

**MANCHESTER CITY COUNCIL
REPORT FOR RESOLUTION**

COMMITTEE: PERSONNEL

DATE: 11 MARCH 2009

REPORT OF: DIRECTOR OF CHILDREN'S SERVICES

SUBJECT: REORGANISATION OF THE YOUTH SERVICE

PURPOSE OF THE REPORT

To seek approval to undertake a substantial reorganisation of the Youth Service within Manchester, and develop a model which is modernised, sustainable and will lead to improved life opportunities for the young people of Manchester within a delivery model for Manchester's Youth Offer

To establish a number of key senior management positions that will underpin the strategic breadth and vision needed to deliver a service reflective of Manchester's commitment to the provision of a first class Youth Offer, Integrated Youth Support Service, recognizing the contribution made by youth work to improving outcomes and aligned to the 'Every Child Matters' agenda.

To seek delegated authority to develop the remainder of the structure below senior management level.

RECOMMENDATIONS

The Committee is recommended to:

1. Agree the establishment of the following Senior Management positions that will underpin the delivery of the service.
 - Head of Service Youth Offer, at a salary of £57,744
 - Deputy Head of Service Integrated Youth Support on Grade 10+10% (£42,294 to £45,180)
2. Through delegated authority it is also intended to establish a number of key responsible positions below this level to lead and manage the new service delivery model. These are as follows: -
 - District Youth Offer Manager x 6 established on NJC 'Green Book' terms and conditions of service which will be subject to grading under the national Job Evaluation scheme;

and additional practical professional guidance, support and intervention through the new roles of:

- Advanced Professional Youth Worker x 6 established on JNC Youth Worker terms and conditions of service on a salary range of £32,498 - £35,053
 - Targeted Youth Support (TYS) Coordinator x 6 established on JNC Youth Worker terms and conditions of service on a salary range £29,119 - £31,652
 - Senior Youth Development Worker x 3 established on JNC Youth Worker terms and conditions of service on a salary range of £29,119 - £31,652.
3. Approve the disestablishment of the current Head of Youth Service on a salary of £56,799 and 4 x Deputy Principal Youth Officers on Soulbury range 4-7 £35,529 - £38,790.
 4. 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.
 5. 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 below these roles.

FINANCIAL IMPLICATIONS FOR THE REVENUE AND CAPITAL BUDGETS

The current staffing budget for the Youth Service is circa £4.6 million per annum. The new service delivery model set out in this report will result in an overall reduction in staffing costs as revised arrangements are progressively implemented. 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 – Health Check (January – February 2008)' 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 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. In addition, an 'Ofsted-style' inspection was conducted in January and February 2008. This was based on a 'health check' of services

being provided, and meetings with managers and youth work staff to gain an overview of the culture within the service, as well as the aims, objectives and working practices of their roles.

The outcome of this audit provided evidence that there was capacity to significantly improve the service on a number of levels.

- 2.2 A progress report entitled 'Manchester Youth Service Improvement and Reorganisation Plan, supported by a 'Health Check' review document, were presented to Children's Services CYPOS in July 2008. This report identified areas where there were a number of issues and gave an overview of improvements that could be made if these issues were acted on quickly and effectively. It outlined the target drivers of modern day central and local government LAA, APA, BVPIs and KPIs and associated policies around ECM, Aiming Higher, Youth Matters and Youth Offer; and the wider ASB/YCAP agenda. It also identified the need for strong leadership and management to align and collaborate across partners providing services to youth.
- 2.3 In Aiming Higher for young people [DCSF, 2007], the government put forward the view that ... 'high quality youth work, delivered by third and statutory sectors, is central to delivering our ambition of increasing the number of young people on the path to success and an important function of integrated youth support services'. Youth work should therefore help young people learn about themselves, others and society through activities that combine enjoyment, challenge, learning and achievement. It should be a developmental process that starts in places and at times when young people are ready to engage, learn and make use of it. The relationship between the youth worker and the young person is central to this process.
- 2.4 As a result of this we have had to consider ways in which to develop and maintain effective services for our young people, which impact upon quality of life and contribute to the achievement of each of the five outcomes. This will require the new Youth Work delivery model to be configured in a different way. There are a number of key positions, which will be affected by this, primarily, the posts of Head of Youth Service, and 4 positions of Deputy Principal Youth Officer (North, South, Central and Citywide). In addition, the role and focus of all levels of Youth work staff will need to change and develop in line with the duties and responsibilities as set out in the JNC Youth Work job evaluation matrix that has yet to be considered for youth work by Manchester City Council.
- 2.5 The proposed changes will also impact on part-time staff as there is a need to reduce the number of contracts that are less than six hours and create more substantive part-time contracts that are district 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.

- 2.6 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. FUTURE VISION

- 3.1 In order to deliver on this agenda, the report set out three alternate options for consideration. These were:

(1) The Service could be improved through evolutionary reorganisation within the existing workforce and other parameters. This would require a strong leadership presence within the Head of Service role; an effective focus on performance management systems; and, the introduction of significant cross-Service training programmes to support and influence the kind of cultural change that is necessitated.

(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. This was clearly based on the premise that an opportunity would also be afforded to recruit some posts from external advertisement so as to fully deliver the significant cultural change necessary, whilst demonstrating the Council's commitment to ensuring serious improvements in delivery. It would also serve to provide, at the same time, a ready realignment of the Service to the chosen model for Children's Trust roll out arrangements – the Six District model.

(3) It would finally 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. This would essentially require the creation of a detailed specification document and a robust and consistent competitive tendering process.

- 3.2 Following the deliberations of CYPOS, Senior Managers and Executive Members, it was agreed with Exec Member and DCS approval that the second option would be pursued.

4. PROPOSED NEW OPERATING MODEL

- 4.1 In line with the decision to adopt option 2, a proposed new operating model for the service has been designed to comply with the principles of Integrated Youth Support. An organisational chart detailing the central support and district delivery model is attached as **Appendix 1**.

5. KEY NEW POSTS

5.1 To support the new way of working, it is proposed to 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. It is therefore intended to put the Head of Integrated Youth Support role out to national advert. Appropriate arrangements for recruitment to the remainder of the roles will be developed in line with procedures already in place for the implementation of organisational change.

5.2 These roles are based in both central support and districts and are as follows:-

- Head of Service Youth Offer
- Deputy Head of Service Integrated Youth Support Service
- District Youth Offer Manager
- Advanced Professional Youth Worker
- Targeted Youth Support Coordinator
- Senior Youth Development Officer

5.3 It is intended that the Head of Integrated Youth Support Service, and the positions of Deputy Head of Integrated Youth Support Service and District Youth Work Manager are established on NJC 'Green Book terms and conditions of service in line with other managerial positions across Children's Services. The Advanced Professional Youth Worker, Targeted Youth Support Coordinator and Senior Youth Development Officer will be aligned to grades on JNC Youth work terms and conditions of service.

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

5.4.1 The Head of Integrated Youth Offer will be responsible for:

- Achieving better outcomes for young people by delivering Manchester's vision of integrated services for young people; by leading on the development of the overall youth offer, strategic development and operational management of Manchester's integrated youth support arrangements; ensuring it meets its legal requirements through effective partnership working and management of internal and external funding streams.
- Ensuring that Integrated Youth Support contributes to improved health outcomes for young people aged 11-19, particularly in relation to Teenage Pregnancy, Substance Misuse, Sexual Health, Teenage Obesity, Positive Mental Health and wider health issues, on behalf of partners including Manchester Primary Care Trust (PCT) and the City Council.
- Leading on the development of the participation of young people and their contribution to the development, management and evaluation of all

Children and Young People's Services in Manchester and the delivery of the Children and Young People's Participation Strategy.

- Leading on the development of the City Wide Youth Offer, Youth Volunteering and the development of activities for young people (PLINGS), YOF/YCF and PAYP, and a range of other government initiatives such as MY Place etc.
- Contributing to the overall management of the IYS arrangements through membership of the IYS Service's management team and Children's Services Management Team (CSMT) and represent the Service and wider Children's Services Department in multi-agency and cross-departmental
- work related to children, young people and families. Managing any specific city wide teams that are commissioned to deliver within the youth agenda and city wide priorities within Targeted Youth Support arrangements

5.4.2 The Deputy Head of Integrated Youth Support Service will be responsible for:

- Providing operational support to the Head of Service – Youth Offer in relation to youth work and operational leadership and management to the youth work support team
- Ensuring that the team supports fully the meeting of local and national youth work targets
- Ensuring that the youth work delivered through districts is fit for purpose and meets expected standards
- Contributing to the strategic management and development of the Integrated Youth Support Service and the youth work contribution to this.

5.4.3 The District Youth Offer Managers will be responsible for:

Leading, influencing and managing the delivery of youth work, and partners services within the framework of the Manchester Youth Offer, in a specified locality across a number of wards within the Integrated Youth Support Service

- Providing robust performance management of delivery against the targets set for the area they manage, taking necessary action if performance dips.
- Ensuring youth work across a defined area is responsive to need within a fixed financial envelope, maximising the use of resource within a value for money approach.
- Contributing to the District Wider Leadership Team and providing reports to both district and citywide bodies, as appropriate, on the performance of youth work, especially young people's achievement and outcomes
- Building an effective youth work team focused on achieving coherent delivery of youth work across targeted youth support, open access and prevention and inclusion youth work
- Developing partnership working within the defined geographical area that seeks joint solutions and positive outcomes for young people

5.4.4 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.

5.4.5 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.

5.4.6 The Senior Youth Development Officers (in the central team) will be responsible for:

Developing, implementing and evaluating specific elements and approaches to the delivery of youth work across the city that enables young people to achieve positive outcomes through the youth work provided, including accreditation and equalities work

Providing policy 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

To support the strategic development of the IYS through a programme of engagement and participation of all relevant partners including young people.

6. KEY BENEFITS

6.1 At the heart of these proposed changes lies a professional judgement that the Service will perform much better if it is relocated within neighbourhood focussed management arrangements through the Children's Services District arrangements. 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.

6.2 Key principles informing this professional judgement are as follows:

- The redesign of the Service will assist in increasing capacity and being more responsive to need. .
- This realignment will ensure, in each district of the city, the provision of a core youth work resource that can work within a tight geographic 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 some differences 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.

6.3 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 STEPS projects, alternative education programmes, 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.

6.4 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).

6.5 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.

6.6 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 late 2008. 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, LGBT young people, and young people from BME communities.

- 6.7 The proposed formal move to a district team, which has been piloted, to a degree, informally during this current 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.
- 6.8 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.
- 6.9 The central youth work support team would be concerned with three key areas of activity:
- The Youth Offer, Participation, Engagement -
 - Learning and Curriculum and Equality
 - Planning and Performance.
- 6.10 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.
- 6.11 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.
- 6.12 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.
- 6.13 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.
- 6.14 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.

7. STAFFING IMPLICATIONS

- 7.1 The proposed budget reduction will impact on the staffing composition of the Service through a part-removal of the vacancy factor and further reduction to this in order to rectify the current imbalance between staffing establishment and the service delivery infrastructure costs and create an accurate and fit for purpose workforce establishment
- 7.2 This reduction of the workforce will be compensated by an increased focus on direct face to face contact with young people by full-time staff. 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.
- 7.3 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.
- 7.4 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.
- 7.5 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.
- 7.6 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.
- 7.7 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 seeks approval to introduce a new operating model for a youth work service and to establish and recruit to the senior 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 Assistant Director, Children's Services and support them in their entirety.
- 9.2 The focus of the review is to develop a model which is modernised, sustainable and will lead to improved life opportunities for the young people of Manchester. I believe the organisational arrangements set out in this report will support that agenda.
- 9.3 The move to 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.
- 9.4 In terms of proposed salaries across the revised organisational arrangements, I agree that the salary proposals are appropriate at this stage and should be capable of attracting and retaining candidates of a high calibre. They are also in line with similarly responsible positions across the broader Directorate.
- 9.5 Subject to the Committee endorsing these proposals, senior colleagues and myself will work closely with the Assistant Director, Children's Services to finalise job descriptions and secure appointment of suitably qualified and motivated individuals.

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.