

**"EXTENDING ENTITLEMENT - CREATING
VISIONS OF EFFECTIVE PRACTICE FOR
YOUNG PEOPLE IN WALES"**

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*Commissioned on behalf of....
Comisiynwyd ar ran....*

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About the report

This report has been commissioned by the Welsh Assembly Government as the first stage of an ongoing process to evaluate the effectiveness of the proposals contained within “Extending Entitlement: supporting young people in Wales.” The research will seek to uncover the answers to **four key questions**;

- Are all young people in Wales accessing their universal entitlement and if not, which groups of young people are losing out, and why ?
- What are the obstacles that some young people face in terms of leading a full and active life now and in the future, and how can they be overcome?
- Are young people receiving the high quality services that they need, want and deserve and are they equipped with the skills and resources to participate in identifying their needs, services and assessing their effectiveness?
- Are young people receiving the necessary support to access these high quality services?

Assessing the effectiveness of “Extending Entitlement: supporting young people in Wales” will involve looking at a **range of evidence** from education, training, employment, health, the community, personal and social welfare and participation in democratic process. It will also involve examining how **all young people** currently secure their entitlement, including those who already achieve and those who do not. Reviewing the effectiveness of extending entitlement will involve looking at young people who are high achievers, those who are partially successful and young people who are disaffected and disengaged. Are there more young people leaving school, college and university with high level qualifications and are there fewer young people leaving without any formal qualifications? Are there more young people securing high quality, well paid jobs, and are there fewer unemployed young people, who are not in education and training? And perhaps mostly importantly, are there more young people participating in their local communities as active citizens and taking part in democratic structures and processes, helping to shape the local and national policies which have a direct impact on their lives and future ?

In addition to reviewing the evidence, a clear and consistent baseline is needed to monitor and measure any progress which is made. This will involve producing a framework with the right balance of both quantitative and qualitative indicators, which will not only include SMART targets (Specific, Measurable, Accurate, Realistic and Timed), but will also seek to make use of softer “value-added” measures, to provide a more holistic picture. For example, in terms of education it may involve asking how many young number of young people left school with 5 or more GCSEs (A*-C) and how did this experience of success, develop feelings of self confidence, capability and the ability to benefit from future opportunities.

Hence this report is divided into 2 parts;

- (i) A review of the current situation in Wales for young people
- (ii) Examples of “what works” (evidence based) and “promising approaches” to promoting the inclusion and entitlements of young people

The Vision

The Welsh Assembly Government's vision of the future for young people in Wales aged between 11-25 years, is based on the concept of **universal entitlement**, which means that every young person in Wales has a basic entitlement to a range of high quality services which will enable them to participate effectively in opportunities for learning, employment, good health, citizenship and social inclusion. Thus Extending Entitlement states:

Every young person in Wales has a basic entitlement to:

- (i) Education, training and work experience – tailored to their needs
- (ii) Basic skills which open doors to a full life and promote social inclusion
- (iii) A wide and varied range of opportunities to participate in volunteering and active citizenship
- (iv) High quality, responsive and accessible services and facilities
- (v) Independent specialist careers advice, guidance, student support and counselling services
- (vi) Personal support and advice – where and when they need it – with clear grounds on confidentiality
- (vii) Advice on health, housing benefits and other issues provided in an accessible and welcoming setting
- (viii) Recreational and social opportunities in a safe and accessible environment
- (ix) Sporting artistic, musical and outdoor experiences to develop talents, broaden horizons and promote rounded perspectives including both national and international contexts
- (x) 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
- (xi) Sport, arts and outdoor experiences to develop talents and broaden horizons including an international perspective

In an environment where there is:

- (i) a positive focus on achievement overall and what young people have to contribute
- (ii) a focus on building young peoples' capacity to become independent, make choices and participate in the democratic process; and
- (iii) celebration of young people's success

Young Peoples' Partnerships

Extending Entitlement: support for 11 to 25 year olds in Wales. Direction and guidance (2002) describes the underpinning structure of the local arrangements which are necessary to realise the Welsh Assembly Government's vision for young people, aiming to deliver services that young people need, want and deserve. Each **Local Authority** in Wales is **required** to; establish a Young Peoples Partnership (YPP) with a number of obligations.

Each Young Peoples' Partnership is required to:

Establish a partnership, drawing membership from a wide range of partners in the local authority, other statutory sectors and the voluntary sector

Agree the broad aims of the partnership and begin to identify key objectives in order to establish a shared understanding

Undertake an audit of need, provision and resources which covers a wide range of evidence from education, employment, training, health, leisure and recreation, the youth service and voluntary schemes and any other domain which is significant to young people, or may have an impact on the lives of young people. Partnerships will also be examine the skills of those people who work with young people and also identify existing and future financial resources for young peoples' services

consult with young people and examine how they can most effectively access and engage a diverse range of young people, including young people who are less articulate and confident, those from minority ethnic communities and other groups of young people who are marginalised, disaffected and excluded

Develop a draft 5 year strategy to improve the quality, responsiveness and access to services for young people. The strategy should state the intentions of the Partnership in terms of existing provision and plans for future development, including how young peoples' views will be taken into account and how the Partnership will act upon these views, feed information back to young people and manage their expectations

Identify a small number of local priorities it has agreed to focus upon in the first year, in addition to the **three national priorities** set by the National Assembly (the engagement of young people in decision making, the extent and nature of joint training activities to meet the needs of people who work with young people and measures to fill gaps in provision identified, including out of school activities)

Produce an annual delivery plan which outlines proposed activities and the allocation of lead responsibilities, including some "quick wins" for young people. It must clearly state how progress will be monitored and evaluated

Finalise and publish the strategy, monitor the progress against the strategy and action delivery plan and have regard to the views of young people in all of its activities

Underlying Principles

Section 123 of the Learning and Skills Acts (2000) gave the Welsh Assembly Government the discretion to direct Local Authorities to provide a range of “Youth support services,” enabling children and young people to participate effectively in education, training, employment and in the life of their communities. Within, “Children and Young People: a Framework for Partnership” the Welsh Assembly Government outlines its vision for the planning and delivery of all services for children and young people, focusing upon effective partnership working and streamlining existing funding sources. The guidance stipulates that each Local Authority area must establish a Children and Young Peoples’ Framework Partnerships, to co-ordinate the planning and delivery of services for children and young people (from 0 to 25 years), across all service delivery areas. The UN Convention of the Rights of the Child (UNCRC) provides the underpinning principles which informed the Welsh Assembly Government’s vision of services for children and young people;

Article 12 of the UN Convention of the Rights of the Child states that;

“(governments) shall assure the right of the child who is capable of forming his or her own views the right to express those views freely in all matters affecting the child, the views of the child being given due weight in accordance with the age and maturity of the child.”

Other key articles in the Convention which may have direct impact on the nature of services for children and young people include; **non-discrimination** - the convention must apply to all children equally and without discrimination, regardless of race, colour, sex, language, religion, political or other opinion (Article 2), the **best interests of the child** - to be the primary consideration in all actions concerning the child (Article 3) and **the child’s view** – children have the right to express their views, obtain and make known information and to meet with other children and join associations (Article 13 and Article 15)

The Welsh Assembly Government for Wales has adopted the following *aims* for all its services dealing with children and young people:

- (i) that all children have a flying start in life and the best possible basis for their future growth and development
- (ii) that all children and young people have access to a comprehensive range of educational, training and learning opportunities, including the acquisition of essential personal and social skills
- (iii) that all children and young people enjoy the best possible physical and mental, social and emotional health, including the acquisition of essential personal and social skills
- (iv) all children and young people have access to play, leisure, sporting and cultural activities
- (v) that all children and young people are listened to, treated with respect and are able to have their race, faith and cultural identity recognised
- (vi) that all children and young people are provided with a safe home and a community that supports physical and emotional well being
- (vi) that all children and young people are not disadvantaged by child poverty

The National Framework

The Children and Young Peoples' Framework Partnership is an integral part of each local Community Strategy and Health and Well Being Strategy, which is designed to ensure the entitlement of children and young people in each of these areas. Each Children and Young Peoples' Framework Partnerships incorporates two sub groups; the Children's Partnership established to deliver "Early Entitlement" for children between the ages of 0 -10 years, and the Young Peoples' Partnership created to deliver "Extending Entitlement" for young people between the ages of 11-25. Cymorth was established in April 2003 and is the Welsh Assembly Government's key "preventative and early intervention" funding stream for children and young people and combines the funding previously provided by Sure Start, Childcare Partnerships and the Children and Youth Partnership fund (including the Youth Access Initiative and the Play grant). The Cymorth Plan is submitted by the Children and Young Peoples' Framework Partnership.

"A Plan for Wales": Assembly's Strategic Plan



National Level: Key Policies and Strategies for children and young people

The Learning Country (2002)	Reaching Higher (2002)	National Basic Skills Strategy (2001)	Narrowing the gap in the performance of schools (2002)	SEN Code of Practice (1999)
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Well Being in Wales (2002)	Strategic Framework for promoting sexual health in Wales (2000)	Improving Health in Wales: a plan for the NHS (2001)	Tackling Substance Misuse in Wales (2000)	Promoting Health and Well Being (2000)
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A Winning Wales (2002)	Future Skills Wales (1999)	Youth Enterprise Strategy (2002)	Education and Training Action Plan for Wales (1999)
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Local Level; Universal and Overarching Frameworks

Community Strategy	
Health & Well Being Strategy	Children & Young Peoples' Framework

Delivery Mechanisms:

↓	↓
Children's Partnership Early Entitlement 0-10	Young Peoples' Partnership (YPP) Extending Entitlement 11-25



YPP 5 year Strategy & Plan

Links with Local Strategies:

Education Strategic Plans	Youth Justice Plan
Behaviour Support Plan	Crime Reduction Strategy
Children First	Health Service Planning
Local Housing Strategy	Drug & Alcohol Action Plans

The Policy Context

Delivering the universal entitlement of young people in Wales is contingent upon the effectiveness of joining up the planning and delivery of all services for children and young people, whilst recognising individual and specialised needs. Although many young people are already accessing and enjoying success in different domains of public and private life, others are not. Moreover, not all young people enjoy success in every domain and will require varying levels of support; ranging from those who will require extensive ongoing support, to those who will require very little assistance. In addition to the different needs of young people, which may change over time, young people are often required to occupy a number of different roles; as a member of a family, a peer group, a school, a community, and other social organisations. Hence policies which affect families, schools, communities are also likely to impact on the lives of young people, in addition to those services which are designed exclusively for young people. Many of the issues which are important to young people, or have a significant impact on their lives are interrelated and cannot be treated in isolation. A growing body of research has highlighted the importance of a number of factors which can place young people at risk of becoming socially excluded and being unable to lead full and active lives (Graham and Bowling 1995, Utting 1996, Haines, Case and Isles 2001 and Farrington 2002).

A “**Plan for Wales**” (2001) outlines the Welsh Assembly Government’s strategic plan designed to improve the quality of all public services in Wales. The guiding principles of the plan include delivering quality services, helping those in need, making policies work together, being innovative, working in partnership and being open and accessible. The plan also contains three overarching principles which aim to;

- (i) promote **social inclusion** and attack poverty
- (ii) achieve **equal opportunities** in all areas of the Assembly’s work
- (iii) build upon **sustainable development** acting now, for the future

The key themes of the plan focus upon developing a learning country, improving health and care services, creating a modern economy, building stronger communities, strengthening transport and infrastructure links, supporting rural Wales and developing a modern government which makes maximises use of information technology to improve services. The plan also makes references to championing the rights of children and young people throughout the Welsh Assembly Government’s responsibilities, promoting locally determined partnerships, encouraging play, voluntary sector initiatives and out of school activities and ensuring that children in need and looked after children, are safe-guarded and given a better start in life.

The Policy Context

One of the main aims of The Learning Country (2002) is to ensure that learning is part of everyday life and that the needs of learners come first. The Learning Country (2002) sets out the Welsh Assembly Government's plan improve schools, colleges, university and work based training and consults on a number of key policy directions and new legislation contained within the Education Act 2002. The Learning Country: Learning Pathways 14-19 (2002) sets out a number of proposals designed to transform provision for 14-19 year olds. The proposals are designed to widen the choices of learning with the opportunity to develop both soft (personal and interpersonal skills) and hard skills (subject and technical knowledge) with the opportunity to apply them in real life contexts. A key proposal is individually tailored "learning pathways" which include a mix of school, college, community and voluntary and work experiences, which recognise that people learn in different ways, achieve in different ways and make different contributions to society.

The *underlying principles* of the **Learning Country (2002)** are;

- (i) that **all learners** should have **high standards and expectations**, whatever their situation
- (ii) the **interests of all learners** override others
- (iii) **barriers to learning must be recognised** and steadily overcome to increase access and participation.
- (iv) **academic, technical and vocational** learning pathways have **parity of esteem**
- (v) **schools** should act as a **community resource**
- (vi) **inequalities** in achievement between disadvantaged areas, groups and individuals with those that are advantaged **should be narrowed**
- (vii) **innovation** must be **supported**
- (viii) the **professional judgement of teachers, lecturers and trainers** must be **celebrated**
- (ix) **policies and programmes** should be developed in **partnership**
- (x) provision must reflect the **wise use of money**
- (xi) **policy** must be **evidence based and openly evaluated**

In terms of how the proposals will impact on young people between the ages of 11-25, the Learning Country sets a number of targets:

Specific **targets** for **young people** between the ages of **14-19** include;

- (i) to increase the participation rates for 16-18 year olds in education, training, or employment from 88% to 95%
- (ii) to ensure that every student leaves school with qualifications
- (iii) to increase the percentage of 16 year olds who achieve 5 A*-C GCSEs, or equivalent
- (iv) to ensure that more learners see their schools as beneficial and absenteeism is progressively reduced to a minimum
- (v) to ensure that all school leavers have all the skills necessary for employment

In addition **other key issues** in the Learning Country include;

- (i) a commitment to young peoples' learning which secures a balance between knowledge and understanding, practical application, wider essential skills and personal development (linked to emotional intelligence)
- (ii) to develop an out of hours prospectus in collaboration with Young People's Partnerships
- (iii) to secure the genuine involvement of young people through school and student Councils, local forums and Funky Dragon – the Children and Young Peoples' Assembly for Wales
- (iv) to involve young people in shaping the nature of advice and guidance that they find most helpful and to encourage young people to involve parents and carers in decision making where appropriate.

The UK Government's New Deal for Young People programme was established in 1998 and is an important programme designed to reduce youth unemployment and promote the social inclusion of young people;

The **New Deal Programme for Young People** (aged 18-24) aims to;

- (i) reduce the level of youth unemployment
- (ii) reduce the number of long term unemployed youth people (defined as being unemployed for six months or more)
- (iii) increase the long term employability of young people
- (iv) improve young people's job search skills
- (v) develop the skills and abilities of young people, relevant to the demands of the labour market

The Welsh Assembly Government aims to help young people develop a shared responsibility for health, encourage young people to take action to improve their health and to ensure communication, resources and actions are effective;

Promoting Health and Well Being: implementing the national health promotion strategy aims to;

- (i) reach young adults through youth organisations, colleges and employment
- (ii) encourage young people to participate in community action, to improve health
- (iii) develop a Welsh Network of Healthy School Schemes
- (iv) increase the amount of exercise taken by young people
- (v) encourage young people not to smoke
- (vi) contribute to the development of flexible support services and advice on health and personal issues (as outlined in Extending Entitlement)

About Young People in Wales

The statistics contained in the following section were produced in the most recent census (ONS 2001). Young people in the census report were grouped into the ages of 10 – 24 years rather than the 11 – 25 year old age bracket which the Welsh Assembly Government feels to be a more appropriate age range. Converting the following data to this new age bracket would involve returning to the original raw data and would therefore be problematic to change. The findings are therefore discussed for the age range 10 – 24 but the limitations to this approach are recognised.

According to recent estimates,¹ 1 in 5 people living in Wales are between the ages of 10 – 24 years ($n=551,000$). Overall, there has been little change in the number of children and young people in Wales over the last ten years; however the age profile has changed with slightly more young people between the ages of 11 to 17 and fewer children under 5. The age structure of the youth population (as defined by Extending Entitlement) is fairly evenly split:

- 35% are aged between 10 -14,
- 34% are between 15-19,
- 31% are between 20 -24.

The gender profile is also evenly divided; 51% are boys and 49% are girls. However, there is far more variation in where young people live in Wales:

- just over half of all young people live in South East Wales,²
- 21% in South West Wales,
- 20% in North Wales
- 8% in Mid Wales.

¹ Registrar General's Mid Year Estimate of Population 2002

² Defined by Assembly committee/economic region

In terms of the youth population in local authority areas, Cardiff has the highest number of young people (23%) and Merthyr Tydfil has the lowest number of young people (3%) in Wales. Cardiff, Swansea and Rhonda Cynon Taff have the highest number of young people between the ages of 20-24 (*Source: the Digest of Welsh Local Area Statistics 2003; Office for National Statistics*).

Other **key demographic** factors for young people in Wales between the ages of 11-25 (defined by Extending Entitlement) include;

- 510,078 young people were registered at schools, in 2002
- 22,000 young people were from minority ethnic communities, in 2001
- 3 out of 10 babies born, were to mothers under the age of 25, in 2001
- 548 young people between 10 -16 ,were on the child protection register in 2002
- 1,869 young people between 10-17 were looked after by local authorities
- 6 out of 10 people cautioned by the police in 2001 were between the ages of 10-21
- 1 in 5 of all school aged children are entitled to free school meals
- 6 out of 10 young people are engaged in some form of employment
- 12% of young people were not in any form of learning or employment in 2002
- a third of all economically inactive people were between the age of 16-24

Education

One of the most significant commitments contained within Extending Entitlement is that every young person in Wales should have a basic entitlement to education, training and work experience, tailored to their needs. They should also have the opportunity to obtain basic skills, which open the doors to a full life and social inclusion. A lack of basic numeracy and literacy skills can prove to be a significant barrier in terms of accessing further training, employment, housing, and advice on benefits. The significance of education is two fold; firstly it can determine who is and can be successful in the future and secondly, it is the first universal domain that children and young people experience feelings of achievement and self confidence. Levels of educational attainment, truancy, school exclusions, and troublesome or disruptive behaviour whilst at school e.g bullying, are key factors which can shape young peoples' overall experience of school and their future life chances (Graham and Bowling 1995, Flood-Page, Campbell, Harrington and Miller 2000, Piperato and Roy 2002) Research conducted by Haines and Case (2003), revealed that young peoples' perceptions of their own under-achievement and poor relationships with teachers, were among the most important school based issues for young people. The survey revealed that 1 in 4 ($n=580$) were disaffected from school and displayed a lack of commitment to the school ethos and organisation (Haines and Case 2003).

(i) School attainment

The level of educational attainment at school is an important factor which can affect the future "life chances" of young people. Young people, who leave school with few

or no qualifications, often find it difficult to access secure and high quality employment. Moreover, young people who succeed in terms of educational attainment can also benefit from the positive experiences of growing self belief and confidence, which can in turn open further doors of opportunity. All young people in Wales of compulsory school age are required to follow the National Curriculum for Wales, which is organised on the basis of four key stages; key stage 1 (5 – 7 years³), key stage 2 (7 - 11 years), key stage 3 (11 – 14 years) and key stage 4 (14 – 16 years). Progress is monitored by how many young people reach the “expected level” at the end of each key stage in English, Welsh (first language), Maths and Science. Overall, the number of young people in Wales, achieving the expected level has increased in recent years;

Pupil Attainment at Key Stage 2 (aged 11) & 3 (aged 14), by Core Subject Indicator⁴, 1996-02

Year	Teacher Task / Test		Teacher Task/ test	
	11 year old		14 year old	
1996/97	55	52	46	44
1997/98	57	51	47	45
1998/99	61	58	47	45
1999/00	64	63	49	46
2000/01	68	68	51	50
2001/02	70	68	52	50

(Source: Key Education Statistics for Wales, Welsh Assembly Government 2002)

The number of pupils achieving the expected level in the core subject indicators has increased at the end of both key stage 2 and key stage 3, between 1996-2000. The biggest increase has occurred in number of young people aged 11, achieving the expected level in key stage 2, which has increased from just over half (52%) to just over two thirds (68%) in 2001/02.

Pupil Attainment at Key Stage 4 (aged 15-16), 1991-2002

Level of Attainment	1991/92	1999/00	2000/01	2001/02
% of pupils who entered at least one ELQ, GCSE, or vocational award	94	97	97	97
% of pupils who achieved 1 GCSE grade (A*-G)	87	92	92	92
% of pupils who achieved 5 GCSE grades (A*-G)	75	85	85	85
% of pupils achieved 5 GCSE grades (A*- C)	35	49	50	50

(Source: A Statistical Focus on Children in Wales & Key Education Statistics for Wales; Welsh Assembly Government.)

³ Core Subject Indicator – a combined score for English, Welsh (first language), Maths and Science)

The number of young people reaching the expected level in key stage 4 (5 or more GCSE grades A*-C) has also increased significantly over the last ten years. However, there has been very little change over the last three years in every level of attainment for young people of compulsory school leaving age. 97% of young people at school, entered at least one entry level qualification (ELQ), GCSE short course, GCSE, or vocational award.

Pupils Attainment: “A” Levels or Vocational Equivalents, (aged 17), 1999-2002

Level of Attainment	2000/01	2001/02
% of pupils who achieved 2 or more “A” levels, or vocational equivalents (grades A – C)	62	66
% of pupils who achieved 2 or more “A” levels, or vocational equivalents (grades A – E)	93	94

(Source: A Statistical Focus on Children in Wales & Key Education Statistics for Wales; Welsh Assembly Government 2002)

The number of young people achieving “A” levels or their vocational equivalents has increased slightly over the last two years. In terms of the general youth population, just over 50% of all young people in Wales attained two or more “A” levels (grade A-C), or their equivalent, and 3 out of 4 young people attained two or more “A” levels (grade A-E) or their vocational equivalent during 2002.

The number of young people between the ages of 16-18, who are participating in education (full and part time) at school or further and higher educations has increased from just under half of young people in this age group between 1998/99, to almost two thirds in 2000/01. The number of enrolments of students (all ages) on further and higher education courses has increased by a third between 1997 to 2001.

Enrolments in Further and Higher Education, 1997/98 – 2000/01

	1997/98	1998/99	1999/00	2000/01
Further Education	304,810	320,250	361,180	438,400
Higher Education	96,970	99,440	102,000	103,700
Total	401,780	419,690	463,180	542,100

(Source: Key Education Statistics 2003, Welsh Assembly Government)

(ii) School Absenteeism, Truancy and Exclusions

The overall level of absenteeism of secondary school students has remained fairly stable in the last few years;

Sector	1996/97	1997/98	1998/99	1999/00	2000/01
LEA Maintained	10.3	10.5	10.6	10.1	10.5
Special School	13.4	13.9	14.5	14.1	14.9
Independent	4.6	4.7	5.2	5.2	5.5
Total	10.2	10.4	10.6	10.1	10.4

(Source: Key Education Statistics 2003, Welsh Assembly Government)

During 2000/01 the level of *unauthorised absence* was 1.6% of all school sessions, which has remained fairly stable since 1995/96. Girls tend to have a slightly higher rate of overall absence, whereas boys tend to have a slightly higher rate of unauthorised absences. The level of unauthorised absences varies significantly across local authority areas, Cardiff had the highest rate of 3.8% and Merthyr Tydfil had the lowest rate of 0.3%. A representative survey of young people at secondary schools in Swansea (Communities That Care 2001) revealed that 3 out of 10 young people admitted to playing truant in the last year.

School exclusions impact upon young people's involvement in crime and ability to benefit from further training, employment and access to other opportunities. In 1995/96, there were 543 permanent exclusions from schools in Wales. Despite a reduction in the number of exclusions over the next four years, there was an increase in the number of permanent exclusions in 2000/01 and 2001/02.

Permanent School Exclusions, by Sector and Gender, 1995 to 2001

Sector	1996/97	1997/98	1998/99	1999/00	2000/01	2001/02
Primary	87	78	68	38	78	73
Secondary	370	401	308	286	339	357
Special	16	24	14	13	13	15
Boys	390	417	334	269	375	384
Girls	83	86	56	68	55	61
All	473	503	390	337	430	445

(Source: Exclusions from Schools: Statistical Release 20/2000, Welsh Assembly Government 2003)

There has been an increase in the number of young people subject to fixed term exclusions year-on-year from 1999/00 to 2001/02:

Fixed Term Exclusion, by Sector and Gender, 1999 to 2001

Sector	1999/00	2000/01	2001/02
Primary	971	1332	1378
Secondary	5790	8447	9139
Special	203	307	249
Boys	5383	7856	8443
Girls	1581	2230	2323
Total	6964	10086	10766

(Source: Exclusions from Schools: Statistical Release 20/2000, Welsh Assembly Government 2003)

(iii) Troublesome and Disruptive Behaviour

The Health Behaviour in School Aged Children Survey (1998) estimates that over a third of all boys and girls (aged 11) claimed that they had been bullied at least once. Although the survey shows that the number of young people reporting that they had been bullied decreased with age, 1 in 5 of all young people aged 15, claimed that they had been a victim of bullies. Just under a quarter of all boys and 16% of girls admitted that they had bullied others at least once. A survey of young people at secondary schools conducted by Communities That Care 2001, revealed that almost 1 in 4 young people claimed to have been bullied by other pupils in the last year and almost 1 in 10 admitted to having bullied another pupil in the last year. Research conducted by Haines and Case (2003) identify inconsistent discipline as the major school-based issue of concern for young people (expressed by 57% of the sample).

Education Summary

- Overall, there has been a significant increase in the number of young people in Wales achieving the “expected level” in key stage 2 and 3, GCSEs or vocational equivalents and “A” levels, or vocational equivalents. There has also been a significant increase in the number of young people between 16-18 who have chosen to participate in further and/or higher education.
- Although there has been a reduction in the number of young people leaving school without any qualifications, there are still over 1,000 young people who leave school each year without any qualifications. The lack of any formal qualifications can act as a significant barrier to social inclusion.
- The level of overall absenteeism and unauthorised absences has remained fairly stable over the last decade. Unauthorised absences tend to account for about 1 in 8 of all absences. Although the number of young people permanently excluded from school has fallen, the number of young people excluded on fixed term has increased significantly. However, the number of pupils admitting to having truanting at least once, rises to 3 out of 10, by the time they have reached year 11.

Further References & Resources

- A Statistical Focus on Children in Wales (NAW), 2002
- Digest of Welsh Statistics (NAW), 2003
- Key Education Statistics in Wales (NAW) 2002,
- Absenteeism from School (NAW) 2000/01
- Mapping Social Exclusion in Wales (NAW), 2000
- The Learning Country: Learning Pathways 14:19 (NAW), 2002
- Promoting Prevention (Haines and Case), 2003
- Youth Survey (Across Swansea Tables) (Communities That Care) 2001
- The Annual Labour Force Survey (DfES) 2002
- Health Behaviour in School Aged Children 1998 (World Health Organisation)

Basic Skills and Training

Despite a significant improvement in levels of educational attainment in Wales, there are still a significant number of children and young people who are not achieving the expected levels in core subjects. Moreover, it has also been estimated that 1 in 4 young people experience problems with basic numeracy and literacy skills (source: The National Basic Skills Strategy for Wales). People with poor basic skills are more likely to be unemployed, or work in low skilled and low paid jobs. They are less likely to access further training at work and are more vulnerable to redundancy, losing their jobs and long term unemployment. Parents with poor basic skills are less able to help their children with basic skills and the problem can become intergenerational;

By age 11;

- 1 in 5 children had not reached the expected level in English
- 1 out of 4 had not reached the expected level in Welsh (first language)
- 1 in 4 had not reached the expected level in Maths.

By age 14;

- 4 out of 10 children are below the expected level in English
- 3 out of 10 are below the expected level in Welsh (first language)
- 4 out of 10 are below the expected level in Maths

By age 16;

- 1 in 2 young people fail to gain a GCSE in English (A*-C grade)
- 3 out of 10 fail to gain a GCSE in Welsh (first language) (A*-C grade)
- 4 out of 10 fail to gain a GCSE in Maths (A*-C grade)

By age 18+;

- 1 in 4 adults have a low standard of basic skills
- 1 in 5 adults have no qualifications
- 3 in 10 of the working age population have low numeracy and literacy skills

(Source: National Basic Skills Strategy and Welsh Examinations Database 2002; Progress Towards Meeting Lifelong Learning Targets, WAG 2003)

Evidence also demonstrates a link between low levels of basic skills and offending. Current estimates suggest that 6 out 10 young offenders in Wales have problems with literacy and numeracy (*Source: National Basic Skills Strategy 2001*) Although the number of young people who are leaving school without any qualifications is decreasing, there is still a significant number of young people who leave school without any formal qualifications;

Pupils leaving school in Wales, with no qualifications, 1999 to 2001

	1999	2000	2001
Number of pupils leaving school without any qualifications	1,322	1,226	1,122

(Source: Key Education Statistics for Wales; Welsh Assembly Government)

Non Participation 16 – 18 years

Although the number of young people leaving school without any qualifications has fallen, the Annual Labour Force Survey 2000 estimates that that 10% of all young people in Wales between the ages of 16-18 do not have any qualifications, when those young people still in education and training are taken into account. In 2001, 1 in 5 of all adults had no qualification, although there was significant regional variation, with Blaenau Gwent having the highest number of adults with no qualifications (24%) and Monmouthshire having the lowest number of adults with no qualifications (14%). Cardiff had the largest number of the most highly qualified people, with 31% having a degree, or an NVQ level 4 or equivalent. Although the number of adults with qualifications has increased over recent years, there is still a gap between qualifications and the skills required by employers. A report by the Welsh Assembly Government “Future Skills Wales” (1999) estimates that almost 1 in 5 of all employers in Wales reported a skills gaps.

Participation of 16-18 year olds in Education, Training and Employment between 1996-2000

	1997/98	1998/99	1999/00	2000/01
% in Full Time Education	57	56	57	60
% in Full Time Employment	27	26	23	9
% in Training or Part Time Education and Employment	5	6	8	6
% not in any Education Training, or Employment	11	12	12	25

(Source: Participation of 16 – 18 year olds in Learning and the Labour Market Wales; Welsh Assembly Government 2003)

Although the number of young people who are not engaged in any form of education, training, or employment has remained fairly stable over recent years at around 12%, this still represents a significant number of young people in Wales – over 13,000. Non participation in education, training or work amongst this age group is split evenly by gender. Two thirds of those classified as unemployed are men, whilst three quarters are classified as economically inactive (not available for work) are women. Non participation in education, training, or work can have long term consequences, as 40% of those young people not participating at 16, were also not participating two years

later at 18. Absence from education, training or employment is also seen as a major predictor of unemployment at age 21.

A report conducted by Education and Learning Wales (ELWa) (2002), found that the most frequently given reasons for young people not to participate in learning is that it was too expensive (22%), followed by not enough time (16%) and family commitments (14%), which is significantly different from “barriers to learning” given by other age groups. The most frequently cited barriers to employment identified in the Future Skills Wales report (1999) revealed that a lack of suitable jobs (24%) and lack of childcare were the top two reasons given by unemployed and economically inactive people for not being able to secure employment.

Employment

Almost 60% of all young people aged between 16-24 were engaged in paid employment (full or part time) in Wales, during 2001. Half of all 16-19 year olds, and almost two thirds of 20-24 year olds were engaged in some form of paid employment during 2001. The total number of young people aged 16-24, as a proportion of the total working population, has remained fairly stable at around 18% over recent years.

The Number of Young People Employed in Wales, 1999-2002

	1999	2000	2001
16-19	73,000	80,000	71,000
20-24	102,000	110,000	110,000

(Source: Nomis; Annual Labour Force Survey & Mid Year Estimates of Population)

Perhaps not surprisingly, over 50% of young people between the ages of 16-19 who are in paid employment work part time, aiming to combine both employment with education and training. The number of hours worked each week, tends to increase with age and 8 out of 10 of young people between 20-24 who are in paid employment, work full time hours;

Young People Working in Wales, Full Time and Part Time, 2001

Age	Full Time	Part Time
16-19	32,000	39,000
20-24	88,000	22,000

(Source: Nomis; Annual Labour Force Survey)

A report by the Low Pay Commission (2003) identifies young people as a group of workers who are particularly vulnerable to low pay, job insecurity and worsening economic conditions. Although the national minimum wage for 18-21 year olds is lower than the rate for 22+ (£3.80 per hour from October 2003), the report did find in general that employers were tending to pay workers were 18 or older, the minimum

wage. However, many young people are disadvantaged within the labour market because they are concentrated in low paid, low skilled jobs, often employed on zero-hour working contracts, which mean they are subject to seasonal and weekly variations in demand for business and their services. According to the Annual Labour Force Survey 2001, 77% of all young people between 16-19 and 35% of those between 20-24 who were employed, worked in the distribution, hotel and catering sector (compared to an average of 20% for all age groups of workers). The New Earnings Survey (2002), revealed that this sector was one of the lowest paid sectors across all types of industrial sectors and by gender.

According to the New Earnings Survey 2002:

- the average weekly earning of **all workers in Wales** during 2002 was **only 86%** of the **average** weekly earnings in the **UK**
- the average weekly earnings of **women** in the **UK** during 2002 was only **75%** of the total earned by **men in the UK**
- the average weekly earning of women in the UK was only **86%** of the total earned by **men in Wales**
- the average weekly earnings of **all workers** during 2001 in the **distribution, hotel and catering sector** was the lowest paid of all industrial sectors (except agriculture, fishing and farming) and was only **78%** of the total average weekly earning in the UK.
- the average weekly earnings of **women** working in the **distribution, hotel and catering** sector in **Wales**, was one of the lowest across all sectors and regions, **earning only 54%** of the total average earnings for all workers in the UK.
- **8 out of 10** young people between the **ages of 16-19** work in the **distribution, hotel and catering sector** (Nomis 2002).
- **Young women in Wales between the ages of 16-17, working within the distribution, hotel and catering sector are likely to be amongst the most lowest paid group of all workers, across all industrial sectors, in the UK.**

(Source: The New Earnings Survey 2002)

Employment Summary

- 6 out of 10 young people between 16-24 are engaged in some form of paid employment. Half of all young people between 16-19 in paid employment, work part time, whereas two thirds of those between 20-24, work full time.
- Almost 8 out of 10 young people between 16-19, and just over a third of those between 20-24 work in the distribution, hotel and catering sector.
- Young people in Wales are vulnerable to low paid jobs with poor working conditions and economic stability

Further References and Resources

- New Earning Survey (DfES), 2002
- Annual Labour Market Survey (DfES) 2001
- Regional Trends (ONS), 2001
- The Fourth Review of the National Minimum Wage and its Implications (Low Pay Commission), 2002

Unemployment & Inactivity

Young people who are not in education, training or employment are classified as either unemployed (e.g. actively seeking employment), or economically inactive (not actively seeking employment). However, many unemployed young people and economically inactive young people are either not entitled to benefits, or are entitled to a reduced amount. Many young people between 16-18, are not eligible for job seekers allowance (apart from those leaving care, or custody). Likewise, many economically inactive young people aged under 18, receive reduced levels of income support (actual levels vary according to individual circumstances.) Young people in Wales suffer disproportionately from high level of unemployment, compared to young people living in other areas of the UK;

The **rate of unemployment amongst** young people in the UK between the ages of 16-24 is;

- **twice** as high as the **average** from all age groups,
- **three times higher** than the rate for those people **between 25-49**
- **four times higher** than those aged **50+**.

Overall, young people in Wales between the age of 16-24 make up 28% of the total claimant count (those people eligible to claim unemployment benefits such as job seekers allowance.) However, 86% of unemployed young people are unemployed for the least amount of time – up to 26 weeks, compared to other age groups.

Employment programmes such as the New Deal programme which was established in 1998 has drastically cut the number of young long term unemployed. Although the rate of youth unemployment and average rate of unemployment in Wales has fallen, the rate of youth unemployment as a proportion of total unemployment has remained fairly stable and twice as high as the average.

Unemployment Rates in Wales, by Age, 1999 - 2003

Age	2003⁵	2002	2001	2000	1999
	%	%	%	%	%
16-24	12	14	16	16	16
25-49	4	4	5	6	6
50+	3	4	4	3	6
All	6.3	7.3	8.3	8.3	9.3

(Source: Nomis; Quarterly Labour Market Survey)

Just over a third of all young people between the ages of 16-24 are currently defined by the government as economically inactive:

Inactivity Rate in Wales by Age Group 2001 (percentage of total population)

	Age group				
	16-24	25-34	35-49	50-59/64	16-59/64
Total inactivity rate	36	18	19	37	27
Inactivity rate excluding students	15	17	18	37	23

(Source: Annual Welsh Local Labour Force Survey)

Unemployment Summary

- young people between the ages of 16-24 suffer from a relatively high rate of unemployment. However, they are less likely to be unemployed in the long term
- 35% of people aged between 16-24 are economically inactive (although this figure is skewed by the inclusion of full-time students)

Further References and Resources

- Nomis; Quartely Labour Market Survey
- New Deal for Young People (DfEE) 1998
- Monitoring Poverty and Social Exclusion (Palmer, Reham and Kenway) (Joesph Rowntree Foundation), 2003

⁵ Figures for the yearly comparisons, relate to the month of February

Health

There are a number of complexities in terms of young people's health which are affected by the circumstances in which they live, including social, economic and cultural factors.

The significance of substance misuse for young people is twofold; not only does it involve the possibility of serious health consequences, but it can also lead to isolation and social exclusion. Young people who persistently abuse alcohol and drugs are not only deprived of good health, but also the ability and the ability to enjoy other aspects of their lives. Young people who persistently misuse substances are also at greater risk of becoming involved in crime, suffering from homelessness and unemployment.

Of all the young people (aged 11-16) in Wales, in 2001

- **1 in 3** claimed that they **drank alcohol** on a weekly basis,
- **1 in 8** reported that they **smoked** weekly
- **1 in 5** stated that they had used an **illegal drug** in the last month.

(Source: Young People in Wales: findings from the Health Behaviour in School-Aged Children (HBSC) study 1986-2000 & Health Behaviour in School-Aged Children 1998, World Health Organisation)

The number of young people smoking and drinking alcohol on a weekly basis has increased between 1990 and 2000;

(i)Smoking

Percentage of 11-16 year olds in Wales, who reported that they smoke and / or drink alcohol on a weekly basis

	1990	1992	1994	1996	1998	2000
Smoking	10	12	11	14	13	12
Drinking	28	27	30	37	31	32

(Source: Young People in Wales: findings from the Health Behaviour in School-aged Children (HBSC) study 1986-2000)

Girls between the ages of 15-16 are more likely to report smoking weekly, than boys and younger girls. The survey shows that 3 out of 4 girls and 2 out of 3 boys reported that they have tried smoking at least once, by the age of 16. Current estimates suggest that almost 3 out of 10 girls between 15-16, smoke every week. Although the number of boys between 11-16 who claimed they smoked weekly, fell significantly between 1996-2000, the number of girls who claimed they smoked increased slightly for those between 13-14 and remained the same for girls between 15-16:

Percentage of children who reported smoking weekly by age and gender, between 1996-2000

	Boys			Girls		
	11-12	13-14	15-16	11-12	13-14	15-16
1996	2	11	23	4	16	29
1998	2	7	21	2	19	29
2000	1	6	19	2	17	29

(Source: Young People in Wales: findings from the Health Behaviour in School-aged Children 1986-2000)

Although there are no detailed figures for the number of young people between 16-24 who smoke, current estimates suggest that the number of adults who smoke is falling. According to the Health Promotion Division for the National Assembly of Wales, 31% of the adult population claim that they are occasional smokers (Health Statistics Wales 2001). The number of people smoking within the adult population in Wales has fallen by 6% from 37% in 1985, to 31% in 1998.

(ii) Alcohol Consumption

Wales has one of the highest universal rates of alcohol consumption by 11-16 year olds in 1998, compared to other young people in 28 different countries across the world (HSBC 1997/98). Although, the overall number of young people between 11-16 who admitted to drinking alcohol has fallen since 1996, 58% of boys between 15-16 and 50% of girls within the same age group still claimed that they drunk alcohol at least weekly and sometime more often;

Percentage of children who reported drinking alcohol by age and gender, between 1996-2000

	Boys			Girls		
	11-12	13-14	15-16	11-12	13-14	15-16
1996	23	37	65	14	33	54
1998	16	30	60	10	24	46
2000	15	30	58	9	30	50

(Source: Young People in Wales: findings from the Health Behaviour in School-aged Children (HBSC) study 1986-2000)

Although the number of young people between 11-16 who claimed to have been drunk on four or more occasions, has fallen since 1996, 45% of boys between 15-16 and 44% of girls, admit that they have been drunk on four or more occasions.

There are no reliable statistics which indicate how many young people between 16-24 drink alcohol on a regular basis, however statistics held by the Health Promotion Division in the National Assembly suggest that number of adults who drink over the recommended weekly allowance of alcohol has remained fairly stable at 1 in 5 of every adult in Wales.

(iii) Drugs

The number of young people between the ages of 15-16 who have claimed to have tried at least one illegal drug has increased significantly since 1990. Current estimates

suggests that 4 out of every 10 young people in this age group have tried an illegal drug at least once;

Percentage of young people (15-16 years) who have ever tried illegal drugs, 1990-98

	1990	1992	1994	1996	1998
Boys	24	39	39	49	42
Girls	20	35	40	43	41
Total	22	37	40	46	41

(Source: Young People in Wales: findings from the Health Behaviour in School-aged Children (HBSC) study 1986-2000)

Out of those young people between 15-16 who claimed that they had tried one or more illegal drug, 36% reported that they had used cannabis, 15% had tried glue, or solvents and nitrates, 14% had used amphetamines, 12% Magic Mushrooms, 7 % LSD, 5% Barbiturates, 4% Ecstasy, 2% Crack or Cocaine and 1% Heroin. The number of young people who claimed to have ever used cannabis and LSD has more than doubled between 1990 and 1996, although it declined from 1996 onwards.

The number of young people aged between 15-16, who are regular users of illegal drugs (ie used drugs in the last month) increased from 1990 until 1996 and then began to fall.

Percentage of young people (15-16 years) who have used illegal drugs in the last month, 1990-98

	1990	1992	1994	1996	1998
Boys	12	21	24	28	23
Girls	10	15	23	22	22
Total	11	18	24	25	23

(Source: Drug Misuse Database, Welsh Drug and Alcohol Unit)

The Welsh Drug and Alcohol Unit estimated that 42% of all drug users who presented themselves to an agency were aged 24 or under, in 2001. The information needs to be interpreted with some caution because it only represents a small number of drug users in Wales and only those people who present themselves to an agency ever, or within the last six months were counted. Users also may have been counted more than once if they presented themselves to one or more agency:

The number of young drug users in Wales presenting themselves to an agency, during 2001

Age Group	Males	Females	Total
Under 15	14	5	19
16-19	190	91	281
20-24	329	118	447
Total	1325	41	1776

(Source: Drug Misuse Database, Welsh Drug and Alcohol Unit)

According to the Welsh Drug and Alcohol Unit, 1 in 4 of all recorded drug users (presenting themselves to an agency), were between the age of 20-24. Young men between 20-24 made up 18.5% of the total of recorded drug users.

(iv) Pregnancy and Sexual Health

Teenage pregnancy can cause a number of health, emotional and social problems for young women. Young mothers are more likely to experience social exclusion and deprivation and are more likely to require interventions and support from health and welfare agencies. Teenage parents are also more likely to suffer from higher levels of stress and relationship breakdown than other groups of parents. Children of teenage mothers are also subject to a greater risk of low educational attainment, problem behaviours and other factors which cause social exclusion.

Teenage Pregnancy

Rate of Conceptions per 1,000 Females in Wales, 1996-2000

	1996	1997	1998	1999	2000
Under 16s	11.7	10.3	10.7	9.5	8.5
Under 18s	53.5	52.2	54.8	50.8	47.3

The number of teenage conceptions has fallen significantly from 11.7 per 1000 females in 1996, to 8.5 per 1000 females in 2000.

Percentage of all births born to mothers in Wales, 1996 - 2000;

	1996	1997	1998	1999	2000
Under 16s	0.4	0.4	0.3	0.3	0.3
Under 18s	8.9	9.4	10.2	10.5	10.2

Although there has been a slight decrease in the number of babies born to young women under the age of 16, the number of babies born to young women under 18 has risen between 1996 and 2000.

Sexually transmitted diseases

Sexually transmitted diseases can affect people of all ages, however incidences are greatest in young people aged under 25. Recent figures from the Communicable Disease Centre Wales show an increase in the number of teenagers with a Chlamydial infection. Almost 1 in 200 teenage girls between 15-19 years, were treated for the disease during 1999. Some of the consequences of the disease include and increased risk of infertility and cervical cancer and increased risk of HIV infection. According to the National Public Health Service for Wales, reported incidents of Gonorrhoea, Syphilis, Chlamydia and herpes for all young people between 15-19 years has more than doubled, since 1994.

(v) **Mental Health**

According to a study conducted by the Child Psychotherapy Trust (1999);

- 1 in 5 children and young people will experience some form of mental health or emotional problems, during their adolescence
- 1 in 10 children and young people have mental health problems that are severe enough to require professional help
- 1 in 10 children and young people experience anxiety to such an extent that it affects their ability to get on with their everyday lives.
- Suicide accounts for 20% of all deaths by young people

The most common forms of mental health problems in children and young people are emotional disorders, such as anxiety, phobias and depression, conduct disorders, eating disorders, habit disorders, post-traumatic syndromes and psychotic disorders, such as schizophrenia and manic depression

A national survey of young people between the ages of 13-19 “Disturbed Young Minds”(1999) revealed that;

- 2% of all girls suffer from anorexia nervosa and bulimia nervosa
- 3% of young people self harm
- 2% of young people had attempted suicide

The Child and Adolescent Mental Health Services in Wales has commissioned an in-depth study to identify the nature and extent of mental health problems experienced by children and young people in Wales. Current estimates of need in Wales suggests that

- more than 40% of children and young people have recognizable risk factors
- 30-40% children and young people, may experience a problem at some time
- Up to 25% (depending on environment and circumstances) have a disorder

The prevalence of child and adolescent mental health problems and disorder is linked to deprivation and exclusion. Vulnerable children, especially those exposed to a wide range of social and educational factors are at risk. Other risk factors include parental neglect, family breakdown, sexual and physical abuse, homelessness and substance misuse.

Health Summary

- the number of young people who claim that they smoke and drink on a weekly basis has increased in recent years
- Wales has one of the highest rates of alcohol consumption by young people between 11-16 (from 28 other countries included in the HBSC survey)
- the number of young people between 15-16 who have claimed to have tried at least one illegal drug has increased since 1990
- although the rate of teenage conceptions (under 16 and under 18) has fallen, the number of young women under 18 who have given birth has increased.
- the incidence of sexually transmitted diseases among young people between 15-19, has more than doubled since 1982
- 1 in 5 young people in Wales may suffer from some form of mental health problem at some time during their adolescence

Further references and resources

- Child Psychotherapy Trust Website
- Digest of Welsh Local Area Statistics, (2003), Office for National Statistics
- Drug Misuse Database, (2002), Welsh Drug and Alcohol Unit
- Health Behaviour Survey in School-Aged Children, (1998), World Health Organisation (WHO), Europe
- Roberts. C., Kingdom, A., Parry Langdon. N., and Bunce, J., (2002), Young People in Wales; Findings from the Health Behaviour in School-Aged Children
- Strategic Framework for Promoting Sexual Health. (2000); National Assembly for Wales (see Website for Basic Facts and Figures relating to teenage pregnancy and sexual health)
- Tackling Substance Misuse in Wales, (2000); National Assembly for Wales: Cardiff

Leisure Based Activities

The activities that young people do (or not), in their leisure time has encouraged a wide range of research and debate ranging from concerns associated with young people's physical fitness to the risks of "unoccupied young people" becoming involved in crime and anti-social behaviour.

The Time Use survey conducted by the Office for National Statistics (2000), which examined how the adult population spent their time during the day, showed that young people between the ages of 16-24, had more free time than any other adult age group. Young people also spent their time differently than other age groups, preferring to spend more time in the community socialising and less time at home. The survey revealed that on average, young people (aged 16-24) spent twice as long as those between the ages of 25-44, in the community with others. Young people spent least time at home and volunteering and spent most free time socialising;

Young Peoples' Use of Free Time in the UK, 2000

	16-24 yrs %
Volunteering	1
Helping	6
Socialising	47
Other	46
All free time	100

(Source: Time Use Survey 2000; ONS)

A survey of over 12,000 secondary school students conducted by the Sports Council for Wales (2003), revealed that the number of young people participating in some form of extra curricular activity had significantly increased to 72%, compared to 49% in 1997. However, the survey showed that both school and community based participation in sport by young people significantly decreased with age. Overall, fun (81%) and fitness (75%) were mentioned as the two most important motivating factors in participating in sport and the most significant barriers to participation were given as difficulties staying late after school (33%), facilities are too far away (28%) and not being interested (21%). The survey also revealed that 8 out of 10 young people (81%) visited a leisure centre (49% weekly) and those who did went with friends (79%).

The survey also revealed other ways in which young people spent their time;

- 84% watched TV or video, at least 2, or 3 times a week
- 81% visited a leisure centre, at least once a month (49% weekly)
- 56% played video or computer games, at least 2, or 3 times a week

(Source: Young Peoples' Participation in Sport; Sports Council for Wales 2002)

According to the Office for National Statistics, 11.4 million households (45% of all households in the UK), now own a computer and have Internet access. Almost two thirds of all adults had accessed the Internet at least once in their lives; however the

percentage of adults who had ever used a computer tends to decrease with age and ranged from 95% of young people between 16-25.

The ability of young people to develop information technology skills is facilitated by a growing number of ICT products within the home. A report conducted by BECTA “Young People and ICT 2002” suggests that on average 92% of all household have a mobile phone, 81% have access to a personal, or lap top computer, 77% have a games console, 43% have a DVD player, 31% have interactive digital TV, 23% have a digital camera and 5% have access to a palm top computer

The survey also showed that;

- 92% of children used computers at school
- 75% of children used computers at home
- 49% of children used computers elsewhere.

On average, young people between 11-16 spent;

- ten hours a week using a computer (6 hours at home, 3 at school 1 elsewhere)
- about a third of all time spent on computers, involved playing computer games games.
- 84% of young people used the Internet, although usage increased with age.
- over 90% of young people aged 12 or above, used a computer to do their home work

There has been a significant increase in the number of young people between 16-24 attending the **cinema**. In 1984, only 16% of all young people within this age range, revealed that they attended the cinema at least once a month, whereas in 2001, **50% of young people** in the same age group, claimed that they **attended the cinema at least once a month** (Source: *Social Trends 33, 2003; ONS*)

Leisure Summary

- young people spend more time in the community socialising with others, than at home, compared to any other adult age group
- young people spend the least amount of their free time volunteering, than any other age group
- although the number of young people participating in extra curricular and community based sport activities has increased, participation significantly decreases with age
- young peoples’ use of computers and other multi media products has increased.

Promising Approaches

Evidence based practice refers to a way of investigating “what works best”, with the aim of informing future policy and practice, based upon the results of an investigation. Rhodri Morgan, in a Plan for Wales (2001), emphasised the need for all National Assembly policies to be grounded in good research. Within the context of “Extending Entitlement”, evidence based practice implies that all new programmes and projects which deliver young people’s universal entitlement should be piloted and evaluated, which would assist in identifying areas of good practice. Advocates of evidence based practice suggest that it can;

- ensure that new initiatives are likely to be successful as they have worked in a similar context
- maximize efficiency, especially in the light of scarce resources
- give value for money research that will directly link to practice
- support the transparency and accountability of decision making
- empower practitioners and encourage self directed learning for staff
- enhance multi-disciplinarily

(Source: Little Book of Evaluation, 2003, DfES)

Evaluating evidence based practice involves collecting a range of evidence (including both “soft” and “hard” indicators) to assess the impact and effectiveness of different programmes and projects. A review of good practice relating to the reduction of risk factors associated with young people and offending concluded that there was a lack of rigorously evaluated programmes in the UK (Utting 1996). The report suggests that many programmes for children and young people have either never been evaluated, or use a relatively simple “before and after” surveys, which means there is either no evidence to assess their effectiveness, or it is difficult to feel confident that any changes were directly attributable to the programme. Advocates of evidence based practice suggest effective evaluation requires the use of a research design which allows comparisons to be made between the outcomes of those who participated in a particular project or programme and those who did not.

However, the strict application of only including programmes and projects which have used some form of “control or comparison group” methodology would not only limit the review, but also encounter ethical difficulties in allocating a group of young people to an intervention, whilst deliberately depriving others in order to observe differences (Pawson and Tilley 1997). In addition, the control group method overlooks some of the promising approaches which are starting to emerge, but have yet to be thoroughly, or fully evaluated For example, there are some particularly promising approaches to work associated with teaching emotional intelligence in schools which is beginning to emerge in the UK, but the projects are either in their infancy, or still in a pilot phase. Hence, a report commissioned by the DfES (2003) designed to produce guidance to local partnerships which are responsible for implementing the Connexions service in England, highlights the importance of both an evidence-based and pragmatic approach to evaluation. Adopting a pragmatic, evidence-based approach to evaluation, incorporates all programmes and projects with

a robust methodology, in addition to considering those activities which have not been rigorously evaluated, but show promising signs of success and ease of application and implementation.

Hence, the following programmes and projects which have been selected as examples of “promising approaches” in terms of securing young people’s universal entitlement have been selected on the basis of;

- employing some form of evaluation
- clearly outlining the methods and justification for employing different evaluative techniques
- promoting those factors which encourage young people to access their universal entitlement
- reducing those factors which may prevent young people from accessing their universal entitlement
- assisting different groups of young people in need to access their universal entitlement

Not all of the following programmes and projects meet all the criteria listed above. However, to warrant inclusion within the “promising section” all activities are required to meet three, or more of the criteria. Many of the initiatives which are included within this section are drawn from a wide range of disciplines and traditions, which do not necessarily form a complete and coherent picture when they are joined together. Moreover many of the programmes included within this section, have not been designed exclusively to directly increase the social inclusion of young people, but is often one indirect outcome of the activities. Hence, the programmes and projects contained within this section should not be considered to be an exhaustive list of “everything that works,” but as a starting point and a collection of “promising approaches” which have been proven to be effective in addressing a number of distinct, but interrelated risk factors. Finally, some caution must be exercised in terms of evaluating the effectiveness of international programmes, because although they may have rigorously evaluated (which is often the case in the USA), unique cultural differences between countries, can limit the effectiveness and ability to implement these programmes in Wales.

School Based Strategies

A review of school based strategies, which aims to improve basic skills and deliver a high quality, responsive education service, which is targeted at young people and

meets the needs of all young people, has identified good practice in a range of areas;

- reduce truancy and school exclusions,
- teach basic skills and raise educational attainment
- target young people in disadvantaged communities
- reduce and prevent bullying
- controlling negative emotions and developing emotional intelligence

(i) the reduction of truancy and school exclusions

A programme established in the UK and funded by the Department of Education and Employment, supported a wide range of initiatives designed to reduce levels of truancy and disaffection among young people;

Programme Name: *GEST (Grants for Education, Support and Training)*

Location: Local Education Authorities in England and Wales

Aims and Objectives: although the GEST programme is used to fund a range of support services to schools in England and Wales, funds from the programme have been used to target levels of truancy and disaffection among children and young people and to improve levels of attendance for children at designated schools with poor attendance.

Target Group: young people of compulsory school age (5-16)

Description: the programme funded a wide range of individual projects designed to address truancy and disaffection. Some of the key projects involved better registration procedures (utilizing information technology), action on the first day of absence, mentoring schemes, “truancy watches” (encouraging the wider community to report truants), establishing “truancy free zones”, anti-bullying schemes, support for staff and parents and improvements to the curriculum.

Evidence: the programme has funded more than 200 individual projects. An independent evaluation of the scheme conveyed a mixed picture of effectiveness, raising some doubts about the impact of projects for *all* groups of young people. For example, an evaluation of “using the same response to absence” demonstrated that unauthorised absences fell by an average of 5-10%, however, this approach had little effect on persistent truants. The evaluation suggested that a “whole school” approach based on a detailed understanding of the particular problems in individual schools was the most effective on attendance rates, in the medium term. Overall, an independent evaluation commissioned by the DfES suggested that the most cost effective measures were those which work preventively, before hard core absenteeism develops. There was little evidence to suggest that the GEST programme had a direct impact on juvenile crime rates.

Key Words: *School attendance, whole school approach, LEA Partnership*

(ii) Basic skills and raising educational attainment

Basic skills, particularly the ability to read is perhaps one of the most crucial skills for young people to acquire, because not only does it have a direct impact on levels of educational attainment, but can also affect future opportunities for learning, training and employment. Young people with poor literacy and numeracy skills are more likely to experience problems through out their school career and are more likely to leave school with few or no qualifications. Young people who leave school with limited qualifications are also less likely to access further educations and training. Research conducted by Communities that Care (1999) suggests that adults with poor literacy skills also tend to have greater difficulties in securing employment and stable adult relationships in the long term. The development and implementation of school-based and family reading schemes has been relatively well documented as effective interventions used to address low levels of literacy and to improve basic skills. Many of the schemes have been evaluated using a research methodology which uses a control or comparison group and thus provides fairly robust evidences of their effectiveness;

Programme Name: *Reading Recovery*

Location: In 20020-03, programmes were run in Cardiff, Newport, Bristol, Sheffield, Birmingham, Bradford, Westminster and many other locations across the UK.

Aims and Objectives: the programme aims to raise childrens' reading ability, until it matches the average in the class.

Target Group: children who have been in formal education for at least one year and are in the bottom 20% of their class for reading skills.

Description: children participate in individual tuition sessions lasting over half an hour for a 20 week period. A typical one to one session may include reading a new book, writing a story, letter identification, making and breaking words. Teachers aims to raise the child's reading skills until they have reached the average for the class – at which point a new child is recruited.

Evidence: An evaluation of the UK pilot projects (Sylva and Hurry 1995) found that children who participated in the project, doubled their reading progress, compared with a control group of similar children. Two years later, those children who took part in the scheme, still had a higher reading ability than their peers in the control group. However, some of the children with some of the poorest reading skills had fallen behind, after a couple of years. Hence, the researchers concluded that “booster” sessions were needed for children with the poorest reading skills to improve reading skills in the long term. The national monitoring scheme for the programme 2001/02 revealed that almost 6000 students had taken part, 700 teachers across 42 authorities across the UK. The report also suggests that the reading ability of 4 out of 5 children who completed the scheme in 2001 was lifted so that they were able to read independently after the programme. However, two drawbacks associated with the scheme is that the scheme is relatively expensive to implement (estimated at a cost of £1,000 per child) and requires the LEA to adopt the scheme and employ Reading Recovery Tutors to train teachers and provide on-going support for staff.

Key Words: *literacy, raising standards, one to one tuition, co-operation of LEA*

A programme which was first developed in the UK to improve the literacy of children from disadvantaged neighbourhoods has proved to be so successful, that it is now mandatory in all primary schools in England. The pilot programme involved comparing the reading progress made by children attending six schools within inner London, with the progress made by similar groups of children who did not participate in the programme. In addition to raising literacy standards the programme also aims to equip teachers with the skills and knowledge to plan and organise lessons more efficiently, allowing more time for one to one sessions.

Programme Name: *The Newport Literacy Project*

Location: Newport, Wales

Aims and Objectives: to improve the literacy of all people within the community (not just school aged children)

Target Audience: people of all ages within the local community

Description: the project was started in 1996 and involves a wide range of partners from the public and private sector. The Training and Enterprise Council, in partnership with the local authority have developed a comprehensive programme to stimulate children's interest in books, provide family learning opportunities and to encourage greater levels of adult participation in basic skills courses. The Bookstart scheme is offered to babies between six and eight months and has been further developed with sponsorship from Sainsbury's which funds an additional free book for each baby who joins the library. A parent partnership programme encourages parents to take an active role in developing the literacy skills of their children through play.

Evidence: So far over 400 babies have joined the library and over 5,500 children and young people have received free books through the Reading is fundamental scheme (RIF). 28 schools within the local area have provided family learning opportunities and 3,500 children have benefited from summer reading games. 160 year 7 students have participated in an intensive literacy scheme and the enrolment on Adult Basic Skills courses has increased by 80%.

Key words: *Literacy, raising standards, whole community approach*

The Literacy Initiatives from Teachers (LIFT) programme in England which is aimed at children in infants' school during Key Stage 1 of the national curriculum has resulted in a mandatory "literacy hour" for all children in English primary schools. Although there is no prescribed literacy hour in Welsh schools, Estyn (inspectorate) provides examples of good practice relating to raising literacy and numeracy.

There is a well established link between parents with poor literacy skills and children with similar problems. Parents with poor literacy skills often find it more difficult to support and assist their children with the development of basic skills. Moreover, parents can act as early role models for their children and play a significant role in shaping their children's attitude to literacy, to school and learning in general. Family literacy skills are designed to improve the literacy of both parents and children.

Bookstart – “a book for babies” is designed to encourage parents to take an active role in the development of their child’s literacy as early as possible. The programme aims to encourage **parents to take an active role** in their child’s development and literacy during their **first year of life**. Parents are given a free pack when attending their baby’s seven and nine month developmental check. Each pack contains a picture book, a bookmark, a poster and poem card about using libraries, the value of sharing books with children and about buying books. The programme was piloted in an inner city area of Birmingham where 300 families were given Bookstart packs. Early research revealed that families valued their packs and were more likely to join a library and share books with children. The evaluation also demonstrated that when children from Bookstart families started school (aged 5) they were ahead in terms of reading, counting and number recognition and compared to similar groups of children. Since November 2001, every baby in Wales can benefit from the Bookstart scheme following the release of an extra £400,000. The funding comes from the National Basic Skills Strategy for Wales, administered by the Basic Skills Agency.

(iii) targeting children within disadvantaged communities

Research has shown that children from disadvantaged neighbourhoods are more likely to suffer from low levels of literacy and poor levels of educational attainment. Targeting measures at those children and young people in disadvantaged communities can be an effective strategy for promoting social inclusion. However, many of these programmes have not been rigorously evaluated in the UK, until fairly recently.

Programme Name: XL Plus Pilot Project

Location: The programmes is currently being piloted within three secondary schools in Cardiff

Aims and Objectives: to re-engage marginalised, disaffected and/or disadvantaged young people

Target Audience: young people at risk of being excluded, or dropping out of the educational system

Description: XL Plus is an innovative scheme that has integrated a number of established approaches to providing a range of activities for marginalised, disaffected and/or disadvantaged young people. In one of the schools, a whole school approach to identifies and supports young people who are at risk of dropping out of the educational system. The development of a school-based alternative curriculum, has enable young people at risk to achieve higher levels of academic and vocational qualifications and to feel more part of the school and less excluded and isolated. Other approaches within the programme include school based clubs and special projects and activities

Evidence: Although the programme is ongoing, the overall programme is being evaluated by York Consulting. A literature review which focused on “what works” identified pupil involvement, links with family, curriculum issues, placements, mentoring, community involvement, management and staffing, partnerships, systems and monitoring and evaluation as “key ingredients” of the more successful projects.

Programme Name: *Excellence in Cities (EiC)*

Aims and Objectives: the main aim of the scheme is to tackle educational disadvantage and underperformance of children and young people in the most deprived urban areas of England.

Location: The first phase involved Inner London, Birmingham, Manchester, Liverpool, Leeds and Sheffield. The second phase involves Bristol, Ealing, Newcastle Upon Tyne, Stoke on Trent, Leicester and other cities across the UK

Target Audience: children of compulsory school age (5-16) within disadvantaged communities.

Description: The programme aims to reduce disaffection, social exclusion, truancy and indiscipline and encourage parents' confidence in cities. Local partnerships are responsible for implementing the programme, focusing on the individual needs of students and their parents. Currently, there are over 1,000 primary schools and 1,000 secondary schools in England which are receiving targeted help and extra resources under the programme. There are a number of key strands to the EiC programme; Learning Mentors, Learning Support Units, City Learning Centres, more Beacon and Specialist schools, EiC Action Zones and extended opportunities for gifted and talented young people

Evidence: An interim evaluation of the programme in June 2002 by the National Foundation for Educational Research (NFER), revealed that there was no uniform or immediate impact from all the strands of the programme within the first year of evaluation. The evaluation focused on measuring four levels of impact, *first level impacts* (defined as a change in inputs e.g staffing and material resources), *second level impacts* (defined as relatively "soft" and concerned with changes in daily routines, attitudes and perceptions), *third level impacts* (defined as changing outcomes for the target population) and *fourth level impacts* (defined as longer term stable changes) Overall, the evaluation suggested that there had been some significant first level and second level impacts, in relation to Learning Mentors, Learning Support Units, City Learning Centres and with those who have been identified as gifted, or talented. However, the evaluation found no evidence that the programme had achieved third or fourth level impacts (although the programme is still in its infancy). Overall, school and partnership staff thought that EiC was particularly beneficial for gifted pupils and those of low ability, although there were concerns expressed that the majority of pupils in school with average ability were not reaping the full benefits of the programme.

Key Words: *Targeted at disadvantaged communities, urban deprivation*

(iv) reducing and preventing bullying and other problem behaviours

Problem behaviours within school e.g bullying, can have a significant impact on young peoples' overall experience of school. Strategies designed to reduce and prevent problem behaviours can be an effective technique to ensure that all young people can benefit from the opportunities provided within a school. Bullying, is

perhaps one the most well researched problem behaviours in schools and provides evidence for effective techniques of intervention;

Programme Name: *The Sheffield Anti-Bullying Initiative*

Location: Sheffield

Aims and Objectives: the programme aims to reduce and prevent bullying within schools

Target Group: young people of compulsory school age (5-16)

Description: the programme adopted a “whole school” approach to bullying, designed to which deflect attention away from individual bullies and involve all those within the school – pupils, staff, parents and governors – in devising a strategy to combat bullying. . A “whole school” policy would typically include aims and objectives, a definition of unacceptable bullying behaviour, an account of preventative steps taken and a description of disciplinary procedures which would be taken following the occurrence of bullying. Schools were also given the option of introducing other measures to support the policy. Other measures included anti-bullying material, teaching problem solving skills, assertiveness training, peer counseling, better playground supervision, environmental improvements and innovative methods such as “no blame” techniques for children suspected of bullying.

Evidence: An independent evaluation of the programme which compared the levels of bullying in project schools with levels in a control school, showed a statistically significant increase in the proportion of pupils saying they had not been bullied and a decrease in the number of pupils who said that they had been bullied. The effect was most significant in primary schools. The findings also revealed a significant increase in the number of pupils who said that they would not join in with bullying behaviour (most significant in secondary schools) and an increase in pupils’ willingness to tell teachers that they were being bullied, which was modest in primary schools, but substantial in secondary schools. The evaluation concluded by suggesting that the positive effects of the programme was likely to have been underestimated because the programme was more likely to make students aware of incidents of bullying and other sources of information e.g playground monitoring and interviews with students, suggested that the amount of change was under- estimated by the main survey.

Key words: *anti-bullying projects, “ whole school” approaches*

In November 1999, it became a legal requirement for all schools in the UK to have some form of anti-bullying policy. The Department of Education and Skills published a second edition of an anti-bullying pack “Don’t Suffer in Silence” in 2000. An evaluation of the pack conducted by Smith and Samara (2003) examined that nature of anti-bullying work carried out with a representative sample of schools:

The evaluation found that although most schools who requested the pack found it informative and helpful in terms of updating policies, many of the staff who requested it, had no sight of it. In addition to having an anti-bullying policy, many of the schools used other measures to address the issue of bullying. The most effective measures included circle time, active listening and counselling, working with parents, improving the school environment and co-operative group work

A report jointly sponsored by Childline and the DfES, “Tackling bullying: listening to the views of children and young people” (2003) examined approaches of “what works” in relation to bullying, from the perspective of children and young people; The views and experiences of more than 1200 young people in 12 different schools were recorded and the research concluded;

- that there was no easy answers to the problem as individuals responded differently to the problem.
- although many anti-bullying programmes encouraged young people to tell adults, overall, students displayed a preference for trying to sort out the problem themselves.
- programmes must start with pupils’ experiences of bullying and the consequences of “telling” and provide accessible and confidential sources of information
- the recognition that some approaches take time to work, and that there are no sure or single solutions to the problem of bullying.

(v) controlling negative emotions and emotional intelligence

However, bullying is not the only problem behaviour in schools, which can have a significant impact on young people’s experience of school. Problem behaviours may range from simply not paying attention in class, to physical violence. This area of work has been less well evidenced, although some work in relation to anger management and controlling negative emotions have been evaluated in the UK; .

Programme Name : *PATHS: (Promoting Alternative Thinking Strategies)*

Location: Portsmouth and the United States of America

Aims and objectives: the programme is designed to prevent violence, aggressions and other behavioural problems.

Target Audience: although the programme was originally devised in the United States and for children with hearing impairments, it has now been used for school aged children in the UK without any hearing disabilities.

Description: the programme involves a series of structured lessons which focus on self-control, emotional understanding and problem solving. The lessons use pictures, conversation, role play and modeling by teachers and students. The programme aims to develop the thinking skills of children, create a positive classroom environment and minimize any potential distractions and to increase support for teachers and students who display self control and non-aggressive solutions to problems and disagreements.

Evidence: studies in the United States have shown that children taking part in PATHS, whether hearing impaired or not, show improvement in emotional intelligence, self control, reasoning skills and the use of techniques to reduce conflict. A UK evaluation of PATHS in six different schools in Portsmouth, found that children who participated in the scheme showed a greater awareness of their own emotions and the feelings of others. The evaluation also demonstrated a significant improvement in the class room atmosphere and a reduction in the number of exclusions in the schools operating the programme, compared with similar schools which did not participate.

Key Words: *Anger management, controlling negative emotions*

Programme Name: *Family Link: the Nurturing Programme*

Location: Oxford and Surrey

Aims and objectives: the programme aims to develop childrens' sense of responsibility and develop a positive, caring outlook for others. The programme also aims to provide teachers with a range of techniques for achieving positive behaviour and discipline in schools, promoting an attachment between children and teachers and encourage positive discipline by parents.

Target Audience: children of compulsory school age 5 -16 years

Description: the programme promotes a whole school approach – involving students, teachers and parents. Behaviour management techniques are designed to ensure that positive behaviour e.g waiting patiently, is praised and that negative behaviour is ignored. Serious incidents are dealt with by sending children to take time out on a “calming down cushion.” Children attend weekly sessions in topics such as praise and criticism, personal power and controlling anger. Each session includes a circle time discussion, art, co-operative games singing and stories. Parents are encouraged to engage in a parallel parenting programme so that techniques used at school are re-enforced within the home.

Evidence: An evaluation of infant school children who took part in the programme compared with a similar group of children, revealed that participants were less aggressive in terms of describing how they would re-act to a range of different programmes inside and outside the school. The children who took part in the programme were significantly more assertive, constructive and socially aware.

Key Words: *whole school approach, promoting positive behaviour*

The concept of teaching emotional intelligence has not been widely tested, or evaluated in the UK, but is based on the recognition that the ability to manage emotions is not only required to avoid disruptions to the learning environment, but that learning is more effective if students' possess and appropriate level of emotional stability. According to Daniel Goleman (2003) emotional intelligence refers to the ability to be self aware and be responsive to others in an appropriate manner. Moreover, he suggests that emotional intelligence can be taught and is necessary as a precursor of academic success. At the National Conference for School Leadership (2003), he suggested that “teachers were receptive to the idea of emotional intelligence because they instinctively understood that children learned better when they were not tense, or upset.” Although the effectiveness on teaching emotional intelligence to children and young people in school has not been widely evaluated in the UK, there are some promising examples;

Three schools in the London Borough of Newham are currently involved in a pilot scheme designed to improve levels of emotional literacy among students. The

programme has been developed by Antidote aiming to develop emotional literacy across the three different schools. The programme involves surveying staff and students to identify which factors affect emotional literacy and which strategies can enhance it. It uses a range of visual and verbal techniques, to develop a participative School Council, extending emotional literacy through out the school. Activities are then used to think of ways in which the school can ensure that all students develop the inner security and skills to listen to others and reflect upon what they hear.

A network of 18 schools across the UK has been developed by the National College for School Leadership, with the aiming of piloting a range of techniques designed to develop emotional intelligence. Some of the projects include students measuring their current levels of emotional intelligence and setting targets for which they can improve how they are feeling. Other activities have involved holding “themed assemblies” around the issue of emotions e.g empathy, creating “feeling bags” and “feeling charts” which indicate to the teacher how individual children are feeling and using dance to combat feelings of low self esteem. Students are also encouraged to compliment each other and identify thinking skills which they are individually good at. Although many of these projects are still in their infancy, there are early indications of a positive impact. One school in Gloucestershire has already noticed a significant improvement in the test results of children between Key Stage 1 and Key Stage 2.

Although teaching emotional intelligence in schools has not been widely implemented and evaluated in the UK, there are a number of programmes which operate to encourage children and young people to develop personal skills to resist various risk factors e.g substance misuse;

Project Name: *Project Charlie*

Location: Newcastle Upon Tyne and London

Aims and Objectives: the programme is designed to teach “life skills” to primary school children, aiming to help children recognize and express their emotions and to develop a sense of self efficacy. It aims specifically prevent smoking, drinking and drug use among school age children by equipping children with the confidence and self esteem to deal with personal and peer pressure.

Target Audience: primary school children

Description: the programme contains a pack and series of lessons, which can be taught either by a teacher, or an outside facilitator. The approach has been used in schools in London and Newcastle Upon Tyne.

Evidence: An evaluation of the programme in Hackney found that children who took part in the process gained more knowledge about substance misuse than their peers and that their decision making ability and resistance to peer pressure was greater than the children in the control group. Four years later, children who participated in the programme were less likely to smoke, or use illegal drugs than a comparison with a group of similar aged children. They also demonstrated a greater ability to reduce peer pressure and expressed more negative attitudes to drugs. However, there was no apparent effect on experimentation with alcohol.

Key Words: emotional intelligence, resistance of peer pressure, substance misuse

Training & Employment Strategies

A review of training and employment based practices which aim to promote the social inclusion of young people, reveals varying levels and methods of evaluation. The European Social Fund, financed a youth based employment “Youthstart” designed to provide opportunities to young people who faced disadvantages within the labour market.

Programme Name: *Youth Start*

Aims and Objectives: to engage youth people who are either disaffected, or face disadvantages in either mainstream employment, or further learning.

Target Audience: young people between the ages of 16-20 who have few or no qualifications and face disadvantage in entering mainstream education, training, or employment. Typically, Youthstart’s target group included young people with learning difficulties, from minority ethnic groups, were disabled, were single parents, drug or alcohol users, or were from disadvantaged areas.

Description: Youthstart projects supported a diversity of activities including training and guidance, work to develop training resources, job creation and awareness raising. Measures include three strands; activity involving young people, providing support measures and developing skills and tailoring learning. Some of the individual projects include;

Stoke City Council : Local Employment Opportunity in the Neighbourhood

Young people participated in a 13 week programme, working in small groups with a supervisor. Prior to the course they were assessed in terms of literacy, numeracy and personal skills and individual action plan was devised for each participant. Young people were given training in terms of IT and core skills, with a strong emphasis on team skills. Whilst on the programme participants worked towards Wordpower and Numberpower qualifications and were given job search and interview preparation skills.

Weekend Arts College: ARCO

The ARCO project developed young peoples’ skills and employability through a range of creative arts including web design, video, drama, vocals, dance and music. The project focused on communication, working with others and improving own learning and was designed so that participants could gain accreditation which could be transferred on to other courses. In addition, participants were given careers adviser, access to a counsellor and assistance with building portfolios. The programme also included a two week work placement for all participants.

VT Southern careers: Youth Start-Prevent

Young people were referred to the programme by a multi-agency group. Once they were identified they undertook an individualized programme including vocational guidance interviews, work placements, vocational tasters, job search skills, confidence building, job shadowing and assertiveness training. Through out the

programme they were also given one to one support. The project also used psychometric testing to identify other talents which young people had not previously recognised and implemented a “buddy system” for some beneficiaries who were on work experience, designed to build confidence, social skills and learn the unwritten rules about work.

Birmingham City Council: Youthstart 2000

This programme used small community led initiatives to provide young people with access to education, training and employment. This was achieved through a network of projects run by the local community and youth organisations. Young people took a pre-vocational training course accredited by the Open College Network. Youth workers and training provider were attached to each training centre and individual’s had individualised training programme, identifying ways in which each young person could get evidence for their portfolio. Each centre also had a careers adviser who gave participants advise following the completion of the course. An integral part of the curriculum was training in telematics, the development of an interactive website and CD-rom. The programme also had a mentoring aspect and each participant was allocated a mentor who not only supported them in the programme, but also after the course when they were in work, education, or further training.

Toucan: YEOL (Youth Enterprise On-line)

YEOL developed young peoples’ employability by implementing ICT training in community settings. The project improved young peoples’ access to it facilities, setting up computers in youth clubs. Young people attended the project in the evening and were supported by members of the team and youth workers trained in ICT. The participants established a small number of projects including a furniture re-cycling business, a waste re-cycling business and a snack shop. Participants built up a portfolio of evidence, demonstrating how they set up their own businesses and gained a NVQ level 1 in telematics. Participants developed and improved ICT skills, business skills and personal and social skills through out the project.

Wakefield Youth Service: Translink

Young people who dropped out of school were referred to the scheme by a number of different agencies, which provided an accredited programme of supported skills and personal development. Young people undertook a supported programme of activities, aiming to increase their employability and develop their basic skills. These were delivered in an informal setting and provided support to a young mothers’ group in terms of providing a crèche, helping with additional travel costs and arranging a visit to Ireland. The project enabled participants to gain accreditation and work placements.

Otley College: Future Files

The Future Files project is aimed at re-engaging young people in learning and employment through an interactive CD rom which allows participants to learn at their own pace, developing employability and personal skills. In addition, young people worked in groups to establish a team project, aiming to implement either a land based enterprise project, or a community based business project. Participants were supported by tutors who were trained in dealing with some the difficulties experienced by disaffected and disengaged young people. Participants were encouraged to access additional support such as help with numeracy and literacy and followed NIACE

Young Adult Learner's project Curriculum "Get connected", allowing them to build upon their "soft skills" and gain an accreditation for their work.

Westminster City Council: Sorted

The project was promoted by Westminster city council and delivered by Talent Researching Ltd, with the aim of preparing young people for employment. Participants were assessed as soon as they came on to the course to gauge how much support they needed before they were job ready. After the initial assessment, participants followed an intensive vocational course which was individually tailored and supported young people once they entered their work placements. Personal tutors maintained regular contact with the employee and the employer, trying to resolve any conflict and maintained one to one contact with the employee, if the placement didn't work out.

Evidence: Between 1997 and 2000, 67 projects were funded by the Youthstart programme in the UK. An evaluation of eight programmes (described above), revealed that the programmes had an overall retention rate of 86%, (which was fairly high considering the complexity of the problem faced by young people before they entered the course.) Almost 800 young people participated in the programme and a large proportion of young people achieved some kind of vocational award; 26% achieved an OCN level 1, 22% achieved OCN level 2, 19% achieved OCN level 3 and 12 % achieved Basic Skills. Other achievements of participants included NVQ level 1, Entry Level, Key Skills in Communication, Personal Development, Canoeing and First Aid. For most projects, employment was not the key output. Due to the nature of the target group, many of the outcomes were "soft", aiming to improve employability of young people and to enable them to become "training ready". As a result of the project, 81% of the target group were actively engaged in employment, training, or learning. Just over a third (36%) went into the labour market and 41% went into further education or training. The remainder were classified as unemployed (9%), outside the labour market (8%), in voluntary work (3%), or destination unknown (3%).

Key Words: *European funding, participation in learning and employment*

The New Deal for Young People (NDYP) is an important part of the Government's welfare to work strategy. The programme was rolled out in England and Wales during 1998, following the completion of a pilot scheme. The programme is compulsory for the target group in the sense that failure to comply will result in benefit sanctions. The NYPD has been evaluated through a number of projects, but the macro-evaluation of the programme conducted jointly by the Institute of Economic and Social Research Studies (NIERS), and the Policy Studies Institute (PSI), offers perhaps the most comprehensive evaluation of the programme;

Programme Name: *New Deal for Young People (NDYP)*

Aims and Objectives: to help and support young people find employment, either for the first time, or to help them back into employment. It aims to help young people find jobs and increase their long term employability.

Target Audience: young people between the ages of 18-24 who have been unemployed (claiming unemployment benefit) for six months or more, or have been unemployed for shorter spells but are deemed to be special cases worthy of assistance.

Description: the programme involves young people participating in a range of training course and work experience, designed to find them a job at the end of it.

Evidence: The macro evaluation of the programme found that by the end of March 2002, almost 800,000 young people in the UK had taken part, or were currently participating in the programme. Almost half of all participants had left the scheme for jobs. The evaluation suggested that the programme had led to a in the level of youth (estimated to be 40,000 by the PSI and 35,000 by the NIESR) and that participants were less likely to be unemployed at various points after they had started the course. The evaluation found no evidence that unemployment had been displaced and increased in other age groups and suggested that employment within other age sectors had actually increased as a result of reduced wage pressure. Although the programme displayed some regional variation concerning the effectiveness of the programme a report produced by the PSI suggested that a more intensive approach to the Gateway process, higher expenditure on Gateway and on Environment Task Force and Voluntary Sector options were the main factors for regional variation. The evaluation found no evidence to support the view that job searching by young people had become more intensive as a result of the programme, however there was evidence to suggest that the introduction of Jobseekers Allowance was a factor which intensified young peoples' effort to find work.

Key Words; *youth unemployment, long term employability*

Other training and employment programmes for young people in the UK have been less rigorously evaluated. However, there are a number of programmes which have either been partially evaluated, or provide example of innovative work which can be described as promising;

PATH (Positive Action for Training in Housing) UK

The programme aims to offer training and work experience in professional occupations to people from minority ethnic communities, who are under represented in these occupations. PATH (London) has trained 284 men and women since 1986 (averaging 40) trainees a year. The course runs for 1, 2 and 3 years and although the initial focus was on housing, it has also run course on accountancy, architecture, building, civil engineering, personnel management and quantity surveying. 1 in 4 of all participants are aged under 25 and 96% of all those who participate in the course have either obtained full time employment, or gone on to further, or higher education. PATH provides training through a day release course at college, on the job experience

and complementary short courses. The programme is structured to meet the known requirements of particular posts. The trainees who are selected are highly motivated and participating employers are involved in the scheme through “Positive Choice”. Although obviously not all attributable to PATH, the representation of people from ethnic minority communities in professional occupations has increased from 10% in the early 1980s to the current level of 30%.

Jumpstart is a pre-vocational programme designed for vulnerable and disadvantaged young people, including low achievers, young people with learning difficulties and those involved with the criminal justice agency. The programme combines training in basic skills, with opportunities for work experience. The programme uses outreach work to identify potential clients and offers a one to one mentoring, counselling and support service. The programme also offers an after-care programme. An evaluation of the programme found that although 90% of clients had behavioural problems and 70% had literacy problems, almost 9 out of 10 entered employment, further education, or training.

Foyers offer a holistic approach to the problems of young people aged 16-25 who are homeless, or in housing need. These include young people leaving residential care and young people with poor basic skills. There are more than 50 Foyers in the UK (and over 470 in France where the concept originated). The basic concept of a Foyer is to combine accommodation with training and job search facilities. Some on-site facilities include assistance with basic skills, interview skills and the development of personal and social skills. Each young person has an individual action plan and signs a contract which outlines acceptable standards of behaviour and a plan for how they will manage their transition to independence

An evaluation of a pilot project (1995) which involved the development of five existing YMCAs and two new purpose built foyers. More than 500 young people between the ages of 16-25 took part in the evaluation. Many of the participants were from disadvantaged groups as in the past 42% had been in trouble with the Police, 47% had slept rough and 15% had been in care. Overall the evaluation found that;

- most young found the support services useful
- a third of participants secured employment within the first 18 months
- half of all participants engaged in some form of training, or work experience
- many participants required intensive support and a client centred approach which involved young people in decision making was essential

Leisure Based Strategies

Programme Name: *Summer Plus*

Location: 34 Local Authority areas in England and Wales which were selected on the basis of high levels of youth crime and truancy

Aims and objectives: one of the main aims of the programme was to reduce the level of street crime in 34 Local Authority Areas in England during the summer months. Funding was used to develop existing programmes e.g Splash , run by the Youth Justice Board and to develop new programmes.

Target audience: children and young people between 8 – 19, who were most at risk of becoming involved in street crime

Description: the programme offered key worker support and a range of purposeful activities to young people at risk through out the summer months. Young people were recruited to the programme through referrals from the YOT, the LEA and the Police, whereas other were identified by outreach work and self referrals by young peoples' peers and family. A variety of activities were offered to young people and the participants were encouraged to identify local needs and buy in services. Partnerships were formed in all 12 of the areas, however the strength of the partnership varied according to arrangements prior to the introduction of Summer Plus.

Evidence: the programme engaged more than 10,000 young people in a range of activities. 80% of participants attended the activities on a full time basis. Interviews with the participants revealed an increase in self confidence, an empathy towards other, respect for authority figures and a will among young people to change their lives in a positive way. The findings also revealed a reduction in negative behaviour. The follow up findings suggest those eligible to return to school have done so with renewed enthusiasm and motivation. Early indications suggest that crime in the summer months of 2002 was lower in the Summer Plus areas than in the rest of England. Summer Plus areas also had a better rate of decrease in the number of breached Statutory Order than non Summer Plus areas. However, the report also stresses the need for a year round programme, more time for planning activities, targeting groups as well as individuals and the need to build and maintain local partnerships

Key words: *diversionary activities, young people at risk of offending*

In 2001, the Youth Justice Board ran over 146 **Splash Schemes** in disadvantaged neighbourhoods in England and Wales.

The main of the scheme is to give teenagers constructive activities to do, during the summer holidays from school. Young people are given the opportunity to participate in a range of sports, arts, educational and environmental projects, helping young people to develop self confidence and desist from becoming involved in crime. The programme also aims to foster a sense of responsibility and self confidence and many

of the young people who participated in 2000, returned to the scheme as mentors and coaches during 2001. Since August 2000, the areas which are included within the Splash programme have witnessed a year on year reduction in the level of crime. In the first year, the estates witnessed an 18% reduction in youth crime and a 38% reduction in burglary. In 2001, there was a 17% reduction in youth nuisance and a 11% reduction in vehicle crime (compared to a relative increase in non-participating areas.)

Programme Name: Millenium Volunteers (MV)

Location: across all areas the UK

Aims and Objectives: the programme aims to encourage young people between 16-24 to participate and sustain their involvement in volunteering

Target Audience: young people between 16-24

Description: the programme is a UK wide initiative, established in 1999 and was designed to encourage young people between the ages of 16-24 to commit to 200 hours of volunteering each year. The programme is focused on nine core principles which include; a sustained personal commitment, voluntary participation, community, benefit, inclusiveness, ownership by young people, variety, partnership, quality and recognition

Evidences: the programme has been relatively success in terms of meeting its aims by recognizing and rewarding volunteers with certificates, awards of excellence and personal portfolios. By the end of March 2002, just over 2,500 young people in Wales had started as Millenium volunteers and 416 awards had been made. Almost 3 out of 4 Millenium volunteers across the UK felt that they had been given a good opportunity to become involved in the planning of their volunteering activities. However, messages were more mixed in terms of involving young people in leadership, with a lack of resources and lack of genuine youth ownership. The programme was relatively successful in terms of engaging young people who had no previous volunteering experiences (about half of all MVs), although the staff revealed a tension between the need to achieve targets recruiting numbers of young people and engaging hard to reach groups within the process. MV has helped the personal development of young people, with 84% saying that they were more confident, 80% claiming that they were more aware of the needs of others, 68% claimed they were more committed to volunteering and 65% said they thought their employability had increased as a result. However, others felt that the 200 hours required prevented some young people from taking part and in terms of inclusivity by comparing the national profile of young people between 16-24, with those that took part in the programme, MV was disproportionately successful in engaging those in education or who were unemployed, but was not as successful in engaging those who work in employment.

Key Words; *volunteering, personal development*

Positive Futures is a joint initiative between Sport England, the UK Anti-Drugs Co-ordination Unit and the Youth Justice Board. The main aim of the programme is to use sport to reduce anti-social behaviour, crime and drug use among 10-16 year olds

in deprived neighbourhoods in the UK. Positive Futures is currently operating in 24 locations around England. Core elements of the programme involve the use of outreach work to make contact with young people at risk of disengagement, the provision of a sporting programme which involves an element of competition, training and mentoring using sport as the focus, educational programmes linked to sport and the development of leadership skills using sport. A significant proportion of funding for the programme comes from monies seized from convicted drug dealers and traffickers. The programme is still in its infancy and evaluation is ongoing, although early indications of success show a reduction in the number of crimes and anti-social behaviour in areas which operate the programme

Programme Name: *Playing for Success UK*

Location: Liverpool, Manchester, Bristol, Sheffield, Birmingham, Cardiff and in many other FA Premiership clubs and football clubs in the Nationwide league

Aims and Objectives: the programme aims to raise educational standards by setting up study support centres in football clubs.

Targeted Audiences: young people aged 11 (years 6) and aged 14 (years 9) in secondary education

Description: the programme uses the medium of sport to support the work of literacy, numeracy and ICT. Young people attend the study support centres voluntarily and after the school day has finished

Evidence: the programme is currently being evaluated by the National Foundation for Education Research

Between 2001-02, 18,500 pupils from over 1000 schools, attended 58 support centres. On average the young people who participated made significant progress in terms of basic skills, particularly evident in numeracy and ICT. On average, primary school students improved their numeracy skills by about 17 months and secondary school students by about 24 months. Performance in reading comprehension also improved during pupils time at the centre, although the progress of primary school students did not quite reach statistical significance when compared with the previous year's score. Secondary school students improved their reading scores significantly and by about eight months. Pupils ICT skills (the ability to use a computer, word processing, e-mail and navigate the Internet improved significantly). Students' attitudes also a marked showed improvement in several respects and compared with the control group of young people who didn't participate in the scheme, the most significant change occurred in relation to students' independent study skills and self image. Despite sessions being held after school, most students attended for at least 80% of the course. The initiative benefited a wide range of pupils regardless of gender, deprivation, ethnicity or their fluency in English, however there was some evidence to suggest that pupils with special needs did not make as much progress as others in terms of self confidence and basic skills.

Key Words; *football, study support centres, literacy, numeracy and ICT*

Family Based Strategies

Family based strategies can have a significant impact on young people in terms of shaping the family environment in which young people develop into adults and as a young parent. Sure Start is a UK programme and contains some interesting results in terms of family based strategies and partnership working.

Programme Name: *Sure Start*

Aims and Objectives: the programme aim to develop the health, social and emotional development of young children, so they are ready to thrive when they start school. The programme also aims to provide support to parents living in disadvantaged communities and is closely linked to the agenda of social inclusion

Target Audience: the programme is aimed at parents and children between 0-3 years

Description: the programme is delivered by 22 partnership across Wales who have devised a locally based plan to meet the programmes aims and objectives

Evidence: a survey conducted by the National Family and Parenting Institute revealed that providers valued the Sure Start programme in terms of the resources it attracted for family based services, prioritising resources and targeted need. However, the survey did reveal that there were concerns expressed about the geographical limitations of the programme, the splintering of services and long term sustainability. An evaluation of the Sure Start service in England conducted by the Local Government Association found that many of the Local Authorities rated the programme quite highly and 8 out of 10 thought it fully involved local communities and 6 out of 10 thought it fully involved users.

An evaluation of the Sure Start programme in England (Statham and Eisendaht 2001) who included the views of the Head of the Service suggested the progress of Sure Start had demonstrated a number of key issues in relation to partnership working

- over optimistic about how quickly results can be achieved
- need to provide support for partnerships (especially when there has been no history of partnership working)
- to engage all members of the partnership in the planning process and commitments in the plan
- being clear about the objectives of the plan

There is no published information about the effectiveness of the Sure Start programme in Wales

Key Words: *early interventions, positive parenting, social inclusion*

Parenting programmes incorporate a wide range of activities which help and support parents to become more effective parents in terms of understanding and responding to

the needs of their children, other family members and their own needs. Activities can include learning family management skills, understanding the different stages of child development, acquiring effective supervision techniques, setting clear boundaries and re-enforcing positive behaviour, and developing effective listening and communication techniques

Programme Name: Parent Network.

Location: The programme has been established in more than 30 areas across the UK.

Aims and Objectives: to improve parenting by sharing experiences of practical parenting and responding effectively to children and young people.

Target Audience: the programme is open to all adults who are responsible for caring for children of any age.

Project Description: parents can choose to join the course themselves, or they may be referred by Health Visitors or other professionals. The programme is delivered over 12 weeks and covers a core 30 hours course called “Parenting Matters: ways to bring Up Your Children Using Heart and Head”. Participants are encouraged to use group work to share personal experiences and discuss issues such as remembering what it is like to be a child and ways of listening to children. Each participant is given a course book to complete and participants are encouraged to set up their own support groups after the course has finished.

Evidence: An evaluation of the programme which compared the experiences of parents who participated in the programme with the experiences of a comparison group, found some preliminary evidence that the programme was beneficial to participants. The evaluation found that family relationships had improved, with less conflict between parents and their children and that reported levels of childrens’ behaviour had also improved. Some children with severe behavioural difficulties prior to joining the course made significant improvement.

Programme Name: Parents in Partnership (PIPIN)

Location: The community parenting project “First Steps” is based in London, the South West, Tyne and Wear and Lincolnshire

Aims and Objectives: the programme is designed for parents during the pre-natal phase and is designed to complement ante-natal classes, by focusing on the emotional aspects of childbirth and looking after children, paying particular attention to the affects a new baby may have on family relationships

Target Audience: all parents-to-be who are interested in the emotional aspects of childbirth and child rearing.

Project Description: participants join small community based groups and share ideas, experiences and fears associated with childbirth and childrearing. Facilitators are trained by the charity and volunteers are also recruited and trained to help facilitate some of the local projects. The “first Steps” parenting programme begins 24 weeks prior to birth and continues for 5 months after birth. The programme provides a support group for new parents reduces anxiety and increases confidence, helps parents to be self reflective and aware of their own strengths and weakness and aims to strengthen the bond between parents and their children

Evidence: Although PIPIN’s community parenting programme is still in its infancy, it incorporates elements of an earlier programme which was evaluated by examining 49 couples with a similar control group. The evaluation demonstrated that participating parents were more confident, less anxious and vulnerable to depression and better equipped to cope with parenthood. Participants were more likely to enjoy positive relationships with babies and each other

Examples of good practice in the UK include **Project Maternal**, a learning and vocational training programme for young mothers (aged 16-20). Outreach work was used to identify students who could participate in flexible programmes which included personal and social skills, parenting and vocational guidance. The programme offers opportunities for mothers to learn at home, in college with a community based provider, or in a work placement. The programme provided crèche facilities and the core programmes were scheduled for the middle of the day to assist with transport arrangements. The college also provided a family room for students and their children to encourage informal learning and mutual support. Although thye programme hasn’t been rigorously evaluated, an internal evaluation suggested that children and mothers had benefited from opportunities to socialize, improved personal skills, peer support and self help.

Social Inclusion Strategies

Everybody should be socially included – general social, educational, health policies should promote social inclusion of all. Specific programmes needed to tackle those socially excluded. Currently there are 70 **Youth Inclusion Programmes** running in some of the most disadvantaged communities in England and Wales. Each programme targets 50 or so young people between the ages of 13 -16 who are at most risk of social exclusion. The programmes provide structures support and activities to steer young people away from crime and anti-social behaviour. The programmes aims to improve school attendance reduce school exclusions and divert young people away from crime. A preliminary evaluation of the programme has shown a 30% reduction in the number of arrests of young people where the programme is running and a significant reduction in the number of crimes in the area where the programmers are running. The Youth Justice Board has the overall responsibility for the programme.

Each YIP is given £85,000 per year and each local partnership is required to find match funding of a similar amount. The programme has recently been granted additional funding, enabling it to run until at least 2006.

Many of the universal social inclusion programmes which currently operate in Wales and the rest of the UK, are based on interventions designed to reduce the risk of factors which are directly related to the probability of young people becoming involved in offending. Moreover, many of the programmes seek to promote protective factors which protect young people from becoming involved in crime. Perhaps one of the best known programmes designed to promote the social inclusion of young people by reducing risk factors and promoting protective factors in Wales, is Communities That Care (UK);

Programme Name: Communities That Care (UK)

Aims and Objectives: the programme aims to build safer neighbourhoods where children and young people are valued, respected and encouraged to achieve their potential. It aims to promote a healthy, personal and social development among young people, while reducing the risks of different problem behaviours. Specific goals include; supporting and strengthening families, promoting school commitment and success, encouraging responsible sexual behaviour and achieving a safer, more cohesive community.

Target Audience: young people in disadvantaged communities

Description: the programme involves a step by step approach which the factors which make it more, or less likely that they will experience school failure, teenage pregnancy, drug abuse, violence and crime. The process involves mobilising the local community by establishing a partnership of local people and relevant service providers, conducting an audit of risk and protective factors, devising and implementing a locally based action plan and finally monitoring and evaluation.

Evidence: Currently, there are 25 CTC programme running in the UK (six of these are in South Wales). Evidence-based research is integral to the entire programme and the 17 risk factors which have been identified as being relevant in the UK have been rigorously evaluated as interventions which can make a difference to the lives of children young people in the USA. Although many of the programmes in the UK are still in their infancy and it is too early to look for evidence which demonstrates the long term effectiveness of the programme, early signs are promising and point towards a fall in problems behaviours (school exclusion, drug misuse, violence and crime) in areas where the programme has been established, compared to a similar “control or comparison community.” Moreover, the step by step approach, which begins by collating evidence of risk and protective factors within local community, should provide a useful reference of evidence based practice which “works” in the UK, in the next few years. A national evaluation of the programme is currently being compiled by Sheffield University.

Key Words: *Youth crime prevention, risk and protective factors, social inclusion*

Programme Name: *Promoting Prevention*

Aims and Objectives: the programme aims to reduce youth offending and to promote the social inclusion of young people. One of the key objectives of the programme is to enfranchise young people in the local community. The programme aims to deliver multiple, durable services and involve target groups in its design and implementation

Target Audience: the overall inclusive nature of the programme targets all young people in the local area, although individual projects within the programme are aimed at specific groups of young people

Description: Promoting Prevention is a cross cutting, multi-agency partnership in Swansea, involving both the statutory and voluntary sectors, with the key aim of preventing youth offending through educational and economic inclusion. The programme incorporates a range of interventions, targeting known risk factors which can place young people at risk of offending and social exclusion. Some of the risk factors targeted include school exclusion and truancy, pupil disaffection, drug and alcohol misuse and a lack of training and employment opportunities. The methods used by this approach include “whole school” interventions, detached youth work, alternative curriculum, direct and indirect reparation, anger management, family group conferencing and mentoring.

One of the unique features of initiative is that it exists as a “philosophical movement and commitment to higher principles, recognising the universal rights and responsibilities of young people within a framework of entitlement, empowerment and engagement.” One of the key objectives of the programme is to produced a “dynamic cultural shift” amongst service providers within the local area, so that services are planned and delivered in a way which focuses on enfranchising young people and targeted disaffection, as an over-arching principle

Evidence: the on-going evaluation of the programme includes a risk audit and attitude survey, using an innovative CD-rom. An evaluation of the research tool has demonstrated that it is both cost effective and can elicit more honest responses to sensitive topics (Haines 2001). Although the overall evaluation of the programme's effectiveness is ongoing, some preliminary findings suggest that;

- exposure to multiple risk factors increases the likelihood that young people will become involved in problem behaviours, whereas exposure to multiple protective factors decreases the likelihood of these behaviours
- Official and self-reported offending (ever, current, in the past year and persistently) young people (10-17) has fallen, since the programme was established in April 2000
- Self-reported drug has also fallen in the past year between 2001/2 to 2002/3
- Reported levels of risk factors in crucial domains of the young person's life (family, school, neighbourhood, lifestyle and personal) have also fallen from 2001/2 to 2002/3 according to the self-reported questionnaire.

Key Words: *social inclusion, targeting risk factors, dynamic cultural shift*

Comparative Youth Based Services

The **Connexions Service** is a relatively new service aimed at young people in **England** between the **ages of 13-19**. The service aims to provide a single point of contact for young people about many of the issues facing them in their lives. Although the service has replaced many of the old functions provided by the old Careers Service such as education, training and employment for young people it also incorporates a number of other functions that were previously provided by youth, health and social services as well as some voluntary sector bodies. The service joins up the work of six Government departments, together with the private, voluntary, youth and careers service. The Connexions service is delivered by local partnerships (currently there are 47 in England) who will be responsible for managing and monitoring the programme on a local basis. A young person will have access to a personal adviser who will offer varying levels of support (depending on need), across a variety of settings in schools, colleges, community centres and on an outreach basis. Many organizations already effectively engage with young people, hence one of the principal aims of the Connexions service is not to duplicate existing services but to provide a “coherent and integrated service to all young people. An evaluation of the fifteen “Phase One” Connexions Partnerships which began delivering the service during 2001, administered a customer satisfaction survey;

Over 16,000 young people in the fifteen partnership areas were involved in the research. Overall, the evaluation reported some positive findings associated with the new service;

- Overall, 9 out of 10 young people interviewed were aware of the service. However, awareness was slightly lower in the subcontracted models of delivery at 82%.
- The majority of topics discussed with Connexions staff included jobs and careers (86%), education (76%) and worked based training and learning (58%). However, other issues discussed included money and benefits (21%), stress (11%), alcohol and drugs (10%), bullying (7%) and contraception (7%).
- 68% of young people thought that the service had helped them make decision regarding their future (in particular, young people between the age of 13-15 years were more likely to state that Connexions had helped them in relation to decisions about their future.)
- However, awareness of other aspects of the Connexions Service (e.g the Connexions Card and the Youth Charter) were significantly lower, than the overall awareness of Connexions service. The survey showed that 19% of young people were aware of the Connexions card and only 5% were aware of the Youth Charter.

Some of the challenges identified for the new Connexions services include;

- the difficulty of tracking people over their teenage years as the individual experience is often unpredictable and complicated
- the need to act as advocates for young people at crucial times in their lives (which may not sit comfortably with the legal and formal demands of some partners e.g the police, Social Services, Employment Services)
- the lack of contact that some young people have with formal agencies since an early age
- a longer period of support may be necessary, prior to age 13 and after age 19 (as identified by the Social Exclusion Unit's report on young people, which suggests young people up until the age of 25 should be supported by a universal youth service)
- whilst Connexions promises locally relevant qualifications and training, this may be irrelevant in areas with chronic employment problems
- not all young people experience or respond to the problem of social exclusion in the same way

The **Scottish Youth Parliament (SYP)** has been established for almost 12 years and is currently Europe's only wholly youth led parliament. The SYP consists of nearly 200 elected young people between the ages of 14-25, who aim to be the collective national youth voice for Scotland;

The parliament exists as a platform to enable young people to link directly with elected representatives and policy makers (although it is not party political). In addition the SYP, promotes volunteering, active citizenship, community empowerment and young peoples' personal and social development. The parliament meets three times a year to discuss and propose solutions to a range of issues which affect young people. The SYP have produced a document "Pointing the Way Forward" which is used to consult with a range of young people across Scotland. The document covers issues such as drugs, education, external affairs, justice, rural affairs, sport and leisure, transport, youth rights and citizenship. Local work to date, includes developing a young person's health drop-in centre, consulting young people in relation to a Community Learning Plan and encouraging young people to work with on a range of community projects including work with "excluded young people," a motor project and environmental and city cleansing projects.

Although the effectiveness of the structures for young peoples' services in Scotland have not be rigorously evaluated by independent evaluators, work in devising innovative consultation mechanisms have employed some form of evaluative framework;

Programme Name: *Youth Summit Electronic Consultation (Scotland 2000)*

Aims and objectives: to enable a wide range of young people to discuss a range of issue, before the first Scottish Youth Summit was held

Target audience: all young people in Scotland between 14-25 years old

Description: the programme focused on the development of a web site which could be accessed by young people via the Internet. Young People could look at the top 20 issues facing young people in Scotland, read other peoples' comments and add their own comments. They could also vote for the top 10 issue which they thought were the most important for young people in Scotland.

Evidence: during the six weeks the website received almost six hundred comments and 279 young people used the site to vote on a range of issues. Most of the young people displayed positive comments about the website suggesting it was easy to use and they would use it again for other consultations. One of the features which was "most liked" was the ability to vote and display an opinion. However, the most disliked feature was the inability to add to the range of items for discussion. A minority expressed discontent with the design of the website suggesting that there was too much text and that it lacked colorful graphics and a similar number displayed concern about being asked for personal details. The greatest level of concern was expressed in relation to the assumptions that the comments "wouldn't make any real difference."

Key words: *electronic consultation, widening participation in democracy*

In Wales, the creation of Funky Dragon, the Children and Young People's Assembly for Wales has enabled children and young people in Wales to directly engage with Members of the Welsh Assembly Government. Funky Dragon have produced a report "The Dragon's Dialogue" which outlines the views of children and young people in relation to the development and implementation of a number of Welsh Assembly Government policies. The report was delivered to Jane Hutt (the Minister for Health) and Jane Davidson (the Minister for Education) on February 8th 2003 in a meeting with the Ministers, other officials and members of Funky Dragon. Some of the key concerns outlined in the report include the need for;

- a clear complaints procedure in schools, which deals with the **concerns of pupils** and parents, the findings of which are well publicised
- teacher training, which includes equality of opportunity and the rights of children and young people
- participation in the development of guidance associated with sexual health and relationships
- the need for a greater provision of places to meet in "open spaces" and in safe, dry, well lit, local accommodation
- the need for better, more frequent public transport services, with reduced fares for young people

The group have also devised a bi-lingual web site which is an important source of information for children and young people in Wales and a series of good practice guidelines on the effective participation of children and young people.

Other promising approaches⁶ to the comparative provision of youth services, designed to promote the social inclusion of all young people include;

Northern Ireland have developed a comprehensive holistic youth service based on a consultation with young people, utilising a Youth Council, the Youth Net (a web site) and a National Youth Forum. A youth strategy seminar was held in January 2003 as part of the consultation process “Creating a Vision for All Our Children”.

In **France**, the creation of summer camps – *etes jeunes* (youth summers) were established in 1982 to address the threat of urban disorder. The programme was designed for young people aged 18 or under, from disadvantaged neighbourhoods and to engage them in structured holiday camps. A wide range of activities over the summer months was also provided for those who remained. In its first year of operation 10,000 young people were given holidays and a further 100,000 participated in some form of organized summer activity. The programme was funded by national and regional government and voluntary organizations. It has been claimed the programme has significantly cut crime rate in central city areas and also reduced the threat of urban disorder

France also operates a **national network of Youth Centres** (Les Missions Locales) in more than 100 towns and cities across France. The centres are designed to offer advice and training to young people between the age of 16-25, who are either unemployed and/or unqualified. The centres offer on-site assistance with training, finding accommodation, financial management, literacy and helping the unemployed set up their own projects. One example of an innovative included the training of young adults to assist teachers in schools and act as intermediaries between teachers and pupils, helping to resolve conflict between young people and teachers. Early evaluative evidence also suggests that some schools have reported a significant reduction in violence and improvements in relations between teachers and students.

The **Netherlands** operates an innovative training and employment programme for young people based on the concept of city wardens. The programme was first established in 1989, using long term unemployed people to work as city wardens, helping visitors feel safer, providing information and intervening if they witnessed disorderly behaviour. The wardens are required to pass an exam after one year which qualifies them to work as private security guards. By 1994, there were 650 city wardens spread over 26 cities. An evaluation of the project showed that in some cases the number of young people attaining a job was 100%, because they were guaranteed jobs with local security firms. The public were positively influenced by the presence of city wardens and there was a reduction in bicycle theft and low level nuisance.

⁶ These approaches cannot be considered as examples of evidence based good practice, as information on the evaluation methods employed is either not apparent, or scant

Most city wardens found employment within two years as a private security guard. The scheme has been extended to residential areas (particularly high rise blocks), parking lots, parks and other locations.

In the USA, **Mc Auley** village is a transitional 23 apartment facility founded in 1989 in response to a growing number of young single parents who could not support themselves or their young children. The village provides secure housing to single parents at 30% of their income and in turn residents pledge to abide by contracts which stipulate individual goals and objectives. The facility also includes on site day care, mentoring and tutoring and housing and employment services. The facility is aimed at young low income, low skilled single parents and aims to take them away from a dependence on welfare to independence. It holistically addresses many factors which contribute to the vulnerability of these families such as substance misuse, domestic violence, unemployment etc. Staff offer tutoring and support, a library and visiting experts who give talks on parenting, substance misuses and domestic violence. The programme has served 80 families and 160 children since its inception in 1990.

Take Back the Park USA began in 1987 when a group of 25 young people were fed up with the negative drug activity, crime and violence that occurred within the parks in New York. Take back the park involves high risk young people mobilizing and training different people within the community to reclaim a park that has been taken away from the community by drug dealing, vandalism and or substance misuse. Skilled young staff work with young people in the neighbourhood to design Take Back the park activities, which includes a needs assessment and a network between community youth and community police officers. Young people are given 25 hours of youth leadership and community organizing skills training including programme planning, strategies for dealing with drug trafficking and substance misuse. All 15 of the Take Back the park efforts remain in existence today. 15 parks and their surrounding neighbourhoods have benefited from the programme since 1987. The majority of staff involved in the project are aged between 14-25 and work an average of 10-25 hours per week. More than 22,500 people have participated in summer programs and more than 120 young people have gained invaluable experience through being placed in leadership roles.

The Australian and New Zealand Crime Prevention Forum (2001), revealed that there were over 10,000 “early intervention programmes” currently operating in Australia and New Zealand. Although the review identified a number of different initiatives targeted different issues, many of the programmes shared two common characteristics; a focus on prevention and early intervention and targeting one or many risk factors, which place young people at a greater risk of social exclusion. The types of intervention programmes included support during the pre-natal stage and shortly after childbirth, parenting programmes, home visiting, family support services and early school based programmes. However, although many different initiatives were identified, evaluation processes tend to be internal, short term and ad hoc and based on the assumption that “family support”, “childcare” and “parenting” are good in themselves and therefore there is no need for evaluation.

Programme: Reduction of Peer Victimization

Location: New South Wales Australia

Aims and Objectives: to reduce bullying among young people, focusing particularly on how young people can participate in the reduction of bullying and non punitive measures.

Target Audience: young people between 11-16 years old

Description: The programme involves forming a student committee, who work with a student counsellor to develop a peer helper group, whose role is to identify children involved in bullying and problem behaviours and to provide help to the victims. Training is provided for peer helpers and victims are encouraged to tell teachers about their experiences. Other complimentary measures include a public speaking campaign, a poster campaign, drama presentations and giving talks to feeder schools about the programme.

Evidence: Approximately 1400 young people participated in the programme between 1997-1999. An independent evaluation of the programme showed that although there was no evidence to clearly demonstrate a reduction in the number of bullying incidents, more students thought their school was a safer place to be and more students thought teachers were interested in reports of bullying. Fewer students reported that they had taken part in group bullying and fewer students reported that they were threatened with harm by other students. Overall, the programme was rated most effective by new entrants to the schools and by girls of all ages, compared to boys of similar ages.

In Canada, the Healthy Family Programme also focuses on “early interventions” and projects designed to maximize the development of young children at risk and their families, aiming to increase their opportunities for later success and social inclusion. The programme operates by early screening, assessment and intervention. Health staff perform a routine screening test shortly after the birth of a child and once a child or family is deemed to be at risk and agree to participate in the programme they are given a family strengths test. Following an assessment, each family are allocated a family support worker who makes a series of home visits and provides support and information on good parenting and other issues which may impact on the family. The interim evaluation of the programme has shown the need to redefine the client group in the context of the local community, a higher client drop-out rate than expected and higher than expected staff turnover in the programme which has also been disruptive for the families. However, early findings from the outcome analysis suggests that there is often more positive changes than negative changes associated with the programme and that it is most effective with young first time mothers.

Programme Name: Project Early Intervention

Location: two high risk social housing areas in Ottawa, Canada

Aims and Objectives: to equip young people at risk with the skills for increased self control, improved self esteem and the reduction of aggression and other negative behaviours

Target Audience: young people between 6-12 who have either been involved in with the criminal justice agencies, or are deemed to be at risk

Description: The programme aims to enable young people at risk, to develop better “coping” and life- skills. The programme involves life-skills training, sport and recreation and a homework club. Additional support programmes include counselling, open forum discussion workshops and parents and support workers networks.

Evidence: The interim evaluation shows that more than 100 children and young people at risk have either participated, or are in the process of competing the programme and that to date, only 1 young person has withdrawn from the programme. Early indications show that the number of calls received by the Police in the two areas have reduced by 50%, since the inception of the programme. Anecdotal evidence from teachers suggests that classroom behaviour improved, overall attainment has increased, and fighting, vandalism and anti-social behaviour has reduced within the school setting.

In Norway a large scale anti-bullying programme was established, which involved all primary schools and junior schools within the Country.

Programme Name: Anti-Bullying Programme

Location: Norway

Aims and Objectives: to eliminate bullying problems in and out of school and to prevent them from beginning.

Target Audience: all young people of compulsory school age

Description: The programme focused on reducing “direct” bullying e.g open attacks and “indirect” bullying e.g. being excluded from their peer group. The implementation of the programme began with a school conference during which the problems were discussed with parents, teachers and selected pupils. Measures were devised on three different levels; the school, the classroom and the individual. One of the main methods to tackle the problem involved re-structuring the school environment, whilst maintaining a secure and supportive school ethos. Activities included regular meetings to discuss bullying and the school environment, improvement of the supervision of children during breaks and school facilities in the playground, the development of class rules, role play, co-operative learning methods, mentoring and support for victims and perpetrators.

Evidence: The project was evaluated in two areas of Norway, Bergen and Rogaland. Over 2,500 children across 42 schools were involved in the Bergen evaluation, which showed a significant reduction in bullying by 50% among 10-14 year olds, over an eight month period. The Bergen evaluation also showed a reduction in the number of young people who reported bullying others and stated that there was no displacement of bullying. Anecdotal evidence suggested that the programme reduced anti-social behaviour, theft, drunkenness and truancy in the school precincts. However, the evaluation in Rogaland which involved 7,000 children young people and was conducted a year after the Bergen evaluation found no evidence to suggest that bullying had decreased, although there was a minor improvement for girls. However, on a positive note, the evaluation demonstrated that those schools (particularly primary) which put more effort into the programme tended to get better results.

In South Africa the Khulisa programme is a culturally orientated personal transformation programme and life skills programme targeted at young people generally, but particularly those at risk and those in contact with criminal justice agencies. The programme makes use of traditional and personal stories which are the entry point for outcome based life skills programmes. Activities of the Khulisa programme vary from group to group, but presentations are compiled from traditional story telling, song and dance, readings from a book, team building exercises, thinking skills, emotional intelligence workshops and coaching in sports.

The National Youth Council of Catalonia began its activities in 1980, with more than 70 youth and youth-serving organisations in Catalonia. The Consel Nacional de la Joventut de Catalunya (CNJC) aims to promote young peoples participation and the creation of youth organisations, to act as the bridge between young people and governmental bodies, and to represent young people and promote international youth participation. Regarding activities, CNJC organises conferences, seminars, study groups, exchanges, campaigns etc. CNJC is also affiliated to the National Youth Council of Spain and to the European Youth Forum (EYF). The National Youth Plan 2000-04 involves a complex evaluation structure which includes an operational evaluation designed to measure the plan's broad objectives and courses of action, a strategic evaluation and an open evaluation which allows young people, parents and anybody else who wishes to participate in the evaluation to do so.

Conclusions

Part one of the literature review focused on collating a range of evidence from education, employment, health, leisure and other services for young people, aiming to provide a baseline which indicates the nature and quality of services which are currently available to young people in Wales. A description of the “current situation” is not only essential to measure and monitor progress, but is necessary to identify the processes and structures within “Extending Entitlement” which make a real and visible difference to young people in Wales. In other words, the first stage of an evidence-based evaluation, must involve the collection and analysis of existing data and material, which accurately reflects the current situation. However, the quality and availability of data related to the services that *all* young people (between the age of 11-25) in Wales receive, is at best patchy and in some cases non-existent. For example, although there are many comprehensive data sources relating to the education of children and young people of compulsory school age (5-16), the quality and nature of data which is available to describe those services outside the scope of learning or employment accessed by young people between 17-24 is limited. Two other concerns related to existing data sources is a lack of comprehensive information which describes young people’s experiences in Wales and data which describes young people in “need” and young people belonging to minority groups. For example, employment, (or lack of it) has been identified as a key factor which can lead to social exclusion and other risk, or problem behaviours. However, the impact of the “New Deal” programme for unemployed young people (despite numerous evaluations commissioned by the UK Government), has yet to be evaluated in terms of its impact for young people in Wales, taking into account its unique political structures and processes. Data relating to young people in need and young people belonging to minority groups also tends to be manufactured outside Wales, or qualitative in nature, failing to employ rigorous research methods which are required for evidence based practice. Finally, existing data often overlooks the perspective of young people, or employs tokenistic measures, without actively engaging young people in the planning, delivering and evaluation of their services. Hence, perhaps the **first** and most **fundamental challenge** facing “Extending Entitlement” and implementing a vision of universal entitlement, **is ensuring that all data sources which will be used to assess progress, are comprehensive, of high a quality (and can be described as evidence based), directly relevant to young people in Wales, and actively involve young people in assessing their effectiveness.**

Questions associated with the quality and comprehensiveness of existing data sources, should not detract from the good work that is already being done in terms of collating a range of statistical evidence, directly relevant to Wales, and the programmes and initiatives which are already working. Likewise, it should not detract from the progress made in terms of educational attainment and increase in attainment at every Key Stage including “A” Levels and vocational equivalents. Likewise, the reduction in the number of young people leaving school without any qualifications and those not in any form of learning, training, or employment, in recent years should also be celebrated. However, the rise in fixed term exclusions from school, relative high levels of youth unemployment and inactivity, growing levels of substance use (and misuse), teenage pregnancy and lone parenthood, family and community breakdown,

violence, crime and other problem behaviours, are all indicative that there is still quite some way to go before the vision of universal entitlement is realised.

Part two of the literature review focuses on a review of some of the “promising approaches” in terms of young people’s universal entitlement. Evidence-based evaluation which usually involves employing some form of control, or comparison group, has grown in popularity in the last few years, because of the need to ground policies, in “cost- effective” “democratic” processes, which have been “proved to work.” However, until, fairly recently, there has been little evidence based evaluative work in the UK, or Wales and the application of internationally evidence-based evaluations have been limited in terms of cultural differences. Although the lack of evidence based work in the UK, may stifle confidence in the wider implications of the evaluated programmes, the “control group method” is not without its limitations and should not prevent consideration of programmes which are considered to be “promising” because they are either in their infancy, or have used a different methodological approach.

The majority of promising approaches detailed focus upon multiple risk factors through multiple component interventions. These are generally more effective than programmes focusing upon single interventions, although it can be difficult to identify the active ingredients of a complex intervention programme and to attribute causality. However, some of those programmes which are designed to target multiple risk and protective factors have been shown to be the amongst the most effective approaches to delivering young people’s universal entitlement because they:

- created from the perspective of young people, including the most marginalised
- are built upon an understanding of what prevents young people from getting into trouble in the first place, and what stops them
- “joined up” bringing together a range of different professions (sometimes outside the Government’s traditional scope), which matter to young people
- are planned and persistent with early intervention, with intensive action at key transition points, with ways back offered to those who have gone off track
- use local data and knowledge to target action and to monitor progress and are underpinned by proper training and resources
- are innovative and proactive, making use of “non professional resources” e.g families, communities and young people themselves
- target causes, not symptoms

Perhaps, most importantly are those programmes which aim to produce a “cultural shift amongst all service providers” so that all structures, processes and activities, operate as an over-arching principle, designed to enable young people to realise their full potential. This may require a fundamental shift in how some providers view young people, breaking away from the traditional dichotomy of young people as either in need of “control”, or “protection,” towards a vision of empowering and enfranchising all young people, to realise their full potential and seize the opportunities for controlling and determining their own future.

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