

**Meeting of the Decision Session –  
Cabinet Member for Education,  
Children and Young People**

**11 July 2011**

Report by the Director, Adults Children and Education

**Transforming Youth Support Services**

**Summary**

1. This paper presents a review of the current City of York Council (CYC) Young People's Services (YPS) and York Youth Offending Team (York YOT), and offers options and proposals on three interlinked areas of a new integrated service.
2. The Cabinet Member is asked to make decisions on the 'York Youth Offer'; the overall structure of the new integrated service; and the approach to pursue in terms of roles and job design.
3. The requested decisions, context and discussion are contained with the main background paper **Annex A**, and are:
  - (a) to endorse the overall strategic direction set out in that paper in relation to:
    - The York Youth Offer
    - Youth Support Services Structure ('YSS')
    - YSS Roles and Job Design
  - (b) to authorise officers to proceed with implementation.

**Background**

4. These strategic proposals follow on from the decisions made by the former Executive in July 2010 to complete the integration of CYC Youth Services and Connexions, and to include York Youth Offending Team. Implementation began with the introduction of a single Head of Service in January 2011. These more detailed proposals are offered in order to set the framework within which

detailed planning and implementation of the rest of the process of integration can proceed.

5. Although the papers focus on the position in York, similar discussions are taking place around the country and indeed nationally. **Annexes D and G** offer a flavour of this wider debate, the latter being the conclusions of the House of Commons Education Select Committee in this area, published as recently as 23 June.

## **Consultation**

6. Extensive consultation has taken place with staff through full service meetings, workshops, team meetings and surveys. The staff consultation process will continue as progress is made towards implementation. The results of the first staff feedback on structure are to be found in **Annex B**.
7. A restructuring Project Board has met regularly, reporting to CYC corporate structures (formerly More for York), and has involved representatives of Unison and CYC Human Resources as well as CYC Finance. (These reports and papers should not be taken as implying any particular view taken by Unison, however). In addition, a survey of over 100 YPS service users has been undertaken and their views taken into account.
8. Two informal meetings were held jointly with York CVS with over 60 representatives of the voluntary, community, faith and uniformed sectors. Although no formal endorsement can be inferred from these meetings, the proposals were understood and accepted to be in line with general trends in youth and community work.
9. Regrettably the last YOT Management Board meeting was not quorate and the next meeting is scheduled for the day following this decision (ie 12 July). The Youth Justice Board are aware of the nature of these proposals but do not formally take a view: these proposals are similar to integration proposals for YOTs in many areas. Although reassurances will undoubtedly be sought from both these bodies about the continued capacity and capability to deliver statutory requirements to a high standard, no particular difficulty is expected.

## Options

10. The principle options in relation to the *York Youth Offer* are:
  - to endorse the overall approach with any recommendations or observations;
  - to refer the proposals back with any recommendations for a different strategic approach to be taken.
  
11. The principle options in relation to the *YSS structure* are:
  - to endorse the proposed Option 2 (**Annex A**) with any recommendations or observations;
  - to refer the proposals back with any recommendations for a different strategic shape and direction to be developed.
  
12. The principle options in relation to *YSS Roles and Job Design* are:
  - to endorse the proposed overall approach with any recommendations or observations;
  - to refer the proposals back with any recommendations for a different approach to be developed.

## Analysis

13. The three decision areas are interlinked, as set out in **Annex A**. All represent elements of an overall strategic approach that fit together, and all require further detailed work. What is being sought is the 'green light' for the overall approach in order that detailed consultation, negotiation, planning and implementation can proceed. **Annex D** shows some differing strategic approaches being taken in other parts of the country, by way of context, and **Annex G** gives a flavour of the national context. These wider perspectives confirm that our own proposals are both consistent with the solutions to similar issues being found elsewhere, and also represent a balanced, measured and evolutionary approach notwithstanding the practical local issues involved in this degree of change. It should also be noted that these proposals contain with them the approach to meeting the budget challenges of the current year as well as future years.

## Corporate Objectives

14. The proposals contribute significantly to a number of the Council's current priorities:
  - Safer City – the proposals include the necessary linkages to improve our targeting of young people at risk of anti-social behaviour and offending and our ability to provide the right early help (and referred to in the current Children & Young People's Plan)
  - Learning City – the proposals include the overall approach to supporting young people at risk of exclusion from education employment and training, and how support schools and College in ensuring a independent universal careers advice to children and young people.
  - Inclusive City – the proposals set out how we will work in partnership with the fullest range of third sector providers in improving the overall Youth Offer in York, how we will approach the targeting of young who are disadvantaged and at risk of social exclusion, contribute to the anti-poverty strategy by raising the aspirations of young people, and support the voice and influence of all young people, particularly those who are disadvantaged or at risk of social exclusion.
  - Effective Organisation – the proposals are based on the best possible understanding of the needs and aspirations of young people and supporting them in shaping the services we and others provide, and set out how we will begin to re-invest in workforce development and good use of information and performance management to get the right early support to the right young people.
15. Although timescales mean that we have not been able fully to cross-check these proposals against the emerging *new* Council Plan (ie, the document that will reflect the priorities of the new administration), we believe that they will also be consistent.

## Implications

### Financial

16. Expenditure - The proposed staff structure has been costed at £2,640,766. Figures used in the calculation have been for the top of the grade, as it is felt that the majority of staff would transfer there if they are moved across from the JNC (ie, youth worker) or VT (ie Connexions) pay scales. Staff already on the Council's pay scale are also generally on the maximum point already. Superannuation has been included in the calculations for all employees. This means that the estimate provided is on the conservative side.
17. The YPS premises budget requirement has been set at £189,500. This includes a reduction of approximately £18k in the start budget due to vacating the building at Kingswater and moving existing operations to the 68 Centre and Moor Lane.
18. The YPS operational budgets have been reduced by 10%, which equates to a figure of £30k. This leaves a figure of £280,830. In addition, staff training and transport budgets provide another £33,960.
19. YOT premises budgets amount to £7,240, training and transport to £11,100 and the remainder of the operations budgets to £58,790.
20. Central recharges amount to £224,910 for the YPS and £114,930 for the YOT.
21. Income - The net budget for the YPS after the 2011/12 savings have been taken into account is £2,552,960. In 2012/13, the full year effect of these savings will reduce the budget by a further £187,000 leaving a net ongoing budget of £2,365,960.
22. The YPS budget is supported by various grants both internal and external. The Safer York Partnership gives £65,000 to support the work of Network 2. The Behavioural Support Service funds ALPS with £215,570.
23. Children and Families give £19,000 to Castlegate and £21,000 to ALPS. There is miscellaneous income amounting to £16,570 and Ward Committee funding of £32,930. A total figure for income of £390,070 has been assumed.

24. The CYC budget for the YOT is £335,010 in 2011/12. The grant from the Youth Justice Board is £445,970. In addition there are contributions from Health and the police giving an overall income figure for the YOT of £858,150. The amount of the YJB grant in 2012/13 is not available as a new method of calculating the allocations will be introduced.
25. **Conclusion** – In officers' view, the existing funding available is sufficient to support the proposed restructure. However, the level of the YJB grant is an unknown factor for 2012/13. The service is also dependent upon continuing internal support. There is also a risk that costs will increase in the grading process. However, there is a margin of £50k in the estimates to allow for any downward movement in grant or increase in costs.
26. An additional paper has been prepared on Finance at **Annex F**.

### **Human Resources (HR)**

27. The HR implications are addressed broadly in **Annex A** and have benefited from the advice from senior HR involvement in the Project Board (Jo Sheen). Unison is fully aware of the proposals, as are all staff. The proposal here does not represent an agreement between parties but the approach is well rehearsed and understood and is a starting point for consultation and negotiation and not a conclusion that has been reached.

### **Equalities**

28. Outline equalities implications are addressed in **Annex A**. Existing provision for important groups is maintained in these proposals, and the whole approach to enhanced targeting of services and improving evidence of impact is intended to have a positive impact in terms of equalities.

### **Legal**

29. No implications are anticipated. Capacity to deliver statutorily required services is maintained as a high priority.

## **Crime and Disorder**

30. Capability to deliver targeted youth crime prevention programmes is redeveloped by bringing a variety of relevant projects together with better linkages to Anti-social Behaviour, Capable Guardian and similar arrangements. Capacity to deliver sentences of the court and reduce reoffending rates, to work with Courts, Police and Probation to deal with repeat and serious offenders is maintained.

## **Information Technology (IT)**

31. No implications. Existing electronic case management software/systems will need to be reviewed to seek opportunities to simplify/reduce duplication. No implications for hardware/installations.

## **Property**

32. No short/medium-term implications other than those referred to above and in the additional Finance paper **Annex F**. However, once the new organisational structure is in place a process of reviewing our efficient use of premises will be needed.

## **Other**

33. None anticipated.

## **Risk Management**

34. There are two main areas of risk: financial and reputational.
35. Financial: however cautious the overall approach there are risks from the possibility of pay regrading. These are in fact risks inherent in business as usual, but 'opening up' the issue could make the risks 'live'. There is no way of estimating the impact, but the process envisaged is a parallel one to that which has been carefully negotiated and implemented in CYC in recent years in agreement with Unions.
36. Reputational: the debate about the future of youth work provision has always had a political dimension, never more so than at times of budget challenge and signs of significant government social

policy change. These local proposals are quite complex and in many respects subtle and open to misinterpretation. Whilst it is true that these proposals are made in the context of budget and grant reductions, there are many very positive aspects that we have been striving towards for a number of years. The risks can be managed with good media and communications work.

## **Recommendations**

37. The Cabinet Member is requested to endorse the recommendations **in Annex A**:
- That the proposed structural option be agreed as the basis of the restructuring of YSS with effect from September 2011.
  - That the York Youth Offer set out in **Annex A** be agreed as the high level framework both for restructuring YSS and for engaging with the voluntary, community, faith and uniformed youth sectors.
  - That proposal for a staged approach to harmonisation of pay and conditions as set out in **Annex A** be endorsed as the starting point for consultation and negotiation with staff and unions.

*Reason: to continue with a process of integration of all youth support services that started a year ago, and to enable these services to operate within the revised budget set by Council.*



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**Report Approved**  **Date** 27 June 2011

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All

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## Background Papers:

### Annexes:

- Annex A – Transforming Youth Support Services
- Annex B – York Youth Support Services - Model Consultation Staff Survey Results
- Annex C – Findings from Young People’s Survey
- Annex D – ‘The Shape of Youth Work To Come’ – Case Studies (Children and Young People Now article)
- Annex E – YOT and YPS current statements of Purpose & Values
- Annex F – Income and Expenditure Budgets for the Proposed Integrated Youth Service
- Annex G – Conclusions and recommendations from the Education Select Committee published on 23 June 2011