

# **PSA Delivery Agreement 14:** Increase the number of children and young people on the path to success

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# VISION

**1.1** The Government's vision is that all young people should be on the path to success and achieve the five outcomes set out in *Every Child Matters*:<sup>1</sup>

- to be healthy;
- stay safe;
- enjoy and achieve;
- make a positive contribution; and
- achieve economic well-being.

**1.2** Most young people are already on the path to success. They do well at school, make a successful transition to adult life and go on to build successful careers and families. But not all young people are on this path and many experience problems in their teenage years. Examples include falling behind at school, experiencing health problems or getting involved with drugs, criminal and other unacceptable behaviour. Sometimes, these problems are only temporary setbacks, which are rapidly overcome, often with help from parents, teachers and other professionals. But for some young people, problems can prove more severe and entrenched. This can have serious consequences for young people, for their health, well-being and future development. It can also impose significant burdens and costs on their families and wider society.

**1.3** Recognising that all of society has a common interest in helping young people make a successful transition to adult life, the Government has already worked with its partners to introduce wide-ranging reforms to help improve outcomes for teenagers. Within the wider context provided by *Every Child Matters*, key changes include reforms to the curriculum to engage young people in learning for longer, and action to improve the availability and quality of positive activities. In addition, a number of initiatives have targeted specific problems that can arise in the teenage years, including teenage pregnancy, substance misuse, anti-social behaviour and youth crime.

**1.4** Despite significant progress on some issues – for example in reducing the rate of teenage pregnancy – the Government now needs to work more closely with its key partners to accelerate progress. A renewed focus on helping improve outcomes for teenagers specifically is needed, along with an approach which ensures that action for teenagers across all Government departments is more than the sum of its parts. The approach needs to recognise in particular that young people who experience one problem often experience several others at the same time – and an integrated response from all government departments and all local services is therefore required.

**1.5** This Delivery Agreement sets out the actions that the Government will take with its partners to achieve this integrated response. Success will be strongly dependent on close collaboration between a wide range of local agencies, including health services and the Criminal Justice System, as well as services more explicitly focused on children and young people. Schools, colleges, and other learning providers are the key universal service and need to sit at the centre of an effective preventative system, with other services for young people providing effective and timely support. Children's Trusts also have an important strategic role to play in this preventative system, as the leader with

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<sup>1</sup> *Every Child Matters*, DfES, 2003.

responsibility for commissioning and delivery of improvements in services for children and young people at the local level.

**1.6** As set out in *Aiming high for young people: A ten year strategy for positive activities*,<sup>2</sup> the Government will ensure that all young people:

- have opportunities to take part in activities that develop their resilience and the social and emotional skills they need for life;
- have access to learning that motivates participation and encourages achievement in education, employment training and positive activities;
- have opportunities to gain new life skills and be empowered to take part in decisions which affect them;
- are encouraged to mix with others from different faith and ethnic backgrounds; and
- can better cope with the problems life throws at them and make the right choices – both within school and college and outside it.

**1.7** The views of young people and their parents and carers will be taken into account much more widely in the planning and commissioning of services, so that services reflect their needs and their influence. The Government will also bring together governance and performance management arrangements between departments, and clarify roles and responsibilities for all partners to ensure successful delivery.

**1.8** The Secretary of State for Children, Schools and Families is leading a national consultation to develop a Children's Plan. This Delivery Agreement will be reviewed and updated following publication of the plan.

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<sup>2</sup> *Aiming high for young people: a ten year strategy for positive activities*, HMT/DCSF, 2007.

# 2

## MEASUREMENT

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**2.1** This PSA will measure progress in increasing successful transitions to adulthood in terms of increased participation and increased resilience, alongside tackling negative outcomes. These indicators are mutually reinforcing and complementary, and it is particularly important that strategic and delivery partners recognise the need to work together to improve the experiences of young people. The indicators measure improvement in five areas set out below.<sup>1</sup> More detail is set out in the Measurement Annex.

### Increased participation and resilience

**Indicator 1: Reduce the percentage of 16-18 year olds not in education, employment or training (NEET)**

- Being in education, employment and training at this age often increases a young person's resilience and is essential to their future employability and economic well-being. This indicator has a national target for 2010.

**Indicator 2: More Participation in Positive Activities**

- Participating in high quality activities is a key element in improving the prospects of all young people, especially those from communities with a poor history of engagement, and the 25 per cent of young people who do not currently engage in any positive activities outside learning. Through participation, young people develop socially and emotionally, building communication skills and improving self confidence and esteem. This in turn increases their resilience, helping them avoid risks such as experimenting with drugs, having unprotected sex, or being involved in crime, as well as contributing to better attendance and higher attainment at school. This indicator will give Local Authorities information about take-up of positive activities by disadvantaged and targeted groups. It will enable the Government and Local Authorities to assess whether they are making progress in reducing the number of young people who do not currently participate in positive activities.

### Tackling negative outcomes

**Indicator 3: Reduce the proportion of young people frequently using illicit drugs, alcohol or volatile substances**

- Drug and alcohol abuse are closely linked with crime, truancy, and other negative experiences. This indicator supports and is linked closely to wider government objectives on safer communities, cutting crime and improving health.

**Indicator 4: Reduce the under-18 conception rate**

- Early pregnancy can have a huge impact on prospects for both mother and baby. There is significant variation across the country in the rate of under-18 conception and, despite overall national progress, in many local areas it is

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<sup>1</sup> These indicators are complemented by a range of other indicators within the local government National Indicator Set (e.g. persistent absence), and those underpinning other PSAs – most notably PSAs 10 and 11.

still high. Local Authorities and their partners, such as health services and the third sector, must work together to ensure that young people can access high quality services – including sexual and reproductive health – and make positive choices. Where this happens already, rates are declining. This indicator has a national target for 2010. Improving outcomes for teenage parents and their children is also part of the long-term effort to reduce future teenage pregnancies, narrow inequalities and tackle child poverty.

**Indicator 5: Reduce the number of first-time entrants to the Criminal Justice System aged 10-17**

- Offending is linked to truancy, low attainment, employability and substance misuse. This indicator will focus efforts on preventing young people from starting to commit crime or anti-social behaviour in the first place. It is consistent with wider government strategies on safer communities and cutting crime.



### PRIORITY ACTIONS

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**3.1** *Aiming high for young people: A ten year strategy for positive activities* set out the Government's long-term vision for young people and services for them. Implementing the commitments in *Aiming High* and improving the prospects for young people, particularly those most at risk, depends on a wide range of public services giving high priority to the needs of young people and to the aims of this PSA, collaborating with each other more effectively than they do now. The Government will work with its partners to take the following priority actions:

- integrating and simplifying governance, accountability and performance management for the PSA at every level – central, regional and local;
- tackling problems associated with individual service thresholds by, where appropriate, re-allocating available resources across service boundaries and pooling budgets which target similar groups of young people;
- incentivising effective programmes and interventions where there is strong evidence of impact, and supporting commissioners and the frontline to apply them more widely;
- ensuring there is a strategy in place to invest in the development of the workforce to support young people and to deliver the ambitions of this PSA;
- embedding and building on strategies to empower and secure the active participation of young people and their families in the commissioning, design and delivery of services – in particular, actively seeking the engagement of the hardest-to-reach groups;
- ensuring that the role of schools, colleges, work-based learning providers and Connexions services in delivering this PSA is widely understood and acted upon;
- ensuring that the contribution that other key public services should make to this PSA is widely understood and acted upon; and
- ensuring there are robust systems in place for the identification of, and interventions for, young people who do not attend school.

**3.2** In taking these actions forward, the focus must be on improving services for the most disadvantaged and vulnerable young people.<sup>1</sup>

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<sup>1</sup> This Delivery Agreement has strong links with a number of other PSAs, particularly PSAs 10, 11, 12, 16, 21, 23 & 25.

## PRIORITY ACTION 1: GOVERNANCE, ACCOUNTABILITY AND PERFORMANCE MANAGEMENT

**3.3** Extensive consultation, especially with those at the front line, has shown that there are artificial barriers created by governance structures and by programmes, often originating from different government departments, which are focused on individual risk factors and problems. These can prevent young people who need help from receiving an integrated service.

**3.4** To address this, there is a need for more coherent working between central government departments, and more integration across central, regional and local government, and in the third sector, at both a strategic level and in the delivery of local services. In order to do this, the Government will work with partners to:

- clarify accountabilities for young people’s outcomes across departments;
- signal clear priorities for each organisation in the delivery chain;
- build an effective performance management system which drives delivery throughout the chain;
- reduce barriers to sharing resources both centrally and locally; and
- establish an effective feedback loop where frontline and user feedback is integrated in decision making at all levels.

### What this means for government departments

#### Accountability across central government

**3.5** The Secretary of State for Children, Schools and Families is the lead minister for this PSA. The relevant Cabinet Committee/s will drive performance by regularly monitoring progress, holding departments and programmes to account and resolving inter-departmental disputes where they arise. There will also be groups at ministerial level to support the work, especially where there are dual-accountability arrangements in place.

**3.6** A parallel group will be made up of the Permanent Secretaries of key departments – and will replace the current Every Child Matters Programme Board. It will be tightly focused on monitoring the delivery of the Government’s objectives for children, young people and families, as well as ensuring effective use of resources.

**3.7** There will also be a board, specifically focused on youth, chaired by the Director General for Young People in the Department for Children, Schools and Families (DCSF), and including senior officials from across government which will be responsible for ensuring progress against the delivery of this PSA. It will be supported by the new Youth Inclusion Unit which, whilst being based in the DCSF, will bring officials from several departments together to drive progress on the PSA and to undertake projects on specific issues where additional focus is required.

### What this means for Local Authorities and local partners

#### The role of Children’s Trusts

**3.8** Whilst effective monitoring in central government is important, it is at the local level that a real difference will be made. At local level, the key leadership role and responsibility for delivery of improvements in services in order to meet the aims of the PSA rests with the Children’s Trust. This is a partnership within the wider Local

Strategic Partnership and is led by the Local Authority in partnership with schools and colleges, Primary Care Trusts, the Youth Offending Teams, the Learning and Skills Council and other partners determined locally.

### Co-ordinated performance management

**3.9** The PSA will be within the scope of Local Area Agreements, inspectorates' Comprehensive Area Assessment, and coordinated arrangements for supporting improvement and responding robustly to poor performance. The reconfiguration of youth services is a priority and the negotiation of Local Area Agreements is an important lever to ensure that it is seen as such in many areas. Priorities will also be set out in each area's Children and Young People's Plan, of which the Youth Justice Plan is an integral part. Many Children and Young People's Plans are weak in the way that they address youth issues, and reshaping them effectively will be an important step in delivering this PSA. Input for these local priorities and standards will come from a range of national, local and regional bodies but also, importantly, from young people themselves.

**3.10** Separate performance frameworks will also operate for other local delivery partners, such as Youth Offending Teams, and these arrangements will be aligned with the local government performance management framework. The Government is committed to ensuring alignment between this framework and other arrangements, such as the Department of Health's Health and Social Care outcomes and accountability framework.

## PRIORITY ACTION 2: POOLING BUDGETS TO PROMOTE INTEGRATED WORKING

**3.11** Reforming performance management structures in central government and strengthening local systems of accountability will only go so far. More must be done to incentivise and enable work across traditional service boundaries. A key driver of this is funding, and barriers to sharing resources must be broken down so that young people can access better and more coordinated support. Pooling should result in greater efficiencies so that Local Authorities and their partners can invest in more preventative programmes and therefore reach more at-risk young people.

### What this means for government departments

#### Greater use of pooled budgets

**3.12** *Youth Matters*<sup>2</sup> set out the expectation that the Government would merge a range of existing funding programmes which currently focus on specific issues, to enable greater flexibility and a more holistic approach to young people's services, so that they have improved education, health and social interactions. *Aiming high for young people* set out the Government's intention to increase the use of pooled budgets, making commitments in relation to the pooling of Primary Care Trust and youth justice budgets as a first step. In particular:

- in preparation for 2008-09, the Department of Health will make clear to Strategic Health Authorities that Primary Care Trusts are expected to pool their budgets for preventing poor adolescent health with Local Authorities; and

<sup>2</sup> *Youth Matters*, DfES, July 2005.

- as set out in *Aiming high for young people*, the Government has made clear that it expects Youth Offending Teams to pool with local youth support services 10 per cent of the Youth Justice Board funding they would expect to devote to young people's prevention initiatives. The Department for Children, Schools and Families will work closely across government to monitor the impact of this change on delivery.

**3.13** The Paths to Success PSA Board will have a key role in identifying budgets where greater pooling of resources can maximise the impact of the Government's investment in services for young people and improve outcomes for teenagers further.

### **What this means for Local Authorities and their partners**

**3.14** At local level, partners will be encouraged to pool funding through Local Area Agreements to meet common objectives. It will be for local partners, as part of the Local Area Agreement process, to agree how to utilise their resources to best deliver improved outcomes for all and how this funding is to be accounted for.

#### **The role of Youth Offending Teams**

**3.15** Youth Offending Teams are already an example of breaking down traditional barriers between services in order to offer a more coherent approach to dealing with the specific problems experienced by young people. They are an important partner in ensuring children and young people are on the path to success and stay on that path. The Crime and Disorder Act 1998 requires each Local Authority with education or social services responsibility to establish a Youth Offending Team. These are multi-agency bodies, and are resourced by five statutory partners – defined by the Act as education, social services, health, police and probation – who are required to commit resources to each Youth Offending Team and participate in governance through its Management Board arrangements.

**3.16** In order to deliver this PSA, Youth Offending Teams must continue to ensure they are engaging with all relevant agencies that influence the risk factors associated with social exclusion – and those that help young people increase their resilience to those risks – especially with regard to the cohort of young people at high risk of entering the Criminal Justice System. This multi-agency approach to youth crime prevention depends on addressing all the risk factors in this Delivery Agreement and contributes to meeting all of its key objectives. Youth Offending Teams and their partners must build on this preventive infrastructure and maximise its potential to ensure the most socially excluded are reached.

### **What this means for local health services**

**3.17** Primary Care Trusts that do not pool relevant budgets with their local partners will need to demonstrate that they are continuing to deliver improved health for young people, for example on teenage pregnancy and substance misuse. The availability and appropriateness of mental health services for 16 and 17 year olds is also crucial in ensuring the delivery of this PSA, especially as many young people involved in substance misuse or crime have mental health issues.

**3.18** To support this the Government is introducing a statutory duty on Primary Care Trusts and Local Authorities to produce a Joint Strategic Needs Assessment.<sup>3</sup> This assessment will provide a key basis for agreeing the longer-term priorities in the Sustainable Community Strategy. These priorities will then flow through to the joint objectives in the Local Area Agreement and Children and Young People’s Plan.

### **PRIORITY ACTION 3: INCENTIVISING EFFECTIVE PRACTICE, AND SUPPORTING ITS DELIVERY**

**3.19** Prevention and, where appropriate, early intervention is clearly at the heart of any system of effective support for young people. This requires all providers working in young people’s services to have a good understanding of the most effective interventions and programmes that both increase participation and lead to greater resilience.

**3.20** There is much high quality work being done by professionals who interact with young people. Improving outcomes for all requires this approach to be universal, focusing on prevention, with effective early intervention when required. Where there is strong evidence of successful practice, the Government will incentivise its use, through the effective use of Local Area Agreements, the role of Government Offices in sharing intelligence across local areas and Comprehensive Area Assessments.

**3.21** As outlined in *Aiming high for young people*, the Government believes there is a strong case for having a clear lead to support effective practice right across public, private and third sectors. The Government will examine how these functions could be better organised and delivered. In particular, this will involve looking closely at the development of the proposed Centre for Excellence and Outcomes in Children and Young People’s Services and its potential role in supporting better practice in young people’s services.

#### **What this means for government departments**

##### **Investing in the third sector**

**3.22** The Government will also provide further investment to support third sector organisations that have developed effective and innovative approaches to improving the outcomes of vulnerable young people. This will be focused on enabling such providers to sustain and expand their provision, including strategic growth funding for organisations seeking to expand cutting edge services, and funding to support small local organisations to sustain their provision.

#### **What this means for Local Authorities**

##### **Effective local commissioning**

**3.23** Local Authorities will play an important role in promoting the most effective practice and in challenging ineffective provision. This includes implementing more effective commissioning strategies that draw on the relative strengths of a wider range of providers from across the statutory, third and private sectors.

<sup>3</sup> As set out in the Commissioning Framework for Health and Well-being.

## PRIORITY ACTION 4: DEVELOPING THE CAPACITY OF THE WORKFORCE

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**3.24** Developing effective frontline practice is dependent on the skills and confidence of the youth workforce. As integrated services develop, it is essential that they are well-led and managed, have clear roles and responsibilities, incorporate a balance of skills and experience, and can attract and retain adults committed to working with young people.

**3.25** In part, progress will be dependent on the ongoing reform of the children's workforce and close cooperation among the sector skills councils that support the different occupational groups within the youth workforce. But *Aiming high for young people* also set out key strategic actions to support and develop the workforce at all levels, including:

- a new leadership and management initiative to support the development of skills, knowledge and behaviour for leaders and managers across all those working with young people, particularly those leading the integration of youth support services;
- testing ways of attracting more people into the workforce who can provide young people with good role models and who can inspire them to have high aspirations. This will include a new post-graduate recruitment programme and developing existing youth apprenticeships and undergraduate courses;
- exploration of ways to support the training needs of volunteers and paid staff working in the third sector; and
- the introduction of a common platform of skills and training for those across all sectors who work with young people – including developing new qualifications as appropriate for support staff – ensuring that every member of the workforce has a strong understanding of young people's development.

### What this means for Local Authorities and their partners

**3.26** These proposals will provide significant support to Local Authorities and third sector providers in raising the overall quality of both the leadership of integrated youth support services and of frontline practice.

### What this means for government departments

**3.27** The Government will work with sector skills councils and national representative bodies in ensuring that the new investment is targeted on gap areas and in further developing a clear strategic direction for the workforce.

## **PRIORITY ACTION 5: SUPPORTING ACTIVE PARTICIPATION OF YOUNG PEOPLE AND THEIR FAMILIES IN THE COMMISSIONING, DESIGN AND DELIVERY OF SERVICES**

**3.28** Evidence, and the experience of existing initiatives such as the Youth Opportunity and Capital Funds, shows that young people are more likely to engage in activities and services when they are actively involved in their design and delivery. They also gain new skills from being involved, and can forge new relationships with others from different backgrounds.

**3.29** Young people need to be empowered and supported to get involved and make choices - and these need to be informed by dialogue, useful and accessible information, recognition and structured support. Methods will vary, but successful engagement of young people and other stakeholders will assist frontline professionals to deliver flexible, responsive and improved services that meet young people's needs and expectations, and allow feedback to travel up the delivery chain to inform local, regional and central decisions.

### **What this means for government departments**

#### **Ensuring the voices of under-represented groups are heard**

**3.30** *Aiming high for young people* set out the Government's intention to embed and build upon existing arrangements which involve young people in the design and delivery of local services. Across all Local Authorities particular emphasis should be given to ensure disadvantaged young people and those who are marginalised from, or under represented by, services are supported to get involved. This includes young people from different ethnic minority and faith backgrounds who may not engage with services, for example because they are not sensitive enough to their cultures. These new measures should contribute directly to reducing the numbers of young people who do not currently participate in positive activities.

**3.31** Further investment will be made available over the spending review period to support this priority, including the continued funding of the Youth Opportunity and Capital Funds and further investment in third sector providers who can support more marginalised young people to become involved. The Government has also set out an expectation that Local Authorities will devolve an increasing proportion of mainstream Local Authority funding for positive activities to young people's influence.

### **What this means for Local Authorities and local partners**

**3.32** Every Local Authority should have systems that enable the views of young people and their families and carers to shape local services at every level – in the strategic planning, commissioning and decommissioning of services, as well as in the design and delivery of particular services, and in the one-to-one support they receive.

**3.33** One size does not fit all, and flexibility at the local level is essential to ensure that provision meets local needs. The Government expects Local Authorities working with all local partners through Children's Trusts and local strategic partnerships to agree and coordinate, through Children and Young People's Plans, a coherent range of services which are driven by the needs of users, including young people, their families, schools and colleges, and the community.

**3.34** Across all Local Authorities particular emphasis should be given to disadvantaged young people and those who do not currently access services. Some examples of engagement include, but are not limited to:

- mapping young people's experience of the services they access, and having a constructive dialogue about what is important to them, what is currently working and not working, and how services can be improved;
- taking a specific service and engaging front line staff, young people and parents to define together what makes a 'good service'. This can be used to establish expectations, evaluate current services, and develop and deliver an action plan to improve the service based on the gaps identified;
- expanding existing arrangements that give young people power over the way some funds for them are spent, and the responsibility to run some provision;
- working more closely with groups with particular needs, such as young people in care, and ethnic or religious minority groups, drawing on the expertise of local third sector organisations where appropriate; and
- working more closely with third sector organisations – both at a strategic and delivery level – to engage the most disadvantaged and disaffected young people to facilitate their engagement in the design and delivery of services.

### What this means for health services

**3.35** When commissioning health services for children and young people, commissioners should use the joint planning and commissioning framework for children, young people and maternity services to help provide a clear and comprehensive picture of what they need, and then join up services so they provide better support and services than they could on their own. Options could include, for example, co-locating services, health visitors etc. on sites that children and young people already use, such as schools and leisure centres.

## PRIORITY ACTION 6: SCHOOLS, COLLEGES AND OTHER PROVIDERS AT THE HEART OF THE SYSTEM

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**3.36** A good education is key to improving social mobility and giving particularly disadvantaged young people the opportunity to succeed. Schools, colleges and work-based learning providers make up the main universal service for most young people and need to sit at the heart of an effective preventative system. They have a critical role to play in delivering this PSA, both through their primary mission to provide teaching and learning and through the wide range of other support they provide to young people, especially the most disadvantaged.

### What this means for government departments

**3.37** The Government plans to introduce compulsory participation in education or training of some kind for all 16 and 17 year olds. Whilst these measures will not come into effect until beyond the life of this Public Service Agreement, the Government is clear that it must do more to encourage young people to stay in education in the meantime.



**Enabling informed choices about learning**

**3.38** A key part of this work is to ensure that young people not only have appropriate forms of learning available to them, but also that they can access the support they need in order to make informed choices about what form of learning is best for them. In order to achieve this, the Government will:

- gradually introduce fourteen Diplomas which will be available everywhere at all levels from 2013, with the first five being available for teaching from 2008;
- expand the number of apprenticeships available;
- introduce a Foundation Learning Tier in 2010, which will bring a more coherent approach to qualifications and training below Level 2; and
- ensure no young person is prevented by financial constraints from participation, by building on the system of Education Maintenance Allowances.

**What this means for Local Authorities and their partners**

**3.39** Local Authorities have responsibilities to all young people, regardless of their learning status. The Government expects Local Authorities working with all local partners through Children's Trusts and Local Strategic Partnerships to be clear how schools and colleges can access additional support, including early informal advice, in relation to their pupils and students, whilst also ensuring arrangements are in place to support young people not on the school roll, for example those being home educated, in custody or missing.

**3.40** Local Authorities must also fully discharge their responsibilities by implementing new standards for information advice and guidance, and delivering their statutory duty to secure access to sufficient positive activities.

**What this means for schools**

**3.41** A school's primary role is to provide excellent teaching and learning, but they also have a broader responsibility to promote the personal, social and emotional well-being of children and young people in ways which contribute to the achievement of this PSA. Specifically, it is part of their role to:

- work with parents and support services to help children and young people develop social, emotional and basic financial capability skills, equipping them with the knowledge to make good career and lifestyle choices;
- help children and young people to understand the different educational options open to them, and how those options might help them meet their personal needs and develop their aspirations;
- help children and young people learn how to be healthy, developing their capacity to make healthy choices in partnership with the local Primary Care Trust, through a well-planned Personal, Social and Health Education curriculum, including the national roll out of the Social and Emotional Aspects of Learning programme;

- teach children and young people about risks (for example of substance misuse and teenage pregnancy) and develop their capacity to avoid harm;
- identify and assess children and young people in need of additional support, and work with partners to provide that additional support; and
- create a safe learning environment, including using restorative solutions where conflicts occur and, where appropriate, working with local police to establish a Safer Schools Partnership.

### Support for those with additional needs

**3.42** Schools are also expected to offer particular support for children and young people with additional needs, by:

- identifying young people at risk early, understanding when and how to use the Common Assessment Framework, and enabling swift and easy access to expert advice and specialist support through the co-location of specialist services;
- only permanently excluding pupils as a last resort after a range of measures to improve the pupil's behaviour have been tried, and avoid other than in the most exceptional circumstances permanently excluding young people in care or pupils with statements of Special Educational Needs, or who are being supported on School Action or School Action Plus;
- increasing cooperation with targeted services such as youth crime and substance misuse prevention programmes; and
- notifying Connexions Services within two weeks of a young person leaving learning.

### What this means for colleges

**3.43** Increasing numbers of young people from age 14 upwards will choose to study at colleges, for part or all of their learning, and colleges will have a responsibility to:

- promote high-quality learning with high success rates, that gives young people the functional skills essential to making progress in life, education and work;
- provide information and support that enables young people to make well-informed choices;
- provide a healthy and safe environment;
- fulfil safeguarding responsibilities for under 18s;
- liaise with schools about the care of 14 – 16 year olds;
- provide young people with opportunities to make a positive contribution in shaping both the life of the college and the offer available to them;
- identify and assess young people with problems and help them access Student Support and other services including specialist services as appropriate;
- provide career education and guidance;
- work in partnership with other colleges and schools; and

- notify Connexions Services within two weeks of a young person leaving learning.

**3.44** Colleges are increasingly focused on the needs of individual learners, which includes personalised learning and pastoral support, targeting and tackling gaps between the achievement rates of different groups of learners, offering separate 14-19 and 16-18 centres with intensive tutorial support, and providing expanded support services for students, including swift and easy access to health services in conjunction with Primary Care Trusts.

### **What this means for work-based learning providers**

**3.45** In addition to providing high-quality training, linked closely to the needs of local employers, work-based learning providers have responsibility for identifying, planning and delivering additional support for learners with additional learning or social needs, and are required to document these arrangements. They should also ensure that they have systems in place so that trainees have swift and easy access to additional services when they need them.

## **PRIORITY ACTION 7: ENSURING THAT OTHER KEY PUBLIC SERVICES SUPPORT YOUNG PEOPLE AND THEIR FAMILIES**

**3.46** Schools, colleges and other providers have a crucial part to play in supporting young people and their families, and in the delivery of universal services. These must work closely with targeted and specialist services, such as Youth Offending Teams, specialist health professionals and the police in the local area, to provide systematic support, advice and guidance arrangements for all young people and their families. Such arrangements need to include support to parents, who have the primary role in influencing young people. Parents are children’s first carers and educators and have a significant impact on their future life chances. For young people who are in care, the Local Authority, as corporate parent, has a critical role.

### **Early intervention and support for at-risk teenagers**

**3.47** In particular, Local Authorities will need to ensure they have systematic and joined up prevention, early intervention and support arrangements for at risk teenagers in their area. Targeted youth support reforms are intended to improve the range and coherence of services that support vulnerable young people. They require the coordinated delivery of action to help young people who have additional needs that cannot be met by universal services alone and are of high or growing concern. This will require a step change in the extent to which professionals who support young people engage with them and with parents, and clearer and simpler routes for schools to use when they have pupils with severe problems.

### **What this means for government departments**

### **Reform of targeted youth support**

**3.48** The Department for Children, Schools and Families is leading the programme of reform of targeted youth support, working closely with other government departments, Government Offices and Local Authorities. Actions include:

- providing clarity on what the reforms involve and require;
- providing practical implementation support and challenge to local areas that are struggling to reform services; and

- providing help in building a greater shared understanding and consistency of approach with vulnerable teenagers across services.

**3.49** Central government will also support the delivery of this PSA by working with the Association of Chief Police Officers on their new youth strategy. This strategy could include the use of new disposals available to the police – such as one focusing on restorative justice – if they believe it would help them respond to low-level offending and anti-social behaviour by young people.

**3.50** One of the key ways that central government can assist young people to access services is to support their parents and carers. They have a key role to play in advising young people on their education and training options, and how to access other specialist services. The Government, working with Local Authorities, needs to build on existing information sources for parents to ensure that they are fully informed about those options and are better placed to give objective advice, based on the young person's own preferences and aspirations.

### What this means for Government Offices

**3.51** Such a step change in the focus of front line services will require support for Local Authorities and their partners from Government Offices. The Government expects that by April 2008, the Targeted Youth Support Guide and Delivery Framework will be being used systematically by Government Offices and Local Authorities to drive reform, and that support arrangements will be in place for Local Authorities able to access intensive support and challenge from Government Offices and the Training and Development Agency to accelerate their delivery.

### What this means for Local Authorities

**3.52** Reforms to targeted youth support are complex and challenging for Local Authorities. The expectation is that all local areas will be delivering reformed targeted youth support services by the end of March 2008 in at least part of their local area.

#### Supporting young people in care

**3.53** There is a particular need for Local Authorities to ensure that support services assist young people in care, or leaving care. Central government performance indicators – and a range of other indicators for young people in care that are included in the National Indicator Set – underline the importance the Government attaches to ensuring that young people in care receive the best possible service and support. It is critical that the needs of young people in care are taken into account in the design of local targeted youth support programmes and that professionals supporting these young people are clearly connected into the framework, so that there is continuity for the vulnerable young people entering and leaving the care system.

#### Supporting parents

**3.54** Local adult, parenting and family services need to work closely with children's services to ensure that the full impact of good parenting on future prospects is realised. A key gap is support for parents of teenagers. Effective evidence-based parenting and adult/couple relationship support, delivered by well-trained parenting practitioners, can facilitate positive parenting and thus contribute to all aspects of this PSA. In addition, adult services and children's services need to work more closely together on the transition for young people.

**3.55** Parents and other carers also have a key role to play in advising young people on their education and training options. There is a need to build on existing information sources for parents to ensure that they are fully informed about those options and are

better placed to give objective advice, based on the young person's own preferences and aspirations.

### What this means for health services

**3.56** Health services have a key role in supporting all young people, but especially those who are particularly vulnerable. The Government's Children and Young People Programme (Offender Health) is working to improve the health and well being of the under 18s in contact with the Youth Justice System and to ensure that their needs are met appropriately and effectively.

#### Health services for young offenders

**3.57** The programme involves collaboration between the Department of Health, Ministry of Justice, Department of Children, Schools and Families, HM Prison Service and the Youth Justice Board. It will include a project looking at developing the role of the Youth Offending Team health workers and it is anticipated that best practice guidance for Primary Care Trusts on this role will be published. The scope for the project is in development and any guidance that is produced will be published via the Department of Health. This is in direct response to criticisms raised in the Healthcare Commission's *Review of healthcare in the community for young people who offend*<sup>4</sup>, which showed that despite Primary Care Trusts having a statutory duty to provide healthcare workers to Youth Offending Teams, many of them still do not have healthcare workers, and many no mental health worker.

### What this means for criminal justice agencies

**3.58** Youth Offending Teams (YOTs) are a key part of reformed targeted youth services. They work with their statutory partners, other agencies, and the third sector to prevent offending and reoffending among young people. As such, YOTs are key partners in delivering on the indicator to reduce the number of first time entrants to the youth justice system. Services delivered or commissioned by YOTs include supporting vulnerable young people back into mainstream services from which they have become disengaged, and services specifically related to offending or the risk of offending. From 2008, YOTs will be supported by the Youth Justice Board to profile first-time entrants in greater detail and to use this information to work with partners to help achieve the objective of reducing their number. All relevant agencies will need to co-operate with YOTs in this process.

#### Working with young people at risk of offending

**3.59** The police also have a role in supporting young people, again in particular with respect to the indicator on reducing the number of first-time entrants to the youth justice system. The police can contribute most to this PSA through the continuation and enhancement of the preventative activity they take forward locally with children and young people at risk of offending. This includes their role in Safer Schools Partnerships, in working with communities through neighbourhood policing, and through diversionary or other activities, such as communicating with and working jointly with local Children's Trusts.

**3.60** The police also contribute to this PSA through the operational decisions they take about dealing with low-level misbehaviour. The police and other criminal justice agents will continue to respond proportionately and effectively to local concerns. In the case of low-level offending by juveniles, this does not always entail giving the young

<sup>4</sup> Lets talk about it: A review of healthcare in the community for young people who offend, the Healthcare Commission and HM Inspectorate of Probation, November 2006

person a formal criminal justice disposal. While it would be entirely inappropriate for this PSA to be met by the police not giving a formal disposal to a young person where this is clearly needed, the police must continue to ensure that decisions they take in responding to young people are proportionate and are based on the best interests of the young person, the victim and the community. This sometimes includes an informal or restorative intervention rather than a formal disposal.

### **What this means for other local partners**

**3.61** There is also an important role for responsive community based services and delivery by third sector organisations in reaching out to young people in all communities, but especially the most disadvantaged. Services need to engage not just individuals but networks of young people who may be involved in low level crime, substance misuse and gang culture, and who may lack positive role models. Local priorities will also be influenced where appropriate, by communities increasingly informing the strategic direction and design of local services.

**3.62** The Government expects Local Authorities working with all local partners through Children's Trusts and Local Strategic Partnerships to:

- focus on early intervention and prevention, by providing systematic and targeted support for young people and their carers, including those who may not meet traditional thresholds for statutory or specialist services;
- use Contact Point to allow services to be clear who is working with a vulnerable young person;
- work creatively to ensure effective outreach to the most disadvantaged communities and young people, and to build the capacity of communities and parents to support young people and to provide effective role models and opportunities; and
- implement parenting strategies in their areas, and deliver their duty to provide comprehensive information on local services for parents of children and young people up to the age of 20.

### **PRIORITY ACTION 8: ENSURING THAT THERE ARE ROBUST SYSTEMS IN PLACE FOR THE IDENTIFICATION OF AND INTERVENTIONS FOR YOUNG PEOPLE WHO DO NOT ATTEND SCHOOL**

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**3.63** There are many reasons why a child or young person might not be in school. In most instances, the young person will simply be a persistent truant, but in some cases the child will have been permanently excluded or will be permanently absent for other reasons. However effective prevention and early intervention is, some young people will experience serious problems, including becoming NEET or pregnant, taking drugs or committing crime.

**3.64** In each case the Local Authority has a crucial role to play in supporting both the school and the individual concerned, and statutory guidance emphasises the importance of the Local Authority in brokering services, and securing the support of other agencies, such as health or welfare services, where it is needed. Connexions in particular has an important role in identifying and offering support to young people who drop out of post-16 education and training.

## What this means for schools

**Reducing the number of persistent truants** **3.65** All schools should make efforts to reduce the number of their pupils who are persistent truants. The importance of doing so cannot be over estimated, as young people who are persistently absent from school are more likely to engage in substance misuse, commit offences, and are likely to have lower attainment. The link between truancy and not participating in employment, education and training later on is also strong. Schools are asked to:

- identify persistent absentees, and the likely reason for absenteeism, taking action as appropriate;
- establish a focused case-management process along the lines of the Fast-track model for each of these pupils; and
- work with their school improvement partner to establish a whole-school action plan for tackling persistent absence including an escalation of school interventions which act as preventative measures.

## What this means for Local Authorities and local partners

**3.66** The Department for Children, Schools and Families is asking Local Authorities to take the lead in helping schools reduce the number of persistent absentee pupils, and to integrate this work into their wider programme of work on improving children's services. An important aspect of that work will be to ensure young people understand and have access to the full range of education and training opportunities in their area. The specific actions that the Government is encouraging them to take are to:

- ensure all young people in an area are on the roll of a school, focusing on identifying those who are not even captured as "missing" and those under Youth Offending Team supervision;
- include a robust attendance strategy that is well communicated, informed by half-termly data returns and evaluated to reflect effective practice in their Children and Young Person's strategic plan;
- establish robust monitoring arrangements and ensure attendance data is available to Education Welfare Officers, School Improvement Advisors, Behaviour and Attendance consultants and shared amongst children's services; and
- ensure that they take a multi-agency approach across a range of services to support schools in reducing both their number of persistent absentee pupils and each pupil's own level of absence.

**3.67** Some of the most vulnerable children and young people do not attend school at all – such as young offenders, children affected by substance misuse, school-aged mothers, and those that have been permanently excluded.

**Supporting the most vulnerable to access services** **3.68** Local Authorities already have a duty to provide suitable provision for permanently excluded pupils from the sixth day of exclusion, but that should also support these individuals and their families, helping them access the services they need to address the causes of exclusion, and bringing the person back onto the path to success.

**3.69** Local Authorities must identify other young people not receiving education. Statutory guidance sets out the action that needs to be taken, and the partner organisations that should be involved, including the youth service and Connexions, in offering support to these young people and their families. Very often, the young people will need very specialist support, examples of which include:

- ensuring that teenage parents have a dedicated adviser to assess their needs and coordinate a package of support;
- Youth Offending Teams using Asset and Onset assessment tools to identify the needs and risks of young offenders or those at high likelihood of entering the youth justice system and designing a multi-agency package of interventions to reduce risk factors and build up protective factors;
- Children's Trusts working with Drug Action Teams and Crime & Disorder Reduction Partnerships to ensure that all young people experiencing substance misuse related harm have quick access to appropriate and effective specialist treatment when they need it; and
- housing services and children's services cooperating to address the accommodation and wider needs of 16-17 year olds who are homeless or at risk of homelessness.

## CONSULTATION

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**3.70** Consultation took place across government departments from January to March 2007. Local Authorities were consulted as part of the Department for Children, Schools and Families' overall consultation on the 2007 CSR.

**3.71** In particular, around 100 senior representatives from across central government, regional Government Offices, local government, frontline services, third sector providers, and academics attended a two-day event run by the DCSF (then DfES) and HM Treasury. This event was designed to gather input to the PSA Delivery Agreement from all those key stakeholders. This event enabled people throughout the delivery chain to reach agreement on how they would work together and resolve key issues and barriers to delivery.

**3.72** The Government will continue to engage partners on the implications of this Delivery Agreement as it is implemented and developed. The Secretary of State for Children, Schools and Families is leading a national consultation to develop a Children's Plan. This delivery agreement will be reviewed and updated following publication of the plan.

## DEVOLVED ADMINISTRATIONS

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**3.73** This PSA primarily affects England only, as most of the areas it covers are devolved matters in Wales and Scotland. However, responsibility for youth justice is not devolved in Wales and, therefore, the indicator to "reduce the number of first time entrants to the Criminal Justice System age 10-17" will also measure progress towards prevention in Wales. With respect to this indicator, the Welsh Assembly Government is responsible for delivering many of the activities which will drive progress on this PSA – for example, education, health and social services. The Assembly Government set out its vision for children and young people in *Children and Young People: Rights to Action*



*and Extending Entitlement: supporting young people in Wales.*<sup>5</sup> This vision is encapsulated by the 7 Core Aims for Children in Wales. The Assembly Government and the Youth Justice Board published the *All Wales Youth Offending Strategy*<sup>6</sup> which prioritises the prevention of youth crime and anti-social behaviour and the treatment of those within the youth justice system as children first and offenders second.

**3.74** In order to drive a reduction in first-time entrants, the Welsh Assembly Government has adopted the indicator as an outcome measure and the promotion of Youth Offending Team (YOT) prevention programmes as objectives of the *All Wales Youth Offending Strategy*. The first-time entrants indicator has also been set as one of the range of priority outcomes required by the Children and Young People's Plans in Wales. Other aspects of prevention are delivered by agencies common to England and Wales, including YOT prevention programmes, Community Safety Partnerships (known in England as CDRPs) and of course the activity of the police. The role of these programmes in Wales is as in England, as set out earlier in the DA.

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<sup>5</sup> *Children and Young People: Rights to action and extending entitlement: supporting young people in Wales*, Welsh Assembly Government, 2000.

<sup>6</sup> *All Wales youth offending strategy*, Welsh Assembly Government 2000.



## Increased participation and resilience

Indicator I	Proportion of 16 to 18 year olds who are not in education, training or employment (NEET)
National target	Reduce the proportion of young people not in education, employment or training by 2 percentage points by 2010.
Data provider	Department for Children, Schools and Families and Department for Work and Pensions.
Data set used	Population estimates for 16 to 18 year olds, collected through the Office for National Statistics (ONS) population estimates. <sup>1</sup>  Administrative data about those who are participating in education and training in: schools (collected through the annual Schools Census); further education (collected through the Individualised Learner Record); higher education (collected through the Higher Education Statistics Agency); and through Learning and Skills Council (LSC) funded work-based learning (collected through the Individualised Learner Record).  Data about those in non-government supported training, in employment and those who are NEET using proportions from the Labour Force Survey (LFS).
Baseline	10 per cent of 16 to 18 year olds were not in education, training or employment in 2004.
Frequency of reporting	Annual. Data is published in June, containing provisional rates for the current academic year and revised figures for the previous year.
95 per cent confidence interval at last outturn	Not applicable. The combination of administrative and survey data means that a robust 95 per cent confidence interval cannot be calculated. Historical data suggests an error margin of around +/- 0.6 percentage points.
Data Quality Officer	Youth Targets and Models, Young People Analysis; Department for Children, Schools and Families .
Minimum movement required for performance assessment	A movement of greater than 0.6 percentage points is sufficient to make a performance assessment.

## DEFINITION OF KEY TERMS

- *Education or training:*  
A 16 to 18 year old is defined as being in education or training if they are in full-time education, Work Based Learning (WBL), employer funded training, or other education and training. Other education and training covers young

<sup>1</sup> The estimates are a result of subtractions of those in education etc from a base population estimate and therefore estimates are subject to the weaknesses of those systems. Methodology is documented. It is not possible to disaggregate such an estimate by characteristics such as ethnicity. Furthermore figures calculated on this basis cannot be supplied at a local level, due to insufficient LFS sample sizes. The Client Caseload Information System (CCIS) will be used for LAAs/ local monitoring.

people who are studying, but are not included in other categories, for example: those attending independent colleges or training centres; at any college in part-time study not reported as released from a job; or receiving training or in part-time education but not currently employed.

- *Employment:*  
a 16 to 18 year old is defined as being in employment if they are an employee, self-employed, on a WBL programme or an unpaid family worker. This is the ILO (International Labour Organisation) definition and includes young people in full-time education who also have part-time jobs.

## **National target**

**A.1** The national target will be assessed in June each year. Provisional data is available in June 2010 and will be revised the following year, and so a final assessment of the target will be made by the end of 2011.

Indicator 2	Participation in positive activities
Data provider	Department for Children, Schools and Families.
Data set used	Client Caseload Information System (CCIS) used by Connexions Services. <sup>2</sup>
Baseline	This data is not currently collected. The 2008-9 data will be used to set a baseline for future years and will be available at the end of that period, in summer 2009.
Frequency of reporting	Monthly.
95 per cent confidence interval at last outturn	Not applicable – data has not yet been collected, and will be available in summer 2009.
Data Quality Officer	MI & NCCIS Systems Policy; Department for Children, Schools and Families.
Minimum movement required for performance assessment	First year will establish baselines on which to base the final calculation, initial thoughts suggest that a 0.5 percentage point movement is sufficient to make a performance assessment.

## DEFINITION OF KEY TERMS

- *Positive activities:*

The question that would be asked is currently under development, but will likely be similar to the following:

*Have you participated in a positive activity during the last month?*

With respondents being asked to indicate relevant activities from the following list:

- An organised sporting activity, e.g. sports club or class (where I've done sport not just watched it).
- A youth forum, focus group or a meeting outside school about making things better in my local area.
- Volunteering (i.e. giving your time to help) a charity or local group.
- A youth club or youth group with organised activities (e.g. youth café, scouts, guides, cadets)

<sup>2</sup> Although the data set covers most young people, it does not have universal coverage, as the Learning and Skills Act does not include independent schools in the legislation. Coverage of 13-16 year olds currently runs at about 96 per cent of the population estimates, coverage of 17 year olds is around 93 per cent but as the 18-19 year olds enter the labour market and become more mobile it is more difficult to maintain universal tracking and penetration here is only around 88 per cent. The individual circumstances of all young people are recorded on the CCIS system and it is already possible to identify young people by gender, ethnicity, LDD, as well as vulnerable groups such as teenage parents, and care leavers and their level of need of support. This indicator is still under development and more work needs to be undertaken to measure the quality of the output.

- Art, craft, dance, drama, film/video-making group or class (not in school lessons).
- Music group or lesson (not in school lessons).
- A residential course e.g. Do it 4Real, Outward Bound.
- After school or breakfast club.

The participation would be recorded under 10 main categories, which are still in development but could include culture, sport, young person empowerment etc. and will be able to be analysed by gender, ethnicity, characteristic type e.g. teenage parent, care leaver at National, Regional and Local Authority Area. In the longer term this would be available at District, Ward and Super Output Area.

Indicator 3	Young people’s substance misuse
Data provider	Office for Standards in Education (Ofsted), supported by the Department for Children, Schools and Families.
Data set used	Tell Us 2, which is Ofsted’s local area user-perception survey. The total number of respondents reporting either frequent use of drugs or alcohol or both is compared to the total number of respondents. <sup>3</sup>
Baseline	A partial baseline (frequent use of alcohol only) will be available in Autumn 2007; the first full baseline (frequent use of alcohol & drugs) will be available after Autumn 2008, when next year’s survey results are published.
Frequency of reporting	Annual – in Autumn.
95 per cent confidence interval at last outturn	Expected confidence interval of around 0.5 per cent at national level. Headline local authority data reliable to within three to five percentage points for a 50 per cent survey measure at the 95 per cent confidence level.
Data Quality Officer	Substance Misuse Team, Targeted Youth Support Division; Department for Children, Schools and Families
Minimum movement required for performance assessment	A 0.5 percentage point movement is sufficient to make a performance assessment at the national level.

## DEFINITION OF KEY TERMS

- Young people:*  
For the purposes of this PSA indicator, young people are defined as aged from 10 up to and including 15 years old.
- Frequently:*  
Frequent use is described as regular use within the last four weeks, which is taken as a proxy for misuse.
- Misuse:*  
This is defined as the use of any substance which results in harm, such as poor outcomes, school exclusion, criminal involvement, health problems etc.
- Substances:*  
This refers to illicit drugs, consumption of alcohol and volatile substances such as solvents, glue or gas.

<sup>3</sup> The indicator is quantitative, but the assessment itself is subjective. Quality assessments including the representative nature of the sample will have to be undertaken once the survey is established. In particular, the biases in self reporting will need to be explored.

Indicator 4	Under-18 conception rate
National target	Reduce the under-18 conception rate by 50 per cent by 2010 as part of a broader strategy to improve sexual health.
Data provider	Office for National Statistics (ONS).
Data set used	Conception statistics in ONS' "Health Statistics Quarterly".
Baseline	England's 1998 under-18 conception rate of 46.6 per 1000 females aged 15-17.
Frequency of reporting	Annual data are used to measure progress towards target. Quarterly data are used for within-year monitoring. <sup>4</sup>
95 per cent confidence interval at last outturn	The current percentage reduction in rate between 1998 and 2005 is 11.8 per cent (95 per cent confidence interval of 10.6 per cent and 13 per cent). England's under-18 conception rate for 2005 was 41.1 (95 per cent confidence interval 40.7 - 41.5).
Data Quality Officer	Targeted Support Division, Supporting Children and Young People Group; Department for Children, Schools and Families
Minimum movement required for performance assessment	Conception rates, and the percentage change in rates since baseline, are reported to one decimal place. (Note: percentage change in rate is calculated from un-rounded under-18 conception rates.)

## DEFINITION OF KEY TERMS

- Under 18:**  
 The rate includes all conceptions under-18 but uses the female population aged 15-17 as a denominator to calculate the rate (as 95 per cent of under-18 conceptions occur within this age group).
- Conception rate:**  
 This is defined as the number of conceptions under-18 per 1000 females aged 15-17.

### National target

**3.75** The national target will be assessed following the release by ONS of annual conception data in February each year. A final assessment of the target will be made in February 2012 (reflecting data for 2010).

<sup>4</sup> There is a 14 month time-lag in the release of conception statistics, as they are partly compiled from birth registration data (which may not be available up to 11 months after the date of conception).



Indicator 5	Number of first time entrants to the Criminal Justice System aged 10-17
Data provider	Ministry of Justice.
Data set used	Police Force data, provided through the Police National Computer (PNC). <sup>5</sup>
Baseline	The number of offenders in England and Wales who received either a conviction, reprimand or final warning for a recordable offence for the first time during 2006/7 and who were aged 10-17 at the time.
Frequency of reporting	Quarterly.
95 per cent confidence interval at last outturn	Not applicable: in principle the PNC provides a census of all juvenile offenders prosecuted by the police for recordable offences where the outcome is a conviction, reprimand or final warning.
Data Quality Officer	RDS-NOMS; Ministry of Justice.
Minimum movement required for performance assessment	This indicator is measured by a census, rather than a survey; any change at all should therefore enable an assessment. However, a reduction of around 2 per cent would demonstrate progress.

## DEFINITION OF KEY TERMS

- Entry into the Criminal Justice System:*  
For the purposes of this measure entry to the Criminal Justice System is considered to be through either a reprimand or a final warning given by a police force in England and Wales or through a conviction at a court in England and Wales. One other pre-court disposal (penalty notice for disorder – essentially a small fine) does not count.
- Juvenile first-time entrant:*  
This is defined as a young person who receives their first reprimand, final warning or conviction at the age of 10-17.
- Recordable offences:*  
Those offences which the police are required to record on the PNC. These are criminal offences that may be punishable by a term of imprisonment or are declared as recordable by statute. They generally cover indictable and triable either way offences plus many more of the more serious summary offences.

<sup>5</sup> Measure is derived from an administrative system, which, whilst generally considered to be sound, is subject to the inaccuracies inherent in any large-scale recording system. Some convictions resulting from prosecutions by authorities other than the police may not be captured.





