

Meeting of the

OVERVIEW & SCRUTINY COMMITTEE

Monday, 26 November 2018 at 6.30 p.m.

SUPPLEMENTAL AGENDA

	PAGE NUMBER	WARD(S) AFFECTED
5 .1 Youth Service Challenge Session		
The Committee will receive a report on the implementation of recommendations of scrutiny challenge session.	62 - 79	All Wards

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Agenda Item 5.1

Non-Executive Report of the: Overview and Scrutiny Committee 26 th November 2018	 TOWER HAMLETS
Report of: Debbie Jones, Children and Culture Director	Classification: Partially restricted – Appendix 2
Youth Service Challenge Session	

Originating Officer(s)	Sandjea Green
Wards affected	ALL

REASONS FOR URGENCY

The report was not published five clear days in advance of the meeting. Therefore, before this report can be considered at this meeting, the Chair of the Committee would need to be satisfied that it is necessary to consider the details of the Youth Service Challenge Session without that consideration being delayed to a later meeting. The Committee may take the view that it is important that there is no delay in member oversight of the implementation of these recommendations.

Executive Summary

This report provides an update report and action plan in response to the recommendations of the Scrutiny Challenge Session on Youth Services as discussed in Cabinet on 31st October 2017.

Recommendation:

The Overview and Scrutiny Committee is recommended to:

- Note the update Report and updated Action Plan (as set out in Appendix 1) on the Scrutiny Challenge Session on Youth Services

1. DETAILS OF REPORT

1.1 As part of its work programme for 2016/17 OSC agreed that it would hold a challenge session on Youth Services which was led by Councillor Julia Dockerill (Scrutiny Lead for Children's Services at the time).

1.2 The challenge session was carried out in the context of an ongoing consultation on a proposed reorganisation of the Integrated Youth and Community Service ("the youth service").

1.3 The challenge session was prompted by concerns about whether the significant changes made to the youth service (i.e. the interim delivery model put in place from July 2016) and the larger changes to come as a result of service review and reorganisation, adequately address the “lessons learned” from previous shortcomings

1.4 The challenge session aimed to ensure that the future plans for the youth service had properly absorbed “lessons learned” from past work and that innovative approaches had been explored to achieving the desired outcomes.

1.5 Below is an update on the six priorities that were agreed on 31st October 2017 Scrutiny Challenge Session on Youth Services:

Priority 1: Promote youth participation and engagement

The Youth Service is performing well in this area. Highlights include:

- All Internal Youth Hubs and Commissioned providers have Youth Forums to help shape youth provision and evaluate effectiveness
- The Youth Service Young Leaders Group and Young Mayor Programmes are increasingly engaging more young people in understanding youth democracy. Alongside the Lead Member for Children and Young People and Electoral Services these groups have been part of reshaping the current proposals for the Young Mayor and the Youth Council to increase their scope, reach, and access to young people of difference (especially vulnerable young people) in democratic processes.
- The Youth Service has contributed significantly in ensuring young people are at the forefront of shaping the new Children and Families Plan in collaboration with the Strategy, Policy and Performance Team. This included the Youth Council consulting with almost 200 young people through street canvassing in October Half Term 2018 to ensure that young people not engaged in LBTH current provision have their voice heard and articulate their needs. The Participation Team within the Youth Service has also significantly contributed to the Children and Young People’s Summit including supporting young people’s contributions to the TH Partnership summit video to able the LBTH to hear the voice of young people.

Future Priority 1 developments include:

- The creation of a borough wide Engagement and Participation Strategy to support meaningful engagement of children and young people in Co-production and decision making in line with LBTH Corporate Priorities. This is currently being developed in partnership with young people and a range of VCS partners and LBTH agencies/departments including the Police, Safer Neighbourhoods Team, Rapid Response, Substance Misuse and those working with a range of vulnerable young people groups
- The recruitment and training of a Young Commissioners Team
- Further development to enhance the voice of Looked After Children through the Children in Care Council
- A comprehensive training programme for 40 young people to develop their skills and abilities in service user engagement and representation (this will include a residential at LBTH Gorsefield Rural Studies Centre thus providing a range of independent, social and emotional, and skills development

opportunities for these young people)

Priority 2: Deliver high quality youth programmes

The Youth Service Programme Offer has been significantly developed. Both internally delivered provision and commissioned providers are able to demonstrate more holistic youth provision that is increasingly focused on outcomes in line with our corporate priority to move towards being an Outcomes Based Local Authority. A range of provisions and interventions have been established that better respond to local needs within specific areas; examples of these include:

- 'A Team Arts' development of art and drama sessions with boys in Islamic faith schools to introduce creative subjects into the school curriculum and encourage them to take part in 'A' team projects outside of school
- St. Andrew's Wharf Hub are working in partnership with a homeless charity on the Barkantine Estate, providing young people with volunteering opportunities
- Votes for Women silk painting. Accredited Leadership project that includes intergenerational work; mothers and daughters workshops, general public workshops at the Women's Hall at TH local history and archives group etc., as well as girls' workshops in George Greens School, Morpeth School and Haileybury Youth Hub girls group.
- Nemesis – a devised theatre piece that identifies the effects acts of terrorism have on young people; ambition is to the Edinburgh Fringe Festival 2019
- Collingwood Youth Hub's Knife Crime workshop for 12-15 year olds. Young people in group included one young person who had recently had their home raided by police who found machete and firearms, and another young person who had recently been suspended for carrying a knife. Parents have fed back their approval of more meaningful sessions for their children
- Columbia Road Youth Hub's 12 week partnership work with Safe Space Youth happens every Thursday in the hub. The partnership programme engages young people in developing their values, resilience, self-efficacy, decision making, understanding of the dangers of substance misuse etc.
- Partnership with Safe East; drop in based at Hubs where young people receive free confidential advice on sexual health, drugs and alcohol.
- Junior Chef programme to meet the need of young people coming to the hub complaining they are hungry. In addition to receiving food young people learn new skills in food preparation and hygiene, learn about the benefits of healthy eating and nutrition, and enjoy the social dynamics of eating together.

Please see Appendix Two for Case Study by Newark Youth (one of our commissioned providers).

Future Priority 2 developments include:

- Development of an assessment tool to ensure meaningful interventions
- Completion of mapping exercise coproduced with young people to ensure provision offered meets actual needs of young people and that we commission gaps in provision

Priority 3: Develop youth centre building standards

All Youth Hubs are fit for purpose.

Recently Redecorated: Christian Street and Tramshed Community Hubs

To be redecorated: The outside of St. Andrew's Wharf and Limehouse Youth Hubs

Priority 4: Publicise the youth offer

The Youth Service now has an articulated offer which is publicised online and in hardcopies. The Youth Offer includes:

- Centre based provision in 21 locations across the Borough
- SEND, LGBT and ARTS provision delivered by specialist providers
- X2 Year 6 (age 10/11 years old) transition pilots; mainstream provision and specialist provision for children with disabilities
- Girls and Young Women targeted provision
- Re-Launch of Young Carers Project
- Development of co-produced Youth Programmes
- Projects that raise the aspirations of young people
- Projects that support young people with their education, employment and training opportunities

Future Priority 4 developments include:

- Development of digital communications to promote and publicise youth offer

Priority 5: Improve partnership working

This is a growing success area, examples of good practice include:

- Development of Limehouse Youth Ward Panel. The panel is led and managed by local residents, with panel members who include Cllr James King, Deputy Head of Cyril Jackson Primary School, representative from Tower Hamlets Homes and Youth Services. The Youth Service is in the process of recruiting young people and parents to be part of this panel in time for our December meeting. This group works by discussing ideas/possibilities to increase local youth engagement and raising issues/concerns that need to be proactively addressed. At the end of each meeting 3 challenges and 3 recommendations are agreed so that we take a community organising approach that promotes local leadership, autonomy and agency, increases accountability for the council to do what we said we would do, and importantly leads to tangible outcomes. The Youth Service is interested in developing this model in other Wards/areas in LBTH
- Increased joint up work with schools (as part of Hub/Spoke model)
- Better working relationship with Rapid Response as exemplified at St. Andrew's Wharf where youth provision is delivered in partnership

Below are a few examples of our current partnerships across the borough:

Tafahum

Led by HEC Global this is a project that engages young people through using the Arts as a tool for exploring issues to present to decision makers within the Council.

Friends of St Katharine's Dock (FOSKD)

FOSKD is a group that embraces and benefits all who live in and around the Dock; they care passionately about unity and the future of all its residents. FOSKD has supported providing opportunities for young people living in Wapping i.e. access to activities on the Thames, visits to points of interest, training opportunities etc.

XLP

The eXcel Project (XLP) is a charity that creates positive futures for young people growing up on deprived inner city estates, struggling daily with issues such as family breakdown, poverty, unemployment and educational failure, and living in areas that experience high levels of anti-social behaviour, criminality and gang activity. Within their work they also specialise in engaging and supporting girls and young women.

New City College (previously known as Tower Hamlets College)

The Youth Service has developed links with the college to work with young people on their ESOL course. These are young people who are new to the country and do not have access to the support structures available to other young people. We deliver workshops to help them understand the environment they now live in, increase awareness of the resources and the different agencies available to them, support their participation in recreational activities in the borough to develop their social networks and breakdown their isolation.

Working with faith schools

Christian Street Youth Hub has made links with a local faith school that run Saturday youth provisions but did not have access to suitable premises. The Hub Leader negotiated for them to have access to Christian Street to carry out their sessions. The group works with young people the Youth Service do not have access to so we are building this relationship to develop community links and make young people aware of the many opportunities in the borough they can engage in.

Doctor's surgery

Christian Street Youth Hub has made links with a local doctor's surgery for them to use the premises to provide fitness sessions for women at risk of certain illnesses. This is part of the Youth Service moving to a model where its centres are Hubs that serve their communities. This will also increase awareness of Youth Service provision, and the women will be more comfortable sending their young women to our centre.

Sports provision

All Youth Hubs have sports provision included. Haileybury Youth Hub is a good example of this which includes partnerships with Stepney Green FC & West Ham FC who between them deliver 7.5 hours a week of quality football training with pathways to other opportunities attached, and West Ham delivers 2 hours of boxing weekly.

Priority 6: Commission community and voluntary sector organisations to deliver youth activity in places where the youth service does not

- 10 of 18 LBTH Youth Hubs are delivered by VCS
- LGBT provision is delivered by Step Forward
- Young people with disabilities provision is delivered by Tower Project
- Youth Service Age 11 Transition Project is delivered by Half Moon
- Youth Service Innovation Fund is administrated by Osmani Trust

2. Update on previous Youth Challenge Session Recommendations

2.1 See Appendix 1: Scrutiny Challenge Session Action Plan

3. Performance

- All Youth Hubs and Specialist Provision have increased outputs*
- As of 28th August 2018 the Youth Service has all of its 8 Youth Hubs opened
- Youth Service has successfully recruited new frontline staff; increasing frontline staffing by 23% from when the service was restructured as shown below in percentage of structure recruited:

November 2017

73.6% FTE Youth Engagement Officers (YEO)
51.4% FTE Youth Engagement Workers (YEW)
100% FTE Hub Leader's

October 2018

91.4% FTE YEO's
78.7% FTE YEW's
100% FTE Hub Leader's

All centres, with the exception of St. Andrew's Wharf and Collingwood Youth Hubs**, are now open Monday - Friday from 3:30 – 9pm. This was not the case 6 months ago with only 4 centres regularly being kept open due to staffing levels (including high levels of sickness absence) with inconsistency in opening times/days; this is now stable with consistent opening times during the week

*Due to no Information & Communication Technology (ICT) (for staff or young people) in 7 of the 8 Youth Hubs it is not possible for staff to centrally manage the recording of data on to one case management system; therefore no accurate figures are possible at this stage. Irrespective of this, the Youth Service are able to report dramatic increases in engagement as exemplified by Tramshed Youth Hub which has 25 new young people attending regularly at present, Limehouse Youth Hub which has 1-3 new young people every week with 25 – 40 young people from diverse backgrounds every evening including girls, and by A Team Arts who have seen 12 new young people so far this quarter fully engage regularly. The new partnership with Power League in Columbia Road has seen the service being introduced to 120 new young people, with commissioned provider Half Moon receiving 288 referrals for their Next Steps pilot project (transition programme for 11 years moving from primary to secondary school).

In regard to ICT this is being resolved by LB Tower Hamlets ICT department whose completed business case has been approved and went out for mini tender in mid-November 2018. ICT are working towards all Hubs being properly resourced for staff and young people by January 2019 the latest.

** Collingwood Youth Hub is only available to the Youth Service 3 evenings per week which we are open for all of these. St. Andrew's Wharf requires a mixed approach of

centre based practice and detached/outreach work; due to staffing ratios both cannot be delivered at the same time.

4. COMMENTS OF THE CHIEF FINANCE OFFICER

4.1 The action plan is informed by the recommendations from the Scrutiny Challenge Session on Youth Services in 2017 and updated from progress made during 2018/19. Implementation of the updated action plan will be funded from within Youth Services 2018/19 budget of £3.94m (which includes Early Help Transition Team and Office) Support which will be deducted from the Youth Service Budget. Assurances have been provided that these actions can be carried out within existing resources. The costs of implementing these works will be monitored monthly as part of the Council's budget management process.

5. LEGAL COMMENTS

5.1 The Council is required by section 9F of the Local Government Act 2000 to have an Overview and Scrutiny Committee and to have executive arrangements that ensure the committee has specified powers. Consistent with this obligation, Article 6 of the Council's Constitution provides that the Overview and Scrutiny Committee may consider any matter affecting the area or its inhabitants and may make reports and recommendations to the Full Council or the Executive in connection with the discharge of any functions. It is consistent with the Constitution and the statutory framework for the Executive to provide a response and it is reasonable for the Committee to be provided with progress updates.

5.2 The recommendation set out in this report to approve the action plan is consistent with a number of general duties of the Council. The Council has a duty to make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness by virtue of section 3 of the Local Government Act 1999. This is known as its Best Value Duty

5.3 Pursuant to section 507B of the Education Act 2006 the Council has a duty to provide facilities for education and recreational leisure time activities for all 13 to 19 year olds and some 20 to 24 year olds. This duty can be achieved either by in-house provision or under contract. The Council also has a duty under section 10 of the Education and Skills Act 2008 to exercise its functions so as to promote the effective participation of young people in its area who are under a duty to be in employment, education or training. The Council must ensure that when making decisions in respect of the design of Youth Services, it continues to comply with these duties.

5.4 When deciding whether or not to approve the action plan, Cabinet must also have due regard to the need to eliminate unlawful conduct under the Equality Act 2010, the need to advance equality of opportunity and the need to foster good relations between persons who share a protected characteristics and those who do not (the public sector duty). This must consider both the impact on service users, as well as the impact on staff.

6. ONE TOWER HAMLETS CONSIDERATIONS

6.1 The focus of this review has been to ensure a good quality service for all young people in the borough. The recommendations note the need to ensure user feedback is sought and used to ensure that the service offer is appropriate for all users, and makes particular reference to the needs of female service users being addressed more actively. These recommendations support the Council's duties under the Public Sector Equalities Duty.

7. BEST VALUE (BV) IMPLICATIONS

7.1 Several of the original recommendations and actions aimed to achieve better value for the Council within the resources available. There were recommendations around the youth service exploring external funding and the use of apprenticeships which will assist the Council in achieving value for money and achieving its Best Value Duty; this is still the case.

8. SUSTAINABLE ACTION FOR A GREENER ENVIRONMENT

8.1 There are no direct greener environment implications arising from the report or recommendations.

9. RISK MANAGEMENT IMPLICATIONS

9.1 There are no direct risk management implications arising from the report or recommendations.

10. CRIME AND DISORDER REDUCTION IMPLICATIONS

10.1 The update report provides details of progress made on the interface between the youth service and anti-social behaviour teams in the Youth Service's effort to reduce anti-social behaviour.

11. SAFEGUARDING IMPLICATIONS

11.1 There are no direct safeguarding implications arising from the recommendations and actions.

Linked Reports, Appendices and Background Documents

Linked Report

- None

Appendices

- Appendix 1 – Action Plan
- Appendix 2 – Newark Youth Case Study – Restricted by virtue of paragraph 1 of Part 1 of Schedule 12A of the Local Government Act 1972.

Background Documents – Local Authorities (Executive Arrangements)(Access to Information)(England) Regulations 2012

List any background documents not already in the public domain including officer contact information.

- None

Officer contact details for documents: N/A

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Action	Responsibility	Date
Recommendation 1: The Youth Service should work with other Council departments, as well as other public and private sector employers, to take best advantage of potential apprenticeships as a means of offering work experience and career opportunities for all youth service users.		
<p>The Youth Service is working in partnership with Young Work Path to ensure that career opportunities for young people are available to all youth service users. As of Summer 2018 all Apprenticeship opportunities from Young Work Path are advertised in Youth Hubs and updated weekly.</p> <p>Youth Service programmes include Projects that support young people with their education, employment and training opportunities delivered by a range of partners including London based solicitor firms, VCS partners and NEET specialists.</p> <p>The Youth Service is actively contributing to the 'Preparation for Adulthood Strategy Group' that is focusing on the development of relevant work experience opportunities, supported internships, apprenticeships and traineeships for young people with SEN and other vulnerable young people.</p> <p>Youth Service has started discussions with a number of LBTH departments, public and private sector agencies to develop Apprenticeships, Volunteering, Mentoring and Work Placements opportunities.</p>	<p>Sandjea Green (Head of Youth Service)</p>	<p>26 November 2018</p>
Recommendation 2: The Youth Service to work with the community and voluntary sector to develop a new performance and outcomes framework, that is aligned to the wider directorate and corporate frameworks, that includes activity, input, output, outcome and impact indicators; and which is more nuanced to the communities in which young people live and where youth activity is delivered.		
<p>In July 2017 a new outcomes framework for the Youth Service was developed that was designed to improve outcomes for young people by enabling them to:</p>		

Action	Responsibility	Date
<ul style="list-style-type: none"> - have an increased sense of agency in their lives and their communities - feel more optimistic about their futures - access holistic and supportive opportunities across the borough of Tower Hamlets - increase their critical thinking skills <p>The framework captures a number of measures including those associated with:</p> <ul style="list-style-type: none"> - User voice; - Quality; - Outputs; and - Progress indicators <p>We are in the process of ensuring our Case Management System is able to capture these outcomes which we are working towards for April 2019. The aim is that by 2020 the following outcomes will have been achieved for young people:</p> <ul style="list-style-type: none"> - 20% more young people who have used services will have an increased sense of agency in their lives and their communities than the baseline - 20% more young people will feel more optimistic about their futures than the baseline - 20% young people will be better able to access holistic and supportive opportunities across the borough of Tower Hamlets than the baseline - 20% more young people will have increased their critical thinking skills than the baseline <p>The framework has been produced in partnership with representatives from the sector and it will be aligned to the existing output framework that is currently in use in the Youth Service to provide a system of measuring performance that delivers improved outcomes for young people.</p> <p>A provider forum is being set up in Q3 by the Head Youth Service and Head of VCS to ensure that outputs are realistic to ensure a focus on outcomes moving forward.</p>	<p>Ronke Martins-Taylor (Divisional Director Youth and Commissioning)</p> <p>Sandjea Green (Head of Youth Service)</p>	Ongoing

Action	Responsibility	Date
Recommendation 3: The Youth Service should, as part of its regular consultation activity, ensure that the opinions and preferences of female service users are proactively sought.		
<p>The Youth Service is actively ensuring the views of girls are proactively sought as part of any consultation activity. The service will ensure that any findings that arise from consultation with young women and girls will feed into service design in order to increase participation.</p> <p>The Youth Service is hosting its second Girls and Young Women event on 13th December 2018 (following the previous August 2018 event). These events ensure the Youth Service:</p> <ul style="list-style-type: none"> - Creates platforms for girls and young women to shape & lead consultation processes - Create girls and young women exclusive spaces as requested by them - Is intentional in addressing and raising the aspirations of girls and young women 	<p>Sandjea Green (Head of Youth Service)</p>	<p>Ongoing</p>
Recommendation 4: Following implementation of the Youth Service's new organisational model (and within a year) convene a focus group of service users to assess the impact of changes to the service with a view to them reporting back to Overview & Scrutiny Committee.		
<p>On 10th January 2017 Cabinet agreed to the restructure of the Youth Service and A Team Arts; this was completed in October 2017 with most staff vacancies filled by Summer 2018.</p> <p>As part of coproduction and ensuring service users are engaged in evaluating the effectiveness of the new Youth Service it is essential young people are supported to review its effectiveness.</p> <p>Due to new Head of Service commencing post in July 2018 this review will happen meaningfully in Q4 2018/19.</p>	<p>Sandjea Green (Head of Youth Service)</p>	<p>Jan – March 2019</p>

Action	Responsibility	Date
Recommendation 5: The youth service should work with its own internal youth workers, commissioned youth activity providers and independent youth activity providers to produce a joint timetable of youth activity for the benefit of Tower Hamlets' young people.		
<p>The Youth Service has produced a quarterly youth and Community Services Programme since summer 2016. The programme is published on-line and it provides information on the activities provided by both the council and commissioned youth activity hubs. The Youth Service's 2017 service plan identified actions to work more closely with internal teams (particularly in Sports and Leisure, Arts and Events; and Public Health) to deliver integrated services and jointly agreed priorities for young people.</p> <p>The Youth Service was successful in appointing a Programme Development Manager in September 2018 who has already dramatically improved the quality of the Youth Service's articulated offer. The Youth Service now publicises (both online and via brochures) internal and externally commissioned youth provision; the format of which is reviewed by young people. Moving forward the brochure will be completely designed by young people and will mostly be communicated via digital medias. As exemplified by LBTH Virtual Schools Service we intend to recruit a Social Media Apprentice to support the development of digital communication in line with the Corporate priority to improve our customers experience through the digital transformation programme.</p> <p>Since October 2018 the Youth Service has ensured the wider Youth Service offer is publicised via a range of portals outside of the Youth Service. Additionally meetings have started with the Sports & Leisure service to ensure that a joint approach is taken moving forward to publicising opportunities for young people, as well as partnership working to develop aspirational opportunities for young people i.e. Arts & Events working with Youth Service to develop a joint project in Tower Hamlets with the National Ballet company.</p>	<p>Sandjea Green (Head of Youth Service)</p>	<p>Ongoing</p>

Action	Responsibility	Date
Recommendation 6: The youth service should ensure that all mainstream and commissioned provision of youth activity and services is appropriately connected, through referral mechanisms and relevant fora, to the services supporting vulnerable children and families e.g. early help services and social care.		
<p>As part of its restructure the Youth Service created an Early Help and Transitions Team which supports vulnerable children to access early help intervention services. As of October 2018 this was launched into an Early Help Service. All mainstream and commissioned providers of youth activity are able to refer to this Service.</p> <p>The Youth Service will be hosting a 'Working with Young People Learning & Development Week' in January 2019. As part of this there will be a focus on helping Youth Work Practitioners to understand the range of agencies available to support vulnerable children and young people; who they are, what they do, how to access their provision, and what are the referral pathways. These will include a range of safeguarding options including Prevent, Substance Misuse, Child Sexual Exploitation Services, and VAWG/Youth Violence provision</p>	<p>Ronke Martins-Taylor (Divisional Director Youth and Commissioning)</p> <p>and</p> <p>Sandjea Green (Head of Youth Service)</p>	Ongoing
Recommendation 7: The Youth Service should build on the successful pilot of joint-working between the Police, the Council's Rapid Response Team and commissioned providers or Council youth workers, and have a more direct role in the Anti-Social Behaviour tasking group.		
<p>There are a number of stakeholder steering groups set up that include police, schools, business and communities i.e. Rapid Response lead the 'Violent Crime Reduction Partnership - Mile End' in which Youth Service are a part of. The purpose of this includes identifying and responding to local issues including anti-social behaviour. Similarly the Limehouse Youth Ward Panel enables joint working across agencies that are well placed to identify and create appropriate responses to anti-social behaviour.</p> <p>There is still more learning to do in this area to ensure a coordinated community response.</p>	<p>Sandjea Green (Head of Youth Service)</p>	Ongoing

Action	Responsibility	Date
Recommendation 8: The Youth Service should explore alternative funding sources to supplement the existing resources available in order further develop facilities and expand its offer to young people.		
The Youth Service is exploring opportunities for new and alternative funding streams in order to supplement its existing resources in order to develop its facilities and improve its offer to the young people of Tower Hamlets. In addition to this there is an objective set out in the Youth Service's service plan to maximise the income achieved from buildings (e.g. hires and leases).	Ronke Martins-Taylor (Interim Divisional Director Youth and Commissioning) and Sandjea Green (Head of Youth Service)	Ongoing

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