



Working with young people: the value of youth work in the European Union

Country Report United Kingdom

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Country report: United Kingdom

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This report presents the situation as of February 2013

Nota Bene

In 1999, the UK government relinquished its central powers to Scotland, Wales and Northern Ireland, which led to the establishment of the Scottish Parliament, the Welsh Assembly and the Northern Ireland Assembly. There are different levels of devolved responsibilities among Scotland, Wales and Northern Ireland, which means that government policy on youth work varies between the countries. Given these changes, and at the request of the European Commission, this report contains two sections: one that covers England, Wales and Northern Ireland, and the other that covers Scotland.

Part I: England, Wales and Northern Ireland

1 Introduction: tradition, definitions and concepts

KEY FACTS	RESPONSE
Definition for youth work	Yes for all
Legal definition for youth work	Yes for all
Approximate length of youth work tradition	100+ years
Approximate length of formal / professional youth work tradition	60 years
Overview of relative importance of youth work in supporting young people	England - Remained the same / Decreased Wales and Northern Ireland - Increased
Main sectors/fields of formal / professional / statutory youth work	All areas but increasing focus on targeted delivery
Main sectors / fields of non-formal / third sector led youth work	All areas but moving away from niche delivery to delivering universal/open access provision

1.1 Definitions

“It is in the combination of role model and mentor, good friends, structured fun and informal education that the genius of good youth work resides.”¹

Along similar lines to the European definition, Jeffs and Smith in the UK, identified three key features of youth work, all of which they argue need to be present for it to be classified as such. These three characteristics are that:

- The relationship between the client or participant and the worker remains voluntary, with the former retaining the right to both initiate or terminate any association with the worker.
- The work undertaken primarily has an educational purpose i.e. the personal and social development of young people, provided through informal education.
- The focus of the work is directed towards young people.²

Merton further adds to the definition of youth work as including: **young people’s active** involvement in different features of local youth provision; and a flexible approach to provision which is responsive to their preferences.³ Indeed, the principles of youth work as being rooted in a focus on young people, the building of relationships, working collaboratively, reflective practice, and the prerequisite of choice are echoed throughout the literature on youth work in the UK.⁴

¹ London Youth (2011) *Hunch: A vision for youth in post austerity Britain*, London

² Jeffs, T. & Smith, M. K. (1999), ‘The problem of “youth” for youth work’, *Youth and Policy*. This article ultimately argues that a focus on youth as a distinct age group with specific issues is **decreasingly useful, and that youth workers should redefine themselves as ‘informal educators’** and work with people of all ages.

³ Merton, B. et al. (2004), *An Evaluation of the Impact of Youth Work in England*, London: Department of children schools and families.

⁴ See for example: Rogers, A. (2003), *Inside Youth Work: Insights into informal education*. London: Rank Foundation; National Youth Agency’s, *What is youth work*,

The National Occupation Standard for youth work across all four countries of the UK drawing also on these key principles specifies that:

*"Youth work helps young people learn about themselves, others and society, through informal educational activities which combine enjoyment, challenge and learning. Youth workers, work typically with young people aged between 11 and 25. Their work seeks to promote young people's personal and social development and enable them to have a voice, influence and place in their communities and society as a whole."*⁵

London Youth in their discussion on the role of youth work highlight how the definition of youth work can be used to span across a range of sectors and agencies:

*"Youth work (or a youth work approach) can be undertaken by specialist youth work organisations; as an integral aspect of other activities young people take part in (such as arts or sports); within wider services for young people (including schools); and in services and walks of life that young people also experience (including the work place)."*⁶

In Wales the Youth Work in Wales Review Group published in January 2013 a document which replaced the youth work curriculum statement. This new document reflects the main principles and purposes of youth work outlined above for example in terms of the voluntary relationship between young people and youth workers. It also highlights the 'five pillars of youth work' as being: educative, expressive, participative, inclusive and empowering. Drawing on the National Occupation Standards the purpose of youth work in Wales is defined as:

*"[Enabling] young people to develop holistically, working with them to facilitate their personal, social and educational development, to enable them to develop their voice, influence and place in society and to reach their full potential."*⁷

In Northern Ireland the most recent official definition of youth work is in the Delivery of Youth Work Strategy (DE) 2005-2008, which stated that

"Youth work is a vital non-formal educational process of personal and social development, through which young people can develop their knowledge, understanding, attitudes, confidence and personal and inter-personal skills".⁸

However, this definition is liable to change following the release of the *Priorities for Youth* strategy document later in 2013. Given that the draft *Priorities for Youth* consultation document failed to define youth work, it is possible that the definition within the National Occupational Standards (NOS) as outlined above for Wales will be adopted.

1.2 Tradition and development of youth work

Youth work across the UK has a long tradition with its origins lying in the church based Sunday Schools set up towards the end of the eighteenth century. They are arguably the forerunners of youth work approaches in that they often used more informal ways

<www.nya.org.uk/about-nya/what-is-youth-work> date accessed: 10th of February 2013. and London Youth (2011), *Hunch: A vision for youth in post austerity Britain*, London: London Youth.

⁵ National Occupational Standard 2008

⁶ London Youth (2011), *Hunch: A vision for youth in post austerity Britain*. London: London Youth.

⁷ CWVYS (2013), *Youth Work in Wales: Principles and Purposes*. Cardiff: Youth Work in Wales Review Group.

⁸ Department for Education (2005), *Delivery of Youth Work Strategy 2005-2008*. Bangor: Department for Education.

of working with young people and later developed a range of activities including team sports and day trips.⁹

Youth work, as a discrete practice and occupation, followed this and can be traced back to the voluntary and philanthropic work organisations set up in the nineteenth-century. **With the emergence of and focus on the concept of 'youth' or 'adolescence'** we saw for example: Young Men's Christian Association (YMCA), set up in 1844 (and 1852 in Wales)¹⁰, which was the first dedicated youth organisation, followed by the Young Women's Christian Association (YWCA), founded in 1855 and the Girls' Friendly Society, launched in 1875; also the establishment of youth's institutes and clubs in the 1850s and the Ragged School movement, which pioneered school-based youth work but also community-based practice.¹¹

During the early twentieth century we saw the proliferation of uniformed groups across England and Wales, e.g. the Scouts. By 1930 there were nearly 390,000 Scouts and cubs and nearly 35,000 Scout leaders.¹² During this time, the primary role of central government in relation to this emerging youth sector was simply to provide financial support.

However, central government took more of a keen interest in youth work during and immediately following the Second World War. Youth work became increasingly professionalised and state controlled during the 1940s as part of a wider agenda to support a disciplined transition to adult citizenship and to improve the physical health of young people.¹³ Attempts were made to formalise the vast network of local youth organisations which helped establish early on some of the key principles that still underpin youth work today i.e. that youth work was educational and participation was voluntary.¹⁴

Nevertheless early attempts at defining youth work were thwarted with a number of competing bodies staking their claim on youth work such as youth leaders, teachers and social workers.¹⁵ As the YLA put it in 1943, unless

'we obtain a coherent conception of what we are or rather what we want to be we will continue to flounder . . .'¹⁶

The debate on what constitutes youth work continued throughout the 1940s and 1950s. During this time Government accepted that formal knowledge had a role to play in the development of the competent professional youth worker and set up the Informal Youth Training Committee (IYTC) to identify possible schemes of training for youth leaders. Following this, a number of university courses were established providing vocational and professional training for youth work.¹⁷

⁹ Smith, M. K. (1999, 2002), 'Youth work: an introduction', <<http://www.infed.org/youthwork/b-yw.htm>> date accessed: 10th of February 2013.

¹⁰ Rose, J. (1997), *Milestones in the Development of Youth Work*. Pontypridd: Wales Youth Agency.

¹¹ Jeffs, T. (2011), *The relevance of history in youth work*. In: Verschelden, G., Coussée, F., van de Walle, T., Williamson, H. (2010), *The history of youth work in Europe*. Brussels: Council of Europe.

¹² Smith, M. K. (1999, 2002), Youth work: an introduction, <<http://www.infed.org/youthwork/b-yw.htm>> date accessed: 10th of February 2013.

¹³ Bradford, S. (2007), *The 'Good Youth Leader': Constructions of Professionalism in English Youth Work, 1939-1945*, *Ethics And Social Welfare*, London: Taylor & Francis.

¹⁴ Ibid.

¹⁵ Ibid.

¹⁶ Potts 1961, p. 5

¹⁷ Bradford, S. (2007), *The 'Good Youth Leader': Constructions of Professionalism in English Youth Work, 1939-1945*, *Ethics And Social Welfare*, London: Taylor & Francis.

Running in parallel to the state supported youth work role, was the on-going youth work being delivered by volunteers. Such organisations were keen from the outset to **keep their independence and resisted 'state interference'**. **General unease grew about how state intervention in youth work might compromise the 'vocation' or 'the calling' that underpinned voluntarism.**¹⁸

With the publication of the Albemarle Report in 1960 there followed a golden age for youth work in England and Wales particularly in terms of investment in large youth club/centres and the development of project work (especially around detached youth work and coffee bars).¹⁹ This was followed, however, in the 1970s with a decline in the overall numbers of young people. This, combined with other factors, such as the rise of the home as a centre for entertainment and increased participation in formal education, undermined the demand for such large scale youth club provision.²⁰

This spelt the end of the traditional youth club giving way to issue-based youth work and a growing emphasis upon concrete outcomes by policymakers. There was a shift from 'open' provision toward working with groups of young people identified as 'at risk.' This trend was heightened by the coming to power of the Labour Government in 1997. Their wider goal of tackling social exclusion meant that for youth work in England and Wales much investment was channelled into the establishment of the Connexions Service – the main information, advice and careers service created in 2000²¹ - and the development of the role of the personal advisor.²² During this time we also saw a focus on supporting young people who were NEETs and using youth work approaches to tackle **anti-social behaviour as part of New Labour's respect agenda.**²³

With the current Coalition government which came to power in 2010, the current policy focus is on giving more freedom to local authorities to decide on priorities for youth provision. While overall, there is now much more of an emphasis on personal, social and health development and soft skills, youth work is also increasingly issue-driven, with huge variation in approaches existing between different local authorities.

Local authorities are also changing their role; becoming the commissioners of, rather than deliverers of, youth services.²⁴ Consequently, we are increasingly seeing the outsourcing of youth services wholesale to private and voluntary organisations. In **Bristol for example, there has recently been a major reorganisation of young people's services** resulting in GBP 22m of contracts being awarded for youth provision over the next five years.²⁵ Indeed, more generally, and as never before, we are beginning to

¹⁸ Ibid.

¹⁹ Smith, M. K. (1999, 2002), Youth work: an introduction, <<http://www.infed.org/youthwork/b-yw.htm>> date accessed: 10th of February 2013.

²⁰ Ibid.

²¹ Connexions is / was a UK governmental information, advice, guidance and support service for young people. The Connexions centres offer support and advice on topics including education, housing, health, relationships, drugs, and finance. Connexions is currently in a state of transition following the announcement of changes to the delivery of careers in England by the Coalition government, with many Connexions services having been closed down in the last couple of years.

²² Smith, M. K. (1999, 2002), Youth work: an introduction, <<http://www.infed.org/youthwork/b-yw.htm>> date accessed: 10th of February 2013.

²³ Source: NYA interview

²⁴ Sources: NYA and DFE interviews.

²⁵ Puffett, N. (2012), Bristol youth services outsourced in £22m deal, <<http://www.cypnow.co.uk/cyp/news/1074757/bristol-youth-services-outsourced-gbp22m-deal>> date accessed: 10th of February 2013.

see a range of private sector organisations getting involved in partnership delivery of youth services e.g. O2, Barclays, Starbucks.²⁶

Where local authorities are still engaged in direct delivery the focus is more on targeted delivery with universal services being increasingly commissioned to voluntary and community organisations (VCOs)²⁷. The latest Section 251 Expenditure returns from local authorities to central government showing levels of spending on youth services, for example, show that: while there has been an overall cut in youth service provision by local authorities particularly among open access services, there has been an increase for targeted services.²⁸

Overall, in terms of developments over the last ten years, there has been significant investment in youth work provision at the national level in terms of funding and intellectual energy. We have also seen huge steps forward in recent years in terms of giving young people a voice.²⁹ At the local level, in particular, youth work has increased in importance given the increased autonomy now given to local authorities to deliver youth services. Key drivers for the development of youth work in England and Wales over the last decade or so include:

- Social issues: Increasing exposure for young people to risky environments, whether drugs, alcohol, bullying, social media etc.
- Changing family patterns – single families.
- The need for a wider skill set for young people entering employment.
- Government recognition of the importance of significant adults for young people.
- Schools by themselves not always able to meet the needs of young people³⁰.

However most recently at the national level, and in the light of the economic crisis, we are now seeing significant cuts to central funding for youth provision. As part of this there is also increasing pressure on all public services,, including youth services, to be more accountable.³¹

While the development of youth work in Wales has tended to be along similar lines to England, with devolution we have seen a renewed focus on youth work provision and the incorporation into domestic law of the UN Convention of the Rights of the Child in 2011 which has served to reinforce existing youth work principles.³² As part of this and given the relatively high levels of unemployment and low economic productivity compared with the rest of the UK³³, the Welsh Government has placed particular emphasis on addressing concerns about young people who are NEET, school

²⁶ Source: NYA interview

²⁷ Source: DFE interview

²⁸ **The proportion of authorities that have reported a planned decrease in the 'universal services' budget is much greater than the decrease in the 'targeted services' budget (71% compared to 56%); 42% of authorities have reported a planned increase in expenditure for targeted services, compared to 28% of authorities reporting an increase in universal services expenditure. This is based on 135 authorities. See: <http://www.education.gov.uk/childrenandyoungpeople/strategy/financeandfunding/section251/archive/b0068383/section-251-data-archive/budget-data---summary-level>**

²⁹ Source: DFE interview

³⁰ Sources: DFE and WLGA interviews

³¹ Source: NYA interview

³² Since 1 May 2012 Welsh Ministers are now under a duty to have "due regard" to the UN Convention on the Rights of the Child (CRC) when planning and developing new legislation or policy, or reviewing or changing existing legislation or policy. On 1 May 2014, this duty will extend to all the functions of Welsh Ministers.

³³ See for example: Welsh Government (2011), *Annual Population Survey 2011*. Cardiff: Welsh Government.

attainment, and progression to employment and further education. This focus on NEETs may become a key driver for youth work in Wales.³⁴

In Northern Ireland, VCO youth provision has been around since the 1800s and the statutory youth sector was created in the 1970s with the NI Order Act. Since devolution, youth sector has become much more community based, and accountable to local politicians.³⁵ The political context in NI (whether the NI Assembly is operating or suspended) inevitably has a direct impact on all policies, including youth policy. The NI Assembly was established in 1999, but there were several suspensions due to political division, and hence periods of Direct Rule. However there has been relative stability over the past 7 years, with the re-establishment of devolution from 2007. This has allowed local politicians rather than UK Ministers to devise education/youth work policy. It seems that Assembly Members are generally supportive of the value of youth work and consequently the importance of youth work in supporting the lives of young has increased. The role and value of youth work has been increasingly acknowledged by government departments over the past decade. For example, the contribution of youth work has been referenced in recent policies on juvenile justice, volunteering, community relations, social development, NEETS, and mental health. Within the education sector, there has always been an impression that youth services **are the 'poor relation of formal education'. However members of the Education Committee of the NI Assembly and the Education Minister do make a point of recognising the value of youth work, and the youth service budget has been relatively protected in terms of public spending cuts. Whilst all departments have been hit by public sector cuts, the Minister for Education recently announced that additional funds (£2 million per year) would be made available for increasing access to mainstream youth services in disadvantaged areas and for outreach/detached work.**³⁶

Key drivers for the development of youth work in Northern Ireland include:

- The current economic climate in NI, particularly of high youth unemployment, and the policy drive towards a skills and knowledge economy. This has led to a growing focus of the contribution of youth work to employability e.g. increased focus on accreditation, on developing career paths and leadership skills among young people, providing opportunities to gain experience through volunteering, softer skills, interventions with NEETS and pre-NEETs etc.
- The post conflict context of NI is also still very relevant as a driver for youth work, with specific funding and policy for the development of Community Relations, Equality and Diversity (CRED). NI is awaiting the publication of the Cohesion, Sharing and Integration policy, which will set the direction of Assembly policy on community relations. It is anticipated that the role and value of the youth service will be acknowledged as one of the vehicles for promoting acceptance and understanding of others (as this is one of the main principles of the youth work curriculum in NI).
- The theme of participation, which has always been a feature of youth work, continues to have a central role, with the difference being that over the past decade other government departments have also recognised the need to engage with and involve young people in decision making. The draft Positive for Youth policy reaffirms the importance of participation, and includes several tangible actions such as a small-grants initiative to be

³⁴ Source: WLGA interview

³⁵ Source: CDU interview.

³⁶ Northern Ireland Executive (2013), The Department of Education today published statistics on attendance at grant-aided primary, post-primary and special schools, <<http://www.northernireland.gov.uk/news-de-280213-attendance-at-grant>> date accessed: 10th of March 2013; Interview YCNI.

run by young people, and development of a Network for Youth which will help to co-ordinate participation.³⁷

However, inevitably there are shifts in social policy and some feel that youth work remains vulnerable. For example, there is a growing policy momentum in NI for early intervention, driven by a recently developed cross-sectoral partnership called the **Children and Young People's Strategic Partnership**. This partnership provides a very strong case for the diversion of funds to early intervention (and often early years). Whilst the Youth Council of Northern Ireland is very supportive of the value of early intervention, they believe that it needs to operate in tandem with a strong youth policy; it should not be case of either /or.³⁸

1.3 The current situation: the delivery of formal and non-formal youth work

The landscape of youth provision across England, Wales and Northern Ireland is complex. Youth services are provided by both professional youth workers employed by local authorities as well as by youth workers within the voluntary sector.

In England, the 152 local authorities are ultimately responsible for ensuring that youth work is provided in their area. This tends to be managed through the local **Children and Young People's Service, Integrated Youth Services, or its equivalent, working in partnership** with a complex network of other youth work providers, community groups and voluntary organisations.³⁹ As well as youth work specialists, youth work approaches are also delivered within more general services for young people (schools, colleges, Child and Adolescent Mental Health Services - CAMHS and Youth Offending Teams) and within universal services that young people access (National Health Service, Job Centre Plus).

In Wales youth work is provided through voluntary organisations and the 22 local authorities. For both provider types youth provision is delivered in a range of settings including: centre-based work, street based, outreach and mobile work; residential work and targeted provision.⁴⁰

In Northern Ireland, the voluntary sector has always been the primary delivery mechanism for youth work, comprising around 95% of facilities, and 90% of youth service memberships. The draft *Priorities for Youth* affirms this arrangement whereby **'statutory youth services will continue to deliver youth work where there is no viable alternative'**.⁴¹ Unique to statutory provision is school based youth work where pupils at risk of expulsion are referred to an in-house youth worker.⁴² The statutory youth service is controlled by five Education and Library Boards (ELBs) (Non-Departmental Public Bodies), and consists of youth clubs, outdoor education centres, area projects etc. The ELBs disburse funds to local groups, both voluntary and statutory.

Indeed, across England, Wales and Northern Ireland, the vast majority of youth work provision is still delivered by volunteers outside of local authority control. The voluntary sector consists of a much broader range of organisations that include local

³⁷ Information provided by YCNI

³⁸ Ibid.

³⁹ National Youth Agency (2012), What is youth work?, <<http://www.nya.org.uk/workforce-and-training/want-to-work-in-youth-work>> date accessed: 10th of February 2013.; For example, at the local level, increasingly we are seeing other agencies drawing on youth workers and youth work practice/techniques, such as community police team and health teams.; DFE interview .

⁴⁰ CWVYS (2013), *Youth Work in Wales: Principles and Purposes*. Cardiff: Youth Work in Wales Review Group.

⁴¹ Draft *Priorities for Youth*, provided by YCNI.

⁴² Source: CDU interview

community projects, residents' associations, uniformed organisations, NGOs and national charities. Key players include:

- In England - the National Youth Agency, the British Youth Council, The **Confederation of Heads of Young People's Services**, the National Council for Voluntary Youth Services, Catch 22, Fairbridge, UK Youth, Princes Trust, and the Youth United Foundation, to name but a few.
- In Wales – there is a vibrant voluntary youth sector including, for example, CWVYS (the Council for Wales of Voluntary Youth Services - the umbrella organisation for the Voluntary Youth Sector in Wales), Youth Cymru (a charity that works with youth groups, youth workers and young people throughout the whole of Wales), YMCA, Young Farmers Clubs and Duke of Edinburgh.
- In Northern Ireland – The Voluntary sector is the much larger of the sectors, comprising organisations such as YMCA, uniformed groups, Duke of Edinburgh, and Young Farmers Clubs. The regional headquarter voluntary bodies of these groups are funded by the Youth Council and there is also a voluntary/statutory forum called the Youth Service Liaison Forum, which assists the Department of Education in formulating and implementing youth service policy proposals and in establishing coherence among the major stakeholders.⁴³

Both formal and informal sectors are perceived as vital in the delivery of youth work across the UK with some evidence of effective partnership working between the two. This includes the sharing of skills, experience and techniques and the use of outside experts to conduct training with local authority youth worker staff.⁴⁴ In Northern Ireland, for example, the draft Priorities for Youth (PfY) affirms the importance of the voluntary sector working in partnership with the Department for Education to deliver youth services as part of the 2011 Concordat.⁴⁵ Concerns were expressed however during some PfY consultation seminars about how the voluntary sector will be engaged **in future planning and decision making processes. As the final policy hasn't been published it's unclear how these concerns will be addressed.**

In England and Wales, local authority provision is hugely variable, with different local authorities prioritising different areas, taking different approaches and investing different amounts. This is largely a product of the localism agenda.⁴⁶ Within a local authority there can also be a diverse range of youth work provision. In the borough of Knowsley in England for example different services for young people are provided and/or commissioned according to the needs of specific geographical areas, issues affecting particular groups of young people or a more universal demand. Some activities target anti-**social behaviour "hotspots", where detached youth workers** gather intelligence before engaging young people in programmes focusing on risky behaviour. Others such as Teenage Health in Knowsley (THINK) run a programme for young women at risk of teenage pregnancy and sexual health problems. At the other **end of the spectrum 'Youth Zones' provide universal activities delivered in secondary** Centres for Learning across the borough on Friday evenings, aiming to provide a wide range of positive activities for those aged 13-19 years.⁴⁷

⁴³ Information provided by YCNI.

⁴⁴ Cotton, N. (2009), *Global Youth Work in the UK: Research Report*. London: Department of Economic Affairs.

⁴⁵ The Concordat is the formal agreement between Government and the voluntary/community sector, which establishes protocols for how both sectors will work together.

⁴⁶ Merton, B. et al. (2004), *An Evaluation of the Impact of Youth Work in England*, London: Department of children schools and families.

⁴⁷ National Council for Voluntary Youth Services (2011), *An education for the 21st century: A narrative for youth work today*. London: National Council for Voluntary Youth Services.

Given the complexity of youth provision, a descriptive model provided by London Youth provides a useful way to draw out key features:⁴⁸

1. Demographics (who they are) e.g. age, gender, ethnicity, disability etc.
2. Engagement (how young people are reached) e.g. self/peer referral; membership; outreach; targeted support; drop-in.
3. Method (what is done) e.g. sports, arts, music, mentoring and coaching; key working or group work; youth action and leadership.
4. Setting (where it is done) e.g. club based, public spaces, residential centres; the outdoors.

More generally, across both formal and informal youth provision and across the UK, we are seeing a shift in focus away from open access provision through clubs and centres to more short term targeted delivery including street-based and school-based youth work.⁴⁹ This type of delivery necessitates engaging with vulnerable and hard to reach young people using informal, flexible, and responsive delivery techniques. These are skills deployed by youth workers across both informal and formal sectors. VCOs in particular have made real progress in their efforts to build up the competency and capacity of their workforce – not always as all embracing as the highly qualified youth worker with a degree – but VCOs are now much better on safeguarding and learning for example. This is making them more attractive to local authorities in terms of partnership delivery and commissioning.⁵⁰

2 Legislative context and governance

KEY FACTS	RESPONSE
Legislative framework for youth work	Yes
Level of regulation for youth work	Local
Body(ies) with a responsibility for governing youth work	England - Department for Education – national overview Local Government Association and Children’s Improvement Board – local authority monitoring Wales – Department for Education and Skills Northern Ireland – Department for Education

2.1 Legal background

In the UK a range of legislation exists that provides the basis for statutory youth service provision. In England, this relates to the provision of:

- Positive activities for those aged between 13 and 19 years (and in some cases up to 24).

⁴⁸ Taken from: London Youth (2011), *Hunch a Vision for youth in post-austerity Britain*. London: London Youth.

⁴⁹ ⁴⁹ Merton, Bryan et al (2004), *An Evaluation of the Impact of Youth Work in England*. London: Department of Children and Family Services.

Crimmens, D. et al (2004) *Reaching socially excluded young people: A national study of street-based youth work*, JRF. See also: Smith (2005) *Detached, street based and project work with young people*: <http://www.infed.org/youthwork/b-detyw.htm>; and Fletcher, A. Bonell, C. (2008) Detaching youth work to reduce drug and alcohol related harm, *Public Policy Research*, December 1, 2008. YCNI interview; and WLGA interview.

⁵⁰ Source: DFE interview

- Support with decision making by young people and provision for 14-19 learning.
- Youth offending services, which aim to prevent (re-)offending among young people and the provision of multi-agency Youth Offending Teams.⁵¹

The October 2011 Government's response to the Education Committee's report on young people's services set out key policy statements on local service delivery and confirmed that the statutory duty to secure positive activities including youth work for 13-19s is to be retained.⁵²

Where youth work falls within statutory or legal functions they are bound by statutory and/or obligatory codes of practice specific to their remit. This includes, for example, Youth Offending Team workers supervising young people on court orders; education **welfare officers' enforcement duties; social workers; and teachers. For youth workers** delivering non-statutory defined youth work and/or working with young people based on a voluntary relationship, voluntary codes of conducts are often put in place to establish behavioural parameters. For example there is a London-wide Code of Practice for Youth Support Workers working in Integrated Youth Support Services, which is a voluntary code of practice for a range of youth work practitioners. The National Youth Agency (NYA) is looking into options for setting up an Institute of Youth Work, which would also have a role in setting quality standards for youth work across the formal and informal sectors.⁵³

In Wales, the Learning and Skills Act 2000 provides statutory legislation for youth support services and under Section 123, the National Assembly may direct local authorities to provide, secure the provision of or participate in the provision of youth support services.⁵⁴ While the guidance refers more specifically to youth work, the term **'youth support services' within the legislation refers to all youth related services** including social services and education.

In Northern Ireland, the youth service has a statutory footing, dating back to legislation in 1973 and more recently the Education and Libraries (NI) Order 1986, and the Youth Service (NI) Order 1989. The 1986 Order relates to the five education and library boards and **their duty to 'secure the provision for its area of adequate facilities for recreational, social, physical, culture and youth service activities...'** whilst the 1989 Order established the Youth Council as a non-departmental public body with a range of functions, including the funding of regional voluntary youth organisations. In order to register with Education and Library boards (local groups) or secure funds from the Youth Council (regional headquarter groups) youth groups must fulfil all compliance legislation and regulations. However, the legislative basis for youth service will be included in the forthcoming Education Bill, which will repeal the current Youth Service Order 1989.⁵⁵

⁵¹ Section 507B of the Education Act 1996 - introduced through Section 6 of the Education and Inspections Act 2006.

⁵² Department of education (2011), Government response to the House of Commons Education Committee report on services for young people, <<http://www.education.gov.uk/childrenandyoungpeople/strategy/laupdates/a00199742/government-response-to-the-house-of-commons-education-committee-report-on-services-for-young-people>> date accessed: 10th of February 2013.

⁵³ National Council for Voluntary Youth Services (2012), *An Institute for Youth Work: second phase consultation response to the NYA: a response from the NCVYS*. London: NCVYS.

⁵⁴ Welsh Government (2002), *Extending Entitlement: support for 11 to 25 year olds in Wales, Direction and Guidance*. Cardiff: Welsh Government.

⁵⁵ Information provided by YCNI

2.2 Governance

The main bodies responsible for youth work in England are:

- Department for Education – **this has main responsibility for young people’s services in England** – as part of its wider remit of children and education. **There is a Children’s Minister responsible for a range of children and young people’s services**, and who chairs a cross-departmental Youth Action Group (YAG). This includes key youth sector VCOs and is a mechanism for a coordinated response to issues faced by the most disadvantaged young people. It has oversight of: Positive for Youth – **government’s cross-departmental youth policy for 13- to 19-year-olds**; MyPlace – £240m capital investment programme for youth centres; and Youth Voice – youth participation service run with British Youth Council.
- Cabinet Office: this has oversight of the National Citizen Service – flagship youth initiative providing residential and community projects for 16-year-old school leavers and the Decade of Social Action – project to direct 10- to 20-year-olds towards youth volunteering opportunities.
- Department for Communities and Local Government: which is responsible for Youth United – £10m fund for uniformed youth groups
- Department for Work and Pensions, which is leading on the Youth Contract - a GBP 1bn fund to help unemployed young people find work and also has responsible for child poverty and social justice.
- Ministry of Justice, which is responsible for youth justice and young offending and reoffending prevention services and rehabilitation projects
- Department of Health **Children and Young People’s Health Outcomes Forum** – independent expert group gathering young people’s views about health service improvements.

The Department for Education has recently announced that it is considering transferring responsibility for youth policy to another department possibly to the the Department for Communities and Local Government. If this were to happen, it would **represent “the most profound shift youth policy has ever experienced”** according to Tom Wylie, former chief executive of the National Youth Agency. Youth work since its formal inception has **been the responsibility of the various incarnations of a “Ministry of Education”** and he argues that the education department is the right home for youth work since it is **“outside the formal system, but still an educational service”**.⁵⁶

At the local level, the Local Government Agency, the National Youth Agency (NYA), **and the Children’s Improvement Board all play a pivotal role in supporting and representing youth work among local authorities and receive government funding for this.**⁵⁷

The NYA is also an active participant of the Youth Work Stakeholder's Group, which brings together key national youth work bodies in England - the NYA, British Youth Council, **The Confederation of Heads of Young People’s Services** and National Council for Voluntary Youth Services - to advocate for and promote the critical role of youth **work in supporting young people’s learning and development and building healthy, strong and sustainable communities.**

⁵⁶ Jozwiak, G. (2013), *Youth policy in Whitehall limbo*. London: Children and Young People Now.

⁵⁷ The NYA is one of three Education Support Bodies to receive funding through the top-sliced revenue support grant under the Local Government Finance Act 1988. The Local Government Association (LG Association) has oversight of all three bodies, governed by a Memorandum of Understanding, originally with the Office of the Deputy Prime Minister and now with Communities and Local Government. As the lead national organisation supporting and improving services for young people, this funding supports **NYA’s work and promotes the role of local government and its partners in youth policy.** See: www.nya.org.uk/supporting-youth-work.

The amount of spending on youth work as a proportion of overall GDP in England is not specified in official government data. Latest available Government data for 2011-12 in England, however, show that **GBP 2.66 billion was spent on "Children, young people and families" which is less than 0.5% of total spending.**

In Wales the main body responsible for youth work and youth policy more broadly is the Department for Education and Skills. Statutory youth provision is subject to government Estyn inspections as part of wider Local Authority. In terms of funding for youth work in Wales, the total income for the youth service in 2011-2012 was GBP 44.1 million and the total spend by the Youth Service in Wales was GBP 43.7 million. The total spend per head of population aged 11-19 years was GBP 128.⁵⁸ Spend on youth services by local authority shows significant variation ranging from GBP 0.7 million in one local authority to GBP 5.5 million in another.

Latest annual statistics show that in line with previous years the majority of this core funding comes from Welsh Government national sources but that a substantial proportion comes from other sources:

- 70% - WG national sources i.e. revenue support grant apportioned locally⁵⁹.
- 30% - other local sources i.e. European funding, Communities First, 14-16 Pathway funding; Local authority departments i.e. other departments such as **social services or health 'buying' youth services and lottery funds.**⁶⁰

Welsh Government also provides grant funding for national voluntary youth organisations. For 2011-12 GBP 0.75 million was grant aided to the youth voluntary sector. Most recently it was announced that nine such organisations would receive just under £680,000 in the form of annual grant settlements ranging from £35,000 to £116,000. With the aim of increasing the extent and quality of informal learning opportunities for young people aged 11 – 25, the following amounts were distributed: Clubs for Young People - **£66,000**; **Duke of Edinburgh's Award** - £56,215; Girlguiding - £63,045; Gwerin y Coed - £35,000; Order of St John - £70,000; UNA Exchange - £55,000; Urdd Gobaith Cymru - £99,619; YFC - £116,000; and YMCA Wales - £110,140.⁶¹

The main statutory funder/policy driver for youth services in Northern Ireland is the Department of Education. Statutory youth services are subject to inspection by the Education and Training Inspectorate.⁶² However, fundamental change is underway in the entire education sector with: the imminent establishment of an Education and Skills Authority (ESA); and, within the youth sector the imminent publication of a new youth service policy entitled Priorities for Youth (PFY):

- The Executive of the NI Assembly agreed to streamline education administration by merging the five education and library boards, the Youth Council, and a number of other education bodies, into one large body called the Education and Skills Authority. The Education Bill which will enable this convergence has gone through two stages at the Northern Ireland Assembly, and is currently at committee scrutiny stage. The Education Bill is primarily concerned with formal education, but has some

⁵⁸ Statistics for Wales (2012), *The Youth Service in Wales*, Cardiff: Welsh government.

⁵⁹ The amount provided by core national funding varies hugely among local authorities, ranging from 93% in Conwy to 21% in Carmarthenshire. Statistics for Wales (2012), *The Youth Service in Wales*, Cardiff: Welsh government.

⁶⁰ Statistics for Wales (2012), *The Youth Service in Wales*, Cardiff: Welsh government.

⁶¹ Welsh government (2013), £680,000 boost for Voluntary Youth Organisations, <<http://wales.gov.uk/newsroom/educationandskills/2013/130124voluntary/?lang=en>> date accessed: 10th of February 2013.

⁶² See: www.etini.gov.uk

clauses on youth services. The Bill will repeal the previous Youth Service Orders, replacing these with a commitment to *‘ensure the provision of efficient and effective youth services that contribute towards the spiritual, moral, cultural, social, intellectual and physical development of those for whom those services are provided’*. Therefore youth services will continue to have a statutory footing in future. However the convergence of education administration bodies will inevitably impact on the future planning and administration of youth services.

- Previously the strategic direction for youth work was set by the **Department of Education’s Delivery of Youth Work Strategy 2005-08**. However since 2008 the Department of Education has been consulting on a major new policy for youth services, with a draft policy entitled **Priorities for Youth**. Pre-consultation and formal consultation has now ended (the formal consultation closed in December 2012) and the sector is awaiting the finalised policy.

According to the draft *Priorities for Youth* report, the Department for Education in Northern Ireland invests approximately £29 million revenue funding and £5million capital funding into youth services annually, which is approximately 1.5% of the overall education budget. Information is not available showing the totality of funding to youth work from other government departments.

3 Policy and programme framework

KEY FACTS	RESPONSE
General level of political commitment to the issue of youth work	Medium
Dedicated policy / strategy on youth work	No but youth work policies due to be published in Northern Ireland and Wales in 2013
Programmes on the development of youth work	Yes
Net impact of economic crisis on funding for youth work	Negative

3.1 Policy commitment

For England, there is a published youth strategy Positive for Youth (2011). It outlines the **Coalition’s cross**-government policy for young people aged 13 to 19 years. It includes reference to a number of initiatives such as a national youth scrutiny group and Youth Innovation Zones. There are references to youth work and the important role of youth workers throughout but couched within a wider push for local delivery and for more integrated working across all professionals working to support young people. It deliberately does not prescribe any top-down approaches nor sets out any significant funding plans for youth provision.⁶³ A progress report one year on from the

⁶³ Department of Education, Positive for youth, <www.education.gov.uk/childrenandyoungpeople/youngpeople/Positive%20for%20Youth> date accessed: 10th of February 2013.; also see: Puffett, N. (2012), Bristol youth services outsourced in £22m deal, <<http://www.cypnow.co.uk/cyp/news/1074757/bristol-youth-services-outsourced-gbp22m-deal>> date accessed: 10th of February 2013.

original publication is due in December 2012⁶⁴, however there are concerns that original commitments may have weakened.⁶⁵

In England, the level of political commitment is perceived as medium to weak⁶⁶, particularly in light of the recent and on-going cuts to youth services at the local level.⁶⁷ The economic crisis has had a significant impact, while spending on youth services has never been particularly high, it is much tighter now. Despite this, there are still committed individuals within the Department for Education and within local authorities with a number of initiatives under way. There is also now much more of an emphasis on new financial models for funding, such as social financing and payment by results.⁶⁸

In Wales the level of political commitment is perceived as medium in that while the Minister for Education and Skills retains a youth work portfolio, leadership and funding for the youth sector is perceived as weak. At the local level, the extent of political commitment varies considerably.⁶⁹ A new strategy on youth work for Wales is due in 2013.

In Northern Ireland the level of political commitment could also be described as medium or as in the words of one interviewee "strong with weak elements"; while a new policy on youth work is pending it has been in the pipeline for some years and it is not yet clear what the priorities will be. However the **NI Executive's Programme for Government (PfG) 2011-15** sets a wider policy context that would seem to be conducive to youth work policy in terms of the following priorities:

- Supporting economic recovery and tackling disadvantage and in particular the need to rebuild the Northern Ireland labour market following the impact of the global economic downturn.
- Tackling disadvantage; improving health and wellbeing; protecting our people and the environment; building a strong and shared community; and delivering high quality services.⁷⁰

3.2 Policies and programmes to develop youth work

Key policy developments that refer explicitly to youth work include:

England

- **The government's launch in 2011 of the National Citizen Service** – led by the Cabinet Office this is a flagship initiative targeted towards young people. It is a voluntary eight-week summer programme for 16-year-olds and is currently being piloted over two years across England. The government describes it as drawing on and contributing to the further development of youth work:

⁶⁴ Source: DFE interview.

⁶⁵ Higgs, L. (2012), Conservative conference: Youth services in danger at DfE, warns Loughton, <<http://www.cypnow.co.uk/cyp/news/1074928/youth-services-danger-dfe-warns-loughton>> date accessed: 10th of February 2013.

⁶⁶ Source: DFE and NYA interviews.

⁶⁷ 95 % of local authority youth services face disproportionate budget cuts this financial year, many are proposing to completely dispose of their youth services. 82 % of voluntary sector youth groups anticipate that they will have to close whole projects. See: http://nya.org.uk/dynamic_files/Future%20YW%20Rally.pdf.

⁶⁸ Source: DFE interview

⁶⁹ Source: WLGA interview

⁷⁰ Taken from Appendix 4 of the draft Priorities for Youth policy. Provided by YCNI.

*"Its model builds on the strengths and experiences of youth work, and the youth organisations involved in the 2011 pilots have benefited from developing more and stronger partnerships, sharing best practice, and learning new skills. The programme will bring greater investment into the development of the youth workforce, for youth workers and volunteers, in skills ranging from programme management and communications to direct work with young people."*⁷¹

- On-going capital funding for the building of new youth centres through Myplace funding. Launched in April 2008, the Myplace programme has awarded Government grants totalling around GBP 240 million for the development of world-class youth centres in some of the most deprived areas in England. The current Coalition government has committed to supporting this programme.
- Between February 2012 and March 2013, the funding of 12 Youth Innovation Zones. Facilitated by Local Government Association (LGA) and **the Children's Improvement Board, these Zones** are being funded to innovate youth work practice and to share learning. One area of focus is on developing commissioning models and including lower tiers in commissioning processes. Case study reports from this will be published in December 2012.
- The removal of ring fenced funding for youth services at the local authority level; replaced with the Early Intervention Grant, which provides local authorities with funding for services for vulnerable children, young people and families (worth GBP 2.365 billion in 2012-13). Local authorities are able to top-up this grant with other sources of funding such as the Revenue Support Grant, and have the flexibility to prioritise funding for different services. This has resulted in many youth services being significantly cut and/or contracted out.
- An increasing focus on payment by results mechanisms in the delivery of youth services. It is already being tested with youth offender programmes and is currently being applied to work with NEETs.
- On-going developments in young **people's workforce qualifications, such as** most recently, the introduction of two new qualifications by the National Council for Voluntary Youth Services (NCVYS) relating to personal development, work-based skills and working with young people.⁷²
- In September 2011, the commissioning of a group of national youth sector leaders to develop a narrative for the role and impact of youth work, which the Government endorses. However, it is not a statutory duty and ultimately it is up to local authorities as to whether or not they choose to adopt this view.
- Finally, the Local Government Association (LGA) has commissioned NYA to **develop and manage LGA's knowledge hub which includes a Supporting Young People Group**. This is an information resource aimed at professionals but open to all those working with young people.⁷³

However the economic crisis is having a negative impact on available funding for youth provision. NCVYS report that in a survey of 135 voluntary and community youth sector (VCYS) organisations conducted in September 2010:

- Almost 70% saw a drop in income over the last year.

⁷¹ Department of Education (2012), *Positive for Youth*. London: Department of Education.

⁷² See for example: <http://www.cypnow.co.uk/cyp/news/1073032/ncvys-launches-youth-qualifications>

⁷³ Source: DFE interview

- 75% were cutting projects and over 80% cited the end of targeted programmes for young people.
- 90% thought that the young people they work with would be adversely affected as a result of cuts.
- Over 70% said that they were making reductions in their staff training budgets.

The responses from those charities which were able to put a figure on their losses showed that over £10 million had been cut from the voluntary and community based youth organisations. The Education Select Committee's services for young people inquiry, also found that there have been "very significant, disproportionate cuts" to local authority youth services, ranging from 20 -100%.⁷⁴ Yet, arguably the need for youth work is higher than ever: Unemployment for those aged 16-17 is now 38% and for those aged 18-24 the unemployment rate is 20%. The total number of young people unemployed is now 1.4million.⁷⁵

Wales

In Wales the most recent youth work strategy is the *Young People, Youth Work, Youth Service: National Youth Service Strategy* published in 2007. As a three-year strategy technically it expired in 2010. An independent evaluation of the strategy concluded that:

*"The Youth Service Strategy clearly brought welcome attention, and funding, to the Youth Service. This was a sector that had previously suffered due to a lack of overall vision and central strategic direction. As such the concept of a Strategy was received with enthusiasm by the sector as it was seen to provide, for the first time, a framework which was relevant to youth work in Wales. However, [...] it is clear that not all the actions have been achieved."*⁷⁶

Key shortfalls noted for example include:

- **The Strategy's vision and its content did not seem to have permeated** far beyond the Youth Service teams in the local authorities.
- While the total income for Youth Services had increased across Wales, a greater proportion of funding was through additional income, as opposed to core Youth Service budgets, as such funding for the Youth Service was a constant concern for those across the sector.⁷⁷

A new strategy is due to be published in 2013.

Northern Ireland

In Northern Ireland as described above in Section 2.2, the Delivery of Youth Work Strategy 2005-08 is the most recent strategy. However the publication of the new *'Priorities for Youth: Improving Young People's Lives through Youth Work'* policy is imminent and will replace the previous strategy. The draft Priorities for Youth policy states that youth services will remain the responsibility of the Department of Education and will be included in the remit of the Education and Skills Authority (ESA). The Youth Service Policy Paper for ESA signalled the intention for youth services managed by ESA to

'ensure as far as is reasonable that the commissioning and delivery of youth services is planned and carried out to meet Ministerial/Departmental objectives, to standards

⁷⁴ National Council for Voluntary Youth Services (2011), *Comprehensive cuts summary: Key points from the reports*. London: NCIVYS.

⁷⁵ Office for National Statistics (2012), *Labour Market Statistics*, Cardiff: Office for National Statistics.

⁷⁶ Arad Research (2010), *Evaluation of the National Youth Service Strategy for Wales*, Cardiff: Welsh Assembly Government Social Research..

⁷⁷ Ibid.

set by the Department, having regard to a combination of effectiveness, economy and efficiency'. It also stressed that 'the themes of inclusion and participation are core to a successful modern youth service that meets the needs of young people today and into the future. In addition, the strong ethos of partnership working, particularly across the statutory and voluntary sectors, needs to be maintained. This partnership approach is central to ensuring that the Education and Skills Authority (ESA), which will be both a deliverer and commissioner of youth services, is a gateway to effective services and not a gatekeeper.'⁷⁸

The draft Priorities for Youth policy further states that:

- Youth work (funded by DE) will be much more closely aligned with educational priorities – for example it will target those who are educationally underachieving, and will contribute to reducing barriers to learning.
- There will be greater focus on a structured planning process, with a three yearly Regional Youth Development Plan Youth and annual area plans. Youth work will be based more clearly on an assessment of need (as defined by DE).
- Historic funding arrangements will no longer apply – future funding will be based on adherence to the Regional Youth Development Plan and to assessed local need;
- There is a proposed cap on the level of funding support to Regional Voluntary youth organisations.
- The age range for youth services will change from 4-25 years to 9-18 years, with generic (open access) provision for 4-8 and limited forms of provision for 18+ years.
- Current forms of support will change – for example existing structures such as the Curriculum Development Unit and Youth work Training Board will converge into a Practice Development Unit.
- There will be greater focus on targeted provision to help meet the needs of specific groups of young people and to overcome barriers to learning.
- There will be enhanced access /opening times for centres operating within areas of disadvantage, and a change to the way outreach and detached workers are deployed.⁷⁹

Not all of these proposals have been welcomed in all parts of the youth sector. For example, during consultation seminars held by the Youth Council and attended by approximately 200 youth service stakeholders, some concerns were expressed that the policy may be too aligned with formal education and with tackling educational underachievement/targeting educational underachievers, to the detriment of the holistic nature of youth work. As the final policy hasn't been published it's unclear whether and how these concerns will be addressed.

4 Youth workers: training, status, population and profile

KEY FACTS	RESPONSE
Minimum qualifications standards for youth workers	No – but established National Occupational Standards.
Youth worker as a recognised profession /	Yes

⁷⁸ Youth Service Policy Paper for ESA, provided by YCNI.

⁷⁹ Draft Priorities for Youth policy

KEY FACTS	RESPONSE
occupation	
Availability of formal, dedicated qualifications for youth workers	Yes
Education background of the majority of youth workers	England -The vast majority of youth workers hold a vocational (non-HE) qualification of Level 2, 3 or 4 or above. Wales – 86% of statutory youth workers have at least 2 JNC qualifications Northern Ireland – 26% of paid youth work staff have a JNC qualification.
Number of youth workers	England - 6 million including around 912,000 paid youth workers and 5.2 million volunteers Wales – 1,142 full-time equivalent statutory Youth Service workers; data on voluntary staff not available. Northern Ireland – 27,703 youth workers across formal and informal sectors with 90% being volunteers.
Trend in the overall number of youth workers	Stable

4.1 Training and qualifications

There are a set of minimum standards for youth workers as set out by the National Occupational Standards (NOS) for youth work (2012) that relate to all four countries of the UK including England, Wales and Northern Ireland. The NOS for Youth Work do not equate directly to qualifications, but instead sets out a framework of competencies required to carry out the functions carried out by the youth worker. It is written in a flexible manner to allow the use of the standards across different parts of the sector, with scope for performance standards being met in different ways by different roles.⁸⁰ They can be used by employers to inform job descriptions, consider skills needs and **identify areas of improvement, and can also support an individual’s professional and continuous development.**⁸¹ While these standards are open to all those delivering youth work, it is not clear the extent to which these standards are used within the voluntary (unpaid) youth work sector.

To become a fully-qualified youth worker in England, Wales or Northern Ireland, there is the need to hold a qualification that is recognised by the Joint Negotiating Committee (JNC). The JNC is composed of youth work employers and trade unions, which has recognised a range of qualifications including a foundation degree, a diploma in higher education, a postgraduate certificate or an honours degree.⁸² Professional (higher education) qualifications are recognised in England, Wales and Northern Ireland as long as the programme of study has been professionally validated by the NYA (England), ETS Wales or the Joint ETS for Northern Ireland and Ireland.

Working closely with youth work organisations Education and Training Standards group in Wales and NSETS Ireland, the National Youth Agency is supporting the youth work sector across England, Wales and Northern Ireland to review and revise

⁸⁰ Learning and Skills Improvement Agency (2012), *National Occupational Standards: Youth Work NOS factsheet*. London: Learning and Skills Improvement Agency.

⁸¹ National Youth Agency (2012), *Youth Work National Occupational Standards*, Leicester: NYA

⁸² Children & Young People Now (2008), *Guide to Courses and Training 08/09*. London: Children & Young People Now.

qualifications against the 2008 National Occupational Standards and establish qualifications that are fit for purpose.⁸³

In England, there are a range of optional qualifications for youth workers, which include⁸⁴:

- Level 2 Award in Youth Work Practice. This qualification is also suitable for young leaders, aged 14+.
- Level 2 Certificate in Youth Work Practice. Only the Level 2 Certificate **constitutes a 'full' qualification classified as meeting the requirements for** conferring occupational competence within the Joint Negotiating Committee (JNC) for Youth and Community Workers framework for Youth Support Work roles.
- Level 3 Award in Youth Work Practice
- Level 3 Certificate in Youth Work Practice. The Level 3 Certificate **constitutes a 'full' qualification classified as meeting the requirements for** conferring occupational competence within the JNC framework for Youth Support Work roles.
- Level 3 Diploma in Youth Work Practice. This qualification provides additional learning and preparation for those seeking progression into Higher Education programmes leading to Professionally Qualified status.

Latest data (September 2010) for England show that there were 41 higher education institutions offering 66 Programmes on youth and community work. However, over the last five years there has been a general decline in the average number of placements and fieldwork supervisors within HEI programmes. In 2005/06 there were 55 placements and 49 supervisors per course compared with 37 and 36 in 2009/2010.⁸⁵

In Wales, since March 2007, responsibility for granting professional endorsement of initial courses leading to JNC-qualified youth and community work status in Wales lies with the Education and Training Standards Advisory Group (ETS). Several universities in Wales run youth work qualifications, including North East Wales Institute of Higher Education and the University of Wales Institute, Cardiff. There is currently no minimum standard required for working with young people.⁸⁶

In Northern Ireland, since 2008, we have seen the establishment of a new North-South Youth Work Education and Training Standards Committee for Youth (NSETS) which sets standards for youth training throughout Ireland. Initially, the focus was on endorsement of professional courses in higher education, but subsequently it has looked to raise standards and open up pathways at all levels of training. JNC still has a role in validating these courses.

In terms of the educational background of youth workers, latest available data for England show that of youth and community workers classified by ONS in 2008:

- 49% held qualifications equivalent to level 4 or higher, 22% at level 3 and 14% at level 2 (the remainder held lower/ other/none); 36% held an NVQ (National Vocational Qualification), 33% were graduates.⁸⁷

⁸³ Children & Young People Now (2010), Development of vocational qualifications for youth work, *Children & Young People Now*, London: MA Business & Leisure.

⁸⁴ NYA, Getting qualified, <<http://www.nya.org.uk/workforce-and-training/getting-qualified>> date accessed: 10th of February 2013.

⁸⁵ National Youth Agency (2011), *Annual Monitoring of Youth and Community work programmes 2009-10. Professionally Validated by the National Youth Agency 2009-2010*. Leicester: NYA.

⁸⁶ Children & Young People Now (2008), *Guide to Courses and Training 08/09*. London: Children & Young People Now.

⁸⁷ Children's Workforce Development Council (2010), *A Picture Worth Millions: the State of the Young People's Workforce Report*. Leeds: Children's Workforce Development Council.

- 3,367 students were registered at HE institutions on youth and community work courses recognised by the JNC for professional status, of whom 22% were on Dip HE programmes, 22% on BA Honours degrees and 21% on foundation degrees. 22% were studying for post graduate certificates, diplomas or MAs and 11% on programmes due to transfer from DipHE to BA courses.⁸⁸

The majority of graduates tend to take up roles in statutory agencies, with a significant but lesser number working in the voluntary sector. Overall numbers for both however have decreased.

- Much fewer youth work graduates go onto to work for a statutory sector youth service: just under 25% of youth work graduates in 2010-11 went to work in the statutory sector compared with over 45% in 2007-8.
- Similarly, 20% of graduates went onto work for a voluntary sector youth service in 2010-11 compared with nearly 30% in 2007-8.
- There has been a rise in the number of graduates unsuccessful with their applications to youth work posts⁸⁹.

Most youth workers, particularly those in the voluntary sector, work without JNC recognised qualifications. Instead they either have related qualifications or extensive experience of working with young people.

In Wales the evaluation of the 2007 Youth Service Strategy for Wales concluded that progress has been made in improving the skills and qualifications of the youth workforce, but that the proportion of the workforce holding Joint Negotiating Committee (JNC) professional qualifications had fluctuated and remained far below the target.⁹⁰ Latest available data for 2011-12 on qualifications show that in line with the previous year, 86% of all Youth Service delivery staff held at least 2 JNC professional qualifications. Of the staff without a Level 2 or above JNC qualification, 49% were in training. Information on those working in the informal sector is not available.⁹¹

In Northern Ireland, the figures are much lower with just over one quarter (26%) of paid youth work staff (776) having a JNC professional youth work qualification and c.90 (3%) as being locally OCN or NVQ youth work accredited.⁹²

4.2 Status of youth worker profession

Following state intervention in youth work activities following the Second World War (see Section 1.2), youth work across the UK is now a recognised profession. This is embodied by the existence of UK-wide National Occupational Standards (see section above) and the Joint Negotiating Committee (JNC) for Youth and Community Workers' Agreement (Pink Book, 2012).⁹³ As discussed in the previous section, although not mandatory, we have also seen the development of a programme of youth work

⁸⁸ Ibid.

⁸⁹ National Youth Agency (2011), *Annual Monitoring of Youth and Community work programmes 2009-10. Professionally Validated by the National Youth Agency 2009-2010*. Leicestershire: National Youth Agency.

⁹⁰ Arad Research (2010), *Evaluation of the National Youth Service Strategy for Wales*, Cardiff: Welsh Assembly Government Social Research.

⁹¹ Statistics for Wales (2012), *The Youth Service in Wales*, Cardiff: Welsh government.

⁹² Courtney Consulting (2011), *A Profile of the Youth Work Workforce in Northern Ireland*. Bangor: Courtney Consulting.

⁹³ This includes the full, current conditions of service for youth and community workers and covers issues such as maternity, sick leave and qualified youth worker status. See: www.education.gov.uk/childrenandyoungpeople/youngpeople/positive%20for%20youth/b0077531/positive-for-youth-discussionpapers/a-narrative-for-youth-work-today.

qualifications across the UK and a growing body of academic research on the question of youth and youth work.⁹⁴

While important for ensuring minimum standards, the establishment of a professional status for youth workers has served to alienate and undermine the contribution of some volunteers, or those without degree qualifications. For some it *implies* the contribution of those without qualifications is unprofessional, or incapable of professionalism. In light of this, NCVYS are keen to argue that *professionalism*, or taking a professional approach to a role, is not exclusively connected to a level of qualification or pay.⁹⁵

It is also important to note that youth work practice and techniques also extend beyond specialist youth workers not just into the informal voluntary sector but into other statutory sectors that come into contact with young people, for example: social workers, teachers, community police officers and health workers.

4.3 Youth worker population

In England, according to a report published in 2010, there is a youth sector workforce of over 6 million, with over 5.2 million people working as part of the voluntary and community workforce (the analysis identified around 912,000 paid workforce and 5,271,000 volunteers). The figures are based on headcount i.e. numbers of people rather than the hours they work. A significant number of workers are part-time or sessional.⁹⁶

In terms of areas of work:

- Among the *paid workforce*, most were delivering sport and recreation (363,000), followed by children's health (153,000), playwork (110,000), creative and cultural industries (provisional estimate of 93,000), and youth work (85,000).⁹⁷
- The greatest concentrations of *volunteers* were in sport and recreation (3.4 million), the outdoors (1.15 million) and the youth voluntary sector (0.53 million).⁹⁸

Long term trend data on numbers of youth workers is not available. For example, while the estimate of paid youth workers showed an increase since the 2009 report

⁹⁴ There are a range of youth focused academic journals in circulation such as *Journal of Youth Studies*, *Youth and Society*, *Journal of Youth and Adolescence*, *Youth and Policy*, *International Journal of Child, Youth and Family Studies* and *New Directions for Youth Development*. Most recently we have also seen in the UK, the establishment for the first time of a new national resource centre for Youth Work at De Montford University, National Youth Work Collection launched at De Montford University, Source: *Children and Young People Now* (2011).

⁹⁵ National Council for Voluntary Youth Services (2012), *An Institute for Youth Work – Second phase consultation response for the National Youth Agency. A response from the National Council for Voluntary Youth Services*. London: NCVYS.

⁹⁶ This is based on all available information on the workforce, which in some cases is very recent whereas in others has **not been updated for a number of years**. (Children's Workforce Development Council (2010), *A Picture Worth Millions: the State of the Young People's Workforce Report*. Leeds: CWDC.).

⁹⁷ Children's Workforce Development Council (2010), *A Picture Worth Millions: the State of the Young People's Workforce Report*. Leeds: CWDC.

⁹⁸ However, some data sources on volunteers are still based on estimates or are out of date, based on information from the Children's Workforce Development Council (Children's Workforce Development Council (2010) *A Picture Worth Millions: the State of the Young People's Workforce Report*).

from 750,000 to 912,000, this was more of a reflection of having included new data on creative and cultural and health and fitness workforces.

Other key statistics include

- In sectors where data are available (including the voluntary sector), around 10% of the workforce were managers, just over 50% 'practitioners', around a quarter operational or support and 10-15% were administrative staff.
- The majority of the young people's workforce were female, ranging from 95% of playwork staff and 91% of parenting skills advisers, to 49% of youth workers and 55% of outdoors staff.
- Across the workforce the main BME groups were Asian/Asian British (0.9% to 7.5%) and black/black British (1.4% to 10.7%). The numbers of white staff range between 77% and 95%.

We know from available data that there are still not enough youth workers for the numbers of young people receiving support. Analysis of NYA audit data, for example, shows that there is a mean ratio of one (full time equivalent) youth worker to 680 young people (13 - 19) across England with a regional variation of between 493 and 860. This falls short of the NYA service standard of 1:400 published in *Resourcing Excellent Youth Services*⁹⁹ in Wales for 2011-12 the ratio of full time equivalent youth work delivery staff (excluding management) to users aged 11-25 to was 1:140.

Part of this is about levels of investment in youth work and partly about being able to recruit and retain youth work staff. While over the medium term, recruitment and retention difficulties reported for youth and community workers have fallen considerably difficulties have begun to emerge again. Whereas in 2001 nearly half (47%) of local authorities had difficulties recruiting nationally qualified workers, just 10% reported having difficulties in 2009. Over the same period the proportion of authorities reporting retention difficulties for youth and community workers fell from 20% of authorities in 2001 to 3% in 2009.¹⁰⁰ However, more recently employers are reporting difficulties again compounded by:

- The introduction of university tuition fees with corresponding drops in the numbers of students going into youth and community work.
- Continued lower than average starting salaries: The starting salary of Community and Youth Work is GBP 20,591 with an hourly rate of just over GBP 11, compared with the median graduate starting salary of GBP 15.18 an hour.¹⁰¹

In Wales, as of March 2012, there were 1,142 full-time equivalent Youth Service management, delivery and admin staff working across local authorities in Wales¹⁰², of these:

- 7% were management staff.
- 77% were youth work front line staff both core and externally funded¹⁰³.
- 15% admin staff.

The ratio of full time equivalent youth work delivery staff (excluding management) to users aged 11-25 to was 1:140, a much lower ratio than for England.¹⁰⁴

⁹⁹ Merton, B. et al. (2004), *An Evaluation of the Impact of Youth Work in England*, London: Department of children schools and families.

¹⁰⁰ Children's Workforce Development Council (2010), *A Picture Worth Millions: the State of the Young People's Workforce Report*. Leeds: CWDC.

¹⁰¹ Joint Negotiating Committee for Youth and Community Workers (2012), *Staff Side Pay and Conditions Claim 2012*. Unite, Unison, NUT and UCU.

¹⁰² Data on the wider youth sector workforce in Wales is not available.

¹⁰³ The proportion of staff funded via external funding had increased from the previous year.

¹⁰⁴ Statistics for Wales (2012), *The Youth Service in Wales*, Cardiff: Welsh government.

In Northern Ireland latest available research on the youth workforce profile suggests that there are at least 27,703 individuals involved in delivering and supporting youth work in Northern Ireland.¹⁰⁵ This is more than the number involved in either the energy & water, or agriculture, forestry and fishing, sectors, in NI. Of the workforce total,

- 90% (24,452) are volunteers, 78% of which are engaged in uniformed or church-based youth work.
- 919 (3.3%) are full-time paid staff (8% of which are clerical/admin/finance/marketing staff). 71% of full-time staff work in the voluntary sector, including one-quarter of the full-time staff working in local clubs/groups/units.
- 2,332 (8.4%) are part-time paid staff, 47 of whom (2%) are clerical/admin/marketing/ research staff. 61% of part-time staff are employed in the statutory sector.¹⁰⁶

4.4 Profile of youth workers

As described above, across England, Wales and Northern Ireland there is a youth sector workforce of over 6 million, of which around 85% are working as part of the voluntary and community workforce and the rest as paid workforce.

The young people’s workforce is described in a variety of ways using different terminology, including youth workers, youth support, youth and community workers, or youth facing services. As described above, many of those delivering youth work do have a professional qualification. The youth sector workforce however also includes a large number of practitioners without degree qualifications but still providing youth work and/or youth work related support to young people.

Many in the wider workforce would describe their roles as ‘youth work’ because they are working with young people and widely employ youth work approaches in their roles. The table below provides a useful overview of these different roles. In practice there is much overlap between the subsectors.

Table 4.1 Different Types of Youth Workers by sector

Sub-sector	Typical job role	Typical activities
Creative and cultural Activities	Youth art worker	Arts and Crafts Activities
Education and schools	‘youth worker’	Using arts/sports etc with challenging young people within formal education settings
Health	Youth advisor	Health promotion (sexual health, substance misuse, advice and guidance etc)
Housing	Youth participation worker	Activities in specific geographic areas (estate-based initiatives, inter-

¹⁰⁵ There is evidence that these figures significantly underestimate the number of people involved in delivering and supporting youth work in Northern Ireland, because: many clubs are not registered with an ELB; half the Regional Voluntary Headquarter Organisations funded by YCNI did not return the workforce questionnaire issued as part of the current research; and regional organisations involved in youth work not funded by YCNI, such as the church youth departments, were not included in the research. (Courtney Consulting (2011), *A Profile of the Youth Work Workforce in Northern Ireland*. Bangor: Courtney Consulting.).

¹⁰⁶ Courtney Consulting (2011), *A Profile of the Youth Work Workforce in Northern Ireland*. Bangor: Courtney Consulting.

Sub-sector	Typical job role	Typical activities
		generational work)
Outdoors	Young or Youth Leader	Camping, bush craft, orienteering, walking etc.
Playwork	Play worker (for under-16s and youth worker for post-16)	Activities that support emotional and educational development through play
Social Care	Youth support worker/assistant	Advocacy / general support on behalf of young people
Sport and Recreation	Sport and recreation Sports Leader / Coach	Sports activities
Substance misuse	Substance misuse Youth worker / advisor	Reducing harm through creative activities, information advice and guidance
Youth justice	Youth worker / youth panel member	Advocacy, advice and guidance, diversionary Activities

Source: DfE (2011) *A Narrative for youth work today*

There are a number of key challenges for youth workers, which include¹⁰⁷:

- The whole sense of youth work being a ‘Cinderella’ service – youth workers as a profession often struggle to get their voice heard at the table – this was an issue raised for both England and Northern Ireland.
- The lack of funding for youth work – exacerbated by removal of ring fenced funding, with further cuts imminent. Youth workers in Northern Ireland, for example, in response to the draft Priorities for Youth pre-consultation stated that *“short term and limited funding impedes youth work delivery in a number of ways, including staff retention, the ability to offer varied programmes, and reducing the chance to sustain relationships with young people.”*¹⁰⁸
- The changing nature of the workforce – youth workers increasingly have to work in new non-traditional areas e.g. many youth work graduates having to find work in formal education.
- Concerns that the push for more targeted delivery is undermining core youth work principles, particularly the voluntary nature of youth work. In this context, youth work can commonly be misperceived as a social care model rather than an educational model.
- Furthermore, with targeted provision comes the need for additional training and resources particularly in terms of managing challenging behaviour – a key issue for youth workers. As expressed by Jenkinson (2011): *“Addressing challenging behaviour is a common aspect of the youth worker’s practice, and demand for training is high in this area. A common dilemma reported by youth workers is that the young people whom they consider to be in most need of the particular service are often those young*

¹⁰⁷ Source: NYA interview and information from YCNI

¹⁰⁸ Taken from a summary of responses from youth workers to the PfY pre-consultation, as provided by YCNI.

*people whose behaviour is most disruptive and difficult to manage.*¹⁰⁹

Further to this, a number of skill gaps in the youth workforce have also been identified in England which are also relevant to Northern Ireland and Wales. NCVYS in their submission to the 2010 Sector Skills Assessment, for example, identified the following particular skills gaps, most acutely felt among smaller voluntary organisations:¹¹⁰

- Understanding commissioning.
- Developing supervision practice and reflective practice.
- Child protection and safeguarding – there are significant gaps in training provision and a lack of understanding of the requirements in levels of training needed.
- Managing volunteers and fundraising e.g. sourcing funding for a youth project.
- The spiritual development of young people – faith organisations employ a large number of workers and volunteers in the delivery of youth services.
- General skills e.g. team work, managing a team, project management.
- Assessor and verifier skills – with the sector becoming an increasingly important provider of training delivery, these skills will help increase capacity in the sector to deliver key programmes such as youth work apprenticeships.
- Optional units connected to global youth work for youth work qualifications.

5 The role and value of youth work

5.1 Education and training

Although there is a long history of collaboration between formal education and youth work, the relationship has not always been comfortable. There is evidence of current successful youth work in schools, primarily focusing upon alternative curricula for those young people who do not benefit from school; and youth workers mediating between young people, schools, families and other services.¹¹¹ See below for some good practice examples:

- In the UK, the NYA (2010) cites recent research showing that the most successful schemes designed to re-engage with young people NEET recognised that young people who had dropped out often needed help to resolve personal and social problems before they could return. Young people responded to short, flexible, accredited programmes provided outside traditional places of education in informal settings such as youth clubs. Successful programmes were also typified by the close involvement of young people in developing, reviewing and revising programmes, ensuring they were matched to their needs.

¹⁰⁹ Jenkinson, H. (2011), *Youth workers' experiences of challenging behaviour: lessons for practice, Emotional and Behavioural Difficulties*, London: Taylor&Francis . She highlights the following effective practice in managing challenging behaviour: the importance of one-to-one work, the significance of understanding background factors leading to difficult behaviour, and the need for managers to support youth work staff through challenging encounters.

¹¹⁰ Joint Negotiating Council for Youth and Community Workers (2010), *The JNC Agreement for Youth and Community Workers (Pink book)*. London: Joint Negotiating Council; also see: CWDC 2010.

¹¹¹ Merton, Bryan et al. (2004), *An Evaluation of the Impact of Youth Work in England*. Leicester: De Montfort university.

- An evaluation of the NYA managed Neighbourhood Support Fund, a programme designed to re-engage hard-to-reach young people, found that **the 'youth work relationship' between workers and young people, and attention to the personal social and emotional issues that impact on young people's lives, were the key to re-engaging with them.** The evaluation found that over two-thirds of young people progressed on to positive outcomes and that they also gained skills which 'laid the foundations for future progression to mainstream provision'.¹¹²
- **UK Youth's Youth Achievement Foundation course builds skills for young people unable to gain these elsewhere.** This offer comprises small independent schools that deliver courses recognising young people against achievement marks. Over 75% of young people participating achieved a skill and over 94% had improved school attendance rates.¹¹³
- **Youth work-led approaches to supporting pupils' attainment:** Ely College with the local Locality Team provided a programme of support to vulnerable students who were at risk of permanent exclusion, not being in education, employment or training, or who were liable to get involved in anti-social behaviour outside school. The aim was to re-engage students in their education by raising their self-esteem and reinvigorating their interest in learning. The students were led through a ten week 'K9' programme which included the 'carrot' of visiting a dogs home, building a relationship with a dog, and going to Wales to climb Pen-Y-Fan together as a team with their dogs. **The programme built students' confidence, self-esteem, and self-discipline; taught them about risk-taking; and addressed their specific needs.** The College noted improvements in all these areas; **the students' attendance at school also improved, and a number started a work experience programme.**¹¹⁴

5.2 Employment and entrepreneurship

Youth work approaches to enhancing employment and entrepreneurship tend to focus on techniques that help raise aspirations among disadvantaged young people. See below for some specific examples:

- Working in partnership with Barclays, the National Youth Agency is leading a consortium of five youth and information charities to deliver the Barclays Money Skills 'champions' project. **Barclays Money Skills 'champions' is an innovative peer education project designed to build the financial knowledge and confidence of up to 5,000 young people, and equip them with the skills to share this information with their peer group.** Over a three year period they hope to reach 100,000 young people through this model.
- Working In The City/City 4 A Day, The Brokerage Citylink: The Brokerage **aimed to raise the aspirations of London's students by providing them with opportunities to learn about the City and the financial sector in general.** Although they may live in close geographical proximity to the City, many inner London students will have little awareness of career opportunities in the City and may lack the confidence to apply for jobs within the Square Mile. The Working in the City and City 4 a Day programmes aimed to capture the interest and attention of young people early in their educational journey and to inform them about the range of roles that

¹¹² Golder, S. et al (2004), *Supporting the hardest-to-reach young people: the contribution of the Neighbourhood Support Fund*. London: Department of education and skills.

¹¹³ National Council for Voluntary Youth Services (2011), *An education for the 21st century: A narrative for youth work today*. London: Department of education.

¹¹⁴ Department of Education (2011), *Positive for Youth*. London: Department of Education.

exist. By breaking down negative stereotypes and informing young people through some form of direct experience of the City, the project aimed to motivate young people to seek employment in the City of London. The target group was Year 8-13 students in inner London boroughs.¹¹⁵

- Enterprise And Entrepreneurship Programme, Merrill Lynch: The project ran a range of enterprise and business focused initiatives for young people from year 8 to year 12, which were aimed at developing skills in enterprise and financial literacy. The programme was targeted at schools in the Tower Hamlets area. The programme engaged with learners in their early years of comprehensive school in order to raise the aspirations of young people at an early stage.
- **The government's GBP 1 billion investment in the Youth Contract** to help young unemployed people get a job. Launched in April 2012 and led by the Department for Work and Pensions this aims to provide nearly half-a-million new opportunities for 18-24 years olds, including apprenticeships and voluntary work experience placements.
- **Opportunity Youth's Youth Works programme** is an education and training programme aimed at NEET young people aged 16-17 in Derry and the greater North-West within Northern Ireland. It aims to provide young people with a continuum of support mechanisms to help them realise their potential and maximise their employability while addressing the legacy of conflict and division in Northern Ireland. Delivered by key workers, an **'essential skills' tutor and a selection** of other peace and reconciliation specialists each young person on the course receives: One-to-one Mentoring; Accredited Qualifications including Peace and Reconciliation/Community Relations; Opportunity Youth Calendar of cross community events; Access to a continuum of supported; and next Step Planning /Career planning.¹¹⁶
- Switch on to Employment is a project in Northern Ireland designed to meet the literacy and numeracy needs of young people aged 16-24 who are not in employment, education or training. It is an intensive 12-week programme designed to help those involved achieve their essential skills in English, Maths and an ICT qualification. In addition, to these subjects they work towards gaining OCN qualifications in Employability and Personal Development.¹¹⁷

5.3 Health and well-being

There are a number of examples of youth work being used to promote and support healthy lifestyles, for example:

- **The UK's National Youth Agency outlines youth work as having a role to play** in the following four health areas: healthy lifestyle, healthy sex and relationships, substance use, mental and emotional well-being. NYA website has many health youth work examples¹¹⁸. For example: in Bolton, **Farnworth Inclusion Team's Youth Work 4 Health (YW4H)**, which targets young people with health issues who are vulnerable and unlikely to access

¹¹⁵ Pinnock et al (2009), *Identifying Effective Practice in Raising Young People's Aspirations: Final Report*. Coventry: Learning and Skills Council National Office.

¹¹⁶ Opportunity in youth, not in employment education and training (NEET), <<http://www.opportunity-youth.org/services/employability/not-in-education-employment-or-training-neet/>> date accessed: 10th of February 2013.

¹¹⁷ Opportunity in youth, Switch on to employment, <<http://www.opportunity-youth.org/services/28/switch-on-to-employment/>> date accessed: 10th of February 2013.

¹¹⁸ See: <http://www.nya.org.uk/targeted-youth-services/health-yw4h/healthy-youth-work-case-studies>

mainstream services. The age range is 13 to 19 and the project works with 36 young people annually.

- LEAP: Learn Educate and Progress, Teenage Pregnancy Support Service: The aims of the project are to engage young parents and parents-to-be in learning activities to improve their social, financial and emotional well-being and provide the necessary toolkit for young parents to be effective parents, to prevent future unplanned pregnancies and sexually transmitted infections and to progress into further training, education and employment. Although the initial target group was young parents and parents-to-be not in education, employment or training between the ages of 13 and 19, the project has worked closely with schools to engage young people within education who are at risk of becoming NEET.¹¹⁹
- Between April 2011 and March 2013 the grant funding (GBP 13m) by the Department of Education of eighteen VCOs supporting young people in the areas of:¹²⁰
 - Drug and alcohol prevention (Addaction).
 - Supporting disadvantaged young people into education, learning, training or employment (Bolton Lads and Girls Club; Clubs for Young People; Groundwork; The Princes Trust; Tomorrow’s People; UK Youth; V).
 - School engagement, anti-bullying and school exclusion (Catch 22; Endeavour; Kidscape; Reachfor).
 - Teenage pregnancy (Children Our Ultimate Investment – Teens and Toddlers).
 - Personalised holistic support (The Foyer Federation; Kids Company).
 - Creative media and youth-led campaigning (Media Trust).
 - Tailored career and learning advice (QED (UK)).
 - Sexual health (Terrence Higgins Trust).
- In Northern Ireland, DAISY (Drugs and Alcohol Intervention Service for Youth) aims to support young people aged 8-21 years who are using, at risk of using or have been impacted by the use of drugs and or alcohol. There are strong family intervention and support aspects to this service, allowing interventions to be designed specific to the young person and also taking account of the family's needs. Opportunity Youth and ASCERT work in partnership on the DAISY project. Services offered include: Keywork including mentoring, groupwork and brief interventions; Counselling; Family Systemic Therapy; Family Support; Specialist support for young people with combined mental health and alcohol issues.¹²¹

5.4 Participation

In the UK, the National Youth Agency cites research from Ofsted showing that the **highest performing youth services make young people’s voice and influence a priority**. They further argue that research shows that accountability and legitimacy is increased amongst decision makers where young people are involved in public participation activities. Youth engagement has been shown to support young people to make better transitions into the labour market and encourages young people to vote in local and

¹¹⁹ Pinnock et al (2009), *Identifying Effective Practice in Raising Young People’s Aspirations: Final Report*. Coventry: Learning and Skills Council National Office.

¹²⁰ Department for education, Grand funded projects – young people, <<http://www.education.gov.uk/childrenandyoungpeople/youngpeople/a0077707/grant-funded-projects-young-people>> date accessed: 10th of February 2013.

¹²¹ See: <http://www.opportunity-youth.org/services/health/drugs-alcohol/>

national elections.¹²² Indeed, the UK has a strong track record in participatory work with young people at national and local authority levels. Specific examples include:

- In most local authority **run youth services, young people's participation is** central to delivery. Nearly three quarters of local authority plans surveyed in a study by Merton (2004) indicated that youth workers were engaged in developing further structures to secure participation in, for example, youth councils and forums. Through such mechanisms, young people learn about citizenship and acquire particular skills linked to research, teamwork, problem-solving, negotiation and communication.¹²³
- In addition to this, some youth services are developing more creative approaches to engaging young people. These include peer mentoring and mediation schemes, peer-led research, and the use of new technologies or the arts to encourage discussion, consultation and influence.¹²⁴
- The UK Youth Parliament is a youth organisation consisting of democratically elected members aged between 11 and 18. Formed in 2000, the parliament now consists of around 600 members, who are elected to represent the views of young people in their area to government and service providers. Over 500,000 young people vote in the elections each year, which are held in at least 90% of constituencies. It is currently managed by the British Youth Council.
- The Youth of Today is a consortium of leading organisations working together to increase the quality, quantity and diversity of opportunities for young people as leaders of change in their communities.
- **The UK government's recent launch of 'Cadet forces' which are youth** organisations committed to preparing young people for active involvement in community life. Sponsored by the Ministry of Defence (MOD), they use military themes to foster confidence. The Department for Education and Ministry of Defence (MOD) are putting in GBP 11 million to improve the MOD infrastructure needed to support the expansion plans, including training teams, facilities and equipment.
- On-going commitment by the UK government to the involvement of young people in policy development and as inspectors of youth services.¹²⁵
- In Wales, the Welsh Government has a set of Participation Standards for children and young people based on the UNCRC.

5.5 Voluntary activities / volunteering

Good practice examples include:

- London 2010 Olympics and Paralympic Games – Young Gamemakers. Around 2,000 young people aged 16-17 were successful in becoming Young Games Makers, a voluntary role which required strong leadership and communication skills.¹²⁶
- Young people supporting older people with IT skills through volunteering. Young people aged 15-25 years are provided with training to go into old

¹²² NYA (2010), *Valuing Youth Work*. Leicester: NYA. This includes a number of good practice examples in a range of localities across England

¹²³ Merton, B. et al. (2004), *An Evaluation of the Impact of Youth Work in England*, London: Department of children schools and families.

¹²⁴ Ibid.

¹²⁵ Department of Education (2011), *Positive for Youth*. London: Department of Education

¹²⁶ UKYouth, Young volunteers make the games, <<http://www.ukyouth.org/stories/item/487-young-volunteers-make-the-games.html>> date accessed: 10th of February 2013.

people's homes to help older people with latest technology on 12-week volunteering placement of 1 hour a week.¹²⁷

- Ofsted published report "Choosing to be a Volunteer" in 2011, which reported on findings from a volunteering survey that evaluated volunteering programmes located within a sample of schools, colleges, and youth and community settings.¹²⁸ It reports on the experiences of the young people, particularly the most vulnerable and disadvantaged, who participate in volunteering programmes. Key findings were that:
 - Opportunities need to be well structured and managed if volunteering is to be a meaningful and positive experience.
 - Well-planned projects often provided alternative opportunities for young people to achieve and gain valuable experience in the world of work.
 - Dedicating time from the normal school or college day to volunteering helped raise academic standards.

5.6 Social inclusion

Arguably many of the good practice examples listed in this report could all fall under the label of social inclusion, although as a term it is not always explicit. Below is one example where the aim of the project was to include young people within their community.

- Birmingham: Conka Island – promoting youth inclusion: Kingstanding Youth Inclusion Project (YIP) and the local police worked together with young people to develop Conka Island, which had been identified as a 'hotspot' area. **The YIP worked with local residents and the young people together.** Young people engaged with the project went into the community to ask other local young people for their views on facilities in the area and what they would like to see changed. Local residents were also asked about their concerns and suggested improvements. As a result, a number of agreements were reached between the police, local residents and the local young people including involvement with key local service providers to submit an application for Lottery funding for an improvement plan for Conka Island. Young people were able to influence plans for developing the space which included an all-weather multi-use activity pitch, children's play area and sensory garden. Young people also sought to ensure the plans included elements for all age groups and users of the Island. Activities on Conka Island now include football sessions during the summer months organised by the YIP and the police, and environmental projects involving young people. Young people no longer congregate in the places that previously caused a nuisance and antisocial behaviour statistics in the area fell by 50% between 2006-07 and 2007-08 and 90 per cent in 2009-10.¹²⁹
- Opportunity Youth provide support including coaching, mentoring and advocacy to young people in the youth justice system. Placing a clear emphasis on reducing re-offending and risk-laden behaviour, the focus of this work is on early intervention and prevention. Opportunity Youth offer

¹²⁷ UKYouth, Looking for young people to share their online skills, <<http://www.ukyouth.org/stories/item/489-looking-for-young-people-to-share-their-online-skills.html>> date accessed: 10th of February 2013.

¹²⁸ Ofsted (2011), Volunteering can be beneficial to the most vulnerable youngsters, <<http://www.ofsted.gov.uk/news/volunteering-can-be-beneficial-most-vulnerable-youngsters-0>> date accessed: 10th of February 2013.

¹²⁹ National Youth Agency (2010), Valuing Youth Work, Leicester: NYA.

a wide-range of diversionary activities for young people who are on the periphery of offending behaviour including mentoring and coaching. Early Intervention and Prevention with Opportunity Youth operates across a number of regions in Northern Ireland including the Northern, Western and South-Eastern Health and Social Care Trust areas.¹³⁰

- Probation Support provides assistance to develop care, support and action plans, producing a schedule of agreed intensive mentoring for young people referred to Opportunity Youth by their Probation Officer. Interventions and support commence post-assessment of individual needs. Young people are challenged through mentoring interventions and supported and assisted in addressing offending and high risk behaviours over an initial period 12 week period. There is an option for extension of support if required and agreed with the probation officer and the client.¹³¹

5.7 Youth and the world

In the UK, a number of organisations play key roles in the development and delivery of 'Global Youth Work.' Some key organisations¹³² include:

- DEA – DEA have a Global Youth Action Project which is a national project that supports young people to explore and take action on the global issues that affect them. They do this through a range of long and short term projects.
- Y Care International – Y Care International support Global Youth Work through the network of YMCAs through a range of Youth Work projects and training and support for Youth Work staff.
- Development Education Centres (DECs) - there are 45 Development Education Centres across the UK which are independent local centres that raise the profile of global learning and encourage positive local action for global change. The DECs define their own areas of work and therefore not all are engaged in Youth Work. This was supported by the questionnaire responses from this group (questionnaire 6).
- East Midland Regional Youth Work Unit (EMRYWU) – EMRYWU coordinates a Global Youth Work network for Youth Workers across the East Midlands. Membership includes workers from statutory and voluntary organisations. The group provides funding and project support, shared examples of practice and training opportunities in conjunction with De Montfort University.
- Cyfanfyd - Cyfanfyd's Global Youth Work project aims to ensure that global citizenship and sustainable development education form an integral part of Youth Work provision in Wales. They provide specialist support and advice to partner agencies to develop Global Youth Work initiatives¹³³.

Other examples include:

- **The government's International Citizen Service developed to create opportunities for 18-24 year olds to work on projects overseas that aim to help reduce poverty. The aim is for such experiences to help young people**

¹³⁰ Opportunity youth, In the community, <<http://www.opportunity-youth.org/services/justice/in-the-community/>> date accessed: 10th of February 2013.

¹³¹ Opportunity youth, Probation support, <<http://www.opportunity-youth.org/services/25/probation-support/>> date accessed: 10th of February 2013.

¹³² Cotton, N. (2009), *Global Youth Work in the UK: Research Report*. London: Department of Economic Affairs.

¹³³ See the following for more detailed examples: http://www.cyfanfyd.org.uk/resources/pdf/Global_Youth_Work_Guide.pdf

develop skills, broaden their horizons, and contribute to society. As part of this, the Government is encouraging the participation of young people in **international exchanges, such as those facilitated by the European Union's Youth in Action programme.**¹³⁴

- Eurodesk is a service by NYA providing European information for young people, e.g. volunteering or exchange opportunities, how to work or study abroad, how to find European funding and contacts. Eurodesk is a service supported by the European Commission.¹³⁵
- **NYA's support of the Youth in Action programme, which provides young people aged between 13 and 30 years old with a variety of opportunities for non-formal and informal learning with a European or international dimension.** Opportunities range from youth exchanges to supporting young people with running their own projects and volunteering overseas. During 2011, the NYA provided telephone support and ran a series of information events to promote the programme and improve the quality of applications. It also partnered with youth information charity YouthNet to profile the experiences of young people through blogs, articles and social media. There was a five per cent increase in the number of applications received by British Council in 2011 and more than 300 successful projects were awarded funding – a significant increase since 2010.¹³⁶
- International youth work remains relatively strong in NI and popular with young people. The Youth Council of Northern Ireland recently published a short report on the state of international youth work and EU support in the **youth sector. 'Outward and Forward Looking youth work.'**¹³⁷ This drew on **a series of independent studies commissioned via 'WRITE Associates'** between 2009 and 2012, and which explored the current status of international youth work across Northern Ireland. Through surveys and interviews with individuals from a broad cross-section of organisations, the benefits of engaging in international work were identified, as were barriers and inhibitors to the further development of international activity.

5.8 Creativity and culture

Good practice examples include:

- As part of the London 2012 Cultural Olympiad, the Arts Council developed **Stories of the World (SotW), which "puts young people at the heart of the curatorial process, to present exciting new museum exhibitions across the UK."** **SotW is led by the Arts Council in partnership with the London Organising Committee of the Olympic and Paralympic Games (LOCOG).** The programme began in 2010 resulting in a network of major exhibitions. With 1,500 young people recruited, SotW is the largest ever youth participation initiative run by museums. Young people received training, skills development and accreditation and included a mix of: NEETs; students; young workers; and school pupils.¹³⁸

¹³⁴ Department of Education (2012), *Positive for youth*. London: Department of Education.

¹³⁵ National Youth Agency, Eurodesk, <<http://www.nya.org.uk/eurodesk>> date accessed: 10th of February 2013.

¹³⁶ National Youth Agency, The impact of youth in action, <<http://www.nya.org.uk/news/volunteering/youth-in-action-2>> also see: <http://www.nya.org.uk/major-programmes/the-impact-of-youth-in-action>> date accessed: 10th of February 2013.

¹³⁷ See: www.ycni.org

¹³⁸ Arts council England, Stories of the world, <<http://www.artscouncil.org.uk/what-we-do/our-priorities-2011-15/london-2012/stories-world/>> date accessed: 10th of February 2013.

6 Outcomes and impact of youth work

6.1 Target and reach

6.1.1 Target groups

In England, in terms of statutory youth provision, the following age group is targeted: 13 - 19 years up to 24 for those with special needs. Provision comprises both open access and targeted, with an increasing focus on the latter¹³⁹. A range of groups are targeted through youth provision across formal and informal sectors to varying degrees. These include, for example:

- Young people who are NEET or at risk of NEET.
- Young people with disabilities.
- Children in care/Care leavers¹⁴⁰.
- Drug and alcohol users or at risk of use.
- Young people experiencing homelessness or with housing needs.
- Young offenders/crime or those at risk of offending.
- LGBT community.
- Young mothers or young women who are pregnant or at risk of pregnancy¹⁴¹.
- Particular Black and Minority Ethnic groups.

In Wales the youth service is a universal entitlement, open to all young people within the specified age range 11-25 years.¹⁴² While the most recent 2007 Youth Services Strategy does not refer to particular target groups, it does state that youth work will benefit young people in a number of areas including for example in reducing anti-social behaviour, youth crime, youth unemployment and teenage pregnancy.¹⁴³

In Northern Ireland the current age range for youth service is 4-25 years. The draft Priorities for Youth policy proposes a priority age range of 9-18, with generic (open access) provision for 4-8 and limited forms of provision for 18+ years.¹⁴⁴ There is much variation in targeted groups across the sector. Statistics show that the uniformed sector, which works with over a third of all youth service members, for

¹³⁹ C4EO Delivering better outcomes for young people by increasing the impact of targeted youth support and development Introduction, <<http://www.c4eo.org.uk/themes/youth/supportanddevelopment/default.aspx?themeid=16>> date accessed: 10th of February 2013.).

¹⁴⁰ For example: Time Out (Southampton County Council) The programme is for young people who are looked after. In order to improve placement stability, and to reduce the financial burden of requests for breaks at crisis points, foster carers receive planned breaks. Each young person at risk of placement breakdown is offered a residential break in the summer, and 12 weekends throughout the year. Activities include outdoor team games, sports, drama workshops, and crafts. **Each residential stay is tailored to the group's interests.** C4EO (2011), *Final Summary and Recommendations*. London: C4EO.

¹⁴¹ For example: Teens and Toddlers This intervention is for teenagers at risk of pregnancy and aims to raise their self-esteem, aspirations and educational attainment. Schools help to identify participants. There has been a reduction in teenage pregnancy and relationships between staff in participating agencies have strengthened. The programme includes one-to-one contact between the young woman and a young child, and personal development and life-coaching sessions. C4EO (2011), *Final Summary and Recommendations*. London: C4EO.

¹⁴² CWVYS (2013), *Youth Work in Wales: Principles and Purposes*. Cardiff: Youth Work in Wales Review Group.

¹⁴³ Welsh Assembly Government (2007), *Young People, Youth Work, Youth Service: National Youth Service Strategy for Wales*. Cardiff: Welsh Assembly Government.

¹⁴⁴ Draft Priorities for Youth policy, provided YCNI.

example, tend to provide more for the younger age groups, whereas community based groups are more likely to work with older age groups up to age 25 years. More generally, the youth sector in Northern Ireland currently combines universal, open access provision with targeted provision – the latter targeting either by group (e.g. LGBT, young people with disabilities etc) or by geographic area of socio-economic disadvantage. According to the draft Priorities for Youth policy, *Targeted provision will be supported to help meet the needs of specific groups of young people to include young people:*

- Who are disadvantaged, vulnerable, or at greater risk of social exclusion.
- Engaged in risk taking behaviour.
- Who live in areas of deprivation or in interface areas.
- Not in, or who are at risk of disengaging from, education, employment or training.
- With a SEN or with disabilities.
- Who are newcomers or have English as an additional language.
- In care.
- Who are young carers and young parents.
- Who are gay, lesbian, bisexual and transgender.
- From the Traveller Community.
- Living in rural isolation.¹⁴⁵

6.1.2 Reach

In England, there are no central data on young people reached by youth work at national level nor central data requirements to collect such information. Available data, however does suggest that only a little over half of local authorities in England **achieved the standard of 25% 'reach' suggested** in Resourcing Excellent Youth Services.¹⁴⁶ However, this varies from one locality to another. Whereas some vulnerable groups of young people may be catered for in one local authority, this may not be the case in others. The rationale for patterns of provision often reflect local (sometimes historical) political pressures rather than the identified (contemporary) needs of young people.¹⁴⁷

In Wales for 2011-12, 123,110 young people were registered members of the statutory Youth Service across the 22 local authorities in Wales. This represents 21% of the population of 11-25 year olds in Wales and was an increase from 19% in the previous year. In terms of gender it is fairly evenly split with 52% male and 48% female. In terms of age breakdown, the majority engaging in youth services were under 16 years:

- 34% were aged 11-13 years.
- 45% were aged 14-16 years.
- 16% were aged 17-19 years.
- 5% were aged 20-25 years.¹⁴⁸

In Northern Ireland the proportion of young people attending youth service provision remains relatively high compared to the rest of the UK.¹⁴⁹ All youth providers that register with their local education and library board are required to complete an annual statistical return, and these forms are then analysed by each ELB, and centrally analysed by the Youth Council. The following statistics show the number of registered youth groups/units in 2011, along with the number and % of young people

¹⁴⁵ Ibid.

¹⁴⁶ Merton, B. et al. (2004), *An Evaluation of the Impact of Youth Work in England*, London: Department of children schools and families.

¹⁴⁷ Ibid.

¹⁴⁸ Statistics for Wales (2012), *The Youth Service in Wales*. Cardiff: Welsh government

¹⁴⁹ Information provided by YCNI

who are members. This indicates a total of 144, 223 memberships. However additional young people are also involved in provision which is not unit-based, such as outreach youth work, summer schemes, development programmes etc. Adding these young people, another 38,294 were involved in non-unit based provision. In 2011, it was calculated that 49% of all 4-18 year olds in NI were involved in some form of youth service provision (both unit based and non-unit based). There are fewer members in the upper age bands of 19-25, hence once these are added on it shows a total of 34% of all 4-25 year olds in NI were involved in some form of youth service provision. See Table 6.1 below for a breakdown in membership between voluntary and statutory (controlled).

Table 6.1 The Breakdown in Membership between voluntary and statutory (controlled) youth services in Northern Ireland.

	Number of units	% of units	Number of young people	% of membership
Controlled-school based	38	2%	5,155	4%
Controlled purpose built	53	3%	8,362	6%
Controlled – other	17	1%	1,679	1%
Voluntary – Church based	341	18%	32,613	23%
Voluntary – Community	347	19%	35,342	25%
Voluntary – Purpose built	21	1%	4,284	3%
Voluntary – Other	25	1%	1,322	1%
Uniformed – Church based	831	45%	47,338	33%
Uniformed – Other	178	1%	8,128	6%
TOTAL	1,851	100%	144,223	100%

Source: Youth Council, 2011.

The quality of contact is also important. NYA in their interview for this study were keen to emphasise that it is not just about the numbers of young people reached but the extent to which this contact is regular and sustained over a period of time.¹⁵⁰

The pre-consultation for the Northern Ireland *Priorities for Youth* strategy engaged with approximately 4000 young people, and the feedback was generally very affirmative about the value attached to youth services. However, it also highlighted that:

- Many young people living in rural communities experienced difficulties with transport to and from youth services.
- The provision of services did not always meet the needs of a variety of marginalised groups. Some of the older age consultees (16+) for example expressed the view that youth services did not always understand and respond to their needs, and were adult led and controlled.

¹⁵⁰ Source: NYA interview.

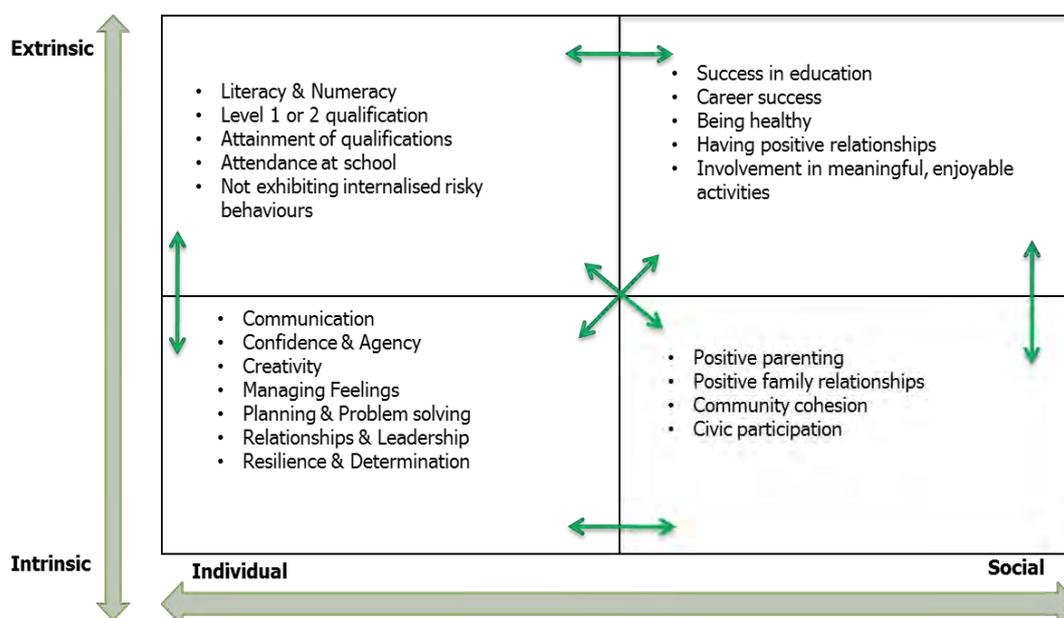
- For those young people who were not accessing youth provision, they simply were not aware of local projects or groups they could get involved in. Teenage consultees tended to also believe that youth provision served younger age groups or was too structured and not relevant to them.¹⁵¹

Indeed, one of the interviewees for this study explained that young people in remote areas, young people with disabilities; young people who are LGBT, and Travellers and minority groups are not always reached by current youth work provision. While there is some pockets of good practice, there is no uniform/consistent approach to these groups across NI.¹⁵²

6.2 Outcomes and impact

There is widespread consensus that youth work’s core purpose is the personal and social development of young people, provided through informal education. However collecting outcome data on this has proved difficult with many providers collecting output data instead. Whilst the collection of data on young people and outcomes has improved over the last ten years, largely via programme management information, it is not collected in one place, and consists of various forms collected locally by different organisations. In England, in response to this, DfE funded the development of an outcomes toolkit for all work with young people. Rather than a performance management tool, the emphasis is on empowering providers and commissioners to articulate and demonstrate impact more effectively. This Framework of Outcomes for Young People is designed to facilitate the capturing of social and emotional outcome data. As shown by the Figure below, this framework maps all outcomes for young people, defined by two dimensions – the distinction between individual and social outcomes and between intrinsic and extrinsic outcomes¹⁵³.

Figure 6.1 Outcomes model, the Young Foundation



Source: *The Young Foundation (2012), A framework of outcomes for young people. page 12.*

¹⁵¹ Taken from an overview of responses from young people prepared by the Youth Council for DE. Provided by YCNI.

¹⁵² Source: CDU interview.

¹⁵³ McNeil, B. Et al (2012), *Framework of outcomes for young people*. London: The Young Foundation.

Another major study on outcomes of youth work is that by Merton published in 2004.¹⁵⁴ This found that:

- Two thirds of young people in their survey – and case study fieldwork – reported that youth work had made a considerable difference to their lives including, for example, increased confidence, making new friends, learning new skills, making decisions for themselves and feeling more able to ask for help and information when needed.
- Almost three out of five young people reported that youth work had helped them understand better people who are different from themselves.
- More than two out of five said they thought their prospects of finding a job had also been improved through their engagement in youth work activities.
- By working with young people in schools or hospitals for example, youth workers are able to help young people to make better use of those services; and in some cases, enable the services themselves to become more responsive, and hence more effective, in meeting young people's needs and aspirations.
- Youth work can also contribute to re-integration, diversion and engagement in preventative activity, protection and enablement, enhanced levels of aspiration and achievement, and active citizenship.

Similarly London Youth claim that the cumulative effect of evaluations of individual programmes coupled with practitioner experience, survey data and anecdotal evidence does provide some useful insights. They highlight the following evidence:

- Increasing formal education attainment and employability: in the UK more than one in ten children leave school with no qualifications; large numbers are excluded from school; and a rising number of 16-24 are NEET. In this context, youth work provides personal and social development support both within and outside of schools to support their learning. E.g. 60% of primary schools and 15% of secondary schools engage in the SEAL (Social and Emotional Aspects of Learning) programme, with many reporting reduced aggression; depression and anti-social behaviour and enhanced cooperation, resilience, and empathy.¹⁵⁵ Youth work also seen as a proven developer of employability skills such as team work and problem solving, which are recognised as key by employers¹⁵⁶.
- Tackling youth crime and anti-social behaviour: youth work directly addresses known key risk factors associated with offending and anti-social behaviour i.e. associated with anti-social peers and a lack of participation in purposeful activities.¹⁵⁷ There is a wealth of research showing the value of skilful youth work in diverting young people away from crime¹⁵⁸ e.g. research shows that gang members value having a significant respected adult they can turn to in preventing them turning to crime.¹⁵⁹ For example, Catch 22 is delivering projects across 150 towns and cities with tens of thousands of young people already involved in or at risk of

¹⁵⁴ Merton, B. et al. (2004), *An Evaluation of the Impact of Youth Work in England*. London: Department of children schools and families.

¹⁵⁵ Wells, J, Barlow, J & Stewart-Brown, S. (2003), A systemic review of universal approaches to mental health promotion in schools, *Health Education*, Bingley: Emerald Group Publishing Limited.

¹⁵⁶ CBI (2011), *Building for growth: business priorities for education and skills*. London: CBI.

¹⁵⁷ London Youth (2011), *Hunch: A vision for youth in post austerity Britain*, London: London Youth.

¹⁵⁸ ¹⁵⁸ E.g. The Centre for Social Justice (2009), *Dying to Belong*. London: The Centre for Social Justice; Pitt, J. (2007), *Reluctant Gangsters*. Bedford: University of Bedfordshire.

¹⁵⁹ Youth Justice Board (2007), *Groups, Gangs and Weapons*. London: YJB.

becoming involved in the criminal justice system. They report that 9 out of 10 young people who have been involved in crime do not re-offend whilst in their programmes and that 8 out of 10 young people they work with say that they have found new goals and ambitions with their help.¹⁶⁰

The Welsh Government in their annual statistics on the youth work sector collect and report on the number of young people achieving nationally or locally accredited outcomes. For 2011-12, they reported that:

- 11% of all young people (13,376) engaging in statutory youth services gained a national accreditation.
- 17% (21,500) gained a local accreditation.
- Most of the young people that gained these accreditations were aged 14-16 years (65%).¹⁶¹

From the literature and interviews, it is possible to identify a number of key success factors for the youth work approach as distinct from other professionals who work with young people.¹⁶² These include:

- The voluntary nature of engagement (unlike for example social workers) meaning that youth work tools are dialogue and persuasion rather than enforced compliance.
- A trusted adult and young person relationship.
- Close connection with the local community/family.
- Empowering young people to make own informed decisions rather than just simply provide info/advice.
- A holistic approach in terms of looking at all the issues affecting the young person.
- Acting as mediator/advocate for young people in relation to other services/local communities.
- Sustained contact over time.
- Putting young people and their needs first.
- Concentrating on personal and social development in a non-judgemental way; and,
- Encouragement of opportunities for positive peer relationships.

In addition to this, responses by youth service users in Northern Ireland as part of the pre-consultation exercise for the Priorities for Youth strategy showed that most young people:

- Valued the opportunities to socialise, take part in activities and have fun with many being able to articulate personal, social and educative benefits of their involvement. However it was also found that while the majority of attenders gave positive reasons for getting involved, a significant minority **stated they went to youth groups simply because there was 'nothing else to do' locally.**
- Viewed youth workers as supportive and as positive role models, particularly evident among marginalised young people, who frequently saw youth workers as an influential and non-judgemental source of help.

¹⁶⁰ Catch22 (2009), *Life changing results: Our services are here to help you achieve them*. London: Catch22.

¹⁶¹ Statistics for Wales (2012), *The Youth Service in Wales, 2011-12*. Cardiff: Statistics for Wales.

¹⁶² Merton, B. et al. (2004), *An Evaluation of the Impact of Youth Work in England*. London: Department of children schools and families. and NI Youth Service Sectoral Partnership Group (2010).

Youth provision was also found to provide an important social outlet to those with limited social opportunities.¹⁶³

6.3 SWOT

Table 6.2 Summary of key strengths and weaknesses of the youth work sector across England, Wales and Northern Ireland

STRENGTHS	OPPORTUNITIES
<ul style="list-style-type: none"> ■ A strong and long tradition of youth work. ■ A strong professional body with qualifications. ■ A skilled and committed youth work force particularly leading the field in participation and advocacy. ■ A strong voluntary and community organisations (VCO) sector with high numbers of volunteers. ■ Statutory guidance on youth provision for local authorities. ■ One of the few professions that takes a holistic approach to their clients offering a diverse range of provision. ■ Skilled in engaging the most disadvantaged. 	<ul style="list-style-type: none"> ■ To build on and collate existing evidence of the cumulative impact of youth work – much to draw on – but currently all in different places. ■ The increasing policy focus on payment by results particularly in England presents an opportunity to the sector to improve its data collection and skills in demonstrating impact. ■ The devolved governments in NI and Wales provide leverage to carve out own paths, e.g. Concordat in Northern Ireland is a useful framework for youth work provision and the new “Priorities for Youth” policy could help the sector. ■ For Northern Ireland, there is potential learning from greater links with the South of Ireland. ■ For Wales the role for networks/managers to engage more with front line youth work practitioners via the Principle Youth Officer Group.
WEAKNESSES	THREATS
<ul style="list-style-type: none"> ■ Poor communication/Weak at demonstrating impact/lack of a compelling narrative/internal divisions/rivalries – particularly a weakness in current climate of favouring payment by results/social return on investment. ■ Youth work as a whole has not benefited from the consistent application of quality standards – so difficult to identify and demonstrate quality delivery. ■ Not always well organised – as delivered on a voluntary basis a relative degree of chaos is inherent. ■ The nature of the work is demanding on youth workers – not traditional 9-5 hours with relatively low pay (and where pay scales reward management rather than front line delivery) – this drives away talented and experienced people away from front line delivery 	<ul style="list-style-type: none"> ■ Under investment/Cuts to government funding overall; specifically lack of ring fenced funding for youth services. ■ ‘Project-itis’/Target driven delivery linked to funding – encourages short ‘termism’ and prohibits a holistic approach and diverts front line delivery staff away from their work with young people towards paperwork for multiple funders. ■ Technology, traffic and parental concern about public space have resulted in young people spending less time in their communities. ■ The focus on or perception of youth work as only about rectifying a problem – so leading to assumption that youth work is only about young people in difficulty – which in turn undermines popular appeal and wider support for investing in youth work. ■ In Northern Ireland, the continued

¹⁶³ Taken from the overview of responses from young people (both members and non-members of provision) prepared by the Youth Council to inform DE. Provided by YCNI.

<p>leading to high staff turnover.</p> <ul style="list-style-type: none"> ■ In Wales the absence of leadership in the youth work sector. 	<p>delay in the establishment of the ESA.</p>
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7 Conclusions and recommendations

Key points to note are that:

- Youth provision across England, Wales and Northern Ireland is very complex in terms of funding and delivery models, consisting of a strong and large voluntary sector.
- The context in which services for young people are delivered is evolving rapidly particularly in terms of a move towards more localised delivery and integrated working between formal and informal providers, with progress being variable.
- In Northern Ireland and Wales in particular, youth work strategies are currently in flux with new emerging priorities to be agreed and finalised later in 2013.
- In England, The Department for Education has recently announced that it is considering transferring responsibility for youth policy to another department possibly to the Department for Communities and Local Government.
- The private sector currently does not seem to be included to any great extent although some early signs in England.
- Commissioners and funders do not generally capture reliable outcome data, though have seen recent introduction of new outcome toolkit.
- Qualifications for youth work continue to evolve, with the introduction in England and Wales in 2010 of a degree level profession.
- The need and recognition for youth work has grown in terms of growing social problems for young people; however the ability or desire to pay for it by central and local government has decreased.

Key recommendations from the literature and interviewees include the need to:

- Invest more in youth work in both the statutory and voluntary sectors, and to support the development of youth work approaches in parallel fields (such as teaching) including, for example greater investment in Continuing Professional Development.
- Establish a Youth Premium for local authorities for local authorities to invest in high quality youth work
- Greater investment in impact assessment, sharing lessons, sound financial management and staff and volunteer development.
- For Wales and Northern Ireland in particular the need to establish a body that represents the interest of youth work.
- Take an Invest to Save approach in funding youth work i.e. taking a longer term perspective.
- Be more assertive about quality assurance within youth provision and to establish reliable and transparent procedures by which needs are assessed and resources allocated in response.
- Develop and nurture good and skilled commissioning processes, especially important for local authorities.
- Maintain open access/universal provision alongside targeted provision: both are mutually supportive.
- Greater links between national youth work strategies and EU youth policies.

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Part II: Scotland

1 Introduction: tradition, definitions and concepts

KEY FACTS	RESPONSE
Definition for youth work	Yes
Legal definition for youth work	Yes
Approximate length of youth work tradition	100 years
Approximate length of formal / professional youth work tradition	40 years
Overview of relative importance of youth work in supporting young people	Increased
Main sectors/fields of formal / professional / statutory youth work	All areas but increasing focus on targeted/issue based delivery
Main sectors / fields of non-formal / third sector led youth work	All areas but with increasing focus on participation of young people

1.1 Definitions

Along similar lines to the European and UK definitions (as set out in the report covering England, Wales and Northern Ireland)¹⁶⁴, the official working definition for youth work in Scotland rests on three main principles:

- Young people choose to participate: participation is voluntary.
- Youth Work must build from where young people are in terms of their geography and interest communities.
- Youth Work recognises the young person and the youth worker as partners in a learning process.¹⁶⁵

This definition was drawn up as part of the preparation for the Scottish Government's 2007 strategy on youth work by a national policy forum based on consultation with a range of membership bodies and networks. It has received widespread support across the youth work sector in Scotland and continues to provide framework for government policy on youth work.

The National Occupation Standard for youth work across all four countries of the UK including Scotland draws also on these key principles and specifies that:

"Youth work helps young people learn about themselves, others and society, through informal educational activities which combine enjoyment, challenge and learning. Youth workers, work typically with young people aged between 11 and 25. Their work seeks to promote young people's personal and social development and enable them to have a voice, influence and place in their communities and society as a whole."(National Occupational Standard 2008)

¹⁶⁴ In the UK Jeffs and Smith identify three key features of youth work, all of which they argue need to be present for it to be classified as such. These three characteristics are that: the relationship between the client or participant and the worker remains voluntary, with the former retaining the right to both initiate or terminate any association with the worker; the work undertaken primarily has an educational purpose i.e. the personal and social development of young people, provided through informal education; and the focus of the work is directed towards young people. Tony Jeffs and Mark K. Smith (1999) 'The problem of "youth" for youth work', *Youth and Policy* 62, pages 45 – 66. Also available in *the informal education archives*, <http://www.nfed.org/archives/youth.htm>.

¹⁶⁵ Youth Link Scotland (2009), *Statement on the nature and purpose of youth work*. Originally produced in 2005 and reprinted/updated in 2009. All key youth organisations contributed to the development of this definition and it is recognised and used by the Scottish Government.

The Youth Link Scotland statement further sets out that youth work in Scotland:

- Supports the 11-25 year age group.
- **Is an educational practice contributing to young people’s learning and development;**
- Takes place in a variety of settings including community venues, uniformed groups, schools, youth cafes and on the street.
- Uses a variety of approaches including outdoor pursuits, drama workshops, health initiatives, peer education and single issue/single gender work.¹⁶⁶

The report of the 2003 National Development Project entitled “Defining the Purpose of Youth Work and Measuring Performance” describes the purpose of youth work as:

- Building self-esteem and confidence.
- Developing the ability to manage personal and social relationships.
- Creating learning and developing new skills.
- Encouraging positive group atmospheres.
- Building the capacity of young people to consider risk, make reasoned decisions and take control.
- **Develop a “world view” which widens horizons and invites social commitment.**¹⁶⁷

1.2 Tradition and development of youth work

As with the rest of the UK, the origins of youth services in Scotland lie in the voluntary sector with organisations such as the Scouts, Guides, and YMCA providing the early examples of youth focused activities.¹⁶⁸ In the latter years of the 20th century, youth work became more focused on social group work, social education and the empowerment of young people.¹⁶⁹

Within Scotland and from 1945 in particular, local authorities became significant providers of youth and community services with youth work becoming more formally recognised as part of the ‘Community Education’ agenda following the 1975 Alexander ‘Challenge of Change’ report. This agenda saw the development of an integrated adult education and youth and community work service underpinned by centre based provision.¹⁷⁰ As described by one of the interviewees, “youth work is a specialism within the wider Community Learning and Development framework.”¹⁷¹ While the Alexander report did not examine youth or community services in any detail, most local authorities adopted its recommendations and combined their informal adult education services with youth and community work to form Community Education Services.¹⁷² Underpinning this was also the introduction of a common core of knowledge and skills for the training of practitioners resulting in the creation of a national body in 1990 to validate and endorse community education training. While important in terms of helping to ‘professionalise’ community education more broadly,

¹⁶⁶ Youth Link Scotland (2009), *Statement on the nature and purpose of youth work*. Edinburgh: Youth Link Scotland.

¹⁶⁷ Milburn, T. et al. (2003), *Step it Up...Charting Young People’s Progress*, Glasgow: University of Strathclyde and Scottish Executive

¹⁶⁸ Standard council for Scotland, History, <www.cldstandardscouncil.org.uk/About_CLD/History> date accessed: 10th of February 2013.

¹⁶⁹ Milburn, T. et al. (2003), *Step it Up...Charting Young People’s Progress*, Glasgow: University of Strathclyde and Scottish Executive. *Op. cit.*

¹⁷⁰ Source: Interviews. Also see: www.cldstandardscouncil.org.uk/files/progress_of_community_development.pdf.

¹⁷¹ Source: Interviews.

¹⁷² Standard council for Scotland, History, <www.cldstandardscouncil.org.uk/About_CLD/History> date accessed: 10th of February 2013.

voluntary youth organisations were not convinced of the role that Community Education could play in promoting youth work specifically. One interviewee for example from the voluntary sector felt that youth work had become lost within this agenda and had become an 'invisible' service.¹⁷³

With the advent of the Scottish Parliament in 1999, there has been a renewed interest in youth work (and, arguably, an associated movement away from community-based learning and education) most evident in 2007, with the publication of the Scottish Government's *Moving Forward Strategy*.¹⁷⁴

The *Moving Forward Strategy* followed an extensive consultation exercise around the question of "how we can work together to create growth and success in the youth work sector in order to achieve more positive outcomes for young people in Scotland"¹⁷⁵ and had a long term vision that all young people in Scotland are able to benefit from youth work opportunities which make a real difference to their lives; and that a youth work sector is equipped and empowered to achieve ongoing positive outcomes for young people now and in the future. The strategy covers a number of long term and short term measures which are described in more detail in Section 3.2. The impetus for this strategy and renewed focus on youth work came about from the recognition that youth work had become the 'invisible sector' - following many years of campaigning from voluntary youth organisations - and the recognition that support for youth work needed to come from across a number of government departments. The increasing recognition of the role of youth work is also part of the wider policy shift away from an approach that 'punishes' young people towards one that understands and supports them.

While the strategy does maintain youth work as a universal service, it signalled a more targeted approach and included a focus on measures to support young people not in education, employment or training. Indeed, in recent years the context for young people and youth work has become more complex -with a range of intervention types developed to respond to the myriad issues affecting young people ranging from large scale group approaches to tailored one-to one support.¹⁷⁶

The Youth Work Summit, Communique and a subsequent meeting with the Minister led to the government agreeing to undertake with YouthLink Scotland and its members a refresh of the National Youth Work Strategy. This is nearing its final stages and should be complete by the end of 2013.

This move towards greater recognition of youth work at the political and policy level, however, has been undermined by an overall decrease in available resources for youth work on the ground. According to Youth Link - the national agency for youth work - we have seen in the last 10 years an erosion of community based youth work.¹⁷⁷ For example, the average amount of grant funding distributed annually to youth organisations by YouthLink Scotland is in the region of £7m compared to £11.5m grant funding in 2007-08.¹⁷⁸

¹⁷³ Source: Interviews.

¹⁷⁴ Scottish Executive (2007), *Moving Forward: A Strategy for Improving Young People's Chances Through Work*, Edinburgh: Scottish Executive..

¹⁷⁵ Scottish Executive (2007) *Moving Forward: A Strategy for Improving Young People's Chances Through Work*, Edinburgh: Scottish Executive. They received 3,091 responses over 2,500 of which were from young people.

¹⁷⁶ Smith, M. K. (2002), Youth work: an introduction, <<http://www.infed.org/youthwork/b-yw.htm>> date accessed: 10th of February 2013.; and Information from interview for this study.

¹⁷⁷ Youth Link Scotland (2009), *Statement on the nature and purpose of youth work*. Edinburgh: Youth Link Scotland.

¹⁷⁸ Source: Interviews.

1.3 The current situation: the delivery of formal and non-formal youth work

Statutory or formal youth provision consists of youth work practitioners at the local authority level. However, the extent to which there are dedicated youth work teams across Scotland varies considerably between local authorities with many local authorities employing youth work practitioners as part of wider community education teams.¹⁷⁹ Local Authority youth work teams deliver both general and specific youth work i.e. centre based provision alongside targeted interventions – along similar lines to the voluntary sector.¹⁸⁰ Indeed, Local Authority teams often work in partnership with voluntary youth providers.

The voluntary youth sector is particularly strong in Scotland with a range of organisations working to support young people. Key players include:

- YouthLink Scotland: This is a registered charity and the national agency for youth work. It is a membership organisation and is in the unique position of representing the interests and aspirations of the whole of the sector both voluntary and statutory. YouthLink Scotland champions the role and value of the youth work sector, challenging government at national and local levels to invest in the development of the sector. It acts as a critical friend to government and also has a role in workforce development/training and information sharing across the sector.
- Youth Scotland: Set up in the early 20th century, this is a network of youth clubs and groups across Scotland. It is the largest non-uniformed youth organisation in Scotland and delivers quality youth work programmes, information, resources, training and support to community based youth work across Scotland.
- Young Scot: a national youth information and citizenship charity, which provides young people, aged 11 - 26, with a mixture of information, ideas and incentives to help them become confident, informed and active citizens through books, magazines, online, and phone. Has 1.5 million annual turnover - 50% funded by central gov (Dfor E and D for H), 25% by LAs and 25% by fundraising.
- Other youth focused VCOs include: YMCA Scotland and YWCA Scotland; **Barnardo's Scotland; The Princes Trust; Clubs for Young People** (Scotland); Various uniformed organisations (including, the Scout Association, Girlguiding Scotland, Girls Brigade in Scotland, and Boys Brigade, Army Cadet Force, Sea Cadet Corps); Various outdoor youth focused organisations (e.g. The Outward Bound Trust; Scottish Outdoor Education Centres; Woodcraft Folk Scotland; Venture Scotland); LGBT Youth Scotland; Ocean Youth Trust; Rathbone; SAYFC; Scottish Youth Parliament; Youth Scotland; Fast Forward; and Various religious organisations with a focus on youth (including Church of Scotland; Scripture Union Scotland; the Methodist Church in Scotland; Youth for Christ).

While data has not been systematically collected on youth work activities across both formal and informal sectors, a survey of national voluntary youth work organisations conducted in 2012 found that¹⁸¹:

¹⁷⁹ Ibid.

¹⁸⁰ Ibid.

¹⁸¹ YouthLink Scotland (2012), *National Voluntary Youth Work Organisations (Scotland) Survey*. Edinburgh: Youth Link Scotland.

- Nearly half of all those surveyed described themselves as membership organisations, with a further 26% describing themselves as 'issue based' and a further 26% opting for 'other'.
- There was evidence of youth work provision with at least one voluntary youth work organisation in every town, village and community – and often more.
- The nature of provision ranged from targeted intervention supporting vulnerable young people to universal provision. Typical examples included:
 - Accredited programmes
 - Outdoor education
 - Sports activity
 - Youth health issues
 - Diversity and equality issues
 - Work with unemployed
 - Work in schools
 - Transitional programmes
 - Intergenerational
 - Youth participation
 - Street work
 - Holidays and exchanges
 - Arts/music/drama groups
 - Youth literacy work
 - Environmental work
 - Home/school partnerships
 - International work
 - Special needs
 - Legislative context

Overall, the nature of youth work delivery has not changed significantly over the last ten years; the open access geographically based youth centre is still an important aspect of current youth work delivery alongside issue based interventions – this is true for local authority and voluntary sector provision. Interviewees suggested that perhaps there are more examples in recent years of interventions using the arts as a hook e.g. music and performance. Although there has been more of a focus on detached youth work, mainly in terms of mobile youth clubs or cafes, this remains a niche activity, making up about 5% of overall youth work provision in Scotland.¹⁸² Youth work supporting the participation of young people is an area that has grown – with a high number of youth forums and local/regional elections for the youth parliament now operating.

The Youth Work Sector is working with local and national government to expand its offer with regard to the Curriculum for Excellence with work in and around schools regarding informal learning and accredited courses. The curriculum for Excellence and its aims are enshrined in National Outcome 4.¹⁸³

2 Legislative context and governance

KEY FACTS	RESPONSE
Legislative framework for youth work	The Scotland Education Act provides the legislative framework

¹⁸² Source: Interviews.

¹⁸³ Youthlink Scotland and Education Scotland website.

KEY FACTS	RESPONSE
	for youth work though very broad and does not establish specific or detailed statutory requirements for youth work.
Level of regulation for youth work	National guidelines for regulation at the local authority level
Body(ies) with a responsibility for governing youth work	Minster for Children and Families has overall responsibility Monitored/supported by three main non-governmental bodies: YouthLink Scotland, CLD Standards Council, and Education Scotland

2.1 Legal background

Youth work is partly regulated by law in Scotland. There is statutory guidance that broadly applies to youth work as part of the Education Scotland Act, but this is very general and does not include specific reference to youth work. Voluntary youth organisations have resisted in pushing too far for the inclusion of youth work into law, due to the perceived risk that it could establish the minimal approach as maximum.¹⁸⁴

However new Guidelines for CLD, which includes Youth Work have recently been introduced and a statutory instrument is to be placed before parliament which will provide guidance to local authorities on their duties with regard to the provision of CLD activities within the context of community planning.

2.2 Governance

At the national level, there is a Minister for Children and Young People which has overall responsibility for youth work. There are also a Youth Employment Minister and a Cabinet Secretary for Justice who each have some responsibility for youth work provision (the latter for example oversees the funds for anti-sectarian work and the CashBack Fund – both of which provide funds for youth work). There is also a dedicated team that focused on youth work: the Young People and Youth Work team. This team is part of the Rights and Participation Team, which sits within the Children’s Rights and Wellbeing Division as part of the wider Children and Families Directorate.

In addition to this and working very closely with government, there are three main non-governmental main bodies which have different roles in relation to youth work policy and practice in Scotland

- YouthLink Scotland: is a registered charity and the national agency for youth work. It is a membership organisation and is in the unique position of representing the interests and aspirations of the whole of the sector both voluntary and statutory. YouthLink Scotland champions the role and value of the youth work sector, challenging government at national and local levels to invest in the development of the sector. It acts as a critical friend to government and also has a role in workforce development/training and information sharing across the sector.
- CLD Standards Council – set up to look at monitoring and approving training courses for youth workers; also has role in the upcoming registration system and also in monitoring and developing CPD for youth

¹⁸⁴ Source: Interviews.

workers. For example with YouthLink Scotland published a code of ethics for youth work practice in 2010.

- Education Scotland is responsible for curriculum development in schools and is the inspectorate for schools. It has close links to YouthLink Scotland in terms of incorporating youth work into schools.

Responsibilities for youth work at local authority level are part of the wider national performance framework set up by central government which establishes a framework of 15 National Outcomes for local authorities. Informed by principles of the UN Convention on the Rights of the Child, Outcome 4 is most relevant to youth work provision and states **“Our young people are successful learners, confident learners, effective contributors and responsible citizens”**. It is expected that a wide range of services and programmes are required to support young people to achieve this and the Scottish Government in their publication **“Valuing Young People” (2009)** cite the following principles that should underpin all youth work including Community Planning Partnerships at the local authority level:¹⁸⁵

- **Deliver services that reflect the reality of young people’s lives.**
- Work with local partners to address barriers and gaps.
- **Recognise and promote young people’s positive contribution.**
- Involve young people at an early stage.

While local authorities have to abide by these outcomes, beyond this they have autonomy over spend and delivery. Therefore, even though there is a specific outcome on young people, youth work policy is very much part of a localised agenda, with limited money available nationally for targeted youth work delivery. According to one interviewee, funding for youth work at national level has decreased by 80%. Funding for youth work at the local authority level varies hugely. Out of the 32 LAs, about 20 have grant funding available for youth provision.¹⁸⁶

Indeed, funding models for youth work are now much more complex with overall availability of grant funding for youth VCOs at LA level having decreased significantly. While funding of organisations at a national level is available through various funding streams, as set out below, these are fairly limited.

The main sources of funding for youth work in Scotland are:

- Unified Voluntary Sector Fund – provides core funding to national voluntary youth work organisations – £1.5m was distributed in 2011-2012.¹⁸⁷ This comes to an end at the end of this financial year 2012-13 following a review of this fund by an Expert Group.
- Third Sector Early Interventions Fund – a new core grant funding mechanism to fund third sector organisations delivering early intervention and prevention for children, young people, families and communities. The overall fund is worth £20 million but it has yet to be decided how much youth work organisations will get as applications are currently being considered.
- Voluntary Organisation Support Fund (£0.5m per year) – now in its 6th year. This provides funding specifically for organisations doing volunteering.
- Proceeds of Crime: Cashback for Communities – a grant programme for youth work drawing on proceeds from crime. Since its inception in 2007 over £50 million recovered from the proceeds of crime has been

¹⁸⁵ The Scottish Government (2009), *Valuing Young People, Principles and connections to support young people achieve their potential*. Edinburgh: The Scottish Government

¹⁸⁶ Source: Interviews.

¹⁸⁷ YouthLink Scotland (2012), *National Voluntary Youth Work Organisations (Scotland) Survey*. Edinburgh: YouthLink Scotland.

invested/committed throughout Scotland, mainly via YouthLink Scotland and YouthScotland, directly benefitting over 600,000 young people and generating over 11,000 young person volunteers who are now putting something back into their communities. Available funding for the period 2008 to 2014 is over £10.2 million specifically for Youth work activities.¹⁸⁸

- Youth Work Facilities Fund (a one off £7.5m fund over an 18 month period -2007-08) – capital funding.
- Youth Opportunity Fund (one off £2.5m for 2007-08) – revenue funding
- Young Start Fund – facilitated by the BIG Lottery Fund and is £8.9m for 2012-13 with plans for on-going funding into 2013-14. This provides grant funding to youth organisations for up to 50k over a 2 year period.
- Various smaller funds related to dance and sport and various other non-governmental grant and private trust funds.

In terms of youth work spend as a proportion of overall spend in Scotland, the Positive Futures (core youth work grant) allocation in the Draft Budget 2011-12 was 15.8m, which equates to 0.6% of the total Education and Lifelong Learning budget of 2,583.6m. The overall budget for Children, Young People and Social Care is 95.4m. Of this 16% is allocated to youth work.¹⁸⁹

3 Policy and programme framework

KEY FACTS	RESPONSE
General level of political commitment to the issue of youth work	Medium to strong– high level of political commitment but funding is reducing.
Dedicated policy / strategy on youth work	Yes
Programmes on the development of youth work	Yes
Net impact of economic crisis on funding for youth work	Negative

3.1 Policy commitment

The interviewees all felt that the level of commitment at the political level is high, but that overall funding levels are reducing – so on balance the level of political commitment is medium.¹⁹⁰ This is partly because there is less funding available overall in the current economic climate and is also a result of the Scottish Government adopting a more “arm’s length funding arrangement”¹⁹¹. This has shaped an approach among national policy makers that is focused on funding organisations that can

¹⁸⁸ CashBack for Communities is a unique Scottish initiative that takes money recovered through proceeds of crime legislation and invests that in community activities and facilities for young people at risk of turning to crime as a way of life. CashBack delivers a wide range of projects through **Scotland’s leading sporting, arts, business, community and youth associations** which range from diversionary sporting activity to more long-term potentially life-changing intervention projects which turn young people’s lives around and provide them the opportunity of getting into employment, education, or volunteering.

¹⁸⁹ The Scottish Government (2010), Scotland’s Spending Plans and Draft Budget 2011-12, <www.scotland.gov.uk/Publications/2010/11/17091127/10> date accessed 10th of February 2013. cited in YouthLink Scotland (2011), *Championing Scotland’s Young People*. Edinburgh: Youth Link Scotland

¹⁹⁰ Source: interviews.

¹⁹¹ Ibid.

demonstrate efficiency and impact leading to the funding of a fewer number of larger organisations.

Nevertheless, the profile of youth work has increased and is now perceived as forming an important aspect of a range of government initiatives particularly the wider preventive agenda. A forward by the Minister for Children and Young People to *"Amazing Things – A Guide to the Youth Awards in Scotland"* (2011)¹⁹² stresses how there exist a range of policies that emphasise the centrality of the needs and well-being of young people. Indeed an interviewee for this study argued that a number of policy areas have been informed or influenced by youth work such as: justice, health and well-being, anti-social behaviour and education. In the case of the latter and in particular the policy on Curriculum for Excellence, for example, youth work helped shape a broader approach to education including a recognition of life skills and preparation for work. Furthermore, one interviewee felt that the Scottish government has shown through their *Moving Forward Strategy* "a belief in the [youth work] product and a commitment to young people."¹⁹³

The Scottish Government website, includes a section on youth work in which they set out a commitment to "Improving young people's life chances" and list a range of youth work activities that they support at both local and national levels. They particularly promote the role that volunteers and youth work more generally can play in the preventative agenda in terms of building the confidence and skills of young people.¹⁹⁴

3.2 Policies and programmes to develop youth work

The Scottish Government published a strategy for youth work in 2007.¹⁹⁵ According to the Standards Council for Scotland:

*"This national youth work strategy aims to give youth work in Scotland the best possible opportunity to play an increasingly visible, sustainable and effective role in achieving long term benefits for young people. Some of the measures include long-term changes such as getting more young people into education, training, or employment, tackling sectarianism and supporting young people dealing with issues relating to drugs and alcohol."*¹⁹⁶

More specifically, the measures included in the strategy are set out below:

- A "Year of Action" on youth work to kick start the strategy for which they provided a package of support worth £8m to improve facilities and training;
- £0.5m in 2007-08 for a Voluntary Organisations Support Fund, which is still operational and now in its sixth year of funding receiving an additional GBP 160,000 in 2012-13.
- The support of young people volunteering through Project Scotland
- Work with voluntary organisations to ensure clear information and understanding in the Protection of Vulnerable Groups Bill.
- A one-off Youth Opportunities Fund of £2.5m for 2007-2008 for bids to run local events, projects and volunteer campaigns.
- A one-off £5m Youth Work Facilities Improvement Fund for 2007-2008.

¹⁹² Youth Scotland (2011), *Amazing Things: A Guide to the Youth Awards in Scotland*. Edinburgh: Youth Scotland.

¹⁹³ Source: interviews.

¹⁹⁴ One Scotland, Scottish Executive (2007), *Moving Forward: A Strategy for Improving Young People's Chances Through Youth Work*. Edinburgh: Scottish Government.

¹⁹⁵ Ibid.

¹⁹⁶ Standards Council for Scotland, Policy, <www.cldstandardscouncil.org.uk/About_CLD/Policy> date accessed: 10th of February 2013.

- The funding of a Learning and Teaching Scotland co-ordinator post to work with schools and the youth work sector improving and increasing links across the sectors, although this ceased in 2010.
- The funding of the Peer Education Network until 2010.
- The piloting of local and themed networks by YouthLink Scotland to give youth work providers more opportunity to share good practice and train together.
- A commitment to ensuring that that the new Standards Council for Community Learning and Development recognises and responds to the unique role of youth workers and volunteers.
- Work with Higher Education Institutions to ensure the key elements of the strategy are reflected in degree provision.
- Engagement with young people in helping to shape and take forward the Action Plan outlined in the Youth Work Strategy.
- In the last year a new Local Authority Youth Work Managers group jointly run by YouthLink Scotland and CLDMS (Community Learning and Development Managers Scotland) has been set up, with Voluntary Sector Chief Officers also having an umbrella grouping within YouthLink Scotland called the National Voluntary Youth Work Organisations Scotland (NVYWOS). These groups will work closely together on common issues.

More broadly and over the long term:

- The promotion of the role and contribution of youth work in developing wider policies affecting young people.
- The encouragement of more young people to take advantage of the increased opportunities available.
- The supporting of youth work organisations at a national level through working alongside the sector, providing longer-term funding and offering support for quality improvement through Her Majesty's Inspectorate for Education.
- The supporting of organisations to improve their training, understanding and support of minority groups.
- Work with voluntary organisations to develop an Action Plan for Volunteering. Published in November 2007 this action plan was developed with the support and input from the voluntary youth work sector. It aims to support the life cycle of volunteers in the voluntary youth work sector by building capacity and resources.
- Work with organisations to improve delivery and evaluation of services.
- Work with Young Scot to ensure young people have access to the information they require in the format most accessible to them.
- Help to employers to ensure they understand and value the skills young people gain through youth work.

Following the launch of the 2007 strategy, Youth Scotland and its partners launched three additional key documents in June 2008:

- Growing Better Youth Work - A Guide to Strengthening Your Volunteer Team
Based on the Volunteer Life Cycle this guide looks at the range of support and resources that are available for youth work volunteers, and identifies areas for development and opportunities for joint working¹⁹⁷.

¹⁹⁷ The Scottish Government, Youth Scotland, YouthLink Scotland and Volunteer Development Scotland (2008), *Growing Better Youth Work: A Guide to Strengthening Your Volunteer Team*. Edinburgh: The Scottish Government.

- No Limits - Volunteering as a Model for Youth Development. This guide highlights the value of volunteering as an approach to youth development, and provides some guiding principles on developing young people as volunteers.¹⁹⁸
- Amazing Things - A guide to awards in Scotland. This guide is an comprehensive list of organisations provide Awards for young people in Scotland.¹⁹⁹

An assessment of distance travelled by Youthlink Scotland since the 2007 strategy²⁰⁰ shows that overall youth work has achieved greater recognition, with examples given such as:

- The youth work sector is now recognised as the lead service in over 16 Activity Agreement pilots at local authority level.
- The profile and value of the youth sector is now more widely recognised by Scottish Government, Skills Development Scotland, Further Education and other sector providers.
- There are now greater connections between schools and youth work providers.

Despite such advances, on balance interviewees felt that the economic climate had served to reduce overall funding available for youth work. As set out in Section 2.2 above, many of the funding streams for youth work as part of the 2007 strategy were time limited with the Unified Voluntary Sector Fund which provided core funding to national voluntary youth work organisations having just most recently ceased.

¹⁹⁸ The Scottish Government, Youth Scotland, YouthLink Scotland and Volunteer Development Scotland (2008), *No Limits: Volunteering as a Model of Youth Development*. Edinburgh: The Scottish Government.

¹⁹⁹ Youth Link Scotland, Youth work policy, <www.youthlinkscotland.org/Index.asp?MainID=7526> date accessed: 10th of February 2013.

²⁰⁰ YouthLink Scotland (2012), Youth Work Sector: Distance Travelled 2007-2011. Edinburgh: Youth Link Scotland.

4 Youth workers: training, status, population and profile

KEY FACTS	RESPONSE
Minimum qualifications standards for youth workers	No – but established National Occupational Standards.
Youth worker as a recognised profession / occupation	Yes
Availability of formal, dedicated qualifications for youth workers	Yes
Education background of the majority of youth workers	Information not available
Number of youth workers	Information not available
Trend in the overall number of youth workers	Information not available

4.1 Training and qualifications

As outlined in the report covering England, Wales and Northern Ireland, there are a set of minimum standards for youth workers as set out by the National Occupational Standards (NOS) for youth work (2012) that relate to all four countries of the UK, which includes Scotland. The NOS for Youth Work do not equate directly to qualifications, but instead sets out a framework of competencies required to carry out the functions carried out by the youth worker. It is written in a flexible manner to allow the use of the standards across different parts of the sector, with scope for performance standards being met in different ways by different roles.²⁰¹ They can be used by employers to inform job descriptions, consider skills needs and identify areas of improvement, and can also support an individual’s professional and continuous development.²⁰² While these standards are open to all those delivering youth work, it is not clear the extent to which these standards are used within the voluntary (unpaid) youth work sector.

The Standards Council for Community Learning and Development for Scotland was established in 2008 and is the body responsible for the registration of CLD practitioners, the approval of training courses, and the continuing professional development of the youth sector workforce.

Given that the profession of youth work in Scotland has evolved as part of the wider community education development agenda, the qualification for professional recognition in youth work is a Degree in Community Education. This qualification establishes an array of skills across the three main disciplines of adult learning, youth work and community development.²⁰³

²⁰¹ Learning and Skills Improvement Agency (2012), *National Occupational Standards: Youth Work NOS factsheet*. London: Learning and Skills Improvement Agency.

²⁰² Learning and Skills Improvement Agency (2012), *Youth Work National Occupational Standards*. London: Learning and Skills Improvement Agency.

²⁰³ Standards council for Scotland, History, <www.cldstandardscouncil.org.uk/About_CLD/History> date accessed: 10th of February; Interviews.

We have also seen a number of other initiatives aimed with enhancing youth workforce development and support, including²⁰⁴:

- Professional Development Award in Youth Work established 2010.
- Introduction of National Youth Worker of the Year Awards established 2008.
- A series of youth work seminars in 2008-2011 focused on outcomes and self-evaluation.
- Code of Ethics for CLS developed including a Youth Work Commentary on Ethics.

Community Education courses are currently offered by most of the leading universities in Scotland. Staff can also acquire a wide range of pre-professional qualifications offered by employers and colleges at various levels on the Scottish Credit and Qualification Framework. There have also been a number of pilot projects for Modern Apprenticeships in Youth Work, for employees aged 16-plus offering training up to Level 3.²⁰⁵

Youthlink Scotland in their report mapping distance travelled since 2007, argue that **these developments have "brought coherence to the sector's workforce identity and planning of professional development."**²⁰⁶

4.2 Status of youth worker profession

Youth work is a recognised and valued profession evident through the existence of youth workers within local authority teams and the emphasis placed on youth work in the various government publications specifically on youth work. However in Scotland youth work has evolved as part of the wider 'community education agenda' which means that wider awareness among the general public and among some government officials of the specific youth work role is low compared with other professions. Two of the interviewees highlighted how youth workers are often not viewed as being on the same level or of the same status as the teaching profession for example.²⁰⁷

In recognition of this, YouthLink Scotland has made efforts to raise the profile and status of youth work among government officials. For example in September 2011 they hosted the first ever National Youth Work Summit which involved more than 70 invited senior delegates from across the youth sector including voluntary and statutory. A communiqué from the event was then presented to the Cabinet Secretary for Justice, party leaders, MSPs and key civil servants.²⁰⁸

4.3 Youth worker population

There are no available data on the youth workforce sector in Scotland overall. While one interviewee noted that the vast majority of the youth work force is female²⁰⁹, a

²⁰⁴ YouthLink Scotland (2012), *Youth Work Sector: Distance Travelled 2007-2011*. Edinburgh: YouthLink Scotland.

²⁰⁵ Children & Young People Now (2008), *Guide to Courses and Training 08/09*. London: Children & Young People Now.

²⁰⁶ YouthLink Scotland (2012), *Youth Work Sector: Distance Travelled 2007-2011*. Edinburgh: YouthLink Scotland.

²⁰⁷ Source: Interviews.

²⁰⁸ YouthLink Scotland (2011), *National Youth Work Summit: Brief Update and Communique*. Edinburgh: YouthLink Scotland.

²⁰⁹ Source: Interviews.

survey²¹⁰ of youth workers in the voluntary sector conducted in 2012 showed that the vast majority of youth work staff in the informal sector are voluntary/unpaid:

- There were a total of 73,004 adult volunteers in the volunteer youth sector in Scotland.
- There were 3,551 paid staff (either full or part time) and of these just 315 were core/HQ staff.
- There were an additional 33,793 young people involved in volunteering in youth organisations, aged up to 25 years typically volunteering on a short term basis.
- Adults and young people typically have given nearly 13 million hours volunteering in youth work organisations.

4.4 Profile of youth workers

As explained in Section 4.3 above, the vast majority of youth workers in Scotland are voluntary and operate within the informal youth sector. Beyond this, there are no descriptive data available on the overall size of the sector or on their qualifications. As such it is not possible to report on major changes or trends in the profile of youth workers over the past 10 years. Key challenges faced by youth workers:

- Current and impending funding cuts and lack of investment at local authority level and the resulting state of flux within the youth workforce i.e. high levels of uncertainty and high staff turnover ²¹¹.
- The constant need for youth organisations to innovate and demonstrate innovation to secure funding rather than being able to deliver what they know works²¹².
- The lack of time to develop and maintain youth work skills including lack of time to meet and share good practice with other youth workers.
- The rural nature of Scotland; youth work in the more remote areas rely more on sessional/volunteer workers and have less investment in core funding/infrastructure. The larger projects and hence more investment are found, unsurprisingly, in the major towns and cities.

5 The role and value of youth work

5.1 Education and training

Below are two examples in Scotland of education/training related youth work projects:

- The Youth Awards Network ²¹³

This provides a forum for over twenty organisations to offer a range of learning awards across Scotland to the 12 to 25 age group. These awards link into the Curriculum For Excellence and are awarded where youth work approaches have been used. These awards have helped to:

- Raise awareness of non-formal learning and the role of youth work.

²¹⁰ YouthLink Scotland (2012), *National Voluntary Youth Work Organisations (Scotland) Survey*. Edinburgh: YouthLink Scotland.

²¹¹ Source: Interviews.

²¹² Ibid.

²¹³ Youth Scotland (2011), *Amazing Things: A Guide to the Youth Awards in Scotland*. Edinburgh: Youth Scotland.

- Promote awards opportunities for young people in Scotland to young people and youth workers to encourage participation and improve access.
- Promote information about the content and benefit of awards to prospective employers education establishments, other stakeholders and the wider public.
- Share information, skills and good practice in appropriate areas. ²¹⁴

■ The Bridge Centre Motorcycle Project²¹⁵

Operating within East Lothian this project works in partnership with schools, social work and other specialist youth agencies to identify and work with young people, or groups of young people, who are deemed to be **'at risk', whether it be at home, in school or in the community.** The key priority areas for work include:

- Transition (Secondary school to employment/training - children identified to be heading towards NEET).
- Negative risk taking behaviour.
- Educational support.
- Health and wellbeing (sexual health, mental health, substance misuse).

The Project has a current capacity to undertake and deliver 13 group programmes per year. This equates up to 104 vulnerable or at risk young people participating on programmes per year. The content of each of programme varies, but in general incorporates:

- Issue based group work in partnership with specialist agencies (related to the issues of the young people involved).
- Team building and problem solving exercises.
- Off-road motorcycle training (as a means of engaging and focusing young people).

5.2 Employment and entrepreneurship

The number of young people not in education, training or employment has increased significantly across the UK in recent years with approximately 14% of the current 16-19 year old population falling into this category. This equates to nearly 36,000 young people. In addition almost 1 in 5 young people are now unemployed in the UK as a whole.²¹⁶

■ The 14:19 Fund

This fund aims to support young Scots aged 14 to 19 years who are struggling to make a successful transition from school into employment, education or training.²¹⁷ This ten year fund was launched in 2008 and now includes a portfolio of 22 charities. Since 2008:

- £19.2 million has been invested directly in the portfolio.
- The portfolio has leveraged additional income of £14 million.

²¹⁴ Youth Scotland, The awards network, <www.youthscotland.org.uk/projects/volunteer-action-plan/amazing-things.html> date accessed: 10th of February 2013. and Awards network, Home, <www.awardsnetwork.org/> date accessed 10th of February 2013.

²¹⁵ YouthLink Scotland, Home, <www.youthlinkscotland.org/Index> date accessed: 10th of February 2013.

²¹⁶ Office for National Statistics (2011), *Labour Market Statistics Bulletin February 2011*. Cardiff: Office for National Statistics.

²¹⁷ Inspiring Scotland (2012), *14:19 Fund Interim Report 2012*. Edinburgh: Inspiring Scotland.

- Just under 13,000 young Scots have been supported.
 - Over 14,000 tangible qualifications and awards have been achieved by young Scots.
 - Just under 6,000 young Scots have secured a job, place in education or training.
 - In 2011 68% of young people completing a programme secured a job, place in education or training.
- Pathways to Employment²¹⁸

This project operates in a school in Tranent which was identified as having the lowest percentage of young people going onto positive destinations compared with other Schools in East Lothian. Targeting 15 young people defined as at risk activities included: Visits to colleges & local employers, attending a Careers Convention, SQA Intermediate 1 ‘Enterprise and Employability’ modules (e.g. assessing personal skills, job searches, writing CV’s, preparing for interviews, enterprise project), climbing sessions and Duke of Edinburgh’s Award activities. As a result of this intervention:

 - Young people’s knowledge of appropriate post-16 options and how to access them increased.
 - Young people developed knowledge and skills for life, learning and work.
 - Young people’s self-esteem and confidence increased.
 - Young people and school staff were more aware of the availability and the benefits of Community Learning and Development.

5.3 Health and well-being

There are a range of youth work interventions focused on promoting health and well-being among young people in Scotland. For example:

- The Corner (Young People’s Health and Information Services), Dundee²¹⁹

The Corner offers, in partnership with other agencies, a broad range of health and information services for young people aged 11-25 years through its City-centre drop in and outreach work. Over the years it has built up a reputation with local BME communities, professionals and parents. Services are free, informal and confidential, providing individual support on any issues affecting young people such as sexual health, drugs, housing, employment issues, LGBT issues. It also provides free access to PCs and the internet, delivers outreach work to young people in a variety of settings including school and community bases, and provides advocacy support. In the 11 years since it was established, it had responded to over 100,000 enquiries from 60,000 young people. It has **been recognised as an example of good practice by Her Majesty’s Inspectorate and NHS Health Scotland.**

²¹⁸ YouthLink Scotland, Home, <www.youthlinkscotland.org/Index> date accessed: 10th of February 2013.

²¹⁹ Ibid.

- Reversing the Trend²²⁰

As part of this programme six youth organisations are using a broad range of interventions to minimise the risks and harms associated with drug and alcohol use. These include street work, youth club and cafes, group work, one to one support, school work, participation and counselling. Some of the organisations target young people before risky behaviour is common place; others target young people already engaged in risky behaviours. They are undertaking a robust approach to evaluation using logic model approaches and at the time of writing had published a report in order to consult on evaluation methods and approaches.

5.4 Participation

Participation work with young people is particularly strong in Scotland with many examples in of local participation activities for young people including youth councils, youth forums on policy and service use.²²¹ For example:

- The Scotland Youth Parliament²²²

The Scottish Youth Parliament (SYP) has 150 members and undertakes two national campaigns annually. The Scottish Youth Parliament has three National Sittings each year where MSYPs meet to discuss and debate motions, campaigns and policy. As part of this it has responded to 35 consultations by Scottish and UK Governments. It has also developed a pilot programme to develop more effective pupil councils and created resources to support this activity. Overall consultation responses to developing the SYP manifesto increased from 6,000 in 2007 to 42,804 in 2011.

- Young Scot and the Young Scot National Entitlement Card

Young Scot is the national youth information and citizenship charity. They provide young people, aged 11 - 26, with a mixture of information, ideas and incentives to help them become confident, informed and active citizens. They do this in a variety of formats, including books, magazines, online, and by phone. Their aim is to share information that will enable young people in Scotland to:

- Make informed decisions and choices.
- Turn their ideas into action.
- Take advantage of the opportunities available to them in Scotland and the rest of Europe.
- Have the confidence and knowledge to take their place as active citizens in their communities- locally, nationally and globally.

Young Scot also run national youth consultations on behalf of others organisations and in recent years we have sought the views of young people on alcohol, climate change, substance misuse and a range of other topics. A key part of their offer is the Young Scot National

²²⁰ Evaluation Support Scotland (2012), *Reversing the Trend – How to evaluate the role of voluntary youth work in preventing or diverting young people from problem substance use*. Edinburgh: Evaluation Support Scotland.

²²¹ Source: interviews.

²²² YouthLink Scotland (2012), *Youth Work Sector: Distance Travelled 2007-2011*. Edinburgh: YouthLink Scotland.

Entitlement Card. Introduced some 30 years ago and funded by the Scottish Government this is a multi-function smart card available to all young people 11-26 years. Introduced via schools it provides concessions for a range of services including across Europe and can also be used to pay for school meals.²²³ Key points to note:

- There are over 460,000 Young Scot NEC cardholders across Scotland.
- The Young Scot NEC card gives young people access to special offers and discounts in over 1,500 shops and services across Scotland and a further 80,000 across Europe.
- The card has been used to support online voting for Scottish Parliament elections (37,000 people voted online in 2013) and for participatory budgeting.

5.5 Voluntary activities / volunteering

A Scottish Government guide to youth work volunteers²²⁴ highlights the following good practice principles when developing young people as leaders and volunteers through youth work:

- Engage young people from the point of their interest such as arts, media or sports.
- Get young people actively involved from an early stage.
- Use training in developing young people.
- **Recognise young people’s contribution of time and skills such as through award schemes.**
- Use adults as role models and mentors.
- Plan clear progression pathways.
- Support young people in the transition to this new enhanced role.

Specific good practice examples include:

- **Youth Voices, Western Isles “Looks Good on the CV!”**

This was set up to encourage participation for the 14 plus age group and to give young people a chance to have a say within their communities. Peer led youth groups highlight local issues which are taken to the Youth Council or Youth Parliament. All members become committee members and have a role in supporting new recruits. Youth Voice members feel valued, gain confidence and receive local recognition through awards for their work.

- Girlguiding Scotland - model of development for different age groups Intrinsic to the girlguiding delivery model is the support of young leaders. For those aged 5-14 years, they learn through fun and badge work builds confidence in trying for new skills; for those aged 14-26 – girlguides can assist in leading activities for younger groups; for those aged 16 years they can start to work on the Leadership qualification and at 18 years can run a Unit.
- The European Voluntary Service (EVS)
Delivered by Young Scot this provides opportunities to all young people aged between 18-30 years old to volunteer abroad for a period of 2-12

²²³ Source: interviews.

²²⁴ Volunteer Scotland (2006), Universal Connections – Hamilton, <www.volunteerscotland.org.uk/Organisation/Detail/59637/0/Universal-Connections> date accessed: 10th of February 2013.

months. Travel, accommodation, food and insurance costs are all covered and volunteers receive a small personal allowance each month.²²⁵

5.6 Social inclusion

A number of youth work programmes have been developed to tackle sectarian issues – a particular issue for Scotland which takes the form of religious and political sectarian rivalry between Roman Catholics and Protestants. For example:

- **YouthLink Scotland's Action on Sectarianism**

YouthLink Scotland is setting up a new web portal www.actiononsectarianism.info on behalf of the Scottish Government to bring resources together in one place. Due to be live from Spring 2013, it will act as a central hub designed to inspire work and action to combat sectarianism in Scotland at local and national levels. It will share the best resources, marketing and educational initiatives from across Scotland to effect long term and lasting change in sectarian behaviour. The portal will provide information and resources to the general public with three distinct audiences: Children; Young people and Adults, with a separate section for activists and practitioners in this field. YouthLink Scotland has also produced a youth work toolkit on anti-sectarianism. Having modelled it and piloted it in football clubs and schools it is now being rolled out more widely.

Other examples aimed with supporting the social inclusion of disadvantaged young people include:

- **The Plusone Mentoring Programme²²⁶**

This was established in 2005 to provide one-to-one mentoring support to those young people aged 8-14 years most likely to move further into the youth justice system and to do this at stage of their development when change in behaviour and attitudes might be most easily achieved. Adopting a youth work model the mentoring project was focused on building a trusted relationship based on voluntary participation. YMCA Scotland recruited and trained all volunteer mentors and matched them to referrals from the local authority referral group. Referrals included those that had been excluded from school, or who had poor attendance as well as those with problems of substance misuse. Mentors were supervised by YMCA staff and met with their mentees once a week. Time was spent on a range of safe activities that allowed the mentee to reflect on choices, relationships and aspirations. At the 6 month stage it was found that the vast majority of the 54 participants included in the evaluation study had shown improved behaviour and changed attitudes to offending and anti-social behaviour. There were also examples of young people reducing or stopping their substance misuse and/or disruptive behaviour at school. This has now received long term funding **via the Lottery's Realising Ambition Programme which will see it expanding its model to several new areas.**

²²⁵ Young Scot (2013), European Voluntary Service, <www.youngscot.org/info/2336-european-voluntary-service> date accessed: 10th of June 2013.

²²⁶ YMCA Scotland (2011), Mentoring Works!, Edinburgh: YMCA Scotland.

- Detached Youth Work Project, Goven Glasgow²²⁷

Using an outreach delivery model, this project facilitates social inclusion of young people from BME and asylum seeker communities in terms of environmental issues, education, recreation and enjoyment. It involves art classes, group activities, one to one support and signposting to specialist support agencies addressing issues of personal development, confidence and emotional development.

5.7 Youth and the world

It was possible to identify some examples of youth work that were focused on wider world issues such as the environment and human rights. For example:

- The Powerpod Project²²⁸

Devised and carried out by Edinburgh Woodcraft Folk, the Powerpod project is a peer-education project which provides an educational experience of climate change topics and energy issues to a wide range of schools, youth groups, community events and festivals throughout Scotland. The Powerpod itself is a mobile renewable energy trailer, which accompanies the peer educators. Young people worked together with students from Heriot-Watt University to design the Powerpod. It was built by students as part of a final year university project. Young people aged 10-18 teach others about the issues of climate change and renewable energy through games and hands-on demonstrations. The peer educators are trained in climate issues and how renewable energies function. Workshops planned and led by young people, focus on the possibilities of renewable energy, the issues and challenges with climate change and what individuals can do to make changes in their own lives. The project has reached thousands of people through requested school visits and by having a presence at community events. They have also worked with the University of Edinburgh to deliver a renewable energy roadshow to secondary schools. Recently young people involved with the Powerpod have designed and instigated a cycle-in cinema, using film powered by renewables. An evaluation by the Institute of Energy and Sustainable Development at De Montfort University has shown a marked increase in the gaining of awareness and knowledge of climate change challenges and renewable and other energy issues by those the Powerpod reaches. The peer educators themselves gained confidence at contributing to meetings, managing a project, and teaching others.

- UNCRC Project: Children's Rights Workshops in Secondary Schools / Bridges Project²²⁹

The aim of the workshops is to deliver information to young people throughout secondary schools and in the Bridges Project in Shetland about their rights and responsibilities using the United Nations Convention on the Rights of the Child (UNCRC). The Convention states that governments have an obligation to make sure children and young people are aware of their rights in this Convention. A presentation is

²²⁷ McVey, H., (Date unknown), Changing Minds. Edinburgh: YouthLink and NHS Health Scotland.

²²⁸ YouthLink Scotland, Home, <www.youthlinkscotland.org/Index> date accessed: 10th of February 2013.

²²⁹ See: www.youthlinkscotland.org/Index

given about the Convention followed by various workshops from Youth Services and Scotland's Commissioner for Children and Young People.

- Youth In Action programme
The implementation of this EU programme within Scotland is delivered by Youthlink Scotland. The programme aims to inspire a sense of active European citizenship, solidarity and tolerance among young Europeans and to involve them in shaping the Union's future. It promotes mobility within and beyond the EU's borders, non-formal learning and intercultural dialogue, and encourages the employability and inclusion of all young people, regardless of their educational, social and cultural background.

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5.8 Creativity and culture

Some examples were found of youth work projects using art and music as hooks for engagement. These included:

- Erskine Music and Media Studio²³¹

This is a Community Interest Company run by young people for young people. Based at Bargarran Community Center in Erskine, this constituted group has created a diverse and strong community centred around music and media. Initially using some project underspend, this initiative was set up in 2009 with the purchase of some music equipment and the support of a music worker. Following huge demand for the project and with funding from the Local Area Committee and British Airports Association Grants, the project grew to 24 hours a week employing a dedicated Project Manager and Music Worker. A new group of young people was established as the Erskine Music & Media Studio in January 2012 allowing a separated group of young people to expand and run the project. In August 2012 a separate application to the Local Area Committee allowed the group to start trading with the purchase of a new Public Address System. The young people receive training as well as supplying a professional service to external companies. This has been expanded into tailored workshops for groups as well as film and media production. Young people meet every week to make decisions under the guidance of their project manager. As well as excelling in music and media, young people are gaining practical skills in management, business and finance through running the project. The Studio has become an integral part of the community. Weekly Jam Sessions and the monthly music event UPLOAD have proved a successful way of bringing young people together in a safe environment. The Studio has also introduced new beginners' classes for Primary 7 to Secondary 3 helping with the transition from Primary to High School. The project and its members recently scooped several awards at the Youthlink Scotland Youth Worker of the Year Awards.

- Use of art to help young homeless people²³²

In the year 2009-10 more than 10, 000 young people (aged 18 – 24) in Scotland were defined as homeless. Photovoice has been working with Fairbridge Glasgow to support young people affected by homelessness.

²³⁰ See: www.youthlinkscotland.org/Index.asp?MainID=12413

²³¹ See: www.emmstudio.co.uk/about/

²³² See: www.photovoice.org/projects/uk/waiting-2010-2011

Activities include residential teambuilding trips consisting of night photography, glowsticks and white water rafting; and regular facilitated photography sessions. This has led to various art exhibitions including **“Waiting” which toured Scotland throughout spring and summer 2011.** Over half million people are estimated to have seen the exhibition in over twenty sites.

6 Outcomes and impact of youth work

6.1 Target and reach

6.1.1 Target groups

As established in the 2007 youth work strategy, youth work in Scotland is a universal service, but with additional targeted groups. This is perceived as important by campaigning youth organisations who argue that youth work can help those who really need it, but can also benefit the generality of young people too.²³³ Young people or areas that are targeted through youth work include:

- 16+ not in Education, Employment or Training.
- Young people at risk of dropping out of school.
- Young/Single mothers – a range of strategies on this group including **“Active Young Women” and “Young Parents”**²³⁴.
- LGBT young people e.g. The Challenging Homophobia Together Schools Project which aims to reduce homophobic bullying in Scottish schools and which developed through positive consultation, is designed to meet the needs and aspirations of young people who belong to the LGBT Community.²³⁵
- Young people with mental health support needs (more of a focus now on health and well-being).
- Young people with alcohol and drug use support needs.
- Knife crime.
- Sectarian issues.

6.1.2 Reach

According to the National Voluntary Youth Work Organisations (Scotland) Survey by YouthLink Scotland (2012), it is estimated that:

- 386,795 young people in Scotland are supported by voluntary youth work organisations every year.²³⁶
- 52% of those young people are female, and 48% male.
- 37% are under 10 years; 31% 10-14, 24% 15-17 and 8% 18-24 years.
- Nearly 34,000 young people (up to age 25) volunteer through national voluntary youth work organisations.²³⁷

²³³ Source: Interviews.

²³⁴ Ibid.

²³⁵ YouthLink Scotland, Support young people in Scotland, <www.youthlinkscotland.org/Index.asp?MainID=13870> date accessed: 10th of February 2013.

²³⁶ YouthLink Scotland put the actual figure to be more like 400,000 as this survey did not include all youth organisations plus information from interview for this study.

²³⁷ YouthLink Scotland (2012), *National Voluntary Youth Work Organisations (Scotland)*. Edinburgh: YouthLink Scotland. This survey is on-going and these are the most recent statistics.

There are no local authority level data on the numbers of young people worked with. Other data²³⁸ on the participation of young people in youth work services/activities more generally show that:

- Over 460,000 young people carry Scotland's Youth Smart Card (the Young Scot National Entitlement Card).
- Young Scot's websites currently receive an average of over 150,000 page views each month.
- Over 100 young people have been recruited as Young Scot Ambassadors in every local authority in Scotland to take forward the 2014 Commonwealth Games Legacy.
- Over 80,000 of the Young Scot information booklet were distributed to young people across all 32 local authorities in 2011/12.
- The free and confidential Young Scot InfoLine handled over 10,000 information enquiries from young people in 2011/12.
- There were 42,804 responses from young people across Scotland to a consultation on the Scottish Youth Parliament manifesto - the largest consultation of its kind in Scotland.

Given that funding available for youth work is increasingly limited, there are gaps in provision. Interviewees for this study noted that the following groups of young people are not currently reached by -or certainly reached less by - youth work in Scotland:

- Young people in remote rural areas - while there are examples of outreach support and mobile youth clubs/cafes, youth work resources in these areas are generally much lower with most delivery reliant on local volunteers.
- A study that explored youth work in relation to the most vulnerable young people concluded that this group were under-represented in the uptake of youth work provision due to reasons of cost, cultural factors and local environment issues.²³⁹
- Young people with special needs - while there is a good network of specialist disability organisations, it was felt that there was scope for greater integration of these with mainstream youth provision.
- BME young people - while many examples of local voluntary specialist projects for example with Gypsy/Traveller young people, these are not always integrated into mainstream youth provision.
- Other groups also noted include: New immigrants; Young carers; Looked after children and Care Leavers; and young people coming out of jail.²⁴⁰

6.2 Outcomes and impact

The HM Inspectorate of Education as part of their CLD inspection programme has conducted 91 inspections across 32 local authorities since September 2008. In relation to youth work, these have found that local units of national youth organisations often provide "effective opportunities for young people" in terms of:

- Supporting young people with additional needs including health and social problems
- Enabling independence and greater responsibility among young people

They do not include local authority youth work/community learning and development provision at this stage.

²³⁸ The Scottish Government, Did you know? <www.scotland.gov.uk/Topics/People/Young-People/families/youth-work-participation/facts> date accessed: 10th of February 2013.

²³⁹ Furlong, A., Cartmel, F., Powney, J. and Hall, S. (1997), *Evaluating Youth Work with Vulnerable Young People*. Glasgow: University of Glasgow and SCORE. ; Milburn, T. et al. (2003), *Step it Up....Charting Young People's Progress*. Glasgow: University of Strathclyde..

²⁴⁰ Source: Interviews.

- Helping to establish more effective mechanisms within schools to better listen to the voice of young people
- Specific contributions to the Curriculum for Excellence such as enhanced skills and knowledge in relation to social studies, religious and moral education, modern languages, creative arts and technologies.²⁴¹

Beyond this, there are few examples of robust evaluations showing the impact of youth work. Some studies of individual projects have been conducted, which have been included where relevant in Section 5 above. To summarise, evidence from these individual evaluations suggest that youth work can:

- Change individual behaviour and attitudes towards offending and substance misuse²⁴².
- Serve to offer a distraction for vulnerable young people away from risky behaviour²⁴³.
- **Make a positive contribution to young people's positive mental health but needs to be adapted to meet the particular needs of young people from BME backgrounds²⁴⁴.**
- Help young people into education, employment and training²⁴⁵.

In terms of the key strengths of young workers in supporting the lives of young people, interviewees noted:²⁴⁶

- Having young people at the centre of delivery.
- Having someone supporting the young person who is trusted.
- Supporting young people who engage of their own volition - the free association of young people is critical and marks it out as distinct from other agencies working with young people.
- Meeting young people in their own territory and in their own time – this is critically different in terms of shifting the balance of power towards young people.
- The open ended approach to youth work makes the youth worker vulnerable which is the very strength of youth work – young people are safe but challenged too.

Various consultations with young people who have engaged in youth work activities show that the following features of youth work tend to be most valued²⁴⁷:

- The fun and enjoyment they experienced in meeting friends.
- Participating in community based programmes that widened their social and personal horizons.
- The role of youth workers in encouraging them to participate in activities and decision making.

²⁴¹ HM Inspectorate of Education (2011) *Learning in Scotland's Communities*, March. Pp. 23-24.

²⁴² See for example YMCA (2012)

²⁴³ See Furlong et al (1997)

²⁴⁴ See McVey (Date unknown)

²⁴⁵ See Inspiring Scotland (2012)

²⁴⁶ Information from interviews for this study.

²⁴⁷ Andy Furlong, Fred Cartmel, Janet Powney and Stuart Hall (1997) *Evaluating Youth Work with Vulnerable Young People*, University of Glasgow and SCRE p. x; Ted Milburn (2003) *Step it Up....Charting Young People's Progress*, p 18.

6.3 SWOT

Table 6.1 Summary of key strengths and weaknesses of the youth work sector in Scotland

STRENGTHS	OPPORTUNITIES
<ul style="list-style-type: none"> ■ Scotland has a long tradition of voluntary commitment to youth work. ■ A skilled and flexible youth workforce built on a clear purpose and strong ethics. ■ There is currently strong political support for youth work evident in a range of Scottish Government led strategies and guidance documents. 	<ul style="list-style-type: none"> ■ The whole workforce development and recognition of youth work through occupational standards. ■ The recognition that young people suffer more than most gives an opportunity for and purpose to youth work. ■ Scottish Government no longer perceives young people in a negative light.
WEAKNESSES	THREATS
<ul style="list-style-type: none"> ■ The historical integration of youth work into wider community education practice has meant there is a lack of awareness of youth work among the general public/some officials. ■ The diversity of the youth workforce which includes a mixture of volunteers, sessional and professional staff makes it difficult for outsiders to know and understand the role of a youth worker. ■ The diversity of the sector and what it delivers can also make it difficult to sell youth work to funders – the sector not good at “telling the story” – though getting better. 	<ul style="list-style-type: none"> ■ The wider economic climate and funding cuts to youth work. ■ The lack of recognition of/professional status among the wider voluntary youth work sector. ■ The scarcity of core funding for national youth organisations could lead to a substantial under capacity to support local groups and provide common/specialist services/training and advice.

7 Conclusions and recommendations

A number of recommendations were suggested by the interviewees for this study, which are summarised below:

- The need for more effective coordination of and integrated training for youth workers – **access to training for youth workers remains “sporadic”**.
- The need to attract and recruit more male youth work leaders in the 25-45 year age range.
- The need for the European Commission to fund work to support the development of youth leaders; funding for this is not available at local/national level. One interviewee felt that current youth leaders are getting older and there were no resources to fund the next generation.
- The need for more and sustainable funding of youth work nationally including the need for a capital funding programme; ideally such funding needs to be in 3-5 year cycles rather than annual to help build sustainability;
- Need for greater consistency of youth work provision across local authorities; current youth work practice within Local Authorities is patchy partly exacerbated by cuts to funding.

A number of recommendations were also made in the Youthlink Scotland Manifesto 2011.²⁴⁸ These include:

- The need for greater co-production and asset-based approaches to work with young people;
- Better recognition of youth work and the cost-effective contribution it makes to all national outcomes and key agendas such as: health and wellbeing; community Safety; and 16+ learning choices.
- The need for permanent funding. At present the core grant to youth work, both voluntary and statutory, is equivalent to less than 1% of the total Education budget.
- Youth work for all young people no matter where in Scotland they live, and regardless of their personal circumstances. They argue that universal youth work opportunities help prevent the need for high-cost targeted interventions later on in a young person's life.

²⁴⁸ YouthLink Scotland (2011), *Championing Scotland's Young People*. Edinburgh: Youth Link Scotland.

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