National Youth Agency

National Youth Agency Commission into the role of youth work in formal education

October 2013

Contents

Executive summary

Youth workers and teachers have a profound effect on young people's lives. Whilst most of us would agree with this statement, we may not necessarily talk or hear about the complementary value of both professions in the same sentence. We set up this Commission to investigate the benefits of schools engaging with youth workers and to test the belief that excellent schools actively seek out partnerships with external agencies. This report is the result of an extensive evidence-gathering exercise with a range of stakeholders, including head teachers, youth workers and young people themselves. Our findings and recommendations are all supported by a comprehensive evidence base which has been gathered via survey responses, interviews, focus groups, site visits and formal evidence-gathering sessions.

This report comes at a pivotal time for both the youth sector and formal education. The continued pressure on local government to make savings, concern over the lack of attention given to youth policy in recent years and recent shifts in central government responsibilities have presented the youth sector with several challenges. Likewise, the formal education sector faces financial pressures and new policy developments including reforms to the curriculum and legislation to raise the age of compulsory participation in education or training. At the heart of all this are our young people, who are facing many more challenges as they make the transition into adulthood. Challenges like developing strong relationships, building resilience, finding a job, reaching their potential and playing an active role in their community, to name a few.

We believe that youth work has a key role to play in helping promote young people's personal and social development. We know this makes a difference to their formal education. Research and representations that we have received show that good youth work can help improve attendance and behaviour, promote achievement and improve home and community links. Youth work is a skilled profession which helps young people learn about themselves, others and society through non-formal educational activities. It is based on a clear set of values and underpinned by the voluntary nature of the relationship between the young person and the youth worker. Youth workers understand how to build relationships and are effective in bridging the gap between formal and non-formal education.

During the course of our inquiry, the extent of collaboration between youth work and formal education came as a welcome surprise. This was particularly evident amongst forward-thinking academies, who recognise their role in the wider community and have developed partnerships to provide a much more holistic package of support for their pupils.

Although we found that youth workers are engaging with formal education in a variety of ways, it became clear that the majority of provision is targeted, aimed at the most vulnerable young people as opposed to what could broadly be described as 'open access' provision (i.e. leisure, cultural and other enrichment activities). Drop-in programmes, participation work, one-to-one support, Personal, Social and Health Education (PSHE), Duke of Edinburgh Award Scheme delivery and information, advice and guidance are typical examples of current youth work activities that are taking place in schools and colleges. Two areas where youth work is seen to be of particular benefit are in the delivery of Personal, Social and Health Education (PSHE) and Sex and Relationship Education (SRE).

Whilst many partnership arrangements are the result of proactive engagement by youth work providers, we found that a significant minority of schools have initiated and set up youth work provision by employing staff directly or by working with local partners. In some cases, these arrangements have been formalised through Service Level Agreements, but many are based on an informal understanding between established contacts. The expansion of multi-agency working has been one of the key drivers for youth work engagement in schools, and we received evidence to highlight the value of a combined, joined-up approach to supporting young people within the community.

We received a multitude of examples of how youth work benefits young people, teachers and youth services. It is clear that youth work has a positive effect on a range of factors linked to formal education, including behaviour, attendance and the transition from primary to secondary school. Partnerships between local authorities and schools also help to promote and develop a local youth offer that is responsive to the needs of the young people they support.

There are, however, a number of obstacles to overcome. Communication is a recurring issue for both those working in the youth sector and those employed in formal education. Youth workers can often struggle to articulate the value of their profession. However, schools can also fail to communicate adequately how they want to work with youth workers to support their students.

In many cases, there is a widespread misunderstanding of the role of youth work and what it can offer. In some instances, this is less about what youth work is and more about the need to raise awareness of the local youth offer. Communication and perception barriers are also manifest within the education and training environment for each profession, barriers which can only be removed by stronger collaboration between youth work and education training providers.

Another common obstacle is that of identifying suitable funding streams. The Pupil Premium was often cited as a potential source of finance, however there is a need for further clarity around where schools in particular are getting their money from to support youth work interventions. The evidence suggests that a mixed funding model is the preferred approach for many partnership arrangements between youth workers and formal education. This presents a challenge and an opportunity for local government, the youth sector and the formal education sector to explore how distinct funding streams can be used more effectively to deliver successful youth work programmes.

Funding continues to be a significant concern in an increasingly competitive market that looks to allocate funding on the achievement of particular outcomes. Indeed, we heard evidence that some youth work providers have offered services as loss leaders with schools paying for the service once they have seen the results. A variety of outcomes evaluation tools are being used, and whilst it is beyond the scope of this inquiry to pass judgment on these tools, we are convinced that youth work providers need to have the ability to demonstrate outcomes. Moreover, they must be able to link these to the measures that schools are working with, particularly Ofsted criteria. For example, youth work has a clear role to play in delivering improvements in the spiritual, moral, social and cultural development of pupils. At the same time, the official body for inspecting schools needs to recognise the impact that good youth work can have on formal education. This can only be achieved if inspection staff know how to identify examples of good practice and are familiar with recent policy initiatives that link youth work to schools such as the National Citizen Service.

Despite the various obstacles we encountered, we have seen clear opportunities for the role of youth work in formal education to be strengthened. Successful partnerships are based on a mutual understanding of roles and are found where youth workers are an integral part of the school team. We have seen and heard first-hand how barriers can be removed. The most forward looking head teachers recognise the value of helping their pupils to develop their soft skills. Similarly, the most forward looking youth workers use their unique skillset to work with schools and deliver high quality programmes that relate to measurable outcomes. It was encouraging to note the high level of support for future collaboration between youth work and formal education. We are confident that the recommendations in this report will support all of us to play our part in ensuring that this collaboration continues to grow for the benefit of our young people.

About the National Youth Agency Commission

National Youth Agency

In May 2013 the National Youth Agency announced its intention to conduct an inquiry into the role of youth work within formal education. In particular we wanted to:

- Investigate the benefits of schools engaging with youth work agencies
- Test the belief that excellent schools actively seek out partnerships with external agencies

The inquiry has now been concluded. It consisted of the rigorous gathering of evidence and innovative practice through a number of case studies, group sessions and individual interviews.

The scope of the inquiry was an important consideration for commissioners and needed to take account of available resources and timescales. Although not limited to secondary education, the inquiry was focused on the role of youth work in formal education settings for young people aged 11-16. Evidence-gathering activities were also concentrated, but not confined to England. Indeed, we welcomed representations from across Great Britain and included it in our findings.

The review has now made a number of recommendations to national and local policy makers, as well as seeking to highlight practical solutions for the youth sector.

The Commissioners

The Commission is independent. It is chaired by former Children's Minister Tim Loughton MP and made up of key figures from both the youth work and education sector.

Tim Loughton MP

Tim Loughton was first elected as the Conservative MP for East Worthing and Shoreham in 1997. In 2000, he joined the front bench as Shadow Minister for Environment, Transport and the Regions, Shadow Minister for Health (2001-2003) and Shadow Children's Minister (2003-2010). Following the 2010 General Election, Tim was appointed to the post of Parliamentary Under Secretary of State for Children and Families at the Department for Education. He held this post until September 2012, during which time he was responsible for child safeguarding, children in care, and youth policy generally. He established and co-chaired the Youth Action Group where, for the first time, he brought together Government Ministers from departments across Whitehall to focus on cross-departmental youth issues together with leading youth charity heads. He was also responsible for publishing the Government's youth strategy 'Positive for Youth,' promoting youth engagement and youth voice.

Fiona Blacke, Chief Executive, National Youth Agency

Fiona Blacke is Chief Executive of the National Youth Agency (NYA) and is a professionally qualified youth and community worker with a Master's degree in community education. Fiona has been Chief Executive of the NYA since the summer of 2007 and has driven a radical reshaping and refocusing of the Agency.

The Rt Hon. the Baroness Hughes of Stretford

Baroness Hughes was the MP for Stretford and Urmston from 1997 to 2010. In 2004, she was appointed to the Privy Council. From 2005 to 2009, she served in the Government as the Minister of State for Children, Young People and Families.

Rosina St James, Chair of the British Youth Council

Rosina St James became Chair of the British Youth Council in September 2012, after serving for one year on the BYC Board as Vice Chair of Participation & Development. Rosina has spent the past five years as a part time Youth Participation Support Worker in Croydon. She is currently a Youth Ambassador for Safer London Foundation in which she helps to support Metropolitan Police's Children & Young People's Strategy, and is also a trustee for vInspired.

Mark Carriline, Executive Director of Children's Services, Bury Council

As DCS for Bury Council, Mark is ultimately responsible for all aspects of children's services in Bury, from schools to child protection and children's centres. Mark is an active member of the Association of Directors of Children's Services. He sits on the children, families and young people policy committee and is their national spokesperson on youth issues.

Damian Allen, Director for Children and Families, The Children's Society

Damian leads the division responsible for delivering all direct services with children and young people at The Children's Society. Before starting work at The Children's Society, Damian was executive director of Children and Family Services for Knowsley council, where he was responsible for the health, education, social care and well-being of some 46,000 children and young people.

Ndidi Okezie, Executive Director – Regions, Teach First

Ndidi was appointed the Executive Director of Regions for Teach First in January 2013. As a 2003 Ambassador Ndidi has been a part of the Teach First journey from the very beginning. After spending three years in her placement school she moved to Burlington Danes Academy in 2006. There, as an Assistant Principal in Ark's foundation Academy, Ndidi contributed to the rapid improvement that lifted the school out of special measures and saw it established as one of the best state schools in the country. She oversaw the development of whole school and cross network strategies, including pastoral programmes, curriculum design, student leadership/voice, inclusion, and careers development.

Methodology

The Commission undertook various forms of research to compile the evidence which underpins our findings and forms the basis of eleven key recommendations.

The call for evidence began with an electronic survey, launched to identify the extent of engagement between the youth work and formal education sectors, plus current practice and evidence of innovative practice. This resulted in the submission of 693 completed responses. A copy of the questionnaire is at the end of this report in Appendix A.

A series of oral evidence sessions took place over two days in June 2013. These sessions provided an opportunity to hear from youth work practitioners, teachers, academy chain representatives, and young people, amongst others, representing a wide cross section from the education and youth sectors. All those who gave evidence are listed in Appendix B.

Commissioners visited Brighton Academy, run by the Aldridge Foundation Trust and North Oxfordshire Academy run by the United Learning Trust. Focus groups were held with teachers arranged by Teach First, with youth and participation workers at the annual sitting of the UK Youth Parliament, and with young people at the same event. The Commission also conducted a series of semi-structured telephone interviews with key stakeholders, all of which are referenced in this report. In addition to the planned evidence-gathering activities, the Commission also welcomed direct submissions of evidence from a wide variety of sources.

Finally, the Commission investigated the role of Ofsted in assessing the quality and prevalence of youth work in educational settings. This included a meeting between Commissioners and senior staff at Ofsted.

We would like to thank all those who have given evidence as part of this process.

Fig. 1 Summary of key evidence-gathering activities
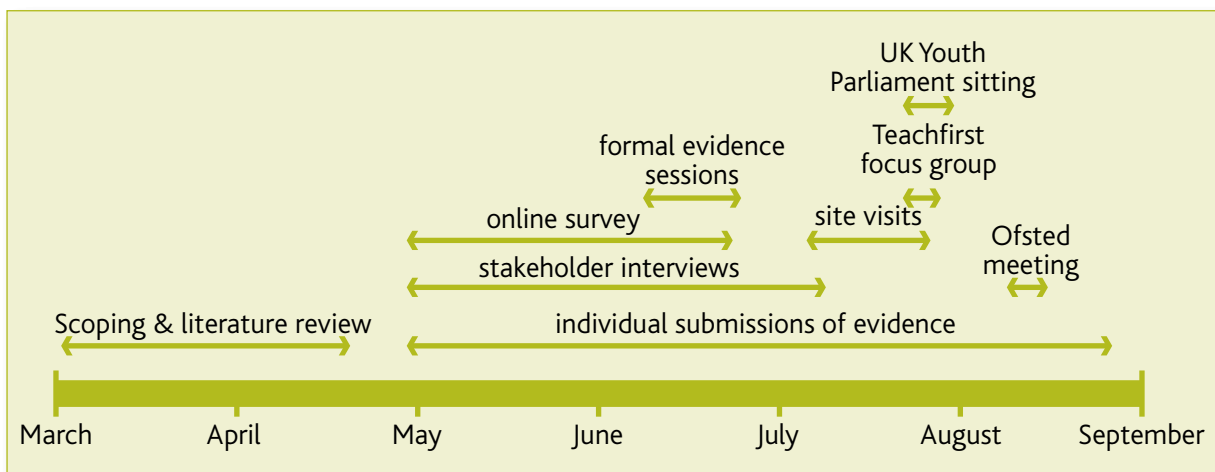
Policy context for youth work

This investigation into the role of youth work in formal education comes at a pivotal time for both the formal education and youth work sectors. Since the establishment of the Coalition Government in May 2010, the drive to reduce the financial deficit has led to many local authorities reducing their investment in youth provision. The Government aims to remedy these funding cuts through expanding the role of the community and voluntary sector to deliver such services and has awarded a number of third sector provider's grants to ease this transitional period.

The Government's youth policy is based on the publication of Positive for Youth. The document, produced with the engagement of youth professionals and young people, was published in December 2011 and set out the Government's vision for young people and youth services. Positive for Youth brought together all Government activities to support young people.

However, the lack of subsequent attention given to youth policy in recent years has led many to consider that it has dropped off the Government's agenda. In recent months we have seen responsibility for youth services shift from the Department for Education to the Cabinet Office. Whilst this move provides potential for more joined up youth policy and cross governmental co-ordination, it has also distanced the educational nature of youth work as a distinctive area of practice from the formal education agenda.

The Government has identified four principles for the future of youth and youth services:
- Promoting a positive and active role for young people – urging young people to get involved with youth councils, youth mayors and the Youth Parliament.
- Strengthening local communities to take responsibility for their young people.
- Targeting funding that prioritises the most vulnerable children and young people and focuses on quality outcomes.
- Achieving greater diversity of service providers, to get the best value for money and to support growth in the voluntary sector.

Local authorities need to work with young people, the voluntary sector, and agencies including health, police, schools and colleges to cover the following:
- 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 public 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.

The government has also introduced the Pupil Premium, a ring fenced additional fund to be spent on decreasing the attainment gap for those pupils in receipt of free school meals. We know from recent evaluations that those schools whose strategies had the most impact considered a range of barriers to pupils' learning, including attendance, behaviour, family circumstances and resources to support learning at home or at school when spending the Pupil Premium.

However, the decline in funding through the Early Intervention Grant along with the removal of ring fencing means that local authorities have faced disproportionate cuts to youth services. With further cuts expected, decision makers now need to make their own decisions about the relative priority of different services for children, young people and families with youth services being disproportionately cut. With pressure on budgets, local decision-makers may place increased emphasis on delivering publicly funded services for young people from mixed-use rather than dedicated youth facilities.

These financial realities come at time when the education sector is faced with additional policy developments. Recent consultations on reforms to the National Curriculum in England reflect an increasing focus on academic rigour and whilst the GCSE qualification will remain at Key Stage 4, there are plans to reform it from 2015. Raising the Participation Age (RPA)[1] and reforms to vocational education and training are part of the Government's attempts to tackle a worryingly high number of young people who are not in education, employment or training.

When allied to the greater autonomy afforded to schools through the academies programme and the introduction of free schools and University Technical Colleges, it is clear that youth work faces the challenge of evidencing its impact clearly so that children and young people can continue to benefit from the expertise, experience and enthusiasm of those that work in the field.

---

[1]   The Education and Skills Act 2008 legislated to raise the age of compulsory participation in education or training, commonly referred to as "Raising the Participation Age" or RPA.

Terminology

For the purpose of this Commission, the working definition of 'youth work' is as follows:

'Youth work promotes young people's personal and social development, helping them learning about themselves, others and society, through non-formal educational activities which combine enjoyment, challenge and learning. By working from the interests of young people, and supporting and broadening young people's learning experiences in a range of contexts and through diverse practices, youth work seeks to affirm identity and enhance personal and social development.'

Its methods are embedded in personal relationships and experiential learning and takes place in a range of contexts and locations including open access youth clubs, street work or a setting within the school.'[2]

The purpose of youth work is to "enable young people to develop holistically, working with them to facilitate their personal, social and educational development, to enable them to develop their voice, influence and place in society and to reach their full potential"[3] As outlined in the National Occupational Standards for Youth Work[4], it is based on a set of core values:

- Participation and active involvement
- Equity, diversity and inclusion
- Partnership with young people and others
- Personal, social and political development

The following section expands on these values and outlines the unique contribution that youth work makes to young people's lives.

---

2   Merton, B. et al. 'An evaluation of the Impact of Youth Work in England' Youth Affairs Unit De Montfort University 2004
3   Merton, B. et al. 'An evaluation of the Impact of Youth Work in England' Youth Affairs Unit De Montfort University 2004
4   Youth Work National Occupational Standards, http://www.excellencegateway.org.uk/node/24788

Why is youth work unique?

We firmly believe that youth work has a central role to play in promoting young people's personal and social development. From the testimony that we have heard and from the wider evidence base that we have collated, it is clear that high quality youth work creates opportunities for young people to develop the skills, capacities and attitudes required and in doing so it allows them to recognise their achievements, supports their aspirations and encourages them to manage their future successes.

One of several discussion papers produced to inform the development of the cross-government policy 'Positive for Youth' pointed out that youth work is a more inclusive learning and development offer:

> "Youth work addresses the breadth of experience young people need to flourish into accomplished and confident adults. Youth workers facilitate the abilities of young people to think, act, change, create and grow, making a difference to their own lives, those of their peers and communities … Youth work sits alongside formal education and wider institutions in providing the holistic personal, social and educational development opportunities necessary to help successful transitions to adulthood."[5]

Youth work is underpinned by a clear set of values. It takes an asset-based, rather than a deficit-based approach, which gives due consideration to the strengths and needs of young people. A crucial tenet of youth work is in the relationship between a youth worker and the young person; it is voluntary in nature and focuses on the young person as an individual. Youth work is also committed to giving young people a voice and encouraging them to play an active role in decision-making processes that impact on their lives, which helps to give them a sense of control and worth.

We know this makes a difference – research and representations that the Commission has received show that good youth work involvement improves attendance and behaviour, motivation, relationships, enhances personal support, and improves home and community links. We also know that learning experiences outside the classroom can promote engagement and achievement in school settings.[6]

Evidence also demonstrates that young people who experience a diverse range of educational relationships in different contexts develop a stronger sense of confidence and a better understanding of how relationships work which may have beneficial effects on young people's educational engagement.[7] Youth work has a particularly important role to play in the senior phase of the school curriculum, where there is a continuing emphasis on health and wellbeing, including physical activity and opportunities for personal achievement, service to others and practical experience of the world of work.

---

5   A narrative for youth work today (written by key stakeholders in the youth sector), Department for Education, 2012

6   NYA and Fabian Society. 'The contribution of Non-formal Learning to Young People's Life Chances: Learning from the Evidence' 2008

7   NYA and Fabian Society. 'The contribution of Non-formal Learning to Young People's Life Chances: Learning from the Evidence' 2008

"The work carried out by youth work in school impacted most on developing confident individuals. Many young people spoke of raised self-esteem, better social skills and increased confidence in facing situations both within and out with school"[8]

"It benefits us greatly that they are not the same old classroom team. They are young and dynamic and closer to the experience of the real world. They can be on the same level as the kids and they don't preach. They have good resources. Their information is punchy and they move quickly. They mix humour and information skilfully and our pupils respond eagerly and ask for more."[9]

Schools are duty bound to give consideration to a wide range of factors which contribute to their pupils' wellbeing. We know that youth work has well developed programmes to engage young people in specific aspects of wellbeing and health related areas. One particular area of success is the provision of sexual health clinics on school sites jointly staffed by health and youth work professionals. Evidence also suggests that transitional points in a young person's life are crucial, and youth work has responded to this by developing projects and programmes that focus specifically on these gateway moments, to provide tailored interventions that are particularly effective.

"Schools are places where pupils develop, not just in academic attainment but also as healthy well rounded young people. Partnership working with a range of other professionals, to support pupils, ensures that this is possible for all our young people. I encourage all school leaders to embrace the opportunities for such partnerships so that our young people can surmount all barriers and achieve their full potential"[10]

Successive governments have allowed for what could be described as a narrow focus on a set of core academic skills, and a culture of intensive testing in schools, which has too often squeezed out another set of 'softer' skills – how to think creatively, how to collaborate, how to empathise – at the very time when they are needed more than ever.

They matter for:
- educational achievement
- social mobility
- employment and the economy
- the wellbeing of children
- the achievement of a 'good' society

There is a body of evidence, based on research conducted for the 1970 British Cohort Study, which found that soft skills such as motivation, self-esteem and concentration help young people make the most of their cognitive abilities, accounting for a third of the impact on O-level attainment at 16 and post-16 educational achievement.[11]

---

8   http://www.educationscotland.gov.uk/Images/Bridging_The_Gap_tcm4-552837.pdf

9   Merton, B. et al. 'An evaluation of the Impact of Youth Work in England' Youth Affairs Unit De Montfort University, 2004.

10 http://www.education.gov.uk/childrenandyoungpeople/youngpeople/Positive%20for%20Youth/b00200933/positive-for-youth-the-statement

11 NYA and Fabian Society. 'The contribution of Non-formal Learning to Young People's Life Chances: Learning from the Evidence,' 2008

Ofsted have recognised the value of 'soft skills' by including them in their most recent inspection framework, which states that inspectors are also expected to evaluate activities outside the classroom, such as support/intervention strategies and the impact that teaching has in 'promoting the pupils' spiritual, moral, social and cultural development'.[12]

We are absolutely clear that youth work is a skilled profession requiring a distinctive set of skills and attitudes which are not found as a whole in the teaching profession. Good youth work is values based, youth led and develops young people's personal and social development. Youth workers understand how to build relationships and are effective in bridging the gap between formal and non-formal education.

RECOMMENDATION

The Government needs to reassure the youth sector that the value of youth work as a distinctive educational approach is not lost. This should be done through a more open and conclusive recognition of the value of the sector by the Secretary of State for Education. Whilst it is evident that the Government has a policy perspective, to date this has not adequately been followed through in practice, and given the recent transfer of responsibility for youth policy from the Department for Education to the Cabinet Office there are misgivings regarding the status and recognition of the role of youth work.

12 Blanden et al. 2006

Our findings

The current picture of youth work in schools

1.   The extent of collaboration

The extent of collaboration between youth workers and schools, especially academies, was a welcome surprise to Commissioners. The evidence indicates that the majority (60%) of schools are currently working with youth work providers, ensuring a more holistic model of education, and a further 20% have worked with them in the past.

The evidence received by the Commission would appear inconclusive as to whether the greater autonomy afforded to academies makes it easier for youth workers to engage with them. As budgets continue to be squeezed, a number of academies are developing innovative commissioning models, which allows for a greater focus on the potential benefit of securing high quality youth work.

Fig. 2:   User experience of engaging with schools/youth work providers (based on survey)
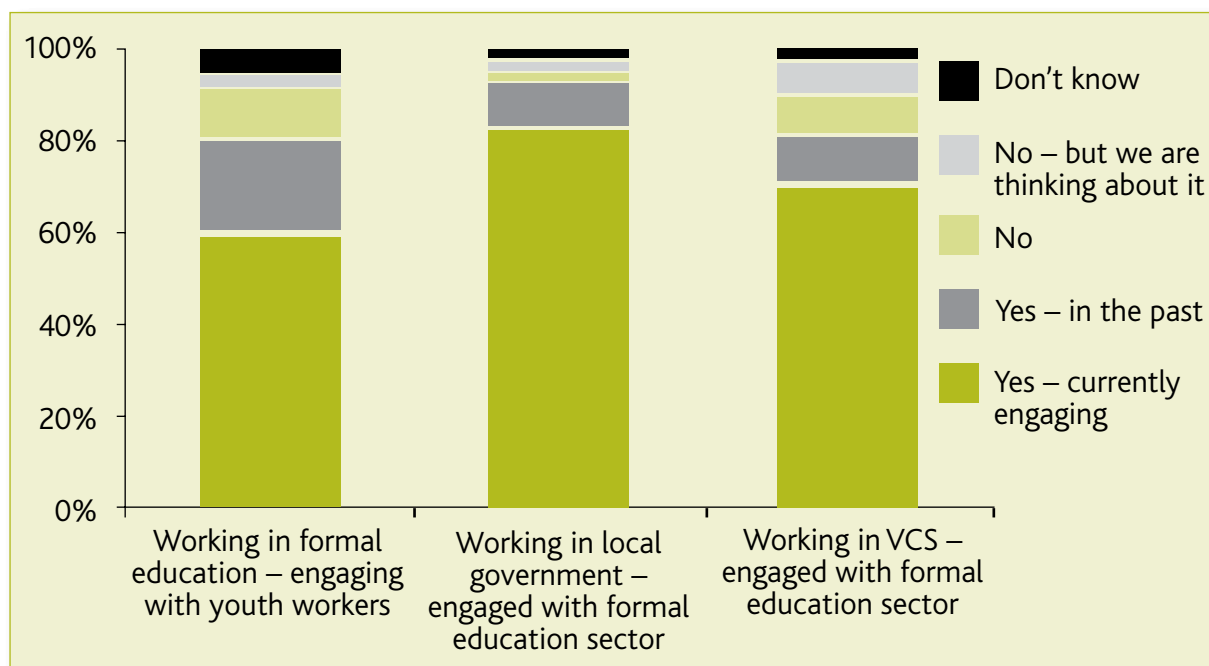
Over the past five to ten years, there has been a growing trend in education for schools to act not simply as a place to educate children and young people, but as more of a central hub for the whole community, and this approach has been further developed by forward thinking academies who see the potential for such a model, strengthening, as it does, links with the wider community.

These academies are conscious of their wider societal responsibility, and how what happens in and around the school can have profound implications for the surrounding community. At a recent summit hosted by the All-Party Parliamentary Group (APPG) on Social Mobility[13], Tony Little observed that "children learn more outside the classroom than within," and "what happens outside school on a Friday night affects what happens in school on a Monday morning."

Shirebrook

Shirebrook academy is committed to being at the centre of the community, and believes that youth work has a key role to play. Recognising the impact of issues outside of school hours, particularly anti-social behaviour, the school employs youth workers to support their pupils, which includes targeted one-to-one work. Youth workers also contribute to alternative provision and develop after-hours activities. The head teacher attributes a number of positive outcomes to this arrangement, including a fall in exclusion rates and above-average attendance, which has improved from 90% five years ago to over 95% last year.

The Commission found that the perceived status of a school can allow it to broker partnerships to ensure higher take up of youth clubs within school. Parents typically have greater trust in a school so it can prove easier to get buy in from parents.

The evidence we have gathered paints an inconsistent picture with regards to the engagement of schools with youth workers, and this can have strong local or regional patterns, which can either help good youth work to flourish or hinder its progress, and as a result, the progress of children and young people in any given area. The inconsistency was highlighted by practitioners as being particularly problematic.

2.   How are youth workers working with schools and academies?

We received a large number of submissions highlighting the ways that youth workers are working in partnership with formal education. It quickly became clear that what we would broadly describe as 'open access' youth work (i.e. leisure, cultural, sporting and enrichment activities) makes up a minority of current provision.

Our research found that provision typically, but not exclusively, falls into the following categories:
- Targeted/referral programmes
- Drop-in programmes in school hours
- Information, advice and guidance
- Personal, Social, Health Education (PSHE)
- Participation work
- Duke of Edinburgh Award

---

13 The all-party parliamentary group on Social Mobility, http://www.appg-socialmobility.org/

There is clear evidence that the majority of provision is targeted provision (i.e. provision aimed at the most vulnerable young people). In this respect, youth work is operating a 'deficit model' – a service designed to 'fix things' on offer for the most in need young people.

However, this is not to say that we did not find some good examples of where youth work is being used to deliver more open access services as opposed to just being something that is targeted as pupils who are perceived to be underachieving academically.

We found that over 70% of voluntary and community sector organisations (VCS) and over 90% of local authority respondents provide a range of targeted services for young people in school.

Nationally, there is a trend towards more targeted, deficit based provision, and away from asset based, open access provision. Analysis by the NYA of local authority expenditure on services for young people found that universal services have seen a much greater decrease in planned expenditure than in targeted provision[14], but it is unclear as to whether this is a cause or effect of the shifting focus of educational settings.

This evidence is supported by the fact that targeted support is the predominant service on offer at local authority maintained schools. Academies, as was the case throughout our research, along with independent schools, presented a broader picture, with a much greater range of provision, often including open access services.

RECOMMENDATION

The Government urgently needs to establish a review of the youth workforce. The changing context for youth workers and the sector as a whole means consideration is urgently required at national level regarding the roles required and the associated skills, knowledge, competencies and pathways. If we recognise that the youth sector and youth workers in particular play a critical role in the development of the lives of young people, then an independent review comparable to previous reviews of social work and early years is urgently required.

Fig. 3: Areas of work that youth workers are typically involved in

---
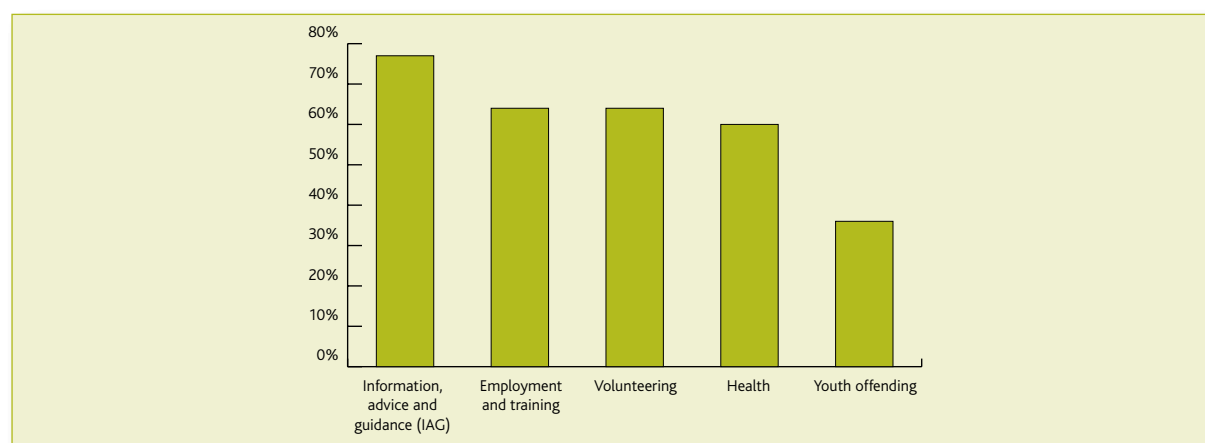
14 Youth Services in England: The State of the Nation, NYA and LGA 2012 www.nya.org.uk

Telford and Wrekin

The youth service at Telford and Wrekin Council works with schools to support young people's progression through an accredited route or by building social skills. These arrangements are funded mostly through the service budget though some are funded through schools using Pupil Premium or other funds (e.g. academies). Initiatives involving youth workers include the following:

- Duke of Edinburgh scheme support is provided for all schools who want to deliver the programme within the borough.
- Health drop-ins in partnership with the School Nurse Service and Health Promotion are delivered during the lunch period or at the end of the day. The service provides advice and support around sexual health and other issues, including referrals to other professionals if appropriate.
- The Prince's Trust XL Programme, ASDAN and COPE certificates are delivered with students who are not achieving academically so they can feel success and have a nationally accredited award.
- In some schools they have built up relationships with school pastoral support staff and take referrals for individual students who have a range of issues or difficulties that will benefit from one-to-one support with a youth worker.
- At after-school clubs, youth workers work with young people to design programmes of support, often to help build social skills.

The youth service has also recently started work within a post-16 college providing a referral service during one morning a week to support to students with a range of issues including transition, and issues at home but impacting on college e.g. attendance and attainment. They are clear that it is not just young people who may be struggling academically that benefit from support; they have had some straight-A students referred because of other issues in their lives. This arrangement has recently been praised in the college Ofsted report as an innovative way of supporting students to remain in learning.

Blackpool Council

In 2009, Blackpool Council decided to place targeted youth workers in each of its eight secondary schools and within the KS3/4 pupil referral units. The youth workers are part of a wider team offering specialist support e.g. substance misuse, sexual health and those at risk of offending, which enables effective multi-agency working and ensures a swift referral procedure is in place. They are also part of a pastoral team including school nurse practitioners, welfare offices, school based PCSOs and form tutors. These integrated teams in schools provide opportunities to share information and ensure that the most appropriate support is offered when it is needed.

Examples of interventions include one-to-one and small group work within a behaviour unit for young people struggling with mainstream education, acting as lead practitioner on family assessment plans, and bespoke education packages for students at risk of exclusion. The youth workers are clear that this arrangement works well when they 'sit' within the pastoral teams, when there are clear boundaries and expectations, and when the philosophy and ethos of youth work is understood by all involved.

Blackpool has a growing bank of evidence to support the value of its investment in youth work in schools. For example, 65 out of 102 (64%) young people receiving interventions from youth workers in the last academic year had stabilised or increased school attendance. Outcomes are also measured during various projects using an adapted Youth Star and Rosenberg's self-esteem scale. The results show notable improvements in self-esteem, communication skills, relationships, well-being and other important areas of personal development.

3. What youth work can contribute in formal education settings

Respondents were clear about the areas where they believe youth work can make a difference as outlined in figure 4 below. They repeatedly stressed that two areas where youth work is seen to be of particular benefit are in the delivery of Personal, Social and Health Education (PSHE) and Sex and Relationship Education (SRE). This is also reflected in the focus that is being given to these two particular areas by policy makers and campaigners at local, regional and national levels, and has been for the past five years.

Examples of this are the work of the External Steering Group which presented a series of recommendations for SRE as far back as 2008, and the growing interest in the resilience of children and young people, including how to measure it with tools such as MTQ48 designed by Peter Clough at Hull University, and what interventions have the most positive impact.

The Commission found considerable evidence that teachers are keen to engage external agencies in delivering aspects of PSHE from experts rather than by themselves. For example, teachers aren't always comfortable or effective in providing Sex and Relationships Education or Drug and Alcohol Addiction training. Some youth work providers testified to having received a sharp increase in take up of their services following recent media coverage of the rise in use, and subsequent dangers of legal highs.

"Teachers need training and support, not all are good at PSHE. An injection of youth workers will help them know more and work better with adolescents"

From our discussions at the annual sitting of the UK Youth Parliament, there was also a general consensus amongst young people that youth workers can be more effective at delivering Sex and Relationships Education.

Fig.4 Areas in which youth work should play a role within the school day

	Strongly agree	Agree	Strongly agree or agree	Disagree	Strongly disagree	Disagree or strongly disagree
Personal, Social & Health Education	71.1%	25.7%	96.9%	2.1%	0.6%	2.7%
Reengaging young people NEET	66.0%	30.0%	96.0%	1.7%	0.2%	1.9%
Volunteering	54.7%	41.1%	95.8%	2.1%	0.2%	2.3%
Citizenship	55.0%	37.6%	92.6%	4.7%	0.4%	5.1%
Health matters	48.3%	44.3%	92.6%	4.7%	0.6%	5.3%
Providing leisure activities	44.6%	40.7%	85.3%	10.2%	1.5%	11.7%
Counselling	38.3%	39.6%	77.9%	13.9%	3.4%	17.3%

Results indicate more uncertainty over the role of youth work in counselling and leisure activities, which is particularly reflected in responses from those working in local government (both managers and youth workers). In the case of counselling, respondents commonly state that this is a distinct profession requiring a particular skill-set, distinct to that of a youth worker whereas leisure activities were often interpreted as play activities rather than youth work.

The evidence shows that youth work trained non-formal educators are being used as 'pastoral leads' for the benefit of all students; where this has worked well it has helped raise the status of youth work within the establishment, with opportunities for the youth workers to provide training to key education staff. However, this is by no means the rule, and the Commission found examples where youth workers are employed in particular roles, particularly pastoral ones, but were not given opportunities to make the best use of their youth work skills.

The Vale of Glamorgan

The Vale of Glamorgan C-Card Scheme aims to bring about a reduction in sexually transmitted infections, increase the provision of sexual health information and reduce pregnancy rates for young people aged between 14 and 25 years. The scheme is supported and guided by a steering group made up of sexual health advisors, Cardiff and the Vale Public Health Service professionals, Vale Centre for Voluntary Services (VCVS) and the Vale of Glamorgan Youth Service.

The C-Card Coordinator is part of the Youth Service team at the Vale of Glamorgan Council and has received specialist training to give advice regarding relationship and sexual health matters, and if circumstances permit, give contraception in the form of free condoms. The Coordinator also provides information and signposts young people, as appropriate, to other agencies. Eight schools in the Vale of Glamorgan, Cardiff and Vale College and the Guidance To Engagement scheme[15] have taken advantage of the C-Card Coordinator's skills to help support their delivery of Sex and Relationships Education (SRE), Relationship Days, Healthy Living Days and other associated classroom activities.

The Coordinator contributes to the development of the county's Health and Wellbeing Strategy and is beginning to assist schools in the development of sexual health policies. In addition the service provides training in issues related to contraception and STIs to C-Card contraception outlet operators, who include the voluntary and statutory youth support sector, training providers and housing associations.

Funding for this project has been provided by the Cymorth programme and the Vale Voluntary Action Scheme for the past four years. Funding for the next four years is coming through the Welsh Government Families First funding strand.

Kent County Council

A number of school-based youth centres were built across Kent during the late 1970s/early 1980s, operated by 'Teacher/Leaders' – qualified teachers who worked in the school for 51% of their time and also ran the youth centre for the remaining 49%. These posts ceased in the late 1980s, but some centres were retained under the management of full-time youth workers.

Varying degrees of interaction developed depending on the school. In 2002, the Service introduced new posts called Community Youth Tutors. Schools were approached **initially on**

---

15 The Guidance to Engagement Scheme is an alternative education programme managed by the Youth Service.

the basis of their GCSE results (targeting those achieving less than 25% 5 A-Cs at the time). The Head of Service met with head teachers to discuss the proposal, seek their support and agree how the post might by deployed by their school. Arrangements were formalised in a Service Level Agreement. Ensuring clarity of the Community Youth Tutor role from the outset has been vital. Recruitment of staff was led by Youth Service with the full involvement of the host school.

There are now 20 Community Youth Tutors across Kent. They are employed by the Youth Service and seconded to the school, but continue to receive professional support from the Youth Service. They are paid on the JNC Professional Range and jointly funded by the Youth Service (60%) and the host school (40%).

Post holders deliver PSHE, participation, inclusion work (e.g. with truants or those at risk of exclusion), lunch/afterschool clubs, holiday programmes as well as evening youth work in the school or in the local community. The model has extended to include appointment in a small number of special schools and vocational centres operated by the local authority. Some schools have become academies, but still retain their Community Youth Tutor.

In simple terms, the model relies on strong commitment and understanding from the senior management team at the school. The arrangement gives the Youth Service an expanded 'reach,' with the ability to access a large captive audience of young people in each school. It also provides access to high quality facilities during the day and also out of school, making a strong contribution to 'the school that never sleeps' concept that has been long supported in the county. The school reaps the benefit of a different approach to work with young people, and also a skill set that can easily take on aspects of the curriculum, such as PSHE, student voice and outdoor education. This approach also enables the delivery of work leading to accredited outcomes such as Duke of Edinburgh's Award & Youth Achievement Awards.

Sefton Metropolitan Borough Council

Our work with schools is an important aspect of our youth work delivery model. The youth team work alongside teachers and learning mentors on a joint Personal Social and Health education curriculum, which supports young people's outcomes. Some examples of delivery in schools include:

- A targeted youth intervention program focusing on risk taking behaviour
- Delivery of democracy sessions in schools to coincide with democracy week and the Youth Parliament
- Involving schools in consultation about the design and delivery of key Council services
- Delivery of Ways to Well-being programs for young people
- Single issue work e.g. anti-bullying
- Delivery of alternative curriculum programmes in school settings

## 4.	Practical arrangements

Evidence presented to us clearly indicates that many partnership arrangements are the result of proactive engagement with schools by the youth work provider (whether from the VCS or local authority). However, a significant minority of schools (mostly academies) have initiated and set up youth work provision either by employing youth work staff in-house or working with local partners to provide services.

Whilst many existing arrangements appear to be based on an informal understanding between established contacts, the Commission received evidence to show that in at least twenty-six local authority areas, these arrangements have been formalised for example by Service Level Agreements (SLAs). Examples of these are included in appendix C.

One of the key drivers for youth work involvement in schools has been through multi-agency working (including the use of Common Assessment Frameworks). A significant proportion of evidence from youth workers indicates that they are part of Early Intervention Panels, Multi-Agency Teams, Locality Teams or Troubled Families Teams.

RECOMMENDATION

Clear mechanisms for bringing together partnerships between schools and colleges, local authority youth services and the voluntary and community youth sector need to be formulated at a local level. Local authorities in particular should consider how they can use their position as an enabler as part of their place shaping role. Where effective youth work interventions have been established, local authorities should also take steps to roll these out more widely.

Trafford Council

In Trafford, one of the schools jointly funded a youth worker but did some work around building bridges between the youth service and schools – where there was an element of each party wanting to 'protect' their profession. Consultation between both partners encouraged a mutual understanding of roles and how best to complement each one and. A clear service level agreement was put in place which set out expectations and responsibilities. Youth workers worked closely with school staff, attending inset days and morning briefings.

It was important to have a strategic vision and link youth work's relationship with academic attainment and achievement, including the branding of the work. They had to identify points of tensions and devise a strategy that would allow joint working and learning.

From this work they then delivered across eight schools across Trafford. Based on the key principles of choice and participation, provision was both targeted (within the school inclusion unit) and universal (lunch-time clubs and drop-in sessions). Youth workers also

supported the students during the transition to further education, from providing references to accompanying the young people to college interviews.

The success of this youth work intervention relied on the youth workers taking responsibility to prepare and deliver a curriculum that delivers explicit outcomes. It was also their responsibility to report back on the progress of their work with young people.

With the support of ESF funding to research the link between youth work interventions and academic performance, the project reported an improvement in attendance, a reduction in exclusions, attainment at GCSE, and positive transitions to further education.

5.   Benefits of working together

Respondents from across different sectors frequently articulated that they were aware of, and understood, the benefits of youth work involvement within formal education. The Commission received a multitude of examples of how this benefits young people, teachers and youth services, some of which are included as case studies below. Where it is working well it is clear that both professions recognise that while they are different professions with unique practices, they ultimately share the same aims and are working towards the same overall goal.

We heard convincing arguments from local authorities in particular regarding the value of a combined, joined-up approach to delivering services for young people. For example, one local authority youth service stated that:

"This way of working helps us to provide a coherent and joined up approach to supporting young people. It helps to avoid duplication and spasmodic interventions and also gives the young person the opportunity to relate to fewer workers and to be able to access a planned, comprehensive program of provision that is more impactful than less planned work. This also makes for a more effective use of scarce resources and most importantly a better experience for the young person."

Youth work was also shown to have a positive knock on effect on a wide range of connected factors, including participation, behaviour and attendance. An excellent example of this was provided from a school which was experiencing poor levels of attendance. Youth workers used ground rules for attendance that were chosen and agreed on by the young people. Within four weeks they had gone from a class of thirty, of whom they only saw fifteen, to full attendance with students turning up on time. This is a really positive example of how youth workers use choice as a powerful tool to create change.

Youth work has oft been cited as being effective in helping children make the transition from primary to secondary school, a time which young people tell us can be particularly difficult. For example, a respondent from Gateshead Council told us:

OCTOBER 2013

> "We also engage with local primary schools and deliver transition programmes with year 6/7 pupils identified as having the most likelihood of struggling with secondary school due to behaviour or lack of confidence."

Gateshead Council

Gateshead Council works with both primary and secondary schools to provide a range of youth work services based on consultation with all schools to assess needs and explore available provision. This work has been going on for over four years now following an attempt to carry out a vulnerability audit of young people in the area and then devise a programme of activity targeted at those most in need. Jointly funded by the local authority and the schools, services provided include:

- Weekly health drop-ins over lunch-time periods
- One-to-one work or small group work with pupils who need additional support
- Targeted activity focused on specific areas including aspiration, confidence and resilience
- Transition programmes with year 6/7 pupils

The youth service also takes the opportunity to introduce pupils to the services provided by local youth workers and are planning to have the youth offer installed on young people's laptops and school plasma screens.

6.   Commonly faced obstacles and how they are being tackled

Almost three quarters of those we consulted indicated that there are barriers that impede greater collaboration between the two sectors. The three most commonly cited barriers relate to funding, communication issues and perceptions / understanding of youth work. However, they weren't the only issues. There is a substantial minority that have experienced barriers relating to school curriculum, appropriateness of delivering youth work in school and issues relating to quality.

Fig. 5 The nature and extent of barriers to youth work engagement in schools

	Strongly agree	Agree	Strongly agree or agree	Disagree	Strongly disagree	Disagree or strongly disagree
Lack of financial resources	40.8%	44.9%	85.7%	8.3%	0.9%	9.2%
Understanding of youth work	34.8%	46.4%	81.2%	12.0%	3.2%	15.2%
Access to youth workers	22.8%	49.3%	72.1%	20.9%	1.9%	22.8%
Conflict between statutory education/voluntary participation	26.7%	37.4%	64.1%	25.2%	4.7%	29.9%
Lack of non-financial resources	16.0%	41.9%	57.9%	30.2%	2.8%	33.0%
National curriculum	20.7%	29.7%	50.4%	34.9%	5.8%	40.7%

25

7.   On communication and perception barriers

> "As a former secondary head teacher with an understanding of youth work, for schools it is still very vague to know what is involved in youth work."

The issue of communication was particularly prevalent during the evidence gathering sessions that took place in June. For example, we found that youth workers can often struggle to make their case and articulate the value of their profession in a clear and compelling manner. The result of this is that those working in formal educational settings can begin to see youth work as being too 'fluffy', which risks youth work being readily interpreted as superfluous and of minimal developmental value to children and young people.

However, it is not so simple as to assume that the communication problem is as one-dimensional as this, and there are instances where schools are just as culpable in failing to articulate adequately how they want to work in tandem with youth workers to establish a more complete, systemic approach to the development of children and young people.

> "Having the backing of head teachers/ governors is crucial, as is identifying key personnel in formal settings to be a link person for youth workers. Integrate staff into the main school routine, including training days and staff meetings. Regularly promote the fantastic work undertaken, both internally and externally…"

The Commission received substantial representations indicating that tensions can exist between formal and informal education professions. A commonly held view from youth workers is that they find it difficult to establish relationships with schools. Often they have been unable to speak to the correct person, influence the decision makers or indeed be aware of the value of engaging with schools. Conversely, there is a widespread misunderstanding or indeed lack of understanding of the role of youth work and consequently what youth work can offer.

> "Trying to get into some schools as a statutory youth worker was like banging your head against a brick wall – you are either welcomed with open arms or the answer is we don't have problems in our school so don't want you. A lot of this comes from the fact that many think youth workers are not professionals and there is a misunderstanding of the skills that youth workers can bring."

Nevertheless, we did find it encouraging that once a head teacher experiences good youth work and 'gets it' they typically value it highly:

> "The close working relationship with the academy has been so positive – the youth team aren't seen as 'outsiders' and the staff appreciate and support the benefit of youth work. We've been able to identify ways which youth work has a positive impact of the targets of the academy, which provides additional incentive to make it work."

Some youth work professionals find that delivering youth work in a formal setting is particularly challenging and see it as going against some of the fundamental tenets of youth work (i.e. the voluntary nature of engagement); however, this is a minority held view. Some have expressed concerns

relating to respecting a young person's confidentiality and the potential fragility of a relationship painstakingly established were confidentiality to be breached.

> "There is some confusion around voluntary engagement; it is actually in the nature of the interaction. It doesn't matter where the youth work takes place, the young people must choose to come to the youth worker."

The Commission heard concerns that youth provision within formal education isn't suitable for all young people. For some, particularly the most disengaged young people, a formal school setting is certainly a barrier. In some cases, the legacy of pupils' personal experiences within the classroom will be difficult to erode; internally, individuals may need to overcome sometimes deep-rooted feelings of frustration or resentment toward schooling. Therefore, to bring about positional change, a wider range of support of which youth work is well versed in meeting will be required to help re-engage the most disengaged young people.

RECOMMENDATION

Led by national youth bodies, the youth sector needs to produce a joint statement of how good youth work can be a distinct and complementary offer to schools. From our evidence gathering, the youth work profession did not adequately articulate its unique contribution to formal education. There is too often the tendency to talk about youth work that helps something else, when it is good in its own right. As such, we strongly encourage the sector to more thoroughly consider the distinctiveness of its contribution, and produce a thorough, clear and robust explanation of the various associated factors of their work and the positive impact that it can have when allied with formal education. We will then call on the Government to endorse this statement.

In many instances, the Commission heard testimony that school staff are unaware of the presence of youth work at their school. In some cases this was less about what youth work is, and more a case of being unaware of local, available provision, which can easily be addressed. However, in other cases there is a genuine lack of understanding of what youth work is and what value it can add. In one focus group with teachers, we found that there was little or no knowledge of what youth work is, and none had first-hand experience of youth work or youth workers.

During the Commission's evidence gathering, we visited North Oxfordshire Academy, which runs a highly successful youth work course for year 12 and 13 students to impressive effect. However, even in this setting, there was evidence from students that few teachers actively get involved in the clubs. The students expressed a desire for teachers to show an interest in the youth clubs that are run in the school, and for more teachers to get involved in the clubs. Students felt that it might help them see their teachers in a different light and make them more approachable for issues that are less directly related to their school performance, if they did get involved, and possibly lead to better links between the clubs and school lessons.

North Oxfordshire Academy, Banbury

Banbury was built on the expanding industry and relocation from Birmingham and London; with the loss of much industry, there are large housing estates tackling unemployment and low aspirations. North Oxfordshire Academy is a non-selective 11-18 academy sponsored by the United Learning Trust. Having activities and facilities in school compensates in part for a lack of provision outside, where the youth services are based in a hub and focus on early intervention/prevention.

The decision was taken five years ago to employ a youth worker and make provision in the school; this has been built incrementally, starting with small steps, to shape and develop the current curriculum-based offer and holistic approach to youth work. Youth work is not a 'bolt-on' to the school, it is embedded in the curriculum offer to students and offers a wraparound approach. The academy provides a youth work course at years 12/13, where students are learning on the job and act as mentors to younger students too. The students are known in the school as 'youth workers.' They help run clubs three nights a week and mentor approximately forty students each week, with teachers also drawing on them to support some students. 'Team 14' are students who return to school in year 14 on youth work apprenticeships.

The youth clubs provide friendship and social networks to break down barriers. This helps all to get on and keeps students occupied. There is no equivalent hub for clubs in Banbury. There is a wide range of clubs (sports, baking, film, drama); with a clear distinction between school lessons and school clubs. Mentoring and youth work approaches also help with buddying and creating friendship bonds, encouraging others to get involved. The youth work provision helps to build confidence across the school years and between the years. Youth work and clubs in school create a positive culture and environment in the school that is inspiring and fun.

There is also a misconception within schools that youth work is seen as a 'fire fighting' service – one that only works with the most in need young people, which is linked to the commissioning of youth services through a deficit model, as referenced earlier in this report. This view is a commonly held one, and the concept of a deficit model approach can limit involvement in wider enrichment activities that youth work providers can deliver.

Communication and perception barriers are not only manifest amongst those already working in formal education or youth work, but are also apparent in education and training environments for the professions. For example, one youth work student, who recently arranged a full year placement within a school, noted tensions around placements in formal education settings, being actively discouraged by some to pursue this avenue.

RECOMMENDATIONS

There is a pressing need for much stronger collaboration between the teaching and youth work professions. While they are undoubtedly two distinct professions, both offering unique skills and characteristics, fundamentally there is more in common than at odds. Youth work departments in universities often find themselves the much smaller player to teaching departments and therefore even in the training institutions tensions exist. In order for youth workers to develop excellent practice that is founded on strong partnerships, youth work and education training providers need to work more closely together. This includes exploring the concept of joint training sessions to help break down barriers.

Schools and colleges need to develop their understanding of how youth work can complement formal education. To help them achieve this, they should consider having a dedicated governor with a knowledge of the voluntary and community youth sector. This suggestion would be in line with the aim of having a more appropriately skilled system of school governance, and would strengthen the voice of the youth sector in a formal education setting.

The youth work profession needs to articulate and promote the unique contribution of youth work more effectively. The Commission believes that it is not enough to say 'I know good youth work when I see it.' Youth workers need to develop their ability to explain how good youth work has a tangible impact on formal education outcomes. In order to do this positively and effectively, youth sector bodies need to champion the role of youth work and actively lobby for change amongst key education bodies to ensure that the value of youth work is fully understood and as widely disseminated as possible.

8.   Funding for youth work programmes in schools

As funding continues to be reduced for local authorities, access to the remaining pot of money is becoming an increasing obstacle to the delivery of youth work. We know that local authorities have already dealt with an average cut of 28 per cent in central government grant funding and with more impending cuts looming, 'statutory' youth services continue to face difficult times. We also received representations from schools that they are increasingly under pressure to deliver savings to school budgets, and as such youth work can be squeezed out as they look to focus on the core educational offer more assiduously.

Allied to this is the necessity to demonstrate the impact of youth work more and more as the sector moves towards a system that is predominantly focused on outcomes rather than outputs. The result of this is an increasingly competitive market that looks to allocate funding on evidence of previously achieved outcomes. Often, youth work has struggled to demonstrate the quality of its contribution sufficiently, and this is something that will need to be addressed as more diverse funding streams become available through schools.

The most quoted source of potential funding that we heard is the Pupil Premium[16]. We support the principle of the premium as a means of delivering added resources to those most in need, and believe that there is a strong case to be made in introducing a Youth Premium, using the same principle to meet the needs of the same young people outside the school gate[17].

However, since its introduction, the Pupil Premium has come in for criticism due to the way it is being spent. The first assessment by Ofsted found that the money was not always spent in the way that it should be – often simply 'going into the pot'.

> "Often schools did not disaggregate the Pupil Premium from their main budget, and said that they were using the funding to maintain or enhance existing provision rather than to put in place new activity."[18]

Despite this, Ofsted has found that schools whose strategies had had the most impact considered a range of barriers to pupils' learning, including attendance, behaviour, family circumstances and resources to support learning at home or at school[19], all of which can be improved with the addition of high quality youth work.

RECOMMENDATION

The formal education sector should carry out a review into the use of school budgets.
During the course of our inquiry, we did not receive any evidence that clarified where schools were getting their money from. We recommend that the formal education sector carry out a review to look at how school budgets are being utilised, and whether there is a way of more innovatively or appropriately commissioning youth work.

Our research found that a variety of funding models have been used and it is encouraging to see that even in these challenging times, local authorities and schools, or a combination of the two, are the main sources of funding. This lends support to our view that the involvement of youth work within schools is recognised as being a valuable asset as part of the broader package of support for young people.

16 The Pupil Premium is the brainchild of the Coalition Government and is targeted at those young people in receipt of free school meals. It was implemented in 2011 and funding for 2013/14 is £900 per pupil.

17 http://www.nya.org.uk/policy/commission-into-sufficiency

18 http://www.ofsted.gov.uk/resources/pupil-premium

19 The Pupil Premium – how schools are spending the funding successfully to maximise achievement, Ofsted, 2013

Fig 6: How youth work provision in schools is funded
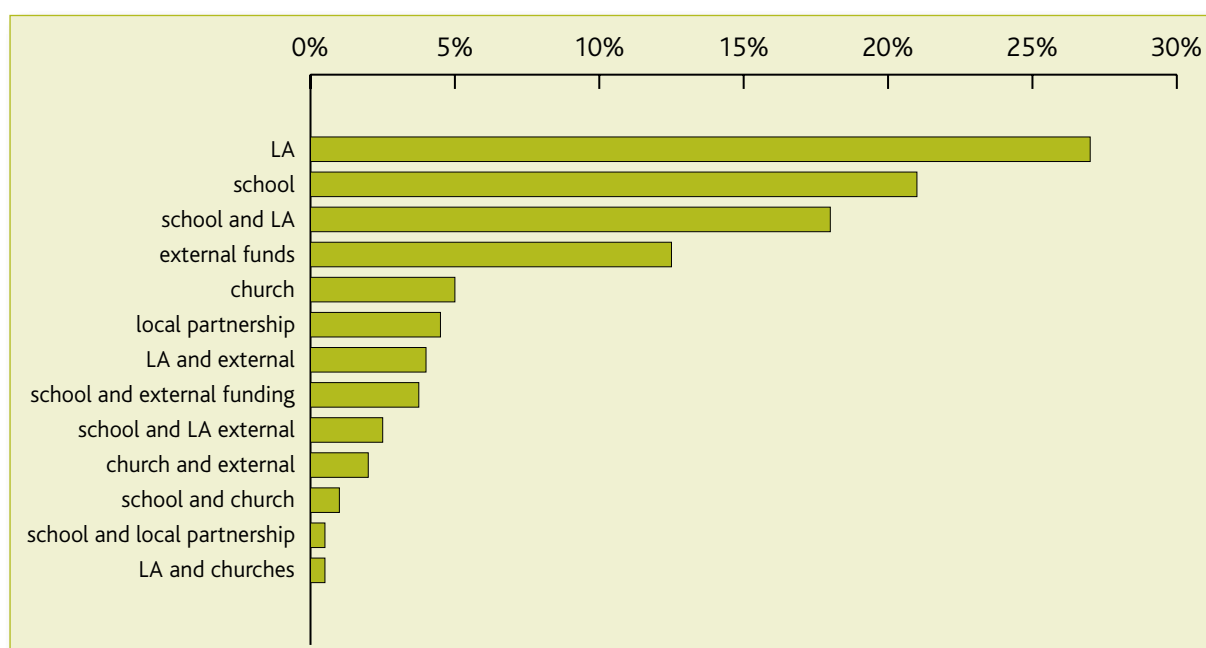
A number of respondents suggested that schools, local government, or a combination of the two, should have responsibility for the engagement of youth work in schools and colleges. It would appear that a diverse range of providers focussing on different, but linked, elements of provision, is the most popular approach for including youth work in schools. This was evidenced by 60% of respondents articulating a preference for this approach, as opposed to it being the responsibility of national government to fund such provision.

It is evident that youth work is only truly successful and transformative when the practitioners have the full support of the head teachers, and ideally the Board of Governors. Their support is increasingly predicated upon a rudimentary cost-benefit analysis, which weighs up the cost of excluding a child against the cost of the provision/intervention offered.

The Commission was not in a position to draw a clear conclusion as to whether academies are more likely to buy in youth work services; however, our research indicates that a higher proportion of academies are using their local flexibility to commission external agencies to deliver services than in LEA maintained services. It is also clear that where one academy (from within a chain) has bought in a successful programme, it can create something of a ripple effect, with the result being that youth work is rolled out to more schools within the cluster, providing the additional benefit of greater economies of scale.

Oldham receives funding through three routes:
- Direct funding from schools to deliver specific programmes, including Pupil Premium funds.
- Sub-contractor to a prime contractor around ESF 14-19 NEET funding. This is a payment by results model using a youth work methodology with person-centred interventions in school settings and is very successful.
- Local authority funding to be a targeted service.

The Commission found considerable evidence that successful youth work programmes have initially been offered to schools as loss leaders with schools subsequently paying for the service once they have seen the results, in a self-determined model not dissimilar to the payment by results model that is championed by Government.

However, this is most definitely the exception rather than the rule. For example:

> "The Mancroft Advice Project (MAP) has received funding to provide free service for up to six months to schools, but they make very clear that this is not sustainable and ask the school for 50 per cent of the funding for the remainder of the year. Following this, if all outcomes are met they then ask for 100 per cent. In some cases they have found that schools will decommission other provision to pay for this service."

We were encouraged to find instances where local authorities, working with partners, were looking to establish a service model that would bring a range of distinct funding streams together, including the Pupil Premium, Troubled Families, youth service funding and health sources, to deliver wrap-around services.

RECOMMENDATION

Local authorities, the youth sector and the formal education sector need to explore how distinct funding streams can be used to deliver a more effective youth offer. To support this, the formal education sector should consider carrying out a wider review of how school budgets are being utilised, including the Pupil Premium, troubled families funding, and the dedicated schools grant. The Government also needs to promote how funds such as the Pupil Premium and the prior attainment funding for secondary aged students can be used more innovatively to support youth work approaches that help close the attainment gap for the most disadvantaged young people and increase social mobility.

Positive Steps Oldham

One of the funding sources for Positive Steps' youth work involvement in schools is via a European Social Fund (ESF) scheme targeted at young people NEET aged 14-19, administered via the Skills Funding Agency.

Through this funding source, Positive Steps has worked with a number of schools and a Pupil Referral Unit. The prime contractors are responsible for a number of local authority areas. For example, two prime contractors cover ten local authority areas in the Greater Manchester area.

The prime contractors have an agreement to engage young people who are either:
- Pre-16, within compulsory school age
- Post-16 and not of compulsory school age

Payments are made to the sub-contractor at specific points during attendance, for example after six, twelve, eighteen weeks and when a young person achieves a qualification. The performance measures used for each of these groups differ in that the post-16 group has firmer measures related to actual reductions in the numbers of NEET young people. Performance for the pre-16 group is measured by the level of risk (of becoming NEET).

Positive Steps Oldham became one of the sub-contractors which required them to recruit a specified number of school pupils at risk of becoming NEET. Schools approve the recruited pupils for the programme to provide assurance that those students are suitable participants 'at risk' of becoming NEET. Positive Steps then delivers a programme of at least 45 hours of formal accredited learning, using youth work approaches.

Positive Steps also asks the school to provide a judgement as to whether a young person has achieved an approved progression related to their risk of becoming NEET so that the focus is not solely on achieving a qualification. This may include reviewing attendance or behaviour for example. Although this is not a requirement for funding, Positive Steps recognise the importance of demonstrating additional outcomes.

The Director of Prevention Services highlights that the key to the success of the programme is in "the interface between high quality youth work and formal education settings." With person-centred interventions in school settings, staff use youth work methodologies to work with young people that are at risk of becoming NEET, with issues around behaviour and other challenges related to the wider community.

The organisation has received positive feedback from both the prime contractor and from schools regarding the impact of their work with the young people. The schools in particular welcome both the youth work approach and the ability to capture achievement through accredited learning.

9.   Outcomes and evaluation

As was referenced earlier, the inability of the profession as a whole to communicate the value of their programmes is a substantial obstacle to greater engagement with schools. This is symptomatic of a wider debate in the youth sector; in the last few years there has been a real focus on measuring the value of provision within the youth sector. The Catalyst Consortium was responsible for producing the Outcomes Framework[20] in 2011, a tool designed to help organisations to select the most appropriate product to measure the outcomes of a particular intervention. The Commission heard representations from many organisations using different outcomes evaluation tools, which varied in their levels of complexity and robustness. The result of this is that the data made available is not always sufficiently strong to stand up to scrutiny or provide a rigorous comparison against which the quality of different pieces of work can be measured.

---

20 http://youngfoundation.org/publications/framework-of-outcomes-for-young-people/

RECOMMENDATION

Partnership arrangements between youth work and formal education need to be underpinned by robust quality assurance arrangements. Additionally, these arrangements need to be accompanied by clearly defined outcomes and agreed measurement tools. It is increasingly important to measure and evidence the impact of work in every sector and this is something that youth work has traditionally been unable to quantify. Youth sector bodies also have a role to play in ensuring that, as far as possible, youth work practice is of the highest quality, and should more rigorously look to drive quality and excellence in practice.

Thinkforward Programme, Impetus – The Private Equity Foundation

The Thinkforward Programme operates in twelve schools in East London and is aimed at ensuring students who are at risk of dropping out make a successful transition from education to employment. It is part funded by a social impact bond commissioned by the Department for Work and Pension's (DWP) Innovation Fund and using a payment-by-results contract.

The programme provides a single point of contact with a coach to help young people explore their future career goals, providing up to five years of sustained support.

Key to the success of the programme is in the youth work methodologies that are used to engage the young people, particularly in the relationship between the coach and the young person. This relationship is based on voluntary engagement, choice, and the personal and social development of the young person. The coach provides one-to-one support, helping the young person to think through their goals and aspirations alongside any issues. They work with the young person to produce an action plan, which may involve linking up with other services or arranging additional support. Additional access to the employment market is provided by bringing young people into contact with employers, for example via workplace visits, placements, mentoring or inviting local business leaders to speak at schools.

The evidence shows that Thinkforward is making a tangible impact in the twelve schools who are already involved in the project. The programme's annual review for 2012 reports that 98% of young people progressed into education and employment during the pilot, 700 new young people have been enrolled, and 100 employees have volunteered on the project. Of the 350 pupils old enough to have taken their GCSE's, 55% have achieved 55% A*-C, beating an original target of 30%.

Success is measured by hard and soft outcomes. Hard outcomes measures include a focus on qualifications, behaviour, attendance and entry into training, learning or sustained employment. To measure the softer outcomes, a personal development tracker tool is used to assess young people's readiness for work in terms of mindset (for example self-belief, aspiration, determination) and employability (for example teamwork, communication,

planning and organising) skills. Planned evaluation activities from the DWP and the Education Endowment Foundation include a randomised control trial in four schools focusing on education outcomes, and a qualitative and quantitative study in ten schools looking at both education and employment outcomes.

It is beyond the scope of this Commission to pass judgement on particular measurement tools. However, the principle point that we are absolutely clear about is the need for youth work providers not only to be able to evidence the outcomes that they generate, but to show how this relates to the language of schools, and in particular, how it makes a difference to Ofsted measurement criteria; for example to show how the product helps to improve educational attainment.

This could be through improved attendance, reduced exclusions or any number of proxy indicators. Until providers can show this to decision makers in a robust manner, the lack of evidence will continue to be a serious impediment to greater collaboration with schools. One respondent stated that;

"You must be strongly evidence based to start with or it is too daunting. We could not have done this if it weren't for our previous commitment to outcome evaluation. Be very, very well prepared and think carefully through what outcomes you can be certain to deliver."

Freebrough Academy

Freebrough Academy's decision to engage with youth work stemmed from concerns over anti-social behaviour at the weekends, particularly on Friday evenings. The consequences were having a negative impact on Monday mornings when pupils returned to school with related issues.

Along with the police, the school initiated a meeting with partners to explore how to tackle this issue and decided to set up a Friday night youth club, as a partnership between the school, the youth service, the police and the fire brigade. All partners contribute staff and the school provides the premises and equipment. This arrangement has been running for over 18 months now with over 150 young people participating. The academy reports a correlation between the youth work provision and the fact that since its introduction:
- Attendance has increased from 89% to 94%
- They now have no permanent exclusions
- The fixed term exclusion rate is below the national average
- Reported anti-social behaviour in the community has reduced by 45%

These results have made a real different to the community, who value the school and see it as a hub, working successfully with partners to tackle important issues.

We believe that, while the current inspection process is achievement focused, there is potential for youth work to deliver school improvements measured by Ofsted, most notably through a school's evidence it provides of pupils' spiritual, moral, social and cultural development.

Ofsted states that "all schools should be promoting pupils' spiritual, moral, social and cultural development and suitably preparing pupils for life". It asks inspectors to 'consider the climate and ethos of the school and what effect this has on enabling all pupils to grow and flourish, become confident individuals and appreciate their own worth and that of others'. It goes on to ask inspectors to "take into account the impact of the range of opportunities provided for young people to develop their resilience and confidence".[21]

Ofsted told us whilst inspectors do not actively seek evidence of youth work, schools are encouraged to draw attention to where things are going particularly well / badly, and that inspectors will and must be open to all evidence a school provides; if it is sufficiently important, it will be reported on. However, some uncertainty has been expressed by Ofsted around the size and quality of the market for youth services in formal education.

RECOMMENDATION

Good youth work practice in schools and colleges needs to be recognised by Ofsted.
To facilitate this, we are calling on Ofsted to do the following:
  a. Include youth work approaches in its programme of training and development for inspection staff. Inspectors should be trained to seek examples of good practice, rather than relying on schools to include this evidence themselves. They should know how to ask about and respond to evidence of good practice with regard to youth work interventions.
  b. Carry out a thematic review of youth work to build on the work of this Commission and explore in detail the contribution that youth work makes to formal education.
  c. The National Citizen Service is becoming an increasingly important interface between schools and the youth sector, and we strongly feel that Ofsted needs to recognise the emerging influence of the programme and that this needs to be reflected in its work.

10.   Curriculum and timetabling

We accept that schools are driven by curriculum and attainment. However, too many schools are not able to see the whole social context that a young person brings with them to school. We typically found that schools do not often have sufficient time within the school day to offer access to activities that they feel do not have a direct impact on a student's attainment.

In spite of this, we were encouraged to see that the most forward looking head teachers recognise the value of their students being able to access opportunities to develop their soft skills. There is much research that supports the importance of these skills. In the US, the value of these skills is well established. Recent research found that schools with effective social and emotional learning programmes showed an 11 per cent improvement in achievement tests, a 25 per cent improvement

---

21 http://www.ofsted.gov.uk/resources/framework-for-school-inspection

in social and emotional skills, and a 10 per cent decrease in classroom misbehaviour, anxiety and depression. That is because social and emotional learning reduces or prevents mental and behavioural problems and can help to promote academic achievement.[22]

In the most effective examples, we found that youth work involvement is an integral part of the pastoral team, rather than as a subsidiary element. In these instances, every member of staff involved is clear of their individual roles and how they contribute to a young person's development, and youth workers are recognised as being uniquely placed to build effective relationships with students. We also found that the most effective schools have identified areas of the school curriculum that youth workers could enhance, and have established clear lines of accountability and codes of practice.

It is important to note, however, that with the narrowing of the curriculum, there is the potential for the inclusion of youth work to be eroded, as it becomes a less comfortable fit with the subject matter on offer.

Barking and Dagenham

In Barking and Dagenham, youth workers engage with schools in a variety of ways. Provision includes transitional programmes for year 6 pupils, general PSHE delivery in secondary schools and targeted work with pupils who are risk of exclusion as part of multi-agency teams, including Safer Schools Officers. The youth service also provides an information and advice service as part of the local further education college. Robust working relationships exist between the locality youth workers and their local secondary schools and the borough college. Building on this partnership work, relationships have also been established with some local primary schools as part of the transition work. Staff involved in this arrangement note a range of benefits for the young people, including the development of key skills, improved attendance and behaviour, along with increased participation and social awareness.

---

22 Roberts, Y. 'Grit: the skills for success and how they are grown' The Young Foundation 2009.

On the future for youth work in schools

It is refreshing to see that despite the obstacles and challenges, there is overwhelming support for future collaboration between schools and youth work providers. As the figure below shows, almost all respondents to our survey suggested that they would consider engaging in partnerships between youth work and formal education in the future.

Fig 7: Would you consider engaging with youth workers/schools in the future?

Not sure
6%

No, not really
2%

Yes, maybe
14%

Yes, definitely
78%
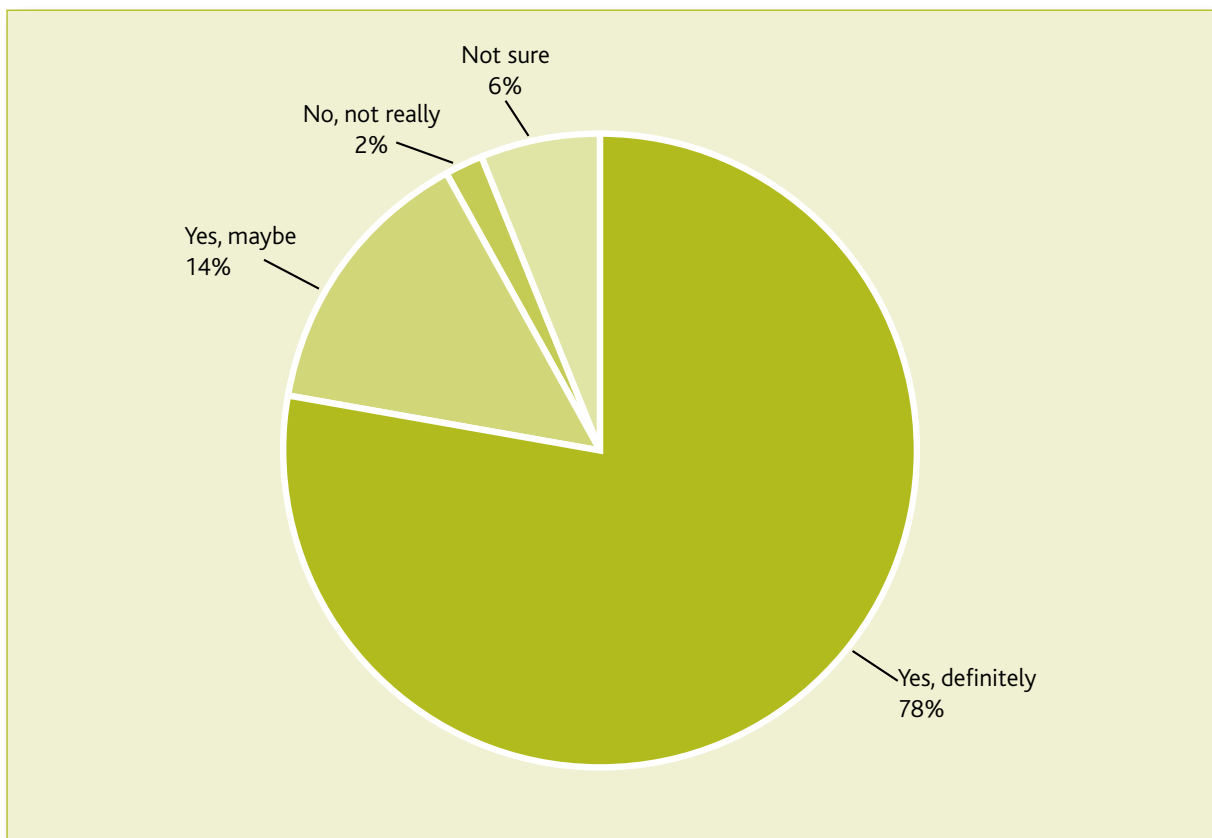
We were very pleased to see that even with the barriers and obstacles that have been identified, the vast majority of people believe that youth work has a role to play within formal education; over 85 per cent of those from formal education support this notion, a figure that rises to 98 per cent of those respondents with a local government background.

**Fig.8: Does youth work have a role to play in formal education?
Responses by sector**
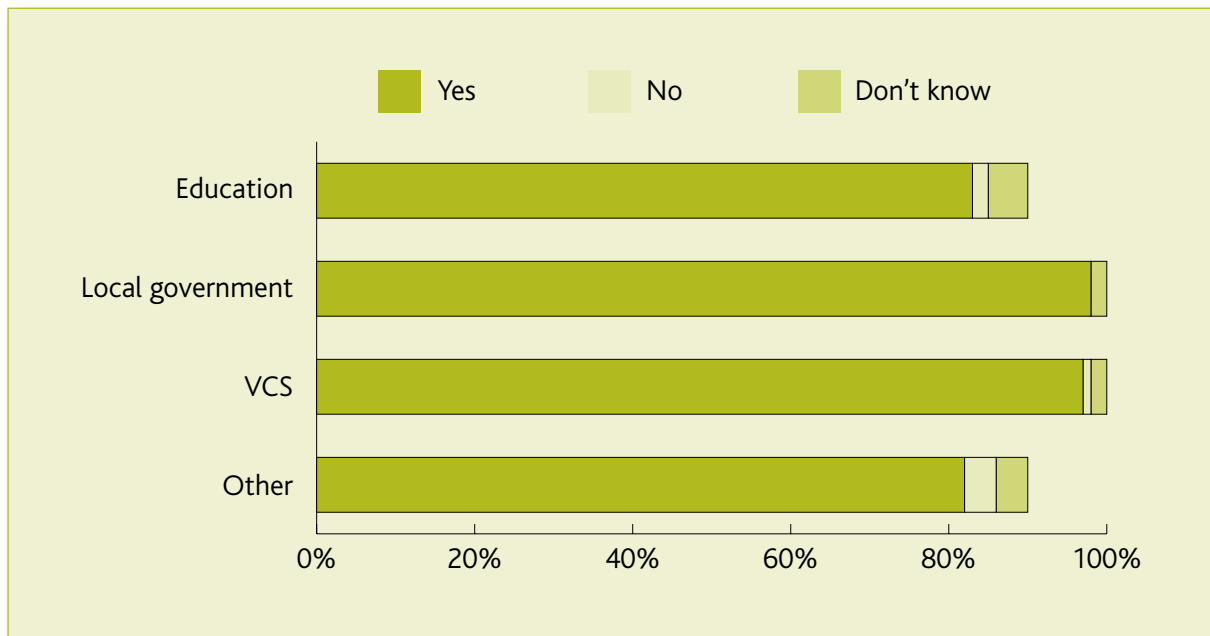
Conclusions and recommendations

Key findings

Uniqueness of youth work

We believe that youth work as a distinctive educational discipline has a key role to play in helping promote young people's personal and social development. We believe that it creates opportunities for young people to develop the skills, capacities and attitudes required and in doing so it allows them to recognise their achievements, supports their aspirations and encourages them to manage their future successes. We know this makes a difference: research and representations that the Commission has received show that good youth work involvement improves attendance and behaviour, motivation, relationships, enhances personal support, and improves home and community links.

However, the current emphasis on a set of core academic skills, and a culture of intensive testing, has often squeezed out space to develop these skills at the very time when they are needed more than ever.

We found youth work matters for:
- educational achievement
- social mobility
- employment and the economy
- the wellbeing of children
- the achievement of a 'good' society

We are delighted to see that almost all people that took part in this work (over 90 per cent) feel that youth work has a role to play in formal education now and in the future. We are encouraged to see relatively high levels of engagement between youth work (in whatever format) and schools. The majority of this work is concentrated around targeted provision, though there is substantial evidence of youth workers playing a significant role delivering aspects of the PSHE and SRE curriculum.

Schools and communities

We have found that forward thinking schools and academies value their role as a hub for the whole community. However, this still represents the minority of schools and there is much scope for greater collaboration between both sectors.

In line with the Government's localism agenda, there is no uniform, national picture of engagement across the country. The increasing number of academies means that there is considerable variation in the values and practices within schools, making recommendations for a 'one size fits all' approach of engagement challenging. However, in the best examples, youth practitioners are working with, and through, schools to develop innovative local solutions appropriate to their area.

Youth work as a deficit model

We believe that there is a mixed understanding between teachers and youth workers of their respective skills and the uniqueness of each. Where it is clear is in providing targeted work. We found that in a large proportion of cases, youth work is being targeted at the most at risk young people, whether this be young people at risk of permanent exclusion, or at risk of becoming NEET (not in employment, education or training). Commissioners felt strongly, however, that seeing youth work as a service brought in to 'fix things' missed the wider contributions youth work could make to school and community.

One positive was that we found substantial evidence of youth workers delivering 'generic youth work' to groups of young people within PSHE lessons – typically this revolves around sex and relationships education and/or drug and alcohol education. Teachers broadly welcomed the involvement of external providers with specialist subject knowledge in these areas and were comfortable in commissioning organisations to deliver this work.

Barriers to greater collaboration between youth work and schools

We have uncovered a number of barriers that currently hinder greater engagement between youth workers and formal education:

Funding
Youth services have been disproportionately cut during the ongoing financial crisis and this trend looks set to continue. We have found that whilst local authorities remain the main source of funding for youth work within schools, we are seeing an increasing trend in schools contributing towards the cost of youth work activities. We are encouraged to see that the majority feel that the future for funding these activities is through a mixed economy.

It is encouraging to note that many youth work providers see the value in adopting procedures that help them to evidence the impact of what they do. The Commission is clear that during a period of financial austerity being able to show decision makers the value of what you do is the key to sustainable programme delivery. There currently remains however some way for the youth sector to travel before this is done effectively – particularly in being able to show how they evidence the impact on the school's targets.

Communication and relationship building
Schools and youth work can operate in separate spheres. We found that established relationships between the youth sector and schools are not as common as we would hope. This is particularly the case amongst VCS youth work providers. Youth workers indicate that it is difficult to establish the correct relationships with the necessary decision makers. One reason for this appears to be a lack of awareness from schools as to youth work generally, and in particular how it could help deliver the school's aims and objectives.

It is positive to see that where relationships are established they are long lasting and sustainable. However often they are dependent on individual relationships established – and if there are changes in staffing this relationship is not always sustained.

Perceptions

There is considerable work to be done around perceptions and mutual understanding between the youth and education workforce. In the most effective settings youth work is seen as a key part of a multi-agency approach to ensuring the best outcomes for young people at school. However, this was not the norm. Youth work's distinct contribution in school is more readily recognised in relation to supporting the most vulnerable students in behaviour management and engagement in learning. A broader understanding of the contribution of youth work in school is less apparent. However, it is clear that teachers 'get it' when they see the impact it has.

We did encounter some lazy stereotyping – whether it be 'what a youth worker does' or the perception that youth work is 'only for the bad kids.' This was troubling, and while only a minority held, needs to be addressed. Similarly, we did find in some instances views that 'excellent' teachers can do the same things as a youth worker. These perception issues must be tackled if we are to see greater collaboration between the two sectors.

We did not encounter any widespread antipathy towards the notion of delivering youth work within the formal confines of a school. This is not simply a pragmatic reaction to the state of youth work today. There is a general consensus that done well, with the requisite safeguards in place, it can be effective and can be delivered without compromising core youth work principles and tenets. However, considerable care needs to be taken to ensure that services are effective, confidentiality is respected, and young people accessing services in school do not feel stigmatised.

Practical barriers

We can draw no clear conclusions about the use of a school premises to deliver youth work. We found that the venue is a consideration but is not necessarily a barrier. Many feel that school-based youth workers can be more approachable to some young people who would not talk to them at a youth club when they are with their peers outside school. Behaviours are very different inside and outside school, while others would prefer to be away from school due to the negative associations that school may have.

We found that the nature of a school curriculum and timetabling that goes with this can create obstacles for youth work providers to deliver services within the school day. However, others make good use of school breaks to reach young people. We found that the most effective examples of youth work provision in schools are where it is seen as a part of the core ethos of the school – embedded in its approach but with a clear differentiation between youth work opportunities and the classroom.

Quality

We believe that good youth work has a key role to play within schools to help young people live positive and fulfilling lives. However, not all youth work is good, nor is it effective. Youth work must be high quality and meet fundamental quality standards. Therefore, we strongly support the principle that commissioners (whether they be schools or local authorities) must ensure that standards are enforced through the commissioning process, potentially using one of the existing sets of quality standards available.

Recommendations

The following recommendations reflect the key themes that have emerged during the course of our investigation. We heard strong evidence from head teachers that employing youth workers directly or having a clear service level agreement with local teams adds considerable value to their schools and colleges, making a positive contribution to the students' social, emotional and educational outcomes. Where this partnership has been successful, it is built on a mutual understanding of roles and responsibilities, where the youth worker is an integral part of the school team. Of course, there are challenges to be addressed, but there are also opportunities to be seized if all stakeholders play their part in strengthening the role of youth work in formal education.

For National Government

1. **The Government needs to reassure the youth sector that the value of youth work as a distinctive educational approach is not lost.** This should be done through a more open and conclusive recognition of the value of the sector by the Secretary of State for Education. Whilst it is evident that the Government has a policy perspective, to date this has not adequately been followed through in practice, and given the recent transfer of responsibility for youth policy from the Department for Education to the Cabinet Office there are misgivings regarding the status and recognition of the role of youth work.

2. **The Government urgently needs to establish a review of the youth workforce.** The changing context for youth workers and the sector as a whole means consideration is urgently required at national level regarding the roles required and the associated skills, knowledge, competencies and pathways. If we recognise that the youth sector and youth workers in particular play a critical role in the development of the lives of young people, then an independent review comparable to previous reviews of social work and early years is urgently required.

For Local Government

3. **Local authorities, the youth sector and the formal education sector need to explore how distinct funding streams can be used to deliver a more effective youth offer.** To support this, the formal education sector should consider carrying out a wider review of how school budgets are being utilised, including the Pupil Premium, troubled families funding, and the dedicated schools grant. The Government also needs to promote how funds such as the Pupil Premium and the prior attainment funding for secondary aged students can be used more innovatively to support youth work approaches that help close the attainment gap for the most disadvantaged young people and increase social mobility.

For schools and colleges

4.   **Schools and colleges need to develop their understanding of how youth work can complement formal education.** To help them achieve this, they should consider having a dedicated governor with a knowledge of the voluntary and community youth sector. This suggestion would be in line with the aim of having a more appropriately skilled system of school governance, and would strengthen the voice of the youth sector in a formal education setting.

5.   **Clear mechanisms for bringing together partnerships between schools and colleges, local authority youth services and the voluntary and community youth sector need to be formulated at a local level.** Local authorities in particular should consider how they can use their position as an enabler as part of their place shaping role. Where effective youth work interventions have been established, local authorities should also take steps to roll these out more widely.

6.   **The formal education sector should carry out a review into the use of school budgets.** During the course of our inquiry, we did not receive any evidence that clarified where schools were getting their money from. We recommend that the formal education sector carry out a review to look at how school budgets are being utilised, and whether there is a way of more innovatively or appropriately commissioning youth work.

7.   **There is a pressing need for much stronger collaboration between the teaching and youth work professions.** While they are undoubtedly two distinct professions, both offering unique skills and characteristics, fundamentally there is more in common than at odds. Youth work departments in universities often find themselves the much smaller player to teaching departments and therefore even in the training institutions tensions exist. In order for youth workers to develop excellent practice that is founded on strong partnerships, youth work and education training providers need to work more closely together. This includes exploring the concept of joint training sessions to help break down barriers.

For youth work and youth workers

8.   **Led by national youth bodies, the youth sector needs to produce a joint statement of how good youth work can be a distinct and complementary offer to schools.** From our evidence gathering, the youth work profession did not adequately articulate its unique contribution to formal education. There is too often the tendency to talk about youth work that helps something else, when it is good in its own right. As such, we strongly encourage the sector to more thoroughly consider the distinctiveness of its contribution, and produce a thorough, clear and robust explanation of the various associated factors of their work and the positive impact that it can have when allied with formal education. We will then call on the Government to endorse this statement.

9. **The youth work profession needs to articulate and promote the unique contribution of youth work more effectively.** Building on the previous recommendation, the Commission believes that it is not enough to say 'I know good youth work when I see it.' Youth workers need to develop their ability to explain how good youth work has a tangible impact on formal education outcomes. In order to do this positively and effectively, youth sector bodies need to champion the role of youth work and actively lobby for change amongst key education bodies to ensure that the value of youth work is fully understood and as widely disseminated as possible.

10. **Partnership arrangements between youth work and formal education need to be underpinned by robust quality assurance arrangements.** Additionally, these arrangements need to be accompanied by clearly defined outcomes and agreed measurement tools. It is increasingly important to measure and evidence the impact of work in every sector and this is something that youth work has traditionally been unable to quantify. Youth sector bodies also have a role to play in ensuring that, as far as possible, youth work practice is of the highest quality, and should more rigorously look to drive quality and excellence in practice.

For Ofsted

11. **Good youth work practice in schools and colleges needs to be recognised by Ofsted.** To facilitate this, we are calling on Ofsted to do the following:
    a. Include youth work approaches in its programme of training and development for inspection staff. Inspectors should be trained to seek examples of good practice, rather than relying on schools to include this evidence themselves. They should know how to ask about and respond to evidence of good practice with regard to youth work interventions.
    b. Carry out a thematic review of youth work to build on the work of this Commission and explore in detail the contribution that youth work makes to formal education.
    c. The National Citizen Service is becoming an increasingly important interface between schools and the youth sector, and we strongly feel that Ofsted needs to recognise the emerging influence of the programme and that this needs to be reflected in its work.

Appendix A: Copy of online survey questions

1. Organisation/school/college name:

1. Which of the following best describes your role?
    - ☐ Education – Head teacher
    - ☐ Education – Teacher
    - ☐ Local government: Director of Children's Services
    - ☐ Local government: Assistant Director of Children's Services
    - ☐ Local government: Head of Youth Service
    - ☐ Local government: Youth worker
    - ☐ VCS Youth organisation: Manager
    - ☐ VCS Youth organisation: youth worker
    - ☐ Other (please specify)

1. Which geographical area do you work in?

1. Which age group(s) does your organisation work with?
    (please tick all that apply)
    - ☐ 0-5
    - ☐ 6-10
    - ☐ 11-16
    - ☐ 17-18
    - ☐ 19+
    - ☐ Other (please specify)

1. Which of the following best describes the type of organisation you work for?
    - ☐ Academy
    - ☐ College
    - ☐ Free school
    - ☐ Independent school
    - ☐ LA maintained school
    - ☐ Special school
    - ☐ Pupil Referral Unit
    - ☐ Local authority youth service
    - ☐ VCS youth organisation
    - ☐ Local authority
    - 6 Other (please specify)

1. [Youth organisations]: Do you provide targeted services for young people?

☐ Yes
☐ No

1. [If yes] Which of the following targeted services do you provide (tick all that apply)

☐ Employment and training
☐ Youth offending
☐ Information, Advice and Guidance (IAG)
☐ Health
☐ Volunteering
☐ Other (please specify)

_____

_____

For schools/education
8a. Has your establishment ever engaged/ are you engaging with youth workers?

☐ Yes – in the past
☐ Yes – currently engaging with youth workers
☐ No – but we are thinking about it
☐ No
☐ Don't know

For youth organisations/youth services
8b. Has your organisation ever engaged/ are you engaging with the formal education sector?

☐ Yes – in the past
☐ Yes – currently engaging with the formal education sector

☐ No – but we are thinking about it
☐ No
☐ Don't know

9. [if yes] Please provide brief details (including partners, age groups, how long the engagement has been for)

_____

_____

_____

_____

10. How was this arrangement set up?

_____

_____

_____

_____

11. What are/were the benefits of this arrangement (both to your organisation and the beneficiaries)

_____

_____

_____

_____

_____

12. What obstacles, if any, have you encountered?

_____

_____

_____

_____

13. How is/was this arrangement funded?

_____

_____

14. Are there any recommendations/ advice that you would offer to other organisations undertaking a similar initiative?

_____

_____

_____

_____

[if no]
15. Please use this space to provide any particular reasons as to why your organisation is not/has not been involved in partnerships involving youth work and formal education

_____

_____

_____

_____

_____

16. Would you consider engaging with youth workers/schools in the future?

Yes, definitely	Yes, maybe	Not sure	No, not really	Definitely not
☐	☐	☐	☐	☐

17. Do you think youth work has a role to play in formal education settings?

☐ Yes
☐ No
☐ Don't know

18. In which of the following areas do you think that youth work has a role to play?

	Strongly agree	Agree	Disagree	Strongly disagree	Don't know
Personal, Social and Health Education	☐	☐	☐	☐	☐
Counselling	☐	☐	☐	☐	☐
Re-engaging young people NEET	☐	☐	☐	☐	☐
Providing leisure activities	☐	☐	☐	☐	☐
Citizenship	☐	☐	☐	☐	☐
Health matters	☐	☐	☐	☐	☐
Volunteering	☐	☐	☐	☐	☐

☐ Other (please specify)

_____

19. Do you feel there are any barriers to engaging youth workers in formal education settings?

☐ Yes
☐ No
☐ Don't know

20. Which of the following do you feel could be barriers?

	Strongly agree	Agree	Disagree	Strongly disagree	Don't know
Understanding & awareness of youth work	☐	☐	☐	☐	☐
Access to youth workers	☐	☐	☐	☐	☐
Lack of non-financial resources	☐	☐	☐	☐	☐
Lack of financial resources	☐	☐	☐	☐	☐
Conflict between statutory education/ voluntary participation	☐	☐	☐	☐	☐
National Curriculum	☐	☐	☐	☐	☐

☐ Other (please specify)

_____

21. Who do you think should have financial responsibility for youth work engagement in schools and colleges? (please tick all that apply)

☐ Schools
☐ Local government
☐ National government
☐ Voluntary and community sector (e.g. youth organisations)
☐ Private sector
☐ Other (please specify)

_____

_____

22. Is there anything else you would like to add?

_____

_____

_____

_____

23. Are you happy for us to follow up any of your responses with you directly?

☐ Yes
☐ No

24. Contact details:

Name
_____

E-mail address
_____

Appendix B: List of witnesses who provided evidence

Formal evidence gathering session at the House of Commons, 10/06/13

- **Kam Dhinsa**, Manor High School
- **Peter Lang**, Uxbridge high School
- **Keith Defter**, Commonweal School
- **David Trace**, Ramsey Grammar School
- **Alastair James**, Telford and Wrekin Council
- **Nigel Baker**, Kent County Council
- **Julie Saggers**, Essex County Council
- **Sue Gooding**, London Borough of Barking and Dagenham
- **Merle Davis**, Blackpool Council
- **Adrian Ball**, Positive Steps
- **Camilla Chandler-Mant**, South Bristol Consortium for Young people
- **Elise Leclerc**, Right Here project (Paul Hamlyn Foundation)
- **Elliott Cotterill**, Right Here Project
- **Godfrey Owen**, Brathay Trust
- **Lee Davis**, North Oxfordshire Academy
- **Ollie Phipps**, Wiltshire County Council
- **Gill Collins**, Barnados
- **Wendy Ellis**, MAP (Mancroft Advice Project)
- **Nicole Joseph**, St Helens Council

Formal evidence gathering session at the House of Commons, 19/06/13

- **Linda Halbert**, Freebrough Academy
- **Brian Lightman**, Association of School and college leaders
- **Sophie Gaston**, Aldridge Foundation
- **Julie Bloor**, Shirebrook Academy
- **Rob Benzie**, Ansford Academy
- **Patrick Taylor**, Envision
- **Kate Hetherington**, Lifeline
- **Catherine Keevil**, George Shearing Youth Project
- **Jonathan Hopkins**, Citadel Communications
- **Rosie Ferguson**, London Youth
- **Francisco Augusto**, London Youth (trustee)
- **Tim Opie**, Welsh Local Government Association
- **Nick Davies**, Children England
- **Tony Gallagher**, Ofsted
- **David Wright**, CHYPS (Confederation of Heads of Young People's Services)
- **Rhian Johns**, Private Equity Foundation

- **Asha Vijendran**, Mencap
- **Danny** (young ambassador), Mencap
- **Lukasz Konieczka**, Mosaic LGBT
- **Michael Power**, student
- **Jo Bishop**, Leeds Metropolitan Universtiy

Stakeholder interviews

- **Janet Palmer**, Ofsted, HMI lead on PHSE
- **Michael Cladingbowl**, Director for Schools and **Tony Gallagher**, National Lead for Youth Strategy, Ofsted
- **Judith Judd**, Journalist, ex-TES Editor and Whole Education advisory group
- **Graham Robb**, Youth Justice Board trustee (consultant Education and Justice)
- **Sophie Gaston**, Director of Programmes, Aldridge Foundation
- **Honor Wilson-Fletcher**, Director, Aldridge Foundation
- **Alison Critchley**, Executive Director, RSA Academies
- **Kathy Leaver**, Principal, The Co-operative Academy, Manchester
- **Ros McNeill**, Head of Education, National Union of Teachers
- **Brian Lightman**, General Secretary, Association School and College Leaders
- **David Trace**, Headteacher, ASCL
- **Peter Lang**, ASCL Headteacher, ASCL

Group consultation activities

- **Focus group with teachers**, Teachfirst
- **Workshop with young people**, UK Youth Parliament annual sitting, Leeds
- **Workshop with youth work practitioners**, UK Youth Parliament annual sitting, Leeds
- **Visit to Brighton Aldridge Community Academy** (15th July)
- **Visit to North Oxfordshire Academy, Banbury** (22nd July)
- **Online survey:** 693 valid responses from across sectors and regions

Additional submissions of evidence

- **Rhian Johns**, Impetus Private Equity Foundation
- **Merle Davies**, Blackpool Council
- **Tim Opie**, Welsh Local Government Association
- **Ollie Phipps**, Wiltshire Council
- **Alan Smith**, Leeds Metropolitan University
- **Nicole Harwood**, Sheffield City Council
- **Paul Fletcher**, Rathbone UK
- **Nicole Joseph**, St Helens Council
- **Mike Power**, student youth worker

Dated 2012

Framework Agreement for the provision of
Personalised Learning
between
NAME OF SCHOOL/PARTNERSHIP OF SCHOOLS
and
XX COUNCIL

Schedule 1

B.   SERVICE SPECIFICATION

1.   KEY NEED THAT THE SERVICE MEETS

Alternative provision for KS4 students.

2.   KEY OBJECTIVE(S) OF THE SERVICES BEING PROVIDED

To provide flexible and appropriate education for each young person.

3.   SERVICES WHICH WILL BE PROVIDED

To achieve educational outcomes for each student as far as possible in line with their predictions.
To experience positive achievement and success in the learning environment.
To acquire the skills and knowledge needed to prepare for adult life.

4.   PERFORMANCE TARGETS

To deliver the outcomes specified in each student's personal learning plan.

5.   SERVICE OUTCOMES

To maintain appropriate educational provision throughout the academic year. To support and manage progression to the next phase. To achieve educational outcomes for each student as far as possible in line with their predictions.

6.   SERVICES TO BE PROVIDED

a) Nature of provision:

Age range of pupils	11 – 19 (up to 25 for those with special needs)	
Types of pupil catered for	At risk of exclusion	Yes
	Fixed term exclusion	Yes
	Permanent exclusion	Yes
	Teenage mothers	Yes
	School phobic	Yes
	Medical needs	
	Other please specify	
Duration of the programme i.e.	How many hours per day? What times?	Between 3-6 hrs
	How many days per week? Which days?	2-3 days per week
	Length of the programme in terms of weeks.	Programmes will range from 6-12 weeks
Courses offered with an indication of any accreditation		
Group size	We work with individuals but also with groups from 8-15 young people	

b) Service Profile:

Service Name:

Ofsted Registration:

Service Description: working with targeted young people

Delivery location(s):

User Group: Young people aged 11-19 (up to 25 for those with learning needs/disabilities).

Geographical area: x

Age Range/Key Stage: 11 – 19

Children in Care: Yes/No

SEN:

Behavioural, Emotional and Social Difficulties (BESD/SEBD/EBD):	
School Phobic	**Yes**/No
Emotional Needs	**Yes**/No
Mental Health needs*	**Yes**/No
Youth offending/criminal history and experiences in secure accommodation	**Yes**/No
Any of the above where there are also learning difficulties	**Yes**/No
Autistic Spectrum Disorders (ASD):	
Aspergers	**Yes**/No
Autism	**Yes**/No
Autism and Severe Learning Difficulties	Yes/**No**
Speech, Language and Communication Needs (SLCN)	Yes/**No**
Specific Language Difficulties (e.g. dyslexia) (SLD)*	Yes/**No**
Moderate Learning Difficulties (MLD)	**Yes**/No
Visual Impairment	Yes/**No**
Hearing Impairment	Yes/**No**
Multi-Sensory Impairment	Yes/**No**
Profound and Multiple Learning Difficulties	Yes/**No**

*unless requires specialist support

Service user description:

Service Details
    Staff ratio:1:10
    Hours per week:6 to 18
    Weeks per year: 52
    Curriculum offer: No formal curriculum
    Vocational additions: ASDAN, DofE
    Academic level:

Referral arrangements: Use of Single Agency Referral Form (SARF) for individuals but we can arrange a bespoke service for groups of young people and schools.

7.   **SERVICE ELIGIBILITY AND REFERRAL PROCESS**
    Students of Secondary age on roll at the school(s).
    In Year Fair Access Panel/agreement by school(s).

8.   **MONITORING OF SERVICE PROVISION**

    Quality Assurance Requirements:
- Ofsted reports;
- School Census;
- QA via Service Provider's own procedures;
- Customer's representative(s) have the right to visit the provision at any time with agreed notice and observe learning activities in progress;
- Customer's representatives(s) will receive weekly attendance data and regular reports on the academic progress of students.

    How the views of children/young people and their families will be taken into account with regard to the management and delivery of the service:
- Use of the In Year Fair Access Panel;
- Reports to parents;
- Parent questionnaire at the end of terms 2, 4 and 6;
- Other please state

    Frequency and timing of review meetings:
- [6] times a year i.e. [once] per term with the Customer's representatives(s) to review student progress and to check provision is meeting needs of students;
- With parent and student and other stakeholders once per year;
- Attendance data and progress around PLP available when requested.

Schedule 2

Order No. ……………...

PERSONALISED LEARNING PLAN (PLP) FOR THE PURCHASE OF EDUCATION SUPPORT SERVICES

This PLP is for the purchase of the stated Services, in accordance with the conditions of the Framework Contract and the Specification. The terms of the Framework Agreement, to the extent that they are not inconsistent within this PLP are deemed to be incorporated into this PLP, and any amendments to the PLP.

1.   **Parties**

This contract is between name of school/partnership of schools

and: XCouncil

(the "SERVICE PROVIDER").

1.2   **The Customer's operational contact details for the purpose of this contract shall be:**

Name	
Address	
Telephone	
E-mail	

The Service Provider must send a copy of its Personalised Learning Plan for the child to the operational contact as part of its performance reports.

2.   **Child / Young Persons and other Contact Details**

Child/young Person

Surname	
Forename(s)	
Gender	
Date of Birth	
School	
School Year Gp	
School Contact	
SEN Statement	Yes/No/Pending (circle your selection)

Carer(s)

Name	
Placement Address	
Telephone	

Social Worker

Name	
E-mail address	
Telephone	

3.   Date of commencement and duration

3.1   This PLP shall commence upon (Insert Date) and shall continue until (Insert Date) or otherwise terminated in writing by either party.

4.   Financial Details

4.1   The Charges in respect of this Agreement, shall be based upon any rates agreed between the parties and contained in any pricing schedule appended to the Framework Contract. In the absence of such a pricing schedule the Charges shall be as stated in this PLP.

4.2   The Charges for this PLP are:
[Insert] Nature of Service @ £ [Insert] per hour
Travel @ 40p per mile

4.3   Invoices shall be submitted to:
Insert here

5.   Service Levels

5.1   The support and review requirements are detailed in the PLP below. The Customer will only pay for the specified Services.

6.   Special Requirements
Detail below, or attach, any special requirements involved in delivering the Service including known risks.

7.   Signatures
SIGNED ON BEHALF OF THE CUSTOMER

Signature	
Name	
Position	
Date	

SIGNED ON BEHALF OF THE SERVICE PROVIDER

Signature	
Name	
Position	
Date	

Appendix 1

Personalised Learning Plan

Name			Date of birth					
School			Year					
Reason for drawing up this plan								
Courses	En	Ma	Sc					
Current Performance								
Predicted Performance								
Current Attendance								
Current Behaviour Issues including any known risks (attach any risk assessments)								
Academic Outcomes	En	Ma	Sc					
Attendance Outcomes								
Behavioural Outcomes								
Agreed Provision to Secure Outcomes								
Cost of Provision								
Other Providers/Agencies Involved								
Dates and times of Review meetings								

Agreed By	Signature	Date
Student		
Parent		
Provider		
School		

Personalised Learning Plan Review

Name				Date of birth				
School				Year				
Date of Review				Review Number				
Agreed Academic Outcomes	En	Ma	Sc					
Progress								
Agreed Attendance Outcome								
Progress								
Agreed Behaviour Outcomes								
Progress								
Modification to Provision								

Level of Satisfaction with the Provision	Student	
	Parent	
	School	

Agreed By	Signature		Date
	Student		
	Parent		
	Provider		
	School		

Next Review	

Schedule 3

Pricing Schedule:

Item	Detail
Cost per package	
Equivalent 6 week cost	**Dependent on package**
Group or Multiple Discount	**10% discount for multiples**
Other discount	**None**
Transport costs	**We provide transport to and from the school to the activity/centre but we will not do individual pick-ups of young people from home**

Example 2: Service Level Agreement between X Youth Service and X School for Academic Year 2013/14

Service to be provided: X

Aim: to provide young people at Key stage 4 that have been identified as being at risk of disaffection related to learning difficulties, inertia and low attendance with an opportunity to achieve in an informal and vocational education environment.

Provision location: x

Number of hours:

Number of weeks: 39

Last date of entry:

Content

X Youth Service will provide:

Initial assessment of literacy and numeracy: via King Henry VIII School BKSB system

Accreditation:
- Essential Skills: Communication, Application of Number: Entry to Level 2 (EdExcel)
- Wider Key Skill: Improving Own Learning and Performance: Levels 1-2 (EdExcel)
- BTEC Work skills: Award to Certificate: Entry – Level 2 (EdExcel)

Additional accreditation available to be offered:
- BTEC Land Based Studies: Entry to Level 1 (EdExcel)
- BTEC Hairdressing Services: Levels 1-2 (EdExcel)

Personal support/well being:
- Mentoring and Basic Skills support
- Engagement with parents/guardians including at community level
- Issue based support/guidance provided where necessary to include substance misuse, self-esteem, self-worth, understanding of anger, anger management, or other identified issues.
- Anti-bullying and restorative approaches to be used to address racism, homophobia, sexism and oppressive actions

Transition support/guidance to be provided by:
- Youth Access Worker
- Careers Wales
- MCC 14-19 Transition worker
- Extended work experience opportunities

Quality of service

The programme will maintain, follow and adhere to all school policies and procedures inclusive of:
- Child protection
- Attendance
- Behaviour
- Bullying
- Substance misuse
- Uniform
- Codes of conduct (both student and professional)
- Progress reports

All information related to the above to be referred by programme staff via the designated Youth Access Worker/Coordinator to the designated Assistant Head, Head of Year or other officer.

X School will provide:
- Initial meeting to discuss identified students
- Follow up meeting with parents
- Completed Youth Access referral form upon agreement of acceptance of student
- Agreed frequency of ongoing progress review meetings
- Agreed regular visits to learning provision and students by Head of year
- Support to address items referred by Youth Access Worker / Coordinator to students Head of Year and related to school policies and procedures above.

National Youth Agency

The National Youth Agency believes that now more than ever young people need youth workers. Youth workers dedicate their time and expertise to helping young people in their personal and social development, equipping them with the practical skills they need to be resilient in challenging times, and positive contributors to future economic growth.

The National Youth Agency works to support youth workers to do that more effectively, and for more young people.

We do this by:

- Championing the work of youth workers
- Enabling youth workers to do what they do
- Supporting the recognition of youth work as a profession

Email: **nya@nya.org.uk**
Website: **www.nya.org.uk**
twitter@natyouthagency
facebook.com/nationalyouthagency

For more information visit **www.nya.org.uk**