

**MANCHESTER CITY COUNCIL
REPORT FOR RESOLUTION**

COMMITTEE: PERSONNEL
DATE: 27 MAY 2009
REPORT OF: DIRECTOR OF CHILDREN'S SERVICES
SUBJECT: REORGANISATION OF THE YOUTH SERVICE

PURPOSE OF THE REPORT

To report back on the re-designed model of the Youth Service within Manchester, that delivers alongside the previously approved Head of Service Youth Offer and District Youth Offer Manager posts. The redesign outlined below provides a model that is sustainable and will lead to improved life opportunities for the young people of Manchester within a delivery model that achieves a Manchester Youth Offer.

To endorse the re-designed model, recognizing the contribution made by youth work to supporting the Youth Offer that will improve outcomes and align to the 'Every Child Matters' agenda.

To seek delegated authority to develop the remainder of the structure as detailed in this report.

This report is a follow up report to the one previously presented to the Personnel Committee in March 2009.

RECOMMENDATIONS

The Committee is recommended to:

1. Endorse the re-designed proposals made in this report; agree the disestablishment of all current Youth Service posts and the establishment of the District Youth Officer Structure of:
 - Advanced Professional Youth Worker x 6 established on JNC Youth Worker terms and conditions of service on a salary range of £33,392 - £36,017
 - Targeted Youth Support (TYS) Coordinator x 6 established on JNC Youth Worker terms and conditions of service on a salary range £29,920 - £32,552
 - Main Professional Grade Youth Workers x 24 established on JNC Youth Worker terms and conditions of service on a salary range of £26,708 - £29,061.

The citywide team comprising:

- A Youth Offer Manager (Quality Assurance) established on JNC Youth Worker terms and conditions of service on a salary range of £29,920 - £32,552.
 - A Youth Offer Manager (Participation) established on JNC Youth Worker terms and conditions of service on a salary range of £29,920 - £32,552.
 - Accreditations Officer established on JNC Youth Worker terms and conditions of service on a salary range of £26,708 - £29,061.
 - Youth Offer Publicity and Communications Officer established on JNC Youth Worker terms and conditions of service on a salary range of £26,708 - £29,061.
2. Appoint administrative, ancillary and part-time youth support worker posts in line with current budget levels but utilising modern pay scales and terms and conditions. The admin roles are currently subject of the admin review within Children's services.
 3. Grant delegated authority to the Director of Children's Services in consultation with the Head of Corporate Personnel to develop detailed job descriptions and person specifications for each new position.
 4. Grant delegated authority for the Director of Children's Services in consultation with the Head of Corporate Personnel to put in place the appropriate arrangements to process the remainder of the service as described above.

FINANCIAL IMPLICATIONS FOR THE REVENUE AND CAPITAL BUDGETS

The current mainstream funded staffing budget for the Youth Service is circa £4.24 million per annum. The new service delivery model set out in this report will be delivered within this current budget. Details of the revised cost profile of the service will be reported to Members as part of the budget monitoring process.

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BACKGROUND DOCUMENTS

The core drivers for this proposed restructure are detailed in the reports presented to CYPOS in July 2008. These were entitled 'Manchester Youth Service and 'Manchester Youth Service Improvement and Reorganisation Plan'. The key government documents used as reference points were Transforming Youth Work (2002), Resourcing Excellent Youth Services (2003), Every Child Matters (2005) and Aiming High for Young People – a ten-year strategy for positive activities (July 2007).

WARDS AFFECTED: All

IMPLICATIONS FOR:

Anti poverty	Equal Opportunities	Environment	Employment
Yes	Yes	Yes	Yes

1. INTRODUCTION

1.1 In September 2007 the Director of Children's Services requested a comprehensive review of the Youth Service. The purpose of this was to consider a number of factors: -

- Examination of the performance and achievement of targets by the Youth Service, as judged by its achievement across four Key Performance Indicators;
- Examination of the ability to respond to emerging Government agendas for young people, most notably the introduction of Integrated Youth Support, Targeted Youth Support and required responses to the Aiming Higher agenda; and,
- Consideration of the contribution that youth work makes to improving outcomes for young people and in particular its ability to deliver within a neighbourhood focus
- Consideration of the required leadership and management within a changing agenda for young people who could lead the development of the Youth Offer and ensure youth work develops as a key service for young people in the city.

1.2 An analysis of the 'as is' profile which covered all aspects of delivery of the Youth Service concluded with recommendations that the service would be greatly improved if remodelled in line with the following principles:

- Provision of a service with strong strategic leadership and direction at its core, with accountability for contributing to improving outcomes for young people in the city
- A revised budget in view of the realignment into a neighbourhood focus, via the proposed move to the 6 Districts model for delivery of Children's Services;
- In line with recommendations, the development of a 'fit for purpose' structure which will underpin continuous improvement and ensure the delivery of a modern service to, with and for young people that is significantly more neighbourhood focussed and responsive.
- The development of a more flexible and responsive workforce that delivers quality youth work, utilising qualified and experienced practitioners, through an increased and improved delivery of face-to-face contact with young people by full-time staff and by aggregating multiple contracts and creating more substantive posts for part-time staff, fully supported by a 'bank' system.

2. BACKGROUND

2.1 Since September 2007 there has been a thorough, detailed and comprehensive audit of the Youth Service, which included looking at performance, outcomes, staffing and resources and its links to other services. The outcome of this audit provided evidence that there was capacity to significantly improve the service on a number of levels.

- 2.2 The Executive received a report in March 2009 that outlined proposed changes to the youth work delivery model in Manchester. This report outlined three alternate options for consideration. These were:
- (1) The Service could be improved through evolutionary reorganisation within the existing workforce and other parameters.
 - (2) The Service could also be improved more quickly through revolutionary reorganisation if all current Youth Service posts were to be disestablished and reappointed to a radical new structure.
 - (3) It would be possible to achieve both the cultural change required, alongside the service improvements needed, by commissioning out youth work delivery in order to meet the key objectives of the City Council and its associated partners.
- 2.3 The executive approved option 2 as the model for implementation and following this a report was taken to Personnel Committee setting out the proposals for changes to posts and terms and conditions and outlining the potential impact on staff. It is important to remind Personnel Committee of the rationale for change as there will be an impact on part-time staff. This is due to the proposed reduction in the number of part-time contracts that are less than six hours and the creation of more substantive part-time contracts that are neighbourhood based rather than centre based (9 hours plus). This will provide for greater flexibility and responsiveness to develop the provision of regular, rigorous and consistent service with and for young people and support our enhanced approach to work force development for youth work staff. This change to part-time contracts will also require the creation of a 'bank' system of cover staff to accommodate the pressures of annual leave and sickness absences.
- 2.4 It is of critical importance to develop a service, which is based on quality, neighbourhood priorities and sits within a framework equipped to develop and improve the Integrated Youth Offer; which meets all its key performance indicators and adds value to the lives of the young people across our communities.

3. PROPOSED NEW OPERATING MODEL

- 3.1 In line with the decision of the Executive to adopt option 2, a proposed new operating model for the service was designed to comply with the principles of Integrated Youth Support. An organisational chart detailing the central support and district delivery model suggested in March is attached as **Appendix 1**.
- 3.2 In March 2009 Personnel Committee approved the establishment of a head of Service Post (Youth Offer) along with 6 District Head of Youth Offer posts. The Committee, however, requested further consideration of the central team

proposed at that stage and more assurance on the financial affordability. The structure has been further reviewed and re-negotiated and organisational charts detailing a smaller central support team and an enhanced district delivery model are attached as **Appendices 2a and 2b**. This structure has recognised the concerns expressed by members at the March Personnel Committee and has been adjusted accordingly.

- 3.3 The current staffing structure of the Youth Service is complex and has evolved over the years according to opportunity rather than design. On paper the staffing budget is 3.9m (mainstream and grant funding), which equates to a FTE of 165.32. The actual spend on staffing however, is 3.1m and leaves a vacancy factor of 0.8m that has historically supported an inadequate budget to fund the support and infrastructure costs of the delivery of youth services. One of the aims of the restructure is to achieve a real budget that has an accurate staffing and infrastructure resource confirmed. This realignment will allow the budget to be managed more effectively against a designed structure and will support the move to a District based structure.
- 3.4 £3.1m equates to 133.15 FTE. The new structure will comprise of 136.12 FTE within the current base budget including full time and part time posts. With the new contractual arrangements this will however deliver increased face to face contact hours with young people, thereby providing increased value for money and service.
- 3.5 Based on comments from members at the March Personnel Committee meeting, the central youth work support team has been considerably scaled down and a greater emphasis placed on full-time staff within the Open Access delivery of the District teams. This will be further enhanced by the move to new contractual arrangements for full-time staff that will see the proper JNC terms applied that will lead to the following:
- Youth Offer Manager (Participation) 60% non-contact time , 40% contact
 - Advanced Practitioner 60% non-contact, 40% contact
 - Main Professional Grade Youth Worker 30% non-contact, 70% contact
- 3.6 The effect of these changes will be to bring a far more rigorous focus on work directly with young people by the most skilled, qualified and experienced members of staff, supporting a clear and stable part-time staffing resource that is also, in the main, skilled, locally qualified and experienced.
- 3.7 Other key posts within the new restructuring proposal, such as the Quality Assurance team, will also deliver a range of face-to-face support but this will, essentially, be directly with staff as distinct to with young people.

4. KEY NEW POSTS

- 4.1 To support the new way of working, it is proposed to disestablish current roles and create a number of key roles that will be integral to the provision of a robust service. The key principle to achieving the vision and aspirations to

deliver outcomes is to have skilled and motivated people in place. Appropriate arrangements for recruitment to the revised roles will be developed in line with procedures already in place for the implementation of organisational change.

4.2 These new roles reflect modern youth provision and are based in both central support and districts. They are as follows: -

- Advanced Professional Youth Worker
- Targeted Youth Support Coordinator
- Youth Offer Manager (Quality Assurance)
- Youth Offer Manager (Participation)
- Main Professional Grade Youth Worker
- Accreditations Officer
- Youth Offer Publicity and Communications Officer

4.3 The above posts will be aligned to grades on JNC youth work terms and conditions of service.

4.4 An explanation of the key roles is set out below:-

The Advanced Professional Youth Worker will be responsible for:

- Supervising and supporting the Main Professional Grade staff in the team
- Quality assuring the service provided and ensuring that planning, review and record keeping is robust and to a high standard.
- Implementing the strategic direction to ensure high quality youth work
- Ensuring a contribution to the delivery of Targeted Youth Support Leading on partnership development at a local level, including collaboration with the voluntary sector for joint delivery where possible.

4.5 The Targeted Youth Support Coordinator will be responsible for:

- Implementing the strategic Targeted Youth Support agenda ensuring the 7 elements required are developed and embedded
- Coordinating the multi-agency teams responsive to local needs, providing creative responses to specific issues as they arise or within a specific community where priorities for intervention emerge.
- Establishing effective examples of Targeted Youth Support that enshrine a holistic approach to young peoples needs.
- Driving improvements to outcomes for identified young people, their siblings and their families
- Maximising funding opportunities for TYS where budgets can be aligned across partners.

4.6 The Youth Offer Manager (accreditation) will be responsible for:

- Developing, implementing and evaluating the quality and evidence of the delivery of youth work across the city that enables young people to achieve positive outcomes through the youth work provided

- Implementing accreditation programmes developed by the accreditation Manager
- Providing planning and practical support to practitioners that assure the delivery of effective youth work to appropriate national and local standards
- Providing rigorous and consistent support services including challenge and support that enable the district youth work teams to meet their local and national targets.

4.7 The Youth Offer Manager (Participation) (in the central team) will be responsible for:

- Driving the strategic participation and engagement agenda with regard to UKYP, the regional youth assembly, MYPC and other key bodies and partners both within and without Manchester City Council.
- Developing a strategic approach to engagement and participation within the context of the Youth Offer

4.8 Main Professional Grade Youth Workers will be responsible for:

- Delivering face-to-face youth work on a revised ratio of 70% contact to 30% non-contact time thus delivering greater face-to-face work through the more skilled part of the workforce.
- Ensuring that part-time youth support staff are effective and productive in their delivery of face-to-face youth work.

4.9 Accreditations Officer will be responsible for:

- Ensuring that learning outcomes achieved by young people are measured according to current recognised national standards
- Providing transferable learning to young people.
- Ensuring the delivery of the Duke of Edinburgh's Award Scheme.

4.10 Youth Offer Publicity and Communications Officer will be responsible for:

- Designing, delivering and sustaining online and other publicity with regard to the Youth Offer that is a statutory requirement within the Youth Offer.

5. KEY BENEFITS

5.1 At the heart of these proposed changes lies a professional judgement that the Service will perform much better if it is relocated within neighbourhood focused management arrangements through the Children's Services District Structures. Focussing more on the delivery of youth work, influencing and developing an overall offer for young people and ability to be more responsive to local need should improve outcomes for young people.

5.2 Key principles informing this professional judgement are as follows:

- The redesign of the Service will assist in increasing capacity in front-line delivery and be more responsive to local need and Council priorities. It will essentially deliver more hours of youth work for the same resources.
- This realignment will ensure, in each district of the city, the provision of a core youth work resource that can work within a tight neighbourhood framework; to clearly identified performance parameters and with a locally focused set of neighbourhood based partners.
- Whilst not all the teams will be equal, due to differences of current provision and with regard to externally funded personnel such as Youth Contact Officers and STEPS (alternative education) providers, they will each have a similar full-time core resource.

5.3 Each District team would deliver on two strands of activity in each district:

- (1) Targeted Youth Support – coordinating a range of partners to deliver improved outcomes for young people, including delivery of grant funded STEPS projects, alternative education programmes, the Intensive Intervention Project and youth diversion programmes through Youth Contact teams. This includes co-ordinating connexions, behaviour and attendance support, young people's health provision, voluntary sector and crime and disorder services within an IYSS.
- (2) Open Access Youth Work – covering centre-based, outreach, detached, and mobile youth work provision. This includes D of E and outdoor education provision as funded.

5.4 Each team, where appropriate, will focus on the four KPIs – reach/contact, participation, recorded and accredited outcomes – and work within the newly introduced (April 2008) business planning model, set alongside the recently developed Service needs analysis model (April 2008).

5.5 Each team will also engage with the current and highly effective performance management model, which has emerged since November 2007 and has recently been enhanced in October 2008 to include regular four weekly performance clinics. A key feature of this model has been to inculcate a regular and consistent review of targets; measures, outputs and outcomes, with a developing view on the impact of youth work in the lives of young people.

5.6 The teams will also be able to work much more closely within the Service curriculum document and framework, which is due for re-launch in summer 2009. This will enable a much better articulation of the balance of intervention between the central and local priorities, and the needs expressed by young people themselves. In particular, workers will be expected to focus their work on key priorities, such as health, attainment, attendance, ASB and youth crime, as well as developing stronger work with, for example, young people looked after, young people with learning disabilities, LBG T young people, and young people from BME communities.

5.7 The proposed formal move to a district team, which has been piloted, to a degree, informally during the recent financial year, enables a much tighter

focus of time, energy, attention and resource to locally specific issues and needs. This has been done because the current double district model of management and delivery has proven limited in ability to be fully flexible to achieving targets and responsiveness to neighbourhood need.

- 5.8 To support the development of youth work across the six district teams it is also proposed to create a central youth work support team, whose roles and responsibilities would be to ensure that the core youth work teams retain a youth work focus on key areas of delivery and that this is done to a clear set of city-wide standards, procedures, systems and protocols. It is envisaged that once a high quality service is embedded into the neighbourhood approach this small team could be incorporated into the District arrangements.
- 5.9 The much slimmer central youth work support team would be concerned with two key areas of activity:
- Strategic Participation and Engagement agendas
 - Planning, Performance and Quality Assurance.
- 5.10 The core driver for creating the district youth work teams is to enhance the potential for youth work to respond effectively to local needs within an Integrated Youth Support service. It is proposed that this be achieved by removing the need for full-time staff to manage the few buildings that the Youth Service has responsibility for and replace this with an appropriate administrative resource.
- 5.11 It is also proposed that this be accomplished by redrafting contracts of employment to provide clear prescription for non-youth work and youth work contact time. The retention of the JNC framework will support this but it must be done on the complete understanding that full-time youth workers will be required to deliver substantial face-to-face work, a significant change from current practice.
- 5.12 This review will also seek to resolve current issues around multiple part-time contracts for individual staff and other issues related to a range of single session contracts, by aggregating hours into more substantive contracts. This will improve the quality and flexibility of delivery options but will need to be properly managed by a 'bank' system of cover staff, which will be available to manage delivery pressures associated with annual leave arrangements and sickness absence.
- 5.13 This would provide for a far more robust part-time workforce that will increase levels of regularity and consistency of delivery, set alongside consequential opportunities for workforce development.
- 5.14 This balance of a core youth work full-time resource and an improved part-time workforce will, coupled with the 'hub and spokes' model proposed for delivering Integrated Youth Support, enable the Service to become more effective in responding to the many agendas, demands and pressures which it faces at this time and for the likely future.

6. AFFORDABILITY

- 6.1 Significant work has been undertaken with regards to the affordability of the new structure. Due to the history of the funding for the youth service between grant funding and mainstream resource, and the dependency of the vacancy factor in funding activity it is important to fully understand what is funded through mainstream budget and is therefore relatively more secure than is funded through short term grant arrangements. Please see the attached spreadsheet **Appendix 3** outlining the breakdown of expenditure against the mainstream and the grant funded service provision.

This confirms the affordability of the core services and highlights the elements of the service that are at risk due to the nature of grant funding.

7. STAFFING IMPLICATIONS

- 7.1 The HR consequences of these changes are as follows. The removal of the vacancy factor has no impact on current staff as these posts are not filled and have been vacant for some time. There will be similar numbers of full time posts available for current staff to apply for, with the changed JD's and new contractual arrangements. The most significant impact is on part time staff. There are large numbers of staff with small 3-hour contracts within the service, many of which are have multiple contracts within the service. The redesign, to both improve the quality and quantity of service, requires staff to be fully engaged in the service through on-going service and personal development. A minimum 9-hour contract will be required to achieve this. This will allow the opportunity for some staff to consolidate several small contracts, but will ultimately mean that there will be fewer positions available to accommodate all current staff.
- 7.2 The Redeployment Scheme may be difficult to apply to all staff who do not secure a position in the new structure due to the specialist nature of their roles, and the level of part time hours they undertake. It is therefore proposed that early retirement or enhanced severance is made available to staff, where this is necessitated, and a contingency budget from the 2008/9 budget has been set-aside for these purposes. This would only be applied according to strict criteria where staff could not be accommodated competently and reasonably in any part of the service.
- 7.3 This reduction of the on paper workforce will be compensated by an increased focus on direct face-to-face contact with young people by full-time staff in part. However, there will be an associated impact with regard to the closure of smaller, less robust provision that does not provide a strong youth work offer and fails to meet required performance levels.
- 7.4 Given the proposed model for quality buildings and increased detached work that will form a key feature of the development of the District youth work

teams, it is anticipated that appropriate levels of youth work for young people to access will still be maintained across each District.

- 7.5 Implicit within these arrangements, is the requirement, in line with the current Compact, for District youth work teams to be more actively engaged with key local partners, in particular the Voluntary, Community and Faith sector mirroring stronger local partnerships that have emerged through Children's Services district working.
- 7.6 Additionally, the current cycle of commissioning and future developments of that model will provide a route to ensure that unmet needs have a further opportunity to be assessed and addressed on a local basis.
- 7.7 The proposed structural changes will be underpinned not only by revised and renewed Job Descriptions and Person Specifications, which will fully reflect the broad and specific moves towards Integrated Youth Support; but will also be underpinned by new contractual commitments that will include, for example, direction on the percentage of contact/non-contact time for all staff; continuing professional development requirements and entitlements, and the consolidation of multiple contractual arrangements into a single contract.
- 7.8 These latter points highlight the clear need for a strong workforce development agenda and delivery process within the new proposals and this is already beginning, for example, in relation to the Skills Pledge for staff not qualified to NVQ Level 2 in Youth Work, of which 34% of the current workforce is eligible.

8. CONCLUSIONS

- 8.1 This report has considered and reviewed carefully members' comments and suggestions and therefore seeks approval to introduce this new operating model for a youth work service and to establish and recruit to all positions that will ensure the improvement and effectiveness of its functions.

9. COMMENTS FROM THE HEAD OF CORPORATE PERSONNEL

- 9.1 I have discussed these proposals with the Director of Children's Services and support the revisions which have been made from recommendations arising from the last Personnel Committee.
- 9.2 I believe the organisational arrangements set out in this report will support that agenda to improve life opportunities for the young people of Manchester.
- 9.3 The focus on district working is essential to build solid foundations to support a service which is based on quality, neighbourhood priorities and sits within a framework equipped to develop and improve the Integrated Youth Offer.

10 COMMENTS FROM THE TRADE UNIONS

- 10.1 We have shared the report with the Trade Unions who have indicated that they are happy with the general direction of travel. The majority of comments put forward were concerned directly with issues which may affect their members, i.e. provision of training, increase in contracted hours, adequate notice to cover at various locations within a district. All of these issues along with requests for job descriptions and 'Frequently asked Questions' Documentation will be accommodated via joint TU meetings, which will take place on a regular basis throughout the duration of the review.

ATTACHED AS APPENDICES

1. Previous Proposal;
- 2.a. Revised restructuring proposal 1
- 2.b. Revised restructuring proposal 2
3. Affordability