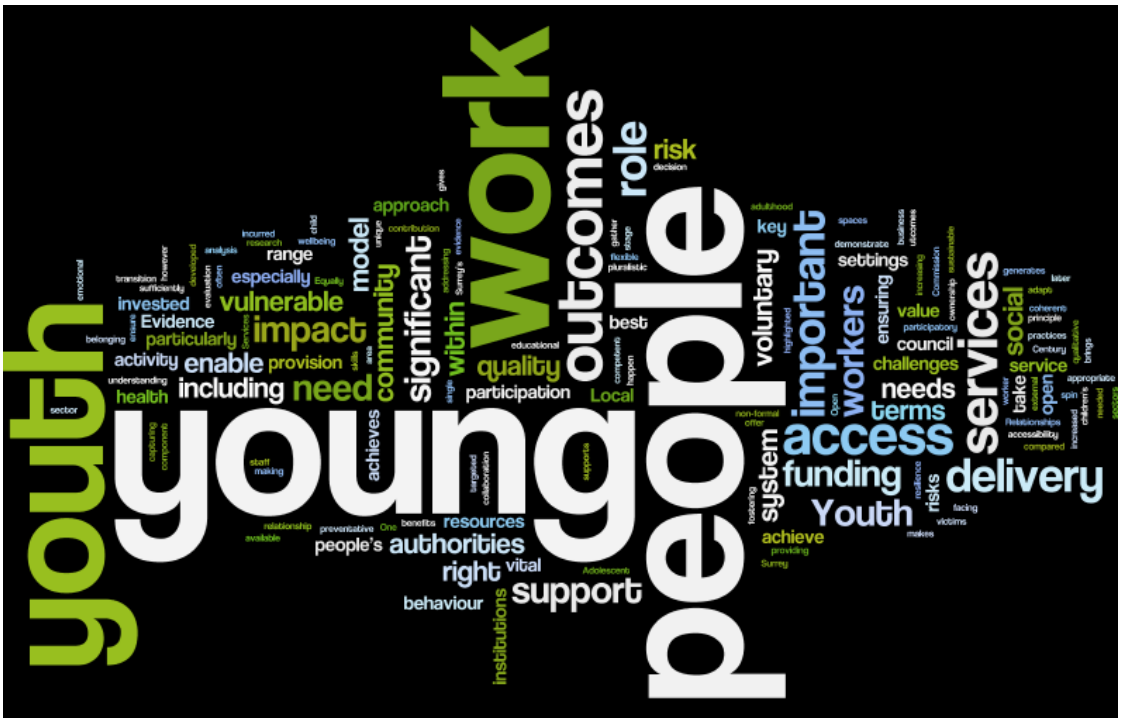
The Youth Work Commission

Final Report

2016



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2. Executive summary

The Youth Work Commission was established at a significant time. Extensive reductions to funding within local government have led to a loss of youth work nationally during a period when young people's transition to adulthood is becoming more complex. The Youth Work Commission examined evidence in order to develop a response to the hypothesis that:

> *Youth work's funding, commissioning and delivery has no place in local government services for children and young people.*

This report draws together the evidence presented to the Commission and the thematic areas discussed with an analysis of the current theoretical and policy framework of youth work. It reflects the group's position on the hypothesis and sets the future direction of youth work in Surrey. In summary, the Youth Work Commission did not find the hypothesis to be proven.

The key findings of the Youth Work Commission are:

- Local authorities have a key role in the funding and commissioning outcomes for young people. Evidence heard by the Youth Work Commission has demonstrated that the delivery of quality youth work underpinned by the principle of voluntary participation makes a significant contribution to the most important outcomes for young people in the 21st Century.

- The key issues and challenges facing young people are: transition to adulthood; healthy relationships including the risk of child sexual exploitation; a growing range of social and educational pressures that impact on mental health and emotional wellbeing; bullying, including online; safety both from external risks and risky behaviour; anti-social behaviour both as victims and perpetrators; community cohesion; and radicalisation. Youth work has a role to play in addressing all of these challenges, particularly by increasing young people's resilience.

- Investment in preventative activity, including youth work, achieves better outcomes for young people and generates significant savings when compared

with the financial costs incurred should young people need to access specialist health or social care services, welfare benefits or enter the criminal justice system at a later stage.

- No organisations have a right to funding for delivery. It is the role of local authorities to ensure that their funding is used to enable young people to access the best quality provision that achieves the right outcomes.
- Local authorities need to take a system leadership role in terms of ensuring that quality provision is invested in to achieve positive outcomes for the most vulnerable young people; that needs are identified and responded to; and in facilitating collaborative and partnership working.
- Open access youth work supports young people's development through non-formal and informal education.
- The unique relationship between youth worker and young person means they often identify problems or risks earlier than other services and can facilitate young people's access to support.
- Young people value youth work. Relationships with peers and youth workers, consistency and fairness are particularly important.
- Partnership and collaboration between the voluntary, community and faith, business and public sectors are crucial in securing a broad, engaging and sustainable youth work offer for young people. Each sector brings vital skills, experiences and resources.
- Quality youth work can happen in a range of different settings. Dedicated safe spaces for young people support improved outcomes through fostering ownership, belonging and a sense of community. Equally, however, youth work delivery in formal institutions e.g. schools, colleges, children's services and Child and Adolescent Mental Health Services (CAMHS), enables young people to take up the opportunities available to them and those institutions to adapt their practices in order to increase accessibility, especially for the most vulnerable young people.

- There is a need to strike a balance between targeting resources towards those who are most in need in a climate of reduced funding, and providing open access activity. This allows for the most at risk young people, as highlighted in Surrey's One in Ten Needs Assessment, to be targeted, whilst also ensuring there is open access for all young people within an ethos of voluntary participation, which prevents services being stigmatised.

- Monitoring and evaluation is important to gather evidence of impact and to gain an understanding of what works and why within youth work. This will support youth workers to improve service delivery. Youth workers in Surrey are keen to demonstrate the impact and value of their work. A coherent approach to measuring outcomes is vital and needs to be invested in. Evidence has shown that a pluralistic approach focusing on participatory research methods, that includes qualitative analysis, is most successful in capturing the impact of youth work.

- Youth work, especially with young people who are deemed to be at greatest risk in terms of safeguarding, is most effective when delivered by experienced, confident and competent youth workers. As with other disciplines that work with vulnerable young people, such as teaching or social work, a professionally qualified workforce gives commissioners and funders confidence in their ability to deliver.

- The appropriate model of delivery for youth work is dependent on the area; there is no single right model. It is important that central services of the council, such as finance, property and HR, are sufficiently flexible to enable a new model to be developed, in particular if this involves spinning out from the Local Authority. An increased role for staff and young people in decision making is important within a commitment to co-production. A youth work service with clarity of purpose and a distinct identity is a significant component of the system needed to enable young people to achieve the best outcomes.

3. Introduction

The Youth Work Commission was formed to consider the following hypothesis:

> *Youth work's funding, commissioning and delivery has no place in local government services for children and young people.*

It brought together: young people; elected members; academics; trade union representatives; representatives from the private and Voluntary, Community and Faith sectors and social enterprise organisations; representatives from government and national youth organisations; and officers from Services for Young People, Public Health and finance teams within Surrey County Council (Surrey County Council: 2015).

To help explore the hypothesis the Commission considered four key questions:

1. What is the role of youth work in addressing the challenges faced by young people in Surrey now and in the future?
2. What are the most appropriate settings for youth work in Surrey in the future?
3. How should we approach measuring and demonstrating the impact of youth work in Surrey?
4. What are the characteristics of a future delivery model for youth work in Surrey?

This report draws together the evidence presented to, and discussion of, the Youth Work Commission in order to reflect the group's position on the hypothesis and to set the future direction of youth work in Surrey. It provides an overview of the contemporary position and policy context of youth work followed by an analysis of the issues by drawing on relevant current literature and research. The document highlights the key findings of the group in order to identify their recommendations about the future of youth work.

The National Context

Nationally youth work has been put under enormous pressure in recent times from significant funding reductions and, arguably, has undergone an identity crisis (Siurala, 2013, p. 105). Questions have been raised, asking whether youth work should offer targeted or open access services and how priorities relating to targeted one-to-one work fit into a role which focuses on social education (Coussee et al, 2013, p. 255). Understandably, this is a complex time for the future of youth work but as pressure builds and the social, economic and political environment changes, in order to engage those children who are the hardest to reach, we need to think of new ways of thinking and new ways of doing' (UNICEF, 2014).

The Surrey Context

Surrey County Council (SCC) has a strategic goal of employability for all young people and commissions outcomes in order to achieve this. Surrey has continued to invest in youth work as part of the current commissioning model supporting the Council's Early Help Strategy. Youth work is currently delivered through the Community Youth Work Service and Local Prevention contracts. Youth workers also operate within the integrated Youth Support Service. Borough and district councils and the thriving voluntary, community and faith sector also deliver youth work and positive activity for young people. Partnership and collaborative working enhances the offer to young people across the county.

4. Contemporary position of youth work

To shape and inform the discussion within this report, an analysis has been undertaken of the discipline of youth work and the qualities of this approach to working with young people that make it unique. This section contains a brief exploration of the current policy context in which it operates and the expected role of the local authority. It also introduces some of the contemporary discussions that are evident within the sector that have framed the debate within the Youth Work Commission i.e. the allocation of resources, evidence and impact, voluntary participation, targeted intervention and the location of youth work in local authorities. This analysis has framed and informed the discussion in the main body of the document.

4: Summary of key themes identified in this section:

- Youth work is a unique approach founded on the principles of voluntary participation, relationships, informal and non-formal learning, inclusion, equality and open access provision.
- Current policy suggests that the role of local authorities in relation to youth work should include local leadership, commissioning and co-ordination and they need to demonstrate that the activity they are funding is reaching young people identified as vulnerable or at risk.
- Public funding should be used to support the minority of young people who do not have access to personal development opportunities or get the support they need from their family, friends, wider community and universal institutions (e.g. schools).
- Youth work makes a clear contribution to the early help agenda, social care and safeguarding. It is the distinct features of youth work based on mutually respectful relationships with young people that enable this role to be successfully achieved.
- The ability of youth workers operating open access provision to identify and engage with young people at risk or who have experienced child sexual exploitation early strengthen the case for investment in youth work.
- There is a tension between the policy direction for targeted intervention, the youth work approach and what works for young people. The deficit approach to the allocation of resources (funding solutions to problems) is at odds with youth work which takes an asset (or strengths) driven approach.
- Evidence seen by the YWC suggests that radical approaches to the re-allocation of local authority funding from specialist intervention to early help activities (i.e. preventative work) could provide opportunities to achieve more with less
- Innovation and a ‘systems thinking’ approach is necessary to ensure that the funding that is available is used efficiently and effectively to achieve the best outcomes and to avoid ‘salami slicing’ to make savings.
- The National Occupational Standards for Youth Work should continue to inform job roles and youth work training and are highly regarded in Europe more widely.

The practice, ethos and values of youth work

The Youth Work Commission adopted the definition of youth work from the National Youth Agency (NYA, 2014):

> Youth work is an educational process that engages with young people in a curriculum built from their lived experience and their personal beliefs and aspirations. This process extends and deepens a young person's understanding of themselves, their community and the world in which they live and supports them to proactively bring about positive changes. The youth worker builds positive relationships with young people based on mutual respect.

This definition clearly outlines the role of youth work in relation to the learning and personal development of young people, social change and the centrality of relationships between young people and youth workers. Youth work is delivered and funded by a range of organisations with a breadth of values and motivations for undertaking this work which shape the conceptions and scope of it (Merton, 2004; Davies, 2013). The language used within the sector varies and it is important to be clear of the meanings of two other terms used within the field, which this report sees as distinct from the professional discipline of youth work: 'work with young people' and 'youth work methods' to help frame the discussion (Davies, 2013b: 55-60):

- 'Work with young people': intentional work directed at with and for young people by adults. This definition includes professions such as teachers and teaching assistants but excludes those who provide a service for young people e.g. lifeguards, librarians. It is used as a technical word for all kinds of work that share similarities but do not have a distinct professional identity. By using this term to describe youth work, it can be argued that professional identity and status of youth workers are diluted.

- 'Youth work methods' relates to the tools and approaches that are used. Using youth work methods in work with young people does not mean that the activity is youth work.

Youth work itself is a distinct approach to working with young people, not just a collection of skills, tools and methods (Davies 2015:100). There are core features that make youth work distinct from other approaches to working with young people: a focus on young people, personal development, voluntary participation and also responsiveness to their interests (Davies, 2010; Dunne et al, 2014:4). In addition, youth work is usually undertaken with peer groups rather than individual young people. The group work approach brings a dimension where young people are given the space to develop an identity as an individual and as a group (Davies, 2015:106-107). These are central features of development during of adolescence.

According to the European Commission (2015: 25-26) youth work should:

1. Be perceived as being attractive, bring added value or joy in life.
2. Respond to the needs, interest and experience of young people as perceived by themselves.
3. Be actively inclusive; reach out to and welcome all groups of young people.
4. Be based on young people's voluntary and active participation, engagement and responsibility.
5. Have a holistic perspective and meet young people as capable individuals and resources.
6. Enhance young people's rights, personal and social development and autonomy.
7. Be designed, delivered and evaluated together with young people.
8. Be based on non-formal and informal learning.
9. Have a visible learning perspective and design its activities in accordance with clear learning objectives that are relevant to the young people participating.

Youth work relationships based on mutual trust and respect are significant to young people and youth workers; it is these that enable youth workers to undertake their work (Mason, 2015: 61). Whilst it might appear from the outside that youth work is

simply about ‘positive activities’, these are the tools that are used to engage young people in the process of non-formal and informal learning[1] (Norris & Pugh, 2015:82).

The Government has recognised National Occupational Standards for youth work, (http://www.nya.org.uk/resource/national-occupational-standards/). These inform job roles and all youth work training, including the higher education professional qualification (JNC) which is validated by the National Youth Agency Education and Training Standards Committee. This model is unique and the UK is a pioneer in this approach. The European Commission has shown considerable interest in this model and the Commonwealth Secretariat is promoting it strongly amongst its members. In reflection of the principles and practice of youth work and the complexity of the work, youth work training combines theory and practice, not just at degree level, and those who train as youth workers bring a unique set of skills which are much more than ‘getting on well with young people’.

The contribution youth work makes to addressing the challenges faced by young people is discussed in the next section of this report. Therefore, at this point, it is sufficient to highlight the range of academics and organisations who say that youth work benefits young people and society (Davies, 2010; Mundy-McPherson et al, 2012: 214; Dunne et al, 2014: 139,140; European Commission, 2014: 8; IDYW, YWC, Session 6). Youth work programmes have been shown to both reduce unwanted behaviours (e.g. anti-social behaviour) and to reinforce positive ones (Jeffs, 2015:81), reduce isolation and improve community cohesion, which enables it to make a contribution to the Prevent agenda (radicalisation).

The policy context

Despite growing in importance and gaining a broader role in other European countries, (European Commission, 2015:7) austerity measures in the UK have led to

[1] Formal learning: learning which takes place within the systems of general education, initial vocational training and higher education.

Non-formal learning: learning which takes place through planned activities (in terms of learning objectives, learning time) where some form of learning support is present

Informal learning: learning resulting from daily activities related to work, family or leisure and is not organised or structured in terms of objectives, time or learning support.

European Commission (2015:14)

a national reduction in youth work (Gould, 2015: 301) There is a view that there is less need for local authorities to deliver youth work, with youth policy focussing on their role instead as one of local leadership, commissioning and co-ordination (Education Committee, 2011; HM Government, 2011; Norris & Pugh, 2015:80, 91).

According to current national youth policy, it is the role of the local authority to act as a commissioner of services which necessitates:

> (...) work with young people and other agencies to:
>
> - assess the needs of their local youth population;
> - consider how aspirational personal and social development programmes, youth work, and youth workers can contribute to delivering their priorities;
> - agree priorities for services and how they can be delivered most effectively and efficiently;
> - determine which services need specific public funding and which can be secured through other routes so that public funding is targeted primarily on young people at risk of poor outcomes;
> - consider which providers are best placed to deliver pubic services, and how to grow the overall role of the voluntary sector; and
> - Publicise the overall local offer of services and involve young people in giving feedback on their quality.
>
> Education Committee (2012:3)

Some commentators suggest that it is evident that the current government's policies indicate a wider aim of removing state involvement in public service in a range of areas and with speed, replacing it with the market place (Davies, 2013a: 6).

Using a commissioning approach within the youth work sector is relatively new and, as such, there is limited evidence regarding the strengths and limitations of this in terms of enabling young people to achieve positive outcomes. Some case studies about commissioning youth work are emerging and highlight learning for the future,

including the importance of transparency and fairness in the decision making process, risks relating to competition for resources and the impact this has on collaboration, and the ability of small, local, organisations to participate in complex and costly procurement processes. Bell et al (2013:94) also highlight that the time taken to write bids for tenders has an impact on the time available for face to face work with young people. Fixed-term arrangements can impact on the consistency of provision for young people and bring the challenge of balancing good practice and youth work processes with an 'impatience' for results (YWC, Session 6).

Whilst good youth work practice should always ensure young people have a central role in decision making, planning, delivery and evaluation, localism creates greater opportunities for communities, including young people, to have a greater role in shaping and delivering local services. It is recognised, however, that the way in which local authorities, and local community stakeholders, view the world and young people will determine what services are delivered and the scope of the work of youth workers. A consequence of this, within a context of youth policy that requires 'sufficient' provision for young people without defining what that means, is an inconsistency in the offer for young people across the UK (Norris & Pugh, 2015: 84).

The NYA Vision for Youth Work to 2020 (2014) alludes to the core youth work values of education, ownership by young people, their involvement in decision making and the provision of both open access and targeted work. Contemporary youth policy, however, has an increased focus of support for young people identified as 'vulnerable', 'at risk' or 'in need'. This focus has led to a reduction of universal activities (Norris & Pugh, 2015:82, 86) and potentially reduces the opportunities for collective and collaborative responses and experiences (Davies, 2013a: 15).

Davies (2013a:16) argues that current policy treats young people as an homogenous group without recognising the impact of a range of factors including race, gender, sexual orientation, ability, socio-economic factors and broader structural issues on young people's development, the opportunities available to them and as a result, their ability to achieve positive outcomes. Norris and Pugh (2011: 89) suggest that the perception of 'youth' as being a time when young people need to be taught, controlled or safeguarded is intrinsic in current policy and that this reduces opportunities for them to develop their skills in self-regulation, independent living and

their sense of autonomy and agency. When young people are labelled as being at risk and 'needing intervention' it can lead to a change in power balance and a move away from the voluntary participation associated with youth work towards compulsion. This is at odds with the approach taken by other European countries based on the perspective of young people as assets (Dunne et al 2014:71).

The planned reduction of 56% in the allocation of government grants to local authorities during the coming parliament (The Guardian: 2015) means that difficult decisions need to be made about how funding should be spent to have the greatest impact on the young people who have been identified as the most vulnerable. To date, services that have a statutory underpinning have been prioritised and as a result youth work, especially open access provision, has been hit particularly hard:

> (...) defending this kind of provision against the onslaught of austerity seems to have failed.
>
> Norris and Pugh 2015:86

Furthermore, innovation and a 'systems thinking' approach is necessary to ensure that the funding that is available is used efficiently and effectively and to avoid a 'salami slicing' approach to making savings. As a result of this approach, Surrey County Council has to date been able to continue to commission, fund and deliver quality open-access youth work that has led to positive outcomes for young people.

Value for money and demonstrating the impact of the funded interventions on the outcomes achieved by young people is of utmost importance in the current context (YWC, Session 6). It costs less to undertake preventative work than delivering services to address issues once they occur (Norris & Pugh, 2015). Therefore, radical approaches to the re-allocation of local authority funding from specialist intervention to early help activities (i.e. preventative work) could provide an opportunity to achieve more with less.

Although it is a challenge to do a financial costing of the impact of inadequate support for young people and the savings that would be made as a result of investing in preventative work (McGhee, 2015), Chowdry and Oppenheim (2015:4) have estimated that nearly £17.4 billion is spent per year in England and Wales to address issues that affect children and young people including mental health, unemployment

and youth crime. Whilst some of this spend is appropriate to ensure that children and young people are safeguarded and have access to the health services they need, it is clear that it is preferable for both financial and children and young people's wellbeing to prevent them from experiencing such difficulties in the first place. Furthermore, Gould (2015:304) has identified that the range of return on investment is between £1.37 per £1 spent to £9.20 depending on the type of intervention.

As discussed later in this report, it can be a challenge to evidence the impact of an educational discipline which leads to personal development as opposed to academic learning that can be assessed through examination. However, by being clear about the intended outcomes of youth work and embedding monitoring and evaluation processes into the design of the project/ programme it is possible to identify young people's learning and progress.

Current debates within the youth work sector

In the contemporary political and socio-economic context, youth workers and youth work services are faced with the dichotomy of meeting targeted, intervention based policy agendas and 'maintaining the core principles that form the foundation of youth work' (Dunne et al, 2014:7). According to the European Commission (2015:7) the combination of an increasing demand for youth work activities as the value of the approach begins to be recognised by other sectors, the growing expectations of youth work to deliver successful outcomes and the importance of evidencing that success means that organisations providing youth work have to find a balance between:

- Meeting the priorities set out in policies and funding mechanisms with an increasing trend for youth work practice to be more target-group based, address specific issues and be intervention based;
- Responding to individual needs and interests of young people;
- Maintaining the core principles that form the foundation of youth work practice, which, as described below, bring a number of benefits to young people.

Voluntary participation, open access provision and meeting young people at their starting point are fundamental principles that contribute to the uniqueness of youth work amongst other professions that work with young people. The Education Select Committee (2011:9) recognised the importance of all young people having access to personal and social development opportunities, participating in education and training and having opportunities to be active members of their community and they recognised the contribution that good quality open access youth work makes. They highlighted, however, that public funding should be used to support the minority of young people who do not have access to such opportunities or get the support they need from their family, friends, wider community and universal institutions (e.g. schools) and as a result would benefit from early intervention to prevent under-achievement in education, unsuccessful transition into employment and/ or involvement in risky or 'undesirable' behaviours. This deficit and targeted approach which is based on 'deeply embedded ways of understanding young people' (Davies 2013a: 16) is problematic from the perspective of the professional discipline of youth work, which builds upon an assets based approach. It has the potential to stigmatise services and those who are referred to and/ or access them. This could perhaps be seen to be indicative of the governmental perspective of what belongs in the private and public spheres i.e. what the state should and should not be involved in. The view expressed by In Defence of Youth Work suggested that this indicated a governmental agenda to roll back the state (YWC, Session 6).

Many commentators distinguish between universal (available to all young people) and, targeted youth work (aimed at specific groups or individuals) and question if it is possible to hold the principle of voluntary participation if young people are referred to youth work services or incentives are used to encourage their engagement (Davies, 2010; Dunne et al, 2014:5). Some youth workers, however, have said that there are benefits to working with young people who would not usually choose to participate in youth work activities Davies (2010: 17). In such contexts, voluntary participation is situated in the young person's ability to choose not to engage. The ability to choose is likely to be restricted where there are consequences for the young person if they opt out, for example if they have been referred as a part of a youth justice intervention.

Norris & Pugh (2015:88, 89) noted that there is some resistance to the concept of targeted work but argue that this is the approach that youth workers would take as par for the course with the profession's underlying commitment to social justice and tackling inequalities i.e. ensuring that young people who are considered to be most 'disadvantaged' have access to services. Therefore, it could be argued that this is an ethical approach when resources are limited. Spence (2004: 262-263) takes a pragmatic view to this issue and suggests that the concepts of targeted and universal (open access) do not have to be mutually exclusive:

> Limited resources mean that youth work is in practice a targeted service, but such targets are self-defined. The ideal of universalism remains central to practice. This principle expresses the informal, social, educational approach based on voluntary participation. Through a process of dialogue and social engagement, youth work programmes are designed to encourage association, friendship and cooperation between young people who choose to participate.

This is the approach adopted in Surrey where open access youth work and voluntary participation are core features of the Community Youth Work Service and the youth work elements delivered through the neighbourhood Local Prevention commission, which are located within the Early Help strand of Services for Young People. Youth workers also play an important role within the Youth Support Service (Surrey's integrated youth support service). Open access youth provision addresses the needs of young people identified by the One in Ten Needs Assessment (2014) as at risk of not achieving positive outcomes by being the located within the geographical areas highlighted as those that would benefit most from services. It provides both group work opportunities and one-to-one support. This combined approach reflects the Government's view that:

> (...) open access services such as youth clubs and youth centres can be non-stigmatising settings in which to identify and engage young people who need more intensive or specialist support, and an important means of integrating such young people into mainstream activities (...). The Government is aware of recent evidence that services for vulnerable young people which include a

> mix of open access and targeted services were the ones most appreciated by young people and their families or carers
>
> Education Committee, 2011: 10

Another debate alluded to above is related to the main function of youth work in the current policy context: is it education, is it social care or is it possible to for it to be both?

The significant contribution youth work makes to Early Help, safeguarding and enabling young people to access other services is explored later in this report (see page 29). The recent child sexual exploitation (CSE) cases in Rotherham highlighted that the position of youth workers in the system and how they worked ensured that young people had relationships with adults who were able to recognise the issues and advocate on their behalf (Jay, 2014).

There is a role for youth work in integrated services, especially when working with young people who are seen as vulnerable or at risk. It is recognised, however, that confusion regarding boundaries (voluntary participation, incentives, and 'compulsory programmes') are deeper within integrated services (Davies 2010: 17). Whilst some integrated youth support services have kept the ethos of youth work, there is not a common understanding amongst different professionals of what success looks like or an ability to identify what youth work means in that context, especially in terms of developmental educational provision. Research has shown that the dominant practice model in such services is most likely to be social care (Davies, 2010: 18-19). It is significant to note, that once the 'Risky Business' project (that had been well regarded by young people in Rotherham) was integrated in the multi-agency team, it lost its ability to work in the same way and to connect with victims and potential victims in the community (Cowan, 2014: 2). Ofsted reports have also recognised that the contribution youth work makes to the personal development of young people has been marginalised within the priorities of targeted support (Davies, 2010:11). This is an important consideration as increasingly local authorities, who recognise the difference youth work can make, are locating youth workers within multi-disciplinary teams or integrated youth support services (Davies, 2013a:6)

Whilst youth work makes a clear contribution to safeguarding and other social care agendas, this model can be difficult when the core ethos of youth work is about informal and non-formal learning, voluntary participation, equality, inclusion, enabling and empowering young people to be autonomous and to use their agency.

5. Exploration of the four key questions

This section examines the evidence presented to the Youth Work Commission and the discussion held in relation to the four key questions, including a summary of key points related to the hypothesis.

5.1 What is the role of youth work in addressing the challenges faced by young people in Surrey now and in the future?

In order to respond to the question, this part of the report identifies the needs of young people in Surrey and the challenges they face, contextualised in a broader discussion on 'youth' as a period of transition and the opportunities for significant development that it presents. It then unpacks the role of youth work in addressing these challenges. The key points and conclusions arising from this section are noted in the box overleaf.

5.1: Summary of key conclusions in relation to the hypothesis

The key issues and challenges identified by the Commission that are experienced by young people include:

- Emotional wellbeing and mental health
- Discrimination
- Pressures relating to education, exams and future careers
- Transport
- Not having the skills needed to gain and maintain employment
- Housing

Some specific groups of young people have been identified as experiencing barriers to achieving positive outcomes. The barriers are often related to structural/ system issues:

- Young people who have Special Educational Needs and Disabilities
- Young people who are Looked After Children, are on child protection plans or are Children in Need
- Young people who are Lesbian, Gay, Bisexual, Transgender or are questioning their sexuality and/or gender identity
- Young people who are experiencing homelessness
- Young people who are living in poverty
- Young people who are assumed to be fine because they live in affluent areas or whose parent(s)/ carer(s) have a good job
- Young people who are Not in Education, Employment or Training (NEET)
- Young people who have parents/ carers who have mental health issues or misuse substances
- Young carers

The role of youth work in addressing these issues includes:

- Building trusting relationships with young people that facilitate opportunities for them to participate in learning that leads to personal development and independent living.
- Enabling young people to gain skills in working with others, communication, decision making and problem solving.
- Providing access to information and the opportunities to develop confidence and self esteem so that they are able to make informed choices.
- Working with partners and young people to create environments where young people are listened to and empowering them to share their views about the issues that affect them in order to create structural/ system change.
- Providing targeted opportunities for specific groups of young people to enable them to recognise and over-come barriers and to develop and work towards achieving their aspirations.
- The youth work process is specifically designed to meet developmental needs of young people during their transition to adulthood.
- Universal youth work plays a key role in identifying young people at risk of negative outcomes early.
- Taking all of the evidence into account, youth work has been shown to fulfil an important role in enabling local authorities to achieve their desired outcomes for the most vulnerable young people.

The challenges faced by young people

'Youth' is a time of progressive development distinct from childhood and adulthood (Dunne et al, 2014:53). It is more than transition or a passing phase; it is a lived period of time through which youth work can ensure young people's wellbeing is ensured (Spence, 2004: 262, Davies, 2013: 16; National Youth Agency, 2014; IDYW, YWC, Session 6). It can be seen now that 'youth' is a longer period of time than it has been previously thought as children experience the onset of puberty and access broader information and experiences at a younger age whilst the entrance point to adulthood has been delayed, resulting in more complex transitions between the life stages (Williamson, 2008: 2, Dunne et al 2014:71). A relatively recent body of work has shown that brain development continues throughout adolescence and into early adulthood with the frontal cortex (the site responsible for reasoning and 'thinking things through') developing latest. This means that this developmental period where the brain has greater plasticity gives a significant opportunity for learning and development. Furthermore, research has identified that people in their 20s are continuing to develop their identity in a way that has, perhaps, previously been more typically associated with the teenage years (Arnett, 2004).

In addition, raising the participation age in education for young people to 18, increasing numbers of people participating in higher education and broader economic factors, including the cost of living, fair wages for young people, welfare reform and access to housing, can be seen as contributing factors for the delay in young people gaining independence from their families (Gould, 2015; Unison, 2014). Increasingly it is being recognised that the current system of services does not appreciate the distinctive nature of 'youth' (YWC, Session 6). As a result, young people are expected to engage with services that are designed either for children or adults that do not take into account the needs specifically linked to this stage of development. In addition, some of the services that were once available for young people are no longer there:

> Since 2012 more than 41,000 youth service places have been cut, 35,000 hours of outreach work by youth workers have been removed and 350 youth centres have been closed. Since 2010, spending on youth services has gone down by £259 million. Gould, 2015: 301.

Fairness is a key concept for young people and they do not think that the current situation is fair (Gould, 2015). Gould's (2015: 111- 122) research has identified further issues that are significant for young people:

- Relationships are important
- A place in the community and belonging
- Young people feel powerless
- Limited access to financial resources (these mainly lie with older people)
- Class is a determinant of educational and employment outcomes and the likelihood of someone taking part in democratic processes e.g. voting

She cites in particular feelings of isolation and distance from other generations that have been perpetuated by fear, misunderstanding and misrepresentation (Gould 2015: 119). Furthermore, the Commission identified with an overall sense that society is not reaching/ engaging young people (YWC, Session 6).

Commentators have identified how vulnerable young people have been affected by austerity measures in two ways. Changes to welfare benefits including reductions in housing benefits for young people and the removal of the Independent Living Fund, coupled with reductions to the services that would have been there to support them through challenges, have disadvantaged many (Gould 2015; McGhee, 2015; Unison, 2014). In work that followed the riots in 2011, young people cited cuts to youth provision, a sense of hopelessness, confidence in policing and a lack of opportunities along with a desire to own 'high status' items as key issues for them (NYA, 2012; Norris & Pugh, 2015).

Young people in Surrey shared their perspectives on the issues and challenges they experience with the Commission. A consistent theme that emerged was feelings of pressure. In particular they described the impact of pressures relating to:

- Education, assessment and academic achievement
- The need to know what career they would like to pursue
- Pressures from schools and social media for them to go to university

- Financial worries including the prospect of debt should they attend university and income inequality
- The expectation that they should conform to gender expectations (for both young men and young women)
- Body image, appearance and fitting in

Other issues the young people identified were:

- Social media (this was recognised as being useful in terms of accessing information and support and maintaining contact with friends, but also can have a negative impact on wellbeing)
- Bullying
- Mental health and emotional wellbeing (including anxiety about the future and depression)
- Discrimination

Youth workers from the Community Youth Work Service who gave evidence to the Commission cited a range of issues experienced by the young people they have worked with. In addition to those listed above, they mentioned: teenage pregnancy; poverty; safeguarding issues; young people finding it difficult to trust adults; the specific needs of young disabled people; anti-social behaviour and crime (young people as victims as well as those participating); emotional wellbeing (anger was mentioned specifically); drug and alcohol use; difficult family relationships; school exclusion and struggles within formal education; healthy and unhealthy intimate relationships (including the risk of child sexual exploitation); and unsuitable and/or overcrowded housing.

The One in Ten Needs Assessment (SCC, 2014) undertaken to inform the current commissioning model of Services for Young People captured many of the challenges presented to the group. The key findings from the assessment were:

- *There are individual young people in Surrey who face multiple and complex barriers to participation and are at risk of becoming NEET; there are families that have a number of support needs; and there are neighbourhoods where young people are more likely to experience a range of negative outcomes*

- *A range of negative experiences before and during teenage years can have a big impact on young people's outcomes later in life, particularly when these are not swiftly and effectively responded to*
- *The number of young people with Special Educational Needs and Disabilities (SEND) is increasing, as is the complexity of need within this group*
- *Young people who are looked after, on child protection plans and children in need are more likely to experience a range of negative outcomes than many of their peers*
- *There are growing unmet emotional and mental health needs amongst young people, which limit their ability to participate*
- *Young people face practical, physical barriers to participation that stop them from participating, in particular transport, lack of income and homelessness*
- *Some vulnerable young people choose to hide their particular needs and circumstances for fear of discrimination, alienation or bullying, whilst others may not see themselves as facing barriers to participation*
- *Young people need to develop the skills and experience that meet the needs of local employers and make them ready for work*
- *Young people are all different and need to access information, advice and guidance in a way that is right for them, so that they can make informed choices about their future participation*

Additionally, a gap in the skills that young people have and those that are needed in the workplace (e.g. communication, interpersonal and team work skills, decision making, time and self- management) has been identified which will impact on businesses, individuals and society with a loss of production estimated at £8.4million per year by 2020. Development Economics (2015:4) 'estimate over half a million (...) workers will be significantly held back by soft skills deficits by 2020'.

It is important to examine and understand both the individual factors and structural and systemic issues that contribute to the issues and challenges experienced by young people in order to be able to design an appropriate response.

What role can youth work play in addressing these issues and should local authorities fund, commission and deliver it?

Evidence heard by the Commission suggests that youth work has a unique role to play in addressing the issues outlined above through both preventative, open access work and targeted intervention. The discipline is growing in importance across Europe and the Commonwealth, as it is widely acknowledged that it can play an important role in young people's development and support their increasingly complex transitions (Dunne et al, 2014:71; http://thecommonwealth.org/youth-work). As a result of the ethos of voluntary participation and open access approach, it has been shown that youth workers are often able to engage with young people more successfully that other professionals (McGhee, 2015). This view was shared within the Rotherham report which noted that youth work was:

> ... one of the key elements in reaching out to children who are sexually exploited or being groomed, and this needs to be done in ways that young people will engage with and trust. Every effort should be made to increase this capacity
>
> Jay, 2014

The relationships between young people and youth workers have an important function within the youth work process. Unison (2014:3) notes that:

> By building up relationships of trust and support with young people, working in their communities, helping them make their own decisions about their own lives, and developing their confidence and resilience, youth workers play invaluable roles in supporting young people.

Positive for Youth (HM Government, 2011:70) states that:

> The evidence shows that good quality open access youth clubs that provide structured activities (whether run by local authorities or local communities)

> can be highly effective in meeting priority needs, particularly where these are located in areas where disadvantaged young people are concentrated.

Young people who are experiencing a range of challenges and, as a result, greater vulnerabilities, are more likely to be attracted to less-structured youth provision. As a result, it is important that youth work is undertaken by highly skilled and experienced practitioners who are able to understand the issues and develop a programme that meets the needs of young people, hooking them in to more targeted and/ or issue based work (Feinstein et al 2007). The role of open access youth work, therefore, is largely to be the doorway into more intensive work. Furthermore, Norris and Pugh (2015: 86) highlight the important contribution that open access youth work makes to the Early Help agenda:

> Youth workers are convinced of the role 'universal' provision plays in picking up young people just below the radar of statutory services and quietly putting them back on the right track without the need for costly statutory intervention.

Youth workers are also able to provide bespoke targeted one to one and/ or group work programmes that develop young people's strengths and increase protective factors as part of an early help intervention designed to reduce the need to access specialist services or as part of a step-down from such provision. Where young people do need to access statutory services, such as CAMHS or Children's Services, youth workers are able to work alongside colleagues to support young people to engage. A member of the Commission stated that:

> Youth workers bring a range of skills to needy young people. I was involved in two situations in the past week where this was brought to light. Although a social worker was thought to be the best option, the young person wanted their youth worker. This shows that we need to learn how to work together as a team. Care leavers want to learn day-to-day skills; social workers may not have the time or resources to teach them these. The future is about recognising the range of skills needed and bringing them together to achieve good outcomes for young people. Lots of places can come together for this.
>
> YWC, Session 6

This perspective has been corroborated in a recent good practice case study from Ofsted (2015) which identified that having youth workers based in social work teams is improving the engagement of young people and having a positive impact on their outcomes.

Further to this, evidence explored by the Commission suggests youth work has a key role to play in safeguarding young people. The importance of the role of youth workers and their relationships with young people was emphasised in the analysis of the significant child sexual exploitation case in Rotherham:

> One of the few groups who emerge from this report unscathed are local youth workers who alerted the police and council to the exploitation they were witnessing, albeit to find their claims dismissed as exaggeration.
>
> Youth workers know young people in their area, and often have a better understanding of their backgrounds than council agencies. In Rotherham, local youth workers were well regarded by the young victims of abuse and their knowledge and greater understanding of child sexual exploitation meant they recognised abusive patterns of behaviour which were dismissed as 'lifestyle choice' by other agencies. They also worked well with the police, providing effective liaison with other teams. Alexis Jay's report recommends resourcing youth workers' 'open access and outreach work' with victims of CSE.
>
> Blacke, 2014

Given that youth workers are able to develop positive relationships with young people, especially those who would often choose not to access other provision (including school), and youth work is an educational process, it is able to make a significant contribution to young people's personal development, equipping them with the skills, knowledge, confidence and attributes that will allow them to develop and achieve their aspirations (Davies, 2015: 111). In particular,

> (...) the learning that takes place in youth work settings has the ability to improve both social well-being and employability. The transversal skills that

> are increasingly needed for personal, civic and professional routes from youth to adulthood can be achieved through youth work.
>
> European Commission (2014: 43)

Youth workers are able to re-engage young people with formal learning (European Commission, 2015:15) and are skilled at 'scaffolding learning' without removing the control of the project, activity or process from young people, therefore ensuring that they have agency in their own learning (Hansen & Crawford, 2011:77). This is particularly important for young people who have found formal educational settings difficult or the current curriculum to be inaccessible. In particular evidence has shown that involvement in youth work can enhance young people's academic achievement and increase the likelihood that young people are able to participate in education through improved non-cognitive ability, reduced absences and periods of exclusion (Dunne, 2014: 143; Bovaird & Loeffler (2014: 33). The Government highlighted the impact youth work can have on young people's development within their work on the *myplace* initiative:

> Involvement in youth work and organised out-of-school activities which are voluntary and characterised by structure, adult-supervision and an emphasis on skill-building, benefit significant numbers of young people. In particular, young people have been shown to gain specialist knowledge and skills, self-control and confidence and the opportunity to make a contribution to the well being of others through their participation and engagement.
> (https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/181645/MYPLACE-FIN-REP.pdf)

Their relationships with young people and the holistic educational processes used place youth workers in an ideal position to undertake health improvement work. They do this by raising awareness of health issues and enabling young people to make informed choices about healthy lifestyles, sexual health, substance use, diet and nutrition (Dunne et al 2014: 61). Youth workers are also in a position where they can make a significant contribution to the development of young people's resilience and emotional wellbeing, therefore improving their mental health and limiting their risk taking behaviours (NYA, 2015). Public Health in Surrey recognises the value that

collaboration with Services for Young People has for their work in improving health outcomes for young people (YWC, Session 6).

The case studies presented to the Commission clearly identified the contribution youth work has made to young people who have participated in the projects and programmes delivered by the local authority in Surrey. As a result of their involvement in youth work, the young people achieved a range of positive outcomes including: less involvement with the police; improved attendance and achievement at school/ college; reduced substance use; increased self-esteem and ability to manage their emotions; the realisation that they can trust adults and build relationships with others; improved social and soft skills and social networks and secured employment. Through their intervention, young people who may have been missed by other services did not slip through the net.

One of the young people who presented to the Commission said:

> I think that youth work can have a big impact. Using myself as an example, I come from an area with a relatively high income, but I have had numerous problems which largely go under the radar, particularly at school. I think youth work is something that has helped me get around those problems and I think that if youth work was increased it would help solve the problems that other people have like depression, self harm, other things like confidence (...) I think youth work by its nature is good at addressing those things.
>
> YWC, Session 1.

Many of the issues experienced by young people can be directly addressed through quality youth work. Others, however, stem from structural/ systemic issues that can only be addressed through partnership work with a range of people including: local communities; families; providers of services for young people (local authority and the Voluntary, Community and Faith Sector); elected members; the police; decision makers; and, of course, young people. Youth workers have a role to play in influencing the wider system through advocacy for young people, creating opportunities for and empowering them to share their views, involving them in decision making and sharing their understanding of the issues with partners. As described in the next section of this report, it is also possible for youth workers to

change the setting and approach used for delivery to promote inclusion and overcome some of the barriers young people experience when trying to access services, especially in relation to transport.

As the Commission was reminded by the Cabinet Office (Benstead, YWC, Session 6), youth work is not the only approach that benefits young people. A youth work approach will not suit everyone, as a result of personal preference, learning styles and interests. A multi-disciplinary approach which offers a range of opportunities for young people is necessary to ensure that they have what they need when they need it. However, as illustrated, youth work has a specific function within the broader system of services and a unique contribution to make by working in collaboration with young people.

Given the statutory responsibilities of local authorities in relation to many of the issues and challenges experienced by young people it is vital that appropriate resources are invested in approaches that respond to these, including both open access and targeted youth work.

5.2 What are the most appropriate settings for youth work in Surrey in the future?

Youth work can be delivered in a variety of settings ranging from youth centres to formal institutions such as schools, CAMHS, hospitals (Hilton et al, 2004) and children's services. Youth workers enable young people to engage more effectively in services, to take up the opportunities that these offer and also equip services with new techniques that make their practice more accessible. This section focuses on these different settings for youth work delivery and, in particular, seeks to identify the characteristics of a space that make it conducive to engaging young people in learning opportunities. The key conclusions are listed in the box below.

5.2: Summary of key conclusions in relation to the hypothesis

- Youth work can be delivered in a range of settings; different types of provision will be appropriate for different communities.
- Local authorities are the custodians of many youth work spaces and, therefore, have a role to ensure that they are maintained well and used effectively to meet the needs of young people.
- Investing in dedicated spaces for young people is important because they give young people a sense of ownership, stability, permanence and consistency, encourages creativity and becomes a valuable asset to the community.
- A youth centre is a tool to enable youth work to happen. Without qualified and high calibre staff, a non-judgemental approach and responsiveness to young people's interests and needs, good quality outcomes will not be achieved.
- The delivery of youth work in a school setting brings opportunities for young people and youth workers, but concerns were raised about the accessibility of such provision for young people who have not had a positive experience of formal education.
- The most important characteristics of the settings for youth work include accessibility, good transport links, comfort, safety, being located in the right places (those that need the provision the most), consistency and continuity and a space for emotional support.
- Further exploration is needed to determine the effectiveness of using the internet and social media within youth work.

Dunne et al (2014: 63- 64) identify the main spaces for youth work delivery as:

- Youth clubs/ positive activity provision: ‘drop ins’- evenings, weekends, school holidays- needs and interest led curriculum, relationship building, feeding into other provision/ programmes/ projects

- Youth work providing additional/ specialist support in other institutions e.g. schools, colleges, hospitals- youth workers are able to help young people to make better use of the services on offer and also influence the services to become more accessible/ usable by young people

- Street work (including detached and outreach work, home visits and mobile provision): youth workers meet young people where they socialise or spend their time outside of formal settings e.g. in parks or outside the local shops. The aim of this work is to target specific groups/ locations that have been identified as having particular needs or experiencing specific issues to either recruit them into other provision (outreach, home visits) or to work with them in-situ through youth work processes (detached/ mobile provision).

- One stop shops: a range of providers co-locate so that young people can access practical support, information, advice or guidance in one place when they need it.

In addition, evidence heard by the YWC highlighted young people’s increasing use of social media and other online platforms. Whist it is recognised that social media and other online platforms can have a role in delivery, providing information, advice, guidance and learning opportunities for young people, further exploration is needed about how this can support youth work delivery.

Discussion within the Youth Work Commission focused more on the characteristics that are desirable for youth work settings than the role of youth workers in other institutions. It primarily explored settings commonly associated with the discipline including physical spaces such as youth centres and street based work. Youth work in schools and work with young people online through social media were also discussed and these will be reflected here.

The YWC heard from young people and youth workers who have been involved in a range of provision, including youth work in youth centres, in schools and detached work. Some questioned the currency of youth centres and their appeal to young people and highlighted cases of heavily funded and 'state of the art' youth centres that fail to attract their target audience (Jeffs, 2015: 78). Young people and youth workers who gave evidence to the Youth Work Commission and wider research have highlighted, however, the continued need for space for young people to call their own, where they can learn about themselves and other people, and develop knowledge and skills. There was also a recognition that different types of provision will work better in different communities.

The consensus from presenters was that a physical building dedicated to young people gives them a sense of ownership, stability, permanence and consistency, encourages their creativity and becomes a valuable asset to the community. Investment in buildings for young people communicates that they are valued. The young people observed that whilst it is not necessary to have lots of resources to deliver youth work, youth centres provide the setting for 'great youth work to take place' (YWC, Session 4).

Additionally, street work (including detached, outreach and mobile provision) is a useful way of engaging young people who would not choose to access other services or youth provision. It involves meeting young people in their own territory. The three approaches listed have different aims (see glossary of terms) but all rely on youth workers to be especially resourceful, as the only things they have with them are those that they can carry. The underlying ethos, principles and values of the approach are the same as other youth work and can be particularly useful in identifying young people who may experience a range of vulnerabilities, including those who are not in education, employment or training (Spence, 2004: 264).

Street work happens in young people's space and therefore places them and youth workers on more of an equal footing than within a building where there are rules of the establishment. Such projects or teams are often located in the areas that have the greatest level of need. In rural communities and places without physical buildings, it can increase the accessibility of youth work. One of the advantages of

this approach is that it is has no geographical ties and therefore can respond very quickly should issues arise in other locations. However, this approach requires a significant investment, especially in relation to time, as it can take longer to engage with young people and to build the instrumental relationship with them, which facilitates personal development and learning through youth work activity than it does through building based approaches. Some local anecdotal evidence in Surrey suggests that young people are meeting in groups on the street less which means that a structured approach is needed to for this methodology to be successful, for example having a regular place and time where the young people will know to expect the team or informing young people in advance using social media.

Moreover, the Youth Work Commission contemplated the effectiveness of using schools as a site for youth work. Whilst the youth workers who presented could see benefits and opportunities for delivery in schools, such as the chance to develop relationships with a broader range of young people, and increase the knowledge and skills of more young people through the delivery of PSHE, concerns were raised that youth provision on a school site would not be accessible to young people who have not had a positive experience of school, including young people at risk of, or who have been, excluded. It may also not be appropriate to use a school site for young people who are 16 and over.

The internet provides opportunities to engage with young people. The young people who presented said that they largely use the web and social media for information and communication, to maintain relationships with peers and to keep up with what is happening within their peer group. In addition, one young person referenced accessing counselling support online in preference to face to face contact (YWC, Session 2). Further exploration is needed to determine the effectiveness of using the internet and social media within youth work i.e. how can it be used as a tool to facilitate relationship development between young people and youth workers and to support their personal development through non-formal learning.

Overall, the most important characteristics of the settings for youth work include: accessibility to young people and communities; good transport links; comfort; safety; located in the right places (those that need the provision the most); consistency and

continuity; and a space for emotional support. Physical spaces should be maintained well to ensure they do not become worn and old. A youth centre is a tool to enable youth work to happen. Without qualified and high calibre staff, a non-judgemental approach and responsiveness to young people's interests and needs, good quality outcomes will not be achieved. Further to this, relationships between the youth workers and young people are more important than the quality of the building/ surroundings for the work:

> Ideally, of course, these environments will be of high physical quality offering good, even state-of- the- art, facilities. Even when they are very basic, however, young people may still be willing to engage because workers, working with the young people themselves, have developed an environment which is young people-orientated and to a significant degree young people-driven. Key to defining and creating this ethos will be the creation of another crucial connection: starting with the concerns and interests, and especially, but not only with the leisure interests of the young people actually involved.
>
> (Davies, 2015: 106)

5.3 How should we approach measuring and demonstrating the impact of youth work in Surrey?

This section captures the themes and challenges discussed by the Youth Work Commission with regards to how the impact of youth work can be measured and demonstrated. It considers ethical and methodological issues and draws on a number of resources to shape an approach that would capture the quality and richness of young people's development through youth work and meet the needs of local authorities and funders for timely evidence. The key points are listed in the box below.

5.3 Summary of key conclusions in relation to the hypothesis:

- A robust theory of change is necessary in order to develop appropriate methodologies for identifying impact. This also enables local authorities to make good commissioning decisions as it demonstrates in a logical way how the provision intends to achieve outcomes for young people.
- Approaches to monitoring, measuring and evaluating youth work need to be useful for youth workers in improving their practice and outcomes for young people. They should also be flexible in order for them to be adapted to suit the starting point of each young person and the range of approaches used.
- It is easier to measure extrinsic outcomes rather than those that are intrinsic. Youth work is largely focused on enabling young people to achieve intrinsic outcomes which perhaps points to the inherent difficulty in establishing a standard approach to measurement. Nationally, no one has yet solved the challenge of measuring open access provision.
- Reflective practice is a key element of youth work that supports the development of practitioners and leads to the improvement of provision. It should not be lost in the drive to use evaluative processes to demonstrate outcomes and impact.
- When local authorities are experiencing increased and competing demands for their resources, a robust approach to evidencing impact is necessary should they continue to fund, deliver and commission youth work.

Despite there being considerable evidence that ‘youth work works’, a ‘lack of evidence’ is regularly cited as a reason for withdrawing funding (Jeffs, 2011:2). However, McKee (2011:9) suggests that a lack of understanding at policy level of youth work is a factor in this. The Education Committee (2011:3) reported that they consider the research evidence for effective youth services as weak and highlighted the need for external evaluations of youth services by academics that compare services that have undertaken similar work in areas with commonalities using standard measuring tools. Often evidence demonstrates the impact of particular programmes or approaches to the work as it is difficult to capture that made by open access youth work. These views were reflected in the discussion of the YWC (Session 2). In addition it was recognised that the lack of understanding of the contribution youth work makes to young people’s development is compounded by a lack of agreement within the field as to how outcomes should be measured, which has led to a lack of standardisation across the sector.

Reflective practice is an essential aspect of youth work but Cooper (2011:56) claims that, although it is expected that there should be a shift away from accountability to government towards ‘self-driven improvement’ by local authorities (Education Committee, 2012), the dominant focus is on accountability driven by the neo-liberal agenda that prioritises economy, effectiveness and quantity. This in turn has led to a reduction in evaluative and reflective processes that seek to identify learning about what works and ultimately improves programmes. Indeed, the YWC was reminded that government is most likely to invest in programmes, like the National Citizenship Service, that are able to evidence their impact on outcomes for young people (Benstead, YWC, Session 6).

A positivist approach to evidencing the impact of youth work through the use of tools that measure the inputs, outputs and outcomes against externally set targets assumes causality can lead to the emergence of an organisational culture that focuses on achieving these (Hansen & Crawford, 2011: 78; Norris & Pugh, 2015:91). Some commentators suggest that this approach is seen to be incompatible with youth work and is likely to disengage youth workers (Cooper, 2011: 58). It can be argued that the emphasis of youth work from process to achieving outcomes has been influenced by the policy context. Davies (2013a) suggests that the focus on

evidencing outcomes is driven by a notion of intervention and support for at risk and vulnerable young people. It can be a challenge to bring these perspectives together when:

> First and foremost, youth workers are educators. All other roles they may fulfil at certain times are secondary. The essential nature of their work is concerned with bringing about change. It is about moving young people on in some way from point A, not necessarily to point B or C, but to some position beyond point A. It is about development within people of knowledge, skills and feelings.
>
> Rosseter (1987:52)

Hansen & Crawford (2011:71) have highlighted that measuring anything is not a neutral activity: people measure, or do not measure, things for a reason.

> For some, measuring youth work and its impact is a distasteful topic to be avoided. For others, measuring youth work is a methodological process that can help inform practice. And for a few, measuring youth work is part of high stakes decision making.

Furthermore there is a tension between the need to evidence the impact of youth work and the recognition that learning and development occurs through a complex set of interactions, experiences and individual circumstances (Hansen and Crawford, 2011:79) resulting in issues of attribution (European Commission, 2015:19).

Alternatives need to be secured that can 'capture the dimensions and meanings that shape and co-construct the practice field' (Roholt and Rana, 2011: 523), accommodate the inherent flexibility and adaptability of youth work (Hansen & Crawford, 2011) and allow for the intended outcomes to be determined by youth workers and young people (Mundy-McPherson, 2012:224). Youth workers need to see the value in the approach taken for themselves, for their practice and young people (Cooper, 2011: 57-58). The methods developed should assess the effectiveness of youth work in relation to the unique learning context and theoretical framework of youth work, rather than those used within other adolescent settings (Hansen and Crawford, 2011: 77, 78) and be able to evidence the impact of long-term work with young people rather than just fixed term, targeted programmes

(YWC, Session 6). A well defined theory of change which identifies how programmes and the support of youth workers enables young people's learning and development serves as a basis upon which monitoring and evaluative processes can be built (Hansen and Crawford, 2011: 74).

Cooper advocates for a participatory, pluralistic approach to the evaluation of youth work (i.e. one that combines a number of different research methods within which power is shared between everyone involved) as the principles of participatory research are in-line with those of youth work. She considers this approach to be most successful in the realms of accountability and identifying areas of learning that lead to programme development. The analysis of narratives by youth workers and young people have been useful in gaining an understanding of what works within youth work and why and the difference it makes (Cooper, 2011; In Defence of Youth Work, 2014).

The YWC was introduced to the concept of outcome frameworks, which can be used to capture young people's progression and to help to develop a common understanding about what youth work is and what it enables young people to achieve (Rauprich, YWC, Session 2). The Young Foundation Outcomes Framework for Young People (McNeil et al, 2012: 10) highlights the range of outcomes that can be achieved by young people:

- Intrinsic: Outcomes which are valued by and relate primarily to individuals e.g. happiness, self-esteem and confidence
- Extrinsic: Those that can also be measured and valued by other people, including educational achievement, literacy and numeracy and good health.
- Individual: For example, literacy, resilience, determination, ability to communicate
- Social: For example civic participation, being a good parent, having positive family relationships.

It is easier to measure extrinsic outcomes (e.g. a student's achievement in an exam) than it is to measure intrinsic outcomes (e.g. how motivated they were to do the exam). This alludes to the particular difficulty of measuring the impact of youth work,

which often focuses on intrinsic outcomes. One solution to this considered by the YWC was the viability of using proxy measures to evidence the outcomes of the work. These are more tangible factors, such as school attendance or rate of fixed-term exclusion from school, which can then be used as indicators that a change has occurred and that a young person has achieved positive outcomes. These sorts of measures that show the impact of youth work on other statutory priorities will support local authorities to invest in this approach to working with young people.

The methodologies listed above go some way to identifying the outcomes achieved by young people in the present, but there is a further challenge to understand the broader impact of the work and to capture the long term difference it has been made, as sometimes it is not possible for young people or those around them to realise their outcomes until they are adults (Davies, 2010: 12; Spence 2004:269; Unison, 2014: 4). There is an identified need for youth workers to develop the skills to monitor and evidence outcomes and impact for any approach to be successful (Dunne et al, 2014: 77).

The Youth Work Commission recognised the challenges associated with measuring and evidencing the impact of youth work, especially in relation to open access and preventative work; how do you show that something has been prevented if it hasn't happened (Norris, YWC, Session 6)? However, it was acknowledged that it creates opportunities to broaden the understanding and professional credibility of, and increase confidence in, the discipline. If the impact of youth work is understood and valued by other professionals and the local authority, the benefits of investing in this approach are more likely to be recognised, enabling others to harness the added value that it brings. One member of the YWC representing Youth Collective (YWC, Session 2) stated that:

> Because youth work is informal education, the innate nature of it is hard to measure outcomes and I think that's something major. I know most people will agree with me with this, (...) just because you can't measure something doesn't mean that it is not valuable and I think in society today which is so driven by meeting deadlines and meeting targets that it is important that youth work is not left behind. That's important.

5.4 What are the characteristics of a future delivery model for youth work in Surrey?

This section examines the evidence presented and discussions of the Youth Work Commission to determine the key characteristics of the future model. It focuses specifically on the role of the local authority, potential legal entities and resourcing for youth work, purpose, structure and staffing, and vision, mission and values. Again, the box below summarises the key points raised.

5.4 Summary of conclusions in relation to the hypothesis:

- Youth work is uniquely placed to respond to the specific needs associated with the developmental stage of adolescence. Evidence seen by the YWC suggests that a model that only focuses on the needs of children and families will be inadequate for young people and will not enable them to achieve positive outcomes.
- Any future model should have a clear purpose and theory of change that links to the priorities of commissioners and funders.
- Youth work delivery should be underpinned by a curriculum that is shaped by the organisation's theory of change and enables young people to progress.
- Young people should be active partners in the development, delivery, monitoring and evaluation of the service/ organisation.
- Youth work with the most vulnerable young people should be delivered by youth workers who have the necessary skills and competencies. Professional qualifications give commissioners confidence that the workforce will undertake good practice and achieve positive outcomes. An improved recognition and status of youth workers amongst professional colleagues could have changed the outcomes for a number of young people who were involved in the Rotherham CSE cases.
- The needs of young people should be paramount and, as a result, funding should be sought once the strategy for youth work is in place, rather than matching the strategy to the funding that is most easily available.
- In a context of reducing local authority funding, it is important that any youth work model funded with public money enables the delivery of quality youth work that impacts on their strategic aims, rather than simply positive activities for young people.
- The following principles should form the foundation of the chosen delivery model: a clear vision, mission and values; young person and need focussed; efficiency, effectiveness and sustainability; and a systematic approach to measuring impact and assessing quality. These will help to ensure the success of the model and that local authorities will gain the best value from any youth work that they fund.

The role of the local authority

McGhee (2015: 2) asserts that ‘open access youth work does indeed have a key role to play in the future of services for young people, if appropriately designed, supported and resourced.’ In accordance with current national youth policy, the National Youth Agency suggests that by 2020 most local authority youth work will be commissioned, targeted and preventative. The role of the local authority will be largely focussed on needs assessment, identifying new providers and undertaking quality assurance with stakeholders, with young people having a key role in the commissioning process. A range of providers will deliver the work using both qualified and non-qualified staff, including volunteers. The Youth Work Commission largely agreed with this perspective, with several references made to the local authority acting as an umbrella for organisations that provide youth work in Surrey to provide leadership for the sector and facilitate partnership working (YWC, Session 6). It was also thought that the local authority should continue to fund youth work to provide consistency and stability. Further to this, they saw a role for qualified and experienced youth workers to be employed by the local authority who would have an active role in communities to seek resources and provide consultancy to voluntary, community and faith sector organisations in order to improve consistency and quality of delivery. Collaboration was considered to be particularly important within whichever approach was taken to the delivery of youth work (YWC, Session 5).

The Youth Work Commission considered the feedback from presenters about their experiences of commissioning in Surrey and observations of the experiences of local authorities elsewhere. In particular concerns were raised about the length of the commissioning cycle, transparency, and the balance between competition and collaboration, whilst also ensuring dwindling resources are fairly allocated. Time and regular change were key concerns for many of the contributors who highlighted that work with young people, especially youth work, requires investment, persistence and consistency. This is due to the important function of relationship within the approach, the learning process and behaviour change that results, where this is a desired outcome for the young person:

> Our relationships and the choice aspect make youth work special; young people choose to come to their youth workers and don't want to go to others. They know that they can trust their youth worker implicitly and that is very important; they are at risk by changes. We need to consider the young person's needs at the centre of any changes, but I think that money is central. Young people try to understand the reasons for changes, but it is difficult for them to understand.
>
> YWC, Session 6

This perspective is supported by others who highlight that successful interventions require patient, sustained and long term work not only with targeted young people, but also with others who are part of the landscape of their lives (Spence 2004: 269-70) and that

> Positive results are more likely over a long time frame; short term indicators cannot easily measure the impact.
>
> Unison, 2014:4

In a similar vein, Norris (YWC, Session 6) drew from the experience of Cumbria to highlight the importance of thinking about the long-term and the impact on the wider system should an external contracting model be introduced. She noted that the existing voluntary sector was already doing well but they experienced additional pressure as a result of the contracting model used. Competition increased between staff and morale dropped. Furthermore, Davies (2013a: 15) pointed to a case that identified that the cost of monitoring, regulating and inspecting contracted organisations was greater than if local authorities had employed their own staff. Therefore, whichever approach is chosen there should be clarity regarding all of the costs incurred. The view was expressed within the YWC that the local authority should have a clear plan for the next five years and be transparent through open and clear communication with staff, young people and the VCFS in order to provide increased stability (YWC, Session 6). It was also highlighted how this was challenging when overall government policy and funding is not set in 5-year cycles (McNulty, YWC Session 5).

Legal entity and resourcing

The Localism Bill gives voluntary and community bodies, and local authority employees, the opportunity to form a mutual to provide services through the Community Right to Challenge (Dept. for Communities and Local Government, 2011). In response to the opportunities this creates, the YWC were presented with four main options for the future model of youth work in Surrey as informed by a detailed analysis of options undertaken by Metavalue (2015):

1. A directly managed youth service located within the local authority
2. A youth trust
3. Commissioning of outcomes through contracts with external providers
4. A public service mutual.

In particular, the options appraisal (see Appendix 2) assessed the effectiveness of each of the models in relation to a number of operational success factors: the ability to raise external income; the ability to involve volunteers (and the voluntary sector); the ability to motivate staff; the simplicity (or not) of managing the service; ease of alignment to Surrey County Council Strategy; tax efficiency; and financial stability (Metavalue, 2015).

Whilst learning can be taken from other areas, it is vital to consider the local context when identifying right delivery model (YWC, Session 6). Metavalue's analysis highlighted that a public service mutual is likely to be the best model for youth work delivery in Surrey, 'given that funding cuts in the next few years are likely to be severe' (Metavalue, 2015:4). They highlight how this delivery model would have many benefits including: the creation of opportunities to work in a more effective and efficient way; opening up additional funding opportunities; and improving both staff morale and the outcomes of youth work (YWC, Session 5; YWC, Session 6; Metavalue, 2015). For alternative models to be successful there needs to be flexibility and a freedom from some of the local authority constraints in terms of support services such as IT, HR and finance (O'Keefe: YWC, Session 5).

Given the current financial context, the Commission identified a range of funding opportunities that could be available to youth work. Social business models in

particular were highlighted as an option that can bring innovation, opportunities for investment and a range of supporting tools (YWC, Session 5). According to the NYA (2014), funding for youth work could be secured through businesses, private investors, crowd sourcing, young people's 'enterprising spirit' and social impact bonds (SIBs). The range of opportunities is extensive but questions have been raised about how feasible it is to build an organisation on temporary and targeted funding streams. Questions have been raised, for example, about the likelihood of philanthropic investors seeing the value in, and being prepared to pay for, the less visible things that are needed for delivery such as staff development (Mason, 2015: 69).

The use of SIBs is also viewed by some as problematic with regards to preventative and open access services, due to the challenges described in the previous section of this report of evidencing the impact of youth work and issues of causality and attribution (Davies, 2013a: 20). A clear theory of change which describes the role of the intervention and the other organisations involved, and an acceptance of measuring proxy indicators, may provide ways of overcoming these challenges. In addition, NEF (2011) has produced some useful guidance on how to manage issues of attribution when looking at social return on investment. The YWC stressed that the needs of young people should be paramount and, as a result, funding for youth work should be sought once the strategy is in place, rather than matching the strategy to the funding that is available (YWC, Session 3).

Overall, the view of the YWC was that it had not been presented with enough information to make a formal recommendation as to which model would be best for youth work in Surrey. Instead, attention was paid to the characteristics that are considered important in the future. This reflects the fact that specific, separate work is being undertaken in Surrey to explore new models of delivery for youth work.

Purpose

It is important for any youth work service to have a clear purpose (Jeffs, 2015: 84; Gould, YWC, Session 6). This runs contrary to the currently widely held belief that organisations should 'diversify to survive' (YWC, Session 3). The unique selling point of youth work should be highlighted. Linked to this, a theory of change has an

intrinsic role to play because, as illustrated earlier, it shapes the work, informs the way in which impact is assessed and, perhaps more importantly for a youth work organisation, enables the clear communication of the purpose, values and aims of the approach to others (European Commission, 2014:56).

Structure and staffing

Fundamentally, the structure of the organisation should enable it to be effective, efficient and responsive to young people's interests and needs. The size of an organisation has an impact on the way in which it operates with larger organisations tending to be more bureaucratic (Davies, 2013b:61).There is also a risk within this that the purpose of the organisation can creep, particularly if this is not clearly defined.

The structure needs to be able to keep the focus on young people, their needs (including those specifically linked to this developmental stage), strengths and interests as this will ensure the organisational priorities are right (YWC, Session 3). The empowerment of young people is core to youth work practice and therefore young people should have an active role as partners in decision making processes and the development, delivery, monitoring and evaluation of the work. As Bell et al (2013: 93) state:

> With rising unemployment, punitive welfare reform with its negative impact on under 25 year olds, and concerns about growing youth homelessness, this is an important time to recognise that young people are agents of change, rather than as disadvantaged service users, commodities and consumers.

The YWC (Session 3) noted that a range of different people, including parent volunteers, deliver youth work in many different organisations and asked if it was necessary to employ qualified staff and what difference it makes (i.e. is having the right skills more important than having the professional JNC Youth and Community Work qualification?). The consensus view of the YWC was that ultimately it should be about achieving the best outcomes for young people rather than protecting the profession of youth work. Further work is therefore needed to establish which

approaches to staff recruitment, training and development will achieve the best outcomes for young people.

Acknowledging the questions raised by YWC members, the NYA (2014:4) continues to see a role for highly skilled and professionally qualified youth workers. In the context of targeting resources towards the most vulnerable young people and ensuring good outcomes they will, with the support of volunteers

> ... engage with the most challenging young people, build community capacity and provide development opportunities

The overall policy direction of targeting resources in accordance with need arguably adds weight to the case for professionally qualified youth workers. This perspective was shared by (Davies, 2014:14) who asserted that qualified staff are important to ensure that youth work continues to provide high quality non-formal and informal learning opportunities, rather than the delivery of positive activities and 'youth clubs'. Further to this it is could be argued that qualified staff are more likely to be equipped to better understand the broader social issues relating to the context in which they operate.

Theorists recognise the tensions associated with professionalism within organisations. Lorenz (2009), for example, suggests that it could limit creativity and autonomy on the one hand whilst also providing a clearer remit and framework for the approach that would support good practice on the other. Professional organisations do not have to be bureaucratic but should ensure that the appropriate policies and procedures are in place in order to deliver high quality work (Davies, 2013b:62). Crucially, Dunne et al (2014: 84) suggest that professionalisation can reduce the risk of corruption, legitimise the work and increase the status of the discipline amongst other professionals. This is a key challenge experienced by youth workers when they are advocating for young people with providers of statutory services, including social care and mental health services. McGhee (2015) emphasises the importance of professionalism in relation to the Rotherham CSE cases, claiming that an improved recognition and status of youth workers amongst

professional colleagues could have changed the outcomes for a number of young people who were involved.

As noted earlier, the current national youth policy steers local authorities towards multi-professional, integrated youth services to which youth workers can make an important contribution. Whilst an integrated approach is important to ensuring young people's holistic needs are met, it has become evident that in some cases the non-formal and informal learning processes, the ethos of voluntary participation and the professional standing of youth workers can become lost in such structures (Davies, 2010:11, 24-25) (see appendix 2 for a fuller discussion of the issues). Indeed, as documented earlier in this report, Jay (2011) concluded that the integration of youth work into a multi-disciplinary team has compromised the uniqueness of the approach and has jeopardised the ability of youth workers to identify and work effectively with young people who are at risk, or have experienced child sexual exploitation. If this view is accepted, coupled with the need to have a clear purpose, the model of youth work, which includes the delivery of open access provision, should be constructed as a separate, rather than integrated, service/ organisation. Whichever model is developed, close links and a collaborative approach must be established between the youth work organisation and other organisations, including local authority departments. This is especially so in Surrey where professional youth workers need to develop close working relationships with the Youth Support Service and Children's Services in order to ensure young people are safeguarded and to provide a seamless approach for young people stepping up into or down out of statutory provision.

Vision, mission and values

Attention has been paid throughout this report to the unique position, ethos, principles and practice of youth work. In accordance with this, Dunne et al (2014:164) drawing on the work of Williamson (2008) suggest there are five criteria of successful youth work which allow young people to develop and move from a position of support and guidance to autonomy and self-reliance:

- Youth workers' relationships and close contact with young people;

- Sustainability and partnerships with other actors (e.g. formal education, social care);
- Enabling young people to experience life, to make mistakes and to participate with their peers in leisure time activities;
- 'Standing on their feet': allowing young people to drive their own learning and development and to have autonomy;
- Commitment from young people, youth workers and their community.

The young people and youth workers who presented to the Commission also thought that the new model should offer non-judgmental, preventative activity through open access provision and voluntary participation, balanced with a recognised need to target young people who are considered to be vulnerable. Confidentiality, consistency, time and space were also highlighted as important along with an ethos of collaboration across the sector and good working relationships with elected members.

Any new youth work model should strive to embrace these criteria along with the core principles of voluntary participation, non-formal and informal learning, inclusion and equality with the aim of personal development. Following these principles will mean the service is ideally located to make a contribution to the early help system to ensure that young people and their families access the right support when they need it, be it as a discreet piece of work to prevent step-up into, or as part of a step-down from statutory services.

The Commission highlighted that youth work delivery should be underpinned by a curriculum that facilitates young people's progression (YWC, Session 6). Young people should be at the centre of the planning, delivery and evaluation of work. Programmes should be able to respond to the changing needs and interests of young people, enabling them to develop their aspirations and gain the knowledge, skills, attributes, self-esteem and confidence that will equip them to achieve positive outcomes.

Processes for monitoring, measuring and evaluating the work to demonstrate impact and outcomes achieved by young people and generate an understanding of what works, with the aim of improving practice, should be embedded within the model. Similarly, quality assurance processes that provide a clear framework of criteria about what is considered to be good practice should be in place. The NYA Quality Mark is one such framework. It is currently embedded in the Community Youth Work Service in Surrey, and although questions have been asked by the Commission as to the cost and time effectiveness of the approach, it has improved the standard of youth work in Surrey (Gore, YWC, Session 1).

6. Reflecting on the hypothesis: Does the Commission find the hypothesis to be proven?

Overall, the evidence presented to the Youth Work Commission does not support the hypothesis that:

> *Youth work's funding, commissioning and delivery has no place in local government services for children and young people.*

Its exclusive focus on 'youth' as a specific developmental stage and the core principles of voluntary participation, relationship, inclusion, equality and education mean that youth work is uniquely placed to meet the needs of young people and support their personal development, thus enabling them to achieve positive outcomes. It also has a key role in safeguarding and the Early Help agenda. It is, therefore, able to make a significant contribution to achieving the strategic goals of local authorities.

The Youth Work Commission identified that there are a range of approaches to meeting the needs of young people that could be explored and that the focus should be on achieving the best outcomes for young people through the effective use of the resources available, rather than being wedded on principle to a specific approach. They stated more information was needed for them to make an informed decision about the most appropriate delivery model, however, on the strength of evidence presented, the view of the Youth Work Commission is that local authorities do have a role to play in the commissioning and funding of youth work as it is one of the best responses to meeting the needs of young people.

7. Conclusion & recommendations

This report has described and analysed the themes explored by the Youth Work Commission that was convened in Surrey in 2015. It explored the contemporary position of youth work, examined the evidence presented and drew on a range of research in order to answer four key questions related to the hypothesis that 'Youth work's funding, commissioning and delivery has no place in local government services for children and young people'. The following questions were considered:

1. What is the role of youth work in addressing the challenges faced by young people in Surrey now and in the future?
2. What are the most appropriate settings for youth work in Surrey in the future?
3. How should we approach measuring and demonstrating the impact of youth work in Surrey?
4. What are the characteristics of a future delivery model for youth work in Surrey?

The evidence presented to the Youth Work Commission highlighted a number of challenges experienced by young people and the role of youth work in addressing these. In particular, it identified that youth work was uniquely placed to have a significant impact on the personal development, wellbeing and safeguarding of young people and, as a result, equip them to achieve positive outcomes. It fulfils a central role in enabling local authorities to achieve their desired outcomes for the most vulnerable young people.

The YWC identified that different types and settings for youth work will be appropriate for different communities and that it is important to invest in dedicated spaces for young people to give them a sense of ownership, stability, permanence and consistency. Youth centres are an important tool for youth work. In Surrey, the local authority is the custodian of many youth work spaces and has an important role in ensuring that they are well-maintained and used effectively to meet the needs of young people. The most important characteristics of the settings for youth work include: accessibility; good transport links; comfort; safety; being located in the right

places (those that need the provision the most); consistency and continuity; and a space for emotional support.

The evidence identified that a robust theory of change is necessary in order to develop appropriate methodologies for identifying impact and that any approaches taken to monitoring, evidencing and evaluating youth work should also be useful for youth workers in improving both their practice and outcomes for young people. Reflective practice should be embedded within youth work. The YWC highlighted that a thorough and consistent approach to evidencing impact is essential at a time when local authorities are experiencing increased and competing demands for their resources.

The YWC stated that further evidence was required to enable them to make an informed decision about the most appropriate legal entity and delivery model for youth work. However, a number of important characteristics in a future service or organisation were identified. The chosen delivery model should have a clear vision, purpose, values and theory of change; be young person and needs led; have a systematic approach to measuring impact and assessing quality; and should meet the strategic aims of local authorities, rather than simply offering positive activities for young people.

The Youth Work Commission found that the evidence did not support the hypothesis. Whilst they required further information in order to make a decision about the most appropriate approach for delivery, the Commission asserts that local authorities do have a role to play in the funding and commissioning youth work.

Recommendations:

- Surrey County Council should continue to invest in youth work, underpinned by the principle of voluntary participation, in order to identify risks early and build resilience across a range of challenges.
- Local authorities should invest in preventative approaches in order to improve outcomes for young people and to reduce expenditure: youth work provision should continue to build links within the Early Help system so that young people are able to benefit from provision designed specifically for them.
- A theory of change and corresponding curriculum for youth work should be developed.
- A robust approach and a range of appropriate tools are needed to monitor and measure the impact of youth work.
- The settings and approaches used for youth work should be responsive to the needs and requirements of young people and their communities.
- Young people should be partners in commissioning, organisational governance and in the development, delivery, monitoring, evaluation and quality assurance of youth work.
- Local authorities should have a role in leading and developing the system to ensure that the needs of the most vulnerable young people are met and to facilitate collaboration with the business and voluntary, community and faith sectors.
- SCC should ensure that the youth estate in Surrey is fully utilised to support young people.
- Work with colleagues from other agencies and professional backgrounds should be undertaken to increase their understanding, and raise the profile, of youth work. This will ensure that there is a shared recognition of the contribution it makes and establish a more equal professional position for youth workers. This has proven to be especially important when dealing with safeguarding issues and working with the most vulnerable young people.
- Local authorities should take a commissioning approach and ensure that public money is spent on the young people who need support the most.
- Undertake further exploration of the range of potential legal entities for the future youth work model and ensure that any future model for youth work is underpinned by the principles of voluntary participation, relationships, informal and non-formal learning, inclusion, equality and open access provision. The new model should have young people’s needs (including those specifically linked to this developmental stage), strengths and interests as its focus.

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9. Appendix 1

The notes from the meetings can be found here:

http://www.surreycc.gov.uk/people-and-community/young-surrey/creating-opportunities-for-young-people/the-future-of-youth-work-in-surrey.

Appendix 2

SCC YS - Options Appraisal 31March20:

This document is also available at the link above.