



**Notice of meeting of  
Decision Session - Cabinet Member for Education, Children and  
Young People's Services**

**To:** Councillor Potter  
**Date:** Monday, 11 July 2011  
**Time:** 4.30 pm  
**Venue:** The Guildhall, York

**AGENDA**

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**Notice to Members – Calling In**

Members are reminded that, should they wish to call in any item on this agenda, notice must be given to Democracy Support Group by:

**10.00 am on Friday 8 July 2011** if an item is called in before a decision is taken, or

**4.00pm on Wednesday 13 July 2011** if an item is called in after a decision has been taken.

Items called in will be considered by the Scrutiny Management Committee.

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Written representations in respect of items on this agenda should be submitted to Democratic Services by 5.00pm on Thursday 7 July 2011.

**1. Declarations of Interest**

At this point Members are asked to declare any personal or prejudicial interests they may have in the business on the agenda.

**2. Minutes** (Pages 3 - 6)

To approve and sign the minutes of the Decision Session of the Executive Member for Children and Young People's Services held on 12 April 2011.

**3. Public Participation**

At this point in the meeting, members of the public who have registered their wish to speak at the meeting can do so. The deadline for registering is **5.00pm on Friday 8 July 2011**.

Members of the public may register to speak on:-

- An item on the agenda
- An issue within the Cabinet Member's remit
- An item that has been published on the Information Log since the last Decision Session.

**4. Appointment of Local Authority (LA) School Governors** (Pages 7 - 20)

This report provides information about the current position with regard to vacancies for Authority seats on governing bodies, lists current nominations and those vacancies, as detailed in Annex 1 of the report, and requests the appointment, or reappointment, of the listed nominees.

**5. Restructure of Children's Centres, Early Years and Extended Services** (Pages 21 - 48)

This paper describes the rationale for the review and restructure of Children's Centres, Early Years and Extended Services as a result of national and local policy, local reviews and national and local financial contexts. The report asks the Cabinet Member for Education, Children and Young People to approve the restructure.

**6. Transforming Youth Support Services** (Pages 49 - 140)

This paper presents a review of the current City of York Council Young People's Services and York Youth Offending Team, and offers options and proposals on three interlinked areas of a new integrated service.

**7. Urgent Business**

Any other business which the Cabinet Member considers urgent under the Local Government Act 1972.

**Information Log**

No items have been published on the Information Log since the last Decision Session.

**Written Representation**

Written representation received since the agenda was published is included as an annex.

Democracy Officer:

Name: Jayne Carr

Contact Details:

Telephone – (01904) 552030

Email – [jayne.carr@york.gov.uk](mailto:jayne.carr@york.gov.uk)

For more information about any of the following please contact the Democracy Officer responsible for servicing this meeting Jayne Carr, Democracy Officer

- Registering to speak
- Written Representations
- Business of the meeting
- Any special arrangements
- Copies of reports

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## **About City of York Council Meetings**

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If you would, you will need to:

- register by contacting the Democracy Officer (whose name and contact details can be found on the agenda for the meeting) **no later than 5.00 pm** on the last working day before the meeting;
- ensure that what you want to say speak relates to an item of business on the agenda or an issue which the committee has power to consider (speak to the Democracy Officer for advice on this);
- find out about the rules for public speaking from the Democracy Officer.

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### **Further information about what's being discussed at this meeting**

All the reports which Members will be considering are available for viewing online on the Council's website. Alternatively, copies of individual reports or the full agenda are available from Democratic Services. Contact the Democracy Officer whose name and contact details are given on the agenda for the meeting. **Please note a small charge may be made for full copies of the agenda requested to cover administration costs.**

### **Access Arrangements**

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If you have any further access requirements such as parking close-by or a sign language interpreter then please let us know. Contact the Democracy Officer whose name and contact details are given on the order of business for the meeting.

Every effort will also be made to make information available in another language, either by providing translated information or an

interpreter providing sufficient advance notice is given. Telephone York (01904) 551550 for this service.

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## **Holding the Cabinet to Account**

The majority of councillors are not appointed to the Cabinet (39 out of 47). Any 3 non-Cabinet councillors can 'call-in' an item of business from a published Cabinet (or Cabinet Member Decision Session) agenda. The Cabinet will still discuss the 'called in' business on the published date and will set out its views for consideration by a specially convened Scrutiny Management Committee (SMC). That SMC meeting will then make its recommendations to the next scheduled Cabinet meeting in the following week, where a final decision on the 'called-in' business will be made.

## **Scrutiny Committees**

The purpose of all scrutiny and ad-hoc scrutiny committees appointed by the Council is to:

- Monitor the performance and effectiveness of services;
- Review existing policies and assist in the development of new ones, as necessary; and
- Monitor best value continuous service improvement plans

## **Who Gets Agenda and Reports for our Meetings?**

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City of York Council

Committee Minutes

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MEETING	DECISION SESSION - EXECUTIVE MEMBER FOR CHILDREN & YOUNG PEOPLE'S SERVICES
DATE	12 APRIL 2011
PRESENT	COUNCILLOR RUNCIMAN (EXECUTIVE MEMBER)

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**47. DECLARATIONS OF INTEREST**

The Executive Member was invited to declare at this point in the meeting any personal or prejudicial interests she might have in the business on the agenda. The Executive Member declared a personal interest in agenda item 5 – “ Proposed Admission Arrangements for Primary and Secondary Schools in York for September 2012” as a governor of Joseph Rowntree School.

**48. MINUTES**

RESOLVED: That the minutes of the Decision Session held on 8 March 2011 be approved and signed by the Executive Member as a correct record.

**49. PUBLIC PARTICIPATION**

It was reported that there were no registrations to speak under the council's Public Participation Scheme.

**50. TERM DATES 2012-13**

The Executive Member received a report that requested approval for the term dates and holidays for the school year 2012/2013.

The Executive Member stated that she was pleased to note the action taken by the Local Authority to align the dates with those of neighbouring authorities wherever possible. She expressed her thanks to officers for the work that they had carried out.

RESOLVED: That the pattern of school terms and holidays for 2012/13, as proposed at Annex 1 of the report, be approved<sup>1</sup>.

REASON: To provide clarity for parents, schools and pupils on term dates in City of York.

Action Required

1. Circulate agreed term dates

ME

**51. PROPOSED ADMISSION ARRANGEMENTS FOR PRIMARY AND SECONDARY SCHOOLS IN YORK FOR SEPTEMBER 2012**

The Executive Member received a report that sought approval of the City of York coordinated schemes and admissions policies for primary and secondary schools for the 2012/13 academic year. The report also sought approval of the proposed individual school maximum admission limits for the academic year beginning in September 2012.

It was noted that the recommendations in the report had been prepared following consultation with the Local Admissions Forum. The Executive Member stated that she had been present at the meeting of the Local Admissions Forum at which consultation on the recommendations had taken place. She supported the Forum's recommendations, including the following:

- Rejecting the requested increase in admission limit at Rufforth Primary School as numbers from within Rufforth catchment are low, so an increase would pull catchment pupils away from other schools and would result in children travelling across the city.
- Supporting the proposed increase in the Year 12 admission limit at Joseph Rowntree School to bring the limit more in line with physical capacity and other post-16 providers in the city.

The Executive Member stated that she was pleased to note that 92% of parents had received their first choice preference of school for their child and that 96% had received their first or second preference. She paid tribute to the work carried out by the admissions team.

- RESOLVED: (i) That the City of York coordinated schemes and admissions policies for primary and secondary schools for the 2012/13 academic year, as set out in Annexes C – I of the report, be approved.
- (ii) That the proposed individual school maximum admission limits for the academic year beginning in September 2012, as set out in Annexes A and B of the report, be approved<sup>1</sup>.

REASON: To meet the statutory requirements of the School Admissions Code of Practice.

Action Required

1. Notify schools concerned. Implement admission policies and admission numbers from September 2012 JW

**52. CAPITAL PROGRAMME 2010/11 AND 2011/12**

The Executive Member received a report that detailed new schemes and sought approval for their addition to the 2011/12 Capital Programme. The report also provided a brief update on schemes funded from the Targeted Capital Fund.



Officers gave details of how priorities had been determined and explained the arrangements that were in place to ensure that the Authority had a good knowledge of the conditions of its schools and could effectively target resources. The Executive Member noted that, because of the uncertainty about the level of future funding, a large contingency fund was in place to ensure that work could be completed.

The Executive Member thanked officers for the work that they had carried out.

RESOLVED: That the allocation of funding to schemes for 2011/12, as detailed in Annex A – Column A of the report, be approved.

REASON: To ensure the effective management and monitoring of the capital programme.

Executive Member

[The meeting started at 4.00 pm and finished at 4.15 pm].

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

**11 July 2011**

Report of the Director of Adults, Children and Education

**Appointment of Authority Governors (formerly LA  
Governors)**

**Summary**

1. This report provides information about the current position with regard to vacancies for Authority seats on governing bodies, lists current nominations for those vacancies, as detailed in Annex 1, and requests the appointment, or re-appointment, of the listed nominees.

**Background**

2. National benchmarking data on governor vacancies indicates a national average of 12% for Authority governor vacancies. York has 1 (0.6%) Authority vacancies at the time of writing this report.
3. The following table summarises the current position of Authority vacancies and appointments in City of York schools.

Total number of Authority seats in City of York schools	174
Number of Authority seats currently filled (or held)	155
Number of new Authority appointments addressed by this paper	13
Number of Authority reappointments addressed by this paper	4
Number of Authority appointments in progress/ on hold	(3/ 2) 5
Number of Authority vacancies remaining after this paper (excluding those where a nominee has been identified or where it has been agreed to hold vacancies)	1 (0.6%)
Number of applicants placed in community vacancies since the last report.	4

<b>Political affiliation of Authority governors</b>		
<b>Party</b>	<b>Number of governors</b>	<b>Percentage of all Authority governors</b>
<b>Labour</b>	<b>15</b>	9.7
<b>Lib Dem</b>	<b>13</b>	8.4
<b>Conservative</b>	<b>4</b>	2.6
<b>Green</b>	<b>1</b>	0.6
<b>Independent</b>	<b>5</b>	3.2
<b>Others</b>	<b>117</b>	75.5

### **Identification of vacancies**

4. The overall picture of governor vacancies is informed by a detailed database, which includes records of all schools, the structure of their governing bodies, individuals who serve as governors and terms of office.
5. From the database can be determined such information as current vacancies and terms of office which are due to expire. In this way

the Governance Service can clearly identify in advance the actions which are required and act accordingly.

### **Reviewing Vacancies**

6. The vacancy position is under constant review. When potential new governors are identified the candidate is interviewed to discuss their interest and suitability. The Chair of Governors and headteacher are also asked to meet with the candidate and show him or her around the school prior to nomination for appointment. This allows the school to assess the potential candidate in terms of a good match for the needs of the governing body and current governors.
7. Where a term of office is due to expire, the individuals are contacted to ask whether they would like their name to be put forward again for reappointment. Chairs and headteachers are contacted to invite any relevant supporting information. Where a reappointment is appropriate, this is included on the nomination paper for consideration by the Cabinet Member.
8. All Authority governors are required to apply for an enhanced disclosure from the Criminal Records Bureau.
9. It should be noted that, as well as filling Authority vacancies, the Governance Service also assists schools who are having difficulties filling community governor vacancies.

### **Political Balance**

10. In York the Authority governor seats are filled on merit, rather than by strict consideration of political balance. Just under a fifth of Authority governors are, in practice, linked to one of the political parties. Since the recent local election the balance of political representation on governing bodies across the city no longer reflects the balance of the current administration. Steps will be taken to redress the balance over a period of time, whilst always considering the need to identify the best possible governor for a school, rather than taking account of individuals' political affiliation.

## **Consultation**

11. Consultation on the nominations for appointment has been undertaken in accordance with the agreed procedure for the appointment of Authority governors.

## **Options**

12. The Cabinet Member has the options of appointing/re-appointing or not appointing to fill vacant seats as proposed at Annex 1.

## **Analysis**

13. If the Cabinet Member chooses not to appoint to fill vacant seats this will have a detrimental impact on the work of governing bodies and their ability to meet statutory requirements. However, equally importantly is the need for confidence that the proposals in Annex 1 will deliver volunteers who are committed to developing their skills in order to make a strong contribution to the work of the school.

## **Corporate Priorities**

14. Good effective school governance does play a significant role in enhancing individual institutions and contributing as a result to the Learning City corporate priority which describes how:

“We want to make sure that local people have access to world class education and training facilities and provision”.

## **Implications**

15. There are no implications relating to equalities, crime and disorder, ITT, property, financial, legal or HR issues arising from this report.

## **Risk Management**

16. In compliance with the Council’s risk management strategy, there are no risks associated with the recommendations of this report. Good active governance arrangements do contribute to effective

school management arrangements and, as a result, reduce risks to the organisation.

## Recommendations

17. That the Cabinet Member appoints or re-appoints, Authority Governors to fill vacant places as proposed in Annex 1.

*Reason: to ensure that local Authority places on school governing bodies continue to be effectively filled.*

## Contact Details

### Author:

Sue Pagliaro  
Governance Service  
Adults, Children and Education  
01904 554258

### Chief Officer Responsible for the report:

Pete Dwyer  
Director of Adults, Children and Education

Report  
Approved

Date

28 June 2011

### Specialist Implications Officer(s)

None

**Wards Affected:** *List wards or tick box to indicate all*

All

For further information please contact the author of the report

## Background Papers

None

## Annex

Annex 1 details the current position of Authority governor vacancies and lists those governors who are being nominated for appointment or re-appointment.

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## LA GOVERNOR NOMINATIONS AND VACANCIES:

Summer Term: June 2011

## Primary Schools

Name Of School:	Badger Hill Primary School				
No Of LA Governors:	3	Total No Of Governors:			14
Current Appointees	Affiliation	From	To	Restanding	Vacancy Since
Dr A Brabbs	No affiliation	01/07/2010	30/06/2014	N/A	
Mrs E A E Keogh	No affiliation	15/03/2011	14/03/2015	N/A	
Vacant					22/07/2010

## Nomination (s) for 1 Vacancy

**Vacancy:** Mr Dean Knapper: I have always been interested in education and helping children and young people in general. I have a range of experience that would help with being a school governor, such as working with young adults, being a member of a local youth theatre group and mentoring during the summer holidays, which helped prepare teenagers with behavioural or learning difficulties for secondary schools. I feel the fact that I am a young person will be beneficial for the governing body as a whole. I am currently studying at the University of York, live nearby in Fishergate and plan to go into teaching once I have completed my studies.

**Affiliation: Independent****Appointment: with immediate effect**

Name Of School:	Carr Infant School				
No Of LA Governors:	2	Total No Of Governors:			12
Current Appointees	Affiliation	From	To	Restanding	Vacancy Since
Ms T Simpson-Laing	Labour	01/09/2010	31/08/2014	N/A	
Vacant					29/11/2010

## Nomination (s) for 1 Vacancy

**Vacancy:** Potential governor identified to fill this vacancy

Name Of School:	Carr Junior School				
No Of LA Governors:	3	Total No Of Governors:			17
Current Appointees	Affiliation	From	To	Restanding	Vacancy Since
Mr A Hewitt	No affiliation	04/09/2008	03/09/2012	N/A	
Mrs C Cox	No affiliation	10/06/2008	09/06/2012	N/A	
Vacant					21/02/2011

## Nomination (s) for 1 Vacancy

**Vacancy:** Mr Ian Reavill: I was a primary school headteacher for 20 years, and more recently have been a supply teacher for 12 years. Now I have retired completely, I feel I would still like to be involved in schools. I think that as a governor my varied experience would enable me to support the head, staff and governors, and I now have the time to fulfill that role. As a headteacher I worked closely with several chairmen and a large number of governors, and valued the huge contribution they gave to the school. As a supply teacher, I have enjoyed working in a large number of schools, and I feel that it has given me a valuable insight as to how different schools tackle the problems and challenges that are common to them all. I would also expect and wish to be involved with the children's activities and lessons, which is an essential part of a governor's understanding of the working of the school.

**Affiliation: N/A****Appointment: with immediate effect**

Name Of School:	Clifton Green Primary School				
No Of LA Governors:	4	Total No Of Governors:			18
Current Appointees	Affiliation	From	To	Restanding	Vacancy Since
Mr PJ Warry	No affiliation	01/09/2008	31/08/2012	N/A	
Mrs E Village	No affiliation	04/12/2008	03/12/2012	N/A	
Mrs L Comer	No affiliation	01/09/2008	31/08/2012	N/A	

Vacant					31/08/2010
<b>Nomination (s) for 1 Vacancy</b>					
<b>Vacancy:</b> Mr Mike Hickman: Having previously been a school governor for Hampshire LEA (Bosmere Junior School, 2000-2006), I am keen to resume the role and develop my skills in this area still further. As I work in teacher education (as Head of Initial Teacher Education at York St John University), I like to keep a full and active engagement with schools and children; this ensures that my practice is up-to-date and well informed by what is actually going on in the classroom... I would hope that I can bring my knowledge of educational development from the programmes I am responsible for to bear on a school setting, thereby directly benefiting serving teachers and their children alongside my own trainees. Finally, I live in the immediate catchment area of Clifton Green and would be extremely pleased to be considered as a governor for this school.					
<b>Affiliation: Liberal</b>			<b>Appointment: with immediate effect</b>		

Name Of School:	Danesgate Community				
No Of LA Governors:	2	Total No Of Governors:			14
Current Appointees	Affiliation	From	To	Restanding	Vacancy Since
Mr G Duxbury		14/12/2010	13/12/2014	N/A	
Vacant					10/02/2011

<b>Nomination (s) for 1 Vacancy</b>					
<b>Vacancy:</b> Mr Paul Guilfoyle: I have a vast experience of schools and colleges and can bring a number of skills to a governing body including financial management, curriculum and progression. I have experience of training and development, performance management and appraisal.					
<b>Affiliation: Liberal</b>			<b>Appointment: with immediate effect</b>		

Name Of School:	Federation of Our Lady's & English Martyrs' RC Primary School				
No Of LA Governors:	2	Total No Of Governors:			20
Current Appointees	Affiliation	From	To	Restanding	Vacancy Since
Mrs A Haithwaite	No affiliation	14/09/2010	13/09/2014	N/A	
Vacant					30/04/2009

<b>Nomination (s) for 1 Vacancy</b>					
<b>Vacancy:</b> Hold this Vacancy: A Temporary Governing Body is in place. The schools will soon merge so it is proposed that this vacancy is held.					
<b>Affiliation: N/A</b>			<b>Appointment: with immediate effect</b>		

Name Of School:	Federation of Rawcliffe Infant and Clifton Without Junior Schools				
No Of LA Governors:	4	Total No Of Governors:			20
Current Appointees	Affiliation	From	To	Restanding	Vacancy Since
Miss A Campbell	No affiliation	04/09/2008	03/09/2012	N/A	
Mr T Leeming	No affiliation	12/03/2009	11/03/2013	N/A	
Mr V Paylor	Independent	04/04/2009	03/04/2013	N/A	
Vacant					30/11/2010

<b>Nomination (s) for 1 Vacancy</b>					
<b>Vacancy:</b> Hold this vacancy: A Temporary Governing Body is in place. The schools will soon merge so it is proposed that this vacancy is held.					
<b>Affiliation: N/A</b>			<b>Appointment: with immediate effect</b>		

Name Of School:	Haxby Road Primary School				
No Of LA Governors:	3	Total No Of Governors:			17
Current Appointees	Affiliation	From	To	Restanding	Vacancy Since
Mr I Whittaker		08/06/2010	07/06/2014	N/A	
Mrs A Bayliss	No affiliation	06/12/2007	05/12/2011	N/A	
Vacant					08/09/2010

**Nomination (s) for 1 Vacancy**

**Vacancy:** Ms Rachel Totton: I am a former secondary headteacher, and now working as an independent trainer and consultant in primary and secondary education and children's services; both roles have given me a wealth of experience which could be brought to the role of a governor. I have a continuing interest and commitment to providing support and challenges to schools, and feel I could offer a great deal to this role. I have direct experience, as a headteacher, of the work which governors do and would welcome the opportunity to make a contribution.

**Affiliation:** Independent

**Appointment:** with immediate effect

Name Of School:	Huntington Primary School				
No Of LA Governors:	4	Total No Of Governors:			18
Current Appointees	Affiliation	From	To	Restanding	Vacancy Since
Mr M Gee		08/06/2010	07/06/2014	N/A	
Mr R Foy	No affiliation	14/09/2010	13/09/2014	N/A	
Mr S Botham	No affiliation	01/01/2010	31/12/2013	N/A	
Mrs E Quinn	No affiliation	04/12/2008	03/12/2012	N/A	
Vacant					05/02/2010

**Nomination (s) for 1 Vacancy**

**Vacancy:** Mrs Pat Hill: Pat Hill has been a governor at Huntington Secondary School for some years. In response to a request from the primary school for a secondary governor to join them to establish links between the schools, Pat Hill has agreed to stand for nomination.

**Affiliation:** N/A

**Appointment:** with immediate effect

Name Of School:	Knavesmire Primary School				
No Of LA Governors:	4	Total No Of Governors:			18
Current Appointees	Affiliation	From	To	Restanding	Vacancy Since
Clr A Fraser	Labour	01/09/2010	31/08/2014	N/A	
Dr D O'Brien	No affiliation	16/03/2010	15/03/2014	N/A	
Mrs A Cox	No affiliation	13/06/2009	12/06/2013	N/A	
Vacant					11/10/2010

**Nomination (s) for 1 Vacancy**

**Vacancy:** Potential governor identified to fill this vacancy

Name Of School:	Lakeside Primary School				
No Of LA Governors:	3	Total No Of Governors:			14
Current Appointees	Affiliation	From	To	Restanding	Vacancy Since
Clr I Waudby	Lib Dem	01/09/2009	31/08/2013	N/A	
Mr M Goring	No affiliation	04/12/2008	03/12/2012	N/A	
Vacant					14/02/2011

**Nomination (s) for 1 Vacancy**

**Vacancy:** Currently no applicants for this vacancy

Name Of School:	New Earswick Primary School				
No Of LA Governors:	1	Total No Of Governors:			12
Current Appointees	Affiliation	From	To	Restanding	Vacancy Since
Clr C E Runciman	Lib Dem	06/09/2007	05/09/2011	YES	

**Nomination (s) for reappointment****Cllr Carol Runciman**

The above named governor has indicated that they would like to stand for a further term of office effective from the end date of their current term.

Name Of School:	Scarcroft Primary School				
No Of LA Governors:	4	Total No Of Governors:			18
Current Appointees	Affiliation	From	To	Restanding	Vacancy Since
Mr R Stay	No affiliation	08/09/2009	07/09/2013	N/A	
Mr W Hayler	No affiliation	06/09/2007	05/09/2011	YES	
Mrs S Saul	No affiliation	09/12/2009	08/12/2013	N/A	
Ms G Dempsey	No affiliation	14/03/2011	13/03/2015	N/A	

**Nomination (s) for reappointment****Mr Will Hayler**

The above named governor has indicated that they would like to stand for a further term of office effective from the end date of their current term.

Name Of School:	Skelton Primary School				
No Of LA Governors:	3	Total No Of Governors:			14
Current Appointees	Affiliation	From	To	Restanding	Vacancy Since
Mr S T Stead	No affiliation	20/01/2008	19/01/2012	N/A	
Mrs A Brierley	No affiliation	01/09/2010	31/08/2014	N/A	
Vacant					08/06/2010

**Nomination (s) for 1 Vacancy**

**Vacancy:** Mr Ian Holmes: I would like to become a school governor as I feel that I have suitable skills and experience that would enable me to help a school progress and develop during these increasingly challenging times. The last 9 years of my career have involved working within an education capacity of one form or another - this includes working for a local education authority as a financial manager, working within a secondary school as a business manager, and currently working within a university as a management accountant. Within this time I have been able to develop, amongst other things, teamworking and analytical skills and have encountered a number of aspects involved with managing people. All of these would, I believe, stand me in good stead in being able to make a contribution as a school governor.

**Affiliation:** N/A

**Appointment:** with immediate effect

Name Of School:	St Paul's CE Primary School				
No Of LA Governors:	2	Total No Of Governors:			14
Current Appointees	Affiliation	From	To	Restanding	Vacancy Since
Cllr D Merrett	Labour	06/12/2007	05/12/2011	N/A	
Vacant					15/12/2010

**Nomination (s) for 1 Vacancy**

**Vacancy:** Ms Susan Rothney: I would like to use my experience of working within Education Finance for the City of York Council to support St Paul's CE Primary School. My children went to St Paul's and although they left over 10 years ago, it was part of my life for a long time. I still live nearby.

**Affiliation:** Independent

**Appointment:** with immediate effect

Name Of School:	St Wilfrid's RC Primary School				
No Of LA Governors:	1	Total No Of Governors:			12
Current Appointees	Affiliation	From	To	Restanding	Vacancy Since
Mrs A Bloor	No affiliation	06/09/2007	05/09/2011	YES	

**Nomination (s) for reappointment****Mrs Amanda Bloor**

The above named governor has indicated that they would like to stand for a further term of office effective from the end date of their current term.

Name Of School:	Westfield Primary Community School				
No Of LA Governors:	4	Total No Of Governors:			20
Current Appointees	Affiliation	From	To	Restanding	Vacancy Since
Mr A M Waller	Lib Dem	01/05/2009	30/04/2013	N/A	
Mr N O Holliday	No affiliation	09/12/2009	08/12/2013	N/A	
Mrs J Waite	No affiliation	12/06/2007	11/06/2011	YES	
Ms J A Greenwood	No affiliation	08/09/2009	07/09/2013	N/A	

**Nomination (s) for reappointment****Mrs Janet Waite**

The above named governor has indicated that they would like to stand for a further term of office effective from the end date of their current term.

Name Of School:	Woodthorpe Primary School				
No Of LA Governors:	4	Total No Of Governors:			18
Current Appointees	Affiliation	From	To	Restanding	Vacancy Since
CLlr A Reid	Lib Dem	01/09/2009	31/08/2013	N/A	
Mr J Browne	No affiliation	12/03/2009	11/03/2013	N/A	
Mrs JM Parker	Independent	14/09/2010	13/09/2014	N/A	
Vacant					18/03/2011

**Nomination (s) for 1 Vacancy**

**Vacancy:** Ms Christine Johnson: I am currently a parent governor at Woodthorpe and greatly enjoy my role. When Barrie Ferguson steps down from the board I will be putting myself forward for election as Chair. My current term finishes on 31/10/2011 and I would like to ensure continuity and stability by becoming an Authority governor.

**Affiliation: Conservative**

**Appointment: with immediate effect**

## Secondary Schools

Name Of School:	Burnholme Community College				
No Of LA Governors:	4	Total No Of Governors:			20
Current Appointees	Affiliation	From	To	Restanding	Vacancy Since
Cllr C Funnell	Labour	06/12/2007	05/12/2011	N/A	
Mr I Cuthbertson	Lib Dem	01/09/2010	31/08/2014	N/A	
Mrs K Daniells	No affiliation	08/09/2009	07/09/2013	N/A	
Vacant					16/05/2011
<b>Nomination (s) for 1 Vacancy</b>					
<b>Vacancy:</b> Miss Fiona Walker: The reason I would like to become a school governor is because I would like to make a difference to the community. I am already a director of a community interest company.					
<b>Affiliation:</b> Liberal <b>Appointment:</b> with immediate effect					

Name Of School:	Canon Lee School				
No Of LA Governors:	4	Total No Of Governors:			18
Current Appointees	Affiliation	From	To	Restanding	Vacancy Since
Cllr J Looker	Labour	14/03/2011	13/03/2015	N/A	
Miss D Duffield	No affiliation	12/03/2009	11/03/2013	N/A	
Mrs J Ellis	No affiliation	01/09/2010	31/08/2014	N/A	
Vacant					06/04/2011
<b>Nomination (s) for 1 Vacancy</b>					
<b>Vacancy:</b> Potential governor identified to fill this vacancy					

Name Of School:	Fulford School				
No Of LA Governors:	4	Total No Of Governors:			20
Current Appointees	Affiliation	From	To	Restanding	Vacancy Since
Dr P Miller	No affiliation	08/06/2009	07/06/2013	N/A	
Mr D Robertson	No affiliation	04/12/2008	03/12/2012	N/A	
Mr I P Dolben	No affiliation	01/09/2009	31/08/2013	N/A	
Vacant					09/03/2011
<b>Nomination (s) for 1 Vacancy</b>					
<b>Vacancy:</b> Mr David Muckersie: I want to help provide an environment in which all children can deliver to their potential because they are in a well organised, professionally run and supportive school environment. My experience includes: two pupils having been through primary and secondary education in York, being involved at senior level in higher education for several years and having worked at three and studied at two leading universities in the sector, having parents/in laws who were teachers in the state sector and having been a school governor in York for at least ten years.					
<b>Affiliation:</b> N/A <b>Appointment:</b> with immediate effect					

Name Of School:	Millthorpe School				
No Of LA Governors:	4	Total No Of Governors:			20
Current Appointees	Affiliation	From	To	Restanding	Vacancy Since
Dr C Antrobus	No affiliation	12/03/2009	11/03/2013	N/A	
Mr J Barr	No affiliation	04/09/2008	03/09/2012	N/A	
Vacant					13/03/2011
Vacant					01/11/2010

**Nomination (s) for 2 Vacancies**

**Vacancy:** Mr Matthew Burton: As a school governor I wish to contribute to and shape the strategic direction moving forward and to support our students to achieve their full potential. I am keen to ensure that students are well informed and equipped for the various paths that lay ahead. I took an active lead in budget setting in previous roles, acting as Treasurer of a £2million+ budget. I also led substantial refurbishment projects and opened a new commercial venture with the longer term aim of generating additional income. As a school governor I am keen to further develop my skills and fully engage with schools moving forward in challenging times.

**Affiliation:** N/A

**Appointment:** with immediate effect

**Vacancy:** Cllr David Merrett: Cllr Merrett has been an Authority governor at St Paul's Primary School since December 2007. He would like to serve as a governor at Millthorpe School and has been waiting for some time for a vacancy to arise.

**Affiliation:** N/A

**Appointment:** with immediate effect

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**Cabinet Member for Education,  
Children and Young People****11 July 2011**

Report of the Director of Adults, Children and Education

**The Restructure of Children Centres, Early Years and  
Extended Services****Summary**

1. This paper describes the rationale for the review and restructure of Children's Centres, Early Years and Extended Services as a result of national and local policy, local reviews and national and local financial contexts. The report asks the Cabinet Member for Education, Children and Young People to approve the restructure.

**Background**

2. The council's 2011/12 budget was developed within the constraints of an extremely challenging financial climate, set out in the Government's Spending Review and provisional finance settlement information. Most pertinent to this paper and the work of Children's Centres, Early Years and Extended Services were the announcements which saw:
  - total reductions in government funding of 28% over the next 4 years heavily frontloaded with CYC's grant being cut by 13.3% in 2011/12
  - 23 grants, worth £8,200k in 2010/11, were transferred to the new Early Intervention Grant, for which the council received £6,350k in 2011/12 a further shortfall of £1,850k
3. The removal of the ring fence from the Children's Centre grant funding and its inclusion within a reduced Early Intervention Grant all added to the challenge facing all local authorities. The desire to balance priorities, honour commitments to early intervention and retain essential support for the under 5s whilst still achieving

significant financial savings, has been the subject of detailed analysis and consultation.

4. In York, savings and efficiencies within Children's Centres, Early Years and Extended Services have been made through the non filling of vacancies, reducing operational costs as well as achieving savings through the restructure proposed in this paper. However, unlike the experience in other parts of the country all nine Children's Centre, if the recommendations of this report are accepted, will remain open, and the Toy Bus will be retained as a key outreach deliverer of services
5. The restructure of Children's Centres, Early Years and Extended Services took place within this national financial and local context.
6. National reviews also helped to shape the principles behind the restructure. These included the Field report (poverty and life chances), the Allen report (early intervention) and the Tickell review (Early Years Foundation Stage).
7. Additionally, the restructure has also been informed by Local Authority Ofsted "health checks" and Ofsted inspections of existing Children's Centres. Outcomes from these inspections and reviews were very positive and showed that the Children's Centres were in a strong position and delivered services very effectively.
8. In addition, independent reviews of all three affected services, prior to the restructure, were commissioned for completion by the spring of 2011. The reviews took place over a period of several weeks, beginning with Children's Centres in January 2011, followed by Early Years in March and Extended Services in April.
9. These national and local contexts and reviews were instrumental in shaping the key principles which have informed the restructure and consultation around that restructure. Within the overall aim of improving outcomes for children and families with seamless support, learning and transition, the key principles were:
  - the protection of frontline delivery
  - a continued but greater focus on the most vulnerable families
  - a focus on delivering more targeted services to those who need them most but without rejecting the importance of continued universal provision

- maintaining strong geographic coverage throughout the city by keeping all nine Children's Centres open,
  - recognising the engagement and feedback on work of the Toy Bus
  - reducing duplication within the three services
  - protecting services which contribute directly to fulfilling statutory responsibilities
  - a focus on communities, but within a city-wide strategic perspective
  - deliver services under a 0-11 "umbrella" to give more flexibility around working with families
  - strengthen relationships with schools around transition, seamless learning and a consistent strategic approach across all schools and settings
10. The restructure will provide integrated services with three key teams: Children's Centres, Early Years and Childcare Strategy and Business Support. Strong links at all levels between these teams will be essential.

## **Consultation**

11. Consultation started in January 2011 with colleagues from Children's Centres. Over a period of three months, the Early Years and Extended Service teams became part of the overall restructure.
12. Consultation has taken place with a wide range of colleagues, partners and stakeholders. These included:
- Colleagues from Children's Centres, Early Years and Extended Services
  - Service managers from Children's Centres, Early Years and Extended Services
  - All settings, including the Private, Voluntary and Independent sectors, school nurseries, day nurseries, play groups and childminders
  - Parents and families
  - Chair of the National Association of Day Nurseries (York)

- The Chair of the Early Years Shared Foundation Partnerships
  - The Children's Centre Local Advisory Board
  - All schools
  - ACE Directorate Management Team
  - Union representatives
  - Services within Adults, Children and Education including the Children's Trust, Family information Service, Management Information Service, Adult Learning, Finance, School Improvement
  - The YorOK Board
13. Consultation took a number of forms including whole staff meetings for all colleagues, team meetings and 1-1s, a meeting of the Local Advisory Board, meetings with union representatives and ACE services. A consultation paper was sent to all the parties described in paragraph 12 and 90 responses were received.
14. The consultations on the draft structure helped to influence and shape the revised structure. Please see Annex 2 and Annex 3.
15. As a result of the consultation, the balance between management, front-line and support posts was amended, with more resources being allocated to support and less given to senior management posts. The Early Years posts around learning and welfare that had been separated were revised so that both areas are integrated into single posts.

## **Options**

### **Option1**

16. To approve the revised structure to enable the delivery of both universal and targeted services against the key principles described in paragraph 9, to meet the statutory duties of the LA and to improve outcomes for all children and families.

### **Option 2**

17. Continue to protect front-line delivery staff but reduce the numbers of support staff.

### **Option 3**

18. Closing a Children's Centre(s).

### **Analysis**

#### **Option 1**

19. This option is the preferred option and the one recommended to the Cabinet Member to approve.
20. The main advantage of this option is that it protects front-line delivery to children, families and settings with all nine children's Centres kept open equipped to deliver effective services across the City. It has fewer management and support posts than the current structure but there is sufficient of both to enable front-line staff to focus on their work as practitioners with children, families and settings and not get immersed in administrative or other tasks. It is a more streamlined overall service but one that can still actually deliver, albeit in a more targeted way than previously. The disadvantage of having purely targeted services is that many families access these services through being involved in universal services. This option provides fewer universal services than previously but they are still available although some will be offered across the City as opposed to in all individual Children's Centres.
21. The disadvantage is that it does not produce the full savings required. Overall savings of £1.547m have been found, with another £85k still to be identified.

#### **Option 2**

22. The advantage of this option which would take the revised structure plus the removal of support posts is that the overall savings of £1.632m would be made. However, feedback from the consultation from partners and stakeholders, including settings and nurseries, as well as colleagues from the three services, was very strong around the lack of support impacting on the delivery of services. Feedback also informed that if support services were removed, then the front-line practitioners would end up carrying out their own administrative tasks, thus taking them away from

time spent working with children and families. The range of services available through Option 1 would then be undeliverable.

### **Option 3**

23. The advantage of closing a Children's Centre is that the numbers of staff needed to deliver services would be reduced and the full amount of savings would be achieved. The disadvantage of closing a Children's Centre is that one area of less severe deprivation within the City would not have access to services in the same way, impacting on overall outcomes for children and families. Data analysis, Ofsted "health-checks" and Ofsted inspections tell us that outcomes for users are at least good, and in some cases outstanding and that services delivered by Children's Centres do make a real difference.
24. Option 1 is the recommended option as it keeps all nine Children's Centres open, thus providing both universal and targeted services to the most disadvantaged areas of the City, improving outcomes for users. Services are deliverable with the appropriate balance of management, front-line delivery and support posts, and the structure will deliver savings still to be found in the 2012-13 budget.

### **Corporate Priorities**

#### **Improve the life chances of the most disadvantaged and disaffected children, young people and families in the city**

25. The proposals are fundamental to this particular corporate priority's success. The support offered by services in the integrated teams of Children's Centres, Early Years, and Childcare Strategy and Business Support support the most vulnerable children and families, support families who meet the 2 year old funding criteria for free childcare places, enable families to access work and training opportunities, support, provide specialised support for families of ethnic minorities or travellers, teenage parents, multiple births, single parents, risky behaviours, early intervention, parenting strategies, dads, safety and special needs.

**Increase people's skills and knowledge to improve future employment prospects and  
Improve the economic prosperity of the people of York with a focus on minimising income differentials**

26. The proposals provide services to supporting families to access opportunities through Children's Centres, Family Learning and Job Centre Plus to train for and seek employment. The Childcare Strategy and Business Support team focuses on sufficiency with regard to childcare to enable parents/carers to work.

## **Implications**

### **Financial**

27. The recommended option 1 is expected to deliver a saving of £1,547k in 2011/12. This is a shortfall against the savings target of £85k.
28. If this option is agreed, then the service will look to bring forward further proposals to deliver the remaining savings requirement during the remainder of the year, in the context of the overall budget for the directorate.
29. A full financial analysis for options 2 & 3 has not been undertaken. If the Cabinet Member wishes to explore either of these two options further then detailed financial implications would be provided.

### **Human Resources**

30. Staff in the scope of the restructure and relevant trade union representatives, have been, and continue to be fully consulted on the proposed new structure. The restructure is being managed in accordance with all the relevant Supporting Transformation Policies and Procedures and staff have access to these. All new job descriptions and job descriptions that have been amended have been evaluated by the Job Evaluation Panel which has determined the grades for each of the posts. There has been early dialogue with Human Resources about the proposals and HR advice and this will continue until the implementation of the new structure.

### **Equalities**

31. An initial Equalities Impact Assessment (EIA) has been carried out on the restructure to assess the impact on full-time and part-time workers, also the impact on female workers. The EIA found that the restructure had considered and promoted flexible working and that as nearly all posts were held by females, they were not disadvantaged due to gender. A more comprehensive EIA will be carried out with regard to the revised services and impact on users.

### **Legal**

32. There are no legal implications.

### **Crime and Disorder**

33. There are no legal implications.

### **Information Technology (IT)**

34. There are no legal implications.

### **Property**

35. There are no legal implications.

### **Risk Management**

36. Option 1 which is the recommended option, whilst being the option most likely to deliver the level of service needed to support children and families and to improve outcomes for them, is still a more streamlined service than the previous one. There will be a reduction in the number of universal services and they may be delivered on a locality or City basis rather than through each individual Children's Centre. There is a risk that families may not access these universal services if it means travelling to another location, and therefore won't be able to use the universal services as a gateway to more targeted services. Equally, staff will not have the opportunity to refer families and early intervention opportunities will be lost. Therefore families the numbers of Tier 3 families could potentially increase.



37. Consultation is taking place with parents, carers and families to see what services can be delivered to meet needs and more cost-effective solutions are being sought with regard to locations. Alternative delivery models involving parents and the wider voluntary and community sector may develop over time using children centre facilities.
38. Stronger links with the new Child Poverty Strategy, the New Front Door service, Social Care and schools are being explored to have an even more co-ordinated approach to working with vulnerable and at-risk families.
39. Support services have been reduced from the current structure, there are less management posts and vacancies have not been filled. This proposal can still deliver an effective service but it won't be the same as before. A more targeted approach will be essential but as described in paragraph 20, it is crucial not to lose all of universal provision.
40. There is also a risk that this option may not deliver the savings from 1 September 2011 as the appropriate HR processes are worked through. However, this risk would also be applicable to any other option.

## **Recommendations**

41. The Cabinet Member is asked to approve Option 1.

*Reason: Option 1 is the recommended option as it keeps all nine Children's Centres open, thus providing both universal and targeted services to the most deprived areas of the City, improving outcomes for users. Services are deliverable with the appropriate balance of management, front-line delivery and support posts, and the structure will deliver savings still to be found in the 2012-13 budget. Statutory duties across Early Years will be met.*

## Contact Details

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**Chief Officer Responsible for the report:**

Peter Dwyer  
Director of Adults, Children and Education

**Report** ✓  
**Approved**

**Date** 28 June 2011

**Specialist Implications Officer(s)**

*Financial:*

Mike Barugh  
Principal Accountant – ACE  
01904 554573

*HR:*

Jo Brighton, Asst HR Business Partner, 01904 554506  
Lisa Pannitt, HR Business Partner, 01904 554593

**Wards Affected:**

All

**For further information please contact the author of the report**

## Background Papers:

None

## Annexes

- Annex 1 - Consultation paper and questions from the consultation
- Annex 2 - Proposed restructure chart
- Annex 3 - Paper showing differences between initial draft structure and revised structure following feedback

**Children's Centres, Early Years and Extended Services Review and Restructure**  
**Consultation Paper – May 2011**

**Section 1. Context**

The review and restructure of Children's Centres, Early Years and Extended Services is taking place in the context of national and local policies, also national and local financial decisions.

The restructure has been informed by national reviews and issues.

The **national context** includes:

- the Field report (poverty and life chances)
- the Allen report (early intervention)
- the Munro report (child protection)
- the Tickell review (EYFS)
- the SEN Green Paper
- the revision of statutory Children's Centre guidance by the Department of Education
- the new Children's Centre Core Purpose, which will replace the Core Offer in 2011
- the implications of imminent changes to the Ofsted inspection guidance in regard to outcomes for Children's Centres
- the national piloting of a Payment by Results system for children's centres in some local authorities (but not York)
- the removal of the previous requirements of children's centres in the 30% most deprived areas to provide full day-care

and the **financial context**:

- the Comprehensive Spending Review and its impact on local government, with unparalleled savings and efficiencies required
- the removal of the ring fence from the Children's Centre grant funding
- a reduction in York's Early Intervention Grant, which is intended to cover not only the Children's Centre grant but a number of grants for other services, including some that were funded as pilots until the end of March 2011, but that are now to be mainstreamed as continuing services.

The restructure has also been informed by LA health checks, Ofsted inspections of Children's Centres and independent reviews of all three services. The reviews took place over a period of several weeks, beginning with Children's Centres in January 2011, followed by Early Years in March and Extended Services in late April.

Recommendations from the Children's Centre reviews and reports are:

- To ensure that there is a city-wide understanding of the vulnerable and disadvantaged families who should be accessing the centres, and that their needs are prioritised when planning service delivery.
- To simplify management structures and accountability. To introduce a named Children's Centre Team Leader for each centre who would be the public face of the centre and deliver universal services whilst line managing staff and improving communication and links with partners. This follows feedback from partners and frontline staff.
- To focus on the delivery of frontline services for families.

- To consider developing the role of commissioning (including internal commissioning) to deliver universal and early intervention services.
- To ensure that the toy bus prioritises the areas of greatest need and to combine toy bus administration with Children's Centre administration.
- To consider simplifying the roles within the centre to give increased flexibility of staff. This may include a single structure worker role whether with parents, children or toy bus with specialisms within the job specification if required. (This again reflects Children's Centre staff feedback on the wish for a single-structure worker role rather than a two-tier system plus the opportunity to follow specialisms.)
- To consider the shared use of resources including admin and receptionists with schools.
- To integrate the role of the Early Learning Leader with 0–5 school and PVI quality improvement. To review the functions required from the role and consider how these may best be delivered within a cohesive 0–5 early education and quality improvement service.

A clear message comes through these recommendations to focus services on those in most need; to look at simplifying staff roles and structure; to strengthen the role and presence of the Children's Centre Team Leaders.

The **"Ofsted" health check** noted, among other findings, that:

- Overall the effectiveness, provision and leadership and management of the Children's Centres were good.
- The effectiveness and analysis of self-evaluation needed strengthening.
- Relationships with all partners, including partners' own understanding and knowledge of Children's Centres, could be further strengthened.
- Strengthening relationships with partners should include transition and progression in children's learning and links with schools.
- Users' involvement in the centres could be increased and in particular investigation undertaken into why some families might not take up the Children's Centres offers.
- Secure arrangements should be made to support the Locality Children's Centre Managers including: using expertise to best effect across the city; tight leadership, management and evaluation; and sharp development and targeting of the work of individual centres to meet the identified needs within each reach area.

Other actions needed:

- Further strengthen and refine partnerships so that:
  - There is a shared understanding by all partners as to which agency can offer which services and activities, and therefore where the gaps in provision lie
  - All partners have a shared understanding of the effectiveness of the joint approach on improving outcomes for children and adult users, particularly with regard to data
  - Partners develop a stronger knowledge of the centres' roles and offers, and how this complements and supports their own work in improving outcomes
  - Transition and progression in children's learning is secured, particularly through strengthening the links with schools
  - As part of the developing relationship and understanding with social care, there is a clear rationale and most appropriate use of personnel and accommodation, in order to best meet children's needs.
- Develop stronger links with the Early Years Foundation Stage in schools by:
  - Following up the Early Years Foundation Stage Profile scores at the end of the Reception year for children who have used the centres, to establish whether and in

what ways specific centres make a difference for all children and particularly for those identified as more vulnerable

- Further developing joint approaches so that schools are better placed to build on prior learning at the centres once children join the school Nursery and Reception years
- Working with schools to identify the needs of more vulnerable families and by developing shared approaches and programmes to meet these needs.

The health checks give a clear message: to further enhance partnership working; to refine self-evaluation processes; to continue to reach those families in need who do not engage with services; to strengthen leadership and management at individual centre level in order to balance out the reduction at strategic level.

**The Carr Ofsted Inspection report** gave all judgements as **good** apart from self evaluation. Issues were:

- Quality of some data
- Need to strengthen and improve self evaluation by:
  - I. Focusing on how the centre makes a difference; focus on impact
  - II. Ensuring action planning is more clearly focused on improving outcomes
  - III. Improving the information/data available about relevant groups (including hard to reach) to ensure appropriate activities are being provided

The Early Years review recommended:

- Creating a strategic role to include the existing responsibilities of the head of Early Years (excluding Children's Centres) and the Early Years quality improvement support for schools currently within School Improvement.
- Developing a cross-sector team to deliver support for 0–5 (or 0–7) quality improvement and ensuring that the team is led by a suitable qualified graduate with experience of schools and PVI settings.
- Replacing the dual roles of Steps to Quality Coordinators and Early Years Advisers with a single role of quality improvement officer. To consider long-term ensuring that this role is one requiring Early Years Professional (EYP) status.
- Including quality improvement support for childminders and schools within the 0–5 team.
- Reviewing the number of qualified teachers within the team.
- Considering bringing support for out of school clubs within this team.
- Including support for settings with funded 2 year olds as part of the overall work of the team.
- Ensuring that the lead officer for workforce development works under the direction of the strategic lead for early years to ensure that local and national priorities are being met.
- Centralising all of the finance processes within early years, and considering whether to position these within education finance or within an administration team within early years.
- Centralising the administration within one team rather than having dedicated administration support for each project, and including support for elements of children's centre administration and 0–5 quality improvement support within the team.
- Ensuring that robust systems for data collection and evaluation are in place across early years, childcare and children's centres.
- Considering the role of a management support officer (to replace elements of existing business support). This role would offer support for all settings (including schools offering

extended services) on business and management support including sustainability and work in partnership with York CVS.

- Considering the future place of Steps to Quality in light of the move to reduced local authority financial support for all sectors and the need to ensure that the limited funding is effectively differentiated.

And the Extended Services review recommended:

- That the LA does not maintain extended services as a discrete team. The work of the team is closely linked to functions within Early Years and Children's Centres.
- Considering moving the Parent Support Adviser role to be line managed within Children's Centres; considering aligning the role to that of the proposed generic Children's Centre worker; and ensuring that, as post holders work additionally with vulnerable families, staff receive the appropriate support and supervision. Bringing the Parent Support Adviser (PSA) role into Children's Centres will support the development of a 0–11 service and support the development of the team around the family. This will reduce the risk of teams working in parallel with the same families and of other families falling through the gap.
- Bringing the role of support for out of school clubs into the proposed cross-sector quality improvement team. This would extend the remit of this team beyond age 7 and would facilitate joint support for all Private, Voluntary and Independent (PVI) settings.

All these recommendations were taken into account when planning and discussing the first draft of the restructure.

## **Section 2. The restructure scope**

The scope of the proposals included:

- Review the organisation and staffing structure of the current Children's Centre, Early Years and Extended Services teams
- Make proposals that will deliver the priorities and needs of the service, given the context

And the rationale for the initial proposals was:

- Focus on support and learning, strategic childcare and business planning
- Protection of frontline delivery staff
- Focus on vulnerable families
- Focus on targeted services but not forgetting universal
- Members' decisions in February 2011 budget round
- Reduce duplication across all three services
- Make efficiencies and savings
- Statutory duties

Initial feedback from colleagues within Early Years, Extended Services, Children's Centres:

- Targeted services, but don't forget the universal
- Seamless support, learning, transition
- 0–11 overall service, but flexible within that (0–3, 0–7)
- Generic job description with specialisms
- Still community-based within city-wide strategy
- One key link person for settings
- Full-time team leaders based at children's centres
- Role models (dads)

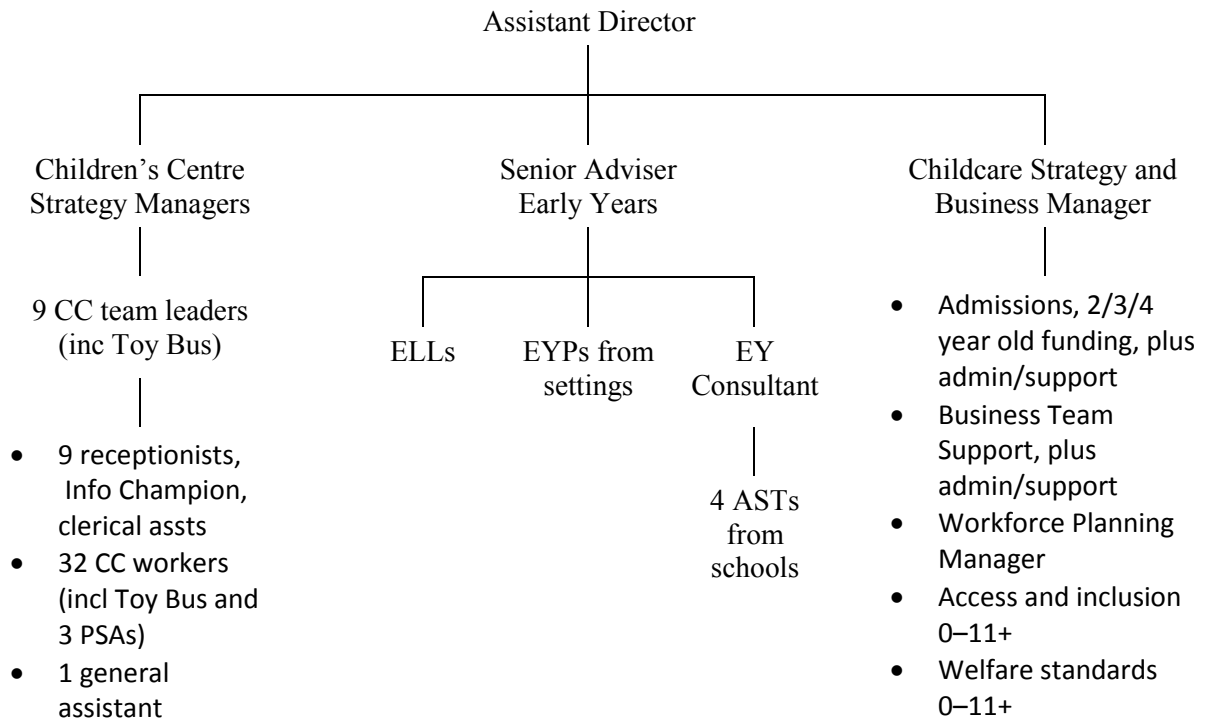
## Headlines behind the draft restructure:

- No overall head of service for Children's Centres and Early Years together
- Three key strands around:
  - i. support for children and families
  - ii. learning
  - iii. childcare and business policy and planning
- Extended services merged into Children's Centres and Childcare Strategy and Business teams
- Some Early Years posts moved into Childcare Strategy and Business team
- Toy bus posts included in the draft structure within the Children's Centres team
- Generic job descriptions with specialism, eg teenage parents, parenting strategies, PSAs, risky behaviours, dads, economic support, safety, special needs, early intervention strategies
- Focus on learning, maintaining some Early Learning Leaders (ELs) and using EYPs that are in settings
- Focus on Ofsted standards and requirements, health and safety for settings, playgroups, childminders, day nurseries and out of school clubs. In Childcare and Business team but links with learning.

Summary of core responsibilities for Service Managers

<p><b>Strand 1</b></p> <p>Support for children and families</p>	<p><b>Strand 2</b></p> <p>Learning</p>	<p><b>Strand 3</b></p> <p>Childcare and Business</p>
<p>Children’s Centres Strategy Managers</p>	<p>Senior Adviser Early Years</p>	<p>Childcare and Business Manager</p>
<ul style="list-style-type: none"> <li>○ Strategic lead of all CC</li> <li>○ Improving outcomes for children and families</li> <li>○ Impact of services at CC</li> <li>○ Coordination of policies across all CC</li> <li>○ Identifying needs and priorities → services</li> <li>○ Strategic links with partners</li> <li>○ Supervision of CC team leaders</li> </ul>	<ul style="list-style-type: none"> <li>○ Performance of all settings across the City</li> <li>○ Children’s progress 0–11</li> <li>○ Quality of learning in settings</li> <li>○ Strategic overview of all initiatives for learning</li> <li>○ Quality assurance of learning</li> <li>○ Quality improvement</li> </ul>	<ul style="list-style-type: none"> <li>○ Coordinate all policies and planning for admissions, sustainability, sufficiency, 2/3/4 year olds, access and inclusion, workforce management</li> <li>○ Business planning, centralised support and resources for Children’s Centres and Early Years</li> <li>○ Security of health and safety, safeguarding and Ofsted requirements for settings, childminders, out of school clubs</li> <li>○ Facility management for Children’s Centres</li> </ul>





**Section 3. Outcomes of the restructure**

What would we expect to see in one year's time as a result of the restructure? How would we measure that?

- A 0–11 service that meets the needs of children and families in a seamless way for support, learning and transition and evidences stronger integrated working between all partners
  - Improved school-readiness for children
  - Needs identified earlier so support in place for children when they start reception
  - Strengthened links with schools, with team leader being part of colocated school's leadership team, so improved understanding of data, children and family needs and strategies. Coordinated work with children and families of 0–11+
  - More targeted services but sufficient universal services to ensure families can access the targeted through this route
  - Focus on communities and their needs with a strategic city-wide approach to deliver best value for services and the workforce
  - Seamless learning between schools and settings with a city-wide approach to initiatives and developments ensuring consistency and ensuring that schools are better placed to build on prior learning at the centres once children join the school Nursery and Reception years
  - An improvement in the number of settings attaining outstanding and good judgements from Ofsted, and so reducing the number deemed satisfactory through targeted support from a learning-focused Early Years team
  - A Childcare Strategy team that links very closely with the Early Years team on Ofsted requirements, safeguarding, and health and safety issues, ensuring that no setting or out of school club is in breach of these regulations
  - The right balance of management and support services so that frontline delivery people can give children and families the best possible support
  - Strengthened relationship with health, social care and other partners to meet the needs of families
  - Strong relationship and links with the Front Door service
2. Measures of impact:
- Improved outcomes of Ofsted inspections for Children's Centres, settings and schools (EYFS), childminders, after school clubs
  - Improved EYFS profile across the city
  - More CAFs completed
  - Fewer referrals to Front Door service as early intervention strategies impact positively
  - All settings, schools, out of school clubs and childminders meet statutory requirements

## **Draft proposed new structure for consultation – 16 May 2011**

Three key strands:

- Support for children and families
- Learning
- Childcare and business support

### **Children's Centres**

Posts	Fte	Notes
Children's Centres Strategy Managers	2	City-wide strategic posts, particularly linking with Health and Social Care
Children's Centres Team leaders (to include Toy Bus)	9	Full-time, one in each CC. To be the public face of the centre and will pick up "line management of the staff, communication and links with partners <i>at frontline level</i> and <i>some</i> direct frontline operational case and community work". Member of the colocated school's leadership team and also link with reach schools. If full-time post is made up of two 0.5 ftes, one would focus on the colocated school and the other with the reach schools. Knavesmire CC and the Toy Bus to combine
Receptionists/Information Champions/clerical assistants	9	One in each CC
Children's Centres workers including PSAs and Toy Bus	32	Generic job descriptions but with a specialism (see page 5)
General assistants	1	

### **Early Years**

Posts	Fte	Notes
Senior Adviser, Early Years	1	Post funded from other budgets.
Early Learning Leaders (ELLs)	3	Incorporating a SENCo responsibility in one post for transition into reception
Early Years Consultant	1	Post funded from other budgets
Advanced Skills Teachers (ASTs) from schools	4	Based in schools. Posts funded from other budgets
Early Years Professionals (EYPs) from settings	5 EYPs 1 fte equivalent	Based in settings and released from setting one day per week to support other settings in a developmental way

**Childcare Strategy and Business**

Posts	Fte	Notes
Childcare Strategy and Business Manager	1	
Admissions, 2/3/4 year old funding	1	Focus on 2/3/4 year olds funding, places for 3 and 4 year olds, single funding formula, primary admissions/nursery criteria and limits, provider agreements
Admissions and nursery funding support	1.5	Support for above
Business team support	0.5	Focus on sustainability, sufficiency, SLAs, performance, facilities management. Links with finance
Business support/admin	1	Support for above
Finance Manager	0.5	Part of finance team restructure
Workforce Planning manager	1	Respond to training needs of early years and childcare workforce. Links with Workforce Development Unit and FIS
Access and Inclusion 0–11+	1	Remove barriers to access to childcare and activities for disabled children, service children and LAC
Welfare standards 0–11+ (out of school clubs)	1	Focus on the health and safety, Ofsted, legal requirements. Strong links with the learning posts
Welfare standards (settings and childminders)	2	Focus on the health and safety, Ofsted, legal requirements. Strong links with the learning posts

**Timetable for restructure**

- consultation Start of formal 8 April 2011
- around latest thinking Staff consultation 16 May 2011
- descriptions available for feedback Senior job 23 May 2011
- comments on structure Deadline for 31 May 2011
- available for feedback Job descriptions 27 May 2011
- feedback on job descriptions and consultation paper Deadline for 15 June 2011
- descriptions to job evaluation panel Amended job w/c 20 June (TBC)
- Finalised structure and job descriptions published \*
- Assimilation panel (matching current to proposed posts) \*\*
- Meet with 'at risk' staff to discuss redeployment
- Redeployment opportunities sought
- New structure operational from September 2011

- \* This date is subject to change depending on finalising all consultation activity, revised timetable will be issued should this change
- \*\* The assimilation panel will identify which of the new roles within the new structure are deemed fundamentally similar and who can therefore continue in post and who will be at risk

**Questions for feedback on the draft structure**

1. Are the priorities behind the restructure appropriate (page 5)

2. Are the three main strands appropriate and do they cover the core areas of responsibility? Do you agree with these four overall senior posts ( page 6)

**With regard to the draft restructure:-**

3. Do you agree with the idea of a fulltime Children’s Centre team leader in each of the nine Centres, and with the role as described?

4. Are the PSA posts placed appropriately within the support for children and families strand? Is their line management right? If not, which post would line manage them, ensuring appropriate supervision? How can their relationship with Children’s Centres and schools be enhanced?

5. Is the balance between posts that focus on learning and posts covering welfare standards right?

6. Do you think the draft restructure will enable stronger links with schools? What would you like to see in the draft restructure to strengthen these links?

7. Do you think the draft restructure will enable greater links with other service areas within ACE, eg FIS, MIS, the Children’s Trust Unit, Workforce Development, parenting strategies? What would you like to see in the draft restructure to strengthen these links?

8. Do you think the draft restructure will enable greater links with other partners? What would you like to see the restructure to strengthen these links?

--

9. Can you see any other efficiencies that could be made by reducing any further duplication across this draft structure and your particular area?

--

10. Is the balance of front-line delivery staff, leadership / management and support posts right given the key priority to protect front line delivery services? If not, what would you suggest as an alternative?

--

11. What do you think is the best way to monitor the performance of all settings across the city? Which posts should be involved in this work?

--

12. What do you think about the draft proposals for the Early Years posts in Childcare Strategy and Business and the subsequent role of delivery and support around the Free Early Years Funding? What do you think the impact would be for settings if they received their Free Early Years Funding in one payment during the second half of the term ?

--

13. Are there any posts you would like to see in the structure and why? What would you take out to accommodate these posts and why?

--

**And, more generally,**

14. Given the recommendations from all the reviews, what would you like to see that would make the greatest difference to our collective work with vulnerable children and families? Have we missed anything that would support this work?

--

15. Will the draft structure give us the outcomes listed on page 8 and can you think of any more performance measures?

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16. Do you have any general comments?

Thank you for your time. We will consider all feedback very seriously.  
It would be helpful to have your name and role so we can get back to you with any queries or clarification

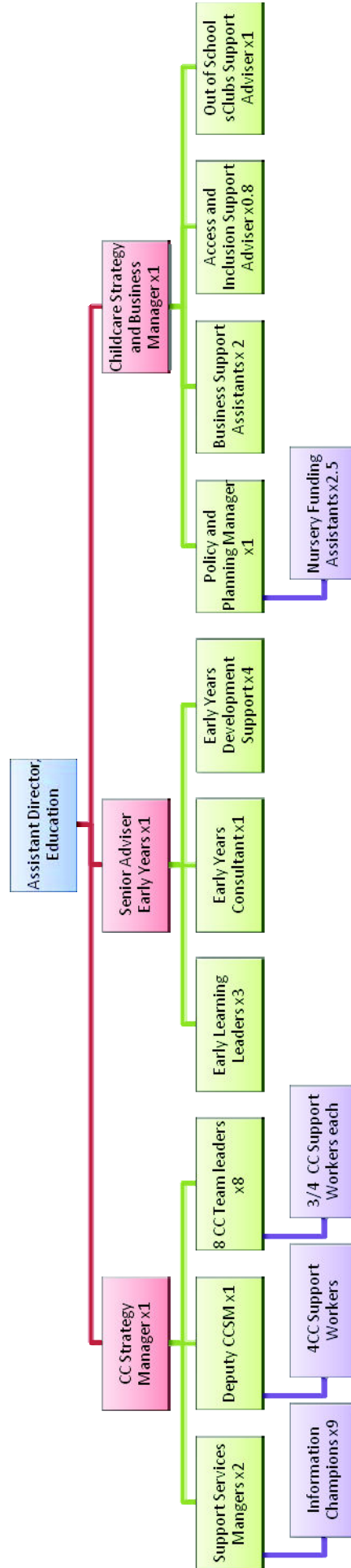
Name:..... Role/post: .....

Please return to Jill Hodges, Assistant Director, Education by **Wednesday 15 June 2011**

- Email at [ey\\_cc\\_es\\_consultation@york.gov.uk](mailto:ey_cc_es_consultation@york.gov.uk) or
- Email at [jill.hodges@york.gov.uk](mailto:jill.hodges@york.gov.uk)
- Post to Mill House, North Street, York, YO1 6JD

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## Children's Centres, Early Years Learning and Welfare, Childcare Strategy and Business

### Revised structure 21<sup>st</sup> June 2011

#### Children's Centres

Title	Initial Draft	Revised	Changes from initial draft structure and any other comments
Children's Centres Strategy Manager	2	1	Reduced after feedback.. Overall strategic view for City
Deputy Children's Centre Strategy Manager	0	1	To be a CCTL and to deputise for CCSM
Children's Centres Team leaders (to include Toy Bus)(CCTL)	9	8	Full-time, one in each CC. Member of co-located school's SLT
Support service managers (SSMs)	0	2	To focus on CCs. Some tasks carried out centrally by CS&B team
Information Champions	9	9	One in each CC. Cover provided by Social Care admin. Flexibility of "roving admin" budgeted for.
Children's Centres Support Workers including PSAs and Toy Bus	32	32	Generic jds but with a specialism PSAs to have separate JDs and sit with Children's Trust – decided after feedback
General assistants	1	0	Removed after feedback

#### Early Years, Learning and Welfare

Senior Adviser Early Years	1	1	Funded from another budget
Early Learning Leaders (ELLS)	3	3	Kept at 3
Early Years Consultant	1	1	Funded from another budget
Advanced Skills Teachers (ASTs) from schools	4	3	Based in schools – other funding
Early Years Professionals (EYPs) from settings	5 (1 fte)	0	Removed as a result of feedback
Early Years Support Advisers	0	4	Combining both learning and welfare. One additional post added and one placed back in structure as result of feedback

**Childcare Strategy and Business**

Childcare and Business Manager	1	0.8	Welfare removed so reduced from 1 fte
Admissions, 2/3/4 year old funding	1	0.7	Support increased around management and sustainability so 0.3 removed.
Business team support /admin	0.5	2	Increase of 0.5 in total following feedback. Same grade
Business support / admin	1		See above. Also SSMS put in to structure
Finance Manager	0.5	0.5	Part of finance team restructure
Admissions and nursery funding support	1.5	2.5	Increased as result of feedback
Workforce Planning manager	1	0.5	To sit in Workforce Development Unit, after feedback
Access and Inclusion Support Adviser 5-11+	1	0.8	0-5 integrated through ELLs, CC. Links with school improvement team
Out of School Clubs Support Adviser	1	1	Same
Welfare standards (settings and childminders)	2	0	Moved to Early Years, Learning and Welfare. Additional post added. Also additional SLA which supports childminders



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**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.*

## Contact Details

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**Chief Officers Responsible for the report:**

Paul Murphy  
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Director of Adults, Children and Education

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

**Specialist Implications Officer(s)**

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**Wards Affected:**

All

**For further information please contact the author of the report**

## 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

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**Simon Page**  
Head of Integrated Youth Support Services



Version 2.1 June 2011

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## Executive Summary

*Transforming Youth Support Services* presents a review of the current City of York Council (CYC) Young People's Services (YPS) and York Youth Offending Team (YorkYOT), and offers options and proposals on 3 interlinked areas of YSS:

- **The York Youth Offer** – what we will ensure York young people can access, and what YSS will provide as part of this
- **Structure** – Options for the overall groupings of services, management structures and allocation of resources of YSS
- **Roles and Job Design** – including the harmonisation of pay, grading and conditions

YorkYOT and CYC's Young People's Services, which also includes Connexions, have been brought under a single Head of Service with the intention of forming a single integrated service. This document reviews several aspects of the various services being brought together, and considers how these aspects may be brought together effectively.

In addition to bringing together services, there are other drivers, which affect what YSS will do and how we will do it, including:

- A move towards targeted support for young people who need it most; identifying, engaging and motivating the hardest to reach and most at risk
- Alignment with the Children's Social Care re-structure to provide a more joined up approach to prevention and early intervention and getting the right early help to young people
- Changes to local authority statutory requirement to provide careers education, with responsibility for universal information advice and guidance being transferred to schools
- Need to develop a clear consistent and effective 'Youth Offer' through our own services and, increasingly, in partnership with other providers
- Ambition to expand the universal youth offer through the voluntary, community and faith sectors
- Need to make more effective and efficient use of YSS resources and manage in a context of reducing budgets
- Need to demonstrate impact and to use, develop and promote evidence-based practice

A preferred structure option capable of refinement and development over several years is presented.

## Outline of Proposals

### Proposed Youth Offer



*“Support for all York young people to enjoy happy, healthy and safe teenage years that will prepare them well for adult life and enable them to fulfil their potential;*

*Early personal support and direction to young people at risk of social exclusion or risky lifestyles.”*

The ‘Offer’ concentrates on the key elements of CYC’s Youth Support Services, but is set firmly in the context that there are many other groups and organisations providing a huge range of services for young people. Over time we will concentrate our own service on meeting the needs of vulnerable young people, but we also want to use our resources to support the development of services through other sectors.

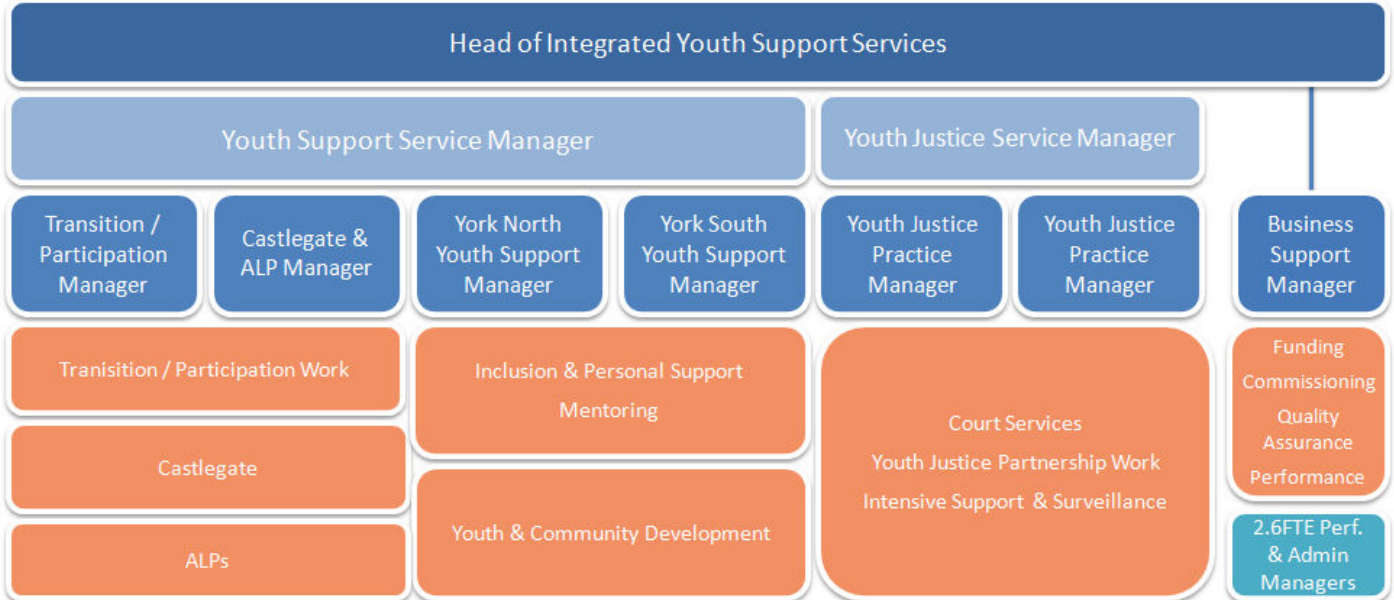
YSS will concentrate on:

- *Ensuring guaranteed universal youth work provision across the city to every young person*
- *Ensuring additional youth work provision for areas with greatest need*
- *Ensuring additional youth work provision for young people with particular needs*
- Statutory youth justice services
- Services that enable schools to meet their statutory universal careers advice obligations
- Meeting the local authority’s obligations to young people with Special Educational Needs
- A walk-in city-centre access point for information advice and guidance
- A young people’s counselling service
- Preventative personal interventions with young people at risk of social exclusion or risky behaviours
- Support for the voluntary community, faith and uniformed sectors working with young people
- Supporting the influence of young people in the city

**Proposed YSS Structure and bases**

- Sharper central business support for developing evidence-based quality services, targeting systems to ensure best use of resources and services, performance and information management, professional development, and financial and HR controls;
- Focus on providing targeted careers advice, and individual education employment and training support through schools with a view to schools commissioning universal work from us once statutory responsibility is relocated to them;
- A distinct Youth Offending Team with a structure that is similar to that of equivalent Tier 3 Children’s Social Care services.
- City-centre and city-wide services including Castlegate and Alternative Learning Provision
- Two ‘hubs’ outside the city centre each providing:
  - Youth and Community leadership and development to ensure universal youth offer is available to all young people across the city in partnership with the voluntary community and faith sectors
  - Youth work for particular communities of need (e.g. young people with disabilities, or young people who are lesbian, gay, bisexual, transgender (‘LGBT’))
  - Personal Support work with young people at risk of multiple problems and/or risky behaviours

## IYSS Structure – Option 2



The service would be based at:

- George Hudson Street (West Offices) - Youth Justice and Central Team
- Castlegate – Support Advice & Counselling; Education Employment & Training Support
- Heworth Lighthouse – Alternative learning provision and some Personal Support & Inclusion work
- 68 Centre – Youth & Community Development and Personal Support & Inclusion work
- Moor Lane – Youth & Community Development and Personal Support & Inclusion work

### **Proposals regarding Roles and Job Design**

In light of the review and Youth Offer, we need to

- have the right staff with the right skills in the right place to provide the right services to meet the needs of young people
- create more generic roles across the service to increase mobility and flexibility
- ensure transparency and fairness in job design and remuneration
- re-invest in workforce skills and career development for staff

Posts on NJC conditions are job evaluated and graded through the Council's job evaluation scheme. However, there is no job evaluation scheme for JNC (Youth work), or VT staff. This means that the proliferation of pay scales has not been resolved for JNC or former VT staff, nor is there any mechanism for doing so. There are three principle options:

- Agree the transfer of all staff onto NJC pay scales and conditions, and formally going through the CYC job evaluation process.
- Agreeing some rationalisation of JNC pay scales so that they approximate NJC pay scales;
- No change, accepting current anomalies.

This paper proposes an outline rationale for future job design and job descriptions and proposes that a phased transition be agreed with staff and unions to minimise anomalies and inequities by adjustments to JNC pay scales and use of the CYC job evaluation model as the basis for this.

## Background

Over the past ten years or so there was a sea change in terms of social policy and an enormous number of policy initiatives. There was little opportunity to consolidate the best of these, and many tended to be grafted onto existing structures and systems. Some were in many respects incompatible or even contradictory without substantial additional resources.

From a YPS point of view initiatives to expand 'Places to go and things to do' (in other words expansion of universal youth work provision), vied with initiatives to focus on the most needy (Targetted Youth Support) and their links with the Every Child Matters, Integrated Working and early intervention approaches. As a result, targeted youth support developed largely in the form of projects attached to Connexions, Youth Services and the Youth Offending Team – but not developed systematically alongside other integrated working developments.

Bringing Connexions in-house in 2008 represented a substantial opportunity to integrate the universal and targeted elements of both services and work was undertaken in preparation. Discussions began later in 2009 about the prospect of integration with YorkYOT, which proposal was formally agreed in July 2010.

The General Election of May 2010 brought with it the prospect of substantial social policy change as well as substantial spending reductions. Whilst much detail of social policy still remains unclear, some things can be discerned nonetheless. The 'Every Child Matters' agenda remains broadly in place, albeit using different language and with considerably less central direction on matters of detail and application. The imperative to target state provision has if anything intensified, most notably regarding Children's Centres. There is substantial continuity of policy around the role of Youth Offending Teams. On the other hand Connexions as a whole system is set to disappear, with the creation of a new all-age careers service and local authorities retaining statutory responsibility for careers advice and guidance only in respect of vulnerable children. A youthwork policy is still under development but is highly likely to direct universal provision towards voluntary, and community and faith sectors – 'Big Society'.

Locally, the Children and Young People's Plans that have captured local aspirations remain highly influential and important decisions have been made in spite of spending cuts to pursue key elements of the prevention strategy elements in particular. For example, retention of the Family Intervention Project ('Catalyst') and development the 'Front Door' are important signals.

The process of fully integrating YPS and Connexions was interrupted to allow for the addition of YorkYOT to the process, for policy developments to become



clearer, for structural changes in the CYC directorates to align service management and for the impact of spending decisions to be accounted for.

In February 2011 the process was restarted after the conclusion of the first stage: that of bringing YPS and YorkYOT under unified strategic management arrangements and with a single Head of Service.

### ***Governance and Leadership***

YPS and YorkYOT have, and will continue to have, distinct governance arrangements because YPS is a CYC service whilst YorkYOT is a grant-funded partnership service led by and embedded in CYC. The YOT's separate governance arrangements are derived from its functions as part of a national criminal justice system, and are established under the Crime & Disorder Act 1998 and subsequent legislation and regulation (e.g. National Standards). In practice that means substantial national direction from the Youth Justice Board for England & Wales and/or the Ministry of Justice, and the requirement for governance by a local management board including local authority, health and criminal justice partners.

In practice integration is perfectly possible: in many ways IYSS will continue to be an umbrella for a range of services. What it means is that clarity about YOT governance and leadership has to be established and maintained: crudely speaking, the YOT Management Board and Ministry of Justice/YJB require to know what resources are available, how they are being applied, and to what effect and quality so that they can intervene locally if necessary.

YPS has other considerable strengths that YorkYOT does not. In particular, YPS has stronger and deeper roots in local political structures through scrutiny committees, the Young People's Working Group, and the Youth Council amongst others. This extends to localities and relationships with elected members at ward level. In addition YPS has extensive links with a wide range of voluntary and community bodies, as well as neighbourhood policing and CYC Directorate of Communities & Neighbourhoods.

### ***Purpose & Values***

Here lies a substantial but manageable challenge. All the traditions and values of youthwork are strongly rooted in the voice and influence of young people, developing their ability to shape service provision – and responding to it. The essence of the relationship between youth workers and young people is that it is voluntary and directed by young people. The youth justice system operates in an area where young people have come unacceptably into conflict with other young



people, the adult world, communities and institutions. The relationship is therefore compulsory and based substantially on the need for the young people to be directed and for their values, attitudes and behaviours challenged.

In youthwork the principle beneficiary is the young person him/herself, although community and civil society are important consequential beneficiaries. In youth justice the principle beneficiaries are current and potential victims in the community, although that cannot be achieved without supporting the young person's positive and safe development.

Those tensions aside, youthwork in practical fact is frequently dealing with young people in conflict with each other, with the adult world and communities and the services offered are also shaped by adults in communities and in institutions. And in youth justice work, success demands that children who offend should be treated as children first and foremost.<sup>1</sup>

### ***Key outputs and outcomes***

Across all YPS and YOT services, the key output is the provision of influential and trusted relationships with professional adults - whatever the venue, whatever the method and whatever the purpose. We provide many activities, but without the relationships on offer the activities would be entertainment. We provide education, but without relationships it is pedagogy. We provide advice and guidance, but without relationships it is information. We provide supervision, but without relationships it is punishment.

In all of these areas the relationships are purposeful: to support the safe and positive development of young people through childhood and towards responsible and happy adulthood.

The outputs of youthwork are often characterised something like this:

- Somewhere safe and accepting to go
- Positive things to do
- Someone to turn to for support and guidance
- Voice and influence

There are many variations, but all amount to much the same. As far as youth justice is concerned, it is not as different as might be expected – but the tone fails to convey the compulsory nature of the relationships on offer, and it fails to

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<sup>1</sup> See Children & Young People's Plan 2009-12 for the City of York p.6.  
<[http://www.york.gov.uk/content/45255/63233/Children\\_and\\_young\\_people\\_plan/cypp2009-2012web.pdf](http://www.york.gov.uk/content/45255/63233/Children_and_young_people_plan/cypp2009-2012web.pdf)>

capture the requirements of other 'customers': the courts, victims and public protection.

Service *outputs* can be easy to measure:

- Sessions and activities delivered
- Customer feedback on quality
- Target groups reached

Successful *outcomes* have proved much harder to measure. Much easier to measure have been negative outcomes, and for some years success has been measured by the absence of negative outcomes:

- those not in education employment and training (NEETs)
- reducing the number of first time offenders
- reducing reoffending
- reducing numbers in custody
- reducing teenage pregnancy.

Recent consultation with young people emphasises that what they value most in terms of service outputs is personal interaction with our staff (in many forms and for many purposes). Interestingly their emphasis is more on the people and relationships we can offer than on buildings, facilities and other activities.

### ***Performance, Legislative and Regulatory Requirements***

There remains a lack of clarity regarding national policy on youthwork and the Local Authority's future statutory responsibilities. However, the DfE Business Plan 2011-2015 includes:

*'Improve opportunities for, and support available to, young people*

- i. ... .. support a wider range of providers to offer services to young people*
- ii. ... .. pilot National Citizen service (NCS) programmes in 2011 and 2012 and prepare ... .. from 2013 for the national roll out of NCS*
- iii. ... .. refocusing youth services on early intervention ...'*



**Current statutory responsibilities include:**

- Access to positive activities<sup>2</sup>
- Decision-making by young people in respect of positive activity provision<sup>3</sup>
- Section 139a Assessments for young people with learning difficulties or disabilities<sup>4</sup>
- Provision of sentences to meet the requirements of local courts and the Ministry of Justice/YJB<sup>5</sup>
- Impartial Information Advice and Guidance (IAG) - Whilst currently provided by Connexions Service, government has decided that Connexions as a whole system and brand should be ended and statutory responsibility for universal IAG transferred to schools with effect from September 2012. Local authorities will retain responsibility for vulnerable groups. The new all-age careers service will consist of a range of providers with access to national web-based resources.

Whilst the number of performance regimes and Indicators is now much reduced, the key performance requirements of IYSS will be:

- Reducing the proportion of young people not in education or employment with training (NEETs)
- Reducing the number of first time young offenders
- Reducing the reoffending rates of young offenders
- Reducing the use of custodial sentences
- Progression measure for young people leaving school<sup>6</sup>
- Proportion of York residents progressing to Higher Education<sup>7</sup>

IYSS will be subject to national Inspection regimes Ofsted and HMIP. Recent Inspections results can be summarised as:

- Outstanding at safeguarding and at working with young people with learning difficulties and/or disabilities; good at service management; with outstanding capacity to improve (as part of Joint Area Review 2008)<sup>8</sup>

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<sup>2</sup> Statutory Guidance on Section 507B Education Act 1996

<sup>3</sup> As above

<sup>4</sup> Learning and Skills Act 2000

<sup>5</sup> Crime & Disorder Act 1998

<sup>6</sup> Schools will be responsible for delivering against this Indicator, but the Local Authority will report on it.

<sup>7</sup> Local performance measure

- Second highest performing Youth Offending Team in the English system and achieving the highest level categories for work on safeguarding, risk of harm and risk of reoffending (HMIP YorkYOT 2010)
- York has also consistently been one of the very best performing areas in relation to reducing numbers of young people Not in Education Employment or Training ('NEETs').

Performance will increasingly be linked to funding. During 2012/13 it is likely that elements of 'Payment by Results' will start to form a significant part of a number of government grants. In IYSS we would expect this to begin with the Youth Justice Grant, focussing on reduced use of custody for both those sentenced and those awaiting trial or sentence. It is expected that this will extend to reduced reoffending rates.

Whilst the current highly detailed performance frameworks may be curtailed, the government still places considerable emphasis on ability to evidence impact of services (e.g.: Tim Loughton, MP, Minister for Children & Families oral evidence of education Select Committee) and have criticised Youth Services in particular in this regard.

In 2005 YorkYOT invested substantially in performance and quality management and by 2010 had become one of the consistently highest performing YOTs in the country, having previously been a low-performing service. Recently, YPS has reduced its investment in management information, staff development and other quality assurance processes.

Recognising that there is now little scope for reinvestment in quality and performance systems, it has to be a priority to sustain, integrate and make best use of the current levels of investment in QA.

## ***Accountability***

Both YPS and YorkYOT have multiple forms and lines of external accountability to CYC and other partners and, less formally, to users. Already we have brought the CYC lines of accountability together through the same ACE Assistant Director, and one Head of Service.

Internally there is more to be done. Growth through additional projects over recent years and subsequent recent management reductions have left inconsistencies, and gaps that require a strategic rethink. There is no need to apply identical models in all areas of the service: for example the highly

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<sup>8</sup> [http://www.ofsted.gov.uk/oxcare\\_providers/la\\_download/\(id\)/4242/\(as\)/jar\\_2008\\_816\\_fr.pdf](http://www.ofsted.gov.uk/oxcare_providers/la_download/(id)/4242/(as)/jar_2008_816_fr.pdf)

structured and regulated work of the YOT with young offenders does not demand the same model as the most informal and young person-directed positive activities work. But what is needed for both is clarity and certainty of both structure and systems.

## **Partnership**

Here again, both YPS and YorkYOT have differing but equally complex partnership arrangements. The YOT is itself a statutory partnership, and a service delivery partnership in terms of co-located professionals from multiple employing authorities. YPS works in at least as complex a way, with other directorates, schools, voluntary and community sectors and so on. Both YOT and YPS are linked through YorOK and Safeguarding Children boards as well as bodies like CAMHS Executive. Each is more heavily linked to some partnerships than others (YPS and NEET Strategy, for example, and the YOT with Multi-Agency Public Protection Arrangements). Both have strong day-to-day working arrangements with Police and Safer York Partnership on anti-social behaviour.

Whilst these arrangements will continue and different elements of the service will have differing needs to be met from these various levels of partnership engagement, there is certainly scope for rationalising and integrating some of the links. At a very mundane level, it has to be possible for one manager to represent IYSS rather than the recent two (LSCB) or even four (CAMHS Exec).

New partnerships need to be forged and old ones developed. Amongst the most significant new partnerships will be the 'New Front Door', which forms one of the most significant developments in the prevention and integrated working strategy underpinning the Children & Young People's Plan. It forms an essential means of ensuring that IYSS contributes more effectively than ever to getting the right early help to the right young people of York. YSS needs to take account of changing roles and structures in CYC's directorate of Communities & Neighbourhoods, to be more responsive to locally identified need and to provide good bridges in terms of resources, places to go and things to do.

Our relationship with the voluntary community and faith sectors will need to be developed even further: increasingly, the universal elements of the youth offer will need to come about through these partners rather than through state-funded services. That will not simply happen overnight, and IYSS needs to invest in this development if we are to achieve our aim of expanding the youth offer available to young people, even as we switch our role as a provider from universal to targeted services.

## ***Physical Resources/Assets***

The youth service in York has for some years been reducing the number of its own buildings in which it is based, whilst finding opportunities to provide services through other bases and mobile units (URBIE). Increasing sharing of buildings and facilities is set to continue, partly because of the pressures from schools to re-acquire buildings used by YPS, partly because of cost pressures, but also as a result of a continuing transition from facilities-based way of working towards more personalised and flexible service provision. The needs of young people have always shifted and will continue to. The extent to which YSS has a permanent presence in buildings is a poor indicator of whether we are sensitive to the needs of neighbourhoods or whether the needs of young people are being met.

## ***Structure and location***

Currently YorkYOT sits quite separately from YPS, combining both statutory youth justice functions and some youth crime projects aimed at preventing children from becoming first time offenders (in effect one part of targeted youth support). It is centrally located.

Youthwork provision is based on centrally located support services and some city-wide projects and services, and three youth principal youthwork centres arranged around the city, providing activity-based personal development opportunities for all, and individual and specialised support for a range of young people.

Connexions provision is also a combination of a universal offer and targeted provision, and is interspersed with the youthwork structure. Connexions has both centrally and locally based provision.

The structure reflects the history of adding on more and more new elements without a strategic restructuring, creating anomalies and inconsistencies. Now is the time for York to systematically develop targeted youth support instead having various elements of it added to various parts of previous structures.

## ***Budget arrangements***

Both YPS and YorkYOT manage their budgets using CYC systems and regulations.

The YOT's revenue budget is effectively a pooled partnership budget with a national conditional grant from the Youth Justice Board, and local grants from statutory partners (Health, Police and Probation and City of York Council). The



annual statutory Youth Justice Plan is reported via the local partnership Management Board to the Ministry of Justice (Youth Justice Board) and published in the House of Commons Library. It also accounts for resources provided 'in kind' – essentially consisting of seconded staff from partner services.

In many respects the YPS budget is at least as complicated with the many funding streams for commissioned work that we undertake, making it very hard to pin down what used to be described as a 'core' budget. These complex arrangements are now business as usual, rather than the exceptions and add-ons that they historically once were. Some represent the 'purchase' of particular staff, some represent the commissioning of particular service outputs. All will need reviewing to some degree so that those providing funds get the services and value for money they need, and YSS has sufficient cost recovery and the flexibility we need to use resources efficiently.

The YPS budget is subject to normal CYC processes. In fact, despite these differences, there is no difficulty in aligning these two budgets, provided that they can be properly distinguished, managed and accounted for.

The structure of both budgets, cost centres and so on will need to be modified in the light of the re-structure to reflect altered structures and to facilitate proper control of delegated budgets. After the re-structure, tighter than usual monitoring will certainly be required until things settle down.

### ***Budget planning assumptions***

In planning this restructure a number of broad assumptions have had to be made about the budget position for 2011 and the subsequent two years, even though future budgets cannot be agreed. In seeking to establish an affordable and resilient structure we have made some broad assumptions:

- The starting point is the YPS and YOT budget 'envelope' already agreed for 2011/12
- Front-loaded 2011/12 reductions to YPS and YOT grants will be followed by further, lesser reductions in following years
- No new funding available.
- Costs will continue to rise despite a public sector pay freeze, and that reduced staff turnover will result in many staff being at their top pay point
- We will maintain the current modest level of grant funding to voluntary sector organisations rather than reduce it.

There has been extensive consultation with CYC Finance and HR staff to ensure adequate challenge to these proposals, and that will continue through their

involvement on the restructure Project Board, which reports through CYC corporate systems (formerly 'More for York').

There are of course some risks:

- Possibility of increased staffing costs resulting from resolution of pay and and grading anomalies
- Unexpected grant reductions
- Uncertainty caused by introduction of 'Payment by Results' and wholly new funding formula for Youth Justice Grants from 2012/13.

However, continued careful work on budgets and control of costs, including vacancy management, combined with a more flexible structure and early work on bringing down management costs, will all help manage these risks.

Because of the complexity of the budgets and year-on-year fluctuations of funding streams and projects, it would be extremely hard to publish exactly comparable figures without many pages of detailed explanation.

The following table can only be considered very broadly indicative of the changes in budgets in recent years:

	<b>2009/10</b>	<b>2010/11</b>	<b>2011/12</b>
<b>YPS</b>	£3,613,690	£3,820,770	£3,077,900
<b>YOT</b>	£ 850,470	£ 838,240	£ 744,380

## **Staffing**

By any account YSS will have a very diverse, talented and committed workforce providing a complex range of services. However, there are significant problems with the structural and other organisational arrangements covered in more detail later in this document.

## The Youth Offer for York

The offer can be summarised as follows:

“Support for all York young people to enjoy happy healthy and safe teenage years that will prepare them well for adult life and enable them to fulfil their potential;

Early personal support and direction to young people at risk of social exclusion or risky lifestyles.”



York's Youth Offer is an incredibly rich tapestry of opportunities provided by a very wide range of groups and organisations, including the City of York Council's Youth Support Service (YSS). The providers of the York Offer do so independently and for all sorts of reasons and in all sorts of ways.

Between us all we offer every young person:

- Places to go
- Things to do
- People to talk to.

There is no single place where people can find out about everything on offer everywhere, and that may be something YSS could do more to support.

YSS is a major contributor to the York Youth Offer and we offer some particular things to the young people belonging to the communities of York.

Our vision for our role is to work in partnership to enable all young people to:

- feel valued and respected by the communities to whom they belong;
- have the ability to develop and sustain positive relationships;
- be confident and equipped to make positive life choices and take responsibility for their lives and actions;
- have positive expectations and ambitions for their future, based on their own sense of achievement and possibility;
- have the best possible health and personal development as they move towards adulthood;
- behave in ways that enhance their own well-being and contribute to the well-being of others;
- feel safe and confident in making well-informed choices about risks in their own lives.

YSS will work to its own strengths as part of City of York Council, doing the things it does best to deliver:

- Places to go and things to do
- Information Advice and Guidance
- Personal Support
- Voice and Influence to shape their world

In particular, YSS will be:

- Working to a big overall picture of the needs, aspirations and contribution of young people
- Providing services that need long-term consistent delivery
- Ensuring a safety net where 'Big Society' leaves gaps

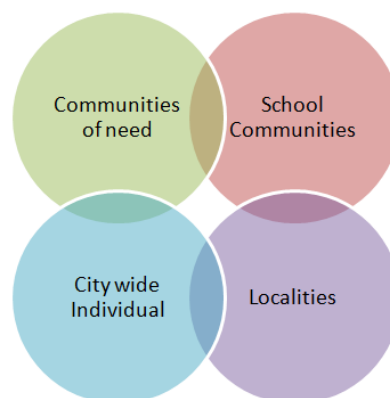




- Using and developing the expertise of its wide range of staff from many backgrounds, its information knowledge and systems to support voluntary and community sector providers
- Identifying, engaging and motivating the hardest to reach and most at risk
- Using, developing and promoting evidence-based practice

We will need to work to a number of ‘domains’, each with its own gravitational pull and each requiring different ways of working. Some work will be centred around schools and colleges, like much careers guidance. Some will be centred on particular communities and neighbourhoods, developing places to go, things to do and ways to contribute to the community. Some will be centred on communities of need, like alternative learning provision for those unable to benefit from school, those with disabilities and so on. Some will be work with identified individuals wherever they come from, and whatever their personal needs, like young offenders or those who choose to use Castlegate.

## IYSS Domains



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In particular YSS will use its special position to

- seek out young people at risk of falling through the net, missing out on the youth offer, and most at risk of not having happy, healthy and fulfilling teenage lives as they make the transition towards adulthood;
- find ways to include them in the Youth Offer, whether YSS services or those of other organisations and groups.

We recognise the strengths and weaknesses of our buildings. YSS cannot sustain buildings everywhere young people might want them and need them. We would not want in any case to limit their idea of ‘places to go’ in this way. Frequently young people do not want to come to a youth centre for something to do, and often we need to go out to them whether on street corners, in other buildings or using our URBIE buses. We need to make sure they have effective access to all community and neighbourhood resources, unlocking the use of additional venues through work with partners.

YSS will reduce its fully staffed bases and provide services locally in increasingly flexible ways, using the buildings of partners – and increasing their use of our buildings too. This more flexible and mobile way of operating can increase the effectiveness of our locality work rather than diminishing it.

We will retain staffed bases ('hubs') as follows:

- city centre building for young people to walk-in and seek information advice and guidance (Castlegate);
- the Lighthouse, 68 Centre and Moor Lane bases for a variety of work;
- city centre base for youth justice services (currently 10-12 George Hudson Street).

YSS will ensure a baseline or *gateway offer* in communities. This means a guarantee of places to go with things to do across the city 50 weeks a year, some of it provided by ourselves, more and more of it commissioned or through partnership working.

It will be act as a gateway for including young people in:

- the full range of the York Youth Offer, beyond the bounds of YSS
- personal support, or information advice and guidance

To maximise what is available we will offer *support to the voluntary community and faith sectors*. We have begun to consult with these sectors as what kind of support we might be able to offer, and it is likely to take a variety of forms. We will offer our particular strengths whilst supporting and respecting the strengths and independence of partner groups.

We will seek to influence what is provided how and where, by using our access to information about the levels of need in the city and by supporting the sharing of information about the resources available. We would endeavour jointly to identify areas of the city that have higher levels of need and deprivation and lower resilience and resources. We would identify what additional provision might be appropriate, bringing in the *voice and influence* of young people local to the area to identify what could be provided by way of *additional youth work in higher need localities* – which YSS might provide, commission or otherwise support.

There are other kinds of communities too, *communities of need* or interest where we would wish to ensure particular provision. Current examples include:

- young people in the traveller community (IAG worker in Traveller Unit)
- young people with disabilities ('Choose 2')
- Lesbian Gay Bisexual and Transgender young people (LGBT groups)

There may well be other groups at risk of marginalisation, improper discrimination, or exclusion that we should identify and ensure appropriate provision.



The local authority's current statutory duty to provide careers advice to all young people is being transferred to schools, but the local authority will have continuing responsibility for young people with special needs. YSS will continue to provide *support and guidance for education employment and training* for a wide range of young people. We have the skills available from the former Connexions service and we will seek to make those available to schools and the college, helping schools to provide an effective universal offer and concentrating on the young people with additional needs and vulnerabilities.

For those without access to information advice and guidance through school, we will continue to offer a facility for walk-in *advice and guidance* ('Castlegate') as well as access to personal *support and counselling*.

YSS will bring together the various strands of work that previously operated as the YISP service, Intensive Connexions PA and some youth centre 1:1 work to provide targeted youth support through an *inclusion and personal support* service. This will bring new priority and focus to personal support and guidance to young people at risk of failing to achieve their full potential or the key outcomes that we want for our young people as expressed in the Children and Young People's Plan.

A primary link here is the 'New Front Door', which receives information, queries and concerns about children and young people. Some can be responded to quite quickly and easily with a short-term intervention, others clearly have a need for Tier 3/ 4 children's social care to deal with. But others fall between two stools: there are signs of emerging risky behaviours and multiple problems but not enough to warrant children's social care. A significant number need a more sustained community based programme of structured support and guidance to prevent permanent exclusion from school, prevent rejection by family, prevent substance misuse, teenage pregnancy, anti-social behaviour or offending. Youth work approaches and methods are powerful agents in raising aspirations, and key to an anti-poverty strategy.

Young people in this situation may be spotted through the 'New Front Door', through Anti-Social Behaviour or locality-based networks (e.g. Capable Guardian scheme), by the Police in response to domestic violence call-outs or low level offending, or housing management offices dealing with tenancy issues. We will develop simpler, easier mechanisms for concerns about these young people to be addressed; and a clear range of programmes available.

YSS will continue to provide *statutory youth justice services* to young people (as well as the Courts and victims) through a distinct partnership multi-agency Youth Offending Team (YOT), delivering its compulsory interventions in accordance with National Standards. The YOT will continue to challenge



attitudes and influence behaviour through its own particular programmes but will improve its ability to engage young offenders in the wider Youth Offer.

## Structure Options

### Overview

In developing options for service design and structure we recognise that YSS will continue to be a diverse set of services, meeting very diverse needs of young people and with a very diverse workforce. This is a great strength, but poses some dilemmas and means that the result will have its imperfections: there is no perfect solution.

A substantial process of staff consultation has been put in place to harness the huge amount of expertise available to us. To achieve this the management team developed three 'models', each based on a simple set of guiding principles, each of them affordable and feasible. These formed the basis for workshops and discussions amongst staff, bringing in the results of consultation with over 100 service users. We have also had an eye to developments in other authorities, including Sheffield, Bournemouth and Wakefield amongst others.

The three *models* were based on:

- Maximising the 'fit' with the tiered approach represented in the Integrated Working model led and developed by YorOK (Model A)
- Maximising the fit between service elements that operationally work smoothly together (Model B)
- Maximising 'locality' characteristics and basis (Model C)

The high-level service design *options* presented have been drawn up on the basis of the consultation, and a preferred option identified. The options are, therefore, somewhat different from the original models.

All the models, and all of the subsequent options, reflect inescapable dilemmas that come around and go around over time and appear in various guises:

### Specialist vs Generic

At the level of job design, team/unit groupings, management arrangements and structure going too far towards over-specialised or over-generic options usually proves mistaken and usually involves a re-think fairly soon. Throughout this exercise we have tried to find the right balance, the right place on the continuum. We need to be both focussed and flexible at every level.

### Management vs Frontline



It is easy to characterise management as unnecessary and/or undesirable waste, but the truth is that good management provides essential depth of quality assurance, accountability and support/development for frontline staff. What matters is the quality and impact of the service rather than any particular level or form of management. Again it is a question of finding the right balance: too few and with too broad a span, and frontline services lack expertise and focus in management and fail to deliver their essential quality assurance function. Too many, and the costs are poor value for money.

Each of the options is therefore something of a hybrid, a balance, capable of and requiring refinement and development over several years

Working assumptions include all the factors set out earlier in this paper, but also:

- Financial pressures will continue in coming years
- Management costs need to reduce faster than overall budget reductions
- Simplification will be necessary as capacity reduces, to maintain quality
- Evidence of quality and impact will become ever more important
- Transparency of the 'offer' and YSS structure is required by all our stakeholders (young people, service users, communities and their representatives, partner bodies and services, and staff).

With particular regard to management issues, we have taken into account:

- Targeting management costs rather than particular grades or numbers of posts (largely because of the complexity of management arrangements and lack of tidy equivalence to CYC grades)
- the risks of making excessive early management reductions – damaging capacity to manage future change
- the risks of making insufficient management reductions – and incurring the need for an early return to restructuring of management arrangements
- better alignment with management arrangements elsewhere in the CYC children and young people's sector in York, particularly in Children's Services where we have taken account of the 'More for York' blueprint.

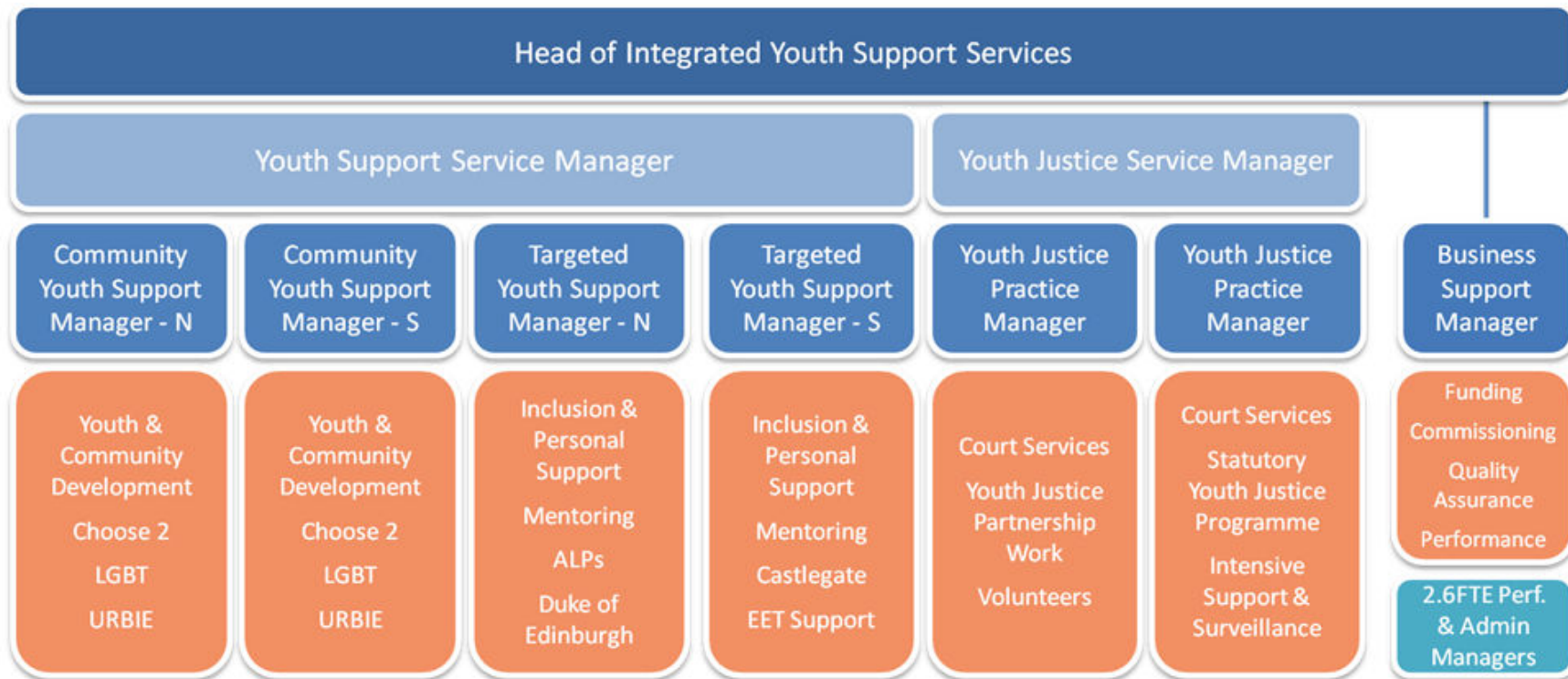
As a result, the options have some significant features in common:

- reducing management costs by one-third compared with 2009/10, with effect from September 2011
- reduction in the number of teams/operational units; integration of a wide range of projects that are currently separately constituted.

- deletion of 'Coordinator posts' and re-assignment more clearly as senior practitioner roles
- further reduction of service manager posts from three to two
- extension of practice manager posts across YSS (including in the YOT)
- no further reduction in Admin and Performance management
- new role of Business Support Manager reporting directly to Head of Service, subsuming the part-time YOT Quality Assurance manager role
- Stronger distinction between strategic and operational management roles, in order to strengthen firstline operational management and reduce competition between policy/thematic portfolios and day-to-day management and practice support
- The central management team has a number of functions aimed at allowing operational managers to concentrate as fully as possible on ensuring high quality of face-to-face work, development of staff in their changing roles, and partnership work;
- Consideration was given to models with three Service Managers but priority has been given to pushing management focus closer to frontline services. That apart, the range and complexity of services, need for development work, and range of social policy and performance drivers suggests that a strategic group of one Head of Service and two Service Managers is a minimum.
- Reduction in the number of staffed locality hubs to two ('North' and 'South') from which much more localised provision is delivered through other buildings, other providers, and URBIE.
- Voice & Influence work will have stronger links and integration with TYS and Locality work, ensuring that the Youth Council is well-equipped to represent groups of young people more likely to be excluded or marginalised
- Within these options there remain a number of more detailed operational possibilities to be developed over the coming months and years.

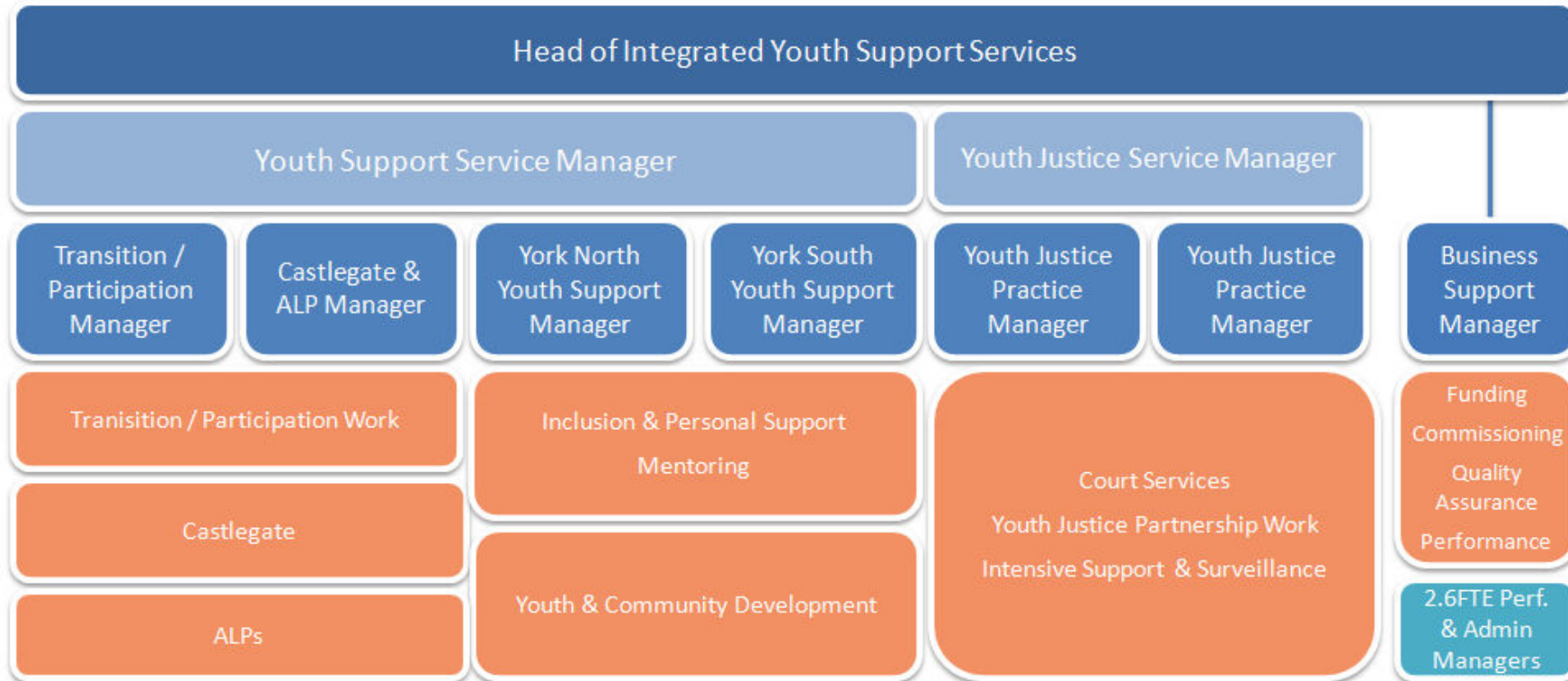
There is no 'No Change' option offered.

## Option 1



- Achieves a slightly higher level of management saving than the target.
- Moves YOT to model close to CYC Children's Tier3 Services
- Retains distinct focus and resources for youth justice, youth and community development, and targeted youth support.
- The TYS and Locality service staff and managers would be co-located
- TYS teams also have city-wide Tier1 and 2 operational responsibilities
- there remain a number of more detailed operational possibilities

## Option 2



- Achieves a slightly higher level of management saving than the target.
- Moves YOT to model close to CYC Children's Tier3 Services
- Retains distinct focus and resources for youth justice, youth and community development, targeted youth support and central information advice and guidance services
- The Youth Support and Locality service staff and managers would be co-located
- The Youth Support teams also have city-wide Tier1 and 2 operational responsibilities
- there remain a number of more detailed operational possibilities



### Option 3



- Achieves a slightly higher level of management saving than the target.
- Moves YOT to model close to CYC Children's Tier3 Services but brings together the most intensive programmes together (statutory Intensive Supervision and Surveillance 'ISS' and voluntary Alternative Learning provision)
- Evens up staff supervision responsibilities across managers
- Retains distinct focus and resources for youth justice, youth and community development, targeted youth support and central information advice and guidance services
- Strengthens the 'pairing' of managers with similar responsibilities and reinforces the sense of flexible working
- The Youth Support and Locality service staff and managers would be co-located
- Youth Support teams also have city-wide Tier1 and 2 operational responsibilities
- There remain a number of more detailed operational possibilities

## ***Discussion of Structure Options***

Option 1 achieves slightly higher than the required level of saving. By strengthening the operational management group it gives a balance of focus and investment in Targetted Youth Support, and locality work as well as youth justice. This option has the strongest 'Locality' dimension but retains many features of a Tiered model. Some of the citywide services such as Castlegate or services such as ALPS and EET support attract less management focus. Some adjustments could be made to re-distribute detailed operational responsibilities but at the risk of blurring the relatively sharp focus of this option. It is also difficult to balance budget and staffing responsibilities of practice managers.

Option 2 makes slightly higher savings than targeted, and re-unites the Tier 1 and Tier 2 work. This is a more specialised model – more *integration* of services and less of a *merger*. It retains the close focus on Tier 3 youth justice work similar to Children's Tier 3 services. This option gives secure strong focus on Inclusion & Personal Support Tier 2 development work, as well as Tier 1 and youth & community development. Whilst it may look asymmetric at first sight, in terms of staffing and budget management, it gives concentration and coherence to the main developmental business areas. The Youth Support Service Manager will attract a larger proportion of support from the central team.

The biggest question is that of capacity in the management of Castlegate, ALPS and Transition and Participation at a time of significant change.

Option 3 also makes slightly higher savings than targeted, and unites the Tier 1 and Tier 2 work. This remains a largely specialised model but in trying to balance management workloads makes the model less sharply defined, mainly in the Youth Justice/ALP functions. There are some difficulties in locating ALP in a YOT, and some potential confusion about compulsory and voluntary relationships with the service. On the other hand bringing together two of the most intensive Tier 2/3 programmes (and who have significant number of young people in common) has some potential synergies. Alternatively, Castlegate could be managed from within the YOT as another city-centre based service.

One of the characteristics of YSS is that it currently represents a hugely diverse range of small operations – this was already true and the addition of youth justice makes little difference to this, particularly if the youth crime early intervention becomes a strand in a unified targeted Youth Support offer.

All of the Options would need further detailed refinement both in the short term and over time; it will not be possible to find the perfect 'fit'. (It never is, unless the organisation only delivers one product using a restricted range of staff and skills.)

Whilst additional management costs savings are attractive, they have considerable risks in return for a relatively modest additional saving. Were the service in a relatively 'steady state' and if management were in 'maintenance and continuous improvement' mode it would be more manageable; in fact the service faces a period of transformational change both in its internal operations and in its work to influence its business environment. Leadership and management will be characterised much more by 'development and innovation' than 'maintenance and improvement'. These options represent the minimum management resource.

Based as they are on the original model 'B' it is not surprising that these options have a great deal in common, but the differences are significant.

Option 1 has more capacity to strengthen the locality aspects of the service but there is a serious risk of giving insufficient attention to citywide services such as Castlegate and EET support.

Option 2 retains a large part of the clarity of Option 1 but gives a much stronger sense of mutual support of the most strongly related business areas, and denotes greater flexibility in the way internal boundaries are managed and staff deployed. Its chief disadvantage is the differential weighting of management responsibilities. It is reasonable to assert that Tier 3 services need more oversight and stronger accountability in dealing with more vulnerable young people with more entrenched, complex and interrelated problems, risks and safeguarding issues. The question is whether this option goes further than YSS can afford. An additional practice manager would crack the problem: removing the Business Support Manager would seriously weaken the model and run counter to consultation.

Option 3 develops Option 2 a little further and seeks to redress the suggested management workload issues. This makes it more pragmatic but less focussed. The YOT and ALPS (or Castlegate) are established services, subject to continuous improvement and with some overlap of young people and programmes of work. Although their management arrangements would change and appropriate boundaries between these areas of work would be required, the services they provide are not subject to the kind of major overhaul envisaged in targeted youth support and locality youth work. Arguably it restores the YOT to a previous position where its management team had responsibility for non-statutory inclusion and support work.

## Conclusions:

- *Option 1 is over specialised in some respects and under-invests in some significant service areas, and should be discarded;*
- *Option 2 could be considered the best model but without additional management resources being available there is a risk of insufficient management resource being available to make the necessary high priority changes;*
- *Option 3 has risks in diluting the focus of the YOT management resource, but on balance those risks could prove manageable..*

*It is proposed that Option 2 should form the basis of planning as it has the greatest integrity.*

There are other ways of redressing any management workload imbalance, in the distribution of cross-service responsibilities. An immediate possibility would, for example, be policy, practice and procedure development in Safeguarding or Volunteering. Alternative options include use of part-time, job-share or split management roles (not reflected in the charts above).

Option 3 remains a possibility and can be viewed as a variation of Option 2 that could be adopted relatively easily, and the proposal is to view it as a reserve position.

## Roles and Job design

As at February 2011 YPS and YorkYOT had 114.3 FTE staff in 179 posts<sup>9</sup> with 8 employers. The 163 CYC posts<sup>10</sup> were on 3 different codes and conditions of service, 73 job descriptions and 28 payscales. 111 of the posts were part time, and 32 of the posts were for 10 or less hours a week. This complexity partly reflects the nature of the business, but also the complexity of its piecemeal development as described above.

The origin of this complexity lies in the diverse origins of the component parts of the service. Historically, Youthwork has its own professional identity, roots, culture and working practices, but was often located as an arm of education departments and has had both Soulbury and JNC conditions of service. Connexions staff have followed a complex journey, again with their own professional identity, culture and working practices. These were rooted in careers guidance but shifted in a major way by the introduction of the Connexions system

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<sup>9</sup> Excluding casual posts. All subsequent figures are also excluding casual posts.

<sup>10</sup> Excluding partnership contributions from CYC Children's Services

which re-shaped the profession into two major staff groups: careers advisors and intensive personal advisors. Local complexity was added by a series of changes from public into the private sector and back. Currently staff are either on 'VT' conditions (TUPE'd in from the private sector provider) or CYC NJC conditions of service. YOT staff are in some respects the newcomers as a professional group and with the greatest variety of employers and conditions of service (CYC, Police, Probation, Health, Voluntary sector providers).

The effect is to create some undoubted sense of frustration and inequity amongst some staff groups, as well as difficulty for staff who want to develop a career path or simply broaden their experience. From a service point of view it creates inflexibility in the way staff are deployed and developed. From both points of view it is opaque and lacks discernable rationale.

In pursuit of creating YSS from the assembly of its constituent parts and projects, there some specific changes required at a range of levels, particularly leadership/management and practitioners:

- Create more generic roles across the service to increase mobility and flexibility
- Ensure we have the right staff with the right skills in the right place to provide the right services to meet the needs of young people
- Ensure control and responsibility for managing day to day work is as close as possible to front line staff and remove the need for Grade 11 & 12 staff managers to be constantly involved in case details
- Create capacity for service managers and head of service to spend the required time on longer term planning, actively dealing with service development activities, and influencing the operating and partnership environment of the service
- Transparency and fairness in job design
- 'Read-across' to other children's workforce sectors to enable staff to develop career pathways through the whole sector more easily

### **Approach to administrator job design**

Issues regarding administrative staff are relatively simple because all of them are CYC employees and all employed on job descriptions that have been recently evaluated and all on CYC conditions of service. There will need to be some changes in roles and responsibilities, and for the first time there will be central line management for admin staff.

### **Approach to service delivery practitioner job design**

In the staff consultation process we have shared a general approach with regard to the job design rationale. In its simplest form it is based on two key factors:



- the complexity and/or risk of the work
- the level of responsibility for the work.

These factors lie implicitly behind the Job Evaluation scheme, although there are many other factors too. But at its crudest, the intention is to place jobs on the higher grades/scales if they have high levels of responsibility for complex/risky work and on the lower grades/scales if they have lower levels of responsibility and for relatively straightforward work.

With this come other factors: the higher grade jobs are more likely to be specialised in their functions and therefore more specialised in their skills, knowledge and experience. The lowest grade/scale jobs are also more likely to have a specific and defined contribution to the work, albeit without the same type of specialisation and entry requirements. In between lie a substantial number of roles for substantial and experienced children's workforce professionals with highly flexible roles and attributes. Overall these will form a range of roles from career-entry, to mid-career and then specialised roles.

Given the nature of the service it is likely that different parts of the service will have different requirements. The closer to Tier 3 or 4 the service that is required, the higher the proportion of the most specialised roles. The future for the bulk of the service can probably best be described as Tier 2, with a high proportion of generic youth support roles that focus on the personal needs of identified young people.

Looking at Tier 1 youth work provision, there are some contrary drivers. One might expect to find the lowest proportion of the most specialised roles in direct service delivery. But the future of our involvement in Tier 1 youth work provision will change: there will be a transition away from direct service delivery and a need for confident, experienced professionals with expertise in youth and community leadership, support for voluntary and community sector partners, and the ability to work through volunteers and partner engagement.

The intention is to create a graded range of generic job descriptions at each of these levels, informed by comparable job descriptions that have been through CYC job evaluation, and drawing on national occupational standards and competencies from relevant professional sources (including management).

The new service delivery practitioner roles will be set out in core job descriptions using the current CYC format – and in the interests of transparency and fairness, this should apply whether or not the role would attract NJC or JNC conditions and payscales.

A number of variants of the core job descriptions will be needed, particularly in the most professionalised roles – fewer should be required for the most flexible

roles. Instead of the current 73 unique job descriptions it is reasonable to estimate that the number could be reduced to somewhere in the region of 10 to 20, spanning the JNC grades 3-9 and NJC 3-25.

This would allow the possibility of greater alignment between NJC and JNC paycales, although differences in other conditions of service may persist.

### **Approach to manager job design**

The different professions brought together under YSS have different traditions, custom and practice, as well as language, when it comes to management. As a result, bringing the services together initially produces a confused picture. There is no need to impose a single management model on every part of the service, yet there needs to be clarity and sufficient consistency to make integration work.

The YOT has essentially had merged Practice Manager and Service Manager roles since the re-design of 2005. Whilst this has worked very successfully in terms of flexible management of a very small but complex Tier 3 service, and performance and standards have been transformed, the fact remains that the outward-facing, planning and strategic functions have had to fight it out with the demands of supporting practice. Much the same issue has been found in Children's Services, and this restructure is an opportunity to move to a sharper focus for these roles in the same way as their 'more for York' blueprint.

YPS has had a very much more extended and elaborate structure with managers spanning the equivalent of CYC grades 9 –12 with the creation of Co-ordinator roles. Work undertaken during 2009 and 2010 identified the deletion of these coordinator roles as a priority, and these current proposals take a similar view.

The budget cuts of 2009/10 and 10/11 both led to opportunistic management reductions that have left anomalies behind that need resolution. As the proportion of our work of the most informal type reduces, and the proportion that is targeted youth Support increases, so a sharper approach to accountability and performance management is required.

Those issues apart, the need to achieve the right balance of specialisation and flexibility remains. In flattening the management structure we will be achieving a simpler, cleaner structure – but also a sharper distinction between practitioner roles and managers, and between practice management and service management. This will prove uncomfortable in some areas of the service and will take some adjustment, but it is also the only way to deal with the consequences of reducing management costs as far and fast as it is safe to do.

There is some concern about the deletion of the 'Co-ordinator' designation. Many of the functions will remain. Organising and co-ordinating other resources and staff is in fact a function of a great many roles and settings, from acting as lead

practitioner through to leading on complex programmes of activity or groupwork, or as activists in communities, and so on. The same principles of pay grades being determined by levels of responsibility and complexity can be applied.

One of the unintended consequences of the necessity to cut costs opportunistically in YPS has been to reduce business support capacity. The effects can be seen in the difficulties of managing HR, finance matters, SLAs and the lack of any identified capacity for quality assurance, resource generation, management information and so on. Investment in this side of the business is essential not only for day-to-day running but to ensure that we are playing our part in the totality of integrated working arrangements and the prevention and early intervention strategy of CYPP.

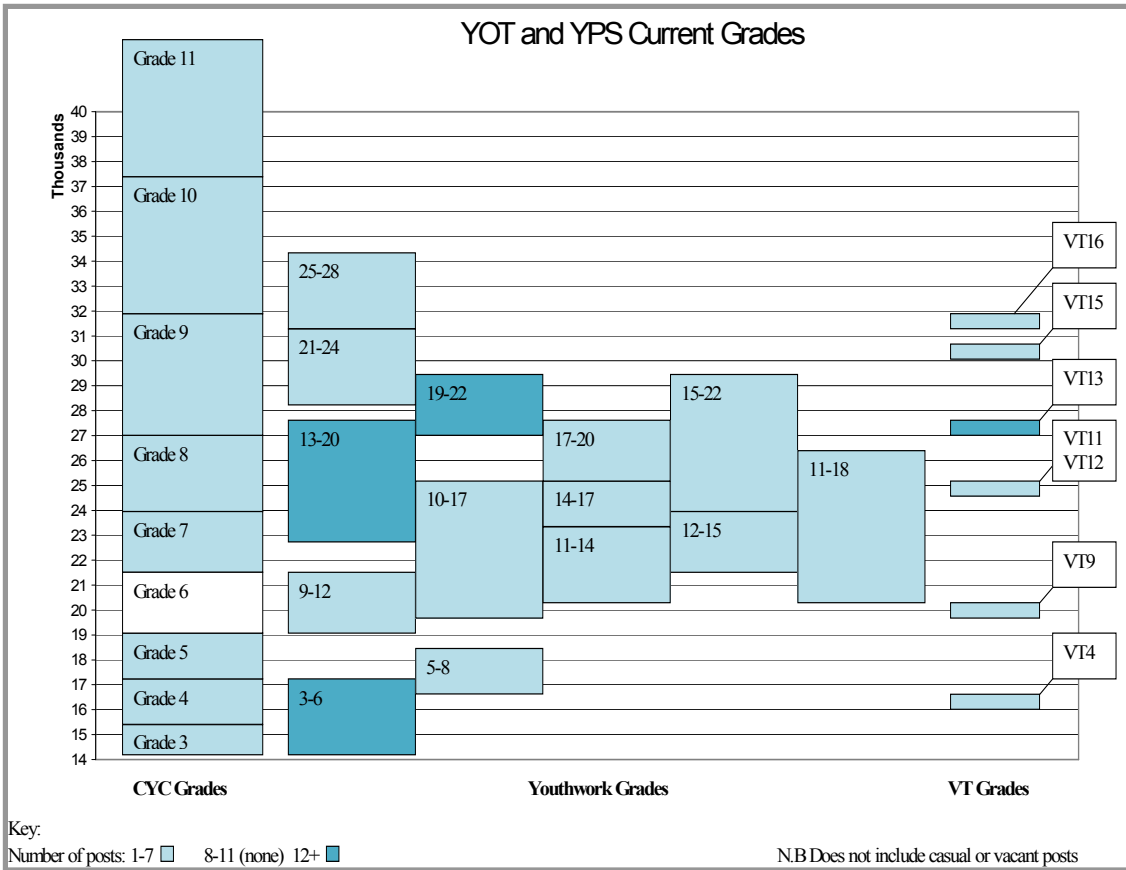
These proposals bring together the YOTs investment and some YPS management capacity, both to support our reduced service management capacity and to allow front line managers to concentrate on quality of service delivery. Hence the role with the working title of Business Support Manager (~Grade 10), but taking line management responsibility for performance management and administration.

No significant changes are planned in performance and administration management but there will be adjustments to tasks and duties as well as accountability arrangements.



**Pay and conditions – harmonisation**

The chart below shows the complexity of the paycales of our CYC employees.



- *There are further complex differences in terms of working hours, annual leave entitlement etc*
- *The issue of pay and conditions of staff seconded from other employers is important context, but beyond the scope of this review and proposals.*

As a result there are staff working alongside each other doing comparable work in comparable circumstances but with considerable differences in pay and conditions. For example, working hours for some staff are set at 35 rather than 37.5 hrs per week. Significantly higher levels of annual leave for youthwork staff form an important part of their compensation/remuneration for anti-social working hours, something not available to other staff doing comparable work but on different conditions of service.

From a management point of view this creates difficulty in flexible use of staff – even if a staff member might wish to change role there can be a substantial disincentive for them to do so, even if it would broaden their experience and skills for the longer term. As a result there are areas of work where staff can remain ‘stuck’.

Resolving all these difficulties, and more, has been a long-running ambition of the service leadership. Staff have generally been sympathetic in general terms, albeit concerned about their individual positions and understandably reluctant to give up significant benefits.

Unlike staff on NJC conditions, there is no job evaluation scheme for JNC (Youthwork), or VT staff. This means that the proliferation of payscales in other areas of CYC has not been resolved for JNC or former VT staff, nor is there any mechanism for doing so.

There are three principle options:

- Option A - No change
- Option B - Agreeing some rationalisation of JNC payscales so that they bear greater comparison with NJC payscales, probably using the CYC job evaluation model as the basis;
- Option C - Agree the transfer of all staff onto NJC payscales and conditions, and formally going through the CYC job evaluation process.

Option A is the simplest thing to do in the short term but relies on the gradual replacement of staff on JNC payscales with staff on NJC payscales as staff turnover permits. Given the number of staff involved, and the low turnover characteristic of a period of public sector retrenchment, this could take many years. The inequities and inefficiencies of this option get in the way of transforming the service, deploying staff efficiently and improving career development opportunities for staff.

Option B has some complexity in terms of process but, with the agreement of staff and unions, substantial progress could be accomplished relatively quickly and easily. It would leave some important anomalies and inequities untouched, but it would be a major improvement.

Option C is the most time-consuming, and is highly dependant not only on the negotiations with staff and unions but also the demands on CYC’s HR capacity. This would be considerable, given volume of staff involved. Although the primary purpose of the exercise is not one of cost-cutting, given there is probably some risk of a resultant cost increase particularly for lower paid practitioners, the delay could hold up the restructure and cause significant budgetary pressures.

## Recommendations & Implications

### Recommendations

- *That Option 2 be agreed as the basis of the restructuring of YSS with effect from September 2011.*
- *That the York Youth Offer set out in the attached paper be agreed as the high level framework both for restructuring YSS and for engaging with the voluntary, community, faith and uniformed youth sectors.*
- *That a staged approach be agreed between CYC and relevant Unions to allow progress on the restructure to take effect from September 2011:*
  - *initial phase to consist of restructure of management and former Connexions elements of the service (w.e.f. from September 2011)*
  - *to be followed by restructure of remainder of YOT/YPS w.e.f. October 2011*
  - *to be accompanied by phased harmonisation of Pay, Grading and Conditions through rationalisation of JNC payscales so that they bear greater comparison with NJC payscales, and using the CYC job evaluation model.*

### Headline Service Delivery Implications

At Tier 1/2, two teams would be created one for north of the river and one for south, based at the 68 Centre and Moor Lane. The two would be similar in scope and scale, each with a manager. Each would have a range of service delivery practitioners responsible for:

- the development of the 'universal' offer in partnership with the voluntary community faith and uniformed youth work sectors, and other local services and groups
- the transition away from CYC as a provider of the 'universal' offer and redirection of resources towards personal support and inclusion work for young people at risk (Targeted Youth Support)
- development of targeted provision for young people at risk.

The CYC provision of universal youth activity sessions and projects would be significantly reduced, as indicated in the budget process, with other groups being



supported in taking them over by April 2012. The staffing resource freed up would be diverted to targeted youth support. Additional youth activity work may still be commissioned (e.g. through Ward funds).

The intention will be to support a transition rather than closure of provision. Some degree of support for VCS youth activity work would still be provided, to supplement the kind of support provided by YorkCVS. Youth workers in locality teams would have a renewed and vital entrepreneurial role to play.

Targeted youth activity and support sessions (e.g., Choose 2 and LGBT groups) would remain a higher priority, but every effort would be made to engage the resources of other groups.

An annual 'prospectus' would be published showing the youth activity offer provided by CYC and the third sector. (An annual Youth Justice Plan remains a separate statutory requirement.)

Targeted personal support and inclusion staff would be based in these two teams, initially with a small complement of staff delivering the kind of individual work previously delivered by Connexions Intensive PAs, YISP and Network 2 amongst others. This is the resource that will be available to take referrals from the New Front Door, Capable Guardian, Safer Neighbourhood Teams etc. These teams would be supported by the volunteer/mentoring development work previously provided through Network 2.

Some well-known and very successful projects with distinct identities and 'brands' will essentially have their functions be merged into fewer teams. Examples include YISP, SFP, Network 2, PAYP, Connexions but there are others too. Substantial work will be required to forge new teams, identities, systems and working practices – and promote this with partners who have become accustomed to the previous profile of our provision. This is a significant issue and will cause anxiety for a number of staff.

Targeted Youth Support will initially be a restricted offer until staff can be redirected from other functions during 2012. Based on current working practices, however, there should be capacity for 200 medium-term structured personal support and inclusion interventions in 2012/13 year.

Castlegate will continue largely as before, albeit returning to its previous restricted hours. It will provide information, support, advice and counselling services from a walk-in city centre base.

The ALPS (commissioned) service is assumed to continue, funded by Behaviour Support.

Support for Education Employment and Training would be managed from Castlegate, but the service will be refocused on meeting needs through schools and York College. Once the statutory duty to provide impartial universal careers advice has passed to schools in September 2012, this service will be available for schools to commission. A service that contributes to meeting the authority's statutory duties in relation to children with special educational needs will be maintained. Services to targeted groups such as Travellers and young parents will also be maintained.

The YOT will be refocusing on core statutory youth justice, high risk young offenders in particular. Its preventative role is passed to new arrangements including the New Front Door, parenting provision such as 'Catalyst' (FIP) and our own restructured targeted youth support.

As a result the YOT's Education Welfare Officer functions and resource have been taken up by the New Front Door. The YOT youth worker role will be delivered by targeted youth support and resources will flow from the YOT into targeted youth support as well as the Front Door. New arrangements are in hand to commission work to meet young offenders' housing support needs through Supporting People and Howe Hill, and to meet the education employment and training needs of young offenders through the new integrated YSS systems.

### ***Management Structure Implications***

The proposed structure is very much simplified and represents a 37% reduction since 2009/10. It is the tightest possible structure given the need for substantial developmental and leadership work. There will be less scope for hybrid or crossover manager/practitioner roles, reflected also in the changed approach to 'Co-ordinator' roles. The YOT has a mini-structure that mirrors Tier 3 Children's Services, introducing Practice Manager roles for the first time. The YOT's investment in Quality Assurance and Performance management roles will be refocused to cover the whole YSS service. The Business Support and Admin team will relieve operational managers of some HR, finance, monitoring and QA work so that they can concentrate on service and practice development. There will be unified management of information, performance management, tracker and administration staff.

### ***Service Delivery Practitioner Implications***

Setting aside issues of pay grading and conditions, there will be new emphasis on more generic and flexible roles. Over the next two years many roles will shift significantly towards targeted personal support and inclusion work with vulnerable young people and away from universal roles. Other roles will shift away from *delivering* services to *supporting* services delivered by the third sector.

Restructuring and refocusing on this scale will leave a number of staff in new roles and new teams with new systems and working practices, bringing with it a new need for investment in workforce development. There is currently very limited capacity to deal with workforce development needs but this will become a key lead responsibility for the Business Support Manager.

### ***Support Staff Implications***

Substantial recent reductions in support roles have left a legacy of poor quality HR and finance handling in their wake. A renewed emphasis on demonstrable evidence of effectiveness and quality also suggests that there is little room for further reductions. However, a number of changes to these roles are required along with the structure in which they operate. These changes will improve the quality and consistency of HR and finance management, and reshape performance tracking roles. No change to the number of posts is proposed although there may be changes to duties required.

### ***Equalities Impact***

A fuller equalities impact assessment is being undertaken in relation to the specific EIA requirements of the Act. There are some key points to suggest a positive view of the impact of these proposals:

- shift towards better targeting of resources and service delivery on vulnerable groups and individuals
- investment in development work to sustain universal open door provision through other providers
- renewed emphasis on quality of targeting and identification of need
- renewed emphasis on demonstrable impact of service delivery
- maintenance of work for travellers, LGBT, SEN and children with disabilities
- renewed commitment to ensuring the Voice and Influence of all young people, particularly those hardest to reach and most marginalised or excluded.

# York Youth Support Services

## Model Consultation Staff Survey Results

Q1-5 - Respondents

### 101 members of staff completed the survey

In order to gauge numbers for some of the cross-tabulated, the following was the breakdown of respondents, where specified (these questions were optional):

14 managers

67 practitioners

10 administrators / support staff

42 staff with Youth service background

28 staff with Connexions background

19 staff with Youth Offending Team background

79 staff who work 17 hours or more per week

10 staff who work less than 17 hours per week or on a casual basis

6 staff who have worked in the service between 6 months and 2 years

24 staff who have worked in the service between 2 and 5 years

34 staff who have worked in the service between 5 and 10 years

15 staff who have worked in the service between 10 and 20 years

7 staff who have worked in the service over 20 years

### Q6 – Youth Offer

## 94% of staff felt that the Youth Offer depiction was a fair representation of what we will need for the next few years

Of the 6 that felt it didn't, here are selected comments:

*“Needs clarity over age remit for the services”*

*“Needs clarity over what services will be available in evening/ weekend (currently could be a bias towards office hours provision- does this meet need?)”*

*“Community action and volunteering opportunities for young people should be included”*

*“Some elements should be shown as more of a priority than others, for example - less focus on voice and influence and more focus on the elements based on young people's needs”*

*“I feel the offer reflects what we feel we need to provide (and can afford) rather than what the vast majority of young people would feel they would want/need/would benefit and make use of.”*

*“Voice and Influence is an area I would question in relation to real outcomes and value for money, and whether it is a necessity”*

**Q7-10 – Overall Structure / Groupings** (For a more detailed breakdown of Q7-10 see spreadsheet)

## 58% of staff thought model B was closest to the best grouping of functions / overall structure

This overall grouping of functions preference may be slightly exaggerated based on fact many staff liked the higher level staff profile in model B and commented on it when asked to comment on overall groupings.

Nevertheless, **reasons why staff thought model B was closest to the best groups of functions were:**  
(where there were duplicate views, these were reconciled – comments about staffing can be found in overall comments at end of survey)

*Clear, straightforward divisions. Smaller numbers of staff doing similar work can be co-located - invaluable for peer support, continuous professional development, more efficient processes and shared outcomes.*

*I don't think you can impose a tiered model on much of the work undertaken*

*Flexibility*

*Allows for joint working with the voluntary sector*

*More targeted roles for young people's needs*

*It is clearest to understand and explain to outside agencies, yp and public what we do.*

*Standardised structure across York providing a consistent provision*

*It is transparent and look like it is more needs led which means the service is for the YP not other way round.*

*Targets the more needy young people*

*Clearly defined groupings protecting professional specialisms*

*No advantage to localities if only two of them; YP needs of various targeted support overlap, so easier if they fall into one broad column rather than tier 2 split as in A*

*Clear distinction between TYS and Community Development*

*Consistency of worker, allows the young people to develop relationships with workers, as they are not passed through a tiered structure.*

*Complimentary teams of professionals working together to offer client centred-support*

*Better delivery for targeted young people*

*Clear to see how a young person would progress through and access into a service set up like this one. Would mean a young person building stronger relationships with fewer workers and less duplication of any type of work. Still a flexible model that is YP focussed yet streamlined to accommodate financial changes.*

*It offers greatest flexibility within streams to respond to changing needs/ priorities. It allows sharing of practice and mutual staff support.*



*Model A and Model B are very similar, however Model B is more transparent and gives clearer structure of functions*

**Suggestions about improvements to model B were:**

*There needs to be far more emphasis on prevention and areas of work that would feed into this. The overall feel of each of the models is that of 'fire fighting', dealing with young people only at the point where they are already in intense need.*

*A mixture of B and C to provide a more localised provision*

*Strategy to link in with the voluntary sector/volunteers - a role for the business support manager?*

*More flexibility, with practitioners working between the three columns, depending on their specialisms.*

*Think it should be considered for YOT services to less of an island.*

*I am not sure that any model provides sufficient support to the voluntary and community sector- a SLA with CVS may be needed to do this, support needs will vary as time progresses. I wonder whether the needs of minority group may get 'lost' in the community stream (will depend on QA and management arrangements).*

## 21% of staff thought model A was closest to the best grouping of functions / overall structure

### Reasons why staff thought model A was closest to the best groups of functions were:

*While there is a strong focus on targeting, it is still possible to identify vulnerable and at risk young people through open access.*

*I think that this makes the most sense in terms of grouping and structure. It will also allow young people to access all services regardless of where they live*

*The model is transparent with clear lines of accountability and with "read -across to other Children's workforce sectors. Provides resilience across all sectors, protects specialist knowledge and skills thereby ensuring a consistent and effective service. It provides a range of step -down opportunities and clear routes between levels of support and intensity of service provision. Provides capacity for developing provision within the voluntary and community sector. Provides the flexibility for the service to be directed at those areas /young people with greatest assessed need.*

*Targeted structured support and the ability to get resources where they are most need.*

*Balanced workforce to support young people, flexibility to move between tiers for the young person, focused delivery utilising resources to the best possible degree and maintaining specialisms to meet the needs of young people*

*It seems the closest to how we currently deliver*

*Similar model to other agencies, shared awareness of tier levels*

*Tiered model aligns with Children's Social Care, CYC Front Door thinking & needs of young people. Would hopefully have more resilience for specialities than Models B & C.*

*It is the easiest system to understand, it is the most clear and seems to be a natural step from where we are now.*

*Matches childrens services models and the tier system is well known across the city however model C is very closely second as I feel this maybe easier to adapt to*

### Suggestions about improvements to model A were:

*I am not sure this model fits in with the wider political drivers towards localism and may not have enough resource /capacity to draw in community /private sector engagement to deliver greater universal provision.*

*Rather segregated (does not encourage intergration of staff) and maybe less able to respond to change.*

*Whilst I have chosen Model A for Q9, there are definitely some merits to combining aspects of the models. For example, I can see the advantages of locality working within a tiered model.*

21% of staff thought model C was closest to the best grouping of functions / overall structure.

**Reasons why staff thought model C was closest to the best groups of functions were:**

*Emphasis on targeted work where it is needed most (geography)*

*Locality approach able to respond to local issues and need - we are already working in localities and I feel most staff would say this works well*

*Staff with different specific expertise are able to work together to help the same young people. Lots of YP come through via universal and open access settings and then identify specific support needs. It makes sense for them to be able to access help from the same place, rather than be transferred between settings based on tiers.*

*It meets the locality/front line requirements. Keeps a level of consistency after the changes have been put in place.*

*Best chance of involving YP, best in terms of access to expertise*

*It is the most simple model and therefore understandable to all. Model A is far too complicated to the point where it would be difficult to conceptualise how the different components fit together. Model C also seems the most user friendly to young people - they will have 2 localities, a city centre hub and youth justice all clearly signposted with the reassurance that all are working together.*

*Clearer spread of the Youth Offer across the City. Clearer lines of accountability and responsibility*

*It gives the opportunity to reach a wider selection of young people and encourages multi agency working at a local level*

*Ability to target and build services in particular communities, close working with wards, councillors and vol. sector, better links with statutory youth justice system in central hub,*

*Easier for services to reach out to those in the community, gives a wider choice for those we are here to help and easier for closer links to be created with other organisations.*

**Suggestions about improvements to model C were:**

*It's good to base staff teams around localities but in practice this shouldn't necessarily mean that staff should share offices based on locality. Staff can become isolated if they are not able to work closely with similar workers in other areas, especially if staff numbers doing the same job are lower. Also, youth provision should still be delivered on a much more local level, with projects and sessions not just being run from 2 hubs as young people are territorial when choosing which sessions to access and may not choose to travel between areas even if transport isn't an issue. Lastly, it is important that young people have a voice in all aspects on the services they receive so 'youth involvement and empowerment' shouldn't just be based in localities but should play a part in youth justice and city-wide initiatives too.*

*The integration of more of the Youth Justice areas into the localities. Joint and partnership working rather than silos.*

*Obviously, a hybrid model would be best.*

*Would need to have a business manager and work closely with other CYC services e.g. children's centres, leisure, learning hubs ( ie libraries)housing, health, schools etc*

**Q11-14 – Overall Structure / Groupings** (For a more detailed breakdown of Q11-14 see spreadsheet)

56% of staff thought model B was closest to the best management structure.

**Reasons why staff thought model B was closest to the best management structure were:**

- *It makes the most sense to me.*
- *business support manager good,*
- *Fewer tiers of management - quick and effective lines of communication. Practitioners will need to be professional, qualified in their area of expertise, autonomous and self managing to the greatest degree. A qualified and well experienced work force of practitioners will be essential in taking the slimmed down service forward.*
- *Because there is a clear distinction between justice and youth support service, so meetings and updates can easily be passed between two individual managers in regular meetings.*
- *Clearer than one incorporating 'Lead' roles etc*
- *Staff will be supported more effectively by managers with responsibility for specific areas of work. Good communication across the service.*
- *clear management structure*
- *The right amount of managers which allows higher numbers of practitioners .*
- *Managers with experience of their specialism*
- *management equally supported*
- *Business manager is an important role with commissioning of CYC services and I question the need for 'tier lead posts', an unnecessary level of management, when practitioners are well qualified and trained.*
- *it is clear who is management and who is practitioner. and although it is not the cheapest, it is better value for money.*
- *Consistent across the city*
- *Managers are more specialised rather than generic and better communication through ranks.*
- *Better support for staff members*
- *clear lines of communication*
- *likely to be clearer in terms of management roles, avoids danger of unfair demarcation between manager and 'lead' posts*
- *It feels like a joint service rather than Yot and youth. Think the focus will be directed more towards the needs of young people*
- *It appears to have clearer lines of communication between practitioners and senior managers. Managers look more accessible to practitioners and its important to feel you can have this kind of support as and when required*
- *It is clearer and defines appropriate roles and responsibilities, other models it is unclear if Leads would take on a staff support/supervision role.*
- *A business support manager - essential role to generate/explore more funding streams.*

**Suggestions about improvements to model B were:**

- *get rid of the Service Manager posts and keep all practice manager posts - very flat structure*
- *Reduce numbers ( all models top heavy).The specialist nature of the managers in Model A would be a useful addition, though not the tiers*
- *Could still have a locality division*
- *We do not need this number of managers for a greatly reduced service.*
- *Still manager heavy and makes it difficult for people to progress*
- *yes - not have youth justice ran so separately from the rest of the service - will still be two services running alongside one another and not joining up.*

- *All three models are too top heavy- need more practitioners and fewer managers*

27% of staff thought model C was closest to the best management structure.

**Reasons why staff thought model C was closest to the best management structure were:**

- *Clear understanding of who does what.*
- *Managers would be forced to have a broader understanding of all services provided and would therefore be better able to support staff to support young people with multiple issues. If teams are based in localities then having a manager who understands the needs of that particular locality is vital*
- *clearer more defined lines of communication*
- *Clearest accountabilities, and support for staff*
- *Better value and cost. More sensitivity to diversity/equality needs of clients. Support for staff at ground level.*
- *Need a centre hub manager and need a clear and simple management structure.*
- *Combination of central services and youth justice management could make for more joined up thinking. Less management, 'heavy' - fewer tiers - so better communication, and greater personal responsibility but still in a clear management framework.*
- *tiered management structure*
- *management is shared out equal so practitioners have someone clear to go to for support*
- *the split into 2 localities which each have a practice manager*
- *Clear accountability. Ability to deliver services near to young people. Keeping existing models that work.*
- *clear lines of accountability but also flexibility within what will be a much depleted management system; the potential to better integrate statutory youth justice services and preventative work, feels "closer" to the young people and partners*
- *Service Managers strategic responsibility is spread across the whole service, whilst practice managers and leads can offer appropriate support to staff*
- *ability to ensure management support for practice and maintain strategic oversight during a time of change*

**Suggestions about improvements to model C were:**

- *Only really sensible to have locality based managers if staff teams are structured on locality areas. If they are not, model B would be more suitable. There is forced divide between youth justice and the rest of the service and that might not be useful in uniting the service under one structure.*
- *Could performance manager and business manager be one post - so as to add this function, without using too much of the budget up away from the 'front line'*
- *Model 1 accords higher status to YOT work. Not sure how this values youth and IAG work.*
- *matrix management has not worked - some people have to respond to 3 managers - hopefully we could move away from this with model C. All models will need a business manager.*
- *I don't quite understand why Service level managers are required, it looks very much like managers managing managers, this should be done by the Head of Service (who would only be supporting 6-7 people). Having a Business Support Manager is good, this will encourage other organisations to work with the new service, so closer links with other organisations.*

17% of staff thought model A was closest to the best management structure.

**Reasons why staff thought model A was closest to the best management structure were:**

- *Ensures proportionate level of management oversight and responsibility in areas of service that are the most highly regulated .It also has a clear oversight of all areas of business thereby ensuring an overarching management perspective. Provides effective and proportionate support to delivery of service .*
- *HOS is directly line managing Service Managers so he will have a good handle on how the Service is developing and more front line workforce.*
- *I think there would be more immediate support to practitioners.*
- *professional support to staff, business manager role,*
- *Better support and distribution of responsibility*
- *it is closest to justice model we have now and i feel that works well.*
- *A combinations of models 1 and 2 are the best option. I think the overall distribution of grades is better in A, with more managerial support for tier 1 services (at least in the short term).I think the flatter management structure of A offers a better option of the service.*
- *Transferrable to other services, easy to understand.*
- *Clear lines of responsibility & support for managers & staff. Leaned towards Model A for reasons that worked against Models B & C below (Q14).*
- *I think having a number of managers who are 'leads' and therefore working closely with staff will be extremely important for good communication across the service.*
- *in terms of the team I work within it avoids having a new level of management which I think at this time of change would be hard to introduce.*
- *Is clearly defined line management structure - the model is not top heavy with lower tiers of management which is far better for accountability , decision making and defensible decisions.*

**Suggestions about improvements to model A were:**

- *It's difficult to see which management model will work best when I cannot envisage what or whom the managers will be managing.*
- *In model 1 I think there needs to be on clear lead for Youth justice, with a deputy underneath, I wonder if the leads in tier 2 could be combined (as in model B to bring teams and services together- offering more flexibility/ resilience as well as a continuous service for yp in this tier)-and allowing for another lead underneath?*
- *Worry that Model A has no Service Manager for Tiers 1&2 so that level would fall to HOS? Model B is too heavy on the "red" level - feel. Model C would benefit from a "Business Manager" type role to lead on QA and commissioning for the entire service.*
- *Could adopt lead professionals in the tier 3 model*

## Q 15 – Staff arrangements

See spreadsheet for breakdown of Q15.

## Q16 – Statements

See spreadsheet for breakdown of Q16.

**There were few trends between specific groups of staff, but below are some statements where particular groups of staff felt more strongly than others:**

65% of staff with a youth service background agreed that Model B would only work if the voluntary sector took on all universal provision.

63% of staff with a connexions background disagreed that Model B would not fully utilise all of the more complex and responsible roles, as some of the work required needs staff to work more generically. On the other hand, 68% of staff with a YOT background agreed with the statement.

83% of staff with a YOT background agreed that model C would only work if it was focused away from 'bases' on outreach work and in a variety of community owned buildings.

83% of staff with a YOT background disagreed that the YOT was too separate on all of the models.

## Q17 Other comments

The new service in my opinion, needs to retain as many highly skilled, trained and experienced practitioners as it possibly can. A lower grade workforce that is more transient in nature and easier to recruit as and when needed, should be kept to a minimum and would more readily come from the voluntary/community sector.

Model B could do with more lower responsibility workers, which could be financed through removing the service manager roles

The models appear to provide a range of services that will continue to support young people, to an extent, in their localities. Model B seems to offer a service geared to targeted work with the most vulnerable/ high risk young people. However it is top heavy and will rely heavily on the voluntary sector if any universal provision is put in place due to the lack of low responsibility workers. Model C offers the most balanced worker profile, however there is perhaps not enough high responsibility posts in order to only do targeted work which seems to be the way it is going. Taking in to consideration the aim will be to work with targeted, although top heavy still, model B would equip us with appropriate staff to deal with the challenging nature of targeted young people. This would also mean our work force would have to be highly skilled and trained to achieve positive outcomes with these young people.

Very difficult to judge models against each other without seeing the kind of roles each colour would take on, as responsibility is relative. All models depend more on the voluntary sector, and this would mean that more staff would need to be dedicated to training/supervising voluntary staff. It's not clear at what level these staff should sit.

I find it hard to envisage how any model will work with examples that I can relate to. I'm sorry if this is not helpful but I worry that if I try to guess an answer or interpret it I may get it wrong and therefore not be showing my true feelings.

Still very hard to decide when you dont know where and if you fit in the structure.

There are good aspects of all the models. Maintaining specialist roles as much as possible is important as well as a system of collaborative working to link specialisms and staff together.

To provide a quality service to all tiers of clients, you need a well qualified, motivated workforce with clearly defined, complimentary roles. I believe model B comes closest to this, but doubt any one of these models could be adopted without some further refinement. All three models retain far too many managers- practitioners do not

require such levels of support: almost one manager to four staff. This has resulted from previous mergers of services and tasking managers with developing these three models.

I feel that a more balanced model with the main frame work from Model B but with a localised/locality provision would be the most ideal model

Locality teams in my experience do not work. Young people often do not access them - the mix of staff does not assist in day to day work as do quite separate things. Knowledge and support is diluted. York is spread out so often easier for people to access city centre. Currently my line manager does not have a caseload. They do not help me with my job and I feel very over managed. In the new structure I feel managers will be needed who can help with the more complex cases, who you can offload to and will aid decision making. They will need a caseload or good understanding of support needed. Whilst front line staff are facing massive cuts and changes in role the management structure which is already far too heavy is not reflecting this in the new structure. I would be very interested in seeing comparisons across the private sector or other councils at the ratio of staff to management. On a different note I would like to see examples and research on other similar models in different councils to see what have been the positive and negative outcomes of different structures and how they work in practice.

Business manager role is important

B matches best the needs of a highly trained, professional workforce. Young people with complex needs will gain very little value from a service if it mainly provides generic or 'support' type roles. Professional qualifications, depth of experience and strong continuous professional development are what we should aim for. This is my view both as a practitioner and a 'customer' of Childrens and Young Peoples Services.

Could the Business Manager role be combined with Performance manager, and so keep management numbers to a minimum? If voluntary sector takes over activity based youth work, could these posts be absorbed into general provision. Could weighting between posts specialist/generalist be adjusted to take account of the identified needs of the young people needing the service? It seems a shame that all models place Youth Justice in such a separate place; granted there are statutory drivers to this, but there are many shared areas of interest in earlier intervention which could be developed better than any of these models currently demonstrate. Hopefully there will be parity between managers (one model puts the Youth Justice managers at a higher level), as between workers.

Staffing within these models need to be shared out on a more equal level without activity and support workers, specialist workers are very top heavy and will not have the young people to work with, the support and activity workers are first port of call as young people come to them through choice if these workers are not in place and seen as important there will be no links to feed up or down in the chain of events, therefore young people will be receiving diluted services

Based on the fact that the service will be more targeted Model B seems to be the most logical approach in dealing with this, the support of the voluntary sector would be extremely useful in making this a successful model and these are links which should be being made already and if managed could present good opportunities for young people wanting to enter this area of work in the future

A and C have too few well qualified staff.

Even when working with partners, can CYC deliver the Youth Offer with this number of staff, are we being too ambitious? I think I would ditch all universal work, apart from Urbies going out into targeted communities, and concentrate all our resources on vulnerable young people to ensure that we really do make a difference to families that are well known in the city. Huge cultural change required for many workers including case holding, CAF, etc. plus better training to take place to ensure highly professional workforce able to assess need and deliver on a wide range of issues. In order to influence vol sector we will need to commission work - have we the resources to do this, especially as we will be expecting them to deliver much of the universal work? Concern that the service might be dominated by youth justice statutory requirements - not sure we have the balance right in management structures. Concern that voice and influence will not be embedded across the service/ partnerships but become



even more tokenistic. Need to stop working in silos within one area and work across directorates to ensure service delivery e.g. leisure services events could be supported by youth outreach workers working with the more vulnerable clients, as CYC takes on a health responsibility making sure we have a role. Information, advice and support extremely important for all but especially LDD clients including those with mental health problems - need to work closely with the Transitions Team, Job Centre and NHS to support up to the age of 25. Not sure if any of the models have taken this need on board. Consistent staff working as teams to ensure high quality work, able to challenge and motivate themselves. The service needs to ask more young people their views on what they want. Should we have a senior member of the management team responsible for communications, tweets, blogs, facebook stuff and be resourced well so young people actually know what opportunities there are in York?

A hybrid between Band C would work. Disagree with a as it undervalues the contribution of youth work and IAG.

Would need more info on the role of a business manager and how this would impact on the service to comment on this. I feel that all 3 models need workers on all levels with the ability to progress and to become qualified.

Question 16 subsection 5 above- I don't think that only model C would require a shift away from working out of our own buildings- I think we will need to consider it with other models too. I think we need to think carefully about whether a 'detached youthwork' approach actually would address the issues (there is a tendency for it to lead to building based work- as that's often what the yp want). I think the functions of the business manager are vital to the new service, however, wonder whether they would be better located with some of the broader management so they are more integrated into the service as a whole, and more responsive to practice needs?

Again i find this difficult to actually relate to practice. the descriptions use re complexity of role I feel need examples. I would really like to contributed more but have found the process difficult.

I prefer the structure of Management that was demonstrated in Model B, however believe that across the service there needs to be a more balanced staffing approach in terms of support staff, workers and Lead roles to allow for a better staff set-up and more scope for professional development.

I personally favour Model A as it allows us to work within the context of responding to young people's levels of need. I feel Model B places rather too much emphasis on only very intensive work. I think Model C could work okay, however I have some reservations as Young People's Services has been operating on a 'locality' approach, and I have found it to be poorly organised and fragmented, with duplication of work and difficulties with communication. I am not sure York is a large enough city to justify the use of 'locality working'.

The youth justice team and YPS need to understand each others roles and work closely together in order to move forward however some teams are already doing this so over time this would happen

Further explanation is needed to give examples of the types of roles that will be included in each model. Again, my response may not be a true representation of what I really believe as I'm not sure about the finer details of each individual model.

With all the models, more practitioners and fewer managers required. Qualified, well trained staff do not require such a large fleet of managers

**Q18 – Feedback on models exercise**

## 77% of staff felt that the consultation on models had been a helpful exercise?

### **Of those who didn't – they gave the following comments:**

Generally speaking, members of staff too concerned with the position of their own roles with each structure to really consider it from a 'service' point of view. We have had no information about job descriptions within the new service and therefore its been very difficult to realistically consider staffing structures.

I fear there has been too little information/time made available, on which to base judgements.

I have not had enough time to really get my head around this due to being on leave over Easter and a heavy work schedule this week. I have left some answers blank where I feel unable to comment or feel unsure about what they are asking. Having said that, it has made me consider the structures in more detail, which is a good thing.

Unfortunately not. Perhaps if you were involved in devising the models you can fully understand which offers what to whom, why and how. The translation of the models to the wider staff team has not been effective for me and without being able to see a comparison between a current level/worker/post and a future level/worker/post I cannot answer the questions.

Yes, however people just want to know what jobs will be available so they can plan their future! Surely some indication is available to staff?

Too little consultation-while managers had over 6 weeks to work on these models, practitioners were given one session to both assimilate the information and feedback. Survey monkey deadline was only 6 days, meaning many staff did not have the chance to discuss with colleagues and, as a consequence, many have different interpretations of the models. This is not consultation, especially as the terms of the discussion in sessions for practitioners were predetermined. The format of this survey does not allow for creative dialogue and it is difficult in practical terms, as you are unable to easily see your responses as sentences are displayed in 'one line boxes'. Very disappointed in the process and, while working hard to fulfill our role supporting young people, I have felt practitioners have been excluded from key decisions. I remain unconvinced that some senior managers have gained a thorough understanding of the different roles and responsibilities of many of their staff.

Diagrams and graphs are not enough to formulate an opinion of a restructure through a q and a survey.

Without job descriptions and clearer details it is very difficult to offer constructive criticism. Also it is impossible when faced with redundancy and whilst your profession feels very undervalued to make an impartial judgement.

although more time to assimilate the models would have been better, I understand the timing of the holidays ha approved difficult.

Yes, it has been of help, but the key issues will be the specifics of job roles, responsibilities and grading.

Because it has not been specific enough, and roles are not even clear.

It has been useful! Its just that it has not helped me become clearer about which model would be best at delivering the youth offer.

The uncertainty of job security is overshadowing the consultation process.

The process started with staff being told the number of job losses. Communication has been disappointing, with line managers fearing for their own jobs, being the main point of contact. Managers had 6 weeks plus in which to develop these models- staff were given one session to enable them to assimilate the information and feedback. By this time the criteria for discussions were limited to the three models. I have been tremendously impressed by the dignity, courtesy and conscientiousness of practioners/colleagues during this process.

I would have benefitted greatly from the opportunity to discuss the models in depth so that I could truly understand them. As I am not used to drawing conclusions from models and proposals I have found it difficult to really understand the actual physical differences between all 3 of them i.e. how the service is actually going to be?

I have no knowledge of the Youth Service. Therefore I find it difficult to comment on what is best for it.

it seems to have been a time consuming process, I ahven't had the time to go to any of the events and the models are quite difficult to understand on paper.

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# Findings from Young People's Survey



# Main issues

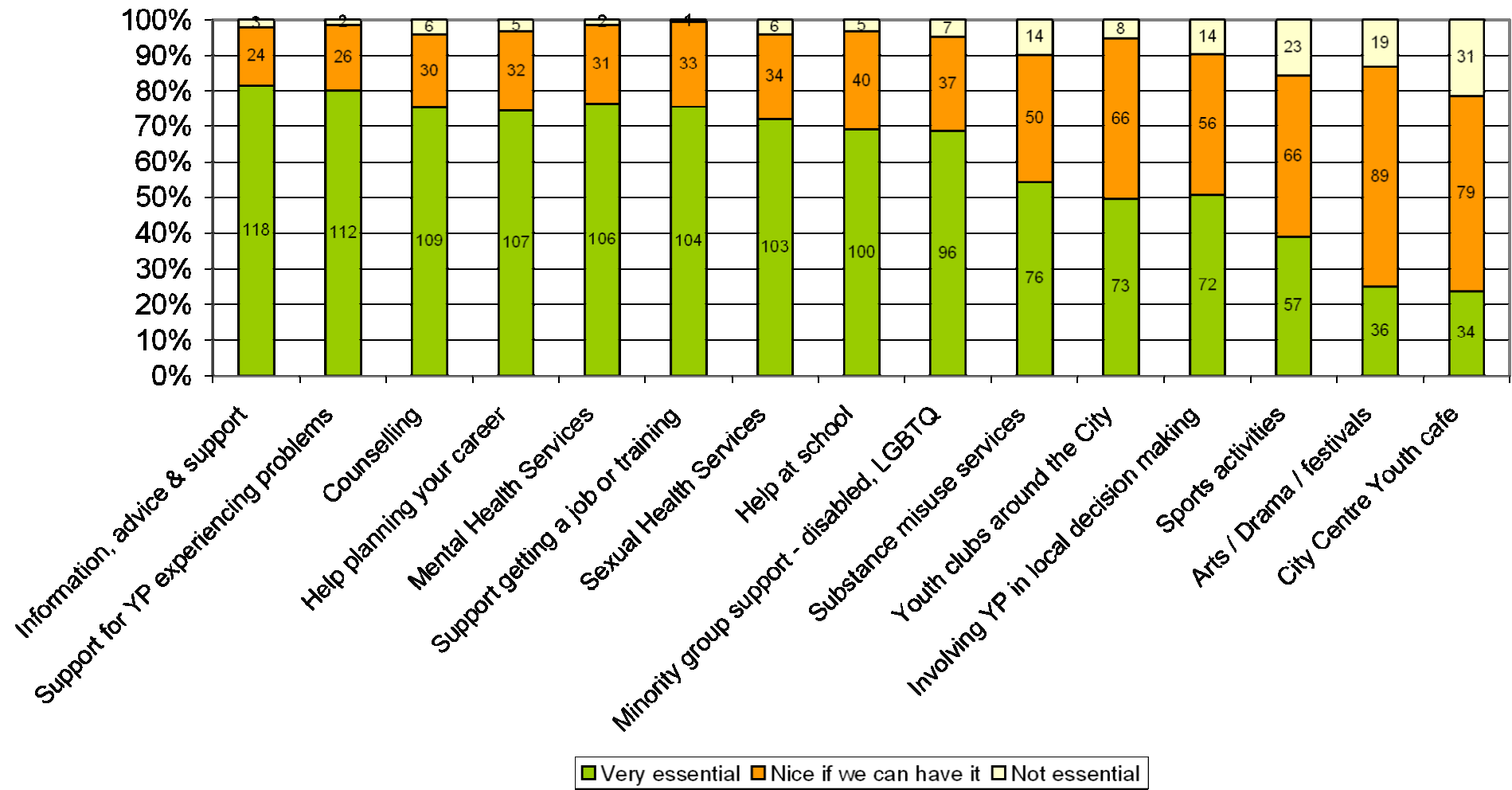
- 167 respondents from all main areas of young people's services
- Reflects views of *existing service users*
- Views of the wider youth population can be found in Children & Young People's Plan

# Main issues

- Existing service users value YPS personal support services most highly, ahead of facilities, centres, or activities
- Like identifiable places to find services but are very accepting of services provided at home
- Will walk a mile or cycle three miles
- Do not expect to pay more than nominal charges
- Identify 'people/staff' offering friendly advice and support as what they want most

# Which services should be prioritised?

(highest priority at the left)





# Where would you like to receive services?

## Individual

1<sup>st</sup> – Community Building

2<sup>nd</sup> – School / College

3<sup>rd</sup> – At Home

4<sup>th</sup> – Mobile Bus / URBIE

5<sup>th</sup> – On the street

## Group

1<sup>st</sup> – Community Building

2<sup>nd</sup> – School / College

3<sup>rd</sup> – Mobile Bus / URBIE

4<sup>th</sup> – On the street

# How much would you pay per session of activity?

100% of **Youthwork** respondents would pay up to



53% wouldn't pay more

100% of **Castlegate** respondents would pay up to



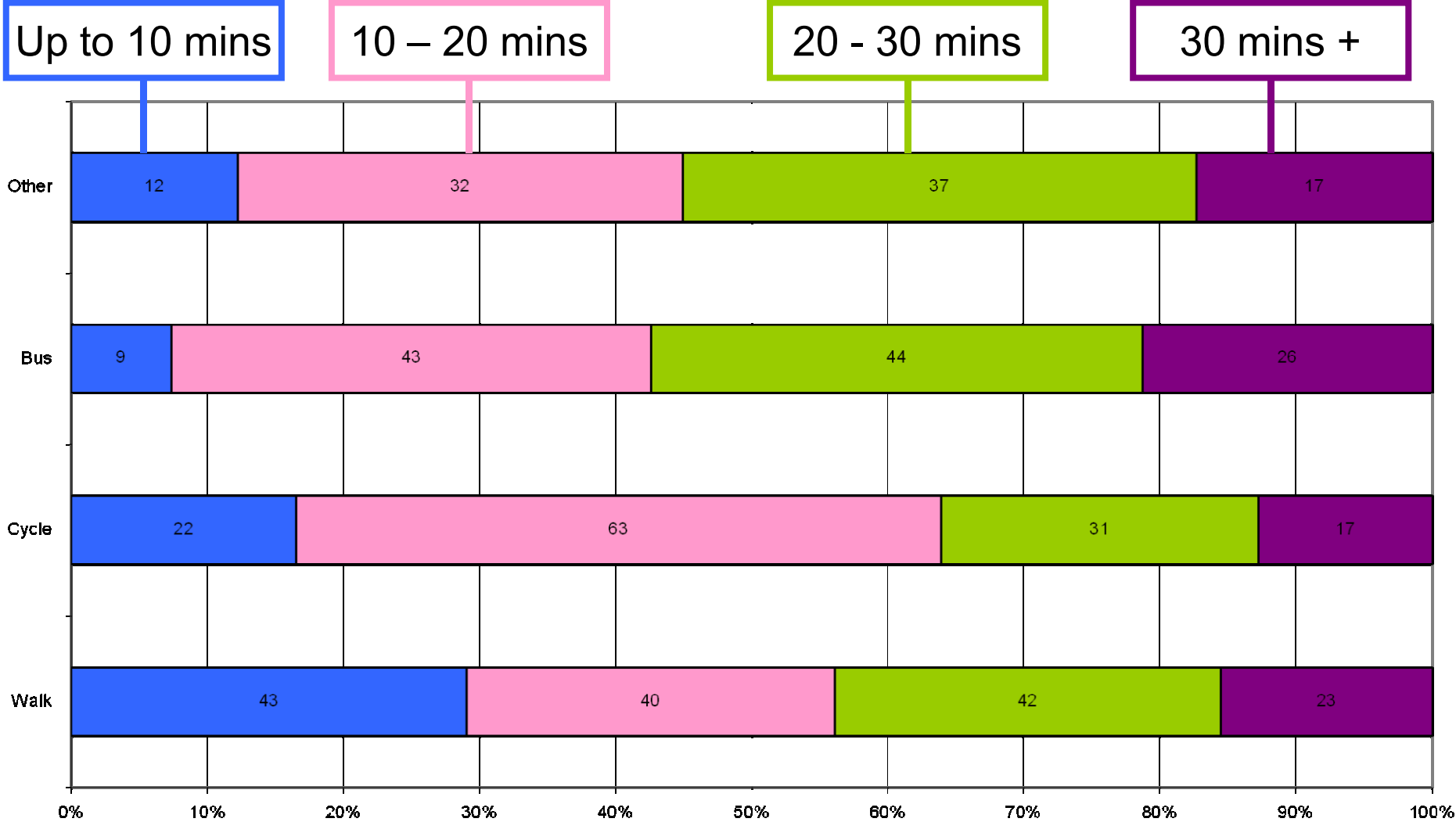
27% wouldn't pay more

80% of **V&I / Youth Council** respondents would pay up to



80% wouldn't pay more

# How far would you travel?



What's the most important thing about the service you receive?

meet new people. feel. future. everyday life. food.  
trust. atmosphere. environment. stuff. workers. friendly staff.  
free. time. life. voice. Castlegate. friends.  
advice. helpful. talking.  
staff. people. support.  
friendly. services. problems. fun.  
safe environment. nice. finding job.  
understand. easy. new people. jobs. place.  
confidentiality. CV's. welcoming. youth workers.  
explore. everyday.

## Appendices

### **'The Shape of Youth Work To Come' – Case Studies (Children and Young People Now Article)**

#### **WEST SUSSEX: Peter Evans, Cabinet Member for Children and Families**

There has been much debate in recent months about the future of youth service provision in West Sussex.

The background, of course, is the fact that the county council has to reduce its spending by £79m over the next three years, which involves making some difficult choices.

But it also gives us the chance to look at new and innovative ways of delivering some services and working more closely with a range of partners, including community groups and the voluntary sector.

I hope most people will support our decision to direct scarce resources to where they are most needed and can have the greatest positive impact.

That is why in the future we will concentrate on intensive early intervention and targeted support for West Sussex's most vulnerable young people. That means young people who are vulnerable or at risk of being affected by issues such as alcohol, drugs, bullying, and those who might be committing or are likely to commit crime and antisocial behaviour.

#### **Transitional support**

While this new focus means we are withdrawing from direct provision of universal services, there are no plans to suddenly shut up shop and walk away. We will do our best to provide transitional support in the move towards a new service model.

Over recent months we have been meeting and talking to community and voluntary organisations, as well as local management committees for youth centres, exploring how they can take over the buildings we currently use to continue delivering youth activities within their own communities.

We are also developing an extensive menu of practical help, guidance and support we can offer to interested parties.



This includes helping groups to become more self-sufficient or find other sources of external funding and developing a policy to support groups that want to take over running county council buildings.

I believe we can create a new service for the future by providing professional support and guidance. The buildings transfer policy also shows clearly that the county council is not in the business of just walking away from services.

We believe that a big society approach is the right way forward.

**Approach** End direct delivery of universal services and target resources at the most vulnerable young people

**Anticipated savings** £2m

### **OXFORDSHIRE: Louise Chapman, cabinet member for children, young people and families**

In Oxfordshire, positive discussions continue about keeping open youth facilities that the council will not be able to fund, and real innovation is planned.

Changes to our youth service are all part of a wider strategy to merge together various services relating to young people and families and provide them under one roof at hubs across Oxfordshire.

The changes will see a brand new innovative early intervention service, designed to support those young people in most need.

The new service will deal with issues such as absence and exclusion from school, young people not in employment, education and training, teenage pregnancy, substance misuse and antisocial or offending behaviour as well as the traditional youth service. These services are currently provided separately from each other.

### **Youth work hubs**

The service will operate from seven hubs across the county working closely with children's centres and other partners. They will also provide further outreach services. These hubs will continue to offer evening and weekend sessions to young people.

There are currently 26 dedicated young people's centres that are fully or significantly funded by Oxfordshire County Council. The proposal is that 13



centres should have funding to continue to provide youth work. Seven of these will be hubs operating from Banbury, Bicester, Witney, Didcot, Abingdon and two in Oxford.

Youth work will also continue in six satellite centres feeding into the hubs at Blackbird Leys, Rose Hill, Barton, Riverside, Berinsfield and Kidlington. This will save on management costs since activities will be managed and administrated by hub managers to preserve more frontline work.

Of the other centres not included in the plan for early intervention service hubs, six are on school sites and positive discussions are taking place with the schools about keeping them open. These are at Eynsham, Thame, Chiltern Edge, Wantage, Chipping Norton and Wheatley.

There are a further six young people's centres where discussions are taking place with local people to come up with methods of keeping facilities running. These are Faringdon, Wolvercote, Saxon Centre (Oxford), Carterton, Wallingford and Wood Farm, Oxford. Henley Young People's Centre is not owned by the council but receives financial support and discussions continue about arrangements.

There are other miscellaneous arrangements where the council currently provides some support to privately operated youth services. Discussions are taking place about their future.

**Approach** Merge youth services with others relating to young people and families and employ a youth hub model

**Anticipated savings** £4.2m

### **MANCHESTER: Mike Livingstone, director of children's services**

We are currently asking Manchester residents for their views on plans for youth services in the city. The consultation will run until 31 May so no decisions about the future shape of the service will be made until after then. The council has to save £109m this year, rising to £170m next - 25 per cent of its whole budget.

All areas of the council must look at making savings, including the youth service. Proposals have now been drawn up to make savings.

It is proposed that the council will withdraw from its role as a direct provider of youth services but will work with schools, colleges, the voluntary sector and other

agencies to ensure a range of good recreational opportunities and information and advice is available to young people across the city.

We propose that the council will retain a small budget to commission targeted provision for the most vulnerable young people. It is anticipated that the majority of this money will be available to local voluntary organisations that can demonstrate a good track record in improving outcomes for young people who are farthest away from the job market.

It is also proposed that the information, advice and guidance service currently provided to all young people through Connexions will be targeted on the most vulnerable young people.

Young people represent the future of our city and we remain committed to ensuring that we provide the best possible services, despite the very challenging circumstances.

We believe these proposals are the fairest we could draw up in these very difficult times, but we're also keen to have an open and genuine consultation process where all views and ideas will be considered.

**Approach** Hand over universal youth services to the voluntary sector and focus on providing targeted support

**Anticipated savings** £3.5m

**DEVON: Christine Channon, cabinet member with responsibility for the youth service**

Devon's youth service is a universal and education-based service, which offers developmental programmes and opportunities to young people aged 13 to 19. The service works with the voluntary sector to offer a wide and varied number of activities and opportunities across the county.

Now that the government is looking to local authorities to commission many of its services, we are seeking to develop the youth service through a new structure, providing a key offer for delivery of its services. The reduction in funding from central government has focused our attention on developing priorities for the youth service. We are committed to keeping youth centres open and protecting frontline staff. We are only planning to close one youth centre in the county, which is only used one evening a week, and is close to another centre, with which it will be merged.



## **Pooled resources**

The service is being reorganised to reduce the number of geographical teams from six to four; reducing the number of team leaders and senior area youth workers and pairing some centres with neighbouring ones under the management of one area youth worker. This will help us achieve the budget reduction by reducing management and back-office staff, and will provide added benefits of pooled resources and economies of scale.

The new structure will also provide opportunities to integrate the service with careers and youth offending services to enable a more seamless, single pathway for young people.

We recognise the importance of maintaining the service, and intend to work even more extensively with the voluntary sector to ensure young people's needs are met through a wide variety of provision.

The Red Rock youth centre in Dawlish, which opened last year, is one example of the new way of working. The centre has quickly become a community hub that provides a conduit into key services for young people in the area, including careers advice and vocational training. As well as a host of the more traditional youth service activities on offer there are also purpose-designed suites where young people can learn vocational skills such as carpentry and general building. There is also a fully equipped hair salon and catering room, where silver service training is provided, and even a restaurant that is regularly open to the public.

New youth centres in South Molton and Chulmleigh are also in the final stages of completion. These centres will continue the theme of providing a multi-agency community hub for young people in the area.

**Approach** Reduce number of geographical teams and managers, and pool resources with other relevant services

**Anticipated savings** £683,500

## **WARWICKSHIRE: Heather Timms, lead member for children, young people and families**

Warwickshire County Council must make unprecedented savings of more than £60m across all our services by 2014. For the youth service, this means a £3.5m reduction in funding.



The pace and magnitude of the financial challenge requires large-scale reform. We have been forced to make some difficult decisions across the whole organisation, including accepting that we can no longer sustain youth services in their current form. We have no choice but to change the way we meet the needs of Warwickshire young people.

However, with change comes a time for review, and our Transformation of Youth Service proposals offer us new opportunities. We envisage that services for young people will still be on offer through collaborations with voluntary and community groups and we have invested £1m to develop these links and lay strong foundations for the future.

It is essential that we regularly engage with young people and that they continue to have opportunities to take part in activities and have a voice in our communities.

Enhanced support for more vulnerable young people must also be ensured, so a key part of our work will now focus on early intervention, working in targeted areas of greatest disadvantage. As part of this, we will look at how best to reach these groups and establish their needs.

### **Young people's voices**

We have identified three strands to our commitment to transform youth services. These are continuing to ensure that young people have a voice through initiatives such as the UK Youth Parliament and locality forums; enabling and developing capacity within the voluntary sector; and developing a flexible youth workforce that can meet some of the needs of young people in areas where there is no other provision.

We will be reviewing the value of all premises used for youth service activities, which will provide a focus for both future partnership work and for offering dedicated young people services in the communities of greatest need.

A consultation that invites the views of young people, communities, voluntary services and other interested groups is currently under way and feedback will be reviewed over the coming months.

**Approach** Deliver youth services through the voluntary sector and provide enhanced support to the most vulnerable

**Anticipated savings** £3.5m



**YPS & YOT**  
**Current Statements of**  
**Purpose/Values**  
**(2010)**

## YOUNG PEOPLE'S SERVICES

**Our vision is to support young people to be safe, happy, healthy and involved so they can achieve and develop, and be valued and recognised for their positive contribution.**

The four main elements to YPS are:

- Universal Information, Advice and Guidance (IAG), including a statutory duty to provide careers advice to young people in partnership with schools and colleges. Counselling and intensive support for those who require specialist intervention is also provided.
- Access to a wide range of positive activities, including an appropriate offer of “places to go and things to do” that reflects the Government’s ambition for youth opportunities.
- Empowering young people to influence services and facilities that are available to them and facilitating opportunities to volunteer and contribute to their local community.
- Targeted support for vulnerable young people experiencing difficulties in their education, health, behaviour, or relationships, with specialist services for disabled young people or those from different ethnic backgrounds.

Whatever the setting, workers understand that the most successful and productive relationships take place with young people **when** the service:

**Is** centred around the needs of the young person

**Starts** where the young person is starting and recognise the values that are important to them

**Focuses** upon empowerment and the fulfilment of potential

**Is** based upon relationship building – relationships built between young people and workers, and between young people and their peers

**Offers** impartial information, advice and guidance

**Adopts** a holistic approach and responds flexibly to need – including collaborating with or signposting to other agencies when appropriate

**Ensures** confidentiality within agreed boundaries

**Provides** opportunities for young people to engage with our services on a voluntary basis\*

# York YOT

## YOUTH OFFENDING TEAM

*reducing youth crime improving lives protecting the public*

Helping make York a safer, better place for everyone:

- Changing the outlook and behaviour of individuals we supervise
- Reducing youth crime by working in partnership to ensure that young people get the support and direction they need
- Ensuring that the voice of victims is heard
- Working with families and the community to help them promote positive change in young people
- Protecting the public through rigorous enforcement of sentences imposed by the court

Income and Expenditure Budgets for the Proposed Intergrated Youth Service

<u>Income</u>	£
CYC YPS Net budget 2011/12	2,552,960
Full Year Effect 2011/12 Savings	<u>-187,000</u>
CYC YPS Net budget 2012/13	2,365,960
Network 2 Other Grant	65,000
Crossroads Grant	20,000
Behaviour Support contribution towards ALPS	192,570
Behaviour Support contribution towards ALPS Building	23,000
CHAF contribution -Sessional workers	21,000
CHAF contribution-Castlegate	19,000
Ward Committee Internal grants	32,930
YPS miscellaneous income	<u>16,570</u>
<b>YPS Total</b>	<b><u>2,756,030</u></b>
CYC YOT Budget 2012/13	335,010
Youth Justice Board Grant	445,970
Health YOT Contributions	37,000
Police YOT Contributions	39,150
YOT misc income	<u>1,020</u>
<b>YOT Total</b>	<b><u>858,150</u></b>
<b>Total Income</b>	<b><u>3,614,180</u></b>
<u>Expenditure</u>	
Staffing	2,640,766
YPS Training and Travel	33,960
YOT Training and Travel	11,100
YPS Premises	7,240
YOT Premises	189,500
YPS Operational	280,830
YOT Operational	58,790
YPS Central Recharges	224,910
YOT Central Recharges	<u>114,930</u>
<b>Total Expenditure</b>	<b><u>3,562,026</u></b>
<b>Surplus</b>	<b>52,154</b>

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## Education Select Committee - Conclusions and recommendations from the June 2011 Report

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### The purpose and reach of services

**1. Various government initiatives from 1939 onwards have aspired to create a universal offer of youth services to all young people, principally delivered through local authorities. Yet, although the number of young people accessing services has risen over the past decade or so, in reality youth services have never reached anything like 100% of young people. Services often referred to as 'universal' tend to be open to all young people but located in particular areas, often of disadvantage, and are arguably targeted in a geographical sense. We do not believe that there are any truly universal youth services and consequently propose to use the term 'open-access' rather than 'universal' in drawing a distinction with targeted services. We recommend that the Government do the same. (Paragraph 19)**

**2. Services for young people have myriad aims and we do not intend to comment on their individual merits. However, we do underline an important point of principle about provision: namely that the purposes of youth services should primarily be to offer positive activities and enriching personal and social experiences and not solely to be seen as a mechanism to divert young people from misbehaviour. This is especially important given that 85% of young people's time is spent outside formal education. We urge the Government to announce publicly its intention to retain the statutory duty on local authorities to secure young people's access to sufficient educational and recreational leisure-time activities, which requires them to take account of young people's views and publicise up-to-date information about the activities and facilities available; and we remind local authorities that they must have regard to this duty. (Paragraph 27)**

**3. We understand that when public funding is limited priority may be given to services which support the most disadvantaged. However, our evidence showed that open-access services can sometimes be as effective as targeted ones in reaching those young people, that both can perform similarly life-changing roles in young people's lives, and that young people often move between them. Consequently, in determining which services to commission, local authorities must recognise that an open-access service could be more appropriate than a targeted one for improving certain outcomes for young people, or that both types may be needed. (Paragraph 28)**

### Identifying successful services: measuring value and impact

**4. In light of the limited and somewhat outdated research evidence base about youth services, we believe there to be a strong case for relevant university**

research institutions and other academics in the field, perhaps in partnership with sector research journals, to conduct a meta-analysis of studies relating to the impact and effectiveness of youth services. The Government should commission such an analysis from an appropriate consortium as part of its forthcoming youth strategy, and should publish the results, to contribute to the public debate. (Paragraph 36)

5. There is little doubt that good youth services can have a transformational effect on young people's lives and can play a vital role both in supporting vulnerable young people and in enriching the lives of others without particular disadvantage. However, we were frustrated in our efforts to uncover a robust outcome measurement framework, in particular those that would allow services to be compared in order to assess their relative impact. We were alarmed that the Department for Education is expecting local authorities to make spending decisions on the basis of such poor data about what services are being provided, let alone which are effective. (Paragraph 39)

6. We accept that the outcomes of individual youth work relationships can be hard to quantify and the impact of encounters with young people may take time to become clear and be complex. In that context, it is hard to reject the basic tenet expounded by a range of youth service representatives and young people themselves, that 'you know good youth work when you see it'. However, with a tight spending settlement and an increase in commissioning of youth services at a local level, we also believe it is essential that publicly funded services are able to demonstrate what difference they make to young people. (Paragraph 40)

7. Whilst wanting to guard against inappropriate or distorting measures like simple head counting, there is no good reason why robust but sophisticated outcome measures should not be developed to allow services to demonstrate the impact they have on young people's personal and social development. We accept the evidence we heard from the National Council for Voluntary Youth Services (NCVYS) that such tools already exist and that what is needed is agreement on a common set of standards which will allow services to be evaluated and compared. Consequently, we welcome the Government's decision to commission NCVYS to deliver an outcomes framework for application across the sector. This framework should take account of personal and social wellbeing measures, young people should be closely involved in its design and application and it should be simple and inexpensive to administer. New Philanthropy Capital's wellbeing index presents a good template for initial consideration. (Paragraph 51)

**Service provision: funding, commissioning and payment by results**

8. We disagree with the Minister that spending of £350 million per year—equating to around £77 per young person aged 13 to 19—on youth services in England equates to "large slugs of public money". On the contrary, we congratulate the sector for its long-standing dexterity in making limited resources go a long way and for continuing to support young people despite reliance on a patchwork of different funds. However, in the tight financial

settlement, services will need to redouble their efforts to leverage in other sources of funding, including making better use of philanthropic and charitable funds and private sector investment. Our evidence suggested that many smaller services found it hard to access such sources: we recommend that the Government and local authorities take positive action to support them by brokering partnerships with alternative funders. (Paragraph 61)

9. It appears that provision of youth services is currently "patchwork", as the Minister suggested to us, with a degree of duplication and overlap between activities and providers in some areas. We did not, however, hear evidence that decisions about current cuts to services were being made on the basis of assessment of what was needed locally and in order to weed out overlapping provision. On the contrary, the Government's assessment seems to be that cuts are being applied across the board to 'salami slice' youth services, where they are continuing at all. (Paragraph 68)

10. Youth services cannot hope to be immune to necessary public spending cuts. However, there have already been very significant and, in the Minister's own words, "disproportionate" cuts to local authority youth services, ranging from 20% to 100% in some areas, and further cuts are planned over the Spending Review period. For many wholly or partially publicly funded youth services, changes to Government spending and funding structures—including the reduction to the value of previous funds redirected into the Early Intervention Grant and the reduction in overall Revenue Support Grant to local authorities—may be both dramatic and long-lasting. The Government's lack of urgency in articulating a youth policy or strategic vision is regrettable, is compounding an already difficult situation and should not be allowed to continue. In setting out its strategic vision the Government should indicate its expectations of the range and standards of youth services which should be available across the country including, for example, access to information and advice, to varied opportunities for personal and social development and to volunteering. Such opportunities need to reflect the different requirements of those beginning adolescence and those entering adulthood, as well as other socio-economic factors. (Paragraph 69)

11. We welcome the Government's issuing of draft statutory guidance to local authorities not to pass on "disproportionate" cuts to the voluntary sector. We urge it to finalise this guidance and ensure that local authorities are made aware of its application to youth services. However, if local authorities fail to meet their statutory duty to provide sufficient services for young people, the Secretary of State for Education should consider employing his powers to direct them to commission adequate provision. (Paragraph 70)

12. We agree with the Minister's concern about a lack of awareness and information-sharing between services and geographical areas. The Department should take a lead in sharing best practice. We recommend that it establish a dedicated area on the 'Youth' section of its website for youth services and young people to post examples of innovative practice to encourage services to learn from one another. Local authorities should establish similar area-wide repositories. (Paragraph 71)

**13. We support the broad principle that local authorities should primarily become strategic commissioners rather than simply the default providers of youth services. However, given that a significant proportion of youth services are already provided by the voluntary sector, to make significant savings local authorities will need to consider radical options—for instance, converting entire youth services departments into social enterprises, as in Kensington and Chelsea, or handing management of youth centres to the voluntary sector, as in Surrey. (Paragraph 83)**

**14. We believe there are a number of practical recommendations which will make commissioning of youth services more effective. The Government should draw these to the attention of local authorities, either through its forthcoming Public Service Reform White Paper, or by issuing guidance on commissioning practice. First, rather than simply continuing to commission those services currently being provided, local authorities should undertake a thorough review of what their young people want and need, avoiding duplication and waste and taking into account what is already being provided by other agencies. Second, the outcomes against which services are commissioned must include positive as well as deficit indicators. Third, local authorities should encourage partnerships bids, particularly those which mix large bodies which are well-known and have the capacity to invest in collecting management information, with smaller, community-based providers. Finally, Government should require local authorities to set out how they will involve young people in commissioning decisions, whether in representative roles, such as young mayors, or through processes such as participatory budgeting. The evidence we received suggested that such involvement can not only empower young people, but also enhance the effectiveness of spending decisions. (Paragraph 84)**

**15. We do not believe that a system whereby local authorities withhold payment until a service demonstrates specific results is suited to the funding of youth services, particularly open-access ones. First, many services simply do not currently collect appropriate data to measure outcomes. Second, the cohort is ill-defined, with many young people dipping in and out of services over a period of time. Third, isolating the impact of a single intervention is hard when a service may be only one of several influences on a young person's life. Fourth, results are likely to be achieved over a long time frame over which services would struggle to operate without any up-front funding. (Paragraph 90)**

**16. However, we do believe that there is scope for a form of social impact bond to be applied at a local authority level, in addition to core spending on youth services by local authorities. Under such a model, the Government could encourage social investment in a basket of outcomes for young people in a local area. If those outcomes improved, there could be a return to the investor and also to the local authority. We recommend that the Government carry out a feasibility study on such a system, bearing in mind that it should be in addition to current spending on youth services, not an alternative. (Paragraph 91)**

## **The youth services workforce**

**17. Volunteers are highly valued and already much deployed across youth services and should continue to be encouraged. The experience of The Scout Association, amongst many others, shows the considerable potential for volunteers to be trained effectively and form a core part of the workforce. It is not, however, clear to what degree greater use of volunteers is possible, since they already comprise a sizeable proportion of the workforce—87% according to analysis by the Children's Workforce Development Council—and there are costs to their training and support. However, additional barriers to their participation should not be introduced, and in this context we welcome the Government's pledge to scale back the bureaucratic nature of Criminal Record Bureau checks. (Paragraph 102)**

**18. We acknowledge that the requirement to have a degree in order to acquire professional youth worker status may have had positive effects in cementing youth work as a profession. However, we are not aware of any research that shows definitively that higher levels of qualifications in youth work lead to better outcomes for young people, and it was not clear to us why a degree should be the only route into qualified youth work status. We believe that it would be timely to review the knowledge and skills likely to be needed by youth workers over the next decade and the range of initial training and qualifications which would help to secure these. (Paragraph 103)**

**19. The low priority afforded to continuing professional development of the youth workforce is concerning, in particular the fact that, according to the last audit conducted by the National Youth Agency in 2008, some 33% of local authorities spent nothing at all on it, despite accredited terms and conditions for youth workers recommending that it should account for a minimum of 5% of local authority youth service budgets. Investment in continuing professional development would be particularly worthwhile in enabling practitioners to share good practice and new ways of working between services. The Government must engage with the questions about qualifications, training and continuing professional development which we raise in this Report, and set out how it intends positively to support the sector in its developing its workforce. (Paragraph 105)**

**20. We did not hear sufficient evidence to convince us of the merits or otherwise of introducing a licence to practise for youth work, although we note that it does seem rather odd that other professionals working with children are subject to protection of title, when similar standards are not applied to the youth workforce. A recent proposal by youth organisations to establish an Institute for Youth Work which could set minimum standards across the sector and promote continuing professional development, is worth further consideration. (Paragraph 110)**

## **Youth volunteering and the National Citizen Service**

**21. We applaud those talented young people who are engaging in positions of democratic responsibility and leadership, and organisations like the British**

**Youth Council and UK Youth Parliament for enabling them to take up such roles. We welcome the Government's support for democratic participation, and urge it to translate into practice its ambition to have a youth engagement body in every authority in the country which plays an active role in shaping and scrutinising those policies which affect young people. (Paragraph 117)**

**22. Whilst we acknowledge that a nominal cost may ensure commitment on the part of participants, we believe that the inevitable effect of providers charging up to £100 for participation may well be to deter young people from low income families. (Paragraph 123)**

**23. Evidence from the Minister for Civil Society and the Government Adviser on National Citizen Service suggested to us that funding for the programme may not continue to be ring-fenced beyond the pilots. Indeed, we found it ominous that both spoke in terms of generating funds from elsewhere, despite having emphasised that additional money was being made available through the Cabinet Office. We are concerned that this may mean, contrary to the Government's assurances, that National Citizen Service might end up in direct competition with other youth services for funds at local authority level. (Paragraph 125)**

**24. The cost of National Citizen Service in 2011 is around £1,182 per young person. By contrast, the German federal Government spends £1,228 per young person for a whole year's work-based volunteering programme, which we heard enhanced young people's skills and future careers. We do not see how the Government can justify spending the same amount for only six weeks of National Citizen Service. (Paragraph 128)**

**25. Although the Government has made clear that, subject to the success of the pilots, it wishes to make National Citizen Service a universal offer to all 600,000 16-year olds, it has given no indication of what percentage it calculates would actually participate. Based on the cost per head of the 2011 pilots, it would cost a total of £355 million each year to provide a universal offer of National Citizen Service assuming, for example, a 50%take up. Even allowing for economies of scale, the costs may well outstrip entire annual spending by local authorities on youth services, which totalled £350 million in 2009-10. (Paragraph 129)**

**26. Overall, we applaud the Government's aspiration to make a universal offer to all young people, and for the emphasis placed by National Citizen Service on social mixing, skills building, community engagement and young people's positive participation in society. In a world of less scarce resources we agree that introduction of the scheme would be a positive development. However, given the degree to which youth services are being cut, and in light of our concerns about the scheme's cost and practical implementation, we cannot support the continued development of National Citizen Service in its current form. Consequently, we recommend that the core idea of National Citizen Service be retained, but that it be significantly amended to become a form of accreditation for existing programmes which can prove that they meet the Government's aims of social mixing, personal and social development, and the component parts of National Citizen Service, such as a residential experience**

**and a social action task. We acknowledge that this may further reduce the overall resources available to the youth sector, and thus recommend that Government protects those additional funds currently earmarked for National Citizen Service and divert them into year-round youth services. (Paragraph 131)**

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**Children's Centres, Early Years and Extended Services Restructure****UNISON Comments to the Cabinet Member Decision Session.**

UNISON has consulted widely among all staff groups affected by the restructure to ascertain their views on the structure and fed this back as part of the consultation process to the Assistant Director. The Assistant Director's consultation has also been extensive and genuine, and we are grateful for the time and effort that has been put into trying to achieve a working service despite £1.5m budget cuts. We recognise that this is a painful process for all the staff involved, and we wish it to be noted that their feedback has been constructive and solution focused. We echo the Assistant Director's comments on the professionalism shown by staff.

At a time when negative comments are made in the media about public services, we wish it to be noted that the staff embody what public service is all about: providing services in the local community and for that community, not for profit, but in response to need. They are deeply concerned about the effects of this budget cut in delivering services to the families and providers they support.

UNISON would like to seek assurances that these services will not be subject to further funding cuts as we believe that the three services (Children's Centres, Early Years and Extended Services) between them have seen a reduction that more than meets the government's 28% cuts over 4 years. Whilst we accept that, as with any new structure there will be a period of bedding down and there may need to be tweaks; the service as described will be spread very thinly. We would strongly assert that further cuts in early intervention create higher costs longer term. There is ample evidence that for every £1 spent on proven early intervention prevents a spend of between £3 to £5 later on. This is highlighted in the Allen report.

The feedback from members has been clear that they support the 3 strands as proposed, and they are very keen to ensure that these strands work seamlessly with one another. They have identified that there needs to be clarity on roles and responsibilities, a clear understanding of who their partners are and a willingness to work collaboratively and break down any real or perceived barriers to achieving the combined work of the services. They said quite clearly that partnership is a two way street.

They have also fed back on keeping all 9 Children's Centres open. The structure creates a buildings heavy structure and assumes that all Children's Centres will be open 52 weeks a year Monday to Friday. There is a view that this does need to be analysed further, and the questions about actual opening times of Centres needs to be asked. They are very clear that the work carried out by the Children's Centre Support Workers should be carried out

**Written representation received from Unison re agenda item 5**

on a full time basis as this is directly supporting families in the community. They welcome the inclusion of the Service Support Manager role.

Children's Centre staff have also indicated that they are open to looking at different ways of working, prioritisation, collaboration and cooperation and removal of boundaries and they have expressed that it is very important to ensure that allocation of workers to Children's Centres is fair to staff as well as being flexible.

There was very strong feedback that the role of Children Centre Managers needs to be clearly defined and how the role fulfils the need to support the centre in practical day to day running terms, and the balance with having a personal case load.

There was also strong feedback about there being 2 front lines, the first directly with families, and the second about the support offered to settings, schools and other partners who also support families.

Feedback around the Toy bus has offered that how the Bus operates and its catalogue can be streamlined and be more efficient, and this has been acknowledged by the Assistant Director as work to be done.

We welcome the improved support to settings, as this had been identified as a significant weakness in the original proposal, but there remains concern that there is still an imbalance with the Early Learning Leaders (ELL's). We have not as yet had clarity as to why 3 posts remain in the structure, and this does need to be addressed so that staff clearly understand the role of the ELL and how it will be delivered.

Extended Services effectively ceases to exist, and it is only the Parent Support Advisor role that remains of this service. They indicated that if their current line management was removed, they felt their work links most effectively with the Parenting strand in the Children's Trust Unit (CTU). This has been taken on board, as well as their role being kept separate. There is very strong feedback that Extended Learning Opportunities (ELO) work should remain in the structure.

There was also strong and consistent feedback that supervision has to be effective, and a broad consensus that a social care model be adapted.

The Advisory role to settings has been strengthened, and we welcome this as this is critical to ensuring that all settings in York are appropriately supported. It was very clear from the feedback that this group of staff had given a great deal of thought to how they could work most effectively in the future. There is now a shared learning journey for the learning strand in having a role that supports the maintained schools and the Private, voluntary and Independent sector who work differently.

**Written representation received from Unison re agenda item 5**

There was also feedback about the role of play in the structure, not only about learning through play, but ensuring that the links with the Play Team are not only maintained but strengthened. This came more from outside the immediate service areas, but is a valid point that does need to be considered in future service planning.

Extra capacity has been built into the Childcare Strategy and Business strand, and this is welcome as there was very clear feedback that what was missing was the front line that supports our partners. The front line needs to have effective and efficient support, and this can be forgotten when designing services.

UNISON would urge the Cabinet member to:

- Build in a formal review of the 3 strand structure to reflect how well it is working and request a report back to the cabinet member
- Request clarity on the role of Early Learning Leaders based on the feedback received during consultations
- Request that the Assistant Director explores the option of including a post that delivers Extended Learning Opportunities as expressed in the feedback
- Review the potential flexibilities of 9 children's centres in their opening hours and delivery of services in consultation with their communities as expressed in the consultation feedback
- Request information about the % cut the 3 services are taking in delivering the 28% overall cuts announced by government to take place over 4 years and ensure it is shared with staff

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