

PSA Delivery Agreement 13: Improve children and young people's safety

October 2007

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CONTENTS

		Page
Chapter 1	Vision	3
Chapter 2	Measurement	5
Chapter 3	Delivery strategy	7
Annex A	Measurement annex	21

VISION

1.1 The Government is committed to improving the safety of children and young people. Staying safe is vital for children and young people's happiness, health, well-being and achievement. Unless they are safe, children cannot thrive. Harm to children can have a fundamental impact during their childhood and lasting effects into adult life. Improving children's safety means tackling a wide range of issues – abuse and neglect, accidental injury and death, bullying, crime and anti-social behaviour, as well as ensuring a stable home environment.

1.2 Every child and young person should be able to enjoy their childhood and teenage years safe from harm and the fear of harm. Childhood is a time for learning and exploring. Children and young people today enjoy a variety of activities and opportunities which would have seemed unimaginable to previous generations. The internet has opened up a world of information, education, communication and entertainment; travel is cheaper and easier; and improvements in educational standards mean that children and young people have opportunities for further study and better job prospects.

1.3 In many ways, children and young people are safer now than in previous generations. But society is more complex and can bring new risks and challenges. Children and young people worry about their safety on the streets and cite bullying as their top safety concern. The internet and mobile phones have provided new opportunities for those who seek to harm children and young people. Certain groups of children remain more vulnerable to abuse and neglect. Rates of accidental injury and death are too high, particularly amongst disadvantaged groups.

1.4 Making sure children are safe does not mean over protecting them or preventing them from making the most of opportunities. The Government has a role to play in supporting parents to strike the right balance between protecting their children and allowing them to learn and explore new situations safely. Children and young people can learn about their personal safety and how to help themselves and develop resilience, particularly as they gain more independence during their teenage years. Parents need to understand what the risks of harm to their children are, how likely these risks are to occur and what they can do to help reduce them. However, this is not solely the responsibility of parents, or of local or national government. Helping children and young people to stay safe should be everyone's responsibility.

1.5 Over the next three years, the Government is committed to driving further real improvements in child safety. New actions to help change behaviour and improve understanding will enhance the new legislative framework. A new cross-Government strategy, *Staying Safe*, will raise awareness of the importance of children and young people's safety.¹ *Staying Safe* marks a new co-ordinated approach to policy on children's safety across central Government, mirroring developments at a local level through Local Safeguarding Children Boards. Delivery will depend on close working between the Department for Children, Schools and Families, Home Office, Ministry of Justice, Department of Health, Department for Communities and Local Government Department for Innovation, Universities and Skills and the Department for Transport amongst others.

¹ *Staying Safe: a consultation document*, 18 July 2007 DfES. The consultation is currently open. A cross-Government action plan will be published in response to the consultation in early 2008.

1.6 The DCSF will continue to engage partners on the implications of this Delivery Agreement as it is implemented and developed. The outcomes of the Staying Safe consultation and the cross-Government action plan will be vital in driving forward the delivery of this PSA. In addition, 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 Staying Safe action plan and the Children's Plan.

1.7 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.

2

MEASUREMENT

2.1 The indicators underpinning this PSA reflect the breadth of the issues which need to be addressed to improve children's safety. Fuller descriptions are at Annex A.

Indicator 1: Percentage of children who have experienced bullying

- Bullying is the safety concern most commonly cited by children and young people – in one national survey in 2006, 69 per cent of respondents reported they had been bullied.¹ The data for this indicator will be collected by the Ofsted local area user perception survey (Tellus 2). Data from the survey will be used to evaluate whether current policies are having the desired effect on reducing bullying with action taken to improve outcomes. The Government wants to see numbers of children reporting being bullied reducing over the 2007 Comprehensive Spending Review (CSR) period.

Indicator 2: Percentage of children referred to children's social care who received an initial assessment within 7 working days

- Initial assessments, which take place after a child is referred to social care, are an important indicator of how quickly services can respond when a child is thought to be at risk of serious harm. As the assessments involve a range of local agencies, this directional indicator also shows how well multi-agency working arrangements are established, as well as the quality of service received from children's social care. In 2007, average performance on this indicator was 68 per cent, with a significant variance between authorities of around 30 per cent to 100 per cent. The Government expects to see an improvement in the percentages of initial assessments being carried out within these timescales.

Indicator 3: Hospital admissions caused by unintentional and deliberate injuries to children and young people

- Accidents are the leading cause of injury to children and disproportionately affect children from lower socio-economic groups. Injuries caused by accidents and deliberate harm, including those injuries which present at hospital as accidents but which may in fact be caused deliberately are an important indicator of the effectiveness of local agencies in working to prevent accidental and deliberate harm to children. 158,300 children and young people age 0-18 were admitted to hospital in 2005-06 with unintentional and deliberate injuries. Numbers have been increasing in recent years (in 2002-03 there were 144,500 patients) but have fluctuated during the last eight years with a peak of 160,000 in 1999-00. The Government wants the numbers of children admitted to hospitals for these causes to reduce over the 2007 CSR period.

Indicator 4: Preventable child deaths as recorded through child death review panel processes

- Child death review panels, which will be a statutory requirement from April 2008, will consider each unexpected child death in their area to ascertain the

¹ See www.bullying.co.uk for more information on the National Bullying Survey.

causes of death, learning what could have been done to prevent the death where possible. The panel will review all causes of death, both accidental and deliberate. A core dataset will be collected by panels, which for the first time will provide new data on all preventable child deaths. The Government expects the numbers of preventable child deaths to reduce over the CSR07 period.

3

DELIVERY STRATEGY

Local Safeguarding Children Boards

3.1 The Government's overall strategy for delivering improvements in child safety relies on action being taken at each of three levels: universal safeguarding (to protect all children and young people from harm), targeted safeguarding (to reduce the risks of harm for particularly vulnerable groups) and responsive safeguarding (to address instances where a child has been harmed). The main actions, roles and responsibilities for each area are set out here, including how partners will be held accountable for delivering work over the 2007 Comprehensive Spending Review (CSR07) period.

3.2 To deliver improvements at each level of this framework, partners need to operate together in every local area to ensure their work is both coordinated and effective. At the heart of this delivery strategy is the role of Local Safeguarding Children Boards (LSCBs) in each local area. The LSCB is the key statutory mechanism for:

- agreeing how the relevant organisations in each local area will cooperate to safeguard and promote the welfare of children in that locality; and
- ensuring the effectiveness of the work the organisations undertake to safeguard children and young people in the local area.

3.3 Some partners in the LSCB are statutory members with a duty to contribute to effective working (including Local Authorities, health services, police, probation, youth justice organisations, CAF/CASS¹ and Connexions), whilst others should be involved, but are not under a legal obligation (including schools, further education (FE) colleges, early years settings, training providers working with 14-19 year olds, Border and Immigration Agency (BIA), Fire and Rescue Service, NSPCC and other third sector bodies). All partners are critical to making progress on this PSA. They need to work together to safeguard children and promote their welfare, focusing on identified local priorities. All LSCBs will establish child death review panels by April 2008 to learn lessons from child deaths that occur in the local area.

3.4 In each local area, partners have distinctive roles to play and will be responsible for actions underpinning delivery of each of the priority areas in the PSA. Within central government, the Secretary of State for Children, Schools and Families is responsible for coordinating delivery of this PSA. Central government will formulate policy and lead on strategy for safeguarding children and young people, ensure a clear national framework is in place, develop the legislative framework, raise awareness and understanding of the issues and different responsibilities, support local implementation, review policy and performance through inspection, support research and allocate resources.

3.5 Government departments will also drive workforce reform, working with partners such as the Children's Workforce Development Council and the General Social Care Council, and use funding to incentivise modernised children's social work. Central government will work with the Learning and Skills Council to ensure that standards are met by providers of education and training to 14-19 year olds.

3.6 LSCBs and children's trusts will lead the whole system locally, ensure safe local environments, provide and promote child protection training for service providers, ensure safety on the roads (drawing on expertise within local authorities), build

¹ Children and Family Court Advisory and Support Service.

effective partnerships, work within specific legislative frameworks, lead enquiries on specific child protection cases and provide direct services for children in need.

3.7 Local Authorities are responsible for children's social care and will continue to drive improvements in frontline practice, including through implementation of the Integrated Children's System and modernising the social care workforce. Local Authorities will work with services for which they are responsible to ensure that policies are in place for tackling bullying. In *Aiming High for Young People*² an expectation was set out for local partners, including LSCBs, Local Strategic Partnerships and children's trusts to work together to address young people's safety and reflect actions in local planning processes.

3.8 Many agencies have important roles to play in improving children and young people's safety, as set out below:

- **children's social care services** will act on child protection referrals, assess need and coordinate responses from local agencies to keep children safe and promote their welfare;
- **police forces** will identify and act on child protection concerns, carry out criminal investigations, enforce road traffic laws and help to prevent harm. Police forces have specific child abuse investigation units and can exercise emergency powers where necessary to protect children believed to be at immediate risk. Police forces will be increasingly involved in Safer Schools Partnerships to help schools provide a safer and secure school community, including ensuring children are not victimised. Community Support Officers increasingly have a role in ensuring the safety and cohesion of local communities and have a role in tackling bullying which occurs in the community;
- **NHS organisations and staff** will actively promote the health and well-being of children, identify and work in partnership with agencies to address safeguarding concerns, and provide timely, therapeutic and preventative interventions;
- **services for vulnerable adults** such as prisons, adult mental health, adult substance misuse and domestic violence intervention projects will recognise the links between service users who are parents and risks to their children's safety and act to safeguard children;
- **universal services** including schools, early years providers, extended school services, FE colleges, training providers working with 14-19 year olds, housing services, local authority planners, parks/green spaces managers and road safety officers will work to create a safe environment for children and young people, educate children and young people about how to keep themselves safe, and refer any concerns about children's safety to the relevant local agency. In *Aiming High for Young People* the Government committed to providing additional investment over the CSR07 period to support a greater priority at local level for developing safe, accessible places where young people can spend their free time constructively;

² *Aiming High for Young People: a ten year strategy for positive activities*, July 2007, HM Treasury and DCSF. Available at http://www.hm-treasury.gov.uk/media/2/6/cyp_tenyearstrategy_260707.pdf

- **third sector organisations** provide a range of preventative services relating to accidental and deliberate harm, including helplines (such as ChildLine and Parentline Plus), ensuring the safety of those working with children, promoting the road safety of children and providing information and resources about accident prevention. Many third sector organisations, including faith organisations, work with hard to reach groups to carry out important preventative work within communities. The third sector can also be involved in providing therapeutic support for children who have been abused, which can help to improve the quality of service received by the child and their family;
- **the Fire and Rescue Service** has a statutory duty to carry out fire prevention work and fulfils this by promoting fire safety to children in the local area, and being involved in LSCBs and child death review panels as necessary. The Fire and Rescue Service also plays an important part in road safety, including working actively to promote road safety and so prevent accidents; and
- **everyone working with children and young people**, whether in paid employment or as volunteers, should promote children's resilience to harm, be alert to risks and indicators of harm, and know when and with whom to share information.

3.9 As well as local partners, the general public has a contribution to make to ensuring children and young people can stay safe, by acting appropriately themselves, identifying any unacceptable behaviour by others towards children and young people, and acting on any concerns about children's safety. Parents need to understand risks of harm to their children, and manage these on a day to day basis. As their children grow up, parents can help them to build resilience of their own to risks to their safety. Children and young people can also help to improve their own safety by knowing what is acceptable and unacceptable behaviour towards them, knowing how to identify and manage risks of harm, and who to approach if they have concerns.

3.10 To deliver improvements in child safety, the delivery strategy will build on progress already made and aim to drive real improvements to children and young people's outcomes over the 2007 CSR period. Actions taken in each area of the framework will fill gaps or make policies more effective where necessary.

UNIVERSAL SAFEGUARDING: HELPING ALL CHILDREN AND YOUNG PEOPLE TO STAY SAFE

3.11 Safety is important for all children and young people – being safe at home, at school or college, on the roads, at play – and it is everyone's responsibility to create these safe environments, so that children and young people can enjoy and achieve. Many agencies working with children and young people have a role to play in universal safeguarding; both in making sure places for which they are responsible are safe for children, and in helping parents and children themselves to prevent any issues arising.

Safety at home **3.12** Health services make an important contribution to helping parents to make sure their home is safe for a growing child. As part of their delivery of the Child Health Promotion Programme, the key universal service that promotes the health and well-being of children, midwives and health visitors contribute to educating parents about home safety and monitoring accidents in the local area. The health-led parenting support test sites will identify the most effective interventions to help reduce accidental

and non-accidental injuries for the most vulnerable families. The approach is based on the Nurse Family Partnership Programme in the United States which has achieved impressive reductions in accidental and non-accidental injuries. There are 10 sites across England, mainly in Sure Start children's centres, where the programme is being delivered to first-time young parents. The Government will be looking at how findings from the 10 test sites can be integrated into the Child Health Promotion Programme.

3.13 The Fire and Rescue Service has a statutory duty to carry out fire prevention work including making homes safer for children. The Service will continue to work closely with children and families, encouraging and fitting smoke alarms in houses and educating children in schools about how to keep their homes safe.

3.14 Many homes now have internet access and for children and young people this opens up a world of opportunities, but also brings new challenges. The Child Exploitation and Online Protection Centre (CEOP) will work to expand its existing 'think u know' education programme, currently focused on secondary schools, to reach more pupils, including at primary schools. The Office of Communications (Ofcom) and the British Standards Institute will award kite marks for internet content control software so that parents know what software applications can help them protect their children online. Schools will teach more about internet safety as part of the new information and communications technology (ICT) curriculum for 11-14 year olds, which will ensure that all children in this age group are taught about the importance of keeping themselves safe online. Becta, the lead agency for ICT in education will help to educate teachers about e-safety issues and work with LSCBs to promote internet safety. The Byron Review, announced on 6 September 2007, will look at how to help parents and children get the best from technologies while protecting them from harmful content on the internet or in video games. Its recommendations will be available by the start of the 2007 CSR period.

Safety in school, college or early years provision

3.15 A vital aspect of children's safety at school, college or in an early years setting is ensuring a safe physical environment. The Buildings Schools for the Future (BSF) programme will rebuild or renew every secondary school in England over a 10-15 year period. By 2011, every local authority in England will have received funding to renew at least the schools in greatest need – many will have major rebuilding and remodelling projects underway through BSF and the remainder will have received resources through the Academies programme or the Targeted Capital Fund. Guidance to Local Authorities on BSF makes specific provision for safe school buildings, including in delivery of extended school services. Early years providers need to meet standards of safety for their premises, which are regulated by Ofsted.

3.16 Schools and FE colleges will work to tackle bullying directly, including by creating a culture of respect within the school, raising awareness amongst staff members and following the guidance in *Safe to Learn*,³ including specific guidance on homophobic bullying and cyberbullying. Training providers responsible for 14-19 year olds will also need to be alert to signs of bullying and how to address any concerns. There is a bullying indicator underpinning this PSA, part of a basket of measures to assess whether progress is being made in improving children's safety.

3.17 Early years providers, schools and FE colleges play an important part in identifying concerns about children's safety and referring on to children's social care where appropriate. A senior designated member of staff must ensure that all staff have adequate knowledge of child protection and safeguarding issues. Early years providers,

³ See www.dcsf.gov.uk/bullying for more information.

schools and colleges teach children and young people about safety issues, including road safety, accident prevention, substance misuse, sexual harassment, self-harm, internet safety and building their resilience.

Safety on the roads **3.18** Road accidents are the biggest cause of accidental death to children. The Government will continue to set a clear policy and legislative framework through the child road safety strategy. The strategy was most recently updated in February 2007 and set out the following priorities for reducing accidents amongst:

- older children (aged 12-15 years) where casualty reductions have been half that for younger children;
- boys, who form the majority of child casualties;
- child pedestrians (over 60 per cent of child fatal or serious injuries are to pedestrians);
- disadvantaged areas; and
- children in different social and ethnic groups, and in urban and rural areas.

3.19 The strategy includes a specific target for children's road safety: to reduce by 50 per cent the numbers of children aged 0-15 killed and seriously injured in Great Britain, by 2010, compared with the average for 1994-98⁴. Local Authorities are responsible for continuing to deliver improvements in children's road safety and for promoting road safety to children in their area. Schools have an important function in providing road safety education. Police forces have a powerful preventative role to play and will continue to enforce laws which contribute to children's safety, for example speeding, drinking and driving, seatbelt and mobile phone use to prevent injuries and deaths caused by road traffic accidents. The Fire and Rescue Service is also involved in road safety – both in preventative work and in dealing with the aftermath of accidents on the road.

Main areas for further action over the 2007 CSR period **3.20** The cross-Government *Staying Safe* strategy sets out a number of areas for further action to improve the safety of all children and young people. During the consultation period, these proposals will be debated and refined. A cross-Government Action Plan will be published in early 2008 setting out which actions will be taken forward and when. This PSA Delivery Agreement will be updated to reflect the Action Plan. As part of the *Staying Safe* strategy, new actions are proposed in the following areas:

Play and taking part in positive activities

- launch a new communications campaign to encourage parents to let their children play outside in safe environments, and take part safely in positive activities.

Understanding and managing risks

- carry out a research project into the best Personal, Social and Health Education (PSHE) materials for teaching about safety, helping teachers to identify which resources will be most helpful for their particular school; and

⁴ This is set out within the Department for Transport's Departmental Strategic Objective set.

- create a module of Continuing Professional Development for teachers of PSHE about how to teach children and young people to keep themselves safe.

Addressing new threats to children's safety

- work with CEOP, Becta and other partners to inform parents of potential risks online, and help them to keep their children safe.

A safe workforce

- implement the new vetting and barring scheme and communicate duties under the scheme to all employers of people working with children and young people (in both paid and voluntary work) and to parents;
- promote safer recruitment practices in all sectors involving work with children and young people, building on the recent guidance issued to education settings; and
- help employers be aware of the signs of abusive intent or behaviour in the recruitment process and beyond.

Child road safety

- promote effective practical child pedestrian training such as Kerbcraft;
- promote good practice in road safety education;
- encourage broad local partnerships to deliver coordinated road safety activities;
- communicate road safety messages to children and other road users through the Think! Campaign;
- involve parents and peers in delivering road safety messages to children; and
- encourage wider use of 20 mph zones where children are active.

Helping LSCBs to make a difference

- publish non-statutory practice guidance for LSCBs that will provide best practice case studies and further clarify some of the guidance on LSCBs as set out in *Working Together to Safeguard Children*;⁵
- emphasise the importance of participation in LSCBs by a range of agencies;
- define the framework for measuring LSCBs' progress – developing an understanding of what a 'good' LSCB looks like;
- clarify the place of LSCBs in the local area performance cycle;
- trial the development of national templates for local protocols; and
- undertake a further LSCB stocktake in 2008.

⁵ *Working Together to Safeguard Children*, April 2006, HM Government, is available from www.ecm.gov.uk/socialcare/safeguarding.

TARGETED SAFEGUARDING: PROTECTING VULNERABLE CHILDREN AND YOUNG PEOPLE

3.21 Certain groups of children and young people are more vulnerable to harm than others. Children from lower socio-economic groups are at greater risk from accidents. Children who do not live at home for one reason or another are at higher risk of harm. There are also overlaps between the types of harm a child might face which means a child who is already being harmed, or who has been harmed, is vulnerable – for example children and young people who are maltreated at home are more likely to be bullied at school.

Children in care **3.22** Children in care are at a high risk of harm, even after they enter the care system. They are over-represented in a range of vulnerable groups including teenage parents and young offenders, and are more at risk of developing substance misuse problems. *Care Matters: Time for Change*⁶ sets out a series of new actions for improving the lives of children in care. These include a £500 annual education budget for each child in care at risk of falling behind in their education to spend on books and after school activities, and a £2,000 university bursary. Children in care will also in future have their education overseen by a ‘virtual school head’ who will take responsibility for all the children in care in their area, working with school staff, local authorities and carers to monitor their progress and improve their educational prospects. Pilots of ‘social work practices’ will be established during the 2007 CSR period to test whether partnership arrangements with external agencies can improve a child’s experience of care.

3.23 A small number of young people, around 3,000 each year, arrive on their own in the United Kingdom to seek asylum. The BIA set out a number of proposals to improve the immigration and care processes for this group in a recent consultation paper⁷ and will soon set out how changes will be implemented for this group of vulnerable young people.

Disabled children **3.24** Disabled children can be at increased risk of harm, including from abuse, neglect and bullying. In May 2007, the Government published *Aiming High for Disabled Children: Better Support for Parents*⁸ which committed an extra £280 million between 2008 and 2011 to provide more short breaks for disabled children and their parents. As well as ensuring that safety is a key element of all short break provision, the Government will be asking for people’s views during the consultation on *Staying Safe* on what further action should be taken to raise awareness of particular safeguarding issues for disabled children and reduce risks of harm.

Young people in custody **3.25** Young people remanded in custody or given a custodial sentence can be more vulnerable to harm and some may have suffered abuse and neglect before their admission to custody. Governors and Directors of Secure Training Centres and Young Offender Institutions and managers of Secure Children’s Homes will continue to ensure clear strategies are in place for preventing self-harm and bullying, ensure effective safeguarding policies and procedures are in place and ensure there are clear responsibilities for child protection and safeguarding. Where children are at risk of harm and require safeguarding, the relevant establishment must take steps to ensure the child’s safety.

⁶ *Care Matters: Time for Change*, June 2007. Available from www.dcsf.gov.uk/publications/timeforchange.

⁷ See <http://www.ind.homeoffice.gov.uk/lawandpolicy/consultationdocuments> for more details.

⁸ *Aiming High for Disabled Children: better support for families*, May 2007, HM Treasury and DCSF, available from http://www.hm-treasury.gov.uk/media/C/2/cyp_disabledchildren180507.pdf.

3.26 The Youth Justice Board for England and Wales (YJB) will continue to work with the providers of custodial places to develop safeguarding arrangements and promote effective behaviour management strategies. The YJB's approach to commissioning places in custody for children and young people will continue to be based on the principles set out in its Secure Estate Strategy for Children and Young People including that secure institutions should:

- have a culture centred on the child and young person;
- minimise the likelihood of harm to young people through integrated and rigorous safeguarding measures;
- provide high quality physical and mental health services;
- have regimes that are fundamentally geared to the individual educational, training, recreational, cultural and personal development needs of children and young people;
- employ an approach to behaviour management that emphasises to the greatest possible extent positive encouragement and reward; and
- be run by staff committed to working with children and young people who are adequately trained in this area of work, and who have completed nationally approved training in effective practice work with young people who have offended.

Children involved with courts

3.27 Children and young people who have been harmed, or who are at risk of harm, may be the subject of court cases. To ensure that cases concerning arrangements for children's care proceed through the courts as quickly as possible, statutory guidance will be revised from November 2007 to support Local Authorities in preparing a case and to improve the quality of applications. New case management procedures, in the form of a Public Law Outline, are being introduced nationally from April 2008. A target has been set by the Ministry of Justice to increase the proportion of care cases being completed in the courts within 40 weeks by 10 per cent by 2009/10.

3.28 For cases where children are the subject of a contact or residence dispute, the Government is promoting the use by parents of alternative dispute resolution services instead of contested court cases. Changes to court rules and forms made in January 2005 were designed to identify at an early stage cases in which domestic violence or abuse is alleged. Current work is focused on improving the effectiveness of the forms.

3.29 For criminal cases, the Ministry of Justice is working to improve the safety of children who appear as witnesses. Courts are working towards a target that by the end of 2008 all Crown Courts and 90 per cent of Magistrates' Courts will have separate waiting facilities. Special measures were introduced in the Youth Justice and Criminal Evidence Act 1999, including:

- video-recorded statements admitted as evidence;
- giving evidence by live link from outside the courtroom;
- screens around the witness box so the young witness does not see the defendant;
- giving evidence in private where cases involve sexual offences or intimidation; and

- use of communication aids and intermediaries to assist with communications in both police interviews and in court.

Main areas for further action 3.30 Over the 2007 CSR period and as part of the *Staying Safe* strategy, new actions are proposed in the following areas:

Improving practice in children's social care

- look at ways that social work training, both at the qualifying and post-qualifying stage, could better prepare social workers to work within the new Integrated Children's System, the guidance *Working Together to Safeguard Children*⁹, and the Framework for Assessment of Children in Need and their Families;
- carry out further work with the Children's Workforce Development Council (CWDC) to improve management and supervision in children's social care;
- consider the case for regular inspection of safeguarding services for children under the new inspection arrangements from 2009;
- launch a new national safeguarding awards scheme to celebrate success and highlight individual contributions to improving children and young people's safety; and
- put forward for consideration in 2008 a safeguarding theme for the local authority beacon award scheme, which would showcase good practice and help to share learning across local areas.

Reducing numbers of accidents in the home

- launch communications targeted at parents in high risk households, advising them about the causes of accidents and how to prevent them; and
- work with partners in the public, private and third sectors to provide both parents and professionals with improved support and information on common risks in the home, and the most effective forms of intervention to prevent accidents and injuries.

Parental problems which impact on children and young people's welfare

- work with the relevant inspectorates and departments to develop and deliver the new risk-based Comprehensive Area Assessment, and consider how issues around links between adults' and children's services should be reflected;
- work with local authorities and their partners to support targeted communications to parents with problems that may affect their children about the support available for them; and
- put forward for consideration in the 2008 Local Authority beacon award scheme a theme around outreach to families whose children may be at risk of harm, as part of the overall proposed theme on safeguarding. Over the 2007 CSR period, services will need to improve their engagement with minority communities to ensure all children are afforded the same levels of protection.

⁹ *Working Together to Safeguard Children: A guide to inter-agency working to safeguard and promote the welfare of children*, HM Government, April 2006.

Improving personal safety on the streets

- extend bullying policies and training used in schools to other settings, including children's homes, extended school services, FE colleges and youth groups;
- identify effective anti-bullying strategies for children's services and disseminate good practice examples that could be adopted by the children's trusts and LSCBs where relevant;
- identify good local and international practice in addressing the risks of harm to young people involved in gangs; and
- consider the role that children's trusts and LSCBs could play in reducing knife and gun crime and the wider issue of safety on the streets.

RESPONSIVE SAFEGUARDING: RESPONDING WHEN CHILDREN AND YOUNG PEOPLE HAVE BEEN HARMED

3.31 Some children and young people are harmed, and it may be that this will not have a long-lasting effect, but where a child or young person has been harmed, action should be taken to respond to this as quickly and effectively as possible as set out in the guidance *Working Together to Safeguard Children*¹⁰.

Processes for reviewing incidents of harm

3.32 LSCBs should consider convening a Serious Case Review where a serious injury to a child or death happens in a local area, and abuse or neglect is considered to be a factor. The purpose of the Serious Case Review is to identify lessons and the LSCB should create an action plan to ensure changes happen to address the findings of the Review. In addition to Serious Case Reviews, from April 2008, each LSCB will have to put in place processes to review the deaths of all children. This will consist of a rapid response when a child dies unexpectedly, and a child death review panel which will take an overview of all deaths of children aged up to 18 in the local area. The panel will look at how such deaths might be prevented or avoided in the future and make recommendations for changes. Data from child death review panels will be used to inform the indicator on preventable child deaths, which underpins this PSA.

Support for victims of abuse

3.33 To ensure that professionals in all sectors and settings are able to respond to the needs of victims of domestic and sexual violence, the Victims of Violence and Abuse Prevention Programme has been established. The programme is developing national service guidelines which will be published in 2008 and start to drive changes in the system to help children who have been abused to access the appropriate services.

Addressing exploitation of children

3.34 The Home Office has recently published the *UK Action Plan on Human Trafficking*¹¹ and the Government will soon be publishing practice guidance *Safeguarding Children who may have been trafficked* following a consultation. There is a risk that trafficked children may end up in prostitution. The Government will update

¹⁰ *Working Together to Safeguard Children: A guide to inter-agency working to safeguard and promote the welfare of children*, HM Government, April 2006.

¹¹ *The UK Action Plan on Human Trafficking*, March 2007, Home Office and Scottish Executive. Available from www.homeoffice.gov.uk/documents/human-traffick-action-plan.

current guidance on *Safeguarding Children Involved in Prostitution*¹² setting out a clear policy direction on the way in which children and young people at risk of or suffering sexual exploitation should be supported or protected.

Managing child sex offenders 3.35 In 2006, the then Home Secretary launched a review of the current arrangements for managing child sex offenders. Its findings make a number of recommendations which will be taken forward over the 2007 CSR period, including:

- piloting a new process to allow parents and guardians to request details of possible sex offenders;
- requiring police and probation services to consider in each case whether a child sex offenders' conviction should be disclosed to protect children;
- reviewing the use of satellite tracking to monitor high-risk sex offenders;
- developing the use of drug treatment to reduce sexual drive in offenders;
- piloting compulsory polygraph tests for offenders;
- requiring more information from those on the Sex Offenders Register – including email addresses and information about their relationships; and
- promoting community awareness campaigns to educate parents about ways to protect their children from sex offenders.

Main areas for further action 3.36 Over the 2007 CSR period and as part of the *Staying Safe* strategy, new actions are proposed in the following areas.

Highlighting the role of the public in children and young people's safety

- provide additional support for listening services for children via ChildLine; and
- launch a public education campaign to improve the public's ability to identify and report concerns about children's safety.

Better safeguards for children coming in and going out of this country

- ensure immigration staff encountering children are aware of the importance of keeping children safe from harm and are able to refer children quickly, carefully and lawfully to appropriate parties where concerns about the safety of children are raised; and
- raise awareness amongst professionals about cross-border issues including forced marriage, private fostering, trafficked children and child abduction.

ACCOUNTABILITY AND GOVERNANCE

Local level accountability 3.37 To ensure delivery to drive the improvements in indicators for this PSA over the next three years, the role of the LSCB at a local level is absolutely critical to secure local support in driving local change and improving practice. LSCBs need to be supported to be as effective as possible, as they are responsible for ensuring that work carried out by its partners is effective in safeguarding children and young people. This is therefore a central strand of the delivery strategy for this PSA. In June 2007, the then DfES

¹² *Safeguarding Children Involved in Prostitution*, May 2000 Department of Health, National Assembly for Wales, Home Office, Department for Education and Employment. Available from http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_4006037.

published its report of a review of LSCBs' early progress, setting out further actions central Government will be taking to help LSCBs to make a difference.¹³

3.38 Local Authorities have a statutory duty to promote road safety, and most employ Road Safety Officers to carry out that duty. They set local targets and report on casualty reductions in their areas through the Local Transport Plans (Borough Transport Plans in London), best value performance indicators and local Public Service Agreements. Assessment of their education, training and publicity forms part of their overall Local Transport Plan assessment.

3.39 Indicators 1, 2 and 3 underpinning this PSA form part of the local government National Indicator Set (NIS). Performance against these indicators will form part of each local area's discussions about Local Area Agreement (LAA) priorities with Government Offices who will coordinate action to respond to underperformance. Where local performance against one of the indicators is poor and improvement is considered a local priority, the local authority and its partners will agree a specific local improvement target with central government as part of the LAA process.

3.40 Delivery will also mean making best use of the new performance framework set out in *Strong and Prosperous Communities: the Local Government White Paper*¹⁴ to ensure Government Offices, local authorities and partners have the flexibility and capacity to deliver the best solutions for local areas. Local Strategic Partnerships supported by children's trusts and LSCBs will play a vital role in delivering joined up local services through Local Area Agreements.

3.41 For partner organisations in LSCBs, inspectorates will have an important role in monitoring local services, including how well they safeguard and promote the welfare of children and young people. Inspectorates involved are:

- The Office for Standards in Education, Children's Services and Skills (Ofsted), in relation to local authority children's services, private, third sector and independent early years provision, schools and FE colleges;
- Healthcare Commission, in relation to all health services (where the Healthcare Commission's annual health check will include a new opportunity for LSCB chairs to comment on self assessments from Primary Care Trusts, NHS Trusts, and NHS Foundation Trusts);
- Her Majesty's Inspectorates of Constabulary, Prisons and Probation, in relation to the police, youth offending services and probation; and
- Audit Commission, in relation to the Fire and Rescue Service.

Central government 3.42 In central government, a cross-government PSA Board will be established to monitor and drive delivery of the expected improvements in child safety. The PSA's Senior Responsible Owner will be the Director General for Children and Families within the DCSF. The PSA Board will ensure that the work of each government department represented relating to safeguarding children and young people is co-ordinated and coherent, and that policies and their implementation are timely and effective. 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

¹³ Local Safeguarding Children Boards: A review of progress, June 2007, DfES. Available from www.everychildmatters.gov.uk/socialcare/safeguarding/lscb/

¹⁴ *Strong and Prosperous Communities - The Local Government White Paper*, October 2006, CLG.

monitoring the delivery of the Government's objectives for children, young people and families, as well as ensuring effective use of resources. The Secretary of State for Children, Schools and Families will be the lead minister for the PSA and 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.

Involving children and parents in improving children's safety

3.43 Children, young people, parents and carers have an equally important role in improving children's safety. Children and young people can play an important role in keeping themselves and one another safe, by recognising the risks they face in any given situation - whether in their home, on the street, at school, out at play or in organised activities - and knowing what steps to take to mitigate these. Parents' attitudes and behaviour are fundamental to the safety of their children and can also set examples which their children may follow later in life. Providing a secure and stable home environment can build essential protective factors which will help children and young people to reduce the risk of harm through their lives. Fathers and mothers can teach their children about risks they might face and how to mitigate these.

3.44 LSCBs and children's trusts should ensure that the views of children and young people about their safety concerns are taken into account when planning services to deliver against the priorities set out here. Some LSCBs have already carried out surveys amongst local children and young people to help define their priorities for action. In *Staying Safe*, a range of proposals is outlined, many of which will improve children's ability to build their resilience to risk, and help parents influence local organisations.

CONSULTATION

3.45 The following stakeholders were engaged during the development of this PSA Delivery Agreement:

- the DCSF group comprising the Qualifications and Curriculum Authority; Partnerships for Schools; Becta; CAF/CASS; Ofsted; the CWDC; the Training and Development Agency (TDA); and the National College for School Leadership; and
- The Home Office, the Department of Health, the Department for Innovation, Universities and Skills, the Department for Communities and Local Government, HM Treasury, the Ministry of Justice (including HM Courts Service), the Department for Culture, Media and Sport, the Department for Transport, the Foreign and Commonwealth Office and the Border and Immigration Agency.

3.46 The DCSF will continue to engage partners on the implications of this Delivery Agreement as it is implemented and developed. During the *Staying Safe* consultation period, as well as a full written consultation, DCSF has organised a series of regional events with practitioners working with children and young people and discussion groups with children, young people, parents and the general public. The outcomes of the *Staying Safe* consultation and the cross-Government action plan will be vital in driving forward the delivery of this PSA. In addition, 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 *Staying Safe* action plan and the Children's Plan.

A

MEASUREMENT ANNEX

Indicator I	Percentage of children who have experienced bullying
Data provider	Office for Standards in Education, Children's Services and Skills (Ofsted).
Data set used	Tellus 2, which is Ofsted's local area user-perception survey. ¹
Baseline	Tellus 2 is a new enhanced survey being run for the first time in 2007-8. The first results should be available in autumn 2007.
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	Helen Walker, 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

- *Children:*
For the purposes of this PSA indicator, children are defined as age 0-18 years old. In 2007-08, Tellus 2 was carried out with children and young people in Years 6, 8 and 10.
- *Bullying:*
Bullying is ascertained through the Tellus 2 survey by asking children and young people the following questions:
 - How often, if at all, have you been bullied in school in the last four weeks?
 - How well does your school deal with bullying?

There are also other questions in the Tellus 2 survey which touch on bullying, for example:

- Which of the following things, if any, do you worry about the most? (This asks children to tick the ones they worry about, being bullied is one of 12 choices.)

¹ The indicator is quantitative, but the assessment itself is subjective.

Indicator 2	Percentage of children referred to children's social care who received an initial assessment within 7 working days
Data provider	Local Authorities.
Data set used	Child Protection and Referrals 3 (CPR3), which is a children's statistical return from local authorities to the Department for Children, Schools and Families. ²
Baseline	In 2007, of the 305,200 initial assessments completed in the year, 208,700 (68 per cent) were completed within 7 working days of referral, ranging from around 30 per cent to 100 per cent across different authorities. Baseline figures for 2008 will be available in mid-September 2008.
Frequency of reporting	Annual. Data are collected and published in the autumn.
95 per cent confidence interval at last outturn	Not applicable - data set covers all children who have been referred to children's social care and is not a sample.
Data Quality Officer	Head of the Children Early Years Data Unit, Department for Children, Schools and Families.
Minimum movement required for performance assessment	A one percentage point movement is sufficient to make a performance assessment.

DEFINITION OF KEY TERMS

- *Children:*
For the purposes of this PSA indicator, children are defined as age 0 to 18 years old.
- *Initial assessment:*
This is defined as a brief assessment of any child who has been referred to social services with a request that services be provided. An initial assessment is deemed to have started either at the point of referral to a social services department, or when new information or an open case indicates that an initial assessment should be repeated.

² The indicator shows whether or not the child received prompt support, and how well multi-agency working arrangements are established. Data may be impacted on by administrative changes which lead to inconsistent reporting.

Indicator 3	Hospital admissions caused by unintentional and deliberate injuries to children and young people
Data provider	The Information Centre for Health and Social Care.
Data set used	Hospital Episode Statistics (HES) data, which disaggregates episodes by detailed injury type. The injury types which will be used for this indicator are those which are likely to be related to accidental/self inflicted injury or assault. Some categories of harm have been excluded because they are unlikely to be influenced by Government including HES injury codes X33-X39 (forces of nature) and X52 (prolonged stay in weightless environment).
Baseline	In 2005-06, there were 1,045,763 finished consultant episodes for all ages that were due to external causes and 158,297 children and young people age 0-18 were admitted with external causes of injury. Baseline figures for 2006-07 will be available in December 2007. Baseline figures for 2007-08 will be published in December 2008.
Frequency of reporting	Annual in December.
95 per cent confidence interval at last outturn	Not applicable – the data set covers all children and young people who have been admitted to hospital and is not a sample.
Data Quality Officer	HES/SUS analysis programme manager, The Information Centre for Health and Social Care.
Minimum movement required for performance assessment	A one percentage point movement is sufficient to make a performance assessment.

DEFINITION OF KEY TERMS

- Children and young people;*
For the purposes of this PSA indicator, children and young people are defined as age 0-18 years old.
- Hospital admissions;*
An 'admitted patient' is a person who is formally admitted to a hospital bed for day case procedures, or who is admitted for a longer period as inpatients.
- Injury type;*
The clinical coding team will enter the information on the patient's record when the hospital episode is finished (i.e. when the patient is either discharged from hospital or responsibility for their care is transferred from one consultant team to another within the same hospital). The external cause of morbidity or mortality codes are part of the International Classification of Diseases (ICD) coding system and a member of the clinical coding team will decide on which codes to use.

Indicator 4	Preventable child deaths as recorded through child death review panel processes
Data provider	Department for Children, Schools and Families (from child death reviews).
Data set used	Data is from annual child death review information on all child deaths aged to 18 years over a one year period.
Baseline	Baseline data will be available in 2008-9. ³
Frequency of reporting	Annual - the specific month will be confirmed when the panels are established in 2008.
95 per cent confidence interval at last outturn	Not applicable – the data set is from a census of child deaths.
Data Quality Officer	Children’s Safeguarding Policy Unit, Safeguarding Group, Children and Families Directorate, Department for Children, Schools and Families.
Minimum movement required for performance assessment	A one percentage point movement is sufficient to make a performance assessment.

DEFINITION OF KEY TERMS

- Child:*
For the purposes of this PSA indicator, children are defined as all children and young people from birth (excluding those babies who are stillborn) up to the age of 18 years.
- Preventable and avoidable factors:*
These are defined as events, actions or omissions contributing to the death of a child or to substandard care of a child who died, and which, by means of national or locally achievable interventions, can be modified.
- Child death review processes:*
A ‘Child Death Overview Panel’ is a multi-agency panel that will consist of senior representatives from each partner agency of the Local Safeguarding Children Board. The panel will review the information on all child deaths in the local area and complete a full data set.

³ Child death review panels will be established in 2008 – data will not therefore be available until early 2009.