



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



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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.

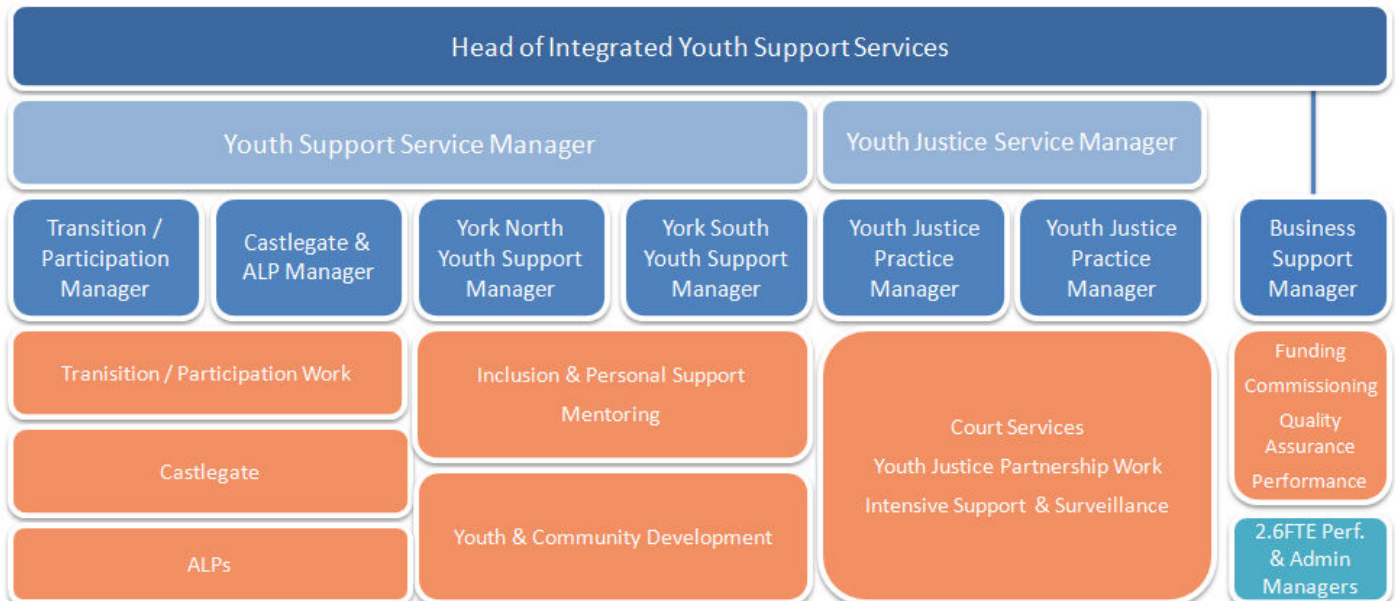
YSS will concentrate on:

- *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

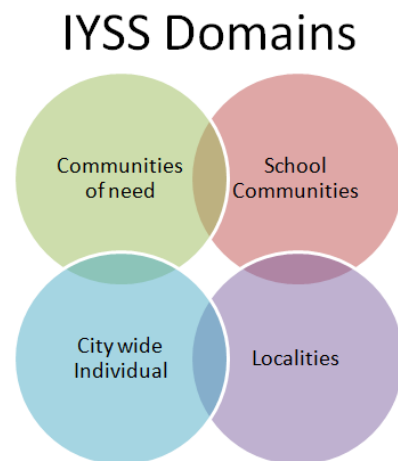
In particular, YSS will be:

- 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.



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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:

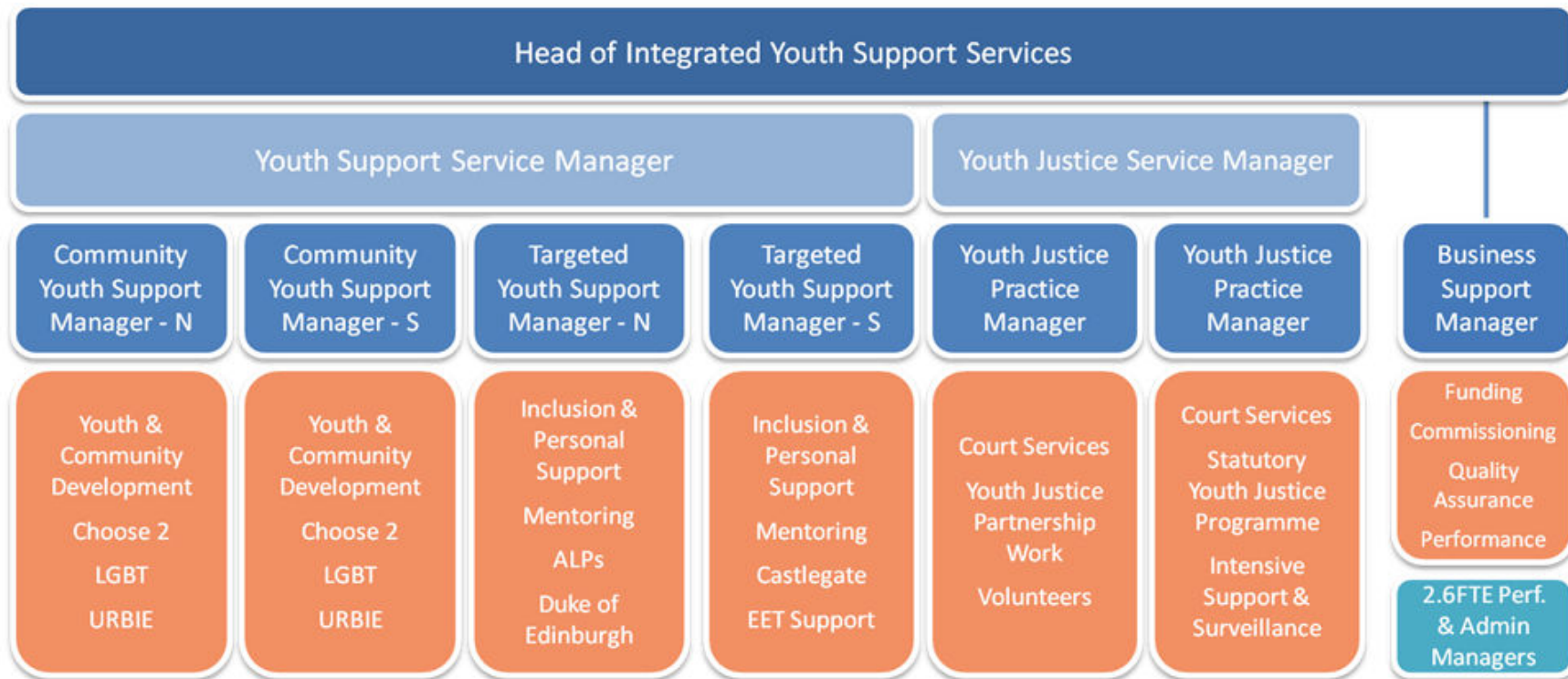
- reducing management costs by one-third compared with 2009/10, with effect from September 2011
- reduction in the number of teams/operational units; integration of a wide range of projects that are currently separately constituted.

- 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.

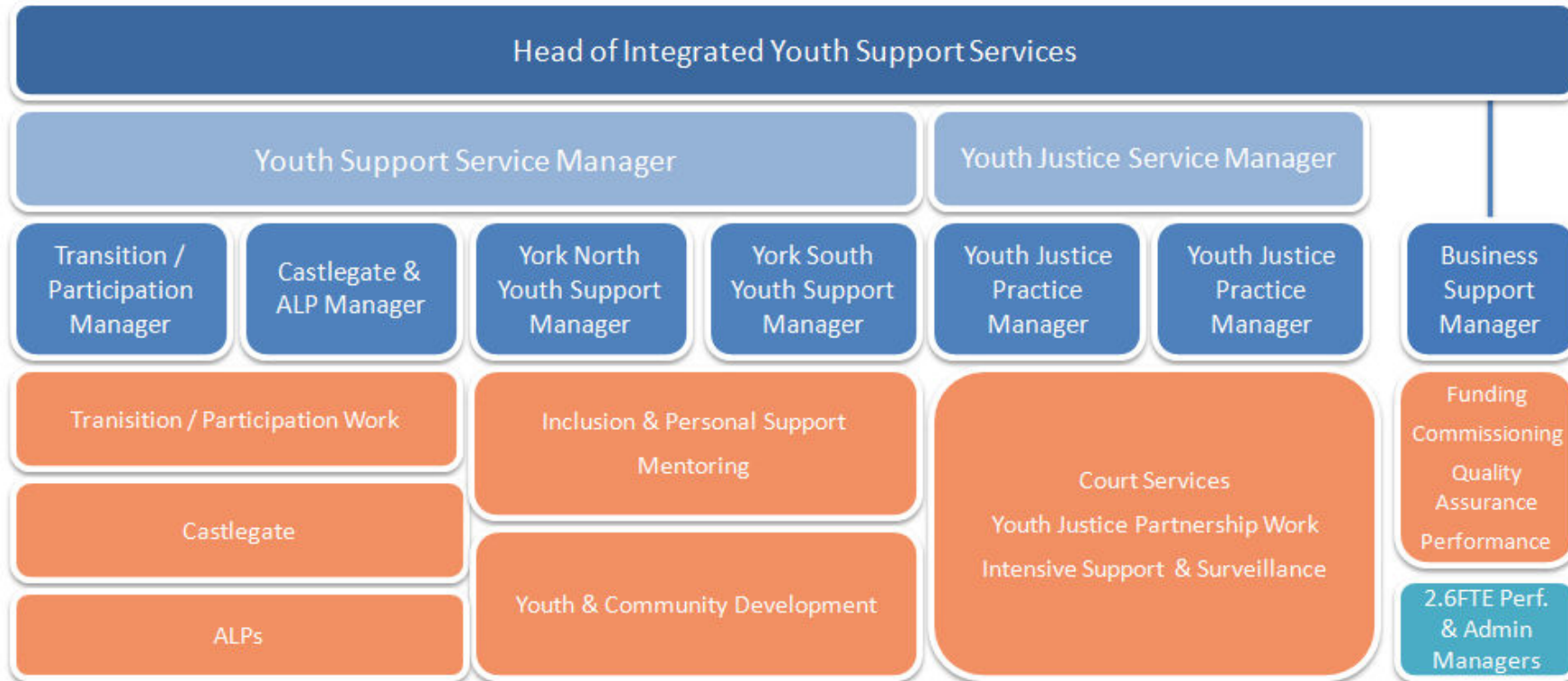


## Option 1



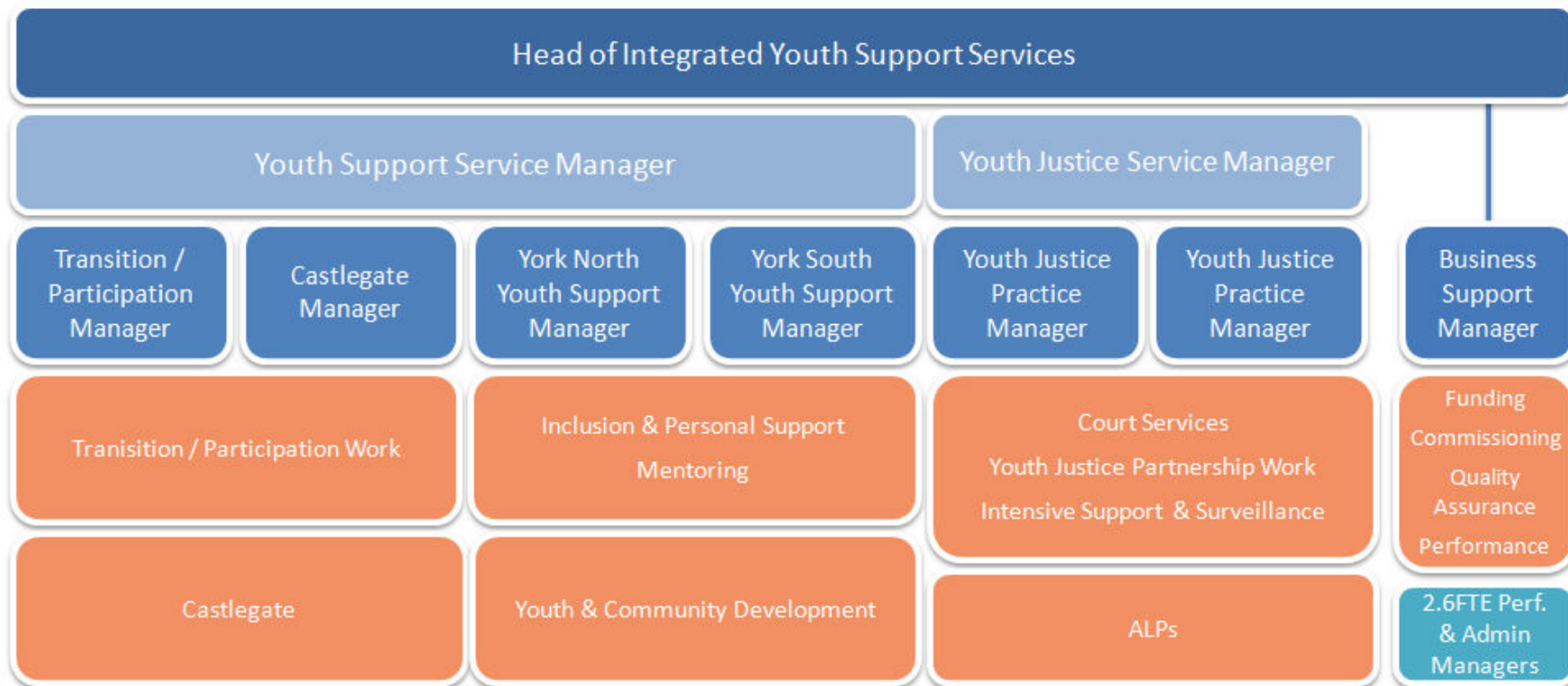
- Achieves a slightly higher level of management saving than the target.
- Moves YOT to model close to CYC Children's Tier3 Services
- Retains distinct focus and resources for youth justice, youth and community development, and targeted youth support.
- The TYS and Locality service staff and managers 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 payscale.

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.

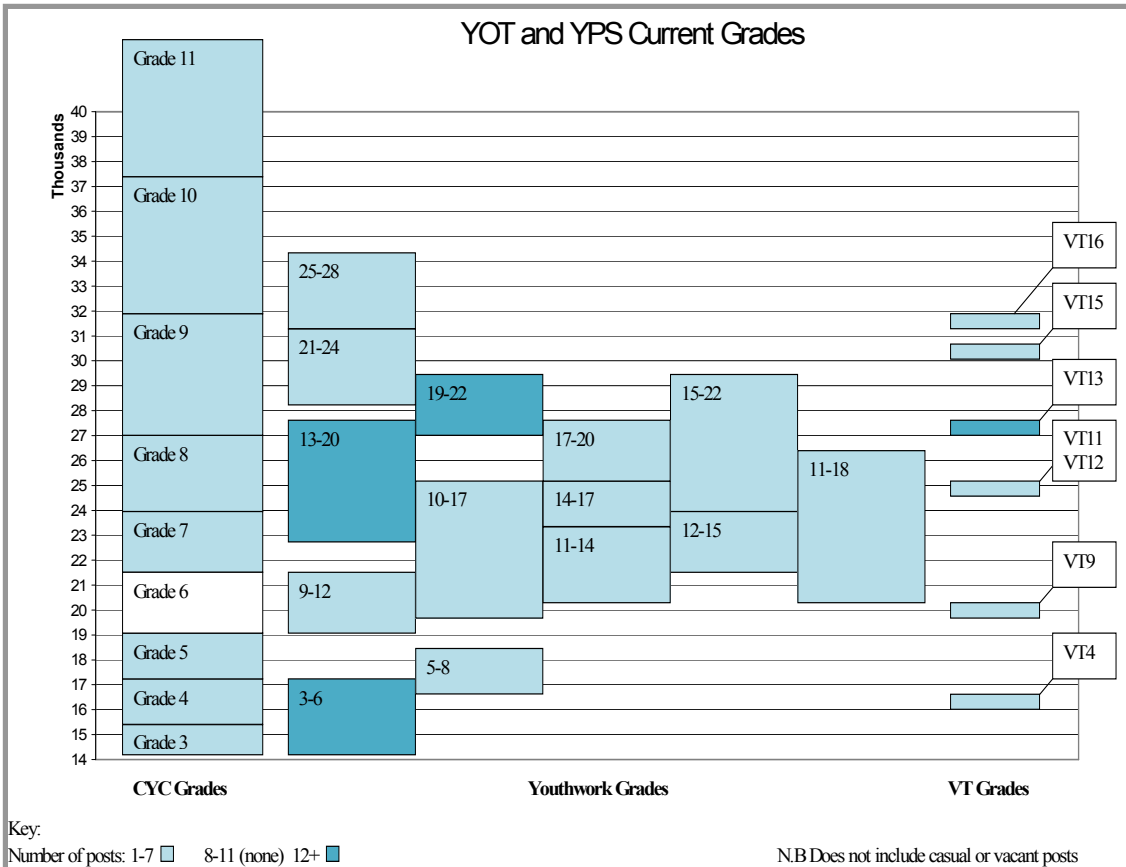
One of the unintended consequences of the necessity to cut costs opportunistically in YPS has been to reduce business support capacity. The effects can be seen in the difficulties of managing HR, finance matters, SLAs and the lack of any identified capacity for quality assurance, resource generation, 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 paycales 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 paycales so that they bear greater comparison with NJC paycales, probably using the CYC job evaluation model as the basis;
- Option C - Agree the transfer of all staff onto NJC paycales 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 paycales with staff on NJC paycales 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.