Young People: Youth Work: The Youth Service

Date of Issue: 6 November 2006

Action Required: Responses by 26 January 2007

Consultation Document



Support for Young People



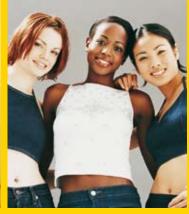






Towards a National Youth Service strategy for Wales







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CHILDREN AND YOUNG PEOPLE - RIGHTS TO ACTION

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Department for Education, Lifelong Learning and Skills



Title of document: Towards a National Youth Service Strategy for Wales.

Audience: Stakeholders at all levels of the youth service and

young people aged 11-25.

Overview: This document seeks responses to the draft Youth

Service Strategy for Wales 2006/2007.

Action required: All interested parties to respond by 26 January 2007.

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Related documents: Extending Entitlement: supporting young people in Wales

Extending Entitlement: support for 11-25 year olds in

Wales: Direction and Guidance

14-19 Learning Pathways Guidance I14-19 Learning Pathways Guidance II

Children and Young People: Rights to Action

YOUNG PEOPLE: YOUTH WORK: THE YOUTH SERVICE

Towards a National Youth Service Strategy for Wales

Consultation
November 2006– February 2007

Children and Young People: Rights to Action

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MINISTER'S FOREWORD

This consultation is first and foremost about the Assembly Government's commitment to young people, set out in Extending Entitlement: supporting young people 11-25 in Wales. Extending Entitlement is a key part of the Welsh Assembly Government's broader approach to children and young people 0-25 "Children and Young People: Rights to Action¹" and has a major part to play in contributing to the delivery of the 7 core aims for all children and young people.

Since Extending Entitlement was launched a great deal has been achieved towards making young people's entitlement a reality. Young People's Partnerships (YPPs) in each local authority area have made significant progress in developing collaborative activities to secure a strategic approach which will enable all young people to experience the services, support and activities set out in the ten entitlements². Young people have responded positively by developing for themselves their own version of the entitlements³.

The vision for Extending Entitlement is that all organisations providing services for young people should work together to provide a network of support and experiences available to all young people, and with additional support for those in greater need. Extending Entitlement sets out to raise the bar on our expectations and aspirations for all young people, and close the gap between the most and least advantaged.

The Youth Service played a major role in creating this vision, and has continued to be a key player in YPPs across Wales. The strategy we are now seeking to consult on recognises this contribution, but also recognises that the Youth Service in Wales needs to review, evaluate and move forward to take account of the current and future contexts in which young people are growing up.

I want all young people in Wales to have the opportunity to be able to benefit from a fit-for-purpose Youth Service which works closely with other partners to meet the needs of young people. Youth work is about highly skilled interventions which recognise young people's needs - and their potential - and which engage young people in ways which enable them to grow and develop, facing new challenges in a supportive environment. As a former youth worker I know at first hand the importance of non-formal education in helping young people achieve their potential. youth work should be fun, challenging and inspire young people to do things they never thought possible in their own lives, in their communities, across Wales and in the wider world.

¹ Children and Young People: Rights to Action (NAW 2005)

² Extending Entitlement (NAW 2002)

³ Workers' Guide – A Guide to making it happen (WAG) (Young Person's Version of the Entitlements)

We need a Youth Service that provides the rich variety of opportunities available through the maintained and voluntary sectors, which has the highest expectations of all those working with young people, which enables those opportunities and activities to be available to all who want to be involved, and which works closely with other organisations to ensure holistic support for young people. Young people told us in the "conversation" throughout September that this is what they want too.

This is a really important opportunity for the Youth Service and I hope you will take the opportunity to respond. I look forward to hearing your views.

Jane Davidson AM
Minister for Education Lifelong Learning and Skills

1. The Youth Service in context

There are approximately 575,000 young people between 11-25 years of age in Wales, making around 20% of the population. It is estimated that, per year, the Youth Service is in contact with up to 200,000 young people within this age range.

Young people are a resource with enormous potential as individuals, learners, members of their communities and the future economy of Wales. This consultation seeks to identify how the Youth Service, in collaboration with other organisations in Young People's Partnerships, can take advantage of this potential.

Extending Entitlement: supporting young people 11-25 in Wales (2001) sets out the Welsh Assembly Government's commitment to young people through its vision for a strategic approach to youth support services which enable young people to:

- Participate in education and training
- Take advantage of opportunities for employment
- Participate responsibly and effectively in their communities

It clearly recognises the important contribution made by youth work to that strategic approach. The Youth Service throughout Wales is an active partner in Young People's Partnerships (YPPs), the statutory basis for securing services, support and opportunities for 11-25 year olds to enable them to access the ten entitlements identified⁴.

Extending Entitlement includes the statutory duty on local authorities to have in place arrangements for the provision of a Youth Service, under the Learning and Skills Act 2000⁵ and the subsequent Directions and Guidance 2002⁶. Wales was the first UK country to establish a statutory basis for the Youth Service. Youth Service provision should be available to all young people from 11-25 who choose to access it. Current provision needs to be significantly enhanced to meet this aspiration.

The Learning Country: vision into action⁷ (September 2006) reaffirms the Assembly Government's commitment to YPPs, and to the development of the Youth Service in Wales to support the Extending Entitlement agenda and secure young people's entitlements and to support the range of key elements of 14-19 Learning Pathways⁸.

⁷ Learning Country (NAW 2006)

⁴ Extending Entitlement (NAW 2000)

⁵ Learning and Skills Act (TSO 2000)

⁶ Extending Entitlement (2002)

⁸ 14-19 Learning Pathways (NAW 2006)

The Youth Service also contributes to the Assembly Government's commitment to the Seven Core Aims for children and young people set out in Children and Young People: Rights to Action⁹.

An important element of youth work practice is the recognition of the importance and value of the Welsh language and the need to promote its use. Youth policy is a priority not just in Wales but across the European Union, with the launch of the European White Paper on Youth in 2001 and the Youth Pact in 2005. These policies emphasise the importance of participation, non-formal education and enabling young people to contribute to a new form of governance of the European Union and develop the skills they need to develop their autonomy and to gain employment. This is supported by the Lisbon Agenda for employment which set the European Union the goal of becoming "the most dynamic and competitive knowledge-based economy in the world" by 2010 and concentrates on:

- Employment, integration and social advancement
- Education, training and mobility
- Reconciliation of family and working life

The Youth Service in Wales contributes to this agenda through its main purpose set out below.

The Youth Service in Wales sets out to engage young people aged 11-25 in non-formal learning opportunities accessed mainly within community settings. It provides opportunities for young people to participate in a wide range of exciting, challenging and creative activities which are enjoyable and which enable them develop new skills, have new and exciting experiences, make new friends and learn to appreciate diversity.

The huge **potential** for community based education and learning is clearly illustrated by the fact that young people spend the equivalent of 51 minutes of every waking hour in the community and only nine minutes of every waking hour in school. The quality of experiences young people have during their out-of-school time can – and does – make the difference to their achievement of formal qualifications and the extent to which they develop the wider skills they need for their working and non-working lives. However, the



importance of community based education is not reflected in the balance of annual expenditure by the average local authority on formal and non-formal education.

11 http://ec.europa.eu/youth/whitepaper/index_en.html

⁹ Children and Young People: Rights to Action (NAW 2004)

¹⁰ Iaith Pawb (NAW 2005)

http://europa.eu/youth/news/index 1794 en.html

http://ec.europa.eu/growthandjobs/index_en.htm



The average spend per year per young person for the 51 minutes they spend outside school is £54.61 (on a range from £21.68 to £87.03) In comparison the average spend per year per young person for the 9 minutes they are in school is £3,499 for those aged 11-15.

This consultation sets out to identify the overarching common issues, and the major priorities for each sector within the common framework of the Youth Service by:

- Identifying the scope, range and purpose of the Youth Service in Wales:
- Emphasising the importance of youth work and non-formal education and clarifying the important contribution the Youth Service has to provide to the education, learning and development of all young people;
- Identifying the resource, staff and structure currently available to the Youth Service to fulfil its contribution to non-formal education;
- Setting out priorities for developing a National Youth Service Strategy;
- Developing an outline Action Plan to deliver these priorities.

The responses to the consultation will inform a National Strategy for the Youth Service in Wales.

2. The Youth Service in Wales: where are we now?

2.1 Background

The Youth Service is the term used to define the framework within which youth work¹⁴ is delivered. Youth work:

- 1. is based on the voluntary involvement by young people who have chosen to engage in the process
- 2. is age specific focused on 11-25 year olds
- 3. is identified by its non-formal education approach
- 4. is driven by a young people first approach
- 5. has a universal approach

¹⁴ National Occupational Standards (NYA 2000)

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The Youth Work Curriculum Statement for Wales¹⁵ underpins the work of the Youth Service and describes a range of interventions with young people designed to:

- promote and actively encourage opportunities for all young people in order that they may fulfil their potential as empowered individuals and as members of groups and communities;
- support young people through significant changes in their lives and assist them to understand their rights and responsibilities;
- encourage young people to develop knowledge, understanding, attitudes and values which enables them to make constructive use of their skills, resources and time.

Youth work provides or facilitates:

- places and relationships within which young people can enjoy themselves, feel secure, supported and valued, learn to take greater control of their lives, and to recognise and resist the damaging influences which may affect them;
- non-formal, informal and structured education opportunities which challenge both the institutions and young people to enhance their personal, social and political development;
- access to relevant information, advice and guidance and counselling which includes the understanding of their rights and responsibilities to enable young people to make informed choices about their lives.

Youth work describes a wide range of activities mainly centred on learning together in groups, including:

- centre-based work:
- detached, outreach and mobile work;
- curriculum specialities like arts and culture, first aid, sport, health etc;
- information, advice, guidance and counselling services;
- project work;
- residential work;
- targeted provision for specific groups;
- collaborative working:
- mechanisms for consulting young people;
- providing opportunities for volunteering;
- peer education;
- community action;
- participation in decision making;
- international experiences;
- one to one work.

¹⁵ Youth Work Curriculum Statement for Wales (Standing Conference for Youth Work in Wales 2006)

Effective youth work necessitates highly-skilled interventions leading to planned, non-formal learning through a voluntary relationship between the youth worker and the young person. Youth work with more disadvantaged young people demands even more highly skilled interventions to build young people's skills and confidence to enable them to benefit from non-formal learning. The Youth Service in Wales aims to 'raise the bar and close the gap'; by providing additional skilled and targeted support to enable the most disadvantaged young people take maximum advantage of the opportunities and experiences available. Youth work has a significant contribution to make in Communities First areas where young people, as full members of the community, need to be provided with real and sustained opportunities to participate in community development in ways that extend their own nonformal learning.

Youth work seeks to be pro-active in engaging with young people to develop a wide range of skills, attitudes and experiences which will help them in school and in their working and non-working lives. Young people recognise youth work as an efficient and effective preventative factor in providing them with the motivation, skills, confidence and emotional competence to avoid influences which might otherwise attract them.

The voluntary nature of young people's engagement is a core value of youth work in a Youth Service context. However, skilled and qualified youth workers have been increasingly working in settings with young people who are sometimes unable to engage voluntarily.

Extensive experience of youth workers working within schools and Youth Offending services, and a recent pilot project for youth work for young people in custody, demonstrate how much benefit there is for such vulnerable and disadvantaged young people in providing access for them to skilled youth work interventions to help them access their entitlements and support continuity of experience in custody and on release. This approach supports the Assembly Government's strong commitment to inclusion but the nature of this interaction can in some instances cause tension for youth workers and the Youth Service.

The Youth Service will need to decide whether it is sufficiently broad and its agenda sufficiently inclusive to encompass work that has traditionally been outside its value-driven commitment to the voluntary relationship.

The Youth Service operates in two broad areas the (maintained) local authority Youth Service and the voluntary sector Youth Service. The interrelationship between the maintained and voluntary sectors adds a rich common dimension to the provision of youth work with young people. There is a need to acknowledge this dimension whilst addressing the very different ways in which each sector operates.

In the statutory duty to provide or secure comprehensive youth support services, including the Youth Service, the leadership role of the local authority, is set out clearly in the Learning and Skills Act 2000 and the statutory guidance in 2002. The Act also requires the local authority to work with the voluntary sector which has at least five places on the statutory Young People's Partnerships. Local authorities play a key role in helping to create an environment in which communities and voluntary organisations can further develop their work with young people.

2.2 Local Authority Youth Service

All local authorities in Wales maintain a Youth Service, though the structure, extent and quality of the work varies considerably. In some authorities the Youth Service may be managed as part of the education portfolio, whilst in others it may be located as part of the leisure portfolio or the children's services portfolio. For some people the Youth Service is perceived as part of the community safety agenda rather than a constructive non-formal education service for all young people. This means that the support for and commitment to the Youth Service through its non-formal education agenda also varies across Wales. There is also considerable variation in the number of qualified youth workers engaged in direct work with young people.

It is estimated that the workforce of the 22 local authorities Youth Service includes:

- 119 managers
- 350 full-time workers
- 3,200 part-time workers

Part-time workers provide much of the traditional Youth Service provision, but are often disadvantaged by lack of training, planning time, support and resources. Evidence from Estyn inspections of Youth Service and youth support service provision identifies these areas as important negative factors in delivering efficient and effective high quality Youth Service provision.

It has been recognised ¹⁶ that the maintained Youth Service needs to tackle a number of structural challenges to enable it to make its full contribution to youth work in Wales.

These include:

1. Developing an appropriate evidence base for its practice;

 Reviewing the current balance of provision between the categories listed on page 7 to secure the most appropriate use of resources to meet young people's needs and extend the number of young people involved;

¹⁶Audit of the maintained Youth Service in Wales (WYA 2005)

- 3. Enhancing the quality of provision by increasing both the number of full and part-time workers in the maintained Youth Service who hold an appropriate qualification and by ensuring they are properly supported (WYA 2005);
- 4. Increasing the contact time young people experience with nationally qualified full time youth workers and reducing the reliance on part-time workers;
- 5. Ensuring the Youth Service has appropriate management structures in place balanced with the need to focus as many staffing resources as possible on direct contact with young people;
- 6. Improving the recruitment, retention, support and in-service training of youth workers;
- 7. Ensuring consistently high quality in all Youth Service provision and finding appropriate ways to demonstrate the impact of its work.

2.3 Voluntary Sector Youth Service:

The voluntary sector Youth Service includes a wide range of organisations characterised as part of the Youth Service through their commitment to the Youth Work Curriculum Statement for Wales.

The voluntary Youth Service has formally collaborated together since 1947. There are 40 national and local organisations currently affiliated to the Council in Wales for Voluntary Youth Services (CWVYS) the umbrella body for the voluntary Youth Service in Wales. It has been estimated by the Wales Council for Voluntary Action (WCVA) that there are up to 3,000 local voluntary organisations and groups working with young people in the community through non-formal or informal learning opportunities (defined in Annex 2).

The independence and diversity of the sector, the long history of many organisations and the emphasis on culture and community involvement enhance the opportunities for young people and volunteers (both adult and young people) to contribute to the civil society in Wales.

The workforce of the Voluntary Youth Sector in membership of CWVYS has been estimated to include:

- 400 paid workers
- 40,000 volunteers

Many organisations in this sector are run entirely on voluntary effort. They include universal services and organisations providing for young people in specific circumstances. Other organisations are issue-based, involving young people in specific activities which reflect their organisational aims.

In some parts of Wales the voluntary sector Youth Service provides the majority of youth provision for young people. Their work is supported through the wider influence of the unique voluntary sector scheme¹⁷ setting out a real partnership between the Assembly Government and the voluntary sector.

The voluntary sector Youth Service needs to tackle a number of organisational challenges to enable it to make a full contribution to the Youth Service in Wales. These include:

- 1. Developing an appropriate evidence base for its practice;
- 2. Developing the ownership and commitment of voluntary sector organisations to the Youth Service and Extending Entitlement;
- 3. Harnessing and enhancing the diversity of the service to support provision to a wide range of groups through YPPs;
- 4. Enhancing the capacity and ability to monitor and evaluate the work of the voluntary Youth Service to ensure consistently high quality experiences for young people.

Q1 How can we collect and maintain the evidence base we need to develop the Youth Service?

- Q.2 Should the Youth Service in Wales reach out to include young people in formal education, youth offending or custodial situations even if this puts at risk its voluntary relationship with young people?
- Q.3 How can we take best advantage of the rich dimensions provided by the blend of the maintained and voluntary sector, while retaining a common identity?

3. YOUTH WORK IN WALES: HOW IT BENEFITS YOUNG PEOPLE

3.1. The outcomes for young people from involvement in the Youth Service

The impact of the involvement of young people with the Youth Service is the further development of a range of skills essential to modern life, which are often best developed through experience and practical application in community groups, voluntary activities, sports or cultural activity of the sort delivered by an effective Youth Service.

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¹⁷ Voluntary Sector Scheme <u>www.wcva.org.uk</u>

The outcomes for young people through their involvement in such activities are the development of skills including:

- Learning to learn
- · Team building,
- Communication,
- Problem solving,
- · Decision making

The acquisition of these skills enables young people to make best use of their knowledge, aptitude and talents by developing the degree of self-motivation essential for school and for their working and non-working lives. These skills closely reflect the priorities identified by employers in the Future Skills Wales Survey 2003.

There are a number of tools for measurement used by various organisations within the Youth Service, but no universally agreed model which represents appropriately the outcomes from young people's involvement in youth work. The full benefits of youth work interventions may not be apparent for some time after the activity, and in many cases outcomes are not directly attributable to any specific intervention.

Estyn inspection guidance for youth support services¹⁸ includes specific reference to the role of the Youth Service in Extending Entitlement, and to the quality of outcomes for young people who become involved. The Estyn guidance recognises the wider outcomes young people gain from effective Youth Service provision and the range of inspection reports provide valuable evidence of the impact of youth support services and youth work.

The skills and attributes commonly acknowledged from young people's involvement in youth work are also reflected in the domains identified as the basis for Demonstrating Success¹⁹. The voluntary and maintained Youth Service has made a significant contribution to the development of these models which are currently being trialled in a variety of settings.

Demonstrating Success sets out to develop ways to measure the impact of Extending Entitlement and 14-19 Learning Pathways, including the important contribution made by the Youth Service, on young people. It sets out a range of performance indicators which could be used at local authority and national levels to demonstrate the wider impact of Extending Entitlement and 14-19 Learning Pathways. These include qualitative measures which would be subject to national survey to ensure robust evidence of the longer term and cumulative impact of Assembly Government policy for young people.

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¹⁸ Guidance on the Inspection of Youth Support Services (Estyn)

¹⁹ Demonstrating Success (WAG 2006)

Demonstrating Success includes a range of tools which could be used by young people themselves through self assessment or by workers with young people. These tools are based on Emotional Intelligence²⁰ and draw extensively on the domains and concepts underpinning the NYA Getting Connected programme²¹.

Emotional intelligence also aligns with intrapersonal and interpersonal intelligences identified by Howard Gardner as two of a suite of eight multiple intelligences, also including socio-linguistic, mathematical, kinaesthetic, spatial, auditory and naturalist²². Youth work provides opportunities for valuing and developing all these intelligences.

Q.4 In the context of Demonstrating Success and the outcome measures currently being developed by the children and young people reference group to underpin the 7 core aims, what are the planned outcomes for young people as a result of their involvement with the Youth Service?

Q.5 How can Demonstrating Success support other methods currently in use by the Youth Service to measure the outcomes of its work with young people?

3.2. Participation of young people

The Youth Service in Wales is committed to a participative way of working within which young people are encouraged to share responsibility and become equal partners, fundamental to the learning processes and decision making structures which affect their own and other people's lives and environments.

The concept of involving young people has been embedded in Youth Service practice since its earliest beginnings and is one of the central pillars of its Curriculum Statement

It also seeks to empower young people through encouraging and enabling them to understand their rights and responsibilities as responsible citizens of the communities of which they are a part so that they are able to engage with the personal, social and political issues which affect their lives and the lives of others.

This is reinforced by the Welsh Assembly Government commitment to putting into practice the principles of Article 12 of the UN Convention on the Rights of the Child by taking forward children and young people's participation in everything it does directly or can influence and which affects young people's lives.

²⁰ Emotional Intelligence (Goleman 1997, 1998)

²¹ Getting Connected (NYA 2000, 2003)

²² Multiple Intelligence (Gardner 1993, 1999)

What participation means to young people and to the Assembly Government:

"Participation means that it is my right to be involved in making decisions, planning, and reviewing an action that might affect me. Having a voice, having a choice."²³

Representatives from statutory and voluntary Youth Services are part of the Participation Consortium for Children and Young People in Wales, a network of organisations supported by the Assembly Government working together to drive participation forward. The Consortium is working to develop common training modules for a range of workers, common standards, and quality measures for services designed for children and young people²⁴. The training in participative working being developed by the Consortium will be available to support initial training and CPD for voluntary and maintained youth workers.

'Co-management' is a key plank of European youth policy and a theme of the Lisbon declaration. This supports the Youth Work Curriculum Statement on participative practice. The Youth Service offers opportunities for young people to be genuinely involved in decision making, planning, managing and evaluating provision which is designed for them.

The Welsh Assembly Government will be consulting on advisory guidance on local participation strategies. The Youth Service has an important role in contributing its expertise to support good participative practice within and across a broad range of local partners' activities.

Q.6 What does the Youth Service need to do to ensure it leads the way in increasing the involvement of young people in the management, organisation and evaluation of Youth Service provision?

3.3 The Youth Service and 14-19 Learning Pathways

14-19 Learning Pathways sets out to enable all 14-19 learners to experience an individual learning pathway which includes learning experiences in all parts of young people's lives: An individual learning pathway is designed to capture experiences and learning which occur outside formal education as well as planned learning within school, college or training.

²⁴ Working towards a definition (NAW 2004)

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²³ Welsh Assembly Government soundbite on participation (WAG 2006)

A learner's individual learning pathway will include three strands, defined in the 14-19 Learning Pathways Guidance as:

FORMAL	Organised learning opportunities leading to approved qualifications and/or CQFW ²⁵
NON-FORMAL	Organised programmes that may lead to accreditation but typically outside the National Qualifications Framework
INFORMAL	Wider experiences from young people's lives normally
IIII OIIII/IL	without formal recognition

These definitions are specific to 14-19 Learning Pathways, but link clearly to youth work practice. The Youth Service makes a significant contribution to the range of activities and experiences young people have which fall predominantly within the non-formal strands of their learning pathway. The Youth Service provides activities, experiences and opportunities to enable young people to develop the wider skills, attitudes and values to achieve their goals and participate effectively and responsibly in their communities. It also provides opportunities for volunteering for young people.

The Learning Pathways framework also includes a unique blend of support for young people – Learning Coach support, personal support and specialist impartial careers advice.

Of the first cohort of Learning Coaches undertaking the accredited programme, 39% are youth workers who will be building on their existing qualifications, skills and experiences and working with teachers and lecturers, careers advisers and learning assistants to provide specific support for learning and the young person's progress through their learning pathway.

Whilst the Learning Pathways framework and the Learning Coach role have been developed from existing good practice across Wales, the complete package and the specific role are new and provide an exciting professional development opportunity for the range of professions identified. Youth workers will need to make a specific decision that they want to work as Learning Coaches, though they would still be recognised as youth workers first and foremost.

The Youth Service also contributes to the personal support framework for young people, in collaboration with the other organisations in the YPP. Each 14-19 Network and YPP in a local authority area need to work together to secure the most efficient and effective network of personal support for young people in schools and colleges and in the community.

Q.7 What does the Youth Service at national and local level need to do to ensure it can make the most effective contribution to relevant elements of 14-19 Learning Pathways?

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²⁵ Credit and Qualifications Framework for Wales credit achievements (CQFW 2005)

4. RESOURCES CURRENTLY AVAILABLE

The need for a clear statement of purpose and direction is emphasised by the uncertainties faced by many maintained youth services in funding, staffing, equipment and buildings. The issues facing the voluntary sector are equally challenging, with short term grant funding, training for workers, accommodation, and the need for a constant stream of new volunteers. The current situation regarding resources is set out below.

4.1 Funding the Youth Service

The total income of the maintained Youth Service was reported to be at £29.6 million for 2003-04 – almost £20 million from the local authority core budget and £9.6 million from additional funding, including, for example, Cymorth, health, and lottery funding. Staff costs account for 68% of the total expenditure which reinforces the need to ensure the workforce is able to recognise and deliver a programme of activities capable of meeting the needs of young people and the requirements of government.

The Welsh Assembly Government supports the work of a number of National Voluntary Organisations through the allocation of a grant of £730,000 which is bid for a on a three year funding cycle.

The Assembly Government currently makes available a grant of £470,000 each year to support the training and development of youth workers and other professionals working with young people.

4.2 Buildings

It has been recognised²⁶ that much of the building stock owned or used by the maintained Youth Service is in need of repair and renovation²⁷ and that in many instances it is inappropriately located. As a consequence, it does not provide a suitable environment for the delivery of high quality work with young people. The accessibility and suitability of much of the current part-time centre-based provision in providing high quality experiences for the maximum number of young people has been questioned in Estyn inspections of the Youth Service.

Similar issues affect the voluntary sector Youth Service which uses mainly community provision.

There is a need to carry out an audit of current provision, as part of the wider audit of provision for young people being undertaken by YPPs, to identify ways in which the Youth Service can become truly fit-for-purpose and provide appropriately for the maximum number of young people.

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²⁶ New Burdens Group (NAW 2000)

²⁷ Estyn (2000, 2001, 2002)

4.3 Staffing

The most comprehensive information on the numbers and qualified status of the staff of the maintained Youth Service was obtained during the Wales Youth Agency audit of 2003-04 (WYA 2005). The information obtained from this process can be found in the table below. Appropriate systems will need to be put into place to ensure this information is available at local and national level on a regular basis to inform the future development of the Youth Service.

Information regarding the characteristics of those working within the voluntary Youth Service has (because of both its size and scope) been difficult to obtain. In order to identify and support the contribution made by the voluntary sector to the Youth Service in Wales appropriate systems will need to be introduced to ensure this information is also available in the future.

Staffing Levels (This information is taken from the Local Authority Youth Service Audit of 2003/2004)

Otalling Levels			illoii is te		0111 (116	,	, (GCIIC	,,,,, , c	- G G G G G G G G G G G G G G G G G G G	7. 1.00 7 1	aan oi	2000/	_00.,			
Local Authority - 1	Management qualified	Management unqualified	Total FTE Management staff	FT Delivery staff qualified	FT Delivery staff unqualified	Total FT delivery staff	PT Delivery staff qualified	FTE	PT Delivery staff unqualified	FTE	Total PT staff	Total FTE/PT staff	Total delivery staff - Individuals	Total FTE Delivery staff	Management as ratio of delivery (individuals)	FT/PT ratio (individuals)
Blaenau Gwent	4	0	4	9	0	9	14	2.4	18	3	32	5.4	41	14.4	1:10	1:4
Bridgend	13	0	13	26	3	29	45	4.6	179	18.4	224	23	253	52	1:19	1:7
Caerphilly	6	2	1	3	2	5	62	4.4	58	4	120	8.4	125	13.4	1:125	1:24
Cardiff	5	0	5	34	1	35	152	22.2	132	24.2	284	46.4	319	81.4	1:64	1:8
Carmarthenshire	4	1	4.75	1	28	29	36	0	29	0	65	0	94	0	1:20	1:2
Ceredigion	0	1	1	2	2	4	3	1	3	0.5	6	1.5	10	5.5	1:10	1:2
Conwy	5	0	4.85	5	6	11	51	8.1	39	5.4	90	13.5	101	24.5	1:21	1:8
Denbighshire	1	0	1	6	3	9	35	6	15	3	50	9	59	18	1:59	1:6
Flintshire	9	0	9	9	0	9	25	5.5	69	13	94	18.5	103	27.5	1:11	1:10
Gwynedd	3	0	2.8	7	0	7	48	3.6	90	5.7	138	9.3	145	16.3	1:52	1:20
Merthyr	2	0	2	6	5	11	53	0	20	0	73	0	84	0	1:42	1:7
Monmouthshire	2	1	3	12	17	29	15	1.6	17	1.5	32	3.1	61	32.1	1:20	1:1
Neath Port Talbot	7	1	8	18	1	19	82	13.1	81	6.4	163	19.5	182	38.5	1:23	1:9
Newport	3	0	3	22	0	22	53	4.86	20	1.25	73	6.11	95	28.11	1:32	1:3
Pembrokeshire	3	4	7	2	13	15	19	1.1	57	5.6	76	6.7	91	21.7	1:13	1:5
Powys	5	1	5.4	6	10	16	5	1.4	100	15.2	105	16.6	121	32.6	1:22	1:7
RCT	9	5	14	4	49	53	14	0	256	0	270	0	323	0	1:23	1:5
Swansea	7	0	7	5	12	17	54	5.6	74	7.7	128	13.3	145	30.3	1:21	1:8
Torfaen	5	0	5	1	0	1	17	2	65	5	82	7	83	8	1:17	1:82
Vale of Glamorgan	3	0	3	4	5	9	66	6.9	23	3.7	89	10.6	98	19.6	1:33	1:10
Wrexham	5	0	5	22	0	22	65	18.9	38	6.9	103	25.8	125	47.8	1:25	1:5
Ynys Mon	2	0	2	2	0	2	42	4.44	28	2.96	70	7.4	72	9.15	1:36	1:35
Wales Totals	103	16	110.8	206	157	363	956	117.7	1411	133.41	2367	251.1	2730	520.9		

FTE = Full Time Equivalent

4.4 Workforce Development

The Education and Training Standards Advisory Group (Wales)²⁸ has determined that its proposals for a coherent route of training would be contained within the framework described below. This reflects the requirements detailed in the UK wide National Occupational Standards.

Lifelong Learning UK (LLUK) is the sector skills council responsible for the National Occupational Standards for youth work within the wider Community Learning and Development set of Standards. LLUK is currently in the process of revising the Occupational Standards with employers in the field and will be looking at wider workforce development issues facing the UK.

It is recognised²⁹ that there is a need to ensure that 90% of those employed in the local authority Youth Service in Wales should hold a qualification appropriate to their level of responsibility as defined within the framework. Those working within the voluntary Youth Service hold a range of qualifications some of which might be included in the framework.

Coherent Route Minimum Qualification Level	*Revised NQF Level	Appropriate Post Title	National Occupational Standards Key Aspects and Units of Youth Work Reference
Masters Degree	Level 7	Post Graduate Youth Worker JNC Professional Range	A1, B4, C3, D1, D2, E1, E3, E6
B.A. Hons	Level 6	Graduate Youth Worker JNC Professional Range	A1, B4, C3, D1, D2, E1, E3, E6
Undergraduate Dip HE or Foundation Degree	Level 5	Qualified Youth Worker JNC Professional Range	A1, B4, C3, D1, D2, E1, E3, E6
Undergraduate Certificate of Higher Education	Level 4	Professional Trainee	A1, B4, C3, D1, D2, E1, E3, E6
NVQ Level 3 or equivalent	Level 3	Youth and Community Support Worker Second Level	A1, B1, B3, B4, D1, D2, D3, D4 (supervising level one workers)
NVQ Level Two or equivalent	Level 2	Youth and Community Support Worker First Level	A1, B1, B3, B4, D1, D2, D3, D4 (working under limited supervision)
Introduction (Optional) linked to Senior Member Training Programmes	Level 1	Probationary Youth Worker or Senior Member	D4, F3 (working under close supervision)

²⁸ ETS grants professional endorsement of initial training courses leading to qualified youth and community work status

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²⁹ National Standards for the maintained Youth Service (WLGA 2006)

Coherent Route Minimum Qualification Level	*Revised NQF Level	Appropriate Post Title	National Occupational Standards Key Aspects and Units of Youth Work Reference
Induction	Entry Level	Inducted Youth Worker	To local need (working under close supervision)

In addition to developing this framework LLUK has carried out work to determine the priorities for a coherent workforce development strategy which include:

- o defining and estimating the size of the workforce;
- o identifying current capability including strengths and needs;
- o the structure of training;
- o levels of training;
- o relationships between capability and competence;
- o relating training to career histories, roles, responsibilities;
- o modes of training (e.g. course-based, workplace, distance learning, accreditation of prior learning and experience);
- o training provision and the ability of organisations to deliver training;
- o regulation, accreditation, validation;
- o quality assurance;
- o funding;
- the influence of national occupational standards for youth work and emerging core standards across the LLUK sectors;
- o a registration system for workers a 'licence to practice'.

In addition, consideration has been given to the introduction of a nationally recognised Continuing Professional Development (CPD) process. This work has resulted in:

- Recommendations for the initial training of part time workers including levels and minimum standards and transferability issues within Wales and the rest of the UK;
- Recommendations for how training will ensure the highest quality of delivery by youth workers; and
- A description of a clear framework for the development of a CPD process for workers at all levels within the service and how, if required, these will fall in with current HE opportunities.

Q.8 What structure would best provide an effective Youth Service led by professionally qualified workers, supported by well trained and committed part-time and voluntary sector workers and accessible to the maximum number of young people?

Q.9 What actions are needed to improve the recruitment, retention and inservice training of paid and voluntary workers in the maintained and voluntary sectors?

5. WHAT THE MAINTAINED YOUTH SERVICE SAYS IT NEEDS TO DO

The priorities of the Youth Service identified by the local authority Youth Service ³⁰ are focused on three broad areas:

1. Improving educational achievement and quality of life of young people in Wales by supporting:

- youth action and volunteering;
- citizenship, personal, social education and youth empowerment initiatives;
- tackling health and wellbeing issues:
- integrating youth work with schools and colleges broadening and modernising contact with young people;
- provision of activity, challenge and experience;
- accreditation of achievement;
- targeting provision;
- information systems and services for young people;
- international opportunity and mobility.

2. Contributing to human resource development and economic regeneration by:

- securing and supporting bids for European funds for appropriate programmes;
- connecting the Youth Service with the pre- and post-16 learning structure;
- securing the links between non-formal, informal education and positive community development;
- advising local and national government on appropriate social and economic policy;
- gaining increased recognition of the importance of soft skills development in meeting education, training, and employment needs.

3. Modernising services and supporting organisational development and improvement by providing:

- appropriate training and development for staff;
- endorsement and training standards;
- support for high quality assurance development;
- national occupational standards for youth work;
- high quality information and communication services;
- advocacy, promotion and recognition of the contribution of the Youth Service;
- agreed work with local authorities and voluntary organisations.

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³⁰ National Standards for the maintained Youth Service

Q.10 How do these priorities take forward the aspirations for a modern, universal, fit-for-purpose Youth Service, and how do they apply to the voluntary sector?

6. CONCLUSION

Our vision for the Youth Service in Wales is an organisation that builds on the best practice from the maintained and voluntary sectors to provide a network of opportunities, activities and experiences for all young people, developed with their full participation, which contributes to their non-formal learning and enables them to extend their aspirations, enhance their skills and fulfil their potential.

This fits within our commitment to Extending Entitlement, providing youth support services for all young people from 11-25.

We recognise that to achieve this vision, the maintained and voluntary Youth Service will need to review and evaluate current provision, in collaboration with YPPs, to make the most efficient and effective use of available resources and move forward in an appropriately strategic way which ensures equality of opportunity for all young people in Wales.

This consultation is relevant to a wide range of partners as well as the Youth Service. We hope you will take this opportunity to engage as many partners as possible during the consultation period.

The consultation ends on 26/01/2007. Please send your responses to:

John Rose, Head of Branch, Youth Work Delivery, Youth and Adult Learning Opportunities, Welsh Assembly Government, Ground Floor, Tŷ'r Afon, Bedwas Road, Bedwas, Caerphilly, CF83 8WT.

7. PRIORITIES AND OUTLINE ACTION PLAN

PRIORITY	ACTIONS	WHO	TIMESCALE
Priority 1 Establish a clear and inclusive remit for the Youth Service in Wales which sets it in the context of Extending Entitlement and which is owned by the maintained and voluntary Youth Service	Action 1 Develop a national strategy for the Youth Service in Wales	Local authority Youth Service, voluntary sector Youth Service, Young People's Partnerships, Welsh Assembly Government, Welsh Local Government Association	March 2007
Priority 2 Review the structure, leadership, organisation and management of the maintained Youth Service to ensure its maximum commitment to high-quality non-formal learning in all areas of Wales	Action 2 Work with LAs to review the maintained Youth Service and its contribution to their statutory duty to provide, secure or participate in the provision of youth support services	Local Authority Youth Service, Young People's Partnerships, Welsh Assembly Government, Welsh Local Government Association	Autumn 2007
Priority 3 Increase the number of young people from all communities who benefit from Youth Service provision	Action 3 Review the provision of activities to ensure they are exciting, enticing and enjoyable and meet young people's needs – male and female Develop a pro-active marketing strategy involving young people Look at ways to involve more young people from less well represented backgrounds, including black and minority ethnic groups, young people with additional needs and those with disabilities.	Local Authority Youth Service, Voluntary Sector Youth Service, Young People's Partnerships, youth forums, young people, Welsh Local Government Association	From November 2007

Priority 4 Enhance the participation of young people in decision making, organisation and management and evaluation of provision	Action 4 Further develop local and regional models of service management involving young people	Local Authority Youth Service, Voluntary Sector Youth Service, Young People's Partnerships, Participation Consortium, young people, Welsh Assembly Government, Welsh Local Government Association	From November 2007
Priority 5 Work with the voluntary sector to develop ways to enable all constituent organisations to feel part of the Youth Service and part of Extending Entitlement	Action 5 Develop and implement a national strategy for the Youth Service in Wales with specific reference to the contribution of the voluntary sector Work with the voluntary sector to review its contribution to the provision of youth support services	Voluntary Sector Youth Service, Local Authority Youth Service, Young People's Partnerships, Welsh Assembly Government, Welsh Local Government Association	From November 2007
Priority 6 Develop a comprehensive workforce development strategy	Action 6 Set up a Workforce Development group to take forward this work in Wales in collaboration with UK developments	Welsh Assembly Government, Welsh Local Government Association, LLUK, Local Authority Youth Service, Voluntary Sector Youth Service	March 2007

Priority 7 To produce a range of national standards for the Youth Service	 Action 7 Develop a range of national standards including: Curriculum Statement Quality Standards/Quality Assurance systems Monitoring and Evaluation systems Training Strategy Research Strategy Communications Strategy Participation of Young People strategy These would be managed at a national or regional level for delivery at a local level to reflect diversity and particular community priorities 	The maintained and voluntary youth work sectors, the Welsh Assembly Government, Welsh Local Government Association	From November 2007
Priority 8 To contribute to the development of Demonstrating Success which will provide a common language and methodology to demonstrate the impact of youth work on young people's emotional competence.	Action 8 Trial Demonstrating Success models in a range of settings Develop in-service training programmes for workers in each sector	Welsh Assembly Government, Welsh Local Government Association, Young People's Partnerships, 14-19 Networks, Local Authority Youth Service, Voluntary Sector Youth Service	From November 2007

- Q11 What other priorities need to be identified?
- Q12 What other actions need to be implemented?

Annex A

CONTENTS

Foreword

- 1. The Curriculum Statement 2006 (Final Draft)
- 2. The Policy Context
- 3. The Delivery of Youth Work in Wales
- 4. The Purposes and Principles of Youth Work
- 5. Measuring Progress and Assessing Outcomes
- 6. Evolution of the Youth Work Curriculum Statement for Wales
- 7. Glossary
- 8. References

1. THE CURRICULUM STATEMENT

This Statement **IS** intended to:

- establish the main purposes of youth work in Wales;
- inform those outside the service of these purposes;
- provide common understanding of these purposes;
- provide a framework for the development of practice and determining of priorities;
- create a means by which progress towards the achievement of these purposes is measured.

This Statement is **NOT** intended to:

 lead to a single, prescriptive and inflexible curriculum which would restrain diversity or restrict initiative.

2. THE POLICY CONTEXT

The policy context within which the Youth Service operates is described in the National Assembly for Wales' Strategic Plan 'A Plan For Wales 2001', and in 'Children and Young People: a Framework for Partnership', 'The Learning Country', 'The National Basic Skills Strategy for Wales', and 'Better Health Better Wales'. It is these documents that set the principles which drive both 'Extending Entitlement: supporting young people in Wales' and the Green Paper 'Learning is for Everyone'.

Since 'Extending Entitlement', the following documents have influenced Youth Service policy and provision e.g. The Children Act, ESDGC Action Plan, Rights to Action, laith Pawb**

Key areas of 'A Plan for Wales 2001' include:

- the development of a safer and more inclusive society where everyone has the chance to fulfil their potential;
- the promotion of a culture in which diversity is valued and equality of opportunity is a reality;
- a community-led approach to finding local solutions;
- building equality of opportunity into everything we do;

- championing the rights of children and young people in a way that reflects the Assembly's responsibilities in full;
- promoting locally determined partnerships in every local authority area to provide support for children and young people;
- encouraging constructive play, voluntary sector initiatives and out of school activities through the provision of grant support to local partnerships;
- creating comprehensive services for young people offering opportunities, advice and support to help them achieve their aims and aspirations.

The challenge for the Youth Service is to show how it plans to contribute to the emerging priorities and key aspirations of the National Assembly for Wales to support young people through significant changes in their lives and assist them to understand their rights and responsibilities.

3. THE DELIVERY OF YOUTH WORK IN WALES

Youth work in Wales is delivered through a voluntary relationship between young people and youth workers. Youth workers operate within their own organisations and communities and in partnership with others.

The Youth Service is open to all young people within the specified age range 11-25 but gives priority to the 11-19 age group.

The type, mix and priorities of youth work are determined on a local, national and organisational level.

The establishment of appropriate provision should be determined by the needs, wants, interests and aspirations of young people.

Youth work provides or facilitates:

- places and relationships within which young people can enjoy themselves, feel secure, supported and valued, learn to take greater control of their lives, and to recognise and resist the damaging influences which may affect them;
- non-formal, informal and structured educational programmes which challenge both the institutions and young people themselves to enhance their personal, social and political development;
- access to relevant information, advice, guidance and counselling which includes the understanding of their rights and responsibilities.

Youth work is provided through both the voluntary and statutory sectors. It might, for example, include:

- centre-based work;
- detached, outreach and mobile work;
- curriculum specialities like arts and culture, first aid, sport, etc;
- information, advice, guidance and counselling services;
- project work;
- residential work;
- targeted provision for specific groups;
- one to one work;
- partnership working;
- · mechanisms for consulting with young people;
- providing opportunities for volunteering.

4. THE PURPOSES AND PRINCIPLES OF YOUTH WORK

The purposes of youth work in Wales are:

- to promote and actively encourage opportunities for all young people in order that they may fulfil their potential as empowered individuals and as members of groups and communities;
- to support young people through significant changes in their lives and assist them to understand their rights and responsibilities;
- to encourage young people to develop knowledge, understanding, attitudes and values which enables them to make constructive use of their skills, resources and time.

Youth Work is driven by the 'voluntary principle' which recognises that young people have the right to choose whether to engage with youth work provision.

Youth Work through its practice should:

- promote opportunities for all irrespective of race, gender, language, religion, sexual identity, gender, disability, age, religion and class;
- challenge oppression and inequality;
- recognise the importance and value of the Welsh language and the need to promote its use;
- recognise that Wales is a country with a diversity of languages and cultures;
- recognise the importance of sustainable development;

 recognise that citizenship encompasses responsibilities and rights as global as well as local and national citizens.

The Four Pillars of the Curriculum Statement

Youth Work, through its voluntary relationship with young people, offers inclusive opportunities for learning that are:

EDUCATIVE

Enabling young people to gain skills, knowledge, understanding, attitudes and values needed to identify, advocate and pursue their rights and responsibilities as individuals and as members of groups and communities, locally, nationally, and internationally.

EXPRESSIVE

Encouraging and enabling young people to express their emotions and aspirations, through creative, sporting and challenging opportunities which raise an awareness of:

- cultural identity;
- bilingualism and the value of ones own language;
- heritage;
- respect for diversity;
- citizenship and respect for others.

PARTICIPATIVE

Where young people are encouraged to share responsibility and to become equal partners, fundamental to the learning processes and decision making structures which affect their own and other people's lives and environments.

EMPOWERING

Encouraging and enabling young people to understand their rights and responsibilities so that they, as responsible citizens of the communities of which they are a part, are able to engage with the personal, social and political issues which affect their lives and the lives of others.

5. MEASURING PROGRESS AND ASSESSING OUTCOMES

Each youth work provider is expected to establish methods of planning, monitoring and evaluating their provision and the development and progress of the young people with whom they work. Youth Service providers should identify and share good practice whilst at the same time challenging areas of concern and offering appropriate support and training where needed.

The Youth Work Curriculum Statement for Wales can provide the basis for establishing agreed criteria by which the Youth Service can be scrutinised, internally and externally, in order to identify the specific outcomes of youth work delivery. Such criteria should be determined at every level within the context of the provision.

In assessing outcomes providers should have established systems for the planning, monitoring and evaluation of each piece of youth work delivered and be able to identify the positive benefits for young people.

Providers should take account of the Youth Work Strategy of the National Assembly for Wales and the Estyn framework for the inspection of services for young people.

6. EVOLUTION OF THE YOUTH WORK CURRICULUM STATEMENT FOR WALES

The Youth Work Curriculum Statement for Wales was written and approved in 1992 and reviewed and updated in 2001 and 2006.

The 2006 review was managed by the Standing Conference for Youth Work in Wales. The review working group consisted of members of the following organisations:

- The Standing Conference
- The Council for Wales of Voluntary Youth Services (CWVYS)
- Principal Youth Officers Group
- Education and Training Standards Group (ETS)
- The Youth and Community Work Training Agencies
- Estyn

The review process was participative. In keeping with past practice, consultation was widely sought. Comments from individuals, groups and organisations were submitted to the review working group for consideration. Those with an interest in the review process were invited to make comment through direct mailings and through the National Assembly Extending Entitlement web page.

Annex B

http://www.infed.org/archives/e-texts/colley_informal_learning.htm

ANALYSIS OF CONVERSATION

In developing this strategy we set out to stimulate a nation-wide conversation to find out what people want from youth work and the Youth Service. We have over 350 responses, many representing groups of people and networks of organisations.

The responses had many common themes. Universally they were thought provoking and we have taken them into account in identifying the priorities for the future.

These are the main messages form the Youth Service Conversation in September 2006:

What young people want from the Youth Service

- Fun and Interesting activities
- Places to meet
- Developing skills for future life, both in and out of work
- Having support

What Youth Service organisations and workers want for the Youth Service

- Recognition of the Youth Service as a discrete organisation with the same level of organisational identity as, for example, Teaching and Social work
- The need to be properly resourced to carry out a range of complex tasks with young people, the outcomes of which are of value to them in both their working and non-working lives
- Sustainable support that moves away from short term funding or funding which takes the Youth Service away from its non-formal community education responsibility
- Recognition of the way (programme/process) the Youth Service works with young people and measures (outcomes) what it does with young people.
- Recognition of the variety of methods used within the Youth Service to measure the distance travelled by young people

What other interested organisations, including AWYPO, YPPs and Community First Youth Workers want:

- Needs to be clarity about the boundaries of the Youth Service/ Need to define the Youth Service/Needs a definition of what the Youth Service does/ Look at dated perceptions of the Youth Service.
- Need to develop core standards.
- Capacity needs to be increased.
- Youth Service should be mapped into Extending Entitlement /Clear link between the Youth Service and the Extending Entitlement agenda.
- Involvement of young people in management and delivery of activities.
- Training.
- Recognising different requirements (Funding etc) of rural and urban work.
- National Action Plan
- Universal approach
- Resources
- Marketing Strategy
- Responding to local needs

A detailed analysis is taking place to ensure this valuable information continues to influence the process