Thirty-three (89%) expressed concern about leaving the safety and discipline of custody to return to an unstructured, often chaotic pattern of life in their communities. Three believed it would not take long before they were returned to custody, which they considered to be a better, 'cleaner' (free from drugs) and safer alternative to life 'outside'. In all three cases this expectation was quickly fulfilled. For the majority of young women (85%), the once or twice weekly meetings with the YOT worker post-release was perceived as both 'irritating', as it disrupted the day, and inadequate in terms of providing appropriate support towards a life away from offending. The short courses that 16 young women were pursuing were felt to be 'important' and 'useful', but, having completed them, they expressed concern about the vacuum left for them to fill.

YOT workers were perceived as being supportive and influential, particularly in finding young women accommodation. Time allocated on a weekly basis was generally no longer than on two occasions for one hour, but it did provide a basic level of support as well as fulfilling an important monitoring function. The role of Connexions remained unclear for the majority and access to other support services was seen as unlikely because of their offending behaviour. Initial meetings with Connexions PAs were found to be too brief and general, with little attention paid to young women's achievements when in custody or to matching their interests and skills to the available job market. An interview with Job Centre Plus was of more value as it helped the young women organise interviews for jobs and claim any benefits due to them. The type of job offer was not considered to be of any real consequence for most, their lack of ambition or aspiration for a successful career a strongly de-motivating factor, but more a means to receiving necessary, though insufficient, financial support.

None of those interviewed had any expectation that support from a Connexions PA would continue after their DTO licence had come to an end. For four young women already attending college courses this was not considered a problem, since they had already

established a network of support at their place of study. However, for the majority the loss of structured support from responsible adults created tension and anxiety. In one example, a young woman with a history of self-harm and identified as having serious emotional and psychological issues by her YOT worker, explained how she felt 'dumped' by everyone at the end of her DTO and she could not see how she would cope. Eight of the young women surveyed were known to harm themselves, and a further 14 had been identified by their YOT workers as having very low self-esteem and being prone to depression. It was unclear how further support for the most vulnerable young women would be provided once their DTOs had been completed, particularly as regular meetings with Connexions PAs had not been arranged for the majority.

Barriers to progression

Fifty-four young women surveyed in custody had a more positive view of the education they received in the YOI than they had of the education received prior to their offending. In the majority of cases, the young women felt let down from a relatively early age by the education system and their parents and carers. Formal structure and established boundaries for behaviour were strong motivating influences. Even though it often failed to stimulate or promote high levels of attainment, attending the education department daily for as little as one to two hours was considered to be one of the most important features of the DTO. The few more able young women, however, were less enthusiastic and found their experience of education in custody to be demeaning and unchallenging. Opportunities to study at higher levels were unavailable in the three YOIs visited, and plans to introduce them were in the very early stages of development in only one. The length of sentences was clearly an inhibiting factor. The young women were most concerned that time lost for academic study while in custody would limit their chances of securing a place in further education on release.

Post-release planning for education, employment or training had been carried out in most cases, but the young women were not clear about what this would mean in practice once back in the community. The young women considered that the short courses and programmes arranged post release were generally worthwhile, but in the majority of cases they did not provide them with the skills to think further ahead in terms of future educational, employment or training needs. Life skills training was the most frequent type of training programme, usually of 12-week duration, and compulsory for those on an ISSP. In one YOT the young woman was placed on an in-house programme immediately on release; she attended regularly and completed a group-work course focusing on offending behaviour and independent living skills training. That such a programme was available, housed in and provided by the YOT, was uncommon. It gave the young woman a strong sense of focus and security while completing the second half of her DTO.

The lack of stable and continuous family support, poor role models, poor educational histories, and life in care institutions were recurrent themes in the lives of these young women. With very few exceptions, the young women had experienced an absence of positive family support during adolescence and they had low expectations of any new help or support on release. Six young women were going to live with maternal grandparents or aunts believing these arrangements to be a better option than returning to their family home. Thirteen had returned to live with one or two parents, but in six cases these arrangements were considered by YOT workers to be unstable and chaotic. Three young women had left custody with babies and were returning to living arrangements that had not been fully planned. One young mother had been unable to attend local courses owing to inadequate

childcare arrangements and was frustrated and unable to see any future for herself until her baby had reached school age. Six young women with care orders returned to care placements different to those they had left, and most frequently in supported hostel accommodation. Eleven returned from custody to independent living accommodation, generally of a temporary nature and reliant on their maintaining good relationships with old friends and acquaintances.

The lack of affordable and supported housing for vulnerable young people was a significant problem facing the young women, particularly for those with a record of offending and with a background of severe behavioural problems. Changes of accommodation from the start of the DTO to release back into the community were not uncommon. In twelve cases parents did not wish their daughters to return to the family home. Six were subsequently housed with relatives and a further six were unplaced, finding temporary homes with friends or in lodgings. Finding stable, supportive accommodation for the young women was a considerable burden for the YOT workers. The lack of a permanent address proved to be problematic for a minority, particularly when they applied for benefit and sought to take up education or training placements.

Overwhelmingly, issues of low self-esteem, poor self-image and lack of confidence were dominant features affecting these young lives. Bouts of severe depression were quoted as affecting approximately 18 of those surveyed, eight of whom had a recorded history of self-harm, posing serious emotional and psychological risk to themselves. YOT workers expressed concern about the lack of support available to these young women both during the custodial sentence and post-release in the community. The time available to support them was limited and the availability of child and adolescent mental health services (CAMHS) was variable across the different geographical areas. In one YOT area referral to CAMHS was immediate, with a psychologist making regular visits to the YOT team to discuss the most vulnerable cases, while elsewhere the referral process took considerably longer. As one YOT worker suggested, it was 'luck of the draw'; dependent on where an individual happened to live. Counselling services were also of varying type and quality. There were few agencies providing adolescent services or they were not well known to the YOT team. Anger management programmes in custody were highly regarded by the young women. They felt they would benefit from continuing them following their release. No specific programmes were provided, although some attention was given to this area in life skills training. In three instances, anger management programmes had not been provided during custody, even though they had been identified on training plans as an area of priority.

Most recorded incidents of offending behaviour were fuelled by serious drug or alcohol misuse. Offences involving theft and robbery or physical assault against their peers were most prevalent, with acts of violence and anger playing major contributory factors in determining the severity of the sentences. The custodial sentence in over half of the cases surveyed provided a type of respite from serious substance misuse and gave the young women sufficient time to undergo a detox programme if addicted to heroin, and to 'dry out' if alcohol misuse had been a significant problem. A major concern for the young women about release from custody was going back to their old territories, where illegal substances were certain to be readily available. Most were able to understand the implications of their drug misuse and had found drug education programmes in custody to be of some value. However, the lack of support once they were back on home ground, the easy availability of drugs and alcohol, their low aspirations, and the fragile emotional and physical state of many of them, did not bode well for future healthy lifestyles, away from old patterns of abuse.

On release from custody, and while still on licence, the prospect of re-offending or re-establishing contact with 'negative' influences was regarded by the young women as a significant cause of stress. Eight were convinced that they would re-offend. In the event, four of these were very quickly re-arrested for further offences and placed in custody, while a further four had breached their licence by refusing to attend regular meetings with their YOT workers. The majority of young women believed strongly that too little attention had been given to their offending behaviour to enable them to make more positive life choices and decisions on release. The few, four only, who were motivated to gain places on college programmes, were anxious about making a successful transition from custody back into the community and onto college. They felt ill equipped to cope with negative comments and judgements by their peers and teaching staff. Certification of achievement from the secure establishment was seen to be of little or no value to them as they would be too ashamed to present it as evidence of success if it contained the name of the secure facility. The stigma of a custodial sentence was a burden to them.

Part C – Case studies

- 1 Susan is now 18 years old and comes from the West Midlands. She attended a mainstream secondary school, where she took several GCSEs and enjoyed cooking and office skills. She was a good attender but found much of the work at school boring.

Sentenced for illegally importing drugs from Jamaica, for which she partly blamed family problems, Susan undertook a conventional education programme in prison: English, mathematics, IT, cooking, courses on drugs and alcohol misuse, preparation for work, drama, art and physical education. She found most of this work tedious and set at too low a level, and declared an interest in studying some GCE A levels, possibly including psychology. She left prison with no additional certification and the feeling that anyone in custody was regarded as unintelligent. An intelligent and articulate young woman, Susan vowed never to re-offend and subject herself to such a demeaning experience again. Her determination and strong will to do well was uncharacteristic of most young women in a similar situation. Her behaviour in prison was excellent and she swiftly achieved and then sustained 'enhanced status', giving her a number of privileges within the regime.

Susan is content with her transition to the community element of the DTO. She had a careers interview during her custodial sentence and her training plan appropriately aimed to enable her to gain stability in her life by finding independent accommodation and a course which offered physical and intellectual challenge. Susan took responsibility for her actions early on in her sentence and made it clear to everyone that she was going to make the best of her sentence, something she regarded as potentially very damaging to her life and future prospects. On release she took an 11-week course with the Millennium Team Challenge at a local college and stayed at a YMCA hostel. She hoped to begin A levels in psychology and sociology in the September following her release.

Susan's college course has proved to be successful. She gained new skills in communication, problem-solving and leadership. She also learned about fund raising and developed physical skills through rock climbing and assault courses. The outcomes will be a City and Guilds Certificate and a good start to the next stage: A levels and a part-time job. Ultimately, Susan hopes to become a social worker. She is well-supported by her YOT worker, whom she meets twice a week, and it appears that, despite her mixed experience of education at school and in prison, she is even more determined to put the past behind her and not to have to go through the humiliation of a DTO again.

- 2 Carol, a 17-year-old young woman from Hertfordshire, comes from a large family. Most of her siblings have been in trouble with the police. She began to offend at the age of 13, when she stole a mobile phone, and was the first in the family to serve a custodial sentence for shoplifting. It appears that her mother had been unable to control or influence her behaviour. Carol left one secondary school of her own accord, was excluded from a second after fighting with another pupil and being rude to staff, and truanted from a pupil referral unit (PRU). She was sentenced before taking any examinations.

In prison, Carol followed a programme that included English, mathematics and art with Open College Network (OCN) accreditation, citizenship, parent craft and hairdressing. There was no IT course because the tutor was off sick, and, because most courses lasted 20 weeks, few people gained accreditation. Carol found most of her education programme pointless and claims to have spent much time just copying from worksheets. While meeting her educational targets and attending an anger management course, she obtained no formal qualifications. Education was provided only in the mornings. The afternoons were available for PE and practical activities. Carol claims to have spent much of her time watching TV and listening to music. Her behaviour was often poor. As a result she was frequently put on a basic programme and locked in her room. No additional programme of activity was made available to her during these periods and the time alone did little to challenge her negative feelings towards education, and indeed about herself.

The prison regime has failed to improve Carol's attitude to society generally or to demonstrate that involvement in education could open up better options for her in the future. She does recognise, however, that the threat of a harsher regime in an adult prison might act as a deterrent to further criminal behaviour. Planning for release into the community appears to have been realistic: attending a catering course; taking part in an offending behaviour programme; and staying away from old friends and some parts of the locality. She kept her weekly appointments with the YOT worker but has failed to meet with a Connexions personal adviser. On her release from prison, Carol was still of compulsory school age but no educational provision was made available to her. She hoped to take a catering course in a local college from September and eventually become a cook. The time gap between release from custody and the college start date was a concern for her. Meanwhile, her only involvement in education or training has been her work with a successful drama group run by YOT workers for disaffected young people. Carol has enjoyed this nine-week programme, which involves young people acting out scenarios in which they were involved and challenging each other to consider the consequences of their actions. Although Carol has consistently failed to accept that her offending behaviour was wrong, she has not re-offended since her release into the community. She knows that YOT staff and her family are making considerable effort to help her stay out of trouble but lacks any sense that it is up to her to change her offending behaviour. Carol had been failed by the educational system at a number of points throughout her life, not least during her custodial sentence, and was quite pessimistic about the very real likelihood of re-offending in the future.

- 3 Joanne comes from the East Midlands. Now aged 18, she has 18 separate convictions for shoplifting, criminal damage, being drunk and disorderly, burglary, robbery and assault. She has very low self-esteem and has made several attempts to end her own life. She had a difficult time at home, where she regularly witnessed domestic violence. At school, her poor behaviour led to exclusion at the age of 12, limited attendance at a pupil referral unit, and refusal of home tuition. Constantly involved in substance abuse, Joanne spent some time in local authority accommodation and then a secure unit. Lack of a stable, home environment and no expectations that she should attend education on a regular basis were huge barriers to learning for Joanne. During her interviews, she described herself as bright but seldom inclined to use her skills. She had a Statement of Special Educational Needs for emotional and behavioural difficulties.

In custody, Joanne's initial BSA assessment showed her to be at level 1 but education played a limited role in her life in prison. She was one of a group of juveniles who had been out of formal education for many years. They had a poor concentration span and their behaviour was frequently disruptive. As a result, Joanne was regularly suspended from the education programme, spending her time in her own room listening to music or watching television. At no time has Joanne succeeded in achieving anything worthwhile in terms of education. The only feedback she received had been in response to her disruptive behaviour. She met no targets and gained no accreditation in her three and a half months in prison. One of her main aims was to free herself from dependence on opiates. She was consequently involved in a heroin detoxification programme.

For the community element of her DTO, Joanne has had to abide by the conditions of the ISSP. She meets her YOT worker three times a week and has to report to NACRO each day. Her accommodation is in a hotel, where she spends much of her time with drug users. She admits to having used drugs on five occasions since her release. Joanne has turned down the Connexions adviser's suggestion of a training scheme, having failed to find a previous (catering) scheme useful. She claims that the tutor was always watching to see if she had done something wrong.

Joanne agrees that many people have tried to help her over the years but knows that she may still not be ready to accept such help or guidance. Her recent sampling of a hairdressing and beauty course at a local college has provided her with one possible way forward and attendance at a gym reflects her wish to get herself fit and introduce an element of routine to her life.

- 4 Lisa is aged 18 and now lives in the North East. She dropped out of formal education early in her secondary school career and claims that her family made little attempt to encourage her to return. Nevertheless, she remains close to her family and was deeply affected by the death of her grandfather. Her two elder brothers have been serving three-year sentences and Lisa hopes that they will not get into more trouble when they are released. Her first and only offence, robbery with actual bodily harm, led to a shortened sentence. Her initial education assessment revealed basic skills ranging from pre-entry numeracy to level 2 reading, and the education programme led to some much-needed structure in her life. Lisa felt that she was being given a second chance at education, which she described as making the days go more quickly. Working towards accreditation provided vital motivation and support. She completed the Welfare for Work programme and gained a range of certificates in physical education, numeracy, word processing and performing arts. She was awaiting further external verification in literacy, food hygiene and preparation for work, and had enjoyed a course in art and design, which she initially hoped to continue at a local college.

Lisa had no pre-release planning meeting before returning to the North East and had met a Connexions personal adviser only once to deal with immediate personal issues. They had not discussed education, employment or training. The YOT worker was unaware of any accreditation and had not received any information from the prison about Lisa's achievements.

Despite her positive but short-lived experience of education during her period of custody, Lisa remains unambitious and lacks positive role models in her family. Her life in the community lacks the rigour and structure of life in custody and she has low self-esteem. Her main aim is to get a job and earn some money. She appears to have ruled out college as an option – even the possibility of carrying on with her art and design. The lack of effective guidance and support at this stage in her sentence has played a significant part in dampening her enthusiasm, when first released, to pursue a course at the local college. An earlier, vague interest in working with children has also faded, given the nature of her offence, which she sees as also closing off the possibility of shop work. Factory work remains a possibility, which she is prepared for though not excited by, as her parents and brothers had worked on production lines themselves. Lisa is required to attend the Job Centre weekly in order to go on receiving her benefit but had not yet seen any suitable job vacancies nor had she had an interview to help her plan for the future. Connexions personal advisers had played no part in her planning and her priorities now seemed to be to move into a flat with her father, have a quiet life, and begin to earn some money.

- 5 Jan is aged 18 and comes from Nottinghamshire. She has a history of offences, including shoplifting, car theft, dangerous driving and burglary. Jan had a disturbed childhood. Her father left when she was young and her mother was an alcoholic. She lived with her grandmother for a while and, when her grandmother died, tried staying with her mother again. This did not work. Jan drifted into trouble, began offending at the age of 13, and was briefly involved in prostitution. She was put into the care of the local authority, spent some time in a secure unit, and was given an ISSP. She has also been tagged.

Given this background, Jan's educational history has been complicated and difficult. She says that she values education but that she spent too much time with bad company while at school. From Year 9 she was hardly in school at all, but she received some education in children's homes and from a Year 11 project at a local college. She claims to have some certificates in English, mathematics and food hygiene, and to have enjoyed drama and food technology. She rejected educational opportunities offered as part of the ISSP, and on beginning her custodial sentence was assessed at mainly entry level. Jan followed a conventional educational programme in prison, but took units of a Foundation GNVQ art and design course instead of physical education. She profited from attending courses in anger management, relationships, drug awareness and assertiveness. Overall, she found attendance on the education programme a positive experience and a far better option than staying on the wing. Yet her enthusiasm faded when she began the community element of the DTO and left the clear structure and dedicated staff of the prison education regime.

Jan has had irregular meetings with a Connexions personal adviser but has rejected all suggestions of further education, employment, training and participation in a voluntary youth training scheme. Links with a YOT worker have been tenuous. Jan's targets on release from custody included offending behaviour work, welfare support, and planning to become a care worker. All these have been overtaken by Jan's re-offending and breaching her licence. While avoiding serious crime since her release, she has rejoined the crime culture and lives with a 28 year-old female friend, who appears to act as a

surrogate mother. The YOT worker continues to offer support, but has no confidence in Jan's ability to avoid further custodial sentences.

- 6 Paula is 17 years old and lives in Lancashire. She has been the main carer in her family. Her custodial sentence of six months was the result of driving and crashing a stolen car, in which her mother – wanted by the police – was a passenger. Family problems led to Paula truanting from school in Year 10. She decided to stay at home to support her mother. The school tried to interest Paula in a practical vocational course and this was partially successful. She enjoyed work experience, a community programme, and learning practical skills, but found more traditional subjects boring. At the beginning of her custodial sentence, Paula was assessed at level 1 in numeracy and literacy and her targets included completing units of the foundation level GNVQ in art and design and improving her English and mathematics. Paula accepted that a catering course in which she expressed an interest could not be offered. She made good progress and valued the education provided in prison, describing it as being better than school. She particularly liked the small classes, where she felt that she was treated as an individual. By the end of the custodial sentence, Paula had completed two units of the art and design course and gained certificates for good attendance at classes and for completing an offending behaviour course. She left before taking further tests in basic skills and, during the interview, raised two practical issues. First, her art portfolio was retained on site for external moderation, so there was no solid evidence of what she had achieved. Secondly, Paula was worried about presenting to any college, trainer or employer certificates which named the prison where she had studied. Pre-release planning was realistic and took account of Paula's own ideas and interests.

Paula was well supported by a Connexions personal adviser, YOT worker and housing officer during her transition to the community element of the DTO. Joining the Learning Gateway Life Skills Programme of a major training provider has been very successful and has ensured that there is sufficient structure and support readily available. The 19-week programme of work tasters has allowed Paula to build up a portfolio and curriculum vitae. It has also provided her with £40 a week, with the prospect of a further £10 for full attendance. She has begun a catering course and work experience in an elderly person's home, and hopes to go on to a college to gain qualifications in catering. Her ambition is to manage her own café. Both Paula and her YOT worker regard the education and training provided as part of the DTO to have been effective. Paula found the programme challenging but she was able to experience success. She acknowledges the considerable help she and her family have received and she is determined not to re-offend.

Appendix 1

Detention and Training Orders – a brief introduction

A detention and training order (DTO) is a custodial sentence for young offenders aged 12–17. A DTO is only given by the courts to young people who represent a high level of risk or further offending or harm, who have a significant history of offending, who are persistent offenders, or for whom no other sentence would provide an effective management of their risks. The seriousness of the offence is always taken into account when a young person is sentenced to a DTO.

- Special conditions apply for the 12-14 age group; they include the requirement that the court must be of the opinion that the young person is a persistent offender. This age group are expected to serve their sentences in youth offender institutions (YOI).
- Boys aged 15-17 and girls up to the age of 17 are expected to serve their sentence in YOIs. The Youth Justice Board (YJB), in its Annual Report 2002/3 states that all 15 year-old girls had been removed from the prison service at the time of publication. By 2003/04 it intends to remove all remaining 16-year-old girls and to seek greater separation for 17-year-old females from the adult prison estate.
- The DTO is of varying length, imposed at the discretion of the courts: it can be 4, 6, 8, 10, 12, 18 or 24 months. The first half of the sentence is served in custody and the second half in the community under the supervision of the local youth offending team (YOT).
- Standards for DTOs are set out in the YJB national standards for Youth Justice. These require that an assessment be made of a young person by a YOT worker prior to any intervention being made, using the YJB ASSET assessment document. These are completed at different stages of a young person's involvement with a YOT, starting from first contact through voluntary involvement (self-referral or referral by a parent or partner agency) or statutory involvement via a reprimand, a final warning, a pre-sentence report or a statutory court order. An assessment of need or risk both to the young person and that which the young person might pose to others is also undertaken.
- In relation to education, a supervising officer should be allocated by the local YOT who must ensure that, following the court appearance, the secure facility has received a range of up-to-date information including a record of current and previous educational participation and levels of achievement/attainment. Simultaneously, sentence or care plans, pre-sentence reports, previous convictions, health and welfare-related plans and the post court report form should also be provided.
- Education, health and accommodation needs on transfer to the community must be addressed from the start of the DTO and significant adults, parents or the primary carer, and the offender should be in agreement with its contents. Review meetings should be held within one month of the initial planning meeting and at three monthly intervals thereafter. Offenders subject to a DTO of 12 months or less must be visited

at least monthly by a YOT worker. The training plan objectives should be regularly reviewed and updated in the light of the offender's progress. The secure facility staff must deliver the training plan within the establishment. For juveniles, the majority of time relating to the training plan should be spent within the education department of the secure facility.

- Before return to the community a review must take place during a period of 10 days before transfer and the ASSET assessment updated, identifying progress made during the custodial phase and the programme to be provided on transfer including management of risk and reduction of any risk of harm to self or community.
- The supervising officer must, where appropriate, monitor whether the home education authority provides a continuing programme of education of at least 25 hours per week on transfer; if the young person on the DTO is over the school leaving age, the supervising officer must ensure that links are developed for offenders with a Connexions Personal Adviser.

The lack of involvement in education, training and/or employment was identified in *Bridging the Gap* (Social Exclusion Unit 1999) as one of the major contributors to anti-social and offending behaviour in young people. Local education authorities were identified by the Crime and Disorder Act 1998 to be one of the core members of the YOT steering group and education staff located in YOTs are seen as key team members of the bodies set up to deal with these issues. Section 85 of the inter-departmental circular on Establishing Youth Offending Teams (22.12.98) states that

Education staff should expect to:

- help get young people accused of or known to be offending, and who are of school age but not at school back into school, or make other arrangements to meet their literacy, numeracy or other educational or training needs;
- advise on education issues within the work of the YOT and liaise with schools and other education colleagues, including the provision of information for court reports; and
- help put young people dealt with by YOTs in touch with those able locally to provide careers advice or help with finding employment.

Effective practice guidelines have been issued by the YJB regarding education, training, and employment (ETE) which outline the need to identify within a young person's ASSET plan whether there are any barriers to learning that might affect his/her ability to access, participate in and progress within an appropriate programme of learning. The guidelines also advise that:

- practitioners obtain information about the young person's educational history, which should be used in the assessment of needs and shared with relevant professionals in order that action plans containing specific and measurable objectives are developed;
- a young person's age, interests, aspirations and individual needs should influence the education, employment or training programme they are given;

- ETE programmes should be full time (25 hours per week within the community and 30 hours per week in secure facilities);
- continuous support should be provided by practitioners acting as the concerned professional, through advocacy and conciliation where necessary;
- practitioners should be aware of how to access information about the range, quality and appropriateness of the education, employment and training services that are provided locally.

Source: Youth Justice Board

Appendix 2 – Connexions

The Connexions Service came into operation in April 2001 with 15 partnerships across the country establishing integrated provision of information, advice, guidance, support and personal development opportunities for all 13-19 year olds in England. With regard to young offenders, the Connexions Service, through its *Working Together* document on shared practice with the YJB, is committed to building on the work of the youth justice system to help make sure that young people who are at risk of offending or who have offended, have the opportunities and support needed to fulfil their potential and resist further involvement in offending behaviour. A major government target is shared between local YOTs and Connexions partnerships across the country, i.e. that 90% of young offenders aged 13-18 who are supervised by YOTs are in some type of education, employment or training by December 2004.

A number of Connexions partnerships are already showing signs of development in this area by:

- helping to identify and engage young people at risk of offending, providing personal advisers to work with them and link them to activities to address this risk: for example, building on existing provision of YOTs, the local youth service, the police, the voluntary sector and other agencies;
- providing specialist input as required, including careers advice and guidance for young people, whether in custody or in the community, who have a youth justice worker delivering the personal adviser role;
- working with YOTs to ensure continuity in the support received by young offenders at key transition points, including at the end of a YOT intervention, i.e. the end of the DTO;
- helping to influence provision of services and learning opportunities for young offenders through links with the local learning and skills council (LSC).

Strategic links between Connexions partnerships, the local YOTs and secure establishments, augmented by the development of robust working protocols, have increased since the first Connexions partnerships were established, though there is still much work to be done. Joint working at strategic and operational levels has proved to be vital in developing the breadth of provision to cater for the needs of the most disadvantaged young people, to ensure that:

- information gathered about levels of offending and the needs of young offenders and those at risk of offending is shared and used to inform service development;
- targets relating to young offenders are set and monitored jointly;
- the demand for provision by YOTs and other agencies working with young offenders and young people at risk of offending can be estimated and taken into account in development plans;

- services to vulnerable young people, including young people at risk of offending, can be planned and delivered in an increasingly integrated way.

A substantial number of young offenders who receive custodial sentences are placed in institutions outside their home area. The YOT worker from the young person's home area should continue to act as the young person's personal adviser during the custodial period, supported in the role by the secure facility staff responsible for delivering the training plan. Plans to provide additional support through Connexions partnerships in the host area are already well established in some partnership areas. In a number of YOIs a Connexions PA is based in the secure establishment to take referrals of incoming offenders and to liaise with the young persons' home area to ensure information about opportunities and other support services are available, most significantly on release. This level of support is intended to help with key transition points and to ensure continuity of provision for the young person when the home PA cannot be so readily available.

Source:

Working Together: Connexions and the Youth Justice Board

Appendix 3

National Qualifications Framework: a comparison of levels

National Curriculum	Key Skills	General	GNVQ	NVQ	Adult Basic Skills	National Curriculum Attainment Targets and Level Descriptions
	L5			L5		
	L4			L4		
	L3	A Level	V	L3		
6-8	L2	GCSE A-C	I	L2	L2	Nationally recognised qualifications
5	L1	GCSE D-G	F	L1	L1	Nationally recognised qualifications
3-4		AQA/NEAB Entry Level Certificate (Formerly Certificate of Achievement)			E3	Work at levels 3-7, majority attainment level 5/6 at 14 yrs
2					E2	Work at levels 2-5 majority attainment level 4 at 11 yrs
1					E1	Work at levels 1-3 majority attainment level 2 at 7yrs
PIVATS P Scales Eight Levels	Below Entry Level					