



# Youth Services Review Service Delivery Models

	West Vancouver	North Vancouver	Vancouver	Richmond
Description	<p>West Vancouver, 'The Waterfront Community,' is known for its beaches, mountains, recreation facilities and cultural activities. West Vancouver has a population of approximately 44,000 residents with 6055 youth age 10-19 (2009 census). The population is culturally diverse and the overall income levels are higher than comparable communities, however, high incomes are not characteristic of everyone in West Vancouver which is a common perception expressed by persons in other municipalities.</p>	<p>The City of North Vancouver is described as a vibrant community surrounded by breathtaking natural beauty; residents enjoy a quality of life comprised of safe, clean neighborhoods. It is home to an increasingly more culturally diverse, growing and aging population. There are 49,000 residents (2010) in the City of North Vancouver.</p>	<p>Vancouver is the largest city in British Columbia and third largest in Canada. The population is 578,041(2006) not including the Metro Vancouver area.</p> <p>Over the last 30 years, immigration has dramatically increased, making the city more ethnically and linguistically diverse; 52% do not speak English as their first language. Almost 30% of the city's inhabitants are of Chinese heritage.</p>	<p>Richmond has a population of 193,255 (2009) and is a culturally diverse community located near Metro Vancouver. Richmond has been experiencing growth and change with remarkable speed over the past 10 years, transforming from a rural, local community to an international city with a balance of urban, suburban family, and rural areas.</p>



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Demographics	<p>14% of the population are youth between the ages of 10-19 . The population trends have youth increasing, young adults decreasing , middle aged adults and seniors increasing. Ages 85 and over is the fastest growing demographic. Almost 25% of the population is over 65. 11% are young adults between the ages of 20 -24.</p> <p>In the 2006 census, 23% of the population were visible minorities, 35% Chinese, 25% West Asian, 11% Korean.</p> <p>The median household income is \$77,000. (2009)</p>	<p>Youth by age are 4.7% (10-14), 5.1% (15-19) and 6.7% (20-24). There far fewer young adults than the regional average most likely due to high housing costs.</p> <p>The population is 26% West Asian, 18% Chinese, 16% Filipino, and 11% South Asian.</p> <p>Median household income of \$77,000 is higher than the regional medium of \$55, 000. However, the District has the third highest level of income disparity in the Vancouver region, and 10,000 District residents live in a low income household. Over 10.2% of North Shore families are low income (after tax) and 11.6% of children under the age of 18 are living in poverty.</p>	<p>Youth (age 15-24) are 12.9% of the population (2006). 16% of families are single parents. Young adults (15-34) live at home with their parents (79%) The youth population is expected to grow at a much slower rate than the total population.</p> <p>2% of the population is Aboriginal. 29% are Chinese. 5.7% are South Asian and 5% are Filipino. The other ethnic groups range from 0-3% of the population. 45.6% of the population are immigrants. 49.95% of population have a mother tongue other than English.</p> <p>The household median income is \$50,000. (2001)</p>	<p>9% of population is youth age 13-19 (2006). 11% aged 18-24 years. 14% are aged 9 to 19 (2006). 58% are aged 25-64 years. 50,225 families (2006) and 69% of these have children at home.</p> <p>65% are visible minorities. 44% of total population is Chinese. 8% are South Asian. 5% Filipino. 1.9 % Japanese. 4.5 % other. 1.6 % had multiple origins. .7% are Aboriginal.</p> <p>The average annual family Income is \$74,790.00. 12% of families have annual income of less than \$20,000.00.</p>



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Characteristics of Success	<p>The community is committed to resource allocation for youth services.</p> <p>The District of West Vancouver has a clear vision, mission and strategic plan with measurable outcomes and an ongoing resident inclusive evaluation process.</p> <p>There are many welcoming facilities and public spaces in the community. Several facilities have dedicated free spaces for youth. There are creative partnerships developed to deliver programming.</p> <p>The dedication, flexibility and professional quality of the Managers and Youth Workers is outstanding. The ability to offer free, and low cost drop-in rates for youth promotes involvement.</p> <p>There are several active Youth Planning Committees</p>	<p>Youth Service funds are secure and reliable as they are part of core funding.</p> <p>The high quality of the staff providing services in the community.</p> <p>Youth issues continue to be priority for the community.</p> <p>The community is taking a strong role in supporting youth advocacy initiatives.</p> <p>There are many opportunities provided for youth engagement and leadership development.</p>	<p>There is a well established Civic Youth Strategy. The structure of the Youth Outreach Team has been one of the most successful outcomes arising from the Civic Youth Strategy. It is effective in addressing youth representation by ensuring diversity among the team, and by promoting peer-to-peer training in the various youth communities to engage a variety of perspectives.</p> <p>There are three successful youth services hubs in operation.</p>	<p>There is a well coordinated system between municipal government and social services.</p> <p>The City operates from a Youth Service Plan with nine key strategic directions to ensure effective services are delivered.</p> <p>The Roving Leaders are youth outreach workers providing a city wide mentoring service. They are well connected to community agencies and utilize a formal referral system from Richmond School District counsellors based on the 40 developmental assets. This model is described as the most successful approach for youth outreach (est. in 2003) and has been well-received in the community.</p> <p>The City supports several advisory committees comprised of government and community stakeholders which are highly efficient for two reasons:</p> <ol style="list-style-type: none"> <li>1. They prepare detailed work plans that are monitored continuously</li> </ol>



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				<p>2. The committees are supported by Executive Assistant funded by the municipality.</p> <p>As a result , the advisory committees contribute directly to decision making and planning. The Community Services Advisory is the Committee is responsible for youth services.</p> <p>The City takes a strong role in advocacy and lobbies the province on behalf of services for resources.</p> <p>Ongoing evaluation of detailed work plans is seen as another important key to success. Strategic goals are continuously monitored and evaluated. Organizations have adopted a common youth assessment tool (40 Assets), supporting prevention and promoting early interventions.</p>



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Organizational Model Reporting Structures	<p>Youth Services are administered through the Community Services/ Community Development Departments within the Parks and Community Service Division of the Municipality. This division reports directly to Council. These services are provided alongside other youth services provided by the District and the broader community. The Police Department plays a key role in responding to youth needs and issues.</p>	<p>The City of North Vancouver has provided core funding to agencies since 1985 to deliver a range of youth services.</p> <p>The City and the District of North Vancouver have a joint funding policy for Youth Outreach Services. They both employ Community Development Workers to oversee the delivery of services.</p> <p>The City is in the process of completing a Community Plan.</p> <p>Youth Services are directed under the social planning department who reports directly to council. Their role is to support, advise and provide information to community organizations. They provide leadership and facilitation together with key people around specific social issues or areas of concern.</p>	<p>The Civic Youth Strategy was developed in 1995. The Youth Outreach Team (in City's Social Planning Department) was created in 2002 to address the diversity of youth needs. Role of YOT was to support city staff, support community partners, and support youth and youth groups. YOT consists of youth aged 18-26 who are hired as city staff for up to two years based on their knowledge and leadership in community youth issues and skills required at the time. They report to Social Planning staff who in turn report to Council.</p> <p>In addition, the Vancouver Park Board Community Centres support Youth Councils. The Vancouver Board of Education also has a District Youth Council and the Public Library has its own Teen Advisory Group.</p>	<p>Richmond's youth services model was reorganized in 2009 and is now included in the City's Community Services Department. There is one main youth services agency providing services to at-risk youth.</p> <p>City staff includes a Youth Services Coordinator and two Roving Youth Leaders who report to the Coordinator. The Parks and Recreation Department also provides youth services but doesn't duplicate what the Roving Leaders are doing. There are no youth centres presently in Richmond but a model is in development.</p>



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		There are no funded positions with the exception of the Studio in the City position. Services are contracted through a Community Grants Program to social service agencies. There is a well supported civic youth strategy, an employment and career/development strategy, youth awards and violence prevention in schools program.		



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Links to Partners	<p>District Municipal Services link closely to schools, health services, family counsellors, youth and family agencies, local businesses (Chamber of Commerce) and service clubs (Rotary, Kiwanis &amp; Soroptimist).</p> <ul style="list-style-type: none"> <li>• School District 45-Annual Youth Leadership Conference</li> <li>• The Vancouver Coastal Health Youth Clinic located in community centre.</li> <li>• Safe House Advisory, NS</li> <li>• Homelessness Task Force, NS</li> <li>• Youth Friendly Committee</li> <li>• Caring for our Youth,</li> <li>• Interagency network</li> <li>• Youth Week Committee,</li> <li>• Integrated Case Management Committee (SASSY)</li> <li>• NS Neighbourhood House</li> <li>• Hollyburn Family Services</li> <li>• Capilano Community Services</li> <li>• Parkgate Community Services, MCFD and Vancouver Coastal Health</li> <li>• West Vancouver Police</li> <li>• Library</li> <li>• NS Multicultural Association</li> </ul>	<p>Work closely with the District of North Vancouver and community agencies and schools .</p> <p>Core funding is provided to</p> <ul style="list-style-type: none"> <li>• North Shore Neighbourhood House</li> <li>• Capilano Community Services</li> <li>• Park Gate Community Services</li> <li>• Norvan Boys and Girls Club</li> <li>• Vancouver Coastal Health Authority</li> <li>• NS Youth Safe House</li> </ul> <p>Emphasis on partnering with Middle Years Matter to focus on children in Grades 6 and 7 (seen as an underserved population) and after school programs.</p> <p>The major social service agency partners are</p> <ul style="list-style-type: none"> <li>• North Shore Neighbourhood House</li> <li>• Hollyburn Family Services</li> <li>• Capilano Community Services.</li> </ul>	<ul style="list-style-type: none"> <li>• Work very closely with VSB regarding youth programming. Youth librarian, and youth programs in city libraries.</li> <li>• Developed a youth funder committee</li> <li>• MCFD was heavily involved in moving to Integrated Youth Services Centre model. Broadway Youth Resource Centre (BYRC )was a pilot and demonstrated benefits of this.</li> <li>• Four youth hubs established in the city. BYRC and Directions will be bottom floor of social housing projects.</li> <li>• Check Your Head</li> <li>• Youth Clinics</li> <li>• Children of the Street</li> <li>• Condomania</li> <li>• Directions Youth Service Centre</li> <li>• Covenant House</li> <li>• Dance to Eagle Spirit</li> <li>• Citizen U</li> <li>• Environmental Youth Alliance</li> <li>• Gab Youth Services</li> <li>• LOVE (Leave Out Violence)</li> </ul>	<p>The primary links are between the City's Roving Leaders and schools in the area.</p> <p>MCFD funds youth centres in other jurisdictions but not in Richmond. MCFD funds other youth services in non-profit agencies.</p> <p>Other partners include</p> <ul style="list-style-type: none"> <li>• Community Associations</li> <li>• RCMP</li> <li>• School District</li> <li>• Vancouver Coastal Health</li> <li>• Touchstone Family Services</li> <li>• Richmond Addictions Services.</li> </ul>



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<b>External Factors Affecting Services</b>	<ul style="list-style-type: none"> <li>• Staying current on growing and changing needs or trends.</li> <li>• West Vancouver &amp; North Vancouver share a transient population.</li> <li>• High cost of housing. Young adults (15-24) are more likely to live at home with their parents. (93%)</li> <li>• The growing proportion of older residents in the community has significant implications for health and social services that may shift community priorities for resource distribution.</li> <li>• A recent community survey of 889 respondents (2010) indicated that 57% of persons supported increasing youth services either through tax increases, user fees, (a combination of the these) or reallocation of resources. The majority of respondents reported the quality of life very high. 39% responded youth services should be increased, 56% maintained.</li> </ul>	<ul style="list-style-type: none"> <li>• Youth are supposed to be served in the community where they reside however, West Vancouver and North Vancouver share a transient population. Youth come from other municipalities expecting grants from the City of North Vancouver.</li> <li>• Communication between government and social service agencies could be improved.</li> <li>• Aging populations may put additional pressure on health budgets.</li> <li>• Due to a lack of affordable housing youth are leaving the North Shore which is seen as an asset loss for the entire community. Core funding has reduced the competitiveness between community agencies and improved partnerships.</li> </ul>	<ul style="list-style-type: none"> <li>• MCFD Youth agreements and provincial policy regarding youth services are leaving them underserved.</li> <li>• Affordable housing, high costs prevent youth from independent living.</li> <li>• Youth unemployment remains high.</li> </ul>	<ul style="list-style-type: none"> <li>• MCFD has not partnered with the City in providing youth services or for a youth centre.</li> <li>• There are very diverse cultures, needs and wants.</li> <li>• Other pressures come from changing demographics relative to the number of new residents from outside of Canada, unemployment among youth and larger numbers of families living below the poverty level.</li> </ul>



# Youth Services Review Service Delivery Models

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Internal Factors Affecting Services	<ul style="list-style-type: none"> <li>• The Youth Engagement Coordinator position funding was eliminated in 2007.</li> <li>• Union requirements may impede flexibility around changing staffing models.</li> </ul>	<ul style="list-style-type: none"> <li>• Lack of means to effectively provide outreach to youth.</li> <li>• Government tends to micromanage contracts at times.</li> <li>• Youth are undervalued in the City system in terms of planning.</li> <li>• MCFD has a poor image with parents and this sometimes negatively impacts their ability to seek help and trust in community services.</li> <li>• There is at times a tension between the Recreation Commission and Youth Services as the Centres do not have dedicated youth positions. They do not have a consistent approach and vary from centre to centre regarding their interest in youth programming. There can be an expectation by the Centres for Youth Workers to provide staffing for youth programs.</li> </ul>	<ul style="list-style-type: none"> <li>• Challenges of diverging expectations of City Hall and the Youth Outreach Team regarding indicators of success.</li> <li>• Youth homelessness and issues related to sexually-exploited youth.</li> <li>• Previously, Vancouver made a decision not to have stand-alone youth centres but to be part of existing community centres.</li> <li>• South Vancouver centre is run by a for-profit organization and there is no drop-in, gate-kept only.</li> <li>• Youth services aren't as high a priority within the Vancouver municipality at this time as they were previously.</li> </ul>	<ul style="list-style-type: none"> <li>• Youth services are unable to access school space after school hours without high cost.</li> <li>• Close relationship between schools and Roving Leaders.</li> <li>• Frequent referral calls from elementary principals which they can't accept.</li> <li>• Buy-in on 40 Developmental Assets.</li> <li>• Poverty is spread around in Richmond not in certain neighbourhoods.</li> <li>• Considering a youth hub service zone.</li> <li>• Community Centre based youth workers meet regularly to advance their work.</li> </ul>



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Roles and Responsibilities	<p>Municipal staffing includes:</p> <ul style="list-style-type: none"> <li>• Managing Supervisor of Youth Services</li> <li>• Youth Outreach Services Supervisor</li> <li>• Youth Services Program Coordinator (1.0 FTE)</li> <li>• Youth Outreach Workers (2.5 FTE)</li> <li>• Casual Staff</li> </ul>	<ul style="list-style-type: none"> <li>• There are no directly funded youth positions</li> <li>• Between 10-12 youth workers between the City and District serving all the secondary and alternate schools</li> </ul>	<p>Parks Board offers youth services directly by the City.</p> <p>Consultation with youth occurs within each City department through hiring youth interns and developing youth-friendly consultation processes. E.g. the decision to choose new food vendors in Vancouver included consultation with youth.</p>	<p>Roving Youth Leaders provide case management for youth referred.</p> <p>Positive ticketing by RCMP. RCMP takes vulnerable youth to hockey games.</p> <p>RCFAC has a youth subcommittee, recruiting youth to sit on committee.</p> <p>The RICCY Committee includes representatives from many youth-serving agencies including VSB, VCH, MCFD, Richmond Youth-Serving Agency, Touchstone, and Chimo Crisis Services.</p>



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Funding Sources and Budgets	<p>Non-recreation youth programs and services including AYC and community centers (466,602.)</p>	<p>North Vancouver has the highest financial allotment per capita for youth ( \$67.00 per youth in City) Budget of \$620,000 for core funding youth services, all contracted out to community organizations. In addition there are community grants.</p>	<p>1 million dollars (approx.) of community grants program are for youth services, planning with MCFD and other governmental bodies. City funds some of the programs in BYRC but not operational funding. MCFD funds BYRC, UNYA, and Directions. It is difficult to separate out budget from other programs. Social Planning could not provide true picture of actual budgets for youth services due to extensive partnerships and involvement of multiple city departments.</p>	<p>Vancouver Coastal Health, City of Richmond, MCFD, Social Service Community Grants program (City, \$500,000). The Roving Leaders program has an annual budget of \$280,000.00. Other youth services are funded out of the community centres and budgets for this portion were not available.</p>
Referrals	<p>Open access</p> <p>There is no formal process for making or tracking referrals with the exception of the Youth Outreach Workers intakes.</p> <p>The majority of referrals are from the schools, social service providers and self referrals.</p>	<p>Open access</p> <p>There is no formal process for making or tracking referrals. Persons call services directly. Agencies have their own referral systems which not grouped with other contractors or tracked throughout the municipalities.</p> <p>Referrals usually come from another youth services provider, typically schools.</p>	<p>Open Access</p> <p>There is no formal process for making or tracking referrals. Referrals are tracked within individual agencies but not across agencies and</p> <p>Referrals usually come from another youth services provider, typically schools.</p>	<p>Generally there open access for youth programs. Roving Leaders keep case notes on all referrals but this information is not analysed relative to the larger picture. Referrals usually come from another youth services provider, typically schools, some youth self-refer. Referrals aren't tracked externally to the individual agencies referring. E.g. school counsellor may track referrals. Roving Leader program tracks incoming referrals.</p>



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Evaluation	<ul style="list-style-type: none"> <li>• Youth Initiative Roundtable conducted a status report on the Civic Youth Strategy in 2010</li> <li>• 2011 Initiated the Youth Services Review.</li> <li>• Stakeholder surveys</li> <li>• Program evaluations</li> <li>• Consultations with</li> <li>• Youth on Committees</li> <li>• Community Consultations identify youth needs and gaps in services</li> </ul>	<ul style="list-style-type: none"> <li>• Contractors develop annual service plans with the municipality are kept flexible in order to respond to community issues.</li> <li>• Report cards on activities and outcomes are provided by contractors monthly and quarterly.</li> </ul>	<ul style="list-style-type: none"> <li>• The Growing Up in Cities Report (IICRD, 2006) provided an evaluation of best practices in Vancouver Youth Services.</li> <li>• The BYRC hub does evaluation through the Continuous Quality Improvement Reporting.</li> </ul>	<ul style="list-style-type: none"> <li>• Creating a Youth-Friendly Richmond: Findings and Recommendations from the Richmond Low Asset Youth Study (Raey, 2009) and Parks, Recreation, and Cultural Services Youth Service Plan: Where Youth Thrive (City of Richmond, 2008).</li> <li>• There is some evaluation of individual kids through qualitative and quantitative measures. e.g. exercise participation. They are collecting data in individual files but not collecting program outcomes data.</li> <li>• In the Roving Youth Leaders program, files get closed when youth show improvement, move, or program loses contact.</li> <li>• A Youth Programming Checklist is available to assist</li> </ul>



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Youth and Stakeholder Engagement	<p>There is a Civic Youth Strategy with a goal to bring a youth perspective to civic policy development and planning. Youth perspectives are included in the DWV Strategic planning and balanced Scorecard Initiatives.?</p> <p>Youth Committees create a forum for youth voice.</p> <ul style="list-style-type: none"> <li>• Youth Advisory Committee</li> <li>• Recreation Advisory Team</li> <li>• Student Work and Advisory</li> </ul> <p>Team Engagement is also achieved through Youth Awards and Recognition, Youth Week Events, Conferences and Training.</p>	<p>There is a civic youth strategy.</p> <p>There is an annual Youth Forum to gather youth feedback. This is an area that requires attention. Information is gathered and not used to make changes for youth. Eg: youth café.</p> <p>Identified the need for a policy and process to use social media to safely engage youth.</p>	<p>Abolished the youth council model as tokenistic in asking youth for input into decisions they cannot influence. Created the Youth Outreach Team instead to engage and connect youth to community organizations and services . They assist City department s to gather information to be more youth inclusive and to address community issues.</p> <p>Youth led organizations focus on capacity-building and advocacy. Resources are provided to support youth driven organizations such as Environmental Youth Alliance, Youth Co. Aids Society, Gab.</p> <p>An example of positive youth engagement is the Youth Friendly Health Services (YFHS), a project aimed at evaluating the youth friendliness of health services across Vancouver.</p>	<p>Programs to further develop and measure program outcomes, including qualitative ones.</p> <p>Youth were involved in recent gap analysis report. Youth participated in developing the City's plan.</p> <p>Youth Networking committee (any agency that deals with youth) meets regularly.</p> <p>Roving Leaders motivate youth to volunteer in a variety of opportunities.</p> <p>Youth Workers in community centres are more likely to develop youth leadership groups, input into programming at community centres.</p>



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<b>Level and Extent of Services Provided</b> <b>Individuals Served</b>	<p>Youth programs include pre-teen and teen services ages 11-18 years.</p> <p>Youth centre based activities and programs Youth lounges and Drop-ins:</p> <ul style="list-style-type: none"> <li>• Central Community Centre – Civic Site</li> <li>• Ambleside Youth Centre Drop-In (AYC) -Ambleside Park</li> <li>• Gleneagles Community Centre-Western Site</li> </ul> <p>Youth Outreach Services provide school outreach (5 schools plus ACCESS), community groups, one to one supports, youth outreach and AYC Centre coverage.</p> <ul style="list-style-type: none"> <li>• Recreation programs</li> <li>• Youth Development and Engagement Opportunities</li> <li>• Leadership and volunteer development</li> <li>• 150 youth trained as 2010 celebration volunteers for special events.</li> <li>• Youth Volunteer Training</li> </ul>	<p>The City and the District jointly fund the Youth Outreach Program. Youth Workers (10-12) provide outreach, crisis intervention, one to one work and skill development. They serve every high school.</p> <p>A breakdown of the extent of service was not available as this is a contract out and each agency collects separate information.</p>	<p>Vancouver provides three hub youth centres and youth programs in community centres.</p> <ul style="list-style-type: none"> <li>• Broadway Youth Centre</li> <li>• Directions</li> <li>• South Vancouver.</li> </ul> <p>Youth development workers based in community centres. High risk neighbourhoods have full-time youth workers. Services for all youth with a specific focus on at-risk populations.</p> <p>Statistics on youth program utilization not available.</p>	<p>Services are available for all youth streams in Richmond.</p> <p>Case-management by Roving Leaders focuses on at-risk youth.</p> <p>Other services include</p> <ul style="list-style-type: none"> <li>• Recreation</li> <li>• Counselling</li> <li>• Addictions</li> <li>• day programs.</li> </ul> <p>Programs</p> <ul style="list-style-type: none"> <li>• Late Nights (basketball)</li> <li>• Leadership Development</li> <li>• Preteen</li> <li>• Mentorship</li> <li>• Outdoor Pursuits</li> <li>• Social Events</li> <li>• Sports</li> <li>• Fitness.</li> </ul> <p>Statistics on youth program utilization not available.</p>

## Analysis and Recommendations

It is hoped that the findings of the Youth Services Review will provide information and fresh ideas to determine how youth services can continue to grow as more effective, efficient and engaging for all youth. To that end, I have pulled a few themes from this Review of Service Delivery models for your consideration.

## Resources

Often, levels of government focus on different priorities depending on the needs of their constituents, defined mandates, and resource limitations. The obvious hardships created by shrinking provincial mandates for social and health services and the reduction of agencies, result in greater demands on municipal services. Differences can result in overlapping resources and unanticipated gaps.

It would be beneficial for the District of West Vancouver to conduct a review of the funding parameters for community youth services at the provincial and federal levels to identify funding for needed youth services not currently provided. Other municipalities have experienced success in taking a greater role in identifying new opportunities for municipal support and advocacy for social services including the business community. This type of review could be driven by the strengths and challenges identified through this Youth Services Review on the North Shore to assist further planning, resource development and effective collaboration.

## Collaboration

Each municipality appears to struggle with defining the specific services and activities they should be responsible for and the most effective means to resource and deliver those services. Several respondents identified that having a well described mandate is the first step in designing an effective service delivery model. Each community concurred that the stronger and more clear the communication, planning processes and partnerships between municipal government and community agencies, the more successful the services. Regardless of the service delivery approach, it is imperative that each organization define their roles and responsibilities through a formalized and ongoing collaborative process. The Richmond municipality has found that for them,

success in partnership building required a dedicated staff position for facilitation and administration. Several persons remarked on the loss of the Youth Engagement Coordinator position as having a negative impact on the coordination of youth services.

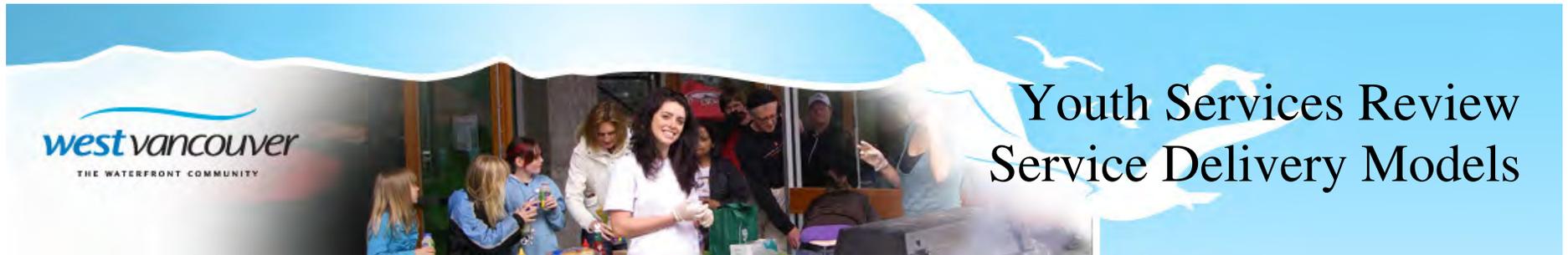
## Service Delivery Models

Each municipality identified a youth centred, comprehensive and coordinated approach towards service delivery as the optimum in an effort to deliver an effective, efficient, and responsive service model. Each municipality acknowledges themselves to be natural gateways from which to connect, build rapport and engage with youth through schools, libraries, youth centres and community centres. The trend is for fewer organizations to deliver multiple services that are relevant to a wider demographic range of culture, ethnicity, language, gender, and special populations. The diversity of ages, types of youth and interests are common issues in providing programming. It was reported that there is always the need to address 'at-risk' and 'high risk' youth through specialized services. In reviewing the youth populations accessing the services in the District of West Vancouver, it is evident that there are several streams of youth, including pre-teens, being served by a wide range of programs and services in very distinct neighbourhoods. The best choice of a service model would preserve this ability to offer a wide range of program choice and locations.

## The Hub Model

A Hub Model establishes a central location where youth can hang out, access information, programs and services. It offers a site for agencies and other community groups to co-locate in providing services to youth and/or their parents. The advantage of a hub model is that it can provide a youth wide continuum of services in a flexible, responsive and timely manner. In some cases, the non-profit status and networks of member organizations can contribute to gaining diversified funding and resources.

Integrated case management, a best practise approach in working with youth at-risk is easily facilitated through a hub model. The model is conducive to service



coordination and the tracking of referrals. A concern expressed regarding the model is that if youth develop a conflict with one worker at the hub it may prevent them from attending, thus creating a barrier in receiving other needed services.

Vancouver is operating three youth hubs and reports they are very effective and successful in serving at-risk youth needs. The City is only responsible for the sites and not the programming; therefore there is no central outcome data to determine what exactly constitutes success. This assumes that the community organizations are tracking their own individual outcomes measures. The hub model appears to be a cohesive service delivery model best suited to higher risk youth; however, due to the interdependent nature of the partners it requires well established relationships between organizations and very clear memorandums of understanding of partnership agreements to be operationally fluid and effective. Richmond is currently in the planning stages of creating a hub model which will include a community alternative school. In order to achieve this they continue to focus on improving community partnerships through the Roving Leaders and the Community Services Advisory. The Roving Youth Leaders are seen as the catalyst for increasing partnerships between government, social service organizations and the schools. For this reason, it is recommended that their program be reviewed in more detail.

#### **Contracting For Service Delivery**

North Vancouver provides core funding to social service agencies to deliver youth services in partnership with the municipality. In this model the agencies establish priorities, design and deliver the services. This model can be less costly and reduce work for the Municipality. The advantage is that decision making is decentralized to the expertise of specialized services, however, it can sometimes detract from coordinated planning and accountability as each agency operates from their own governance, philosophy, mandates and policies and procedures. Management of the roles and responsibilities, referrals and communication between the municipality and organizations can be problematic when there is disagreement and conflict. Respondents described a tension with the nature of the relationship in that the municipality has less control and yet retains the ultimate liability and responsibility. It

was difficult to obtain outcome data and program statistics as information as this is not centralized. A simple standardized outcomes reporting system would be beneficial. One risk to mention in contracting out services is that it has the potential to become a lower priority for the municipality and, as a contract, is more at-risk for funding cuts.

#### **Single Agency Service Delivery**

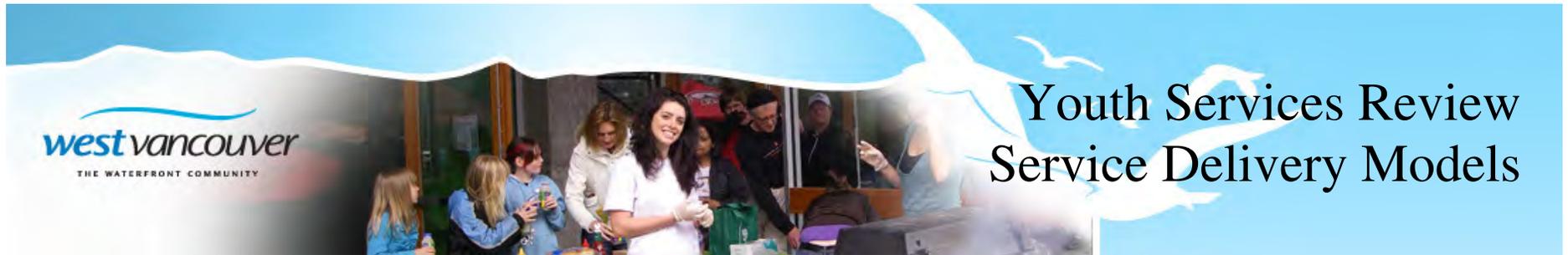
A single agency for service delivery may be more effective for the higher risk populations providing a standardized referral process for early identification of pre-teens needing additional support. Communication, coordination and accountability may increase with this type of model and efficiencies would be found in administration and operations. There are some potential disadvantages with reliance on one organization when communities are comprised of such a wide range of youth population types and diverse needs. This could potentially diminish the coordination of programs/services, advocacy initiatives and creative partnerships in the community.

#### **Direct Delivery with Contracting for Service Delivery**

To some extent, this model is currently employed in West Vancouver, Vancouver and Richmond. In West Vancouver, youth workers are employed directly by the Municipality. In Richmond, the City funds three youth workers. In Vancouver, youth workers are employed by the municipality but services are also contracted out. For the youth hubs, they provide financial support for the facilities but not the programming.

#### **Referrals**

A key issue related to any service delivery model are referrals. It appears overall, there is a need to better define the roles of the agencies and the municipal workers to strengthen the referral networks, processes and documentation. This would enhance and cultivate closer relationships between organizations. A more formalized documentation process should be considered across the North Shore. Currently it



appears that only intakes are documented, information on other referrals could provide information for determination of needs and appropriateness of services.

It would be in the best interest of youth on the North Shore for the District to continue to support models for collaboration among the three North Shore municipalities in supporting and maximizing resources for youth services. The three North Shore municipalities might consider the feasibility of combining their budgets in some areas to reorganize aspects of youth service needs that go beyond municipal boundaries for the at-risk populations.

#### **Outreach Services**

Both stakeholders and youth outreach workers identified youth drop-in centres to be particularly successful. Effectiveness also increases proportional to close linkages with other community agencies. Each municipality also identified outreach services as necessary and a key characteristic of success for reaching youth and particularly the higher risk populations.

#### **Communication and Engagement**

As indicated by the District of West Vancouver Community Survey (2010) there is evidence of public support for youth services. This support is a key to maintaining or increasing resources for program development. In order to keep youth issues a priority in community planning, there needs to be ongoing communication mechanisms to inform the public on youth issues.

Each municipality has prioritized the need for a more comprehensive communication strategy for outreach and dialogue in general for the youth population. They also recognize that dedicated financial and staffing resources are necessary for youth engagement activities.

This would examine technology, social media tools, locations, policies and resource allocation. This may be an excellent example of a topic on which to share resources and expertise. Vancouver has developed the most youth friendly site. The District

website could be made more appealing to youth and enhanced by customized youth links and social media forums. Marketing materials should continue to distribute youth friendly documents and publications preferably designed with their participation.

Successful strategies for youth engagement in all municipalities always include youth outreach workers and structures for youth to be involved in decision making. The characteristics of success are meaningful participation, having clear expectations, a process whereby youth can evaluate the effectiveness/impact/outcome of program strategies and a training/adult mentorship component for skill building and learning. Youth report frustration in being involved in decision making in areas they can have no practical influence.

It was emphasized that successful youth engagement activities must consider that the activities genuinely reflect their needs (not the systems), convenient timing, accessible transportation, diversity in recruitment, that staff are trained on youth engagement practises, they provide refreshments and honoraria for training or jobs as appropriate. Given that youth unemployment rates are high in all municipalities, it was suggested that youth engagement activities be related to volunteering to gain experience, skill building and employment programs.

The Surrey community MOYO (Mobile Youth Outreach) Van (winner of the 2010 BCRPA Provincial Award) is an excellent example of a creative way to connect with youth. The van is outfitted as a youth lounge that goes to where youth congregate within the City including parks, recreation centres, youth centres, transit hubs and special events. The success of the program has resulted in an increase in youth participation at youth centres and recreation facilities along with community services.

#### **Evaluation**

The findings of this review indicate that the majority of information reported tends to be qualitative and activity based rather than outcome based. Best practise encourages a shift to having programs set specific, measurable goals and track



# Youth Services Review Service Delivery Models

performance on an ongoing basis. Developing and measuring performance indicators in several areas would provide information useful for program development, resource allocation and decision making. There was no uniform information available on service utilization or breakdowns of program costs.

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## Interviews

John Foster, City of Richmond, Community Services, Planner  
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