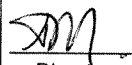
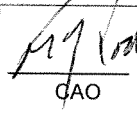


COUNCIL AGENDA/INFORMATION

<input type="checkbox"/> Closed	Date: _____	Item # _____
<input checked="" type="checkbox"/> Reg. Council	Date: <u>July 18, '11</u>	Item # <u>9</u>
<input type="checkbox"/> Supplemental	Date: _____	Item # _____

 Director	 CAO
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9

DISTRICT OF WEST VANCOUVER

750 – 17<sup>TH</sup> STREET, WEST VANCOUVER, BC V7V 3T3

**COUNCIL REPORT**

Date: July 7, 2011

File: 0117-20-YSR

From: Anne Mooi, Director, Parks and Community Services and Arleta Beckett,  
Manager of Community Development, Youth, Families and Seniors

Subject: Youth Services Review Findings: Final Report

**RECOMMENDED THAT:**

1. Parks and Community Services staff be directed to take action to implement the six “Key Strategic Directions” identified in this report (pages 6-8) as priorities from the Youth Services Review;
2. Council direct staff to bring forward, in the 2012 Budget submission, one additional full time Youth Development Worker position as part of the ongoing budget for Parks and Community Services in the amount of \$75,000 (inclusive of benefits) to start January 1, 2012 to enable the District to meet the underserved needs of youth in the western half of the community;
3. Council authorize staff to bring forward bylaws to expend \$15,000 annually for a five year period (2012 -2016) from the Youth Activity Fund to provide increased programming that will support the healthy development of youth in West Vancouver;
4. Council direct staff to look at long term planning options for the revitalization of the Ambleside Youth Centre based on a joint funding model with community partners. The vision of ‘Ambleside Youth Place’ is for a multi-use facility to serve a broad range of youth activities and services;
5. Council direct staff to establish a Youth Services Review Implementation Group comprised of community stakeholders (youth, parents, external partners, and internal partners) to ensure the six “Key Strategic Directions” identified in the Youth Services Review are implemented; and
6. Council direct staff to bring forward an annual progress report containing key performance indicators, which demonstrates how West Vancouver is moving forward with the delivery of Youth Services.

**Purpose**

To provide Council with the results of the Youth Services Review and bring forward recommendations on key strategic directions for the delivery of youth services in West Vancouver over the next five years.

## 1.0 Background

### 1.1 History

Municipal recreation services for youth have been delivered through the Parks and Community Services Division for decades, through the District's various community centres and facilities. In 1996, the Ambleside Youth Centre opened to provide a dedicated drop-in space for teenagers and to serve as a base to connect with youth through outreach activities.

A comprehensive review of municipally funded youth services has not been undertaken since the inception of the Ambleside Youth Centre fifteen years ago. However, there have been six recent consultations conducted by the District of West Vancouver and/or community partners that have informed youth services in West Vancouver over the last several years (available on District website at <http://www.westvancouver.ca/youth>):

- 2010 West Vancouver Community Survey
- 2009 *Living and Learning in West Vancouver* (SD45)
- 2009 *Youth Café and Strategic Planning* (DWW)
- 2009 West Vancouver Police and Youth *Reaching Out* (WVPD)
- 2009 Family Court and Youth Justice Committee: Youth Subcommittee Report and Family Subcommittee Report (FCYJC)
- 2008/09 Youth Initiative Roundtable (DWW and Community Partners)
- 2006 Civic Youth Strategy Review (of 2002 Civic Youth Strategy): *Take a Walk in our Shoes* (DWW)

The District's 2009, 2010 and 2011 Strategic Planning processes identified youth services as a priority and the need was further reinforced as a key community priority in the 2010 Community Survey. In September of 2010, the District of West Vancouver initiated a review of its municipal youth services, delivered through the Parks and Community Services Division, to respond to this community priority.

A Youth Services Review Technical Group, comprised of community leaders with specific expertise in youth services and a Council representative, was formed to assist staff with this process. The Technical Group's primary role was to come forward with an updated municipally delivered youth services strategy for the next five years.

The importance of ensuring that youth services meet the growing and changing needs of youth in the community, and the value of addressing needs through strategic planning, have been identified through the mission of the District (to foster a sense of shared and individual responsibility for community well being, social unity, inclusion and respect for our full heritage); by means of various policy documents; by other District of West Vancouver youth services providers (e.g. West Vancouver Community Centres Services Society Board, School District #45, West Vancouver Police Department, and West Vancouver Memorial Library) and by external youth service providers (e.g. Hollyburn Family Services).

## 2.0 Policy

District of West Vancouver *Access and Inclusion Policy* (July 2009) - Commits the District to implementing, maintaining and enhancing accessibility for all.

District of West Vancouver *Blueprint for Social Responsibility and Change* (July 2008) – Provides a framework for a social action plan and identifies strategies to strengthen community social support systems for long term planning and sustainability in West Vancouver, including advancing community well-being through leadership and innovation in social responsibility; and embracing values of equity, diversity, social inclusion, security and adaptability in District initiatives.

District of West Vancouver *Official Community Plan* (June 2004) – Social Planning (Health, Wellness and Social Services Policy SP1) - Within fiscal and statutory limits, work with the Vancouver Coastal Health Authority, School District #45, senior levels of government, private and not-for-profit service providers, and community agencies to identify and address social needs and issues; maximize the efficiency and effectiveness of the social service delivery system and; to encourage citizen participation and input in the planning and implementation of Municipal programs.

## 3.0 Balanced Scorecard

STRATEGIC INITIATIVES	2011 MILESTONE	2012 MILESTONE
1.1 Civic Responsibility: Foster a sense of shared and individual responsibility for community well-being, social unity, inclusion, and respect for our full heritage	1.1.1b Report out and implement recommendations of the Youth Services Review	Implement approved recommendations

## 4.0 Analysis

### 4.1 Discussion

West Vancouver's programs and services for youth currently address a variety of needs along a continuum, ranging from recreation to social services, and from prevention to intervention.

Offering youth, at various stages of development, opportunities to participate and be engaged along this continuum, ensures that the diversity of youth needs, are supported.

Municipally funded Youth Services are provided through the Central Community Centre (civic site) the Gleneagles Community Centre (Western site) and the Ambleside Youth Centre (Ambleside Park). Municipal Youth Services offered include recreation programs, youth development and engagement opportunities, leadership and volunteer development, outreach programs and referral services, youth lounges and youth drop-in centres.

### Goals of the Youth Services Review

The Youth Services Review was designed in two phases. Phase One - undertake a review of youth needs and services, and recommend strategic directions to Council (September 2010 to July 2011). Phase Two - implement strategic directions as approved by Council (August 2011 to December 2011).

The Youth Services Review Technical Group had two primary goals:

1. Evaluate how municipally operated youth services respond to key identified needs for youth and families; and
2. Make recommendations for operating strategies and planning objectives for the next five years through an updated, municipally delivered, youth services model. This new model will maximize access to high quality services and programs that respond to key community needs within the municipal role; ensure maximum value in the use of municipal dollars; and provide mechanisms for measuring and evaluating success.

### Consultation with Community on the Review

The findings from Phase One were achieved through a comprehensive consultation process involving focus group dialogues and written surveys with youth, parents, internal and external community partners and District staff. This consultation process, along with evidence-based research on best practices in youth services delivery, as well as past studies and reports conducted in West Vancouver, were used to inform recommendations in this report.

### Key Components of the Review

Key components of the review that informed recommendations were:

1. Past studies and reports (2006-2010) - key themes and directions have been identified from these reports
2. Community stakeholder consultations, involving youth, parents, community partners and District of West Vancouver staff (March 2011)
3. Review of best practices in youth services, monitoring and evaluation & service frameworks (International)
4. Comparative review of West Vancouver youth services with three other local communities in the Lower Mainland

### Key Findings from the Review

- The western region of the community (i.e. Gleneagles and Horseshoe Bay) is underserved. While other areas of West Vancouver have varying levels of supports and services, this region has limited services for youth and families.
- In order to support the full range of needs among youth, timely access to a continuum of services, provided through a coordinated service delivery model, from recreation services to more formal youth development opportunities to social services, is needed.
- Offering services through a coordinated service delivery model with community partners has many potential benefits and challenges. Many activities and services are seen as appropriate for this model however some social services requiring a level of privacy may be difficult to integrate into this model.
- Community partnerships are highly valued from the perspectives of parents, partners and District staff. Many effective and collaborative partnerships that strengthen and enhance services to youth exist in West Vancouver. However, more strategic partnering is desired, and the implementation of formal partnership agreements appears to be a necessary step.
- There is a need for mental health services. The North Shore community is under pressure to provide sufficient early intervention services. Complicating service delivery in this area is the absence of clear policies, procedures and practices agreed upon across agencies in order to ensure timely and appropriate referrals. The municipal role is not to provide mental health services, but to develop relationships and make connections with organizations mandated to provide these services to ensure that effective referrals and access to services by youth are achieved.
- Younger youth enjoy activities in semi-structured environments with their friends. Younger youth indicated that they enjoyed the opportunities at Gleneagles Community Centre which has a balance of structured and unstructured activities for preteens, allowing time to be with friends and have caring adults nearby. In addition to movies and more sedentary activities, younger youth would like more play-based and physical activities.
- Older youth want more non-structured places to hang out and attend events with their friends. While the Ambleside Youth Centre and West Vancouver Community Centre Youth Lounge are viewed as positive spaces, lacking in West Vancouver are public spaces where youth can hang out with their friends in the evenings, and more access to entertainment facilities, youth coffee houses, and one-time social community events.
- Older youth want volunteer and leadership opportunities where they gain skills and personal satisfaction through volunteering and other leadership training and experiences. The challenge is that West Vancouver does not have enough meaningful opportunities for youth to engage in these pursuits.
- West Vancouver has outstanding facilities and natural playgrounds. One facility that is in need of great attention is Ambleside Youth Centre.

- District youth workers are excellent at connecting with youth and families. Municipal youth workers are integral to making youth services successful due to their strong relationships and an understanding of youth needs.

Six Key Strategic Directions and Priority Actions

The following six “Key Strategic Directions” will:

- maximize access to high quality services and programs that respond to key community needs within the Municipal role;
- ensure the most efficient use of Municipal funds in delivering services and programs;
- provide mechanisms for measuring and evaluating successes;
- seek out voices of youth by building opportunities for youth engagement in the delivery of youth services; and
- ensure there is equity and access to opportunities for youth, funding to support youth initiatives, and measures taken to ensure youth feel welcome and can contribute.

Key Strategic Directions (2011 – 2016)	
Strategic Direction	Priority Action(s)
1. Realign the municipally funded youth services staffing model and increase funding for staffing to ensure that across the Municipality, all components of youth service delivery for youth ranging in age from 11–18 years are accessible, culturally sensitive, coordinated, collaborative, evidence based and accountable.	<ul style="list-style-type: none"> <li>▪ Introduce a staffing and service model which links the three youth facilities and staff together through a coordinator/ supervisor to more equitably and effectively serve youth needs District-wide.</li> <li>▪ Change the existing job titles of “Youth Outreach Worker” and “Youth Program Coordinator” to “Youth Development Worker” (YDW) to better reflect scope of work and provide consistency across youth services.</li> <li>▪ Establish an additional full-time YDW position to respond to the needs for increased youth services in underserved areas (i.e. Western half of the municipality) to ensure equitable access to youth services across West Vancouver.</li> <li>▪ Review and redefine roles of YDW to focus on increasing programs and services, volunteer opportunities, and youth engagement.</li> </ul>
2. Pursue a coordinated model of service delivery with community partners using formal partnership agreements, to ensure that youth who need services, beyond the scope of the municipal youth service delivery model, are provided with them.	<ul style="list-style-type: none"> <li>▪ Further investigate formal agreements with internal and external partners to facilitate access to intervention and specialty services where there are identified gaps (e.g. mental health services) to enhance access to services beyond the scope and responsibility of the municipal role.</li> </ul>

Key Strategic Directions (2011 – 2016)	
Strategic Direction	Priority Action(s)
	<ul style="list-style-type: none"> <li>▪ Agreements will have clearly defined roles and boundaries and a shared commitment to contributing to a process of ongoing learning.</li> </ul>
3. Increase funding for program budgets to specifically respond to youth priorities and address the range of needs amongst youth from preteen to young adult as identified in the findings of the Youth Services Review.	<ul style="list-style-type: none"> <li>▪ Request funding from the Youth Activity Fund (see Appendix A) for five years in order to meet the identified programming needs of younger and older youth which cannot be met with present resources.</li> <li>▪ Establish metrics to monitor expanded participation rates, measure effectiveness of services, and respond to emerging needs and trends through a modest increase to program dollars.</li> <li>▪ Test this injection of funds to determine if investment in program dollars is successful, and identify if there are other long term funding sources for these types of program dollars (e.g. donations, grants, and municipal sources).</li> </ul>
4. Create opportunities for engaging youth in program development, design, implementation, service delivery, volunteer opportunities and youth leadership.	<ul style="list-style-type: none"> <li>▪ Introduce a youth leadership and engagement framework that recognizes that youth input is crucial in providing evidence of quality service delivery and ensures youth views, attitudes and experiences are recognized and regarded as central to the process.</li> <li>▪ Ensure more engagement and volunteer opportunities exist for youth.</li> </ul>
5. Revitalize the Ambleside Youth Centre site.	<ul style="list-style-type: none"> <li>▪ Pursue a collaborative community partnership funding model that would result in a multi-use youth facility to serve a broad range of community youth activities and services. Partners could include sport field users, not-for-profit user groups (e.g. Boy Scouts), arts and culture youth services, and other youth-focused activities and services delivered by internal and external partners (e.g. mental health).</li> </ul>

Key Strategic Directions (2011 – 2016)	
Strategic Direction	Priority Action(s)
6. Building on the success of the work of the Youth Services Review Technical Group, and community consultations held during the review, establish a model for ongoing implementation and evaluation of the six "Key Strategic Directions" coming from the Youth Services Review.	<ul style="list-style-type: none"> <li>▪ Establish a Youth Services Review Implementation Group to monitor the implementation of the six "Key Strategic Directions" and report annually on progress.</li> <li>▪ Develop an annual progress report that demonstrates how West Vancouver is working with the community in moving forward with the delivery of youth services.</li> </ul>

4.2 Consultation

The Youth Services Review Technical Group has been instrumental in guiding this eight month process through extensive consultation with stakeholders such as youth, parents, internal and external partners, and District staff. The results coming from this report represent broad community consultation. The Director of Finance was also consulted on this report.

4.3 Communications Process

Information on the review process is available on the District website. Follow-up with all participants who engaged in the review process (including staff) was done through email correspondence and three information sessions held at Ambleside Youth Centre, Gleneagles Community Centre, and West Vancouver Community Centre (the latter also providing youth an opportunity to provide valuable input into the District's Parks Master Plan). Staff will work with the District of West Vancouver's Communication Department to develop an ongoing communication plan regarding the activities related to Phase Two of the Youth Services Review.

**5.0 Options**

5.1 Council can accept or reject the recommendations, suggest amendments, and/or request further information.

Author: Arleta Beckett Anne Mooi  
 Concurrence \_\_\_\_\_  
 (optional)

Appendices:

Appendix A: Youth Activity Fund Bylaw Number 3962, 1995 and Summary

## Youth Activity Fund Bylaw No. 3962, 1995

## Summary

The Youth Activity Fund Bylaw No. 3962 was established in 1995 to create and operate a reserve fund from monies awarded to the District in the amount of \$356,362 as a result of law enforcement activities. Payments may be made from the fund by a bylaw passed by two-thirds of all members of Council for the following purposes:

- a. Capital projects, including buildings and land, machinery or equipment necessary for them, undertaken by the District for the benefit of youth in the community.
- b. Programs or projects undertaken by the district or community groups for the benefit of youth in the community, unable to be funded through the annual operating budgets of the District or community groups.

Eligible projects or programs are to be considered by Council on an annual basis.

The Youth Activity Fund balance as at December 31, 2010 was \$538,534. With a threshold value of approximately \$457,000, there is currently \$81,534 available for expenditure in the Youth Activity Fund.

**THE CORPORATION OF THE DISTRICT OF WEST VANCOUVER**

YOUTH ACTIVITY FUND BYLAW NO. 3962, 1995

A bylaw to create and operate a reserve fund to be known as the Youth Activity Fund.

WHEREAS the District was awarded \$356,362 in 1993 by the courts as a result of law enforcement activities;

AND WHEREAS accounting for interest and a prior payment authorized by Council in the amount of \$12,000, this amount has increased to \$369,570 at the end of fiscal 1994;

AND WHEREAS Council considers it appropriate that these funds be set aside and invested to create a fund to finance future capital and operating costs of projects and programs benefiting the youth of West Vancouver;

NOW THEREFORE the Council of The Corporation of the District of West Vancouver, in open meeting assembled, enacts as follows:


1. A reserve fund to be known as the "Youth Activity Fund" is hereby established under the provisions of Section 380.1 of the Municipal Act and is referred to as "the fund" in this Bylaw.
2. Monies from the following sources will be paid into the fund:
  - (a) the amount awarded to the District in 1993 by the courts as a result of law enforcement activities;
  - (b) all interest earned by the fund from the date proceeds were received by the District, less \$12,000 expenditure authorized by Council in 1994;
  - (c) other sources allowed under the Municipal Act, as Council may direct from time to time;
  - (d) donations by private individuals, groups or corporations.
3. Monies in the fund shall be held and invested as provided for in Municipal Act Sections 364 and 365.
4. Payments may be made from the fund by bylaw passed by 2/3 of all members of Council for the following purposes:
  - (a) Capital projects, including buildings and land, machinery or equipment necessary for them, undertaken by the District for the benefit of youth in the community.

- (b) Programs or projects undertaken by the District or community groups for the benefit of youth in the community, unable to be funded through the annual operating budgets of the District or community groups.
5. Project(s) eligible under Section 4 of this bylaw will be considered by Council on an annual basis.
  6. In this bylaw "Threshold Value" means, for 1994, the sum of \$350,000, and for each subsequent calendar year the product of the previous calendar year's Threshold Value and the percentage change over the previous calendar year in the Vancouver, All Items, Consumer Price Index, which was 135.8 at December 1994, as determined by Statistics Canada, or such other body or index that replaces the same.
  7. The amount available to be expended as payments under Section 4 of this bylaw in a given year will be limited to the amount by which the value of the fund at the end of the previous calendar year exceeds the Threshold Value of the fund at the end of the previous calendar year.
  8. The Council may direct that monies paid into the fund under Sections 2 (c) and (d) will increase the Threshold Value of the fund as determined herein under Section 6.
  9. This bylaw may be cited for all purposes as the "Youth Activity Fund Bylaw No. 3962, 1995".

PASSED by Council on 1995 October 23.

RECEIVED THE APPROVAL of the Minister of Municipal Affairs on  
1995 November 10.

RECONSIDERED AND ADOPTED by Council on 1995 November 20.

  
MAYOR

  
MUNICIPAL CLERK

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