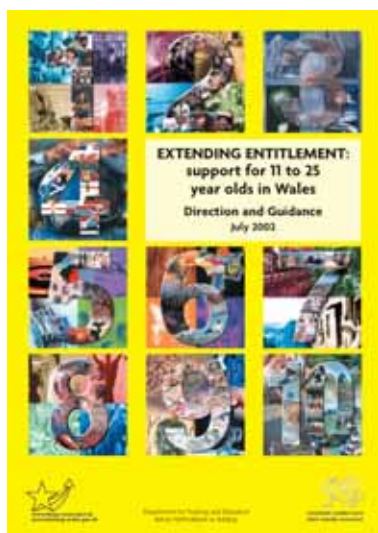# Extending Entitlement: Making it Real

## 2004

**Kevin Haines, Stephen Case,
Eddie Isles, Ian Rees and Amy Hancock**

EXTENDING ENTITLEMENT:
support for 11 to 25
year olds in Wales

Direction and Guidance
July 2002

# EXTENDING ENTITLEMENT: MAKING IT REAL

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This report sets out the findings of a pilot study to establish indicative baseline measurements for the future evaluation of the impact and effectiveness of the Welsh Assembly Government's Extending Entitlement strategy and to evaluate the methodology of this study.

## Acknowledgements

## Disclaimer

# SUMMARY

This report presents the findings and conclusions of the pilot evaluation of the Extending Entitlement policy, commissioned by the Welsh Assembly Government Youth and Pupil Participation Division. The aim of the evaluation was to establish a set of indicative baseline measures from which the future effectiveness and impact of Extending Entitlement could be measured.

The first stage of the report introduces Extending Entitlement and its wider policy context. Its scope and purpose are discussed alongside a breakdown of the ten Entitlements. Introducing the pilot evaluation, the aims and limitations are discussed, exploring the reasoning behind this study. Moving onto the methodology and research design, the benefits of employing the computer based questionnaire are discussed, including feedback from those who have used similar software.

The content of the questionnaire employed in this evaluation is described, detailing the individual components and sections. These include questions based around the entitlements, key domains of young people's lives such as family and education. Sampling and administration issues are subsequently dealt with, alongside the problems and pitfalls encountered in the evaluation with regard to accessing young people - including refusal and attrition rates.

Details of the results from the entitlements section are provided and discussed in terms of overall results, a breakdown by gender and school age group. Supplementary figures and discussion to additional questions are offered, detailing responses to questions surrounding health issues, including access to professionals. Continuing with the results, the findings from the questions exploring the key domains of young people's lives (family, education, neighbourhood, lifestyle and personal) are then discussed.

A discussion of the statistical analyses employed follows. Trends in the data are examined, primarily focusing on the associations between problems occurring in the key domains and levels of access to entitlements. The report then shows how these findings relate to individual young people through a series of pen pictures which provide examples of the characteristics of the lives of young people in Wales.

The final section of the report presents the main findings and the lessons learnt from the pilot evaluation exercise. Key issues surrounding the evaluation are discussed including an appraisal of the methodology and the questionnaire and issues surrounding the targeted Young People's Partnerships, schools and the special interest groups.

# CONTENTS

# 1    INTRODUCTION

Extending Entitlement is the Welsh Assembly Government's flagship strategy for promoting opportunity and choice for all young people in Wales aged 11 – 25 years.  This report provides the findings of a pilot study, commissioned by the Welsh Assembly Government Youth and Pupil Participation Division, to establish a set of indicative baseline measurements from which the impact and effectiveness of the implementation of Extending Entitlement may be measured.

In practice, this exercise had two main linked, but distinct, objectives:

1   Design and pilot an approach to undertaking an evaluation of Extending Entitlement through a survey which measures and provides indicative baseline data for a national sample of young people in Wales on perceived levels of access to entitlements, set against attitudes and behaviours, and

2   Through the process of conducting the above survey, to evaluate and assess key issues concerning the way in which the impact and effectiveness of Extending Entitlement can best be measured and to make recommendations.

The pilot evaluation was also required to assess the effectiveness of the process through which local Young People's Partnerships were making progress in the implementation of Extending Entitlement.

## 2    BETTER WALES

The emerging social policy context in Wales is one which is based on the distinctive features of this country.  Taking account of history, culture, the socio-demographic make-up of the Welsh population, current levels of social capital and social problems, as well a vision of what is possible and achievable in terms of future ambitions, the Welsh Assembly Government has set out its plans and strategies for Wales[1].  Underpinning these plans and strategies is a strong commitment to social inclusion, consultation and participation; all of which are set in a framework which is avowedly pro-active and positive in its objectives.  Central to these strategies is 'A Plan for Wales 2001'[2] which highlights nine key themes:

- The development of a safer and more inclusive society where everyone has the chance to fulfil his or her potential;

- The promotion of a culture in which diversity is valued and equality of opportunity is a reality;

- A community-led approach to finding local solutions;

- An integrated approach that makes the link between health, employment, skills, communities and other policy areas;

- Building equality of opportunity into everything we do;

- Championing the rights of children and young people in ways that reflect the Assembly's responsibilities in full;

- Promoting locally determined partnerships in every local authority area to ensure support for children and young people;

- Encouraging constructive play, voluntary sector initiatives and out of school activities through the provision of grant support to local partnerships;

- Creating comprehensive services for young people offering opportunities, advice and support to help them achieve their aims and aspirations (Welsh Assembly Government 2002: 2).

A Plan for Wales 2001, therefore, sets out a positive agenda for change.  The Welsh Assembly Government has moved away from the problem oriented, negative and controlling emphasis which characterises much wider policy towards young people, and has instead established a policy framework that embodies a positive view of young people and of what can be done to achieve the vision of a better Wales.  It is in this social policy context that 'Extending Entitlement: Supporting Young People in Wales' has been produced (see also, Haines, Case & Portwood 2004).

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1  Noting, of course, that this is taking place in the context of the challenges of devolved Government.
2  Now superseded by: 'Wales: A Better Country'.

# 3 EXTENDING ENTITLEMENT: ITS SCOPE AND PURPOSE

Extending Entitlement was launched in 2000 (Welsh Assembly Government 2000) and the Welsh Assembly Government issued further direction and guidance to local authorities in July 2002 (Welsh Assembly Government 2002) on the procedures for providing support to 11-25 year olds across Wales.

The main objectives of Extending Entitlement are to unify and strengthen policy and practice for young people in Wales in five ways:

- A more positive focus on achievement and what young people have to contribute.
- A stronger focus on building the young person's capacity to become independent, make choices and participate in the democratic process.
- Improvements in the quality and responsiveness of the services available to young people.
- Involving young people, which is key to achieving the above.
- More effective co-ordination and partnership at local level (Welsh Assembly Government 2000: 22).

Extending Entitlement is not a short-term project, but a comprehensive long-term strategic policy. A core element of this strategy is changing the way service providers in Wales think about their work and to promote the delivery of services to young people in a manner which is co-ordinated and which maximises the ability of young people to access and benefit from their full range of Entitlements. The key features of Extending Entitlement are, therefore:

- It is targeted at **all** young people aged 11-25 living in Wales.
- It is about maximising the opportunities and choices for all young people such that their access to enhancing activities is promoted. Extending Entitlement is not about minimum standards, it is about aspirations and achievement for all young people.
- It is comprehensive in the sense that it embraces all national and local agencies and organisations whose work has an impact on the opportunities and choices of young people in Wales.
- It is comprehensive in the sense that it is concerned with all aspects of the lives of young people.
- It is a long-term strategy involving structural, cultural and attitudinal changes in the way services and support are provided.

- Whilst short-term results are important, the real gains are to be made in investment in the future and will take time to become manifest.

- The collection of ongoing information about the impact of Extending Entitlement is important for assessments about effectiveness and also potentially to promote local actions in areas of greatest need.

The importance and value of Extending Entitlement cannot be underestimated. Extending Entitlement is a flagship strategy in Wales which, if it is effectively implemented, will not only improve the opportunities and choices for all young people but will make significant contributions to the future economic and social capacity of Wales and significantly enhance the nation's future social capital.

It is further important to recognise that Extending Entitlement does not stand alone, but it is an integral part of the Welsh Assembly Government's broader strategy for children and young people in Wales. Significant other strategies include: *Rights to Action, The Children & Young People's Framework Planning Guidance, Better Health – Better Wales, The Learning Country, Communities First, All Wales Youth Offending Strategy, Wales: A Better Country and Article 12* of the United Nations Convention on the Rights of the Child. Taken together, these strategies provide a comprehensive and coherent programme for young people and it is important to recognise that, although each strategy contains its own emphasis, there are considerable points of overlap and cohesion running through all these strategies.

Under 'Extending Entitlement' every young person in Wales has a basic entitlement to:

➢ education, training and work experience – tailored to their needs;

➢ basic skills which open doors to a full life and promote social inclusion;

➢ a wide and varied range of opportunities to participate in volunteering and active citizenship;

➢ high quality, responsive, and accessible services and facilities;

➢ independent, specialist careers advice and guidance and student support and counselling services;

➢ personal support and advice – where and when needed and in appropriate formats – with clear ground rules on confidentiality;

➢ advice on health, housing benefits and other issues provided in accessible and welcoming settings;

➢ recreational and social opportunities in a safe and accessible environment;

- sporting, artistic, musical and outdoor experiences to develop talents, broaden horizons and promote rounded perspectives including both national and international contexts;

- the right to be consulted, to participate in decision-making, and to be heard on all matters which concern them or have an impact on their lives;

  in an environment where there is :

- a positive focus on achievement overall and what young people have to contribute;

- a focus on building young people's capacity to become independent, make choices and participate in the democratic process; and

- a celebration of young people's successes.

The establishment of these entitlements is based on the principles which the Welsh Assembly Government believes should inform the development of services to support young people in Wales.

Key to this process is the 'aim of promoting the participation and achievement of all young people in Wales through universal entitlement to quality services' (Welsh Assembly Government 2000: 73). These key principles are:

- To support and encourage all young people to develop as individuals and to enthuse them with the value of learning.

- To develop a proportionate response to those in need of extra support.

- To focus on what young people can contribute and give them opportunities to influence services that affect them.

- To raise the quality and extend the diversity of what is offered to young people so that they are motivated to participate in learning and as citizens.

- To recognise the diverse nature of Wales's communities in order to produce better outcomes for young people (Welsh Assembly Government 2000: 73-74).

**Pen Picture - Rhian[3]**

Rhian attends a medium sized rural school and is in year nine. Her answers placed her in the lower risk group for each of the key domains in her life. She also reported very positive access to entitlements.

Describing her family life, Rhian stated that she felt she got along well with her parents and that they got along well together. They were affectionate and interested in what she did. They knew where she was going when she went out, set clear rules and were fair and consistent when they told her off. Rhian's parents communicate well with her and ask her opinion about things that concern her. Neither her parents nor her siblings are involved in anti-social behaviour.

Rhian is also very positive about her education. She likes school and never plays truant. She feels that there are clear rules to follow which don't differ from person to person. Rhian gets on well with her teachers and feels that they respect her and ask her opinion over things that concern her. She believes that she does well in school and feels that it is beneficial, as do her parents. Rhian feels that there are plenty of extracurricular activities. She has never been suspended or excluded and has never been a victim of bullying or been a bully herself.

Rhian likes the area in which she lives and there are lots of positive leisure facilities there. She says there is little crime in her neighbourhood and the adults there would tell someone off if they did something wrong. Rhian feels safe both in the day and the night and has never been a victim of crime.

In her spare time Rhian is involved in lots of activities and doesn't hang around the streets. She doesn't feel that smoking, drinking or taking drugs are acceptable for someone her age and has never smoked, drunk alcohol or taken drugs. Similarly her friends do not take drugs and she wouldn't know where to get them even if she wanted them. Rhian and her friends don't take part in crime or cause trouble and she has never taken part in any kind of criminal activity.

In her personal life, Rhian is happy. She rarely feels sad and doesn't have any problems eating or sleeping. She doesn't feel that she rushes in to things, wants things immediately or is easily led. Rhian doesn't feel that she is prone to stress and has never been sent to see someone due to emotional or behavioural problems.

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3 Although the primary focus of this research is on social policy and strategic concerns it is important to show how the research relates to individual young people. While this research has not attempted to analyse why individual young people have higher or lower levels of access to entitlements this pen picture (and those that follow) provide examples of the characteristics of the lives of young people in Wales. These are real cases but the names are fictitious and any information which could lead to a young person being identified has been removed.

Rhian has a very positive uptake of the entitlements. She feels that her education meets her needs and that she can read, write and use numbers well and that she has good opportunities to develop these skills. Rhian thinks that there are plenty of good facilities available and that they are open when she needs them. She regularly takes part in musical, sporting and artistic opportunities. Rhian also finds it easy to get advice, both personal and for careers when she needs it. She feels that she has the opportunity to make her own choices and is consulted with over issues that affect her. Finally, Rhian does not feel that she has been discriminated against in any way and she feels that she has received praise for her achievements.

Rhian is a young person who clearly enjoys a range of positive influences in her life. Rhian does not present any anti-social behaviour and she benefits from positive experiences across all areas of her life. Rhian's positive social context is reflected in her higher levels of access to entitlements.

In order to implement the above principles, priority should be given to:

- Improving the quality and reach of existing services, tackling the gaps between the vision and the reality.

- Effective partnerships working at the local level to create a network open and accessible to all and capable of responding proportionately to young people with problems (Welsh Assembly Government 2000: 73).

Underpinning these principles and the priorities for their realisation is the commitment to a set of universal entitlements, which is crucial to this process because:

- It is inclusive – recognising that all young people need support from family, friends and community and the role of the state is to help where this support is lacking.

- It focuses on offering opportunity to young people, not on policing their participation.

- It aims to motivate young people by encouraging them to seize opportunities in their own interests, not to comply with the agendas of others.

- It gives service providers a framework and standard for planning delivery in ways that move towards meeting the needs of all young people (Welsh Assembly Government 2000: 73).

There is clearly an expectation within the Welsh Assembly Government that all service providers work to mobilise this vision of extending entitlements to all young people in Wales. To achieve this objective, as noted above, the Welsh Assembly Government has issued 'direction and guidance' (Welsh Assembly Government 2002) on the principles and structures

to be implemented at local level. Central to this process, the Welsh Assembly Government's 'Children and Young People: a Framework for Partnership' sets out the vision for the planning and delivery of all services for young people and, in particular, to ensure local authorities are working effectively with statutory, voluntary and independent sector partners, they should:

- Create a Young People's Partnership to plan and ensure delivery of a coherent range of services for all young people in their area working in close co-operation with young people (Welsh Assembly Government 2002: 5).

All local authorities in Wales have established the post of Young People's Partnership Co-ordinator. Supported by the Welsh Assembly Government Youth and Pupil Participation Division, these Co-ordinators established, by 2003, Young People's Partnerships in all areas. This process is detailed further in this report.

# 4    SETTING THE CONTEXT OF THE PILOT EVALUATION

By its very nature, Extending Entitlement will not, nor was it ever intended to, provide a 'quick fix' solution to the needs of young people in Wales.  Extending Entitlement is not a proforma for the delivery of a package of pre-determined services, but a strategy for all service providers to take on in developing a responsive range of services that enhance the opportunities and choices for all young people in Wales within the context of consultation with and participation by young people and based on a positive view of their potential and contributions – now and in the future.  Measuring the impact of Extending Entitlement is thus both complex and essential.

It is with a view to establishing an assessment of the impact of Extending Entitlement that the current work has taken place.  Clearly the Welsh Assembly Government will wish to measure the impact of Extending Entitlement on the full range of universal entitlements it has established for young people.  An important part of this pilot study, therefore, has been to explore how this data can be collected and to establish, where possible, an indicative baseline for measuring future progress.  The methodology and outcomes of this exercise are described further below.

Achieving improved access to entitlements for young people, however, is hampered if there is little understanding of the factors that shape the lives of young people and those that impede enhanced levels of access to entitlements.  Collecting information about the levels of access to entitlements, whilst providing a measure of success or failure in context, does little to increase understanding of why some young people achieve and lead successful fulfilled lives, while others do not.

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**Pen Picture - Jason**

Jason, who describes himself as being Welsh, is in year seven at a medium sized school on an urban/rural boundary.  His answers to the questionnaire placed him in the higher risk group for each of the domains of his life – family, education, neighbourhood, lifestyle and personal factors.  He was also in the group of pupils at his school who reported lower levels of access to the entitlements.

In terms of family factors, Jason doesn't think that he gets on very well with his parents.  He doesn't feel that his parents show him much affection and doesn't think they are interested in what he does.  Jason feels that his parents don't bother to consult with him to see how he feels about things that affect him.  On top of this, Jason said that his parents were often unfair or inconsistent when they told him off but felt that they did not set clear rules for him to follow.

Jason also paints a negative picture of his education. Although he does say he likes school and doesn't play truant, he feels confused by what is expected of him. He believes that the rules at his school are unclear and that some pupils are treated differently to others when they misbehave. He doesn't feel that he is making the most of himself and feels he could do better. Jason has bullied other pupils. Jason reports that he has been both suspended and excluded from school.

Jason's description of his neighbourhood and lifestyle are not very positive. He reports that there is lots of crime and that it is easy to get drugs where he lives. He doesn't feel safe there in the day or the night. In his spare time, Jason also experiences events which could have a harmful effect on his life. He often hangs about the streets and although he is only eleven years old, Jason thinks that smoking, drinking alcohol and taking drugs are acceptable behaviour for someone his age. He sometimes drinks "alcopops" and has tried smoking. He has experimented a few times with cannabis and glue. Jason's peers are not having a very positive influence upon him. He describes them as causing trouble and taking part in crime. Jason himself has stolen from a shop and taken part in stealing a vehicle.

In terms of his personal life, Jason isn't very happy. He expresses how he is worried about the future and feels that he rushes into things without thinking. He has been sent to see someone because of the way he feels or behaves. Jason has tried to harm himself because of the way he feels and has even thought about suicide.

When asked about his levels of access to entitlements, Jason's response was not very positive. Although he feels that his basic skills such as reading, writing and his use of numbers are good, Jason does not feel very optimistic about other areas of his life. He finds that facilities are not open when he needs them and finds it difficult to get information about careers or personal support when he needs it. He hardly ever takes part in any activity that is musical or artistic but does play sports. Jason doesn't feel that he is asked his opinion about things that affect him and reports that he has never been told that he is successful in something.

Jason is a young person at the start of his secondary school career. His pen picture illustrates the range of factors shaping his early adolescent years. It is clear that Jason is not a young person with well developed personality problems or someone with strong anti-social attitudes. It is also clear, however, that Jason is exhibiting signs of presenting some challenging behaviour and he has evidently been the cause of some concern to school staff. Jason's problems at home and school and his lack of engagement in positive activities are strongly influencing his relatively low level of access to entitlements.

In order to develop an understanding of the social contexts that shape the lives of young people and to analyse the aspects of the lives of young people which either enhance or impede their access to entitlements, the pilot evaluation collected a broad range of social data from young people through a school-based interactive computer-assisted self interview (ICSI) survey.

The development of the questionnaire used in this part of the study was based on what is known as the 'risk factor prevention paradigm' (Hawkins & Catalano 1992). The risk factor prevention paradigm (RFPP) has been developed primarily within the field of criminology to assist in understanding and explaining the correlates of offending by young people. Research has shown, however, that this methodology is also appropriate in developing an understanding and explanation of the factors that shape the wider life trajectory of young people (Laub & Sampson 2004).

In practice, within criminological and youth justice fields, the RFPP has primarily been developed and used to predict the future offending behaviour of individual young people. In the context of evaluating Extending Entitlement, however, the purpose of the research is not to focus on individual young people or to try to explain or predict their behaviour, but to generate information about the life circumstances of young people in Wales and to collect information about the prevalence of factors which are known to impede or improve levels of access to entitlements within the youth population. The goal is thus to produce information which may assist in the development of an understanding of the factors which impact upon levels of access to entitlements so that they can be addressed through targeted action.

In this way, the RFPP has been modified to give expression to the philosophy and principles of *Better Wales, A Plan for Wales* and Extending Entitlement and, in particular, to provide a comprehensive and systematic process for active consultation with young people. This methodology is discussed and described further below.

As noted previously, this pilot evaluation exercise also focused on an assessment of the factors which have shaped the development of Young People's Partnerships and their progress in implementing Extending Entitlement.

# 5 YOUNG PEOPLE'S PARTNERSHIPS: IMPLEMENTING EXTENDING ENTITLEMENT

The Young People's Partnerships have a central role in carrying the vision of Extending Entitlement towards sustainable implementation. To develop an understanding how YPPs are moving the concept of Extending Entitlement into service delivery, members of the YPP in six unitary authorities were asked to complete a questionnaire based on their experiences. The questionnaire was structured to determine respondent's views in four main domains:

- The components of Extending Entitlement.
- The Welsh Assembly Government and Extending Entitlement.
- The success of Extending Entitlement.
- Improving Extending Entitlement.

A range of YPPs were selected to be broadly representative of the regions across Wales. Those YPP members asked to complete the questionnaire were chosen to reflect the nature of the partnerships and their organisational structure.

| Agency representatives/YPP members who completed the questionnaire | | | | | |
|---|---|---|---|---|---|
| **Area 1** | **Area 2** | **Area 3** | **Area 4** | **Area 5** | **Area 6** |
| YPP Coordinator | YPP Coordinator | YPP Coordinator | YPP Coordinator | YPP Coordinator (in loco) | YPP Coordinator |
| Health | Careers | Voluntary Sector | Education | Health | Careers |
| Police | Education | Health | Health | Social Services | ELWa |
| Youth Offending Team | Youth Offending Team | Youth Offending Team | Youth Offending Team | Careers | |
| ELWa | Health | Education | | | |
| Voluntary Sector | | Social Services | | | |
| Careers | | | | | |
| | | | | | TOTAL: 29 |

Further in-depth interviews were conducted with respondents across the six unitary authorities to enable a locally developed qualitative evaluation of the implementation of Extending Entitlement[4].  Semi-structured interviews were conducted with half of the questionnaire respondents of the six YPPs.

| Agency representatives/YPP members who completed the questionnaire | | | | | |
|---|---|---|---|---|---|
| **Area 1** | **Area 2** | **Area 3** | **Area 4** | **Area 5** | **Area 6** |
| YPP Coordinator | YPP Coordinator | YPP Coordinator | Education | Careers | ELWa |
| Health | Careers | Youth Offending Team | Youth Offending Team | | |
| Police | Education | Voluntary Sector | | | |
| Careers | | | | | |
| | | | | | **TOTAL:  14** |

The question set followed the broad themes of the questionnaire and utilised open questions to facilitate a broader examination of the issues raised.

## 5.1    The components of Extending Entitlement

The YPP members evidenced strong consensus in questions regarding the components of Extending Entitlement:

- 25 out of 29 respondents (86 per cent) felt they are either familiar or very familiar with the objectives of Extending Entitlement.

- 23 respondents (79 per cent) reported that they are sure or very sure of the individual components that make up Extending Entitlement.

- 28 respondents (97 per cent) felt that all, or most of the components deserve to be entitlements, with 22 (76 per cent) indicating they felt some to be more important than others.

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4  The researchers also attempted to develop a systems map of agency engagement and activity within the unitary authorities. This however proved unproductive with the majority of YPP Co-ordinators feeling that they were at too early an evolutionary stage for this process to be helpful. Some felt that agency restructuring and the complexity and changing nature of the planning processes involving the partner agencies rendered the exercise of limited value at this time.

When questioned about the implementation of Extending Entitlement:

- 24 respondents (83 per cent) felt that some entitlements were easier to achieve than others. In the main, activities which fall within (or are closely linked to) statutory responsibilities were felt to be easier to achieve. Areas breaking new ground were perceived as more difficult.

- 13 respondents (45 per cent) felt it would be difficult for their organisation to meet the aims of Extending Entitlement, while 4 (14 per cent) felt that it would be easy. Many organisations have become very targeted in their activities (often tied to performance indicators). For them the difficulty is in linking what they are required to do with the broad objectives of Extending Entitlement and in matching established performance indicators with Extending Entitlement outcomes. There was a noted absence of mechanisms for pooling funding to promote joint working[5].

- Three respondents (10 per cent) felt that young people were aware of their rights and entitlements, while 18 (62 per cent) of YPP members completing the questionnaire felt young people to be either unaware or very unaware.

All the members of YPPs interviewed held that all the components of Extending Entitlement deserve to be included in the policy. There was a tendency to rank priority activities - reflecting the interviewee's agency or background and expertise. However the most common response was to see all the entitlements as inextricably linked:

"If you take anyone out it falls apart". *Health Representative*

"I would expect them all to be there. They are what young people need". *Education Representative*

There was a concern about the lack of awareness or knowledge by young people of their rights and entitlements. Many of the interviewees reinforced the view that more needs to be done to engage young people directly through education and consultation if the range of Extending Entitlement is to be realised.

Interviewees drew a distinction between statutory functions such as education, which is seen as founded and funded, and other entitlements which are unlikely to receive funding or priority status unless the Welsh Assembly Government addresses the funding issues.

There was however substantial consensus from participants that the YPPs must be engaged with all entitlements and at all levels of development.

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5  For a more detailed discussion of the underlying issues concerning this tension see Haines (1997).

## 5.2    Welsh Assembly Government and Extending Entitlement

This section focused on the nature of the relationship between the Welsh Assembly Government and YPPs. A distinct feature of the Welsh Assembly Government's strategy has been to engage more fully and pro-actively with YPP Co-ordinators to promote understanding of Extending Entitlement and processes for its implementation.

- 18 out of 29 respondents (62 per cent) felt that the Welsh Assembly Government was clear or very clear in explaining the aims of Extending Entitlement.

- No-one reported a negative working relationship with the Welsh Assembly Government; 11 (38 per cent) reported a positive relationship with Officials.

- Approximately half of respondents interviewed (eight out of 14, 57 per cent) felt that their YPP Co-ordinator was the contact point with the Welsh Assembly Government.

- YPP members were almost equally split when it came to examine expectations of the Welsh Assembly Government in relation to Extending Entitlement. 14 out of 29 respondents (48 per cent) felt the Welsh Assembly Government expected too much, while 15 (52 per cent) felt expectations were either right or too little.

- 15 respondents (52 per cent) adopted a neutral line when asked how supportive the Welsh Assembly Government is in helping to achieve the aims of Extending Entitlement.

- Eight respondents (28 per cent) felt the Welsh Assembly Government to be supportive or very supportive, while five (17 per cent) thought the relationship was unsupportive – although this response was qualified by the point that not all YPP members have been directly involved in contact with the Welsh Assembly Government.

Interviewees were very clear about the task of the YPP in implementing Extending Entitlement. The high level of clarity reflected the view that the Welsh Assembly Government had produced extremely clear guidance.

"The first book that was published was the best ever at explaining what a young person entitlement is". *YPP Co-ordinator*

"Very clear and concise". *Education Representative*

Awareness raising and the 'Keeping in Touch' seminars were seen as strong reinforcements together with the attendance of Welsh Assembly Government Officials at YPP meetings. There is a strong perception of support from Welsh Assembly Government Officials and approachability, if needed.

For some members of YPPs, contact between the YPP and the Welsh Assembly Government is seen as the Co-ordinators function. Many YPP members expressed the view that their function was to focus on local issues and on the implementation of Extending Entitlement in their area. This may indicate why 68 per cent of questionnaire respondents felt the Welsh Assembly Government to be neither supportive or unsupportive in helping them to achieve the aims of Extending Entitlement. It should be noted, however, that the Youth and Pupil Participation Division has adopted a more pro-active strategy in supporting local policy implementation focused on YPP Co-ordinators and this is reflected in direct responses from those Co-ordinators interviewed.

The major criticism expressed was that the Welsh Assembly Government had described what needed to be done but not how it was to be achieved, although some recognised that this was an integral feature of Extending Entitlement which is based on developing local responses to local issues (within the overall policy framework). The central-local tension between setting objectives and providing direction on how the objectives should be achieved is well recognised. However, the Youth and Pupil Participation Division was praised by Co-ordinators (and others having direct contact) for their support, attention to detail and approachability in relation to the policy.

There was a strong feeling expressed that the YPPs needed some space and time from policy drive and bureaucracy in order to allow a local identity to develop. A feeling that the Welsh Assembly Government was driving the agenda faster than it is realistic to deliver was linked to strong views about the developing local partnerships:

> "Things have become more focused – we have a common aim now". *Careers Wales Representative*

> "Services and individuals are no longer working in isolation". *YOT Manager*

> "We are trying to get together with each other and work together". *ELWa Representative*

> "It has brought our attention to those groups we were not accessing". *Careers Wales Representative*

Overall the Welsh Assembly Government and particularly the Youth and Pupil Participation Division were felt to have achieved a high level outcome in communicating the policy concept of Extending Entitlement to the YPPs. The level of bureaucracy and anxiety about the local ability to deliver at the speed perceived to be required are the most common concerns.

## 5.3    The success of Extending Entitlement

Many respondents experienced difficulty in fully addressing issues concerning their levels of success in implementing Extending Entitlement.  Reasons given were that they were not in a position to evaluate success or that it was too soon to be able to determine outcomes.  This was borne out by respondents being neutral overall in response to describing the success of Extending Entitlement policy so far:

- 19 out of 29 respondents (66 per cent) indicated that Extending Entitlement had been neither successful nor unsuccessful.

- 20 respondents (69 per cent) said that services were unaffected by Extending Entitlement and would have stayed the same without it.

When asked more specific questions about the difference Extending Entitlement has made so far to the amount of service offered to young people, the responses were more positive:

- 11 respondents (38 per cent) reported a positive effect, 14 (48 per cent) indicated that it had no effect, but no respondent felt there had been a negative effect.

- Quality of service offered to young people was held to have improved by 11 respondents (38 per cent), while 14 (48 per cent) felt there was no impact.

- Responses to questions regarding the variety of services offered to young people and on their impact on young people's lives were at the same level of 11 (38 per cent) positive and 14 (48 per cent) no change.

When asked if Extending Entitlement had already made a difference to young people's behaviour, a similar picture appears:

- Six out of 29 respondents (21 per cent) felt Extending Entitlement made a positive difference to youth offending, 16 (55 per cent) felt it made no difference, no-one felt that behaviour had deteriorated as a result of the policy.

- Six respondents (21 per cent) indicated a positive difference to truancy and 17 (59 per cent) no difference.

- Three respondents (10 per cent) felt there had been improvement in relation to drug use, while 18 (62 per cent) felt there was no difference.

However, when respondents were asked to predict the difference Extending Entitlement will have made in three years time the picture is more optimistic:

- 23 out of 29 respondents (79 per cent) felt that Extending Entitlement will have made either a positive or very positive difference, four (14 per cent) felt it would make no difference, no-one felt it would make things worse.

The majority of YPP members interviewed felt that it was too early to measure success in implementing Extending Entitlement.

"Its very easy to say what to do but the practicalities don't happen over night we have to change the way we work". *Careers Wales Representative*

"There is great potential but it needs time to develop. It has to be paced". *YOT Manager*

Those interviewed had a strong identity as members of their YPP. There was an expression of improved communication, shared agenda and joint working from all six YPP areas. There was a perception that while these movements may have started before the advent of Extending Entitlement they have accelerated and have a stronger cohesion as a result of it:

"It has helped legitimate things and bring services together but this was already happening". *Education Representative*

"We now have a shared post with the Education Department so links are improving. I doubt this would have happened without Extending Entitlement". *Careers Wales Representative*

This is in itself a very successful outcome. The YPP has to have a clear identity to implement Extending Entitlement and this is happening. However, some felt there was a danger that unless there were quickly realised practical outcomes there may be a weakening of the partnership and a loss of membership. Others felt that there should be a stronger emphasis on consultation with young people and an emphasis on their participation.

Overall, those interviewed were optimistic that the concept of Extending Entitlement and the YPP as implementer will result in positive outcomes over the next three years if the process is fully supported by the Welsh Assembly Government and receives adequate resources from both the Welsh Assembly Government and the partner agencies.

## 5.4    Improving Extending Entitlement

Fundamentally, if Extending Entitlement is to work effectively, it must be implemented locally across Wales, by YPPs and others.  Notwithstanding the work already done and the successes already achieved, the following section addresses the major issues which, according to YPP members, are acting as inhibitors to the further development and implementation of Extending Entitlement.

- 19 out of 29 respondents (66 per cent) of respondents indicated that resource issues were an inhibitor to implementing Extending Entitlement but very few (Two, seven per cent) felt that the policy itself required a major revision.

- 28 respondents (97 per cent) felt there were at least some barriers standing in the way of implementing Extending Entitlement, again focusing on resource issues.

- 12 respondents (41 per cent) felt that it was difficult to provide services under each entitlement, with 13 (45 per cent) feeling it was neither difficult nor easy.

In response to questions concerning how Extending Entitlement could be improved, the following comments were typical of those made:

"More time to implement and come together to understand what we need to do".  *YPP Co-ordinator*

"More money".  *Voluntary Sector Representative*

"Stability – it's a big ship to steer and if priorities keep changing there is a danger we will capsize".  *YPP Co-ordinator*

"Less agency defensiveness – some statutory agencies still want to go it alone".  *Police Representative*

"How to put ideas into practice by learning from each other".  *ELWa Representative*

"Consult with young people, make sure Extending Entitlement is accessible and appropriate to young people".  *YPP Co-ordinator*

"Work on the transition stages, e.g. 8-14 years, to ensure that knowledge of Extending Entitlement starts young and services cover crucial times in a young life".  *Voluntary Sector*

"Don't sacrifice universal services to targeted interventions. Extending Entitlement needs both approaches to co-exist if we are to meet the needs of all young people".  *Careers Wales Representative*

There is no shortage of ideas and not all the ideas for improving Extending Entitlement are resource led.  However, concern about a stable funding stream to implement  Extending Entitlement was the most commonly expressed limiting factor to successful implementation. The time that people were able to commit was limited and this seems to be at the centre of perception as to whether agencies are seen as supportive or unsupportive, engaged or going through the motions.  This theme within the research findings raises a number of concerns, primarily because fundamentally Extending Entitlement is not an 'extra' to be done in addition to agencies etc performing their 'normal' duties, but it is essentially concerned with all agencies etc changing their internal workings and working with others in a way which reflects the priorities of the YPP, the philosophy of Extending Entitlement and the needs of young people.

There was a repeated concern that there needs to be a team rather than a single Co-ordinator leading the implementation of Extending Entitlement.  This view which sees Extending Entitlement as a project, with a project implementation team, is at odds with the ethos of Extending Entitlement as a concept in which a cultural shift by and within organisations creates the condition for universally held and understood entitlements.  Perhaps the scale of Extending Entitlement and the emphasis on strategic planning needs to be balanced with practical achievement.

The tension between advocacy for target groups (such as 'hard to reach' groups) versus universal service provision may also serve as a distraction within the evolution of the YPPs.  A number of YPP members clearly feel that making definite service improvement in one area may act as a catalyst to further achievement.

## Summary of key points

- The YPPs and the Welsh Assembly Government have made a very positive start to implementing Extending Entitlement.
- The clarity of the originating documentation has enabled a very clear understanding of the task.
- There is an acceptance of the task by those responsible for its implementation.
- There is a common multi-agency commitment through the YPPs to achieve Extending Entitlement outcomes.
- Concerns exist about finance, time availability and the balance between strategic planning and practical outcomes.
- Some agency defensiveness is perceived within the larger statutory agencies in some partnerships but in the main people feel they are working together more closely than before.

- There is a desire to achieve positive outcomes but a clear concern about the low level of awareness by children and young people of their rights and entitlements.

- There is a desire to learn from best practice across the family of YPPs which could be a catalyst to rapid development if assisted by the Welsh Assembly Government.

- Many are concerned that targeted interventions may be unjustly achieved at the cost of universal services. This would undermine the nature of Extending Entitlement and possibly there is a need for reassurance.

- Lastly there is a very clear plea for stability in the pathway to achieving Extending Entitlement and continuity within the policy field which allows local partnerships to develop identity as well as services.

# 6    PILOT STUDY METHODOLOGY

This research employed an interactive computer-based questionnaire to collect information from a sample of young people in Wales about perceived levels of access to entitlements and a broad range of social issues.  A questionnaire survey was employed for a number of cogent methodological reasons, notably because questionnaires:

- are quick, easy and cheap to implement, allowing the pilot study to access relatively large samples over the limited survey period.
- afford a relatively high level of standardisation of the administration procedure, content and format of questions and responses.  Standardisation improves the reliability and generalisability of the results.

This methodology precludes obtaining in-depth, qualitative data, but is ideal for a pilot study that simultaneously aims to produce information about the attitudes and behaviour of young people in Wales and to evaluate the methodology used to generate the information through consultation with young people.

The *self-report* nature of the questionnaire attempts to minimise some of the limitations of official statistics (e.g. institutional biases, omitting undiscovered, unreported and unrecorded behaviour).  Although self-reported behaviour and attitudes are still vulnerable to systematic under-reporting due to sampling error, non-response, concealment, denial, forgetting or reattribution (see also Robson 2002; Hammersley et al 2003), the self-report questionnaire addresses these problems through an innovative computer-based methodology and careful administration procedures (see below).

## 6.1    Questionnaire content

The content of the Extending Entitlement questionnaire falls into two main thematic sections:

- The 10 entitlements for all young people in Wales.
- Risk and protective factors associated with problem behaviour in young people.

The 10 entitlements, as defined by Extending Entitlement (National Assembly Policy Unit 2002), were unpacked into 27 individual questions following consultation with the Extending Entitlement pilot study steering group - which included Welsh Assembly Government representatives from the Youth and Pupil Participation Division, the Statistical Directorate and the Economic Advice Division.

Content in the main body of the questionnaire was adapted from a validated risk and protective factor survey instrument (Haines et al 2001), which is underpinned by the 'Risk Factor Prevention Paradigm' (Hawkins and Catalano 1992; Farrington 2000). The questionnaire measures self-reported levels of risk and protective factors associated statistically with undesirable behaviour and pro-social behaviour (e.g. participation in leisure activities, school related behaviour, family issues etc.). Supplementary questions were included (e.g. concerning health issues) where identified gaps existed.

**Pen Picture - Nathan**

Nathan attends a large urban comprehensive school in South Wales. He is in year eight. Nathan's profile shows that he displays a wide range of undesirable behaviours, including taking drugs, drinking, smoking, offending, playing truant from school and antisocial behaviour.

Nathan reported that he often uses cannabis and glue and has experimented a few times with amphetamines and ecstasy. He smokes every day and has drunk so much alcohol in the past that he has felt really drunk. He often drinks beer, 'alcopops' and spirits and has tried wine and cider as well. In the past twelve months alone he admits to damaging property, stealing from a shop, passing on stolen goods and fighting in public, including hitting someone so hard that they needed a doctor. Although not so recently, Nathan confesses that he has stolen property from a car, thrown something at a train and pick-pocketed someone.

In terms of his home life, Nathan feels that he doesn't get along very well with his parents. He doesn't believe that they show an interest in what he does, show him affection or keep an eye on where he is. Nathan feels that his parents don't communicate with him or ask him his opinion. He doesn't feel that their rules are clear or that they are fair or consistent when they tell him off. Additionally, Nathan reported that both his parents and siblings are involved in crime.

Nathan doesn't like school and often plays truant. He doesn't get on well with his teachers and feel that they don't respect him or set clear rules. Nathan doesn't see a point to school which is an opinion that is mirrored by his parents. Nathan has been suspended and excluded from school. When attending school, Nathan admits to being a bully. He feels that there are few extra curricular activities and doesn't feel that he does his best.

There is lots of crime in Nathan's neighbourhood and he feels that it is easy to get drugs there. He doesn't feel safe there in the day or the night and has been a victim of crime. There are few facilities in the neighbourhood and he spends his spare time hanging about on the street. Nathan feels that alcohol, smoking and drugs are acceptable for someone his age and admits to having committed crime both to get money for and when under the influence of drugs.

Nathan's description of his personal life is not very positive. He reports that he often feels sad and worries about the future. He has trouble eating and sleeping and feels very stressed. Nathan displays a tendency to rush into things, want things immediately and is easily led. The way Nathan feels has made him try and harm himself and he has considered suicide. He has been sent to see someone about the way he feels and behaves.

Nathan's access to the entitlements is very poor. He doesn't feel that his education meets his needs and is not positive about his abilities to read, write or use numbers or to develop these skills. Nathan doesn't feel that he has the opportunity to volunteer or be an active citizen and finds it difficult to get personal support or advice on careers. Facilities are not open when he needs them and he rarely takes part in musical activities. He doesn't feel that he is asked his opinion about things that matter to him and doesn't believe he has been praised or told he has been successful. Nathan feels he has been discriminated against.

Nathan is a young person with some fairly well established anti-social and criminal behaviour patterns. Nathan is clearly presenting some tough and challenging behaviour of his own. It is also evident that Nathan is experiencing a social environment which is characterised more by negative influences than positive or nurturing ones. Nathan's pen picture illustrates that if he is to be enabled to access higher levels of entitlements, improvements in his opportunities and choices will need to be made across a broad range of areas of his life.

The standardised tool, which was administered in an interactive computerised format (see 6.2 below), has been comprehensively piloted and administered to over 5,000 young people in Wales and internationally over a 5-year period, to the extent that it is now established as a reliable and validated instrument for consultation with young people (Haines et al 2001; Haines and Case 2003; Case and Haines 2004). Young people reported their attitudes, feelings and opinions about issues and influences in the main domains of their lives (see also Utting 2001) through agreement or disagreement with a series of statements using a five-point Likert scale response format.

## 6.2    Interactive computer-assisted self interviewing (ICSI)

The method of questionnaire administration, 'ICSI', was considered to be a viable option for the Extending Entitlement pilot study questionnaire as it afforded several potential practical and methodological advantages over paper-based methods, particularly for engaging young people and eliciting valid, reliable responses to sensitive issues.

Extensive piloting has facilitated a technical and methodological validation of both core questionnaire content and ICSI (Haines et al 2001; Case and Haines 2004). The pilot process addressed format and content issues, enabling further modification and rewording of questions,

and establishing that questions are meaningful and measure what they are designed to measure (Moser and Kalton 1989). Questionnaire administration has been standardised to ensure that every young person participating conducted the survey under the same conditions, increasing confidence in the reliability (Haines et al 2001) and content validity of the measure.

See below, a screen shot from the questionnaire.



Feedback from young people completing the pilot study questionnaire has highlighted numerous advantages to the ICSI instrument over paper-based tools:

- Feedback from young people completing the questionnaire indicates that the 'stand alone', computer-interactive instrument was easy to complete (without assistance), as well as being 'user friendly' in both content and format (Haines et al 2001; see also Bourque and Fielder 1995).

- The computer-interactive technique provides context-specific, interactive, colourful visual and auditory cues simultaneously in order to help young people through the questionnaire.

- User testing of the program established that the potential for non-completion of particular questions is eliminated (see also Olson 1991), thus eradicating the potential for missing data

(see also Couper 2002; Aquilino 1994). The ICSI questionnaire allows only predetermined codes to be entered, so out-of-range responses are also eliminated (see also Wright et al 1998; Banks and Laurie 2000).

- The multi-media technology enables sensitive questions to be placed in a graphical, visual and auditory context (see also Coomber 1997). Young people report that they are more likely to offer complete and truthful answers to sensitive questions when they are presented in this way using ICSI, as opposed to paper-based questionnaires (Haines et al 2001; see also Flood-Page et al 2000).

- Young people who completed the questionnaire reported that the ICSI tool fostered a greater sense of privacy than paper-based methods. This was felt to increase anonymity, thus increasing respondents' willingness to report sensitive information (see also Aquilino 1994; Couper and Rowe 1996; Tournageau and Smith 1996).

- Self-completion of the questionnaire is efficient in terms of researcher time and effort.

- Pupils completing the computer questionnaire reported that the response format was perceived to be less onerous than filling in 'boring' paper questionnaires. With an average completion time of about 20 minutes, the questionnaire is considered more time efficient than its paper-based counterpart by respondents.

- The computerised questionnaire significantly abbreviates the response coding and analysis process, as data entry is made directly into the SPSS package.

- Low literacy levels or reading difficulties can contribute to low completion rates to the extent that young people may be unable to respond to questions even if they want to. Visually impaired or dyslexic young people may find the effort to complete standard questionnaires too great. The visual and auditory components of ICSI directly address these issues.

- The benefits of the voice-over facility in the ICSI questionnaire have been clearly identified by respondents:

    "It helped if you couldn't pronounce a word. It read it to you. It took less time doing it that way. If you don't understand a word, when it reads it out to you, you clearly understand what it means." (14 year old male).

- Response bias is addressed in the ICSI instrument by mixing positive and negative question phrasing (i.e. questions structured as risk or protective factors) throughout the questionnaire (see Jamieson et al 1999). Interspersing different question phrasing encourages young people to offer more consideration to each answer. This technique is also possible with paper-based methods, so was not an advantage specific to the ICSI approach.

- ICSI is also able to attend to response bias in a manner unavailable to paper-based methods. The computer questionnaire is formatted such that young people can only answer one question (screen) at a time. Consequently, young people cannot establish a typical response pattern as they were unable to view previous questions and responses.

## 6.3    Sampling

A decision was made at the outset of the pilot evaluation to target a secondary school-based sample as this offered a greater opportunity to access large numbers of 11-18 year old young people.  This sample was to be supplemented with a booster sample of potentially less accessible young people from special interest groups (including those of school age) and 19-25 year olds.

### 6.3.1  Sampling – Secondary schools

The pilot evaluation targeted a sample of two secondary schools from each of the 22 local authority area in Wales (i.e. 44 schools).  It was felt that this would offer useful results for YPPs and provide a geographically-broad, national sample of reasonable size, producing information at an all-Wales level useful to the Welsh Assembly Government.

Young People's Partnership (YPP) co-ordinators were engaged to identify up to five schools in their area which displayed a broad range of characteristics between them (e.g. size, levels of social disadvantage, attainment rates).  Once the list of schools was provided, two schools were chosen at random and the YPP co-ordinator was asked to facilitate access to them.  Refusal to participate by a school necessitated another random selection from the list of schools until two schools had consented to participate.

The schedule for installation and administration of the questionnaire was:

| Installation in 50% of schools | Installation in remaining schools | Questionnaire administration | Return of questionnaires | Data analysis and report writing |
|---|---|---|---|---|
| June 03 | Sep 03 | Sep-Dec 03 | End Dec 03 | Jan-Feb 04 |

### 6.3.2  Sampling – Special interest groups and 19-25 year olds

A booster sample of special interest (or 'hard to reach') groups and young people aged 19-25[6] years was identified to supplement the school-based sample.  Methodologically, this process was intended to augment the sampling frame and the validity of results, although a fully representative sample of 19-25 year olds across Wales was beyond the scope of this project.

An official list of identified special interest groups was obtained from Extending Entitlement policy and strategy guidance documents (National Assembly Policy Unit 2000-2002).  Due to the aforementioned limitations on time and resources, sampling within every local authority area in Wales was infeasible.  Therefore, a purposive sample of 6 areas were identified in consultation with the steering group that were considered to be geographically-representative of Wales as a whole.  Opportunity sampling was conducted within each area, facilitated by the YPP co-ordinator, who identified key organisations in their area and contact individuals within each organisation.  Purposive sampling was chosen as a means of facilitating broader and more immediate access to busy groups working with young people and it was considered particularly appropriate for accessing the often hidden or harder to reach special interest groups (see Gilbert 2001).

Bias, lack of representativeness and reduced ability to generalise from these results are potential disadvantages from this approach.  However, the pilot study of Extending Entitlement was designed partly to produce indicative base-line measurements of levels of access to entitlements, along with testing the efficacy of the methodology (e.g. using ICSI, engaging with YPP co-ordinators) for consultation with young people in Wales.  Opportunity sampling is an appropriate methodology in this instance.

Six local authority areas were selected to represent different parts of Wales – north east, north west, south east, south west, mid-Wales and the valleys.  YPP Co-ordinators in these areas were asked to identify special interest groups and agencies engaging with young people aged 19-25 who could be approached to form the booster sample.  The areas approached and the number of organisations contacted are shown in the following table:

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6  A modified version of the Extending Entitlement questionnaire was administered with young people aged 19-25.  The family section was omitted, whilst intelligent branches were added to filter the young person through to questions about further education, training or employment (rather than school).

| Table 1: The special interest and 19-25 year old sample | | |
|---|---|---|
| Local authority area | Special interest group | 19-25 year olds |
| | Contacted | Contacted |
| Wrexham | 6 | 5 |
| Anglesey | 5 | 4 |
| Powys | 5 | 3 |
| Torfaen | 5 | 3 |
| Swansea | 6 | 3 |
| Cardiff | 5 | 3 |
| **TOTAL** | **32** | **21** |

Installation and surveying was arranged for the period of July-Dec 2003 and collection of data was scheduled for Jan-Feb 2004.

## 6.4    Implementation

In reality, the proposed research schedule and methodology (particularly sampling) was disrupted by a data protection issue identified by the Welsh Assembly Government, which served to delay questionnaire installation and administration. This issue emerged in May 2003 and related to the anonymity of data and the potential for tracking responses back to identified individuals and agencies. The matter was resolved in July 2003, once procedures for ensuring the anonymity of data within SPSS data sets had been established and agreed

### 6.4.1  School sample

The plan to install the computer questionnaire in selected schools during the crucial 'window' of June 2003 aimed to free time to test for potential bugs and to install the remaining questionnaires in all schools by September 2003.  However, the data protection issue necessitated re-contacting all schools, re-introducing the pilot study and scheduling new installation dates.  The consequence of this process was that eight schools who had previously agreed to participate subsequently dropped out citing scheduling problems and a lack of confidence in the pilot study process. In addition, completion of installation in all schools was delayed until December 2003.  Consequently, the potentially advantageous, non-invasive nature of the research process was limited.

A total of 61 schools were contacted in an attempt to secure a sample of two secondary schools in every local authority area (i.e. 44 schools). Of the 22 YPP areas, five areas originally offered only one school, reducing the original sample to 39 schools. The final sample consisted of 22 schools from 14 YPP areas (eight YPP areas provided no schools data), an initial response rate of 36 per cent (i.e. 22 out of 61 schools). Reasons for refusal and attrition are discussed in section 6.5 below. The resulting sample of 3,226 pupils out of a potential sample size of 20,315 in participating schools constitutes a response rate of 16 per cent. On a national scale, the sample accessed 10 per cent of Welsh secondary schools (i.e. 22 out of 227) and 1.5 per cent of secondary school pupils (i.e. 3,226 out of 212,024).

Due to the data protection issues (see above), the questionnaire installation and administration schedule was delayed (figures in bold are actual dates, figures above are proposed dates):

| Installation in 50% of schools | Installation in remaining schools | Questionnaire administration | Return of questionnaires | Data analysis/ report writing |
| --- | --- | --- | --- | --- |
| June 03 | Sep 03 | Sep-Dec 03 | Dec 03 | Jan-Feb 04 |
| Not achieved | Sep-Dec 03 | Nov 03-Jan 04 | Jan-Mar 04 | Mar-Apr 04 |

The sampling frame, in conjunction with the response rate, places question marks over the representativeness of the results at a YPP area and national level. Although a weighting exercise to allow for differential non-response rates between areas (statistical differences caused by under or over-representing certain groups in a sample) produced no significant differences in the results. Consequently, the results of this study should be treated as an indicative snapshot of young people in Wales.

A sample breakdown (all schools combined) by age and gender is provided below:

| Table 2: Distribution of sample by school year | | | | |
|---|---|---|---|---|
| **School year** | **Male** | **Female** | **Total sample** | **% of total sample** |
| Year 7 (11-12 yrs) | 404 | 408 | 812 | 25% |
| Year 8 (12-13 yrs) | 399 | 350 | 739 | 23% |
| Year 9 (13-14 yrs) | 396 | 385 | 781 | 24% |
| Year 10 (14-15 yrs) | 249 | 260 | 509 | 16% |
| Year 11 (15-16 yrs) | 134 | 103 | 237 | 7% |
| Year 12 (16-17 yrs) | 33 | 23 | 56 | 2% |
| Year 13 (17-18 yrs) | 60 | 22 | 82 | 3% |
| **Total** | **1,675** | **1,551** | **3,226** | **100%** |

## Sample distribution by school year and gender
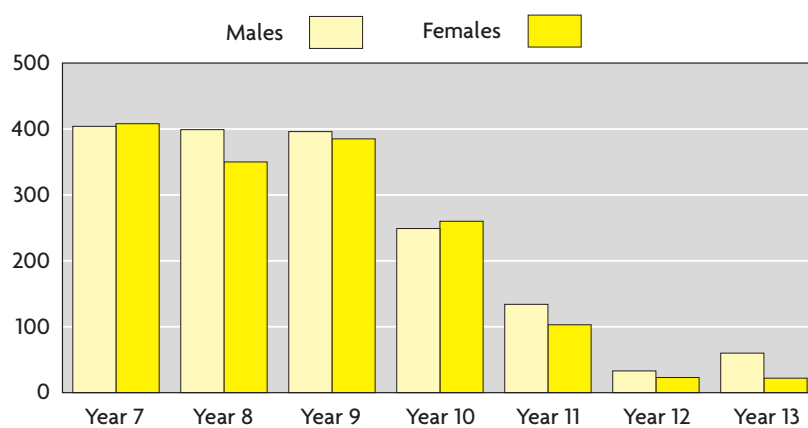
*6.4.2  Special interest groups and 19-25 year olds sample*

The following booster sample of special interest groups and 19-25 year olds was accessed through liaison with the Welsh Assembly Government and YPP Co-ordinators:

| Table 3:  The special interest group and 19-25 year old samples | | | | | | |
|---|---|---|---|---|---|---|
| Local authority area | Special interest groups | | | Groups working with 19-25 year olds | | |
| | Contacted | Agreed - no return | Returned | Contacted | Agreed - no return | Returned |
| Wrexham | 6 | 3 | 0 | 5 | 1 | 0 |
| Anglesey | 5 | 2 | 1 | 4 | 0 | 0 |
| Powys | 5 | 2 | 0 | 3 | 2 | 0 |
| Torfaen | 5 | 2 | 1 | 3 | 0 | 0 |
| Swansea | 6 | 3 | 2 | 3 | 1 | 0 |
| Cardiff | 5 | 2 | 2 | 3 | 2 | 0 |
| **TOTAL** | **32** | **14** | **6** | **21** | **6** | **0** |

In the six booster sample areas, a total of 32 special interest groups and 21 groups working with 19-25 year olds were contacted through key individuals identified by the YPP Co-ordinator. However, only 14 special interest groups (44 per cent) consented to participate, with only six completing the questionnaire.  A total of four (19 per cent) groups working with 19-25 year olds consented to participate in the research, with none returning the questionnaire.  This gave a low overall response rate of 19 per cent for special interest groups and zero per cent for 19-25 year olds.

## 6.5    Refusal and attrition

Reasons cited for refusal and attrition (i.e. drop out following initial agreement to participate) by the schools and special interest groups that consented to participate but dropped out were:

- Time problems – eight schools experienced scheduling difficulties, which can be sub-divided as due to inspections (two schools), bureaucratic burdens caused by having to complete other questionnaires (two schools) and general scheduling problems (four schools).  Certain special interests groups maintained that it was problematic to allocate already limited contact and intervention time to a survey.

- Technical problems – six schools cited lack of computer facilities, broken computers and too much additional demand for computer facilities.

- Content issues – problems with sensitive and suggestive[7] content were identified by three schools and three special interest groups.

- Dispersal of population – special interest groups particularly identified extreme difficulties in surveying a widely dispersed population that could only be accessed sporadically for short periods.

- No explanation for consent, yet non-completion, has been forthcoming from any special interest or 19-25 year old group.

## 6.6    Sampling obstacles

One of the major obstacles to pilot study success was the difficulty in accessing a 'booster' sample of young people from special interest groups and young people aged 19-25.  The Extending Entitlement questionnaire survey was only able to access a small number of agencies in the six designated local authority areas and a disappointing number of young people within each agency.  In many instances it became apparent that with special interest and 19-25 year old groups, that it was in fact the staff that were hard to reach, both for the purposes of achieving consent and for co-ordinating the research process.

The barriers to administrating the Extending Entitlement questionnaire often proved even larger amongst groups working with 19-25 year olds.  Several groups reported that they did not have sufficient time, resources, inclination or indeed the remit to identify a sample of 19-25 year olds to complete the questionnaire, despite the non-invasive procedures and cogent benefits being made explicit.  To further exacerbate these problems, certain organisations who did consent to the survey (e.g. higher education institutions, local authorities) were unwilling to install the questionnaire directly onto their server or intranet facility – mainly due to time constraints and the technical issues involved.

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7  One suggestion was that the self-reported offending inventory may 'give young people ideas' for previously uncontemplated behaviour.

# 7 ACCESSING ENTITLEMENTS: INDICATIVE RESULTS FROM THE SCHOOL-BASED SURVEY

In this section of the report the results of the levels of access to entitlements reported by young people are provided[8]. Overall, high levels of access to all the entitlements (summing the 'well' and 'very well', and 'quite a lot' and 'to the maximum' frequencies etc) are reported by 27.8 per cent of young people. This compares with 8.4 per cent of young people who reported low levels of access to entitlements[9]. The majority of young people (63.8 per cent), therefore, reported moderate levels of access to the range of entitlements.

The entitlement to which most young people reported having access was 'sport' – with 84 per cent of young people taking part in sport either weekly (43 per cent) or daily (41 per cent). The next highest reported levels of access to entitlements concerned the 'three Rs': in total, 80 per cent of young people reported that they could read either 'well' or 'very well'; 80 per cent reported that they could use numbers 'well' or 'very well' and 77 per cent said that they could write 'well' or 'very well'. A total of 11 per cent of young people reported problems in these areas (see below for a more detailed presentation of these results).

**Pen Picture - Khalid**

Khalid is in year eight and attends a medium sized school in a semi rural area. He describes himself as Asian and considers himself to be Welsh. Khalid's responses to the questions asked of him show that he is quite positive about some areas of his life, more negative about others while he responds neutrally to many questions.

In terms of his access to entitlements, Khalid is fairly positive about many aspects. He feels that his education does meet his needs and that he can read, write and use numbers well. He is also optimistic about the opportunities he gets to develop these skills although he feels that he doesn't really get chances to further develop his reading skills. Khalid isn't really positive or negative about his access to opportunities and facilities, feeling that he has neither positive nor negative access to opportunities to volunteer, get personal advice or careers information. Although he does say that facilities are open when he needs them and he finds it easy to get to these places. Khalid often gets the chance to take part in sporting and artistic activities but rarely does anything musical. In terms of being asked his opinion or having the chance to make his own choices, Khalid is fairly negative - feeling he doesn't get the opportunity for either. He feels that his school and teachers are most responsible for limiting him. Khalid has often been told he is successful and doesn't feel he has been discriminated against.

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8  It should be remembered that due to the sampling limitations of this pilot study, the results reported here can only be seen as indicative of the school population and not as statistically representative of all school children in Wales.
9  When the results for taking part in artistic and musical activities are excluded (as these resulted in the highest negative participation figures), the overall rate of reporting low levels of access to entitlements drops to 5.4 per cent.

Khalid lives with his parents and feels that he gets along well with them. He feels that they show him affection and communicate with him and are interested in what he does. They know where he is going when he goes out and set him clear rules. He does feel though that they can be unfair when they tell him off and don't really ask him what he feels about things that affect him. Neither Khalid's parents or siblings are involved in any kind of anti-social activity.

Khalid enjoys school and doesn't play truant. He gets on well with his teachers and feel they give him opportunity to give his opinion but doesn't really think they either respect or disrespect him. He thinks that the rules are clear but feels that some pupils are treated differently to others if they break these rules. Khalid feels that there are lots of extra curricular activities which he enjoys without being bullied or ever being a bully. Despite all of this though, Khalid feels he is underachieving in school and could do better.

The neighbourhood Khalid lives in has lots of things to do and he enjoys living there. There isn't much crime but he doesn't feel many adults would tell people off if they were doing something wrong. Khalid does say that there are lots of drugs available in his neighbourhood, but he says he feels safe both during the day and night and has never been a victim of crime.

Khalid can get to places quite quickly and usually travels by car. He has easy access to a computer, the internet, a mobile phone and the library and finds it fairly easy to access his GP and dentist. He is involved in lots of positive activities in his spare time but does tend to hang around the streets. He doesn't feel that his friends cause trouble or commit crime. He doesn't feel that smoking, drinking or taking drugs are acceptable for someone his age. He has never tried alcohol but has experimented a few times with cannabis. He has committed a couple of offences, such as fighting in the street and he stole something from a shop, but not in the last 12 months.

Khalid is positive about his life and feels happy. He is not prone to stress and he doesn't worry about the future. Khalid doesn't give in to others, although he does feel he tends to rush into things and want things immediately.

The entitlement to which young people reported the lowest levels of access was the opportunity to be asked what they think and want: only 22 per cent said that they had either 'quite a lot' or 'to the maximum' opportunities to be asked what they think and want. The next 'least positive' result concerned participation in musical activities (reported by 33 per cent of the sample).

In terms of these overall results, there were no observable differences between girls and boys in their reported levels of access to entitlements. Furthermore, across the whole range of entitlements there were very few observable age differences. Pupils in Years 7-9 reported lower levels of opportunities to develop their reading and lower levels of participation in artistic activities than older pupils.

In the tables that follow a breakdown of the results is provided for each individual question concerning the reported levels of access to entitlements. There are two key points to note in reading the following set of results:

- At the pilot stage the objective has been to test the methodology for establishing robust measures of levels of access to entitlements. In what follows, therefore, respective entitlements have not been fully unpacked – rather questions have sought to provide indicative measures.

- The results presented below are the product of a pilot to establish a set of indicative baseline measurements from which the impact of Extending Entitlement may be evaluated in the future. In the absence of comparative data, it is not possible to conclude that the following set of results present either a 'good' or 'bad' picture of the opportunities and choices available to young people in Wales.

## 7.1     Entitlement: Education, training and work experience – tailored to their needs

| Table 4 – How well does your education meet your needs? (frequency and percentages) | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| Not at all | | Very little | | Some | | Quite a lot | | To the maximum | |
| 74 | 2% | 138 | 4% | 776 | 24% | 1,809 | 56% | 428 | 13% |



How well does education meet your needs?
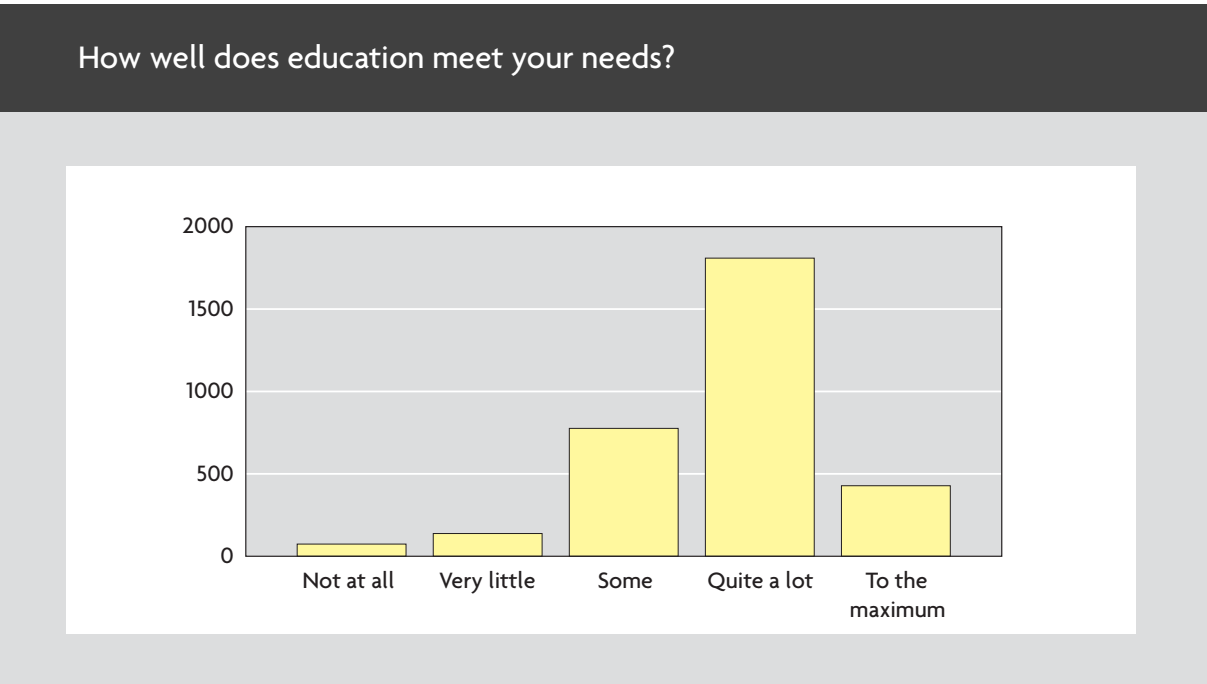
Overall, 69 per cent of young people reported that their education meets their needs either 'quite a lot' or 'to the maximum'. Six per cent of young people indicated that their education met their needs either 'not at all' or 'very little'.

## 7.2    Entitlement: Basic skills which open doors to a full life and promote social inclusion

**Table 5 - Breakdown of responses to educational opportunities (frequency and percentages)**

| Entitlement | Not at all | | Very little | | Some | | Quite a lot | | To the maximum | |
|---|---|---|---|---|---|---|---|---|---|---|
| How much do you feel you get opportunities to develop your reading? | 75 | 2% | 331 | 10% | 1,131 | 36% | 1,380 | 43% | 307 | 10% |
| How much do you feel you get opportunities to develop your writing? | 63 | 2% | 243 | 8% | 809 | 25% | 1,553 | 48% | 556 | 17% |
| How much do you feel you get opportunities to develop your use of numbers? | 57 | 2% | 173 | 5% | 757 | 24% | 1,687 | 53% | 549 | 17% |
| | Very Poor | | Poor | | Ok | | Well | | Very well | |
| How well do you feel you can read? | 33 | 1% | 88 | 3% | 549 | 17% | 1,081 | 34% | 1,474 | 46% |
| How well do you feel you can write? | 34 | 1% | 109 | 3% | 601 | 19% | 1,360 | 42% | 1,122 | 35% |
| How well do you feel you can use numbers? | 26 | 1% | 73 | 2% | 546 | 17% | 1,201 | 37% | 1,380 | 43% |

In this section young people were asked to rate their *opportunities* to develop their reading, writing and use of numbers as it was felt that the use of the phrase *opportunity* reflected the notion of them having access to this entitlement. Overall, 53 per cent of young people reported that they thought they had 'quite a lot' or 'to the maximum' opportunities to develop their reading; 65 per cent said this for writing and 70 per cent for numbers.

How much do you feel you get the opportunity to develop your reading, writing and numbers?



- Not at all 2%
- Very little 8%
- To the maximum 15%
- Some 28%
- Quite a lot 47%
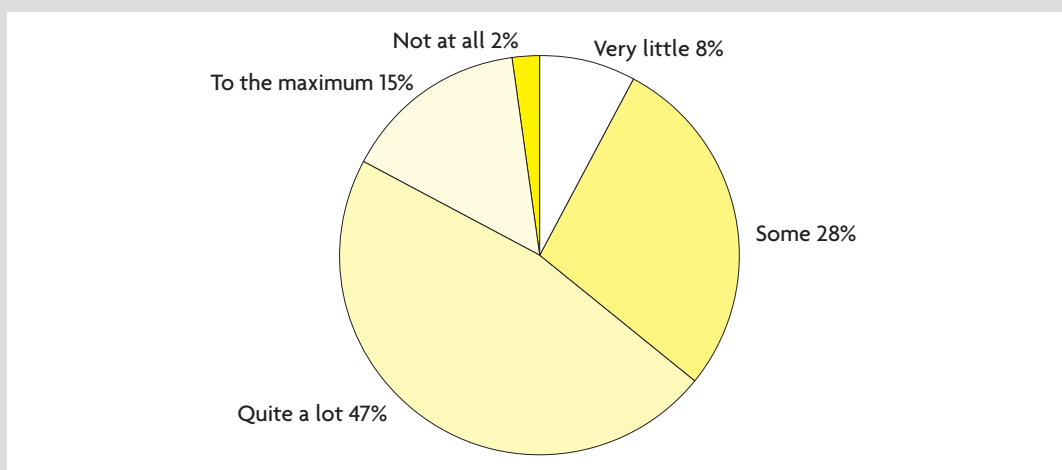
As a further measure, young people were asked to rate how well they thought they could read, write and use numbers. Overall, 80 per cent said they could read either 'well' or 'very well', 77 per cent said this for writing and 80 per cent for use of numbers. These are, of course, self-assessments by the young people who completed the survey.

## 7.3 Entitlement: A wide and varied range of opportunities to participate in volunteering and active citizenship

| Table 6 - How much do you feel you get opportunities to volunteer or be an active citizen? (frequency and percentages) | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| Not at all | | Very little | | Some | | Quite a lot | | To the maximum | |
| 168 | 5% | 546 | 17% | 1,232 | 39% | 930 | 29% | 350 | 11% |

How much do you feel you get opportunities to volunteer or be an active citizen?
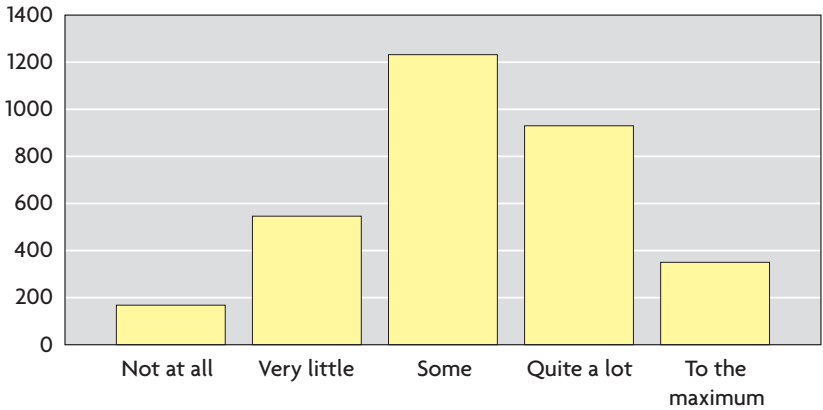


In total, 40 per cent of young people said that they have either 'quite a lot' or 'to the maximum' opportunities to volunteer or be an 'active citizen' and 22 per cent indicated that they had few opportunities in this regard.

## 7.4    Entitlement: High quality, responsive, and accessible services and facilities

| Table 7 - How easy do you find it to get to places you want to go? (frequency and percentages) | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| Very difficult | | Difficult | | OK | | Easy | | Very easy | |
| 85 | 3% | 300 | 9% | 1,087 | 34% | 1,082 | 34% | 669 | 21% |

**How easy do you find it to get to places you want to go?**
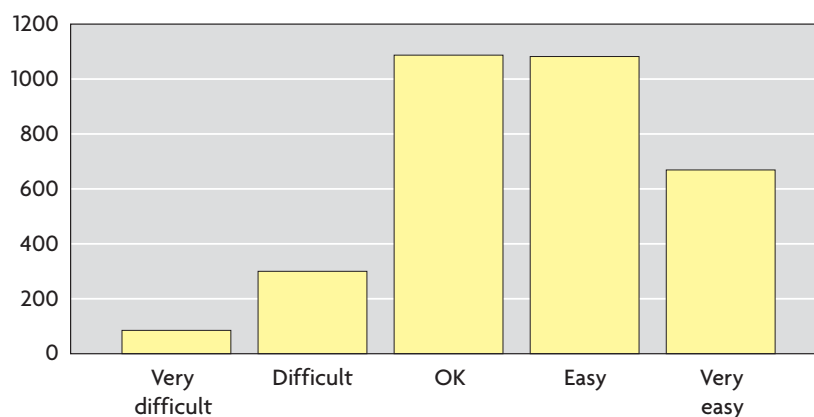


For the purposes of the pilot accessibility was the key issue for evaluation. In future evaluations this entitlement will require more detailed unpacking to measure levels of access to the different types of services and facilities etc. For present purposes, 55 per cent of young people reported that they either find it 'easy' or 'very easy' to get to the places they want to go.

## 7.5    Entitlement: Independent, specialist careers advice and guidance and student support and counselling services

| Table 8 - Do you think that you get good advice and guidance on careers? (frequency and percentages) | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| Not at all | | Very little | | Some | | Quite a lot | | To the maximum | |
| 149 | 5% | 394 | 12% | 1,374 | 43% | 1,106 | 34% | 200 | 6% |

## Do you think you get good advice and guidance on careers?

| | |
|---|---|
| 1500 | |
| 1000 | |
| 500 | |
| 0 | |

Not at all    Very little    Some    Quite a lot    To the maximum
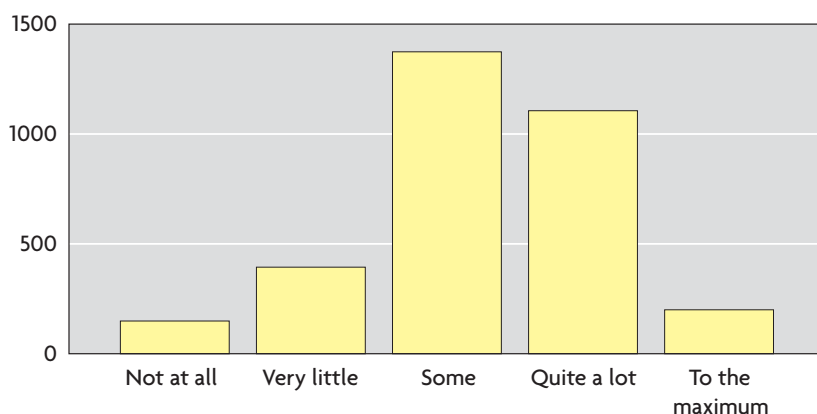
The modal response to this question was 'some' (43 per cent). In total, 40 per cent of young people indicated that they get good advice and guidance on careers either 'quite a lot' or 'to the maximum', whereas 17 per cent felt there was something lacking in this area.

The second part of this entitlement concerning 'student support and counselling services' may be seen to overlap with the next entitlement. It is important to remember, however, that Extending Entitlement is a strategy for all young people in Wales aged 11-25 years – thus not all elements of all entitlements will relate equally to all young people (not all 11-25 year olds, for example, are students).

## 7.6   Entitlement: Personal support and advice – where and when needed and in appropriate formats – with clear ground rules on confidentiality

| Table 9 - Breakdown of responses to personal support and advice entitlements (frequency and percentages) | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|
| **Entitlement** | **Very difficult** | | **Difficult** | | **Ok** | | **Easy** | | **Very easy** | |
| How easy do you find it to get personal support and advice that is confidential? | 117 | 4% | 525 | 16% | 1,573 | 49% | 788 | 24% | 221 | 7% |
| How easy is it for you to get support and information if you are feeling upset and need someone to talk to? | 226 | 7% | 488 | 15% | 842 | 26% | 1,265 | 39% | 405 | 13% |

In terms of 'confidential personal support and advice' the majority of school children who took part in this survey indicated that they had 'ok' levels of access.  In total, 31 per cent said that they had either 'easy' or 'very easy' access and 20 per cent indicated difficulties in gaining access to confidential personal support and advice.

### How easy is it for you to get support and information if you are feeling upset and need someone to talk to?
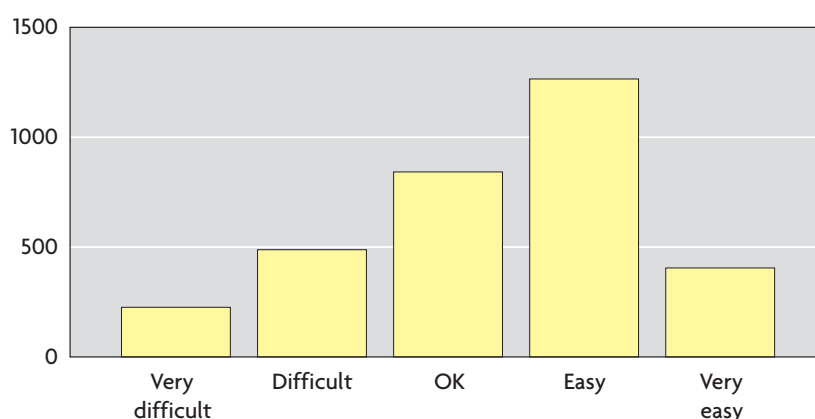
Overall, 52 per cent of respondents indicated that they found it either 'easy' or 'very easy' to get support and information if they were upset and needed someone to talk to. 22 per cent reported difficulties in this respect.

**Pen Picture - Sian**

Sian is in year eleven of secondary school. She describes herself as Welsh. Sian showed a fairly average spread of responses, some positive, some negative, with a fair number of neutral responses.

Sian is confident in her ability to read, write and use numbers and feels that her education meets her needs. She feels that she gets good opportunity to develop the latter two skills but not her ability to read. She states that facilities are open when she needs them and she finds it easy to get to these places. Sian feels that there are lots of positive leisure facilities in her area and is regularly involved in sport and musical activities but rarely does anything artistic. She feels supported and that she finds it easy to get personal support and careers advice. She doesn't feel strongly either way that she gets the chance to volunteer or be an active citizen. Sian does not feel however that she gets the chance to make her own choices or to be asked her opinion. Finally Sian feels that she has been praised for her successes and doesn't feel that she has been discriminated against.

In terms of her family life, Sian is quite ambivalent. She lives with her parents but she feels she doesn't really get along with them. She responds neutrally to their communication and affection in her, feeling that they neither strongly do nor do not show these things. She does however feel that they are interested in what she does. Sian feels that her parents set her clear rules but that they don't keep an eye on where she is going or ask her opinion about things. Again she doesn't really feel that they are fair or unfair when they tell her off. Sian's parents don't argue much with each other and neither them nor her siblings are involved in any antisocial activity.

Sian enjoys school and does not play truant. She feels that the rules there are clear, although she says that some pupils are treated differently to others. She gets on well with her teachers but responds neutrally as to whether they respect her or ask her opinion. Similarly she responds neutrally about the range of extra curricular activities. Sian has been bullied and doesn't feel she always achieves her best. Overall, Sian has a good opinion of school and feels it is worthwhile - which is an opinion mirrored by her parents. Sian has never been suspended or excluded.

In terms of her neighbourhood, Sian likes the area where she lives despite there being a lot of crime and drugs. Sian feels that there are positive leisure facilities there and feels safe both

during the day and night, and reports that she has never been a victim of crime. Sian says that she is involved in a number of activities in her spare time but does hang around the streets. Sian believes that she has easy access to her GP and dentist but finds that it takes up to forty minutes to go places she wants to go. She has access to a mobile, computer, the internet and the library.

Sian doesn't believe that drugs are acceptable for someone her age but feels neutrally with regard to the use of alcohol and cigarettes by peers. Sian has tried a number of alcoholic drinks, including beer, cider, wine and spirits but drinks these less than once a month. She has drunk so much that she has felt really drunk. Sian smokes daily. Sian's friends do take drugs and she admits to using cannabis occasionally. Sian has never committed crime for or whilst using drugs.

Sian's friends do not cause trouble and she doesn't feel that she does either. S he does however admit to having damaged property, stolen items from a shop and place of work and having used stolen goods.

In terms of her personal life, Sian admits to feeling depressed. She worries about the future and has trouble eating and sleeping. She has felt suicidal and has tried to harm herself over the way she feels. She doesn't feel she rushes into things and does not believe she is particularly impulsive.

## 7.7    Entitlement: Advice on health, housing benefits and other issues provided in accessible and welcoming settings

| Table 10 – How easy is it for you to get health information about diet and nutrition, contraception, sexual health? (frequency and percentages) | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| Very difficult | | Difficult | | Neither | | Easy | | Very easy | |
| 201 | 6% | 455 | 14% | 933 | 29% | 1,260 | 39% | 377 | 12% |

## How easy is it for you to get health information about diet and nutrition, contraception and sexual health?
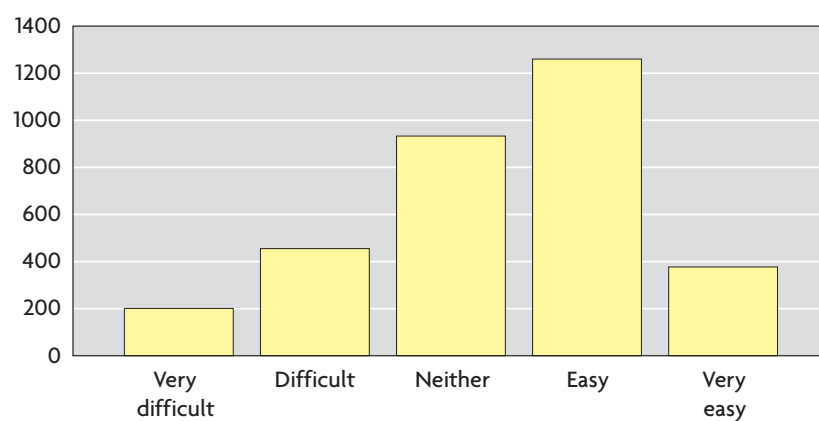


In respect to this entitlement, the question focused on health advice. In total, 51 per cent of the sample said that they either found it 'easy' or 'very easy' to get health information about diet and nutrition, contraception, sexual health. A further 20 per cent reported difficulties in this area.

## 7.8    Entitlement: Recreational and social opportunities in a safe and accessible environment

| Table 11 – Breakdown of responses to recreational and social opportunities entitlement (frequency and percentages) | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|
| | Strongly agree | | Agree | | Neither | | Disagree | | Strongly disagree | |
| I hang around streets | 455 | 14% | 1,025 | 32% | 496 | 15% | 858 | 27% | 392 | 12% |
| Lack of involvement in activities | 356 | 11% | 652 | 20% | 523 | 16% | 1,154 | 36% | 540 | 17% |
| Lack of positive leisure facilities | 709 | 22% | 959 | 30% | 426 | 13% | 798 | 25% | 994 | 10% |
| Feel unsafe in the night time | 382 | 12% | 612 | 19% | 539 | 17% | 1,286 | 40% | 407 | 13% |
| Feel unsafe in the daytime | 150 | 5% | 247 | 8% | 320 | 10% | 1,719 | 53% | 782 | 24% |

Young people who 'strongly agreed' or 'agreed' with factors having a negative impact on recreational and social opportunities
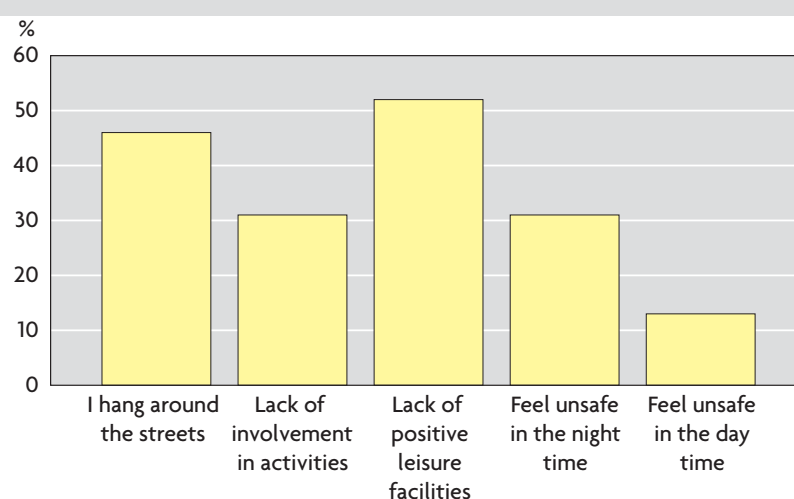
Taking the questions assessing levels of access to safe recreational and social opportunities as a whole: on average 52 per cent of young people 'disagreed' or 'strongly disagreed' (indicating that they do not experience negative recreational and social opportunities) and 34 per cent either 'agreed' or 'strongly agreed' (indicating that they experience problems in accessing positive recreational and social opportunities in a safe environment)[10].

## 7.9    Entitlement: Sporting, artistic, musical and outdoor experiences to develop talents, broaden horizons and promote rounded perspectives including both national and international contexts

**Table 12 - Breakdown of responses to activities entitlement (frequency and percentages)**

| Entitlement | Never | | Occasionally | | Monthly | | Weekly | | Daily | |
|---|---|---|---|---|---|---|---|---|---|---|
| How often do you take part in sport or exercise? | 107 | 3% | 343 | 11% | 74 | 2% | 1,370 | 43% | 1,332 | 41% |
| How often do you take part in anything artistic? | 668 | 21% | 955 | 30% | 133 | 4% | 1,145 | 36% | 324 | 10% |
| How often do you take part in anything musical? | 863 | 27% | 1,087 | 34% | 206 | 6% | 767 | 24% | 303 | 9% |

10  The data measuring levels of access to this entitlement was taken from the risk and protective factor section of the questionnaire.

## Overall levels of participation in sporting, artistic and musical activities

Daily 20%

Never 17%

Occasionally 25%

Weekly 34%

Monthly 4%
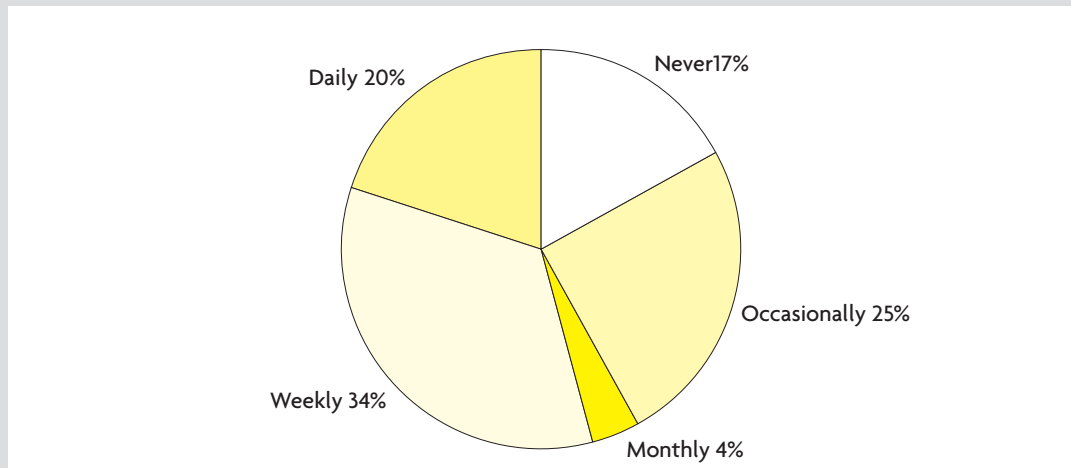
The majority (84 per cent) of young people reported taking part in sporting activities either 'weekly' (43 per cent) or 'daily' (41 per cent). 46 per cent of young people said that they participate in artistic activities 'weekly' or 'daily', while 51 per cent said that they either 'never' or only 'occasionally' do so. In total, 31 per cent of young people indicated that they take part in anything musical either 'weekly' or 'daily', while 61 per cent said that they 'never' or only 'occasionally' do so.

## 7.10 Entitlement: The right to be consulted, to participate in decision-making, and to be heard on all matters which concern them or have an impact on their lives

| Table 13 - Breakdown of responses to consultation entitlement (frequency and percentages) | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|
| **Entitlement** | **Not at all** | | **Very little** | | **Some** | | **Quite a lot** | | **To the maximum** | |
| Do you feel you have the opportunities to be asked what you think and want? | 425 | 13% | 1,006 | 31% | 1,104 | 34% | 565 | 18% | 124 | 4% |
| Do you feel that you have opportunities to make your own choices and to be independent? | 172 | 5% | 518 | 16% | 1,121 | 35% | 1,078 | 33% | 337 | 10% |
| How much do you feel that you have been discriminated against? | 753 | 23% | 977 | 30% | 810 | 25% | 479 | 15% | 207 | 6% |

Processes of consultation and participation go right to the heart of Extending Entitlement. This is not to suggest that the entitlements can be ranked, or that some enjoy a greater priority than others. However, the importance of consultation with young people and being seen to act upon the outcomes of these processes is clearly crucial.

**Opportunities to be asked what you think and want and to make choices**
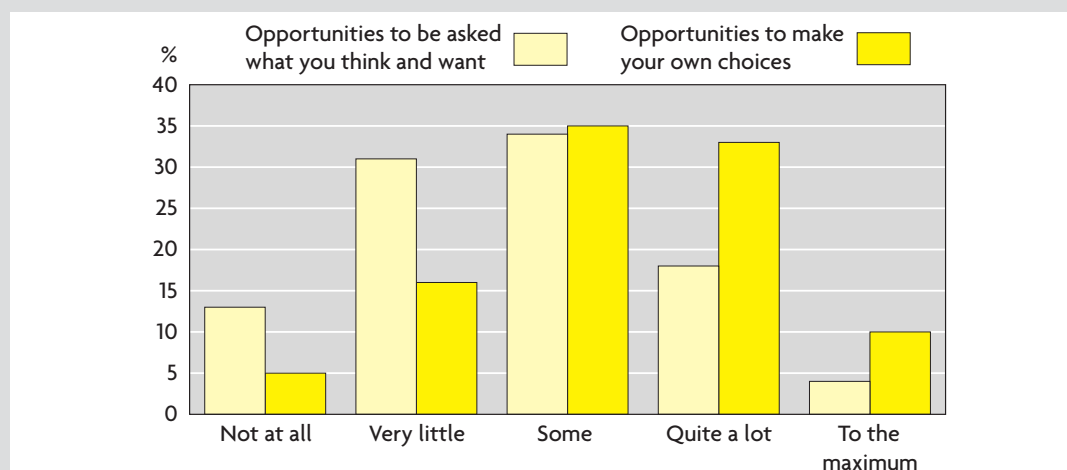
Overall, 32 per cent of young people said that they had 'opportunities to be asked what they think and want' and 'opportunities to make choices and be independent' either 'quite a lot' or 'to the maximum', whilst a further 32 per cent reported no or few such opportunities.

Finally, a question was included to illuminate whether young people feel their achievements/successes were being recognised.

| Table 14 - Breakdown of responses to entitlements (frequency and percentages) | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|
| **Entitlement** | **Not at all** | | **Very little** | | **Some** | | **Quite a lot** | | **To the maximum** | |
| Has anyone told you that you have been successful in something? | 83 | 3% | 199 | 6% | 926 | 29% | 1,477 | 46% | 539 | 17% |

## Has anyone told you that you have been successful in something?
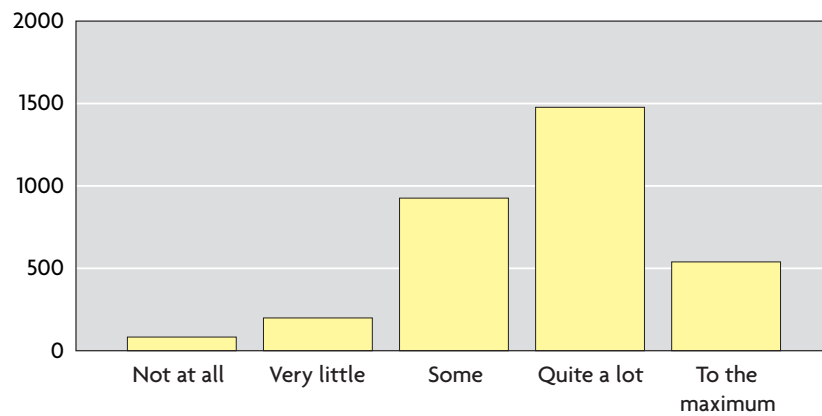


In total, 63 per cent of young people said that they had been told 'that they have been successful in something' either 'quite a lot' or 'to the maximum'.

The following chart shows the rate at which young people reported positive levels of access to the full range of entitlements.

## Overall reported levels of access to entitlements
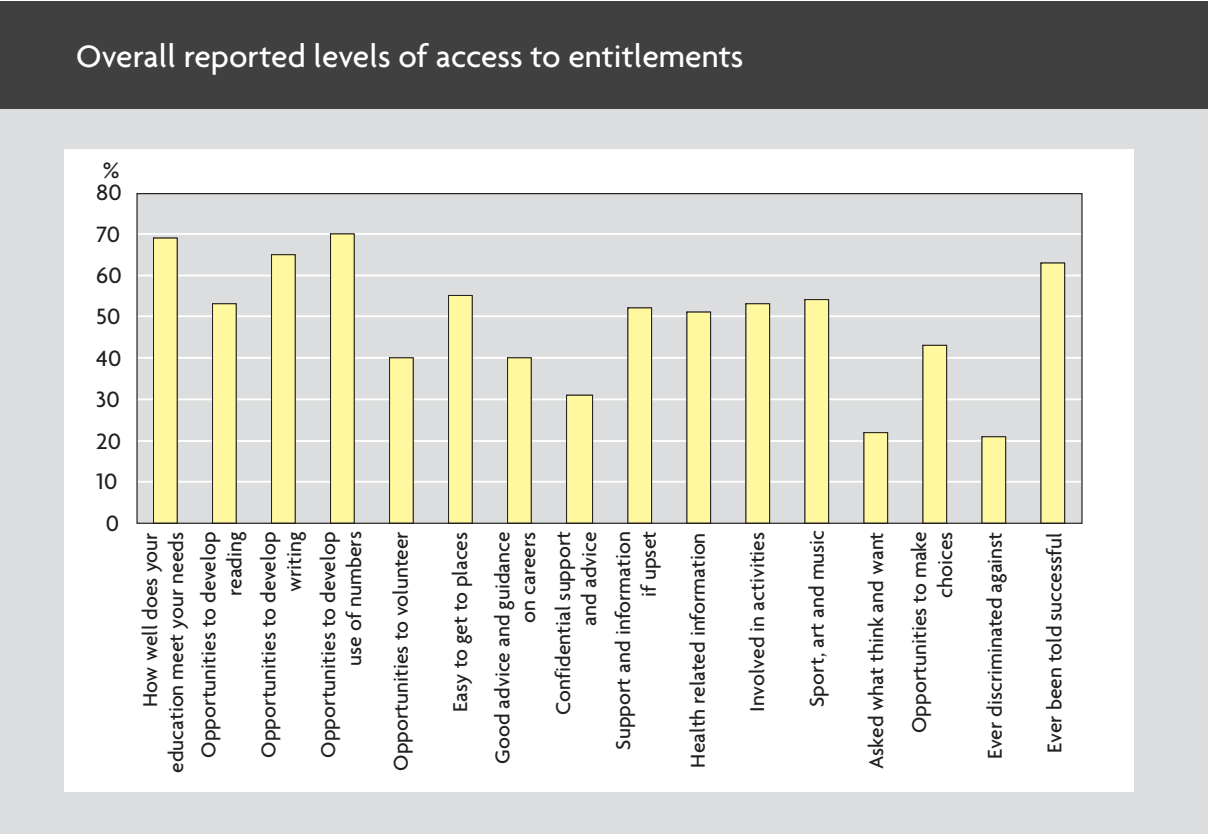


To supplement information directly concerning access to entitlements, young people were also asked a series of additional questions about aspects of their lifestyle.

## 7.11    Travel

One factor which can exert a considerable influence upon a young person's ability to access services and resources concerns the time it takes to travel to certain places.  In order to provide some information which may shed some light on this factor, young people were asked to indicate 'how long it usually takes' to travel to four types of places (see Table 15 below).

| Table 15 – How long does it take you to travel to… (in minutes)[11] | | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | ‹10 | | 10-20 | | 20-30 | | 30-40 | | 40-50 | | 50-60 | | ›60 | |
| Leisure activities | 1,307 | 41% | 1,105 | 34% | 486 | 15% | 180 | 6% | 40 | 1% | 15 | 1% | 93 | 3% |
| Shops | 1,919 | 60% | 774 | 24% | 326 | 10% | 117 | 4% | 22 | 1% | 18 | 1% | 50 | 2% |
| School | 1,180 | 37% | 1,130 | 35% | 567 | 18% | 203 | 6% | 70 | 2% | 30 | 1% | 46 | 1% |
| Bus stop | 2,763 | 86% | 339 | 11% | 57 | 2% | 22 | 1% | * | - | * | - | 38 | 1% |

For the vast majority of young people, their journeys to access services and resources last less then 20 minutes (leisure activities 75 per cent, shops 84 per cent, school 72 per cent and a bus stop 97 per cent).  On average only 8 per cent of young people travel for more than 30 minutes to reach key places.

### Average time taken to travel to places (minutes)



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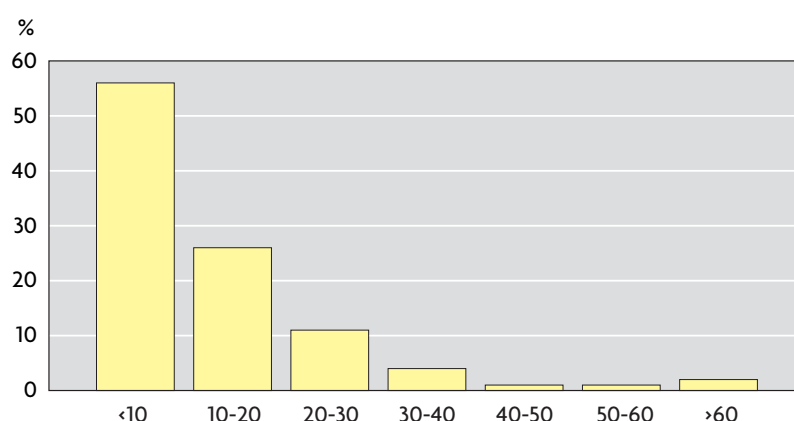
11 In accordance with Welsh Assembly Government conventions for data reporting, cells with an N of 10 or less are noted with an '*'. Corresponding percentages are noted with a '-'.

There were no observable gender differences in the reported time taken by young people to travel to the chosen places.  Perhaps as one might expect, young people in school years 10 and 11 reported travelling for slightly longer to reach key services and resources than younger children – as they get older young people tend to travel further from home.

Young people were also asked how they usually travel to the places listed in the previous questions (see Table 16 below which provides a breakdown of the results for the whole sample, for females and males separately and for school year groups).

**Table 16 – How do you usually travel to these places?**

|  | Walk | | Driven | | Bus | | Taxi | | Other | |
|---|---|---|---|---|---|---|---|---|---|---|
| Total | 1,198 | 37% | 1,371 | 43% | 542 | 17% | 27 | 1% | 85 | 3% |
| Females | 532 | 34% | 710 | 46% | 274 | 18% | * | - | 25 | 2% |
| Males | 666 | 40% | 61 | 40% | 268 | 16% | 18 | 1% | 60 | 4% |
| Yr 7-9 | 854 | 37% | 1,042 | 45% | 360 | 15% | 18 | 1% | 66 | 3% |
| Yr 10+11 | 290 | 39% | 275 | 37% | 159 | 21% | * | - | 12 | 2% |
| Yr 12+13 | 54 | 39% | 54 | 39% | 23 | 17% | * | - | * | - |

The mode of transport[12] most frequently used by young people in travelling to access the places listed above is the car.  On average, 43 per cent of journeys made by young people were taken in a car.  This is most likely to be a 'family' car or one owned by friends (or their parents) – very few young people reported use of taxis.

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12  Travelling by train was not included as a possible response in this survey, although it could be considered for inclusion in future surveys. Young people living in certain parts of Wales are more likely to make use of trains for travelling, for example, to and from school.

## How do you usually travel to these places?

| Mode | Value |
|------|-------|
| Walk | 37 |
| Driven | 43 |
| Bus | 17 |
| Taxi | 1 |
| Other | 3 |
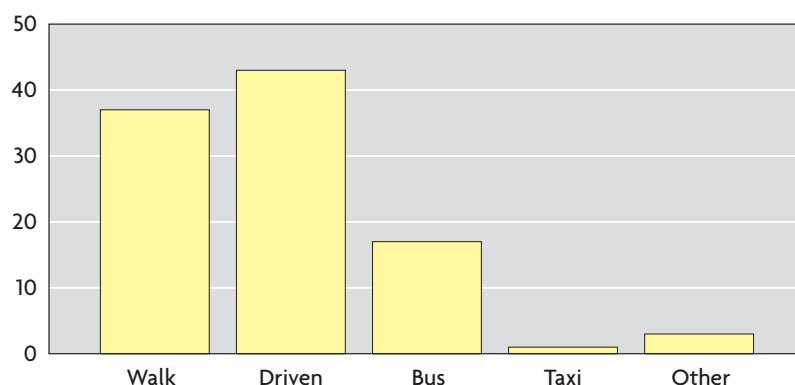
In total, a further 37 per cent of journeys are made on foot. Less than one fifth of young people reported making regular use of public transport to travel to the places listed above. Overall, therefore, nearly a half of journeys made by young people are within a twenty minute drive of their home and approximately one third are within a twenty minute walking distance.

The above represents a fairly tentative exploration into an issue which requires further and more detailed enquiry before any significant conclusions can be drawn, in particular the implications of these factors for levels of access to entitlements will require more detailed study. Nevertheless, this research has shown that time taken and mode of travel is an important issue.

### 7.12    Access to information technology

Consultation with young people in schools highlights a number of issues, including: access to information technology and information, as well as drinking and smoking. Access to information technology and to various types of information are central to Extending Entitlement. Furthermore, many adults (parents, teachers, health professionals etc) are concerned about the consumption of alcohol and smoking by young people – these activities are often part of the focus of preventative interventions within local community safety and health promotion strategies.

Although this pilot research was not able to explore these areas in any particular depth, three questions were included in the study to illuminate access to information technology, and levels of drinking and smoking by young people in Wales.

In terms of access to information technology and information, young people were asked whether they had access to computers, the internet, mobile phones and a library. The responses are set out in Table 17 below.

**Table 17 – Do you have access to the following things?**

|  | Personal computer | | Internet | | Mobile phone | | Library | |
|---|---|---|---|---|---|---|---|---|
| Total | 2,741 | 85% | 2,662 | 82% | 2,971 | 92% | 2,886 | 89% |
| Females | 1,314 | 85% | 1,261 | 81% | 1,456 | 94% | 1,410 | 91% |
| Males | 1,427 | 85% | 1,401 | 84% | 1,515 | 91% | 1,476 | 88% |
| Yr 7-9 | 1,957 | 84% | 1,904 | 82% | 2,139 | 92% | 2,099 | 90% |
| Yr 10+11 | 660 | 89% | 636 | 85% | 707 | 95% | 656 | 88% |
| Yr 12+13 | 124 | 90% | 122 | 89% | 121 | 91% | 131 | 95% |

Clearly this question is not very probing and it does not explore in any detail what the responses to this question actually mean in practice. How young people have chosen to interpret the notion of 'access' is also open to question although they are likely to have judged a positive response in terms of, what is for them, meaningful levels of access.

**Do you have access to the following things?**
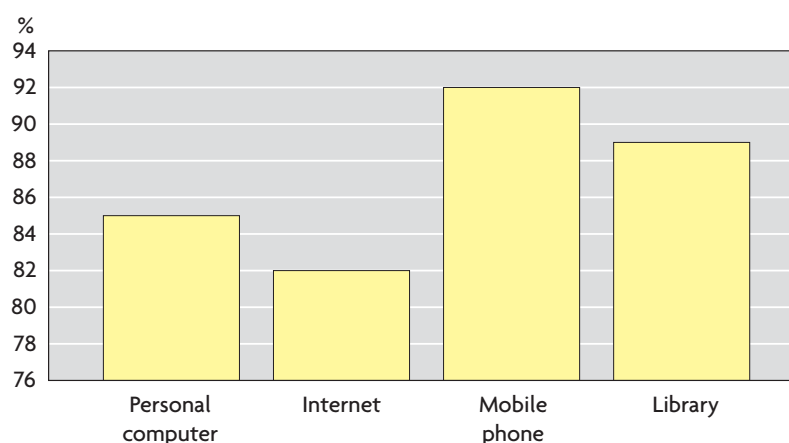
As above, however, it is difficult to interpret these findings and to give them clear meaning as there is a lack of appropriate other research with which to make any kind of comparisons. There are also no absolute measures against which judgements may be made.  What is, for example, the right amount of access to computers for school age children?  Should we take confidence from the finding that 84 per cent of young people report having access to a personal computer?  Or, should it be a matter of concern that 16 per cent of school age children do not report having access to a personal computer?

The timescale for this research did not provide the opportunity to explore the above findings in any more detail.  It is not known, for example, whether having access to a personal computer means that young people have a computer (and internet connections) at home or at school. Notwithstanding these limitations, this pilot research has signposted access to information technology and information as important areas for further enquiry.  Any future research which replicates the questions asked as part of this pilot study would seek to show whether there are any identifiable trends (positive or negative) in the use of information technology.

## 7.13    Smoking and drinking

Concerns about substance use are high on the political agenda.  Drinking and smoking are not activities that are directly related to an evaluation focused on access to entitlements, nor do they feature as research subjects within the RFPP.  Consequently, two questions were included in this pilot study concerning drinking and smoking – mainly to establish a marker for these behaviours and to establish them within the evaluation framework

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**Pen Picture - Owen**

Owen is in year thirteen of a large urban school.  He feels that he is Welsh and described his national identity as British.  From the information that Owen provided it is apparent that he has a good uptake of his entitlements.  He feels that his education meets his needs and that he can read, write and use numbers well.  Owen feels that facilities are open when he needs them and he can get to them quite easily.  He doesn't take part in artistic or sporting activities very often but he frequently takes part in musical activity.  Owen feels safe in his neighbourhood in the day and the night and is often involved in positive leisure activities rather than hanging round the streets.  Owen feels empowered to make his own choices and feels he is consulted over things that affect him.  He has been told that he is successful and hasn't been discriminated against.

Owen's home life appears to be very positive. He gets on well with his parents and feel that they are interested in what he does, are affectionate towards him and get on well with him. They set clear rules for him, know where he is when he goes out and ask his opinion.  Owen's parents rarely argue and neither them nor his siblings are involved in any antisocial activity.

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Owen likes going to school and has an enjoyable time there as he gets on well with his teachers and feels that they respect him. He feels that the rules are clear and that everyone is treated the same. Owen strongly feels that there is a point to school which is an opinion reflected by his parents. Owen has never been a bully but he has been bullied and this could be linked to the fact that he sometimes plays truant and doesn't feel that he always achieves his best. Owen has never been formally suspended or excluded from school.

Owen feels quite ambivalent about the neighbourhood he lives in. He doesn't feel strongly that there is a lot or a little crime, adult surveillance or access to drugs there and he doesn't really like or dislike it. He does feel safe there though and has never been a victim of crime.

Owen can travel quite quickly to the places he wants to go and often goes by car. He has access to the things he needs such as a computer and the library and finds it fairly easy to visit his GP and dentist. In his spare time he doesn't cause trouble and neither do his peers who also stay away from crime and drugs. He doesn't feel that drugs or drinking are acceptable for someone his age, but feels that smoking is acceptable, possibly as he is above the legal age for smoking. He has smoked in the past but doesn't any more.

Owen has tried a range of alcohol including beer, wine and 'alcopops' but doesn't drink these on a weekly basis although he has drunk so much alcohol that he has felt really drunk in the past. Owen doesn't really take drugs but has experimented with cannabis a few times. He has committed a few offences of a minor nature, but not in the past year.

Owen admits to having done dangerous things and has been sent to see someone about the way he has behaved, but he doesn't feel he is easily led or impulsive although he admits to wanting things immediately. Overall, in terms of his personal life, Owen appears well balanced. He is happy and doesn't feel stressed or worried about the future.

Previous research has established that Wales has one of the highest rates of alcohol consumption by 11-16 year olds when compared to 28 countries around the world (WHO 1998, Roberts et al 2002). Drinking alcohol is clearly an issue, therefore, for young people in Wales and one which, particularly when taken to extremes has negative consequences for health and other behaviours (e.g. offending). Although this pilot study could not explore this behaviour in any detail, young people were asked to report on whether they had 'ever drunk so much alcohol that they felt really drunk'. The findings are presented in Table 18 below.

**Table 18 – Have you ever drunk so much alcohol you felt really drunk?**

| | No | | Yes | |
|---|---|---|---|---|
| Total | 1,888 | 59% | 1,315 | 41% |
| Females | 951 | 61% | 588 | 39% |
| Males | 937 | 56% | 727 | 44% |
| Yr 7-9 | 1,578 | 68% | 757 | 32% |
| Yr 10+11 | 289 | 42% | 457 | 61% |
| Yr 12+13 | 37 | 27% | 122 | 73% |

**Young people who report ever having drunk so much they felt really drunk**
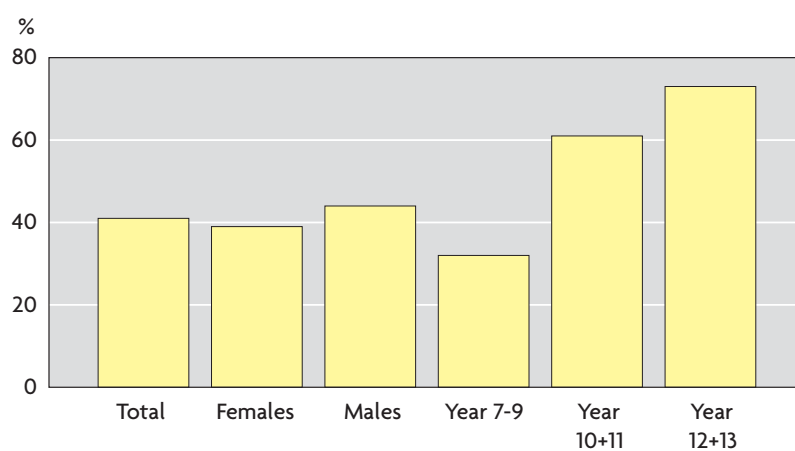
These findings, although not an in depth probe into alcohol consumption patterns by young people, do accord with findings of more detailed and specific research in this area (Roberts et al 2002, see also Haines, Case & Portwood 2004). In particular, there is a statistically significant link between those young people who reported ever drinking so much that the felt really drunk and lower levels of access to entitlements. This result holds true for girls and boys and for young people in school years 7-11 (but not years 12 and 13).

The negative health consequences of smoking by young people are well known and the established increase in the numbers of young people choosing to smoke are a cause for concern (Roberts et al 2002, see also Haines, Case & Portwood 2004). Detailed enquiry into smoking by young people was not a main focus of enquiry within this pilot study, although it was felt to be an important enough behaviour to merit the inclusion of one question specifically concerning smoking – again, mainly to establish a marker for this behaviour and to establish it within the evaluation framework. A total of 41% of young people indicated that they have smoked at some time. Of these young people, the following table provides a breakdown of results to the question: How much do you smoke?

**Table 19 – How much do you smoke?**

|  | Daily | | Weekly | | ‹Weekly | | I don't smoke any more | |
|---|---|---|---|---|---|---|---|---|
| Total | 267 | 20% | 66 | 5% | 124 | 9% | 866 | 66% |
| Females | 142 | 22% | 36 | 6% | 63 | 10% | 884 | 57% |
| Males | 125 | 19% | 30 | 5% | 61 | 9% | 995 | 59% |
| Yr 7-9 | 141 | 17% | 34 | 4% | 76 | 9% | 578 | 70% |
| Yr 10+11 | 106 | 25% | 30 | 7% | 40 | 10% | 242 | 58% |
| Yr 12+13 | 20 | 26% | * | - | * | - | 46 | 61% |

The findings show that 20 per cent of young people (who said that they smoked) reported smoking on a daily basis and that the numbers of young people smoking increases with age through the teenage years – as with drinking alcohol, findings which accord with more detailed and specific research (Roberts et al 2002, see also Haines, Case & Portwood 2004).

**How much do you smoke? (ever smokers)**
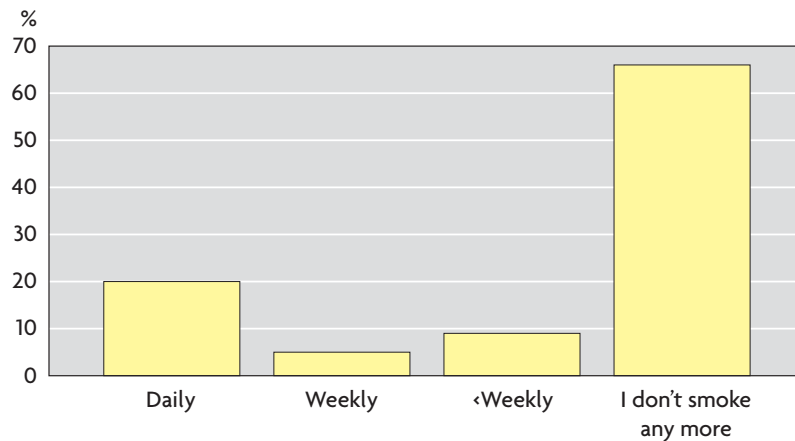


## 7.14    Access to health services

There are, of course, important health related consequences of drinking and smoking.  Indeed, access to health services is an important element within Extending Entitlement.  In this context access to health services means:

- the more traditional treatment services provided on a demand-led basis when an individual presents themselves to a GP, the school nurse or a dentist,
- and both reactive and pro-active health advice and the promotion of healthy lifestyles.

Accordingly, in this pilot study young people were asked a number of health related questions: 'How easy is it for you to get to see a GP, dentist, school nurse?' and 'When was the last time you visited your GP, dentist, school nurse?'  The results are presented in the following set of tables.

**Table 20 – How easy is it for you to get to see a Doctor (GP)?**

|  | Very easy | | Easy | | Neither | | Difficult | | Very difficult | |
|---|---|---|---|---|---|---|---|---|---|---|
| Total | 654 | 20% | 1,593 | 49% | 594 | 18% | 288 | 9% | 96 | 3% |
| Females | 322 | 21% | 743 | 48% | 297 | 19% | 152 | 10% | 37 | 2% |
| Males | 332 | 20% | 850 | 51% | 297 | 18% | 136 | 8% | * | - |
| Yr 7-9 | 523 | 22% | 1,168 | 50% | 406 | 17% | 184 | 8% | 60 | 3% |
| Yr 10+11 | 112 | 15% | 362 | 49% | 155 | 21% | 89 | 12% | 28 | 4% |
| Yr 12+13 | 19 | 14% | 63 | 46% | 33 | 24% | 15 | 11% | * | - |

How easy is it for you to get to see a Doctor (GP)?
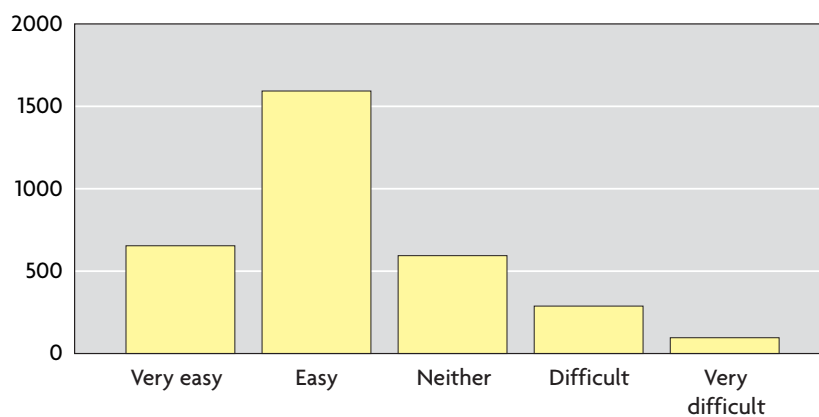


Overall, 69 per cent of young people reported that it was either 'easy' or 'very easy' to get to see a GP and 12 per cent reported that it was either 'difficult' or 'very difficult'. There are no observable gender differences in these results, although as the young people progress through the school years a greater proportion report more difficulty in getting to see a GP.

**Table 21 – When was the last time you visited your GP?**

|  | Last week | | Last month | | Last year | | Over a year ago | | Never | | Don't know who they are | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Total | 357 | 11% | 1,012 | 31% | 1,201 | 37% | 366 | 11% | 96 | 3% | 194 | 6% |
| Females | 196 | 13% | 524 | 34% | 559 | 36% | 156 | 10% | 45 | 3% | 71 | 5% |
| Males | 161 | 10% | 488 | 29% | 642 | 38% | 210 | 13% | 51 | 3% | 123 | 7% |
| Yr 7-9 | 268 | 11% | 788 | 34% | 827 | 35% | 246 | 11% | 68 | 3% | 145 | 6% |
| Yr 10+11 | 79 | 11% | 194 | 26% | 310 | 42% | 100 | 13% | 24 | 3% | 39 | 5% |
| Yr 12+13 | 10 | 7% | 30 | 22% | 64 | 46% | 20 | 15% | * | - | 10 | 7% |

Most young people (79 per cent) reported seeing their GP within the last 12 months[13], although nine per cent of young people reported that they had either never seen the GP or they don't know who they are.

**Table 22 – How easy is it for you to get to see a Dentist?**

|  | Very easy | | Easy | | Neither | | Difficult | | Very difficult | |
|---|---|---|---|---|---|---|---|---|---|---|
| Total | 503 | 16% | 1,682 | 52% | 641 | 20% | 301 | 9% | 99 | 3% |
| Females | 246 | 16% | 807 | 52% | 318 | 21% | 144 | 9% | 36 | 2% |
| Males | 257 | 15% | 875 | 52% | 323 | 19% | 157 | 9% | 63 | 4% |
| Yr 7-9 | 390 | 17% | 1,248 | 54% | 438 | 19% | 204 | 9% | 62 | 3% |
| Yr 10+11 | 101 | 14% | 369 | 50% | 164 | 22% | 81 | 11% | 31 | 4% |
| Yr 12+13 | 12 | 9% | 65 | 47% | 39 | 28% | 16 | 12% | * | - |

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13 The time intervals used in this question may be too broad for young people to complete with a sufficient degree of accuracy. Closer time intervals might produce greater sensitivity in the results obtained.

## How easy is it for you to get to see a Dentist?
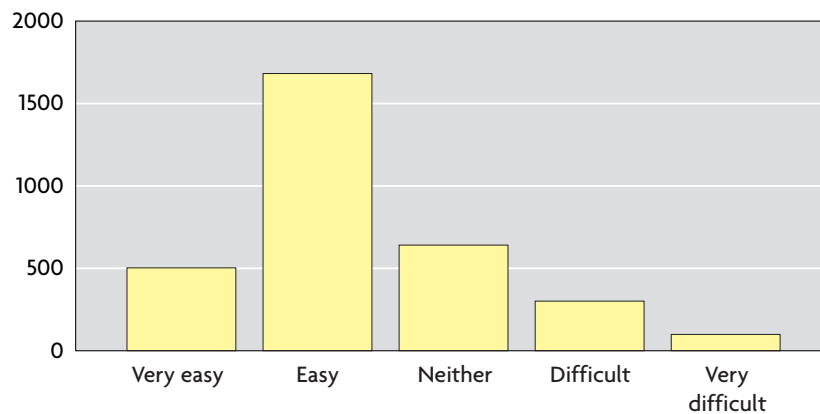


As with the figures above for ease of access to GPs, 68 per cent of young people reported that it was either 'easy' or 'very easy' to get to see a dentist and 12 per cent reported difficulties in this area. There are no observable gender differences in these results, although as the young people progress through the school years they report slightly more difficulty in getting to see a dentist.

### Table 23 – When was the last time you visited your Dentist?

|  | Last week | | Last month | | Last year | | Over a year ago | | Never | | Don't know who they are | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Total | 436 | 14% | 1,135 | 35% | 1,319 | 41% | 227 | 7% | 52 | 2% | 57 | 2% |
| Females | 215 | 14% | 574 | 37% | 640 | 41% | 94 | 6% | 13 | 1% | 15 | 1% |
| Males | 221 | 13% | 561 | 34% | 679 | 41% | 133 | 8% | 39 | 2% | 42 | 3% |
| Yr 7-9 | 335 | 14% | 865 | 37% | 919 | 39% | 153 | 7% | 35 | 2% | 35 | 2% |
| Yr 10+11 | 85 | 11% | 237 | 32% | 335 | 45% | 31 | % | 12 | 2% | 16 | 2% |
| Yr 12+13 | 16 | 12% | 33 | 24% | 65 | 47% | 9 | 13% | 5 | 4% | 6 | 4% |

Again, most young people (90 per cent) reported having visited their dentist within the last year, although a minority reported last seeing their dentist over a year ago (seven per cent), never having seen a dentist (two per cent) or of not knowing who their dentist was (two per cent).

**Table 24 – How easy is it for you to get to see a School Nurse?**

|  | Very easy | | Easy | | Neither | | Difficult | | Very difficult | |
|---|---|---|---|---|---|---|---|---|---|---|
| Total | 437 | 14% | 1,314 | 41% | 712 | 22% | 400 | 12% | 363 | 11% |
| Females | 208 | 13% | 633 | 41% | 368 | 24% | 202 | 13% | 140 | 9% |
| Males | 229 | 14% | 681 | 41% | 344 | 51% | 198 | 12% | 223 | 13% |
| Yr 7-9 | 356 | 15% | 998 | 42% | 492 | 21% | 273 | 12% | 223 | 10% |
| Yr 10+11 | 71 | 10% | 268 | 36% | 175 | 24% | 109 | 15% | 123 | 17% |
| Yr 12+13 | 10 | 7% | 48 | 35% | 45 | 33% | 18 | 13% | 17 | 12% |

How easy is it for you to get to see a School Nurse?

In comparison to the results for GPs and Dentists, a slightly lower proportion of young people reported easy access to the school nurse (55 per cent) and a higher proportion indicated difficulties in this area (23 per cent). Again, there are no observable gender differences in these results, although as the young people progress through the school years they report slightly more difficulty in getting to see a school nurse.

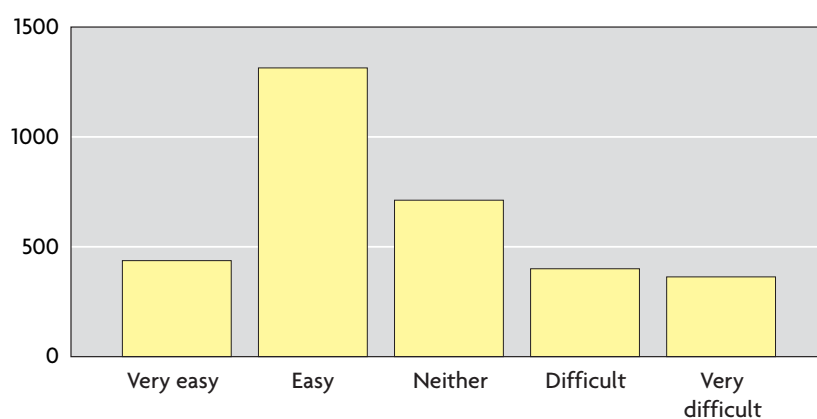| Table 25 – When was the last time you visited your School Nurse? | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | **Last week** | | **Last month** | | **Last year** | | **Over a year ago** | | **Never** | | **Don't know who they are** | |
| Total | 349 | 11% | 608 | 19% | 586 | 18% | 406 | 13% | 1,039 | 32% | 238 | 7% |
| Females | 182 | 12% | 313 | 20% | 282 | 18% | 187 | 12% | 493 | 32% | 94 | 6% |
| Males | 167 | 10% | 295 | 18% | 904 | 18% | 219 | 13% | 546 | 33% | 144 | 9% |
| Yr 7-9 | 306 | 13% | 504 | 22% | 400 | 17% | 205 | 9% | 783 | 33% | 144 | 6% |
| Yr 10+11 | 36 | 5% | 88 | 12% | 167 | 22% | 172 | 23% | 206 | 28% | 79 | 11% |
| Yr 12+13 | * | - | 16 | 12% | 19 | 14% | 31 | 23% | 50 | 36% | 15 | 11% |

The highest proportion of young people reported that they had never seen the school nurse (32 per cent) with a further seven per cent indicating that they do not know who the school nurse is. Just under half (48 per cent) of the young people sampled, however, said that they had visited the school nurse in the last 12 months.

Taking all of these findings concerning access to health services together, it is difficult to assess whether these results can be taken as positive or negative. There are no absolute measures of what levels of access to health professionals should be or need to be. It is important to remember, however, that one of the objectives of this pilot study was to produce baseline information about current levels of access to entitlements by young people, in order that subsequent data may be collected which can then measure any changes and evaluate the impact of Extending Entitlement in this and other areas. As such this research has produced indicative baseline data from which future comparisons can be made and it has clearly identified less than universal and easy access to health services for young people in Wales[14].

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14 It is important also to remember that the study population in this sample comprised young people attending mainstream secondary school on the days the survey was administered. Significant omissions from this study will include, therefore, sub-groups of the youth population

# 8 RISK AND PROTECTIVE FACTORS: MEASURING LIFE EXPERIENCES OF YOUNG PEOPLE IN WALES

In this section of the report the findings of the risk and protective factor research are provided. The main findings of this part of the study are included here for completeness and to allow for a full assessment of the information collected to be made. It should be noted, however, that in setting out to collect this information the objective has not been to primarily report on the observable levels of risk and protective factors across the youth population in Wales. Rather, this information has been collected for its explanatory and analytical utility in understanding the factors that impede or improve overall levels of access to entitlements for young people in Wales. Furthermore, as noted previously, the data on which these results are based should be seen as indicative rather than representative of school children in Wales.

There are a number of key issues that require further explanation here. As noted previously, the risk factor prevention paradigm (RFPP), which has informed the process of collecting personal and social data on young people in Wales, was developed in the field of criminology as a means of explaining the onset, persistence and desistence of offending by young people. Refinements in RFPP research have led to the development of standardised, robust measures and questionnaires that have been shown to be effective in understanding and explaining challenging and deviant youth behaviour (including substance use). The information about the personal and social circumstances of young people that is collected following the methodology of the RFPP has been shown, however, to be of wider explanatory utility than that restricted to offending behaviour. RFPP data can also help to understand and explain mental health issues, school exclusion (although itself a noted risk factor) and social exclusion more generally. It is in this respect that the pilot study of Extending Entitlement set out to collect a wide range of personal and social information from and about young people in Wales.

Caution should be exercised, however, in the interpretation and use of the information provided here. The prevalence and levels at which young people have reported both risk and protective factors are not absolute measures. It would thus be incorrect to single out the responses to any one question and to impute any particular meaning to the data. The data produced through the use of an RFPP methodology should not be 'visually' deconstructed, rather it can only be interpreted when taken as a whole and only on the basis of the application of specialised statistical test and analysis.

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(such as truants or excluded pupils and those who are absent from school due to illness) who are likely to report higher levels of problems in these areas than those sampled.

Linked to the point above, there is an expectation that the young people that form the sample population in this study will exhibit a certain prevalence and frequency of personal and social problems. Adolescence is a period of personal and social transitions which is characterised by the emergence of certain 'difficulties'. Research has, thus far, not established what is 'normal' for this population, nor has it reached conclusions about what is 'not normal'. The utility of the data collected by following the RFPP, therefore, is not found in the basic information that it provides, but in the analysis which links selected outcomes (such as 'offending' or in this instance 'levels of access to entitlements') to a range of particular risk and protective factors.

**Pen Picture - Rachel**

Rachel who is Welsh is in year nine of an urban school. She has lead quite a stressful life so far and this is reflected in the activities which she gets up to in her spare time. Rachel experiences a number of factors in all elements of her life which may put her at risk for more undesirable behaviours.

Rachel's says her parents don't show her any affection and she feels that they don't communicate with her or show any interest in what she does. She feels that they don't keep an eye on where she goes or set her clear rules and that they are often unfair when they tell her off. Rachel has a sibling who has been involved in drugs and she has a parent involved in heavy drinking.

In school, Rachel feels that he teachers don't respect her and she doesn't have a good relationship with them. She feels confused by what is expected of her and she finds the rules unclear and often different for different pupils. She doesn't like school and often stays away - which may have lead to her being suspended. Rachel often feels like she underachieves and she has been bullied although she hasn't been a bully herself.

Rachel doesn't like the area she lives in, possibly because she says there is lots of crime and drugs and a lack of adult surveillance or positive leisure facilities. Rachel feels unsafe there both in the day and the night and has been a victim of crime.

In her spare time, Rachel spends time hanging around the streets and isn't involved in many activities. Her friends are involved in crime and drugs and she admits that both they and she often cause trouble. Rachel feels that drinking, taking drugs and smoking are all acceptable behaviours for someone her age, despite only being thirteen or fourteen. Rachel confesses to smoking every day and drinking beer and spirits once a week. She has tried cannabis, glue and amphetamines but doesn't regularly take these. Rachel has committed a number of crimes including fighting, stealing from shops, trespassing and threatening someone with a weapon. These have all been recent behaviours, occurring in the past year.

Rachel feels that she is prone to stress and worries about the future. She often feels sad and has considered suicide although she has never harmed herself. Rachel has problems eating and sleeping. She admits to feeling impulsive and being easily led. Rachel hasn't however been sent to see someone about her behaviour or the way she feels.

In terms of her entitlements, Rachel is in a bit of a mixed situation. Although she feels that she can read, write and use numbers well she doesn't feel that she gets the chance to improve these skills and doesn't think that her education meets her needs. Rachel does feel that she gets the chance to make her own choices but doesn't feel she is asked her opinion about things that are important to her. She finds it difficult to get to places and feels there are few facilities available. When she can get to these few places they are often closed. This may be reflected in the fact that she rarely takes part in anything musical or artistic although she does take part in sport and volunteering. Rachel doesn't feel that she gets good advice whether this is personal or career related and doesn't feel that she has ever been told that she has been successful. Having said this, Rachel doesn't feel discriminated against.

Based on the RFPP, data has been collected about five domains. These are: education, personal and individual factors, family, lifestyle and neighbourhood. Within each domain a number of questions were asked. The questions are set in terms of 'factors' and each young person was asked to what extent each factor characterised their life experience. Responses were made on a scale ranging from 'strongly agree' to 'strongly disagree'. The importance of these factors for shaping the life experiences of young people have been established through internationally validated research studies.

## 8.1    Education

Research has illustrated the important role of the school in socialising young people towards prosocial norms and diverting them from undesirable behaviour (e.g. Goldblatt and Lewis 1998; Catalano et al 2002). Recent UK studies have clearly associated low academic achievement, poor levels of school attendance, difficult school behaviour and disaffection from school with anti-social behaviour and youth offending (e.g. Flood-Page et al 2000; Anderson et al 2001).

There are also clear indications as to how schools can contribute to promoting a positive lifestyle for young people through, amongst other things, the provision of alternative curricula, whole school behaviour codes, anti-bullying strategies and teacher training in effective classroom management (e.g. Haines and Case 2003; Anderson et al 2001). Schools offer a promising focus for intervention and innovation with young people, and can often be more easily targeted than the family. Schools have the opportunity to promote social equality, cultural plurality and personal belonging, enabling young people to acquire moral standards, social skills and a sense of responsibility as citizens (Graham and Bennett 1995; Herrenkohl et al 2001). Schools can be effective mechanisms for providing pupils with information and guidance and they play a key role in promoting social inclusion.

The frequency of reporting factors in the domain of education are reported in Table 26 below.

| Factor | Strongly agree | | Agree | | Neither | | Disagree | | Strongly disagree | |
|---|---|---|---|---|---|---|---|---|---|---|
| Inconsistent discipline | 649 | 20% | 1,534 | 48% | 473 | 15% | 406 | 13% | 164 | 5% |
| Under achievement | 226 | 7% | 1,016 | 32% | 567 | 18% | 1,075 | 33% | 342 | 10% |
| Victim of bullying | 376 | 12% | 878 | 27% | 322 | 10% | 838 | 26% | 812 | 25% |
| Lack of consultation | 305 | 10% | 603 | 19% | 781 | 24% | 1,399 | 43% | 138 | 4% |
| Truancy | 84 | 3% | 189 | 6% | 217 | 7% | 1,018 | 32% | 1,718 | 53% |
| Few extra curricular activities | 293 | 9% | 569 | 1% | 572 | 18% | 1,459 | 45% | 333 | 10% |
| Dislike school | 471 | 15% | 507 | 16% | 617 | 19% | 1,412 | 44% | 219 | 7% |
| Lack of respect shown by teachers | 335 | 10% | 464 | 14% | 753 | 23% | 141 | 44% | 243 | 8% |
| Poor opinion of school | 319 | 10% | 329 | 10% | 406 | 13% | 1,197 | 37% | 975 | 30% |
| Poor relationship with teachers | 242 | 8% | 391 | 12% | 470 | 15% | 1,784 | 55% | 339 | 11% |
| Unclear school rules | 163 | 5% | 289 | 9% | 350 | 11% | 1,816 | 56% | 608 | 19% |
| Has been a bully | 107 | 3% | 304 | 9% | 312 | 10% | 970 | 30% | 1,533 | 48% |
| Poor parental opinion of school | 75 | 2% | 91 | 2% | 166 | 5% | 1,041 | 32% | 1,853 | 57% |

Table 26 - Frequency of reporting of factors in the domain of education

**Percentage of young people reporting 'strongly agree' or 'agree' with education risk factors?**

%

| Factor | Value (approx) |
|---|---|
| Inconsistent discipline | 68 |
| Underachievement | 39 |
| Victim of bullying | 39 |
| Lack of consultation | 29 |
| Truancy | 9 |
| Few extra-curricular activities | 10 |
| Dislike school | 31 |
| Lack of respect shown by teachers | 24 |
| Poor opinion of school | 20 |
| Poor relationship with teachers | 20 |
| Unclear school rules | 14 |
| Has been a bully | 12 |
| Poor parental opinion of school | 4 |
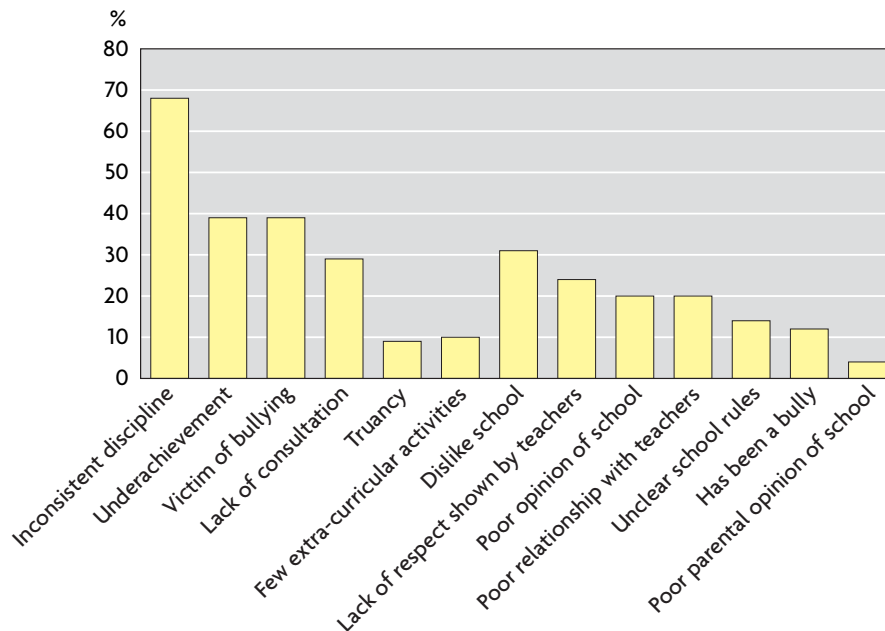
## 8.2    Personal and individual

Adolescence is a period of rapid growth, a time of considerable personal and social change. These adolescent transitions are becoming increasingly well understood (see generally, Roche & Tucker 1997). Accordingly, the process of undergoing these transitions is accompanied by the emergence of a range of personal and individual factors which characterise the adolescent experience. It is thus quite normal for young people during this period to experience a range of problems – although research is yet to establish anything like an agreed set of 'norms'. While we can, with some confidence, list the types of problems faced by young people generally, we do not yet have the knowledge necessary to judge what level of experiencing problems is normal or to be expected. Thus there is no way of knowing whether the fact that, for example, 30 per cent of the young people in this survey reported agreement with the statement that they have 'worries about the future' is normal or whether this is or should be a matter of concern.

Based on our knowledge about the types of issues characteristic of adolescence, however, it is possible (with advanced statistical modelling) to show which of the factors are having an impact upon other aspects of the behaviour of young people (such as levels of access to entitlements). It is on this basis that in this research data on the personal and individual characteristics of young people was collected.

The frequency of reporting factors in the personal and individual domain are reported in Table 27 below.

| Table 27 - Frequency of reporting of factors in the domain of personal and individual | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| Factor | Strongly agree | | Agree | | Neither | | Disagree | | Strongly disagree | |
| Worries about the future | 277 | 9% | 976 | 30% | 610 | 19% | 913 | 28% | 449 | 14% |
| Suicidal feelings in the past | 780 | 24% | 715 | 22% | 326 | 10% | 599 | 18% | 805 | 25% |
| Impulsivity | 461 | 14% | 803 | 25% | 596 | 19% | 1,046 | 32% | 319 | 10% |
| Prone to stress | 186 | 6% | 401 | 12% | 477 | 15% | 1,244 | 39% | 917 | 28% |
| Behavioural/ emotional problems | 408 | 13% | 1,018 | 32% | 641 | 20% | 759 | 24% | 399 | 12% |
| Easily led | 197 | 6% | 834 | 26% | 699 | 22% | 1,010 | 31% | 485 | 15% |
| Inability to defer gratification | 216 | 7% | 729 | 23% | 732 | 23% | 1,121 | 35% | 427 | 13% |
| Feelings of depression | 262 | 8% | 676 | 21% | 620 | 19% | 1,024 | 32% | 643 | 20% |
| Done things to harm myself | 262 | 8% | 469 | 15% | 314 | 10% | 1,016 | 32% | 1,164 | 36% |
| Have done 'dangerous' things | 234 | 7% | 541 | 17% | 480 | 15% | 1,072 | 33% | 898 | 28% |
| Eating/sleeping problems | 163 | 5% | 471 | 15% | 417 | 13% | 1,299 | 40% | 875 | 27% |

**Percentage of young people reporting 'strongly agree' or 'agree' with personal and individual risk factors?**
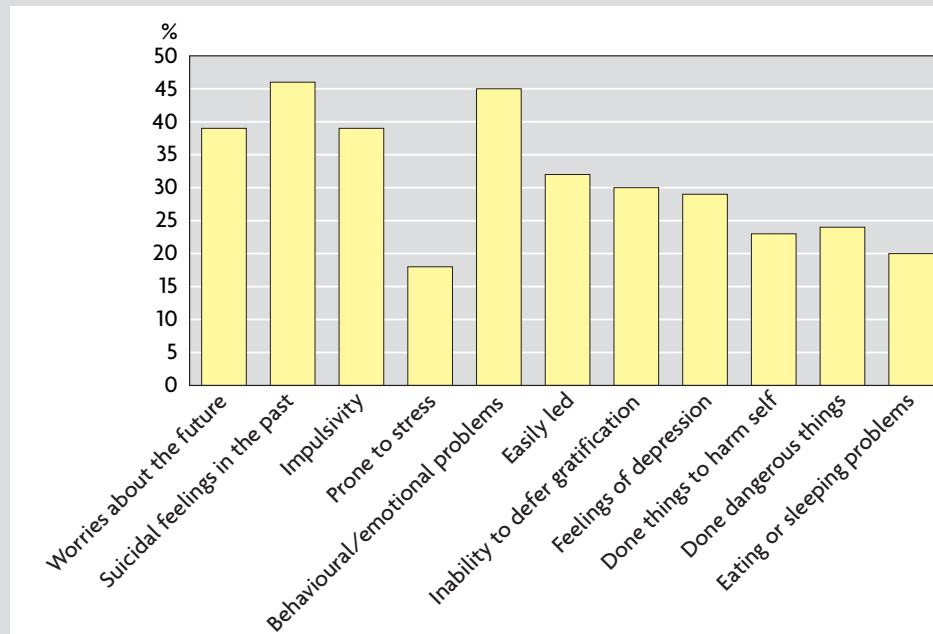


## 8.3    Family

In recent times criminological research has refocused upon family factors as possible explanations for anti-social behaviour and delinquency. Family variables such as lack of parental supervision, parental rejection, erratic and harsh discipline, marital conflict, parental criminality and weak emotional attachment to parents have been consistently identified as significant predictors of anti-social behaviours (Hawkins and Catalano 1992) and youth offending (Sampson and Laub 1993; Farrington 2002).  Based on a meta-analysis of family and delinquency research, Loeber and Stouthamer-Loeber (1986) cited socialisation variables (e.g. lack of parental supervision, parental rejection and poor parent-child involvement) as the strongest predictors of delinquency.  On the other hand, the emergence of protective factors have been shown to compensate for a child's high-risk background (Farrington 2000).  For example, effective parental supervision, consistent parental discipline and attachment to parents can facilitate more positive adolescent behaviours (Graham and Bennett 1995).  Thus research has consistently demonstrated that family structure and functioning plays a significant role in shaping young peoples' behaviour.

The frequency of reporting factors in the domain of the family are reported in Table 28 below.

| Table 28 - Frequency of reporting of factors in the domain of family | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| **Factor** | **Strongly agree** | | **Agree** | | **Neither** | | **Disagree** | | **Strongly disagree** | |
| Harsh or erratic discipline | 201 | 6% | 477 | 15% | 668 | 21% | 1,495 | 46% | 385 | 12% |
| Marital discord | 167 | 5% | 486 | 15% | 616 | 19% | 1,154 | 36% | 803 | 25% |
| Lack of parental supervision | 149 | 5% | 281 | 9% | 285 | 9% | 1,599 | 50% | 912 | 28% |
| Lack of parental consultation | 155 | 5% | 392 | 12% | 558 | 17% | 1,756 | 54% | 365 | 11% |
| Lack of clear rules for behaviour | 101 | 3% | 312 | 10% | 582 | 18% | 1,709 | 53% | 522 | 16% |
| Lack of parental interest | 123 | 4% | 209 | 7% | 353 | 11% | 1,698 | 53% | 843 | 26% |
| Lack of parental affection | 103 | 3% | 253 | 8% | 277 | 9% | 1,105 | 34% | 1,488 | 46% |
| Lack of parental communication | 137 | 4% | 311 | 10% | 342 | 11% | 1,034 | 32% | 1,401 | 43% |
| Sibling criminality | 97 | 3% | 163 | 5% | 117 | 4% | 574 | 18% | 2,054 | 64% |
| Parental heavy drinking | 100 | 3% | 174 | 5% | 293 | 9% | 928 | 29% | 1,728 | 54% |
| Sibling heavy drinking | 87 | 3% | 154 | 5% | 241 | 8% | 826 | 26% | 1,916 | 60% |
| Sibling drug use | 66 | 2% | 120 | 4% | 96 | 3% | 475 | 15% | 2,303 | 71% |
| Parental criminality | 72 | 2% | 108 | 3% | 103 | 3% | 583 | 18% | 2,131 | 66% |
| Poor relationship with parents | 73 | 2% | 139 | 4% | 304 | 9% | 1,365 | 42% | 1,345 | 42% |
| Parental drug use | 57 | 2% | 98 | 3% | 72 | 2% | 477 | 15% | 2,378 | 74% |

**Percentage of young people reporting 'strongly agree' or 'agree' with family risk factors?**
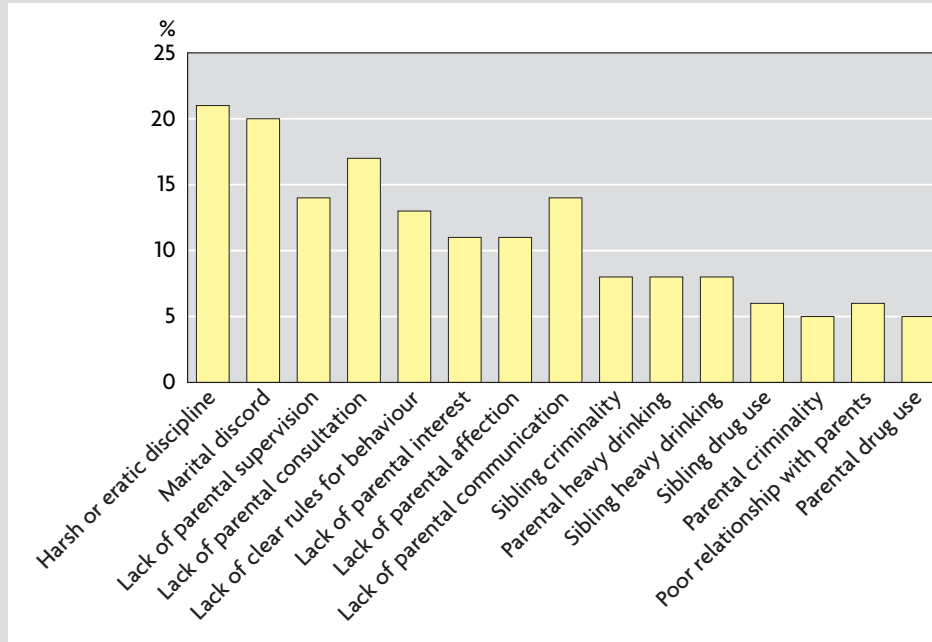


## 8.4   Lifestyle

The lifestyle of young people is often negatively perceived – particularly if one's views are drawn from typical media reporting of the youth behaviour.  Yet the lives of many young people are characterised by much less challenging or anti-social behaviour and by much more positive activities.  Thus, in the data provided below, approximately 70 per cent of young people report more positive lifestyle factors (i.e. they either 'disagree' or 'strongly disagree' with the risk factor statements) and in total 20 per cent either 'agree' or 'strongly agree' that they experience negative lifestyle factors.

In reporting these figures in this way it is important to point out that these results do not indicate that approximately 70 per cent of young people are 'wholly good' (exhibiting only positive behaviour) and another 20 per cent are 'wholly bad' (exhibiting only negative behaviour).  The lives of most young people constitute a mix of behaviours, but it is known that some young people exhibit a greater level of challenging behaviour than others and that some of these behaviours have a wider impact on the opportunities and choices available to young people.  It is with this latter point in mind that the following data has been collected.

The frequency of reporting factors in the lifestyle domain are reported in Table 29 below.

| Table 29 - Frequency of reporting of factors in the domain of lifestyle | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| **Factor** | **Strongly agree** | | **Agree** | | **Neither** | | **Disagree** | | **Strongly disagree** | |
| Drug using peers | 232 | 7% | 556 | 17% | 280 | 9% | 687 | 21% | 1,471 | 46% |
| Easy access to drugs | 288 | 9% | 512 | 16% | 237 | 7% | 630 | 20% | 1,559 | 48% |
| Positive attitude to alcohol | 314 | 10% | 656 | 20% | 573 | 18% | 764 | 24% | 919 | 29% |
| Hang around streets | 455 | 14% | 1,025 | 32% | 496 | 15% | 858 | 27% | 392 | 12% |
| Lack of involvement in activities | 356 | 11% | 652 | 20% | 523 | 16% | 1,154 | 36% | 540 | 17% |
| Antisocial peers | 270 | 8% | 632 | 20% | 519 | 16% | 1,052 | 33% | 753 | 23% |
| Positive attitude to smoking | 215 | 7% | 332 | 10% | 369 | 11% | 793 | 25% | 1,517 | 47% |
| Criminal peers | 190 | 6% | 350 | 11% | 445 | 14% | 1,048 | 33% | 1,193 | 37% |
| Positive attitude to drugs | 144 | 5% | 204 | 6% | 317 | 10% | 716 | 22% | 1,845 | 57% |
| Antisocial behaviour | 129 | 4% | 318 | 10% | 386 | 12% | 1,070 | 33% | 1,323 | 41% |
| Problems due to drink or drugs | 89 | 3% | 123 | 4% | 158 | 5% | 771 | 24% | 2,085 | 65% |
| Commit crime for drugs | 59 | 2% | 40 | 1% | 93 | 3% | 662 | 21% | 2,372 | 74% |
| Commit crime when on drugs | 66 | 2% | 46 | 1% | 93 | 3% | 615 | 19% | 2,406 | 75% |

**Percentage of young people reporting 'strongly agree' or 'agree' with lifestyle risk factors?**
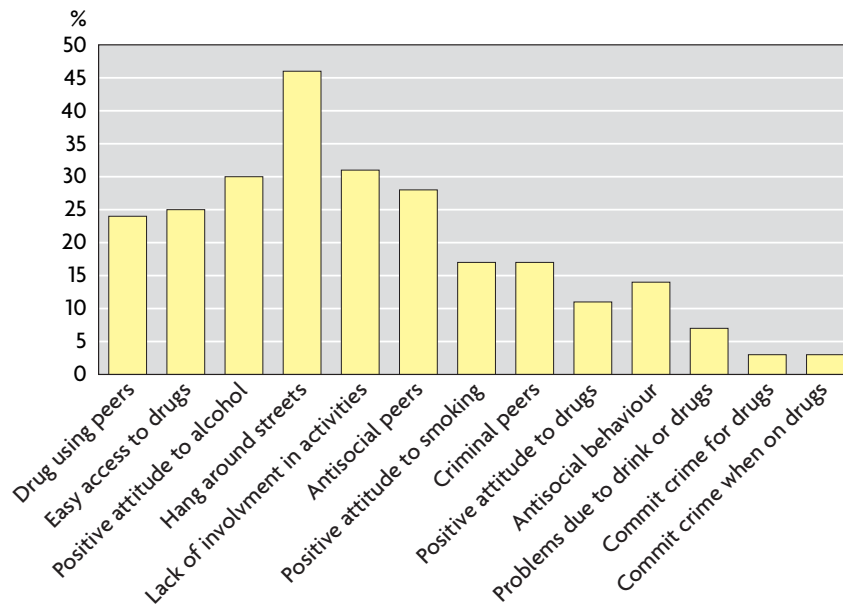


## 8.5 Neighbourhood

The characteristics of the neighbourhood in which a young person lives will have direct implications for their opportunities and choices – particularly in relation to non-school-based activities. The importance of neighbourhood factors in influencing the lives of young people remains, however, relatively under-explored.

The frequency of reporting factors in the neighbourhood domain are reported in Table 30 below.

| Table 30 – Frequency of reporting of factors in the domain of neighbourhood | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|
| Factor | Strongly agree | | Agree | | Neither | | Disagree | | Strongly disagree | |
| Lack of positive leisure facilities | 709 | 22% | 959 | 30% | 426 | 13% | 798 | 25% | 994 | 10% |
| Access to drugs in neighbourhood | 315 | 10% | 566 | 18% | 544 | 17% | 737 | 23% | 1,064 | 33% |
| Criminal neighbourhood | 242 | 8% | 622 | 19% | 590 | 18% | 1,011 | 31% | 761 | 24% |
| Lack of adult surveillance | 211 | 7% | 419 | 13% | 582 | 18% | 1,480 | 46% | 534 | 17% |
| Dislike area in which I live | 247 | 8% | 314 | 10% | 359 | 11% | 1,499 | 47% | 807 | 25% |
| Feel unsafe in the night time | 382 | 12% | 612 | 19% | 539 | 17% | 1,286 | 40% | 407 | 13% |
| Feel unsafe in the daytime | 150 | 5% | 247 | 8% | 320 | 10% | 1,719 | 53% | 782 | 24% |

**Percentage of young people reporting 'strongly agree' or 'agree' with neighbourhood risk factors?**



Chart y-axis: %, values 0, 10, 20, 30, 40, 50, 60

Bars (approximate values):
- Lack of positive leisure facilities: 52
- Access to drugs in the neighbourhood: 28
- Criminal neighbourhood: 27
- Lack of adult surveillance: 20
- Dislike area in which I live: 18
- Feel unsafe at night time: 21
- Feel unsafe in the daytime: 13
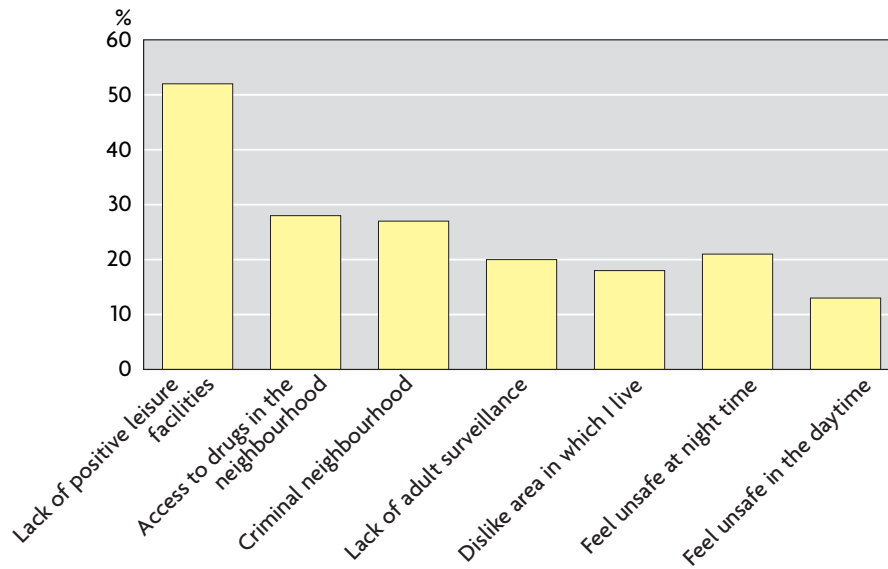
The overall level at which young people reported 'agreeing' or 'strongly agreeing' with the whole set of risk factors is shown in the following chart. It should be noted, however, that in terms of the extent to which the factors reported in this section contribute to higher or lower levels of access to entitlements, it is not the frequency with which they are reported by young people that influences the outcome but the nature of the relationship between these variables and levels of access to entitlements. This analysis is provided in section 9 below.

Overall levels of reporting 'agree' or 'strongly agree' with risk factors

%
80
70
60
50
40
30
20
10
0

Feel unsafe in the daytime
Feel unsafe in the night time
Dislike area in which I live
Lack of adult surveillance
Criminal neighbourhood
Access to drugs in neighbourhood
Lack of positive leisure facilities
Commit crime when on drugs
Commit crime for drugs
Problems due to drink or drugs
Antisocial behaviour
Positive attitude to drugs
Criminal peers
Positive attitude to smoking
Antisocial peers
Lack of involvement in activities
Hang around streets
Positive attitude to alcohol
Easy access to drugs
Drug using peers
Parental drug use
Poor relationship with parents
Parental criminality
Sibling drug use
Sibling heavy drinking
Parental heavy drinking
Sibling criminality
Lack of parental communication
Lack of parental affection
Lack of parental interest
Lack of clear rules for behaviour
Lack of parental consultation
Lack of parental supervision
Marital discord
Harsh or erratic discipline
Eating or sleeping problems
Done dangerous things
Done things to harm self
Feelings of depression
Inability to defer gratification
Easily led
Behavioural/emotional problems
Prone to stress
Impulsivity
Suicidal feelings in the past
Worries about the future
Poor parental opinion of school
Has been a bully
Unclear school rules
Poor relationship with teachers
Poor opinion of school
Lack of respect shown by teachers
Dislike school
Few extra-curricular activities
Truancy
Lack of consultation
Victim of bullying
Underachievement
Inconsistent discipline

# 9 UNDERSTANDING THE FACTORS SHAPING THE OPPORTUNITIES AND CHOICES OF YOUNG PEOPLE IN WALES

Understanding the factors that positively or negatively influence the ability of young people to access entitlements is essential if, over time, improvements are to be made in this area. The purpose of this next section is to show what factors contribute to higher or lower levels of access to entitlements for young people in Wales.

To conduct this analysis it has been necessary to perform various data processing tasks. These are described in technical detail in the following box:

## Data coding procedures

The following data processing procedures have been conducted to permit in depth statistical analysis. Firstly, the five point likert scales responses, for example:

| "My parents/carers don't show me any affection" | | | | |
| --- | --- | --- | --- | --- |
| Strongly agree | Agree | Neither agree nor disagree | Disagree | Strongly disagree |

were recorded into three groups. For the entitlement section, responses were grouped depending on whether they indicated higher, neutral or lower levels of access. For example, for the question:

| "How well do you think you can read?" | | | | |
| --- | --- | --- | --- | --- |
| Very well | Well | Ok | Poor | Very poor |

the responses "very well" and "well" were recorded into higher access, "ok" into neutral access" and the remaining responses of "poor" and "very poor" into lower access.

For the questions covering the main domains of young peoples lives (family, education, neighbourhood, lifestyle and personal and individual factors), the responses were coded into risk, neutral or protective factors. Risk factors are factors that have a positive association with the appearance of one or more harmful outcomes. Protective factors on the other hand are associated with positive outcomes or with a reduced occurrence of harmful outcomes. For example, for the question:

| "I hang around the streets" | | | | |
| --- | --- | --- | --- | --- |
| Strongly agree | Agree | Neither agree nor disagree | Disagree | Strongly disagree |

the "strongly agree" and "agree" options become a risk code, "neither agree nor disagree" a neutral code and "disagree" and "strongly disagree" a protective code. For questions that were phrased positively, for example:

| "My parents/carers know where I'm going when I go out" | | | | |
|---|---|---|---|---|
| Strongly agree | Agree | Neither agree nor disagree | Disagree | Strongly disagree |

"strongly agree" and "agree" become a protective code and "disagree" and "strongly disagree" a risk code".

## Scoring the data

An overall score for each section was then calculated for each individual.  Each risk code was given a value three and each protective code the value one.  Neutral codes were labelled as two.  The total score was calculated by summing these code values for each section together. Each section was dealt with separately, summing the codes for each individual section together. The code value was added together meaning that the higher the score the more likely that individual was to have more "three's" and therefore more risk codes.  On average, the higher the number, the higher the risk factors experiences by the individual and the lower the number, the higher the number if protective factors the individual reported.  This was done for each section so that the individual had six different scores – entitlements, family, education, neighbourhood, lifestyle and personal and individual.

## High and low risk groups

Taking the whole sample together, the range of these figures was then studied for each of the separate sections.  The quartile levels of the scores were then calculated to split the subjects into four groups based on their scores.

The 25% of the sample with the lowest scores were labelled one, the sample who fell in the 26% - 50% boundaries were labelled two, the sample between 51% - 75% were labelled three and the 25% of the sample with the highest scores were labelled four.  Those in group one represented the lower risk group and those in group four represented the higher risk group. Groups two and three represented the neutral groups.

This process was repeated for each of the domains (family, education, neighbourhood, lifestyle and personal and individual) and also for the entitlement section.  For the entitlement section, the same process was performed although the quartiles represented access to entitlements; the highest quartile represented those with the lowest access to entitlements and the lowest score quartile those with the highest access to quartile.  Each individual therefore has a

grouping score for each of the domains and the entitlements denoting whether they were in the risk (or low access), neutral (middle two quartiles) or protective (high access) groups.

Grouping the subjects into risk, neutral or protective groups for each individual question and for each overall domain allowed a number of statistical tests to be performed on the data. It allowed test of association such as regressions and tests of difference such as chi square to be performed on the data set to establish whether statistical patterns were present in the data.

The key questions this data analysis is designed to answer are:

1. What is the relationship between higher and lower levels of reporting of positive (protective) and negative (risk) factors and levels of access to entitlements for each of the domains?

2. Within each of the domains, which of the factors are most useful in explaining the relationship found above?

3. What is the relative contribution of the individual risk and protective factors across all the domains in explaining higher or lower levels of access to entitlements?

In this first stage of analysis, therefore, the total set of responses for each of the domains has been analysed (using the chi-square statistical test) with respect to the total set of results for levels of access to entitlements. In other words, tests have been performed to ascertain any links between higher and lower levels of reporting of problems for each of the domains as a whole and higher or lower levels of reporting access to entitlements overall.

The objective of this analysis is to determine whether young people who report higher levels of, for example, educational problems also report higher or lower levels of access to entitlements. If, for example, a statistically significant link is shown between higher levels of reporting of problems in the domain of education and lower reported levels of access to entitlements then these results show that higher levels of educational problems are actually contributing to lower levels of access to entitlements.

Thus, the first stage of analysis provides answers to question 1 above in terms of whether problems in the domains contribute to lower levels of access to entitlements. This analysis is based, however, on all the factors in each of the domains taken together. In order to determine which of the factors in each of the domains is making the greatest contribution to these results, further tests need to be performed.

Stage two of the analysis, therefore, comprised a stepwise logistic regression. Assuming higher levels of educational problems have been shown to contribute to lower levels of access to

entitlements, the stepwise logistic regression test takes each of the individual factors in the education domain in turn. A further test is then performed to see if removing each individual factor, one by one, affects the overall known result. Thus, if removing an individual factor from the test produces a lower level of statistical significance then it has been shown that this factor was important in producing the result. This test is repeated, time after time, and a rank order of factors is produced which shows which factor most contributes to a positive link between higher levels of educational problems and lower levels of access to entitlements, which factor next contributes to the overall result and the next etc.

The results of the chi-square tests and stepwise logistic regression tests are provided below.

## 9.1    Education and Access to Entitlements

*Education and Access to Entitlements*

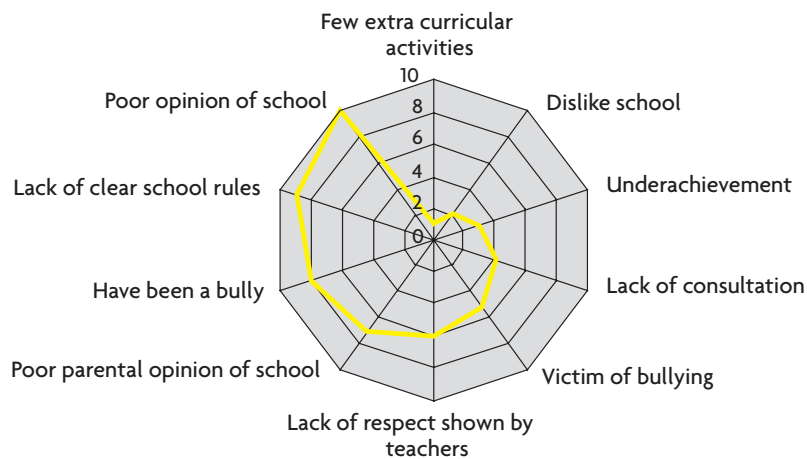There is a strong association between education factors and levels of access to entitlements.

- Those young people who reported **higher** levels of problems within the domain of education also reported **lower** levels of overall access to entitlements. **Higher** levels of educational problems for young people are, therefore, contributing to **lower** levels of access to entitlements.

- Those young people who reported **lower** levels of educational problems also reported **higher** levels of access to entitlements. **Lower** levels of educational problems are, therefore, contributing to **higher** levels of access to entitlements.

- These findings remain consistent for girls and boys and for all age groups.

The factors within the domain of education which most contribute (in order of most significant first) to the finding that:

| Higher levels of problems produce lower levels of access to entitlements are: | Lower levels of problems produce higher levels of access to entitlements are: |
|---|---|
| 1. Few extra curricular activities | 1. Teachers show respect |
| 2. Dislike school | 2. Lots of extra-curricular activities |
| 3. Under achievement | 3. Not been bullied |
| 4. Lack of consultation | 4. Like school |
| 5. Victim of bullying | 5. Asked opinion about things |
| 6. Lack of respect shown by teachers | 6. Don't play truant |
| 7. Poor parental opinion of school | 7. Feelings of achievement |
| 8. Have been a bully | 8. Think school rules are clear |
| 9. Lack of clear school rules | 9. Positive opinion of school |
| 10. Poor opinion of school | |

These results show that issues related to a young persons' education have an important impact on their opportunities and choices in life and, in particular, on their levels of access to entitlements.

Few extra curricular
activities

Poor opinion of school

Dislike school

Lack of clear school rules

Underachievement

Have been a bully

Lack of consultation

Poor parental opinion of school

Victim of bullying

Lack of respect shown by
teachers

10
8
6
4
2
0

The rank order of educational factors listed above show which aspects of a young person's education have the greatest impact upon their ability to access higher levels of entitlements overall. Most of these factors show how the school and the school environment can affect the opportunities and choices of young people (e.g. extra curricular activities, attitude to school, consultation, bullying, unclear school rules, levels of respect shown by teachers).

Underachievement in school and poor parental opinion of the school were also shown to be important factors in contributing to lower levels of access to entitlements.

## 9.2    Personal & Individual factors and Access to Entitlements

*Personal & Individual factors and Access to Entitlements*

There is a strong association between personal and individual factors and levels of access to entitlements.

- Those young people who reported **higher** levels of problems within the personal and individual domain also reported **lower** levels of overall access to entitlements. **Higher** levels of personal and individual problems for young people are, therefore, contributing to **lower** levels of access to entitlements.

- Those young people who reported **lower** levels of personal and individual problems also reported **higher** levels of access to entitlements. **Lower** levels of personal and individual problems are, therefore, contributing to **higher** levels of access to entitlements.

- These findings remain consistent for girls and boys and for all age groups.

The factors within the personal and individual domain which most contribute (in order of most significant first) to the finding that:

| Higher levels of problems produce lower levels of access to entitlements are: | Lower levels of problems produce higher levels of access to entitlements are: |
|---|---|
| 1.    Feelings of depression | 1.    Do not have feelings of depression |
| 2.    Prone to stress | 2.    Do not feel stressed |
| 3.    Eating and sleeping problems | 3.    Do not have eating or sleeping problems |
| 4.    Impulsivity | 4.    Do not rush into things |
| 5.    Behavioural and emotional problems | 5.    Do not do 'dangerous' things |
| 6.    Worry about the future | 6.    Do not report behavioural or emotional problems |
| 7.    Being easily led | |

This research has shown that the personal and individual circumstances of young people have important consequences for their levels of access to entitlements.

## Personal and individual factors associated with lower levels of access to Entitlements
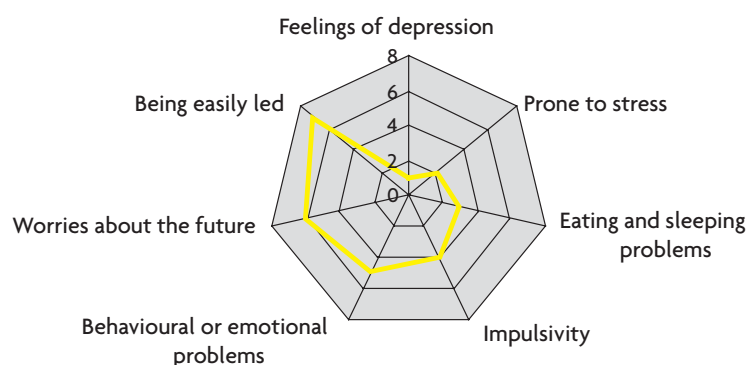
Notwithstanding the fact that adolescence is a period of personal and emotional change and that reporting of some problems can be expected, the above factors stand out as significantly contributing to lower or higher levels of access to entitlements.

## 9.3    Family and Access to Entitlements
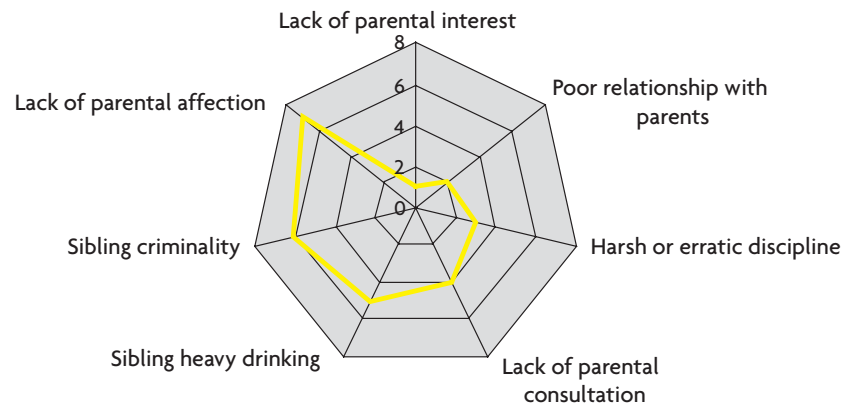
*Family and Access to Entitlements*

There is a strong association between family factors and levels of access to entitlements.

- Those young people who reported higher levels of problems within the family domain also reported lower levels of overall access to entitlements.  Higher levels of family problems for young people are, therefore, contributing to lower levels of access to entitlements.
- Those young people who reported lower levels of family problems also reported higher levels of access to entitlements.  Lower levels of family problems are, therefore, contributing to higher levels of access to entitlements.
- These findings remain consistent for girls and boys and for all age groups.

The factors within the family domain which most contribute (in order of most significant first) to the finding that:

| Higher levels of problems produce lower levels of access to entitlements are: | Lower levels of problems produce higher levels of access to entitlements are: |
|---|---|
| 1.    Lack of parental interest | 1.    Positive parental interest |
| 2.    Poor relationship with parents | 2.    Parents fair and consistent |
| 3.    Harsh or erratic discipline | 3.    Good relationship with parents |
| 4.    Lack of parental consultation | 4.    Effective parental supervision |
| 5.    Sibling heavy drinking | 5.    Parents show affection |
| 6.    Sibling criminality | 6.    Siblings don't take drugs |
| 7.    Lack of parental affection | |

**Family factors associated with lower levels of access to Entitlements**

The family is an important milieu for young people. This research has shown that those young people reporting higher levels of problems within their family setting, also report lower levels of access to entitlements and vice versa. The quality and nature of a young person's relationship with their parents appears to be a crucial factor in shaping levels of access to entitlements.

## 9.4    Lifestyle and Access to Entitlements
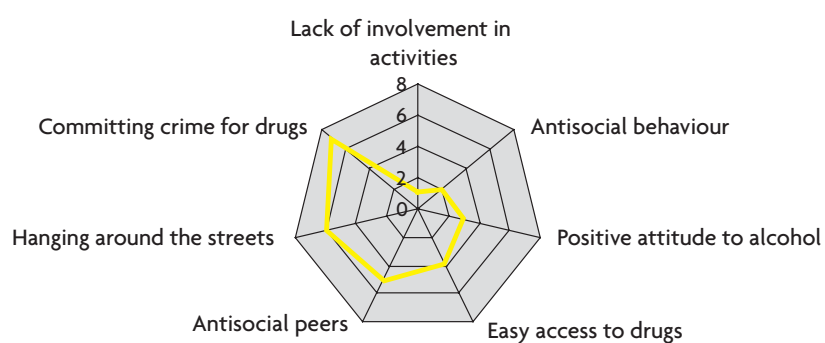
*Lifestyle and Access to Entitlements*

There is a strong association between lifestyle factors and levels of access to entitlements.

- Those young people who reported **higher** levels of problems within the domain of lifestyle also reported **lower** levels of overall access to entitlements. **Higher** levels of lifestyle problems for young people are, therefore, contributing to **lower** levels of access to entitlements.

- Those young people who reported **lower** levels of lifestyle problems also reported **higher** levels of access to entitlements. **Lower** levels of lifestyle problems are, therefore, contributing to **higher** levels of access to entitlements.

- These findings remain consistent for girls and boys and for young people in school years 7-11 (but not years 12 & 13).

The factors within the domain of lifestyle which most contribute (in order of most significant first) to the finding that:

| Higher levels of problems produce lower levels of access to entitlements are: | Lower levels of problems produce higher levels of access to entitlements are: |
|---|---|
| 1. Lack of involvement in activities | 1. Involved in lots of activities |
| 2. Antisocial behaviour | 2. Non-offending peers |
| 3. Positive attitude to alcohol | 3. Don't know where to get drugs |
| 4. Easy access to drugs | 4. Do not hang around the streets |
| 5. Antisocial peers | 5. Negative attitude towards drugs |
| 6. Hanging around the streets | 6. Non-antisocial peers |
| 7. Committing crime for drugs | |

## Lifestyle factors associated with lower levels of access to Entitlements

A young person's lifestyle is clearly going to be reflective of their behaviour. The key question here, however, concerns what aspects of the behaviour of young people help to explain why some young people have lower levels of access to entitlements. How a young person spends their leisure time appears to be the most important lifestyle factor in shaping levels of access to entitlements.

## 9.5    Neighbourhood and Access to Entitlements
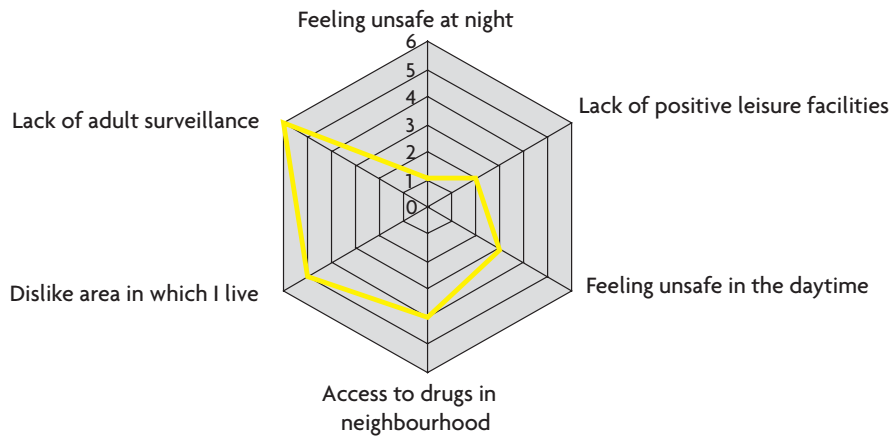
*Neighbourhood and Access to Entitlements*

There is a strong association between neighbourhood factors and levels of access to entitlements.

- Those young people who reported **higher** levels of problems within the domain of neighbourhood also reported **lower** levels of overall access to entitlements. **Higher** levels of neighbourhood problems for young people are, therefore, contributing to **lower** levels of access to entitlements.

- Those young people who reported **lower** levels of neighbourhood problems also reported **higher** levels of access to entitlements. **Lower** levels of neighbourhood problems are, therefore, contributing to **higher** levels of access to entitlements.

- These findings remain consistent for girls and boys and for all age groups.

The factors within the domain of neighbourhood which most contribute (in order of most significant first) to the finding that:

| Higher levels of problems produce lower levels of access to entitlements are: | Lower levels of problems produce higher levels of access to entitlements are: |
|---|---|
| 1.    Feeling unsafe at night | 1.    Feel safe at night |
| 2.    Lack of positive leisure facilities | 2.    Lots of leisure facilities |
| 3.    Feeling unsafe in the daytime | 3.    Feel safe in the daytime |
| 4.    Access to drugs in the neighbourhood | 4.    Not easy to get drugs |
| 5.    Dislike area in which I live | 5.    Like area in which I live |
| 6.    Lack of adult surveillance | 6.    Good adult supervision |

Neighbourhood factors associated with lower levels of access to Entitlements

This research has shown that the characteristics of the neighbourhood in which a young person lives have important implications for their levels of access to entitlements. The negative neighbourhood factors which most influence levels of access to entitlements are 'feeling unsafe at night', 'lack of positive leisure facilities' etc. The positive corollaries to these factors (i.e. feeling safe and good access to leisure facilities) have been shown to enhance levels of access to entitlements overall.

## 9.6    Young People and Access to Entitlements

The third question this research set out to answer is: What is the relative contribution of the individual risk and protective factors across all the domains in explaining higher or lower levels of access to entitlements? The existence of a relationship between higher levels of reporting of risk factors and lower levels of access to entitlements has been established. Similarly, a relationship between higher levels of reporting of protective factors (or lower levels of reporting of risk factors/problems) and higher levels of access to entitlements has been established. Stage 3 of the analysis is designed to explore what positive and negative factors, across the whole spectrum of the questionnaire, contribute to young people achieving lower or higher levels of access to entitlements. The results are presented below:

*Young People and Access to Entitlements*

There is a strong association between risk and protective factors and levels of access to entitlements.

- Those young people who reported **higher** levels of problems also reported **lower** levels of overall access to entitlements. **Higher** levels of problems for young people are, therefore, contributing to **lower** levels of access to entitlements.

- Those young people who reported **lower** levels of problems also reported **higher** levels of access to entitlements. **Lower** levels of problems are, therefore, contributing to higher levels of access to entitlements.

The factors which most contribute (in order of most significant first) to the finding that:

| Higher levels of problems produce lower levels of access to entitlements are: | Lower levels of problems produce higher levels of access to entitlements are: |
|---|---|
| 1. Few extra curricular activities | 1. Teachers show respect |
| 2. Lack of involvement in activities | 2. Involved in lots of activities |
| 3. Feeling unsafe at night | 3. Feel safe at night |
| 4. Dislike school | 4. Asked opinion in school |
| 5. Underachievement | 5. Lots of positive leisure facilities |
| 6. Lack of consultation | 6. Get along with parents |
| 7. Feelings of depression | 7. Like school |
| 8. Hanging around streets | 8. Not being bullied |
| 9. Poor parental opinion of school | 9. Do not play truant |
| 10. Lack of positive leisure facilities | 10. Lots of extra curricular activities |
| 11. Poor relationship with parents | 11. Don't feel sad |
| 12. Feeling unsafe in the daytime | 12. Do not hang around the streets |
| 13. School treats pupils differently | 13. Parents have good opinion of school |
| 14. Poor opinion of school | 14. School has clear rules |
| 15. Criminal neighbourhood | 15. Feelings of achievement |
| 16. Emotional or behavioural problems | 16. Parents communicative with child |
| 17. Lack of parental afection | 17. Feel safe in the daytime |
|  | 18. Good parental supervision |
|  | 19. Negative attitude towards alcohol |
|  | 20. Adult surveillance in neighbourhood |

The research results presented here are quite complex.  There is certainly nothing in the information provided here which would allow for a simplistic conclusion that, for example, individual personality traits such as hyperactivity explain why some young people have low levels of access to entitlements.  This research shows that mono-causal explanations of why some young people have high or low levels of access to entitlements are insufficient.

## Overall factors associated with lower levels of access to Entitlements
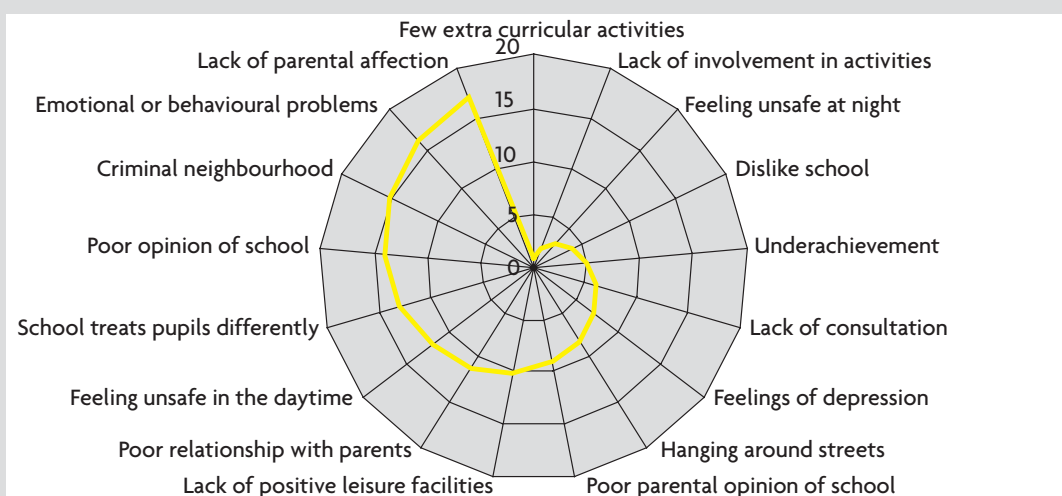


Explaining human behaviour is a complex process and this research has shown that it is not possible to explain why young people have relatively low or high levels of access to entitlements with reference to just one, or indeed a small number of causal factors.

Improving the opportunities and choices of all young people in Wales will require multi-component interventions that both tackle the negative factors which impede access to entitlements and enhance the positive factors that improve access to entitlements.

# 10 EVALUATING EXTENDING ENTITLEMENT

In this final section of the report the main findings and the lessons learnt from the pilot evaluation exercise are presented. The main focus of this final section will be on an evaluation and assessment of key issues concerning the way in which the impact and effectiveness of Extending Entitlement can best be measured.

## 10.1 Young People's Partnerships

- Members of YPPs indicated a high level of familiarity with the objectives of Extending Entitlement and were in agreement with these objectives.

- Some concerns were expressed about the ability of YPPs to achieve all the objectives of extending Entitlement – often citing financial resource issues. Although many reported positively on the workings of YPPs and the importance of tackling all objectives.

- YPP members reported positively about the published guidance for Extending Entitlement and about their relationship with the Welsh Assembly Government.

- Although it was frequently cited as too early to report on the success of Extending Entitlement, the majority of YPP members consulted indicated a high level of optimism for the future.

- More could be done to actively engage young people in participation and consultation processes concerning Extending Entitlement.

- The 6 targeted YPP areas appeared to have widely-differing levels of relationship between YPP members, different interpretations of Extending Entitlement and the research procedure and a variety of local pressures that inhibited their ability to fully participate in the pilot study. This produced dichotomous 'hands on' (proactive) and 'hands off' (passive or otherwise inhibited) approaches to the pilot study.

  o Some YPP Co-ordinators forwarded cogent reasons for adopting a hands off stance (e.g. 1 YPP was undergoing partnership re-structuring, another cited bureaucratic overload during the pilot study period), although others displayed a lack of engagement with the ethos and objectives of Extending Entitlement.

  o 'Hands on' YPP Co-ordinators sought engagement throughout the research process, identifying schools and other agencies (and key stakeholders within them) clearly and immediately. These YPP Co-ordinators typically consulted with and briefed the schools and agencies prior to contact by the researchers, which facilitated access and administration of the questionnaire.

o However, other YPP Co-ordinators operated a more 'hands off' approach, taking longer to provide the requisite lists of agencies (and some failing to respond at all), failing to respond to requests for information (often choosing to delegate responsibility to an uninformed and unprepared co-worker) and taking no active part in the pilot study following provision of school and agency lists.

o A more pro-active 'hands-on' approach by YPP Co-ordinators appears to be effective and necessary in facilitating evaluation processes.

## 10.2   Overall methodology

- The use of the interactive computer-assisted self interviewing (ICSI) technique for the school-based survey worked effectively.  The completion rate was 100 per cent (of those who participated in the study) and there were no reported problems in administering or completing the questionnaire in schools – once the questionnaire had been installed on the school network (see below).

### 10.2.1  Schools

- Despite the capacity of interactive computer-assisted self interviewing (ICSI) to sample broadly and download findings with minimal input from the researcher, it remains a problematic and labour intensive exercise to access schools in the first place and to supervise them through the research period.

- A number of administration problems arose in carrying out the school-based research:

o Schools either forgetting or neglecting to run the questionnaire according to the agreed timetable, resulting in schools having to rush administration with low numbers or request an impractical deadline extension.

o Misinterpreting the research guidelines relating to sampling and representativeness, so administering the questionnaire with low numbers or restricted samples.

o Some Head teachers raised concerns about the content of the questionnaire (mainly related to the risk and protective factor sections) and declined to allow the research to be conducted in their school.

o Failing to accurately monitor administration, resulting in over-estimating both potential and completed sample numbers.

o Some schools proved very difficult to contact and the research encountered persistent failures by contact staff to return telephone calls, e-mails and letters.

o A small number of schools experienced technical problems in running the questionnaire on their internal network (due mainly to 'old' technology).

- Delays to the administration of the school-based research (notably arising from the need to resolve data protection issues) severely inhibited the research process. The crucial window in the school timetable, during which administration of the questionnaire could have been secured as an embedded part of mainstream school activity in the coming year, was missed as a result of the delay. Consequently, administration of the questionnaire was rendered problematic and became a processes whereby the research team was 'working from the outside', having to put pressure on schools to squeeze the questionnaire into an already established programme.

### 10.2.2 Hard to Reach and 19-25 year old groups

- Once those agencies or organisations working with Hard to Reach and 19-25 year old groups had been identified (see above) a number of issues emerged:

  o Youth Offending Teams found it easiest to identify a sample of young people to complete the research and to administer the questionnaire with this sample. Ease of access to computers and a setting in which the young person could complete the questionnaire assisted this process.

  o Other agencies working with Hard to Reach groups identified problems in access to computers, lack of a milieu of engagement which facilitated completion of the questionnaire (e.g. informal gatherings in a youth club setting) and lack of interest in completing the questionnaire by both staff and young people.

  o Agencies and organisations working with 19-25 year olds reported a different set of problems. These included: many of those contacted do not only work with 19-25 year olds – this made sampling a difficult process, many do not work in a direct service providing way making it more difficult to sample and secure agreement to complete the questionnaire.

  o Staff in the agencies and organisations working with Hard to Reach and 19-25 year old groups proved difficult to contact. Many staff were not contactable directly at all. Many did not return phone calls or answer e-mails.

### 10.3 The questionnaire

- The entitlements section of the questionnaire elicited robust information about young people's perceptions of their levels of access to a broad range of entitlements.

- For future evaluations, further work needs to be done to refine and develop the appropriate question set needed to make a full and accurate evaluation of levels of access to entitlements – giving appropriate recognition to the complexity and multi-layered nature of many entitlements.

- The risk and protective factor sections of the questionnaire elicited robust information concerning self-reported levels of problems across a wide range of domains – some individual questions proved sensitive to schools and could be omitted from future evaluations.

- Data from the risk and protective factor sections of the questionnaire enabled clear identification of the factors associated with higher and lower levels of entitlements for the school sample.

## 10.4   The results

- The main findings of this study need to be seen in the context that this was a pilot study accessing an opportunity sample of young people in secondary schools in Wales. Whilst the results reported here can be seen as indicative of the situation of young people in Wales, they do not provide a statistically representative picture.

- This study represents the first occasion on which an attempt has been made to evaluate the extent to which young people in Wales are accessing the range of entitlements set out in the Extending Entitlement strategy. The intention is that these results provide an indicative baseline measure of levels of access to entitlements that will enable subsequent evaluations to measure the future impact of Extending Entitlement. Based on the results presented in this report, therefore, it is not possible to offer any assessment of the extent to which these findings provide a positive or negative picture of the levels to which young people in Wales are accessing their entitlements.

- The entitlement reported with the highest levels of access was 'sporting activities' (84 per cent). The entitlement reported with the lowest levels of access was the 'opportunity to be asked what young people think and want' (22 per cent).

- Taking the results as a whole, high levels of access to all the entitlements were reported by 28 per cent of young people, compared with 8 per cent of young people who reported low levels of access to entitlements.

- Overall, the results show that those young people who report higher levels of negative influences in their lives also report lower levels of access to entitlements. Additionally, those young people who report higher levels of positive influences in their lives report higher levels of access to entitlements.

- The nature of the institutional, social, family and personal circumstances of young people is clearly having an impact on levels of access to entitlements.

- The factors which most, overall, contribute to varying levels of access to entitlements cluster around: leisure activities; nature of relationship with parents; relationship with school; exposure to crime and feelings of safety, and; the emotional and behavioural attributes of the young person.

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