



Appendix A

KENT YOUTH SERVICE:

SERVICE TRANSFORMATION PROPOSAL

1. Executive Summary

- 1.1** Public services are changing, and the opportunities to do things differently with the increased participation of local communities have grown substantially. It is in this climate that Kent County Council's Youth Service has developed a vision for a new model of service delivery. This new approach combines excellence in direct delivery with commissioned, local providers to deliver creative approaches for young people to engage in youth work opportunities in their communities.
- 1.2** This Service Transformation Proposal (including its supporting documents) sets out a new model for the delivery of Kent County Council's Youth Service. It has been developed following a review of the current service and provides the basis for consultation on the future of Kent Youth Service on both the principle of the new model and how it is implemented in the 12 boroughs/districts of Kent.
- 1.3** The consultation process begins on 1st August 2011 and ends on the 29th October 2011 and is seeking responses from young people, local communities, KCC staff and all of those who have an interest in the provision of services for young people. Following the consultation period, responses will help to shape the final model and the future of youth service delivery in Kent and it is proposed that this will take full effect from September 2012.
- 1.4** The main proposal is to change the way that youth services are delivered and managed to ensure that high quality youth services can continue long into the future. The new model opens up opportunities for local communities to have a greater role in shaping and even running their youth services.
- 1.5** Rather than Kent County Council continuing to run all youth services in-house it is proposed that each District/ Borough area will have a core KCC offer comprising a 'Hub', one street-based project and one or more school-based youth worker. This will be enhanced by providing local groups to deliver their own youth work through the process of commissioning.
- 1.6** To enable this new model to be put into place, this Service Transformation Proposal sets out an approach to reducing KCC youth service delivery. This will result in a necessary saving, with the remainder being used to fund commissioned projects.

- 1.7 Importantly, and in addition to describing the overall approach, the Service Transformation Proposal sets out how this could work for each of the 12 District/Borough areas so that each local area can be understood and consulted upon.
- 1.8 The Service Transformation Proposal does not include any changes to a number of existing county-wide youth services including Outdoor Education Centres, Duke of Edinburgh's Award and support for Youth Participation [including Kent Youth County Council].
- 1.9 Other aspects of the Youth Service and Youth Offending Service will be subject to further review in light of the merging of the two services into one Integrated Youth Service since June 2011. The first stage of this review will directly affect the senior management teams of both services during the remainder of 2011/12.

2. Introduction and Rationale

- 2.1 This paper sets out the Service Transformation Proposal for a new operating model for the delivery of Kent County Council's Youth Service. It has been developed to secure the future sustainability of positive outcomes for young people in Kent.
- 2.2 The vision for youth work in Kent remains the ability to support young people through adolescence as they make the transition from childhood to adulthood and from dependence to independence. As such, the intention when creating the new delivery model is to retain a strong *universal* service which any young person can access. At such times as young people need additional support, this universal service will be supplemented by more *targeted* youth work interventions and a targeted approach to commissioned resources.
- 2.3 The proposed changes have been developed as a result of wider transformations in Kent County Council:
 - (a) The changing relationship between citizen and state, allowing local communities to take greater control of their services;
 - (b) Unlocking the potential of Kent's local communities to grow their economy through the development of social enterprises;
 - (c) The need to make financial savings across all services.
- 2.4 The Service Transformation Proposal therefore puts forward a new approach to service delivery based upon a model that moves from predominantly in-house provision to one which combines significantly reduced direct delivery by KCC with extensive commissioning via a range of external providers.
- 2.5 The aim of changing the model of service delivery is to encourage a wide range of local providers who will have the opportunity and flexibility to develop new and innovative methods of working with young people which are relevant to local contexts.

3. Towards a New Business Model for Kent Youth Service

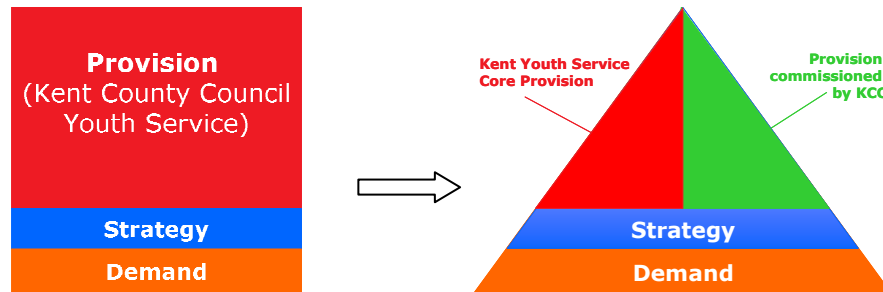
The Current Service

- 3.1** Kent Youth Service is committed to supporting the personal and social development of young people through the provision of high quality youth work activities which allows a process of informal education to take place. Traditionally, the Service has carried out this role through the direct delivery of youth work at over 90 locations across Kent through a variety of methods including youth centres, street-based projects, school-based work and Community Youth Tutors. The large majority of this work has been delivered directly by in-house KCC teams.
- 3.2** In addition, the Youth Service also currently supports a range of Voluntary and Community Sector groups with Partnership Awards Grants. As a result, more than 35 local groups are part-funded to directly deliver youth work in Kent and/or to provide support to member groups who do so (e.g. Kent Scouts, Kent Council for Voluntary Youth Services).
- 3.3** Kent Youth Service has a proven track record in the delivery of high quality services for young people which has been evidenced by two very good Ofsted reports in 2003 and 2008, the achievement of the National Youth Agency's Quality Mark for Youth Services in 2009 and two 'Learning Outside the Classroom' awards for its Outdoor Education Centres in 2010. The Service is able to maintain this level of quality through the application of a robust Quality Assurance framework and the regular production and update of effective curriculum resources.
- 3.4** Kent Youth Service also provides county-wide services such as Kent Youth County Council and other mechanisms for young people's democratic participation, and also acts on behalf of KCC as the Operating Authority for the Duke of Edinburgh's Award across the county. These will continue to be delivered and will be unaffected by the change of delivery model.
- 3.5** The Youth Service's Outdoor Education portfolio has been the subject of a separate review process and will continue to be directly delivered at this time. The following elements of service delivery are dependent upon a range of external funding sources and will continue to be delivered for the length of the respective funding arrangements:
- Cookham Wood YOI Youth Worker
 - 16plus Youth Worker
 - Foundation Learning
 - House on the Move
- 3.6** The Youth Service will also continue to support the development of young people through a process of becoming senior members and volunteers and is currently developing an apprenticeship scheme for youth work which is again externally funded and will run for the period of the funding arrangements.

The Proposed Service Model

- 3.7** Following an extensive review during 2010/11, a radical and innovative model has been developed for the future delivery of youth work in Kent – this Commissioning Model will involve considerably less direct delivery with an

increased emphasis on the process of intelligent, outcome based, commissioning from an increased range and style of providers. The diagram below illustrates the change in models of service delivery:

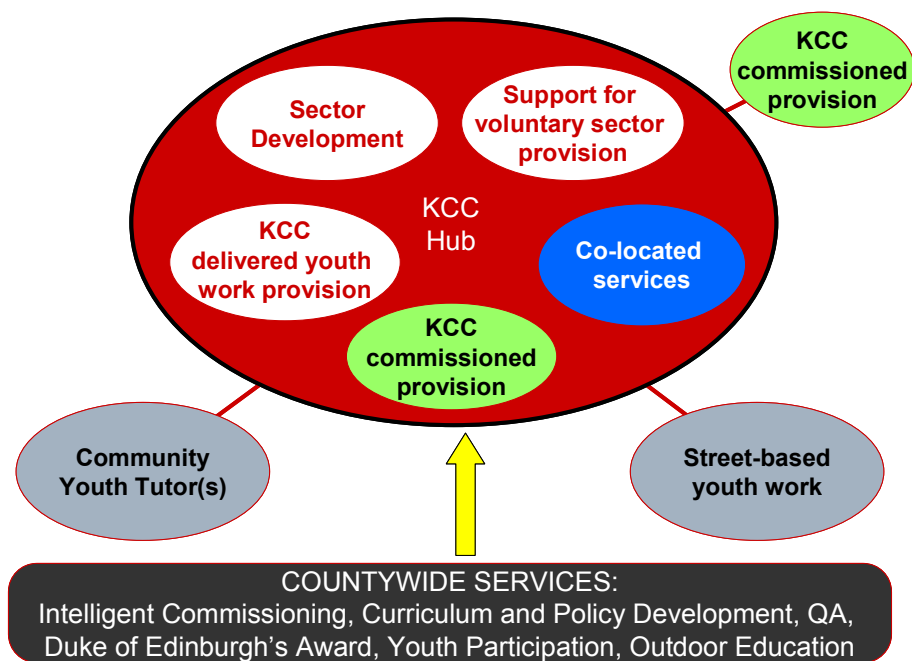


- 3.8** The diagram represents a change in methodology and is not intended to represent scale; the key fact is a reduction in youth service delivery of £1.7m and an increased (by a little over £800k) commissioning of local youth work providers to an amount of £1.2m.
- 3.9** The development of a commissioning budget means that the existing network of Partnership Award Grants will need to cease to allow for the increased delivery through a commissioning framework. This process will take place in line with the Kent Partners Compact for working with the voluntary & community sector and will be timed to cease current delivery immediately before the new model comes into place to ensure maximum financial protection for existing providers.
- 3.10** The new Commissioning Model is geographically based on the twelve districts/boroughs of Kent. In order to ensure that a mixed economy of youth work provision creates the maximum possible local opportunities for young people to engage, each of these areas will have the following elements:
- A directly delivered **Youth Hub**. Centrally placed within the District/Borough, the Hub will be a youth centre and is crucial to the successful delivery of the Commissioning Model. It will be a focal point for local youth work delivery - whether directly delivered or commissioned - and will also support the local area with workforce development, quality assurance and curriculum development. The Hub will also accommodate local managers and offer potential co-location opportunities for key partners including Youth Offending Service and Connexions;
 - At least one **Community Youth Tutor** delivered with a partner school, dependent on need and the availability of participating schools. This model is jointly funded with host schools to employ a youth worker who delivers activities during the school day as well as extended services and youth work activities within the local community during evenings, weekends and school holidays;

- A directly delivered **Street-Based Project** which will operate at locally agreed sites across the district/borough working with specific communities of young people. These projects will retain the ability to respond flexibly to local needs and engage with young people who would not choose to, or be able to, access fixed provision;
- **Commissioned Youth Work** activities which will be selected through an outcomes-based process. These would be delivered by a range of larger local providers who have an established presence in the community who may deliver in a range of locations alongside some small local community providers in order to maintain a mixed economy of providers.

3.11 The role of the hub and its lead member of staff are to ensure the development of a centre of youth work excellence within each district as well as supporting the development of high quality, issue based youth work delivered by commissioned providers. The support offered to commissioned providers will include training and workforce development for staff and volunteers, regular visits aimed at supporting quality of youth work and assisting in the development of curriculum and issue based youth work. Youth Service partners will also be co-located within the hub and joint delivery of services for young people may take place within some hubs.

3.12 The diagram below demonstrates how the Hub aligns with the other elements of youth work delivery and allows the support of local relationships and local decision-making around service delivery issues:



3.13 Delivery of services for young people in the hubs will primarily focus on curriculum-based positive activities which can be found in well structured youth provision such as creative arts, cookery, physical activities and sports, music and performing arts, issue-based fun activities, life skills development, health and relationships awareness, volunteering and accredited skills development. In addition to this core offer the hubs will work in partnership with other agencies to deliver services such as access to sexual health

information and support, smoking cessation, drugs and alcohol misuse interventions.

- 3.14** Dependent on local need the hubs could also support the joint delivery of services such as foundation learning to support young people gaining qualifications, programmes aimed at preventing young people entering the Youth Justice system, offer information, advice and guidance, welfare rights information, housing advice and support as well as targeted work for more vulnerable young people. All of the hubs will provide a key gateway into countywide services such as young people's participation, Outdoor Education and the Duke of Edinburgh's Award.

4. Service and Financial Impacts of the Commissioning Model

- 4.1** In order to create the budget and the opportunity for an increase in commissioned delivery, the Youth Service will need to cease direct delivery in 24 youth clubs and street-based projects. It is imperative to continue offering high quality youth work in the localities covered by these existing projects and it is envisaged that this be done in a range of ways:

- Where existing provision is no longer delivered by Kent Youth Service employees, delivery at that location could be continued through newly commissioned providers. In this eventuality, options for the use and maintenance of properties owned by Kent Youth Service [KCC] will need to be examined and will require support from the local authority's corporate property management team.
- New and innovative services would be developed in local areas by commissioned providers; this could include delivery from alternative locations to existing provision and using different methodologies.
- Existing provision will no longer be delivered to the same level but a reduced provision may be supported by a local Community Youth Tutor as part of their out-of-school work.

- 4.2** Whilst the changes in delivery offer the advantages of a transition from fixed to variable costs for the Service, and also increase the opportunities for engagement of local youth work providers, it is unknown at this stage how many newly commissioned projects will replace those which are no longer delivered directly following consultation. It is, however, anticipated that a greater number of smaller projects will replace the current delivery pattern.

- 4.3** The commissioning framework for the new service model will be specific to each district/borough to recognise local needs and will ensure access to *universal* provision whilst including elements of *targeted* provision and deploying commissioning resources in areas of highest need. A breakdown of the local need is included in the 12 district/borough appendices to the Needs Analysis and Outcomes Framework document (Appendix B).

- 4.4** To ensure the Commissioning Model operates effectively, it is critical to provide the opportunity to deliver youth work in a range of ways that allows young people to access services through a diverse group of providers. In order to do this, it is likely that capacity development within the Voluntary and Community Sector will be required as well as providing support for the

development of new social enterprises, possibly by staff who would no longer be employed by Kent Youth Service. This process may require access to Kent's Big Society Fund and other sources for newly created social enterprises.

- 4.5** The development of local social enterprise models, including community interest companies and mutuals, will need to take into account the relevant elements of the Localism and Decentralisation Bill such as the Community 'right to challenge' and the Community 'right to buy'. The former will give communities the right to run local authority services, whilst the latter allows the bidding for local assets deemed of value to the local community.
- 4.6** The ability to effectively commission services at a local level is dependent upon excellent local knowledge. It is envisaged that the Service will be able to draw upon the existing framework of Youth Advisory Groups and Locality Boards in order to do this. There will need to be a close working relationship with the newly established Local Children's Trust Boards as well as partnership working with each of the District/Borough Councils in order to develop area specific models of delivery. It will be crucial to examine how any Youth Service allocation of budgets to commission services can be aligned with other local commissioning and other locally desired outcomes.
- 4.7** It is proposed that the commissioning of services be undertaken in an outcomes focused manner, where providers are invited to tender innovative methods for meeting these outcomes which will lead to the contracting of services. The outcomes described have been designed to align with current priorities of other KCC commissioning as well as those of future Integrated Youth Service provision. (See appendix B for the proposed outcomes framework for the commissioning of youth work).
- 4.8** As noted above, the new service model requires the creation of a £1.2m allocation for commissioning from existing Kent Youth Service resources. Once created, the proposed allocation is intended to offer flexibility to allow for the commissioning of infrastructure organisations to provide support services to other organisations such as sector development, affiliation, CRB checks, etc where there is an evidenced need. It is anticipated that this will be necessary to ensure the continued growth and development of the Voluntary and Community Youth sector including newly commissioned organisations and those which receive no direct funding from Kent County Council.
- 4.9** An element of the work of infrastructure organisations is the development of potential new local delivery organisations through advice, training and support with finding funding. These functions have previously been partially delivered by Kent Youth Service's Voluntary Organisation Field Officers; however, these posts will be deleted with a view to fully commissioning these functions.
- 4.10** The major part of the commissioning allocation is to be spent on the provision of direct youth work delivery activities from a range of providers. There are many possible ways in which this allocation can be distributed; however the proposed method for allocating this resource is to consider the distribution of the youth population [13-19 years] of each of the 12 district/boroughs of Kent, along with the relative levels of deprivation and previous levels of school attainment. These last two indicators provide an objective, proxy measure of the general likelihood of a young person having positive outcomes later in life

based on where they live. Importantly, levels of deprivation for each area have been calculated based on where young people live rather than where they attend school on the basis that the provision being commissioned is intended to be primarily evening and weekend provision rather than during the school day.

- 4.11** Although the allocation of resources is proposed to be done at a District/Borough level this is not intended to restrict the development of work across administrative boundaries where opportunities exist. The amount of £1.2m for the commissioning of youth work activities is intended to be a basic amount which is spent on these activities. This should be understood as only the starting point as it is intended that by working more closely with partners both countywide and at a local level other resources which are intended to meet similar outcomes for young people could support integrated responses to the provision of activities for young people. In this way, there will be greater opportunities for high quality, local service delivery and administrative efficiencies.

5. Needs Analysis and Commissioning Outcomes

- 5.1** In order to ensure the new model of service delivery continues to create the best possible outcomes for young people by engaging in youth work activities, Kent Youth Service has developed a needs analysis which attempts to identify the generic needs of young people across the county and also highlights some specific area based issues.
- 5.2** Following on from the needs analysis, a set of outcomes which should be achieved from young people's engagement in any youth provision have been developed. These identify both generic outcomes and also some more targeted issues which are examined in more detail at a district/borough level.
- 5.3** The attached document 'Needs Analysis and Outcomes Framework for Commissioning Youth Provision in Kent' (Appendix B) gives full details, and it is proposed that this document forms the basis for the commissioning of youth work provision within the new service model.
- 5.4** Commissioned services will be required to comply with the four tiers for procurement values exclusive of value added tax:
- Below £8,000 a preferred supplier may be directly commissioned
 - Between £8,001 and £49,999 at least three written quotation must be sought from appropriate suppliers
 - Between £50,000 and £156,441 full competitive tendering process must be followed
 - Commissioning above a value of £156,442 (for goods and services) and £3,927,260 (for works) requires full Official Journal of the European Union (OJEU) tendering process.

6. Kent County Council Staffing Implications

- 6.1** In order to make the requisite savings and create an allocation for commissioning, the Youth Service will reduce by approximately 64.5 FTE

(Full Time Equivalents) from a staffing level of 233.73 FTE at the start of the service transformation.

- 6.2** Although it is not possible to give exact figures until after a period of consultation and recruitment, or to identify which posts and staff members will be affected, the proposals recommend the cessation of direct delivery in 27 different projects. These projects include 25 full time staff, a number of part-time cleaning staff equivalent to 5.5 FTE and a further 29 FTE which comprises a significant number of part-time youth support worker contracts.
- 6.3** The attached document 'Service Transformation, HR Implications and Process' (Appendix C) gives fuller details of how the processes of selection and diminution will be managed during the transformation from direct delivery to Youth Hubs and commissioning. This document also includes all relevant job descriptions and structure charts for the new structure.
- 6.4** The most crucial element of the Youth Hubs - and critical to their successful development - is the lead youth worker role. This post will retain the name of Senior Youth Work Practitioner (but will be substantively different to the current role) and will be carried out by suitably qualified youth work professionals with a demonstrable experience of delivering successful youth work, partnership activities, training and also of being a leader in the local community.
- 6.5** The Senior Practitioner role will involve local management and development responsibilities both within and outside of the hub, and therefore this role will be supported by a second JNC youth worker working on a 0.5FTE contract (replacing the current 12 hour unqualified backfill arrangement), whose key focus will be the delivery of youth work activities within the hub supported in turn by a team of part-time youth support workers.
- 6.6** Proposed changes to the Senior Youth Work Practitioner role include:
- the responsibility to support and deliver local workforce development for KCC and partner agency staff,
 - ensuring the delivery of a high quality, issue based, curriculum of youth work both in the hub and amongst commissioned providers,
 - supporting the delivery of youth work amongst local commissioned providers,
 - the removal of specific responsibility as a diversity champion as this will be expected of all staff.

A job description for the Senior Practitioner role can be found in the HR Implications document.

- 6.7** The current Senior Youth Work Practitioner job description has a dedicated requirement for the post holder to promote and develop diversity issues in their area of work and amongst their colleagues. This has been an essential element of the development of the Youth Service in supporting a wide range of young people. As the development of Youth Hubs require a change in the Senior Youth Work Practitioner role it is more crucial than ever to ensure that every member of the service actively promotes diversity and equality through their work. In addition commissioned providers will be required to evidence how they promote diversity and equality through the delivery of services.

- 6.8** The 0.5FTE Youth Worker in the Youth Hub is primarily a role focused on the delivery of face to face youth work in a universal setting; this role will also include an element of support for local youth fora. A job description for this role can be found in the HR Implications & Process document.

7. Property

- 7.1** The new model of service delivery for Kent Youth Service is heavily dependent on the successful implementation and management of 12 Youth Hubs, one per district/borough. These hubs are crucial to the successful delivery of the directly delivered youth work activities and also as a key point of support for local commissioned providers. As such the hubs will become a focal point for local integrated youth provision and will also support the local area with workforce development, quality assurance and curriculum development.

- 7.2** Whilst less important than qualified and experienced staff who are able to build relationships with young people, it is still important that the Hub building itself is of suitable quality for the delivery of youth work activities, accommodation for local managers, and training and development for professionals and volunteers.

- 7.3** In some districts/boroughs, the proposal for a hub is more straightforward due to a restriction in the number of suitable premises to choose from, whilst other areas have either several potential buildings to choose from or no suitable premises at all. In order to make the decisions on suitable locations for the hubs, buildings were assessed to see if they were fit for purpose against the following criteria:

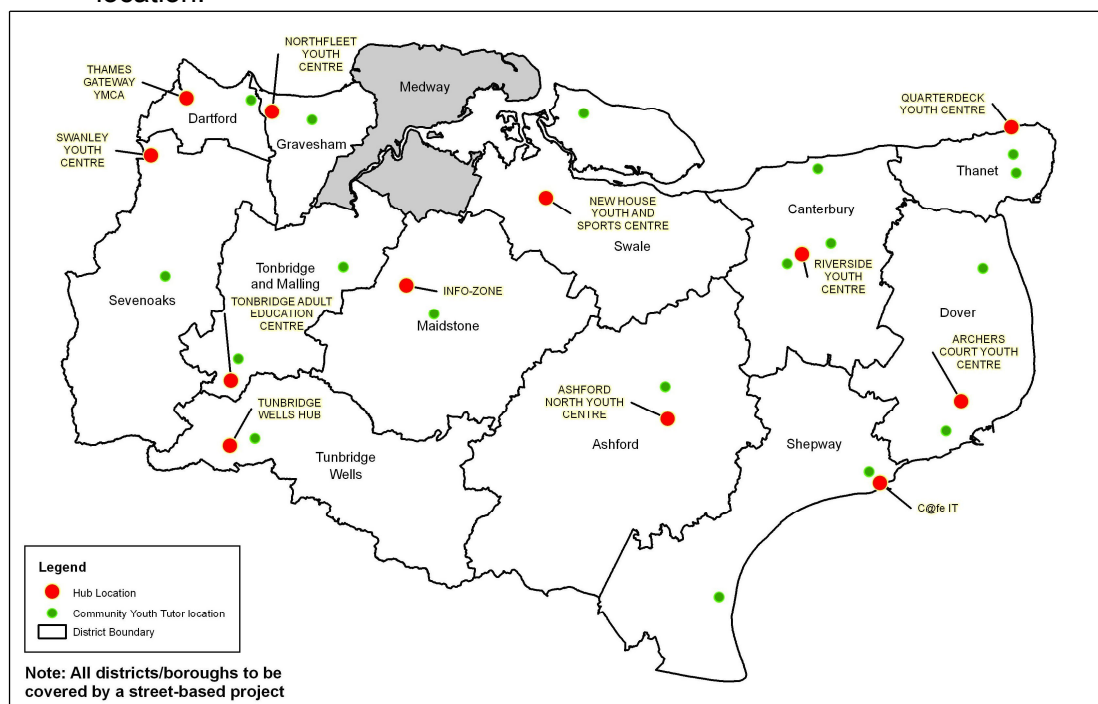
- The availability and quality of youth work space – this is to ensure that the buildings are able to deliver a range of activities meeting a range of needs of young people;
- The availability and quality of space for training - this is to ensure that the buildings are able to offer training and support, not just to KYS staff but also to a range of local partners and youth work providers;
- The accessibility of the building – this covers a range of issues e.g. physical access to the building including suitability to work with disabled members of the community, geographical location of the building relative to local population and local partners, ease of access to the building via public transport and other issues such as access to parking;
- The availability and quality of office space – in order to host both KYS and other multi-agency staff where required;
- Whether the building already has an existing network of local partners / multi agency provision;
- The ownership and running costs of the building and the potential for future income generation through hiring and lettings.

7.4 In some situations it is felt that the most appropriate building in a district or borough is not an existing Youth Service provision. Where this has been the case, preliminary discussions have been had with relevant local organisations about the inclusion of their premises in this consultation process, the potential outcomes of which would be a joint venture to establish a hub in that location.

7.5 As a result of the above processes, the following buildings have been identified as the potential 12 hubs for the new model of service delivery:

Ashford	Ashford North Youth Centre
Canterbury	Riverside Youth Centre
Dartford	Thames Gateway YMCA
Dover	Archers Court Youth Centre
Gravesham	Northfleet Youth Centre
Maidstone	InfoZone
Sevenoaks	The Junction, Swanley
Shepway	Café IT
Swale	New House Youth Centre
Tonbridge & Malling	Avebury Ave, Adult Education Centre
Thanet	Quarterdeck Youth Centre
Tunbridge Wells	Town Centre Retail Space [TBC]

7.6 The map below illustrates the directly delivered aspect of the new model for service delivery, showing the proposed Hub locations and Community Youth Tutor locations. The Street-based projects for each district are shown as an indicative location on the map as these will not be delivered from a fixed location.



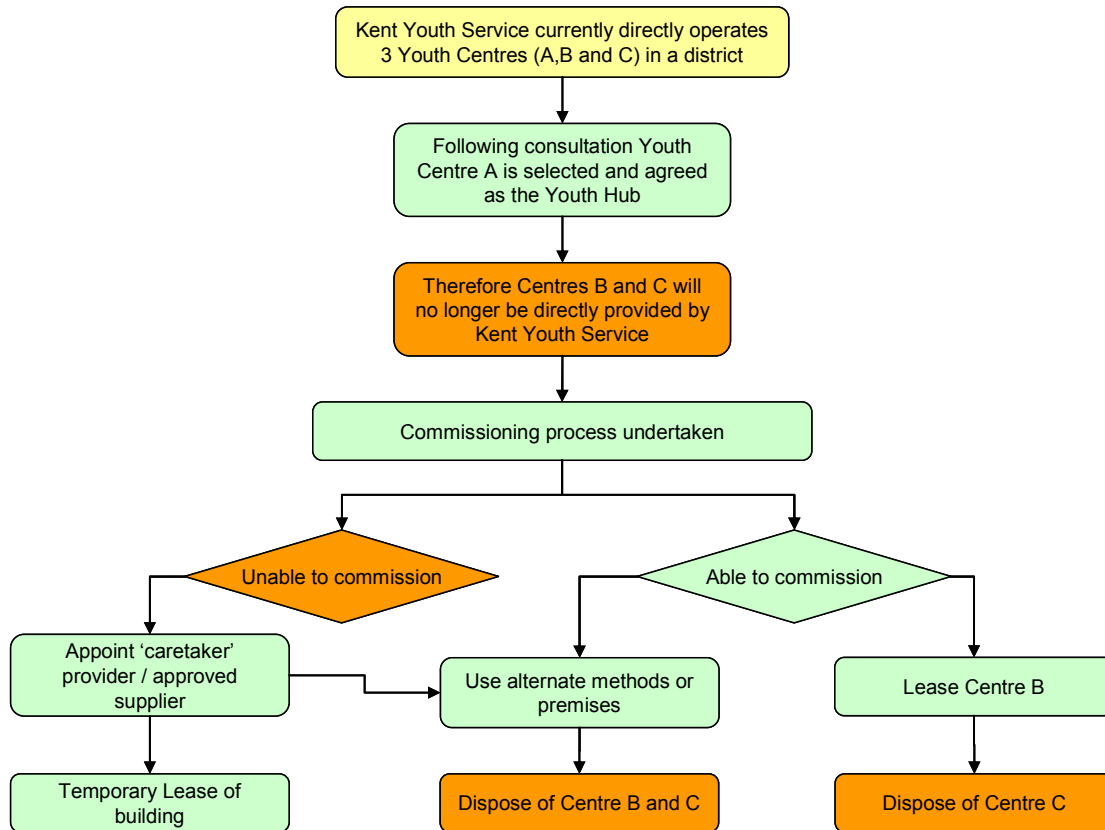
- 7.7 As a result of the new service model, some existing KCC Youth Service buildings will no longer be required for direct delivery purposes. However, under the commissioning model this provides those wishing to offer youth work in their locality with a range of opportunities. Those buildings that, subject to agreement on a case by case basis, may become available for commissioned youth work are listed in the table below.

Ashford	XC Youth Centre Sk8side Youth Centre	<p>These buildings may be available for delivery of provision under the commissioning framework which will have a resource allocation for activities in each area. Future usage would be dependant on lease agreements agreed on a case by case basis.</p> <p>N.B. Not all of these buildings are KCC facilities – some are leased from or operated in partnership with other agencies and therefore any future use would involve negotiation with the landlord/owner.</p>
Canterbury	Whitstable Youth Centre	
Dartford	The Bridge Youth Arts Centre	
Dover	Linwood Youth Centre Aylesham Youth Centre	
Gravesham	Miracles Youth Centre The Gr@nd	
Maidstone	Shepway Youth Centre Lenham Youth Centre	
Sevenoaks	Edenbridge Community Centre (opening 2012)	
Shepway	Hythe Youth Centre Folkestone Youth Project	
Swale	Sheerness County Youth Centre Faversham Youth Centre	
Tonbridge & Malling	SAMAYS Youth Centre	
Thanet	Concorde Youth Centre Artwise Youth Centre	
Tunbridge Wells	Mascalls Youth Centre	

- 7.8 Buildings unaffected by the process of identifying Youth Hubs are those which are currently run by Community Youth Tutors. Therefore, no significant change is proposed to the existing provision at Parklife Centre in Herne Bay or to Phase II Youth Centre in New Romney.
- 7.9 The proposal is that buildings no longer used directly by Kent Youth Service will first be made available to local youth work providers during a commissioning process as potential locations for the delivery of activities for young people. The details of how this could take place would be included in the commissioning process.
- 7.10 Some buildings may no longer be used for youth work provision as a result of providers not showing an interest because other methods and/or locations have been developed locally. If this is the case, these buildings will be

disposed of through a process led by KCC Facilities Management. The diagram below sets out an indicative process.

Example process for KCC facilities



8. Timescales

8.1 The table below demonstrates the projected timescales for the change in delivery model for the Youth Service:

Milestone		Date
Public and Staff Consultation	Commence	1 st Aug 2011
	End	31 st Oct 2011
Consultation analysis and final paper prepared		Nov 2011
Cabinet Member Decision		Dec 2011
Flexibility to allow for scrutiny/appeal processes		Jan 2012
Project Implementation – Recruitment and selection to new model		Feb/Mar 2012

Project Implementation – Tendering process	Feb-Apr 2012
Project Implementation – Delivery ends in provision no longer run by KYS	Jul 2012
Project Implementation – Hub provision commences	Jul 2012
Partnership Award Funding ceases	31 st Aug 2012
Full New Model Delivery (Hub and Commissioned delivery)	Sep 2012