

## Saffron Youth Audit

### Background

The Saffron Lane estate is located two miles south of Leicester City Centre. The Executive Board for the "Sustainable Saffron" Single Regeneration Budget commissioned an audit of young people living on the estate to map young people's:

- involvement in community life;
- take-up of local services;
- local social networks; and
- perceptions of the area and schools.

The Saffron estate has a high level of deprivation and is ranked in the bottom five per cent of English wards by the Department for Transport, Local Government and the Regions, formally the Department of the Environment, and Transport Regions Indices of Deprivation. The estate has a high proportion of families with dependent children and of lone parent families. The estate also has a high rate of teenage pregnancy.

### Research Design

The research involved a face-to-face survey of 210 young people aged between 14 and 20 years. Young people were primarily recruited by door knocking and the survey received a 100 per cent response rate. Each interview lasted for approximately 30 minutes. The survey was supplemented by three follow-up focus groups. Each focus group was divided by age group (14-16, 17-18 and 19-20 year olds). The focus groups provided the opportunity to explore, in greater detail, issues raised as important by young people in their area during the survey.

### The findings

#### Living on the Saffron estate

The research identified several issues related to living on the Saffron estate. These fell into four broad categories:

- Education;
- Employment;
- The environment; and
- Gender

### Education

The problems young people faced on the Saffron estate appeared to begin at an early age, whilst still at school. Disillusionment with schooling and teaching methods were widespread. Young people in the area displayed the aspiration to learn at school but they felt let down by the local schools. Criticism focussed on teaching methods, which were perceived to be 'boring' and irrelevant. This resulted in a lack of respect between pupils and teachers. Instead, young people requested interactive teaching methods with an element of 'fun', which allowed the young person to think for themselves. Young people agreed that the number of students per class also prohibited effective teaching.

Bullying in the local schools was endemic. One-third of respondents had experienced bullying at school and one-third of respondents admitted bullying other people. The full impact of bullying on young people on the Saffron estate was hard to gauge but bullying influenced focus group respondents' low opinions of the local schools. There was mixed evidence regarding the impact of bullying on school attendance. Respondents who had been bullied tended to be more regular attendees than other respondents. However, roughly one out of every 30 young people in Saffron missed school regularly as a result of bullying.

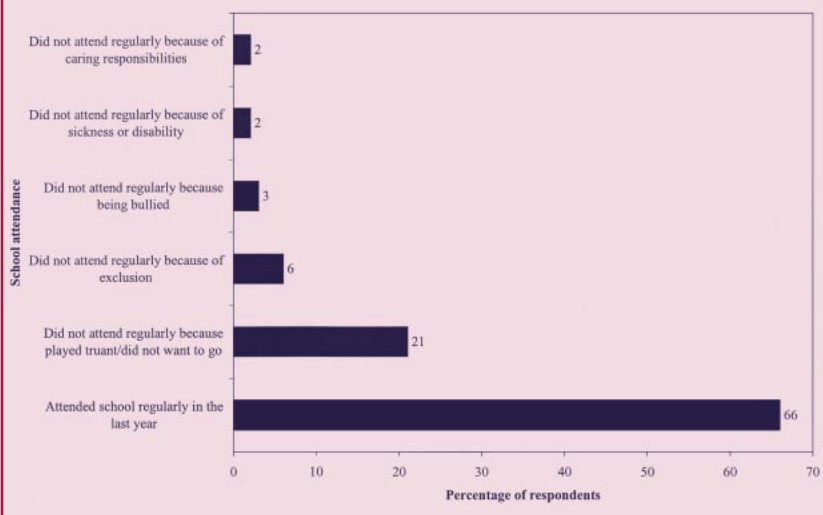


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**Figure 1 School attendance during the last year**



As a result of a combination of factors, including bullying and disillusionment with schools, school attendance was poor among young people from Saffron. Whilst truancy was a major reason for low school attendance, suspension and exclusion were contributing factors. Over half of male respondents had been suspended or excluded on at least one occasion.

Focus group participants had a number of suggestions for improving their overall school experience. They wanted schools to:

- be ‘fun’ and not monotonous;
- provide more choice in terms of lessons;
- reduce class sizes, thereby increasing individual teacher attention; and
- tackle bullying and impose greater discipline.

**Employment**

Rather than continuing in an education system which they felt to be failing them, young people from the Saffron estate preferred to leave school to find work or work-related training. However, the evidence suggested that many young people were unsuccessful in finding permanent employment. Over half of 16 year olds who had passed the compulsory school age were unemployed. Young people traditionally experienced problems finding stable employment but, given the high unemployment rates in the area, young people in Saffron experienced particular problems.

In light of these facts, it seemed particularly relevant that young people in Saffron who wished to continue learning were directly targeted, regardless of whether or not they had dropped out of the education system. The study encountered a high level of motivation for education among young people in Saffron, which was only hindered, in the young person’s view, by the poor educational facilities available in the area.

**Environment**

A high level of dissatisfaction with their area was common among young people in Saffron. There was also pessimism about the prospects of change in the future, although there was agreement that the levels of crime had reduced in recent years. However, young people spent most of their spare time on the estate and seemed happy to do so but for the perceived

lack of facilities. A targeting of resources on greater promotion of what was available on the estate may partly address this problem.

Young women in Saffron displayed greater levels of dissatisfaction with their environment. This manifested itself in two ways. Firstly, young women felt more vulnerable because of crime, particularly from joy riding and ‘street corner kids’. Secondly, females also expressed greater concern regarding the general state and appearance of the area, such as the appearance of homes and gardens, dog mess and litter.

Focus group participants were asked to identify the most important things they thought could realistically be done to improve crime levels on the Saffron estate. Their suggestions included:

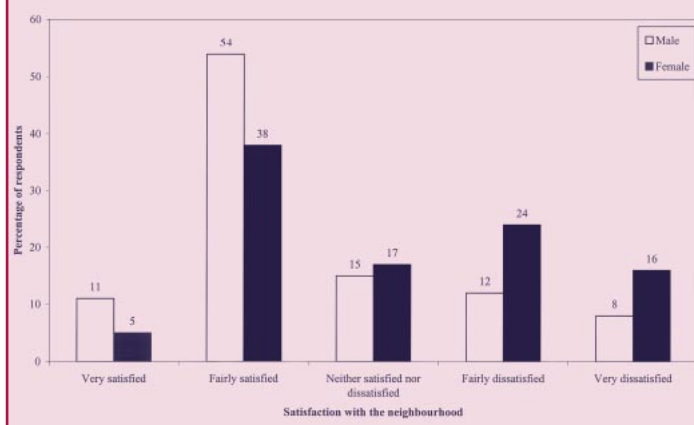
- providing more places for young people to go;
- reducing or eliminating drug dealing;
- introducing Close Circuit Television throughout the estate (CCTV);
- introducing more police patrols and possibly introduce a sub-station on the estate;
- helping people into work;
- increasing Council powers to evict people causing trouble on the estate; and
- allowing offenders to carry out their Community Service within their own community.

**Gender**

In various instances, the study encountered distinct gender differences in perceptions and behaviour. In all instances, females emerged as particularly disadvantaged. They were: more concerned – and possibly affected in their behaviour - by local crime; more heavily burdened with domestic and caring responsibilities; more lowly educated; and less attached to the labour market. The impression was that female respondents went into traditional, domestic roles and lacked the opportunities to develop more independent lifestyles.

Members of the project team were Rachel Youngs, Sue Middleton and Andreas Cebulla.

**Figure 2 Satisfaction with the neighbourhood**



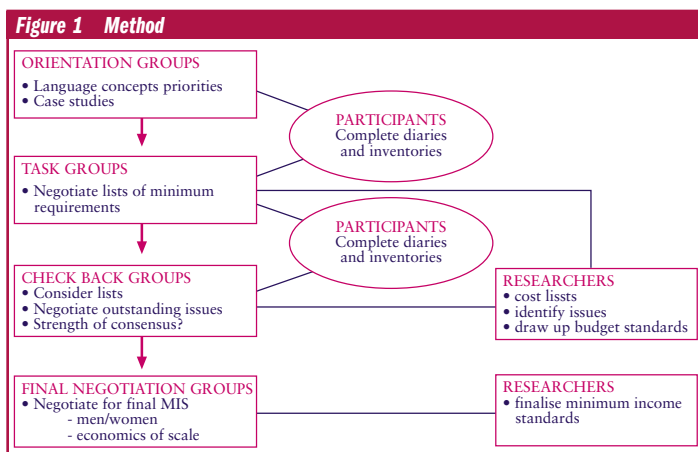
## Budgetary Requirements for Disabled People in Jersey

### Background

The Employment and Social Security Department (ESSD) of the States of Jersey commissioned CRSP to develop minimum living standards for disabled people in Jersey. The Jersey welfare system recognises that there are additional costs associated with disability, which is reflected in the provision of disability related benefits. The aim of this research was to ascertain where additional costs were incurred and to quantify these costs, using a 'consensual' budget standards methodology approach<sup>1</sup>. The research builds on earlier work in Jersey to develop budget standards for a range of household types.

### Methodology

The methodology uses lay people to act as their own budget standards committees. It is consensual in that the groups are asked to discuss, negotiate and agree on items and activities that they consider essential for someone with similar circumstances to their own (a case study person) living on a minimum - defined as "things which are necessary for a person's physical, mental, spiritual and social well-being". The basic design of the method, which involves a sequential series of discussion groups is shown in Figure 1.



Separate discussion groups were held with participants representing each of the following disability types:

- moderately (physically) disabled;
- severely (physically) disabled;
- very severely (physically) disabled - represented by carers;
- hearing;
- sight; and
- learning - represented by carers.

Respondents were selected to include people from different backgrounds and economic circumstances. Each series of groups drew up, negotiated and agreed a budget standard for a 'case study' person living on a 'minimum', with a disability similar to that of the group.

### Main Findings – Areas of Additional Need

The additional needs, agreed as being essential by the groups of disabled people, were divided into two budget areas:

- weekly budgets which include items that would need to be bought regularly; and,
- one-off purchases budgets which include items that would be bought relatively infrequently, for example items of furniture and aids/adaptations.

### Weekly Budgets

The research highlighted a number of areas of the weekly budget where there were significant additional needs for someone with a disability.

**Care** was the most expensive area of additional need (respite care, personal care and home help) for people with physical disabilities. Respite care was also the most costly additional need for someone with a learning disability.

**Transport** was a main area of additional need for: the physically disabled groups and learning disabled because of additional car use; and for the sight impaired because of reliance on buses and taxis.

**Laundry** was an additional cost for all of the groups (except for hearing impaired), primarily because of incontinence and additional spillages of food and drink.

**Healthcare** was identified as an additional need in all of the groups. In Jersey most people (except those on very low incomes who qualify for Health Insurance Exemption) have to pay for their healthcare (although most hospital treatment is provided free of charge). Additional needs included, for example, extra visits to the doctor, prescriptions, and doctors letters to claim disability related benefits.

Other common areas of additional needs identified by participants were:

- **holidays**, to allow a carer to accompany a severely disabled person or to allow a learning disabled person to attend a group holiday;
- **fuel** (oil, gas and electric) to allow for extra time spent at home and increased tendency to feeling cold;
- **extra telephone use** for staying in touch with people whom it was difficult to meet (because of mobility or transport problems); and,
- **mobile telephone** for use in emergencies, and to allow a hearing impaired person to communicate via text messages.

### One-off Purchases Budgets

As well as additional needs identified by the respondents in the weekly budget, there were extra needs within the 'one-off' budget.

Additional equipment for someone with a learning disability (such as a computer) were agreed by respondents as essential for mental stimulation and education, as well as to enable carers to have some 'time out' to fulfil other duties or activities within the home.

For the groups representing those with mobility disabilities, additional items of furniture and equipment were agreed as essential to ease the demands of daily living (for example, microwave and washer/dryer) and to provide home entertainment for someone whose limited mobility meant that they spent more time at home (for example, video recorder and a television in the bedroom). The need for an adapted vehicle added significant costs to the budgets for the severely and very severely disabled groups.

For the sensory impaired groups, the main areas of additional needs were aids and adaptations. For someone with a hearing impairment, communication aids were essential (for example, fax machine, mobile telephone) as were adaptations for daily living and safety (for example, flashing doorbell, and smoke alarm). For someone with a sight impairment additional needs identified by respondents included aids for daily living (for example, talking alarm clock and large button telephone).

**Conclusion**

In terms of the weekly budget standards, those constructed by the groups representing someone who was severely disabled and very severely disabled had the most additional needs. The weekly budget standard for a very severely disabled person was almost double that for a single adult with no disability. The weekly budget standards constructed for someone with a hearing or sight impairment had the least additional needs (in terms of additional cost).

For someone living on a minimum it was assumed that many aids and adaptations that were considered essential by participants, for example wheelchairs and hoists, would be provided free of charge through States services. However, participants identified the need for a number of aids and adaptations that were not necessarily provided free of charge. The cost of these was highest for someone who was severely or very severely disabled (because of the need for an adapted vehicle), followed by someone with a hearing impairment (for whom communication aids and adapted home entertainment items were considered essential).

The merits of using the consensual budget standards method is that the budgets drawn up by the groups are based on an **informed** consensus, reached by ordinary people who are living in similar circumstances to those for whom the budget standard is set. For policy makers the budgets provide a measure of the adequacy of financial and other benefits currently being provided and a basis on which to make changes to the structure and levels of provision for disabled people. They can also be sure that the budgets accurately represent the additional needs of disabled people since they have been constructed by those who know best – disabled people themselves.

**Reference:**

<sup>1</sup>Middleton, S. 'Agreeing Poverty Lines: The Development of Consensual Budget Standards Methodology' in *Researching Poverty*, Bradshaw, J., Sainsbury, R., Ashgate: Aldershot, (2000), pp59-76.

Project Team are Yvette Hartfree, Karen Kellard, Laura Adelman, Sue Middleton.

The project is funded by the Employment and Social Security Department of the States of Jersey.

**Housing Benefits and the Appeals Service**

The Housing Benefit appeal system has two tiers which allows Housing Benefit and Council Tax Benefit claimants to challenge the decisions made by Local Authorities. The first stage of appeal, comprises an 'internal review' by local authority officers. The second, a 'further review', is conducted by a committee of local councillors, known as a Review Board. From July 2001 most second stage appeals will be to an appeal tribunal administered by the Appeals Service. The reform is designed to bring Housing Benefit and Council Tax Benefit into line with decision-making and appeal arrangements with other social security benefits.

The aims of the research were to provide:

- information on the level and type of current appeals activity in a range of local authorities; and
- guidance on administrative changes needed for the handover.

The research involved nine local authority case studies. Depth interviews were held with relevant staff, documentation collected and case papers for Review Boards investigated.

**Main Findings**

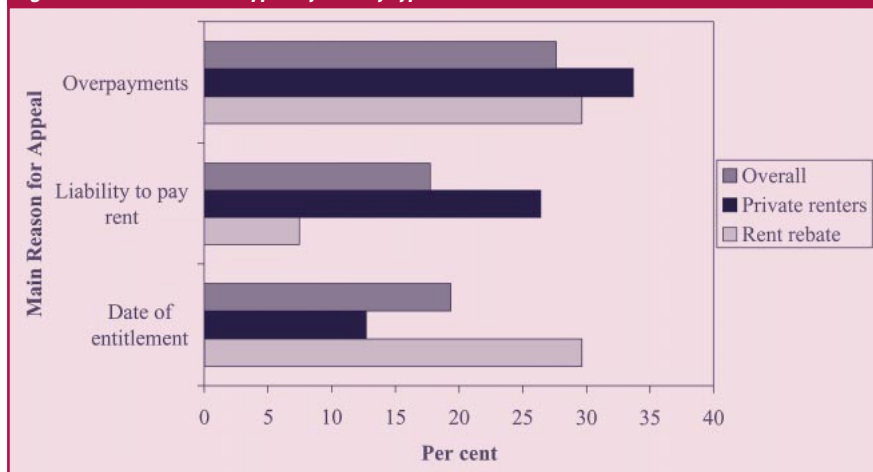
- The way local authorities were set up to deal with appeals varied. This ranged from local authorities with full-time designated appeals officers for both stages, to authorities with no designated appeals officers.
- Three-fifths of Review Board cases were from private rented sector tenants. This is disproportionately high, and is probably explained by the fact there is more discretion in these cases. The three main reasons for Review Boards were overpayments, date of entitlement (or backdating) and liability to pay rent (or contrived tenancies).
- At a Review Board the Local Authorities' decisions were upheld in the majority of cases (59 per cent). The presence of the appellant or a representative at the hearing did not affect the final outcome.

- All of the case studies exceeded the six week time target for holding Review Board hearings in the majority of cases. The main cause of delay was the availability of Review Board members to attend hearings.
- There was unanimous support for the handover. The main perceived advantages were: independence from the local authority; greater expertise among Appeals Service Judicial Officers of Housing Benefit regulations; which would both lead to more consistent hearing outcomes.
- Local authorities needed detailed guidance on how the appeals process would work in practice, for example: on the format of submissions, publicity, and the scheduling of hearings.
- On balance, local authority staff did not think the change would have a large impact on the numbers of decisions being challenged.
- The research highlighted several areas of best practice for local authorities: the use of designated appeals officers; a focus on getting benefit assessment correct in the first instance; and the importance of informing appellants about the details they need to supply with their appeal request.

This project was funded by the Department for Work and Pensions formally the Department of Social Security.

Members of the project team were Yvette Hartfree, Jennifer Beach and Bruce Stafford.

**Figure 1 Main Reason for Appeal by Tenancy Type**



## Social Exclusion During Childhood

The Poverty and Social Exclusion Survey of Britain (PSE), funded by the Joseph Rowntree Foundation, involved research teams from the universities of York and Bristol, as well as from CRSP. The new survey has its roots in the two previous 'Breadline Britain' Surveys<sup>1</sup>, which measured poverty as the inability to afford items perceived as necessities by the majority of the public. However, the original questionnaires have been expanded into a new and original survey that, as far as we are aware, is the first to operationalise the concept of social exclusion.

CRSP has been responsible for analysing the children's data in the survey. It is not suggested that the answers produced so far are conclusive, however they do throw light on children's experiences in a way that other evidence has not.

Childhood social exclusion has been identified as falling into three main categories:

- service exclusion;
- exclusion from social relations or social participation; and
- exclusion during education.

### Service Exclusion

The PSE survey asked parents whether a number of services are essential or desirable for their children. They were then asked whether their child(ren) used the service and if so about its adequacy, and if not, for what reason.

Exclusion from services<sup>2</sup> can be the result of lack of availability or inability to afford services and, for simplicity, these two responses have been combined. Comparing poor and non-poor children<sup>3</sup>, those that are poor are more likely to lack all of the services measured in the survey:

- play facilities (42 compared to 23 per cent);
- school meals (19 compared to seven per cent);
- youth clubs (52 compared to 34 per cent);
- after school clubs (67 compared to 33 per cent);
- public transport to school (20 compared to 16 per cent); and
- nursery, playgroup and mother and toddler groups (43 compared to three per cent).

### Exclusion from Social Relations or Participation

The deprivation measure for children included a range of activities, such as having a hobby or leisure activity, having friends round for tea or a snack fortnightly, being able to afford to go on a school trip at least once a term. Poor children are very much more likely to be excluded from social participation. Of children who were excluded from none of the activities, more than four-fifths were not poor according to the PSE measure (excluding the activities themselves from the index). Of children who were excluded from three or more activities, more than 90 per cent were poor.

### Exclusion During Education

#### Problems at school

Parents in the PSE were asked whether their child or children had experienced each of seven problems at school in the past 12 months<sup>4</sup>.

Although, in general, differences are small, it seems that poor children are more likely to experience problems associated with a general lack of resources within the school – large class sizes, buildings in a poor state of repair and other problems

resulting from a lack of resources. Poor children are also more likely to be in schools that are short of computers. Non-poor children, in contrast, are more likely to have experienced none of the seven problems.

#### Bullying and being bullied

Although differences are small it seems that poor children are both more likely to be bullied and to be accused of bullying. Forty four per cent of poor children have been bullied compared to 41 per cent of non-poor children, whilst 12 per cent of poor children have been accused of bullying compared to nine per cent of non-poor children.

#### Suspensions from school

Poor children are far more likely to have been suspended from school in the past 12 months. Poor children are more than 5 times more likely to have been suspended from school than non-poor children, 17 compared to just three per cent.

#### Special educational needs

Poor children are almost three times more likely than non-poor children to have special educational needs – to have physical or learning disabilities or behavioural problems, 39 compared to 14 per cent.

Poor children with special educational needs are also more likely to be statemented. However, proportionately fewer poor children with special educational needs are statemented than non-poor children – 44 compared to 50 per cent. Therefore not only are poor children more likely to have special educational needs but they are less likely to have access to the additional resources guaranteed by a statement.

Poor children are at a higher risk of experiencing various forms of social exclusion than non-poor children. This has important implications for the indicators that Government uses in measuring its success in combating poverty and social exclusion in childhood.

This article is based on a working paper produced for the Poverty and Social Exclusion Survey website ([www.bristol.ac.uk/poverty/pse](http://www.bristol.ac.uk/poverty/pse)) by Laura Adelman, Sue Middleton and Karl Ashworth. The first report of the survey was published in September 2000: Gordon, D. et al., (2000) Poverty and Social Exclusion in Britain, York: York Publishing Services.

#### Reference:

<sup>1</sup> Gordon, D. and Pantazis, C. (1997) Breadline Britain in the 1990s, Ashgate: Aldershot; Mack, J. and Lansley, S. (1985) Poor Britain, London: Allen and Unwin.

<sup>2</sup> Respondents were asked these questions about all their children. Obviously each service will only be relevant to children of specific ages. Therefore responses have been adjusted to include only those children for whom each service would be age appropriate. The age groups are:  
 - Less than 5 years old for playgroups, nurseries or mother and toddler groups;  
 - 2 years to 13 years for play facilities;  
 - 5 years and over for school meals, after school clubs and public transport to school; and  
 - 11 years and over for youth clubs.

<sup>3</sup> This cut-off point was established through an extensive range of statistical techniques, based on the items and activities parents believed were essential for children living in Britain today. The full list can be found in Gordon et al., (2000).

<sup>4</sup> The question was asked to parents about all their children, so that even though only one child in the family may have experienced the problem, all children in the family would be counted as experiencing it. This may over-estimate the proportion of children affected. This has been compensated for to some extent by only including children of school age in the analysis.

## Assessing The Coverage Gap

Assessing the coverage gap is a study of social security coverage in fifteen countries commissioned by the International Social Security Association (ISSA). The findings of the Study, which are intended to influence policy making worldwide, will be reported to a major international conference in Vancouver, Canada, in September 2002.

Assessing the coverage gap is part of a wider initiative with five themes. In addition to Assessing the coverage gap, these are:

- adequacy of social security;
- rights to social protection;
- protection of rights under private benefit schemes; and
- long-term trends in entitlement.

The organising principle of the themes is a focus on the consumer.

The steering committee which includes representatives of ISSA sponsors as well as international organisations such as the International Labour Organisation and the World Bank decided that priority should be given to Assessing the coverage gap as this is particularly relevant to all member organisations.

The ILO reported recently that:

*"more than half of the world's population (workers and their dependants) are excluded from any type of statutory social security protection. They are covered neither by contribution-based social insurance schemes nor by tax-financed social assistance. In sub-Saharan Africa and South Asia, statutory social security coverage is estimated at 5 to 10 per cent of the working population and decreasing. In India for example, not more than 10 per cent of workers were in the formal sector in the mid-1900s, compared to more than 13 per cent in the mid-1980s. In Latin America, coverage lies roughly between 10 and 80 per cent, and is mainly static or more often stagnating."*

(W. van Ginneken, *Social security for the excluded majority. Case studies of developing countries*. International Labour Office: Geneva, 1999).

A request for proposals was issued in December 2000 to over 110 potential contractors worldwide and the contract was awarded to CRSP in June 2001.

Assessing the coverage gap will examine:

- who is excluded from social security and healthcare coverage and why?
- which programmes suffer most from lack of universality of coverage?
- different strategies followed by different countries in providing social security; and
- policy options in the short and medium term.

The Study classifies each country selected for study into one of the following three groups:

**Group A** comprises countries that have a comprehensive and fully structured social security system and a long tradition of both public and private provision of social protection. Social benefits are supported, as a rule, by a strong and diversified

economy as well as a political organisation where social dialogue and democratic values are prominent and embedded in a long tradition.

Group A countries are: *Australia, Germany, Finland, UK and USA.*

**Group B** is made up of countries that have acquired considerable experience in the design and implementation of social security programmes, but where past social and economic conditions have not been conducive to the development of comprehensive coverage, both in terms of persons protected and types of programmes. Sometimes referred to as 'transition states', their economies tend to be more vulnerable and less powerful than those of countries in Group A.

Group B countries are: *Costa Rica, Czech Republic, Hungary, Mexico and Uruguay.*

**Group C** comprises countries where social provision is confined to a few programmes which concern selected participants in the formal labour market, principally because precarious economic and social conditions, together with structural obstacles and other negative factors such as ethnic or religious conflict or political upheavals, have had an overriding negative influence on attempts to extend coverage.

Group C countries are: *India, Mali, Morocco, Tanzania and Thailand.*

The countries have been carefully chosen to:

- ensure that the full range of coverage issues is represented by the sample;
- allow examination of the possibilities for policy transfer; and
- illustrate contrasting situations and models of social security.

In groups A, B and C the analysis will cover pension provision and statutory health care.

In Group A the analysis will also cover some other programmes to be decided during the inception phase of the study, most likely unemployment.

The Study will examine all statutory schemes, whether public or private, compulsory or voluntary.

The analysis will identify the gaps in coverage in each of the fifteen countries and throw light on the following issues:

- the impact of structural reform;
- the role of social insurance;
- selectivity and targeting;
- multi-pillar pensions;
- the role of international organisations in policy transfer;
- the distance between formal and substantive rights;
- coordination of public and private providers;
- minimum income;
- micro-insurance;
- the informal economy;
- gender; and
- migration.

Dr Simon Roberts leads the project.

**New Projects**

- Developing Budget Standards for Disabled People in Jersey
- Evaluation of Education Maintenance Allowance Transport Pilots
- Saffron Youth Audit
- Review of Random Assignment
- Flexicurity
- Children Whose Parents are Disabled
- Assessing the Coverage Gap
- Review of Effectiveness of In-Work Support Programmes for Long-Term Unemployed People
- Self-employment as a route off benefit

**Farewells**

CRSP said goodbye to:

Angela Waite, Project Administrator, who joined Palgrave Publishers Ltd as Assistant to Director of Marketing and UK Sales.



Julia Loumidis, Research Associate, to become a full-time mother.



Woon Chia Liu, Research Associate, who has returned to Singapore.



Julie Birch, Personnel and Finance Assistant left at the end of May to take a Human Resources Assistant post at the Foster Care Associates.



**CRSP Welcomed**

Jade Atkin, Project Administrator, on 12th March.



Debbi Smith, Research Associate on 23rd April; and ...



Liz Sutton, temporary Research Assistant from 1st August.

Tracey Allen and Katherine Hill, Research Fellow and Research Associate respectively on 2nd October.

Kate Legge, Research Associate on 15th October.

Emma Gregory, Team Administrator on the 12th November.

David Greenberg returned for three months to work on Welfare to Work: A Case for Evidence based Policy Making.



**Congratulations to**

- Abigail and Jason Davis on the arrival of Thomas Henry George on Monday 7th May.
- Barbara Dobson and Roger Goodwin on the birth of Daniel Seamus Goodwin on 26th September.

**Other News**

Congratulations are due to Sue Maguire and Barbara Dobson for successful completion of PhDs.

The Department for Work and Pensions and CRSP continue to foster closer working links. In April of this year, ASD5 (the Social Research Branch at DWP) hosted a day event for CRSP staff, to discuss research issues of common interest, as well as to give staff the opportunity to meet new colleagues. A similar event is planned at Loughborough on 15th November.

In May 2001, CRSP organised and hosted a seminar at Loughborough University to discuss Lone Parents and Sustainable Employment, with support from the (then) DfEE and DSS. The proceedings of the day are to be published shortly.

CRSP is an autonomous research centre based in the Social Sciences Department at Loughborough University. The Centre was founded in 1983 by Professor Adrian Webb. Dr Bruce Stafford and Sue Middleton are currently Co-Directors.

For further information about the research papers described here, to order Working Papers, to receive back issues of Briefings or our latest Annual Report, or to be added to the CRSP mailing list, please contact:

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