


Cabinet Decision	 TOWER HAMLETS
26 th April 2023	
Report of: James Thomas, Corporate Director Children and Culture	Classification: Unrestricted
Youth Investment Report	

Lead Member	Councillor Maium Talukdar, Deputy Mayor and Cabinet Member for Education, Youth and Lifelong Learning
Originating Officer(s)	Luke Norberry, Deputy Head of Service Development
Wards affected	All
Key Decision?	Yes
Reason for Key Decision	Financial threshold and Significant impact on wards
Forward Plan Notice Published	22 February 2023
Strategic Plan Priority / Outcome	Accelerating education

Executive Summary

A priority within Tower Hamlets Council Strategic Plan 2022-2026 is to transform and improve services for young people in the borough. The Council will achieve this through a major investment in the Youth Service, delivering a transformation in the level of support available to all our young people.

We believe that every one of our young people should be able to benefit from access to youth workers, who will support their development, provide safe spaces to socialise and ensure that they do not become engaged in criminal or anti-social behaviour. Our youth provision will work closely both with our schools and colleges on the one hand, and with the voluntary & community sector partners who also do so much to provide opportunities for young people.

We are ambitious about ensuring that all young people in Tower Hamlets have the best start in life and can easily access opportunities that enable young people to fulfil their potential including removing the impact of societal barriers that many young people face. To achieve this there are a range of measures designed to improve outcomes for young people which are detailed within the Strategic Plan including the council's priority to invest in a flagship youth service following significant cutbacks through the years of austerity.

The transformation of the youth service will ensure that all young people in Tower Hamlets have access to a diverse range of youth work opportunities and support through the delivery of a high-quality youth service. This includes the following:

- Universal 'safe spaces' in every single ward throughout the borough where young people can stay safe, participate in positive activities and educational opportunities as well as access additional support from youth workers. This will be an increase from five commissioned universal services to at least one in every ward therefore providing accessible 'safe spaces' for all young people.
- Targeted whole family support for vulnerable young people and their families.
- Integrated detached youth work team providing a preventative and responsive approach to harm outside the home.
- Commissioning of specialist youth provision for specific groups of young people.

We will put in place robust management and governance arrangements to ensure that our provision is delivered to the highest quality and to measure the impact upon our young people's outcomes.

Recommendations:

The Mayor in Cabinet is recommended to:

1. Endorse the proposed youth service operating model.
2. Agree to implement and operationalise the model.

1 REASONS FOR THE DECISIONS

- 1.1 To provide the resources required to implement and deliver the transformation of the youth service, Young Tower Hamlets. This is a key priority within Tower Hamlets Council Strategic Plan 2022-2026.

2 ALTERNATIVE OPTIONS

- 2.1 The following two alternative options were considered:

- Delivery of universal, targeted and detached youth work through a reduced number of specific youth hubs covering key areas of the borough. The proposed model ensures that there is a range of youth work opportunities for young people which is accessible as this will be provided at a ward level spanning the entirety of the borough. In the future should there be a need to tailor the scale of the offer consideration can be given to reconfiguring the model. In this circumstance there would be an impact on the staff structure depending upon amendments made.
- Continue with a commissioned service delivery model covering universal, targeted, and detached youth work. Within the Strategic Plan

there is a commitment to developing a flagship youth service primarily delivered by the Local Authority with aspects of commissioning included which forms the basis of the model. Within this paper there is provision for the commissioning of specialist services for young people which would be informed by a needs assessment.

3 DETAILS OF THE REPORT

3.1. Introduction

- 3.1.1. The Mayor and Cabinet have pledged their commitment to transforming the youth service. They have set out their vision and model for a modern and transformed service offer that meets the diverse needs of Tower Hamlets young people enabling them to thrive and enjoy a positive transition into adulthood.
- 3.1.1 Following a significant reduction in funding to youth services at a local and national level, this document sets out a proposal for investing and transforming the Local Authority youth service offer.
- 3.1.2. Demand of services for young people has increased dramatically through the pandemic and has been exacerbated even further in the face of cost-of-living crisis affecting young people and their families across the borough. This is also in a context of Tower Hamlets having an overall young population and a significantly higher rate of young people living in poverty.
- 3.1.3. The vision for Young Tower Hamlets is to transform the lives of Tower Hamlets young people through the power of youth work as we believe that all young people should have the opportunity to access and benefit from high quality youth work.
- 3.1.4. The new youth service offer will redesign universal provision providing young people with accessible 'safe spaces' throughout the borough, positive activities for young people to participate in which supports their developmental needs as well as a diverse, skilled and qualified workforce to access additional support from. The model will include a blend of 'safe spaces' utilising Local Authority and community settings in every single ward across the borough as well as the workforce to support universal delivery.
- 3.1.5. An Integrated Detached Team (IDT) with a primary aim to create greater safety and support for young people in the community will be implemented. This will significantly strengthen the boroughs approach to harm outside the home enabling both a preventative and responsive approach.
- 3.1.6. Targeted youth support teams will offer young people and their families additional support in relation to a range of presenting needs and risks. This team will provide whole family assessments and develop multi-agency support plans to effectively meet identified needs.

3.1.7. The following is an overview of the budget required to transform and deliver the new Local Authority youth service:

Budget	Amount
New Growth	£8.5M
Current Young Peoples Service	£2.2M
Total Revenue Cost	£10.7M
Proposed Capital Cost (non-recurring)	3.0M
Total Cost	£13.7M

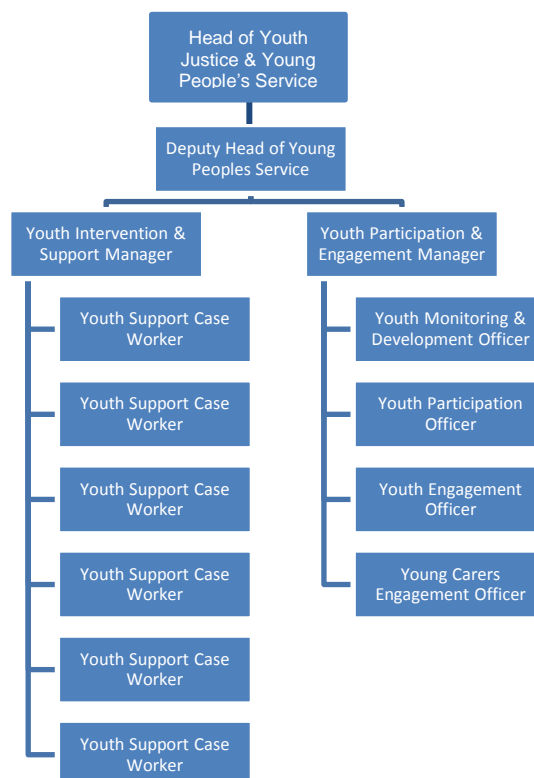
3.1.8. The ambition for the future offer is aligned to the Tower Hamlets Strategic Plan 2022-2026 specifically in relation to:

- Priority 3: Accelerate education
- Priority 4: Boost culture, business, jobs and leisure
- Priority 5: Invest in public services
- Priority 6: Empower communities and fight crime
- Priority 8: A council that works for you and listens to you

3.2. Young Peoples Service (Current model)

3.2.1. The Local Authority youth service has been the subject of many restructures over recent years. The service moved from an in-house large scale delivery model into a much smaller commissioned model. This is currently known as the 'Young Peoples Service' situated within the Supporting Families division.

3.2.2. The current Young Peoples Service structure is as follows:



3.3. Commissioned Contracts

- 3.3.1. The Young Peoples Service currently commissions approximately £1.4M in contracts through a combination of universal and targeted provision for young people. The remainder of the budget funds the staff directly employed by the council.
- 3.3.2. As contracts mature and provision has been brought back in-house, the budget will be reprofiled into Young Tower Hamlets. In relation to universal 'Safe Spaces', targeted youth support and detached youth work, these will not be commissioned by the Local Authority and will be delivered directly by Young Tower Hamlets staff team. The exception to this will be in relation to the commissioning of specialist provision for vulnerable groups of young people. For example, this may include provision for young people who identify as LGBTQIA+ and young people with special educational needs & disabilities. Any future commissioning arrangements will be informed by a needs assessment and the relevant governance.

3.4. Universal

- 3.4.1. The Young Peoples Service is responsible for the commissioning of the universal provision for young people with a total budget of £1,432,000. Below is an overview of the current commissioning arrangements in relation to providers, finances, and status.

Contract	Providers	Amount	Contact Status
Universal Provision	Poplar Harca	£207,000	Contract expires September 2024
	Osmani Trust	£138,000	Contract expires September 2024
	Sporting Foundation	£144,000	Contract expires October 2024
	Newark Youth London	£237,000	Contract expires October 2024

3.5. Specialist Provision

- 3.5.1. In addition to the commissioned universal offer, the Young Peoples Service commissions specialist provision for young people with protected characteristics and targeted support. Specifically young people who identify as LGBTQ+, SEND and transitions. Below is an overview of the current commissioning arrangements in relation to providers, finances, and status (subject to break clauses).

Contract	Providers	Amount	Contact Status
Specialist Provision	Poplar Harca - Arts provision	£70,000	Contract ends February 2025
	Step Forward - LGBTQ+ provision	£25,000	Contract to be renewed September 2024
	Tower Project - SEND provision	£50,000	Contract to be renewed September 2024
	Half Moon Theatre - Transition provision from year 6-7	£70,000	Contract to be renewed September 2024

3.6. **Detached Provision**

3.6.1. The Young Peoples Service commissions detached youth work at a borough wide level which is delivered by Poplar Harca. Below is an overview of the current commissioning arrangements in relation to providers, finances, and status (subject to break clauses).

Contract	Providers	Amount	Contact Status
Detached Provision	Poplar Harca	£295,000	Contract ends February 2025

3.7. **Break the Cycle**

3.7.1. The Young Peoples Service has a mixed economy model of delivery consisting of one internal team and two externally commissioned teams. The internal team is situated within the Young Peoples Service and staff are employed by the Council.

3.7.2. These teams provide allocated support to young people and their families on a voluntary basis. This includes undertaking whole family assessments, formulating multi-agency intervention plans to address identified needs and connecting young people and their families to community services.

3.7.3. In relation to the commissioned Break the Cycle teams these contracts ended in March 2023. The funds will be utilised to complement the new targeted youth support teams to be established as part of the new Young Tower Hamlets model.

Contract	Providers	Amount	Contact Status
Break the Cycle	Poplar Harca	£98,000	Contract ends March 2023
	Osmani Trust	£98,000	Contract ends March 2023

3.8. **Participation**

3.8.1. Participation is a key element of the work completed with young people. There is currently a strong participatory offer which young people, and the wider community, recognise and appreciate the value of.

3.8.2. Currently, there is a Young Mayor who is supported by a team of five Deputy Mayors. The young people are elected on a manifesto that they are then supported to deliver. There is also a wider Youth Council with elected members from most secondary schools in the borough to ensure that young people's voices are heard to inform services.

3.9. **Current context - universal needs analysis**

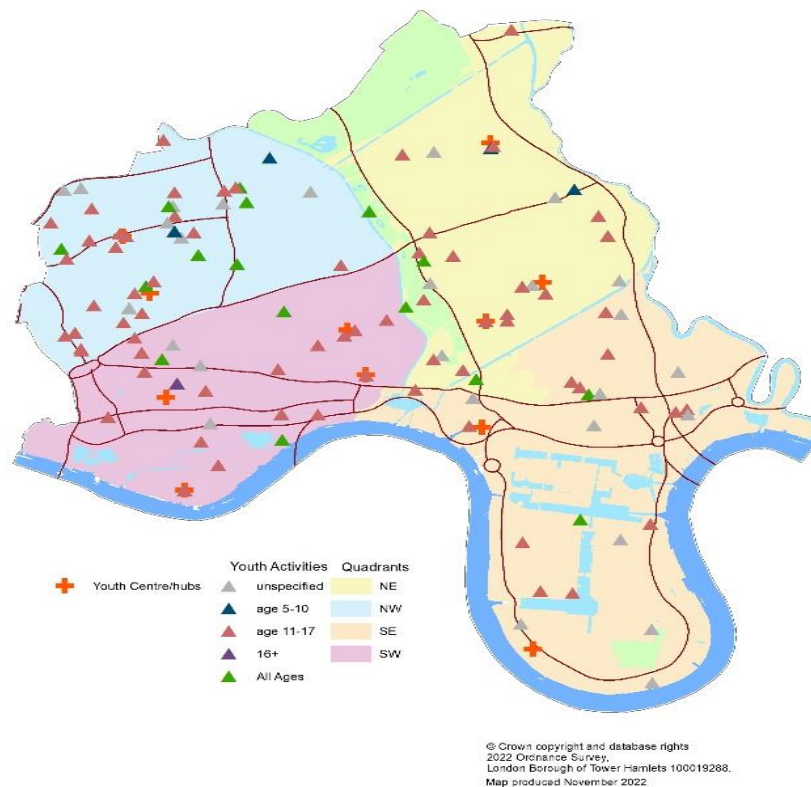
3.9.1. As part of the new universal offer, there will be a safe space in every single ward delivered by the Local Authority for young people, operating up to 4

days a week. This will be an increase from five commissioned universal services to at least one in every ward.

3.9.2. A comprehensive analysis of existing youth provision mapping has taken place at a borough wide level to inform the detailed plans for potential new growth. This is inclusive of Local Authority as well as voluntary and community sector delivered provision.

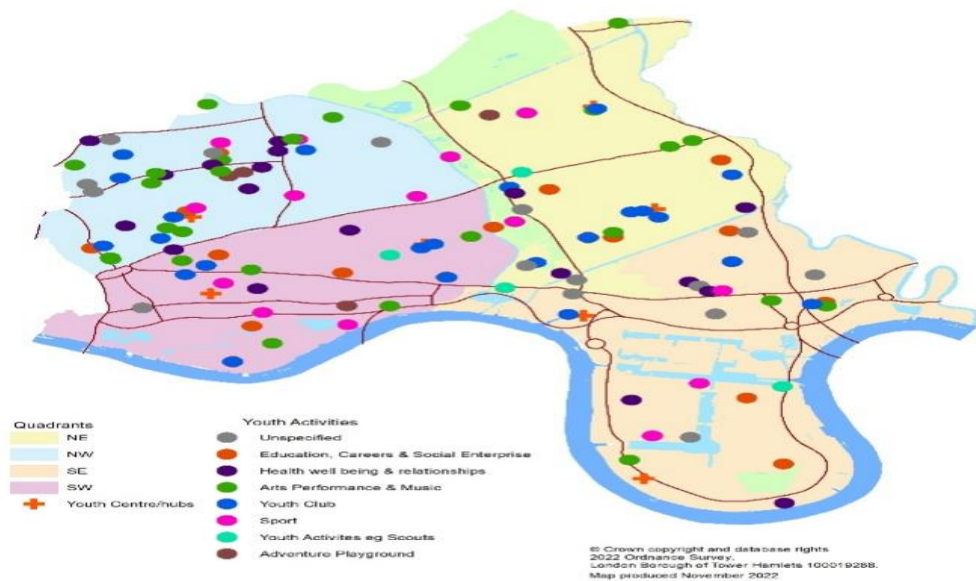
3.9.3. The below maps set out the youth provision in Tower Hamlets by age and activity type.

Youth provision by age



3.9.4. The image above demonstrates that in the east and south of the borough there is less provision across all age ranges and no provision specifically targeting 16+. This does not take in to account the youth offer provided from youth centres/hubs.

Youth provision by activity type



- 3.9.5. There is a range of provision across the borough. However, there is less provision on offer across the East and South of the borough.
- 3.9.6. A mapping exercise against the figures below highlights the wards that need to be focused on as a priority which includes the east of the Borough through to the Isle of Dogs.
- 3.9.7. A significant increase in resources in these areas would have the greatest impact for the community as well as the 'rising adolescents' that we can see will be potential service users in the next 2-6 years.

Rank	Ward	11-19 yrs	Ward	20-25 yrs
1	Bethnal Green	3,070	Whitechapel	3,600
2	Blackwall & Cubitt Town	1,745	Bethnal Green	3,312
3	Bow East	1,768	St Peter's	2,557
4	Bow West	1,387	Mile End	2,548
5	Bromley North	1,227	Blackwall & Cubitt Town	2,465
6	Bromley South	1,963	Spitalfields & Banglatown	2,332
7	Canary Wharf	1,309	Canary Wharf	1,884
8	Island Gardens	1,322	Bow East	1,821
9	Lansbury	2,708	Island Gardens	1,664
10	Limehouse	406	Lansbury	1,500
11	Mile End	2,628	Bromley South	1,490
12	Poplar	986	Weavers	1,470
13	St Dunstan's	1,939	Stepney Green	1,457
14	St Katharine's & Wapping	712	St Dunstan's	1,430
15	St Peter's	2,336	Shadwell	1,403
16	Shadwell	1,825	Bow West	1,292
17	Spitalfields & Banglatown	1,297	St Katharine's & Wapping	1,016
18	Stepney Green	1,586	Bromley North	954
19	Weavers	1,355	Poplar	729

20	Whitechapel	1,891	Limehouse	664
	Total by age	33,460	Total by age	35,588

3.10. The future Youth Service - Young Tower Hamlets

- 3.10.1. The vision for Young Tower Hamlets is to transform the lives of Tower Hamlets young people through the power of youth work as we believe that all young people should have the opportunity to easily access and benefit from high quality youth work.
- 3.10.2. Youth work is the best methodology to unlock young people's potential by providing high quality support and a diverse range of opportunities. A diverse, skilled and qualified workforce that build meaningful relationships with young people at their starting point enables young people to explore their personal, social and educational development.
- 3.10.3. The new youth service will create impactful youth work opportunities for young people aged 11+. This will include, universal 'safe spaces' for young people in every single ward, targeted support for vulnerable young people and their families as well as engaging with young people in the community across the borough through an Integrated Detached Team offer.
- 3.10.4. A new strategy will be developed setting out clear strategic objectives for the youth service to deliver upon in partnership with other key stakeholders. This will be underpinned by a theory of change detailing the approach of how the youth service will improve outcomes for young people. Key outcomes would be:
- Supporting young people's post 16 transition into education, training and employment.
 - Increase young people participation in universal 'safe spaces' provision.
 - Preventing young people from offending and entering the criminal justice system.
 - Increase employment opportunities for residents in both paid and voluntary youth work roles as well as an accredited youth work training pathway.
- 3.10.5. The service will develop a youth work curriculum an outcomes framework as part of achieving and evidencing positive outcomes for young people. This will be informed by the National Youth Agency youth work curriculum and outcomes framework and tailored to reflect the diversity and needs of Tower Hamlets young people specifically.
- 3.10.6. Demand for services for young people has increased dramatically through the pandemic and has been exacerbated even further in the face of cost-of-living crisis affecting young people and their families across the borough. This is also in a context of Tower Hamlets having an overall young population and a significantly higher rate of young people living in poverty.

- 3.10.7. As part of the transformation of the youth service, significant growth is required to ensure that all young people have equitable access to a youth service that meets their needs today and in the future. This requires the youth service to have a multi-model approach to delivery through place-based, whole family and outreach.
- 3.10.8. The youth service will be primarily delivered by the Local Authority with a diverse, skilled and qualified workforce including apprenticeship opportunities. As part of the transformation of the youth service it will be important to ensure that the workforce reflects the diversity of the community and population which will be achieved through as part of a comprehensive recruitment and selection process.
- 3.10.9. The voluntary and community sector is an essential part of providing a diverse range of opportunities and support to Tower Hamlets young people and families. The borough has wealth of services delivered by the voluntary and community sector which improve the outcomes and lives of residents and supports the boroughs diverse community to thrive. The youth service will continue to work effectively in partnership with the range of services provided to young people and their families.
- 3.10.10. The transformation of the youth service will complement the voluntary and community sector delivery of services to young people and their families. It is important that all services for young people work collaboratively to increase access and participation in the range of opportunities available to them. There is a commitment to continue to work in partnership with the diverse range of statutory and voluntary services throughout the borough to effectively support and safeguard all young people.

3.11. **Universal Delivery Offer**

- 3.11.1. As part of the recent government review of youth services led by the Department for Digital, Culture, Media, and Sport (DCMS) young people said that universal provision is hugely important to them. They provide an opportunity for young people to meet in safe spaces with other young people from different backgrounds as well as opportunities to access support and participate in activities which supports the personal, social and emotional development.
- 3.11.2. The new youth service offer will include universal 'safe spaces' for young people in every single ward throughout the borough. Youth workers will provide young people with appropriate safe environments, where young people can gather with their peers, safe from physical and emotional harm and participate in opportunities that supports their holistic development.
- 3.11.3. The universal offer will be delivered from a range of settings throughout the borough, including Local Authority owned premises as well as appropriate community venues.

- 3.11.4. The provision will be available on average 4 sessions per week across the afternoon and evenings. It will be imperative that the universal provision is delivered within the timeframe that research shows that most young people are impacted by crime and harm (e.g., 3-8pm). This will directly support the aim and outcomes of the Violence, Vulnerability and Exploitation Young People's Strategy as part of the approach to reduce young people impacted by harm outside the home through providing accessible safe places to go, positive and educational activities for young people to participate in and access additional support from youth workers.
- 3.11.5. At the heart of universal offer will be Tower Hamlets Youth Work Curriculum. This will be informed by the National Youth Agency (NYA) Youth Work Curriculum Framework for England and will be tailored to specifically reflect the local context and needs of Tower Hamlets youth needs population. The Youth Work Curriculum will set out the educational process that underpins excellent quality youth work. It is not a dictated set of subjects or a syllabus but rather a framework to support and develop practices that are a catalyst for young people's learning and development.
- 3.11.6. The below sets out the structure of the universal youth work team. To deliver this, the budget allocated for the workforce is £3,445,312.

Universal Safe Spaces Workforce	
Role	No of posts
Deputy Head of Universal Space Spaces	1
Team Manager of Universal Space Spaces	4
Senior Youth Worker Universal Safe Space	8
Youth Worker in Charge Universal Safe Spaces (Part Time)	48
Youth Worker Universal Safe Spaces (Part Time)	96
Total	157

3.12. Settings

- 3.12.1. The vision for Young Tower Hamlets is to have at least one safe space for young people in every single ward to support the delivery of accessible universal youth work provision. This will be a combination of Local Authority managed and community hired venues. In relation to settings managed by the youth service, there will be opportunities for partners to utilise the space as part of the delivery of their services to young people which will be subject to relevant formal partnership arrangements and governance.
- 3.12.2. The below buildings are currently within the Local Authority portfolio:
1. Haileybury Youth Centre
 2. Wapping Youth Centre
 3. Limehouse Youth Centre
 4. St Andrew's Wharf Youth Centre

5. Christian Street Hub

3.12.3. The identification of two further sites that are within the Councils building portfolio have been agreed by Asset Management Corporate Delivery Board (AMCD) to be allocated to Young Tower Hamlets to support delivery.

6. 27 Columbia Road, Bethnal Green, Poplar, London, E2 7QB

7. 16 Goulston Street, Whitechapel, London, E1 7TL

3.12.4. These two building were used previously as Youth Service buildings. However, they have not been operational for at least 12 months. Both buildings require refurbishment to bring them back up into an operational standard. The below sets out the refurbishment and on-going running costs:

27 Columbia Road E2

Description of refurbishment works	In-year cost
Building work	£18,795
Estimated mechanical and electrical	£87,780
Decorating	£20,407
Fit out and furniture	£28,850
Estimated IT	£30,000
Total	£185,832

3.12.5. There are plans to replace the gas boiler in 2023/24 with a new heated system by Facilities Management via the Capital Programme with an estimated cost of £71k.

3.12.6. The ongoing running costs for 27 Columbia Road are based on actuals from 2019-2020 pre-pandemic are set out below:

Running costs	Full year cost
Rates	30,693
Cleaning	10,521
Reactive R&M	1,182
Planned Maintenance	1,277
Ground Maintenance	350
Estimated energy	30,000
10% contingency	7,300
Total	£81,323

16 Goulston Street E1

3.12.7. The Council holds the property on a long-term lease, 100+ years. Some of the proposed work requires consent from the landlord which may incur fees.

Description of refurbishment works	In year cost
Building work	27,354
Estimated mechanical and electrical	83,450

Decorating	10,620
Fit out and furniture	10,775
Estimated IT	30,000
Total	£162,199

3.12.8. 16 Goulston Street has not been operated by the Council for some time. It was used by for youth provision by a provider for several years with the Council taking the space back in April 2022 and has since remained vacant. Therefore, the running costs are estimated based on a percentage of the cost from Columbia Road.

Running costs	Full year cost
Rates	23,021
Cleaning	7,891
Reactive R&M	887
Planned Maintenance	958
Ground Maintenance	263
Estimated energy	22,500
10% contingency	5,552
Total	£61,072

3.12.9. Both buildings will require mechanical and electrical works with a lead-in time of up to 12 weeks.

3.12.10. There is a workstream in place that is identifying and assessing the suitability to deliver universal provision within the community for young people, this will determine the safe locations. The community spaces will require rental and facilities management with an estimated cost of £814,603.

3.13. **Targeted Youth Support**

3.13.1. The youth service will provide targeted support for vulnerable young people and their families to ensure that the needs of young people are identified early and met by agencies effectively working together. The essential aim is to address difficulties at the earliest opportunity to prevent the needs, risks and vulnerabilities of young people from escalating. This often means working with young people who may not meet traditional thresholds for statutory or specialist services, but who, without help, are at risk of further difficulties which have a detrimental impact upon their outcomes.

3.13.2. Referrals will be primarily received via the multi-agency safeguarding hub (MASH) situated within the Supporting Families division providing a single 'front door' for young people and families to access additional support. Sources of referrals will include young people and families themselves as well as a diverse range of multi-agency partners (e.g., schools, health, police, voluntary and community sector).

3.13.3. Young people and their families will be allocated to a targeted youth and family practitioner who will provide assessment and intervention to meet the presenting needs. This will be delivered in a way that is shaped by the views and experiences of young people themselves.

- 3.13.4. The targeted youth support team will consist of diverse, skilled and qualified workforce who can develop positive relationships with young people and their families which facilitates positive outcomes.
- 3.13.5. The below sets out the structure of the Targeted Youth Support Team. To deliver this, the budget allocated for the workforce is £1,588,734.

Targeted Youth Support	
Role	No of posts
Deputy Head of Service Targeted Youth Support	1
Targeted Youth Support Team Manager	4
Targeted Support Worker	24
Total	29

3.14. **Integrated Detached Team (IDT)**

- 3.14.1. The youth service provides a borough wide Integrated Detached Team as part of the offer. The team will have the functionality to be deployed as both a preventative and responsive measure as part of creating greater safety and support for young people at a neighbourhood and community level. Tasking of the Integrated Detached Team will be informed by a range of sources including the daily intelligence briefing, weekly intelligence sharing partnership briefing and monthly tasking meeting.
- 3.14.2. Unlike centre-based provision, detached youth work takes place outdoor settings. Primarily, but not exclusively, the work takes place in the street and also in settings such as parks, shops, take away premises, transport hubs, schools and hospitals.
- 3.14.3. Many vulnerable young people choose not to access universal services for a variety of reasons. The relationships developed between young people and detached youth workers can where necessary support the facilitation of accessing services to help meet identified needs (e.g., education/training/employment, alcohol & drug services and emotional wellbeing & mental health services).
- 3.14.4. The Integrated Detached Team will consist of a diverse, skilled and qualified workforce. The Integrated Detached Teams core operational hours are expected to be from 3-8pm which is the vicinity which most serious incidents and offences occur. However, there will be flexibility to the operational hours informed by partnership information and intelligence.
- 3.14.5. The Integrated Detached Team, as part of addressing harm outside the home, will work closely in partnership with a range of services including Community Safety and Police. As detached youth work takes place outdoors there will be a need for the Integrated Detached Team to have access to a bus specifically to support delivery.

3.14.6. MOPAC commissioned a new Problem Profile into youth and group violence to ensure that the current partnership response evolves to meet the needs of young people. This profile, alongside other data is intended to inform and drive the strategic and operational development of the Integrated Detached Team to tackle exploitation and violence during this Police and Crime Plan period.¹

**A Problem Profile of Violence, Gangs & Young People
MOPAC Evidence & Insight
(September 2022)**



Analysis shows that across homicide, most serious violence and robbery that the offending peaks predominantly during weekdays (late afternoon/early evening). Nearly a third of all offences happened within a four hour window between the hours of 3pm-7pm. This pattern is consistent across all London boroughs.



In 2021, Tower Hamlets recorded the largest upward move (+8 places) in ranking and was the highest volume borough in relation to knife crime offences. In the same period, Tower Hamlets also recorded the largest upward move (+11 places) and was the highest volume borough in relation to knife crime with injury.

In 2021, Tower Hamlets recorded the highest volume of teenage violence (49), followed by Lambeth (47), Croydon (46), Lewisham and Southwark (both 35).



The majority of offences take place in public places with 62% of teenage violence being committed in this location type (e.g. streets, parks/commons, shops, take away premises, legal graffiti walls, schools & hospitals).

3.14.7. The below sets out the structure of the Integrated Detached Team. To deliver this, the budget allocated for the workforce is £643,083.

Integrated Detached Team	
Role	No of posts
Deputy Head of Service	1
Integrated Detached Team Manager	1
Senior Youth Worker	4
Youth Worker in Charge (10 hours)	8
Youth Worker (10 hours)	16
Total	30

3.15. Quality, Performance and Participation Team

3.15.1. Providing high quality youth work is vitally important in delivering the ambitious outcomes for Tower Hamlets young people. The Quality, Performance and Participation Team will be at the forefront at driving excellence in the quality of youth work and the positive difference it can make to improving outcomes in young people's lives. A wealth of knowledge exists that demonstrates a clear link with the quality of services provided to

¹ [PowerPoint Presentation \(london.gov.uk\)](https://www.london.gov.uk/press-releases/mopac/2022/09/14)

young people and the outcomes they achieve as part of their transition into adulthood.

3.15.2. As part of this vision the youth service will work towards achieving externally validated Quality Marks such as those developed by the National Youth Agency. This supports organisations to reflect upon and review the services they provide to young people enabling the service to develop and provide youth work to the best possible standard. An example of this is the Quality Mark which is built upon National Occupational Standards for youth work. Utilising the Quality Mark will support the youth service to embed a culture of continuous learning and growth as well as achieving excellence in youth work practice and outcomes.

3.15.3. As part of the quality assurance and performance arrangements the service will commission external providers to provide an independent assessment of the quality and outcomes achieved with and for young people. This will be incorporated into the quality assurance framework for the youth service as is likely to be apply thematically covering the distinct youth work delivery e.g. universal, targeted and detached.

3.15.4. This service will be made up of a range of the following components:

- **Quality Assurance:** The youth service will have an embedded quality assurance framework that recognises and enables the continuous improvement of excellent youth work practice. The National Occupational Standards for youth work will provide the starting point to develop the standards and indicators within the quality assurance framework. The quality assurance framework and related activities will ensure the quality of youth work delivery is consistently good across all deliverables as well as driving excellence. This will be aligned with the Supporting Families Learning Academy as part of a whole division approach to quality assurance for which examples of quality assurance include practice observations, feedback from young people, parents and carers, case file audits and the production of reports.
- **Data, Intelligence and Performance:** The youth service will have a Senior Data Analyst that will have a primary responsibility for establishing, developing and reporting products associated with youth service delivery and outcomes. It will be imperative to have analytical resource in the youth service to be able to provide management and performance information at a strategic and operational level. This role will be funded by the youth service and will be situated within the Commissioning and Culture division as part of the wider alignment of support services.
- **Participation:** The youth service will continue to deliver a high-quality youth participation offer which will consist of the Youth Council, Young Mayor, Youth Justice Participation Group and Children in Care Council.
- **Commissioning and Specialist Services:** The youth service recognises the importance of ensuring that all services provided as part of the Local Authority offer are inclusive to meet the diverse needs of all

Tower Hamlets young people. Consideration will need to be given to which specialist services are required to effectively meet the needs of the youth population i.e., LGBTQIA+, SEND, Mental Health, Somali young people, young carer to name a few. This will be informed by a holistic needs assessment specifically focusing on equality, diversity and inclusion reflecting the boroughs population. To ensure that commissioning arrangements and monitoring are both compliant and robust there is a need to have a Commissioning Officer in the service. This role will be funded by the youth service and will be situated within the Commissioning and Culture division as part of the wider alignment of support services.

- **Business Support:** The youth service will require sufficient business support resource as part of the day-to-day operations across the Universal, Targeted and Detached Teams.

3.15.5. The below sets out the structure of the Quality, Performance and Participation Team. To deliver this, the budget allocated for the workforce is £726,081.

Quality, Performance and Participation Team	
Role	No of posts
Deputy Head of Service, Operations & Partnership	1
Quality Assurance & Performance Manager	1
Business Support Team Manager	1
Business Support Officer	5
Practice Development Lead	2
Senior Data Analyst	1
Commissioning Officer	1
Youth Participation Officer	2
Total	14

3.16. Workforce Development

3.16.1. The workforce development will be imperative in developing and enhancing a suitably skilled and qualified workforce as part of the ambition to deliver a high-quality service for young people. The service will have a workforce development strategy which details the core and essential requirements for the roles as well as professional development opportunities. This will account for all roles within the service as well as the scale.

3.16.2. Below is an example of a core training pathway which will ensure that the workforce is sufficiently trained in youth work practice.

Qualification	Number of months to complete	Cost Per Learner
Level 2 Award in Youth Work Principles	6	£495

Level 3 Certificate in Youth Work Practice	9	£1300
Level 3 Diploma in Youth Work Practice	12	£1995

3.16.3. Example: For the entirety of the new Youth Service workforce to undertake a Level 2 qualification this would equate to £103,950 as a minimum baseline. There will also need to be an offer of Level 3 training for staff with line management responsibility as well as progression opportunities. In addition, there will be a comprehensive training and development programme to ensure there is consistent practice across the borough with an allocated budget of £146,000.

3.17. **Activity, Equipment and Resources**

3.17.1. To support the delivery of the youth service offer a budget will be required to provide resources as part of the day-to-day operations.

3.17.2. A key aspect of this is in relation to the Universal 'Safe Spaces' offer that will be operational during both term time as well as an extended offer during the school holidays. The fund will enable youth workers to directly deliver and procure services as part of the delivery of positive and educational activities underpinned by the youth work curriculum. There will also be a requirement to provide equipment and resources to enable direct work with young people across all 'Safe Spaces' within the borough.

3.17.3. In relation to the Targeted Youth Teams a proportion of the funding will be utilised as an enabling fund to support vulnerable young people and their families where identified as a need.

3.18. **Positive Sport and Outdoor Activities**

3.18.1. The new Youth Service will work in partnership with and provide resources to the Sports and Physical Activity team, as part of ensuring a diverse and strong offer for young people. This will result with young people being provided with a range of outdoor education, sports and leisure activities which positively impacts on their health and wellbeing.

3.18.2. **School Holiday Provision:** The Parks and Open Spaces team will deliver a variety of activities, workshops, and outreach sessions in partnership with a number of community and voluntary sector partners. These activities will primarily be delivered during the school holidays to encourage young people to explore nature, parks and open spaces. The Victoria Park team will work with a range of cultural and community partners and council teams to deliver projects that promote sustainability, encourage young people and families to get into gardening and become more aware of the park's wildlife and diversity. It will also provide opportunities for young people to try new activities that they may not normally have access to in an inner borough (free theatre, canoeing on the boating lake).

- 3.18.3. **London Youth Games Project:** A new model for the delivery of school sport was introduced in 2019-20. Government funding enabled Tower Hamlets to gain part-time (3 days per week) School Games Organisers (SGO's) that are employed by local schools. As part of the Young Tower Hamlets offer, there will be funding available to support the continued delivery of the London Youth Games project. This will ensure that the London Youth Games and District Sport provision will continue.
- 3.18.4. **Summer Programme:** Delivery of a targeted sports and wellbeing programme for young people during the summer holidays which helps participants to be more active and benefit from participating in groups activities.
- 3.18.5. **Duke of Edinburgh's Award:** Today, more young people than ever are participating in Duke of Edinburgh's Award. The borough already has an established Duke of Edinburgh offer and as part of service delivery this will be sustained and further developed this will enable young people to try something, help the community, develop their skills, grow in confidence, and achieve an accreditation.

3.19. **Communications and Branding**

- 3.19.1. The new youth service will be called 'Young Tower Hamlets'. As part of the vision for the service it will be important for young people to be able to easily identify provision and staff associated with the offer. This will help to build confidence, trust, safety and participation in the delivery of the service.
- 3.19.2. As part of delivering the communications and branding for Young Tower Hamlets, there will be a comprehensive communications strategy. This encompasses the approach, how the offer will be communicated, to who and when. The development and delivery of the strategy will be through engaging with young people, parents, and carers as well as key stakeholders.
- 3.19.3. The associated cost to develop the branding and the communications for the launch with an estimated proposal of £115,000. This will include the branding of settings, promotional campaigns utilising a range of place based and digital platforms and programmes of activities throughout the year. There will also be branded clothing available to the staff team as part of ensuring that Young Tower Hamlets staff are easily identifiable to young people within the borough.

3.20. **Programme Implementation and Governance**

- 3.20.1. As part of the transformation of the youth service there will be robust governance arrangements in place to oversee and scrutinise operational and transformational activity. This comprises of two boards and five workstreams that provides strategic and operational governance. The membership of these boards and workstreams is diverse and comprehensive to ensure there is effective accountability and scrutiny in place. Representation across

the governance arrangements include Finance, HR, Legal, Communications, Property, Facilities Management, IT and Young Peoples Services.

- 3.20.2. All related governance boards meet monthly with the exception of the Youth Service Redesign Executive Board that meetings bi-monthly. All meetings are documented to ensure that decisions and actions are clearly recorded. The programme is also subject to periodic internal audit review as part of the governance arrangements.
- 3.20.3. The transformation programme and operational delivery will be subject to internal audit reviews. These will happen periodically throughout the year providing support and assurance around governance, systems, and processes.
- 3.20.4. The operational activity will be overseen by Supporting Families Senior Leadership Team whilst the transformational activity will be overseen by the current below governance arrangements:

Group	Aim	Frequency	Chair
Youth Service Redesign Executive Board	This group provides strategic direction to the redesign whilst removing blockages, managing risks by exception and budget oversight.	Bi-Monthly	Deputy Mayor
Youth Service Redesign Group	Provides the day today oversight and management of the programme. It is responsible for the management of resources, risks, budget and decision making to ensure the programme delivers to time cost and quality.	Monthly	Director of Supporting Families
Workforce Development Workstream	Development of Practice Framework, new service offer, training plan, timetable (Staff & YP), QA, development of policies, procedures and to ensure the infrastructure to support delivery and safeguarding is in place.	Fortnightly	Head of Young Peoples Service
Buildings & Space Workstream	To ensure the new buildings coming into the portfolio are brought into operational standards. Identify which buildings can be used via 3 rd parties.	Fortnightly	Divisional Director of Property & Major Programmes
Communications, Consultation & Branding Workstream	To develop robust communications internally for staff and externally for young people and families so they are aware of the new offer and locations and the rebranding of the service.	Fortnightly	Director of Communications and Marketing
HR and change	To support the design and implementation of the new staffing structure. To support the development of the business case and advise on the design of recruitment and selection processes ensuring the incorporation of equality, diversity, and inclusion.	Fortnightly	Head of HR
Finance	Oversight of finance, spend and forecast to ensure the programme remains within the financial envelop.	Monthly	Director of Supporting Families

3.20.5. The implementation and delivery of the programme will require additional resources due to the sheer scale of the growth required and the timescales in which to deliver. The resources will be an interim arrange up 12 months to deliver the transformation of the youth service offer, the following resources will be required as a minimum:

- Programme Manager
- HR Officer
- Comms Officer
- Facilities

3.20.6. Young Tower Hamlets will have a strategic lead specifically leading on the transformation and operational delivery. To deliver this, the budget allocated for the workforce is £102,638.

Role	No of posts
Head of Young Tower Hamlets	1
Total	1

3.21. HR Summary

3.21.1. All posts within the Young Peoples Service and Young Tower Hamlets could be subject to change throughout the formal HR processes. These processes will determine the exact gradings of roles which may have implications financially.

3.21.2. Consideration will be given to the operational requirements of the service and the nature of the posts in terms of contractual hours will need to be scoped to determine the suitability.

3.21.3. The recruitment and selection process will be co-ordinated by a Project Manager as part of the transformational phase in recognition of the scale of the workforce. In addition to this, consideration will be given to utilising external recruitment agencies to support with building a diverse and effective workforce. All recruitment will be undertaken in compliance with relevant HR policies and procedures. There will also be additional support available from HR as part of this process which will be overseen at a strategic level by the HR and Change Workstream.

3.22. Finance Summary

3.22.1. Total costs to operationalise the new Young Tower Hamlets Service will require £10,700,000. This budget will be funded by the current Young Peoples Service (£2.2M) and new growth (£8.5M).

3.22.2. The total costs are broken down as follows:

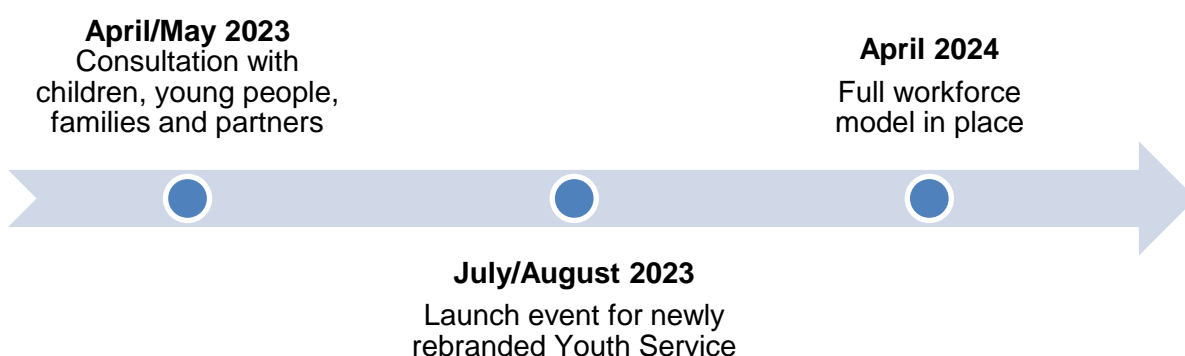
No	Item	Cost
1	Staffing Structure	£6,558,342
2	Universal 'Safe Space' Local Authority Settings (rental & facilities management)	£142,395

3	Universal 'Safe Space' Community Settings (rental & facilities management)	£1,739,263
4	Workforce Development	£249,950
5	Activity, Equipment and Resources	£1,125,000
6	Positive Sport and Outdoor Activities	£180,000
7	Specialist Commissioned Services	£350,000
8	IT infrastructure	£240,000
9	Comms and branding	£115,050
Total Revenue		£10,700,000
Capital		£348,031
Total		£11,048,031

3.22.3. In year one, as the new model is implemented there will be a scaled approach to expenditure which is likely to result in an underspend in year one. As part of the transformation governance there will be oversight of finances associated with the implementation which will be reported upon monthly within the Finance Workstream, Youth Service Redesign Group and bi-monthly to the Youth Service Redesign Executive Board to report on and scrutinise expenditure to reflect actual costs.

3.22.4. The two main factors that is anticipated to impact on the budget in year one is attributed to staffing and settings. As the model is implemented there will be a scaled approach to the recruitment and selection of the workforce as well as operationalising delivery. This will result in gradual increase in the expenditure with the expectation of full delivery by April 2024.

3.22.5. The below sets out indicative timescales for delivery:



Decision

3.22.6. The funding to transform Tower Hamlets youth service went before the Full Council 2023/24 budget setting meeting for formal adoption. This report seeks agreement to implement the transformation of the new youth service as detailed in this report.

4. EQUALITIES IMPLICATIONS

- 4.1. Tower Hamlets vision for equality is to build a strong, inclusive and a fairer borough addressing inequalities through our work and ensuring that our workforce reflects the diversity of the community. This is underpinned by Tower Hamlets Strategic Plan 2022-2026 and Corporate Equalities Plan 2023-2026.
- 4.2. The youth service will make ensure that it meets the Equality Act duty by doing all that it can to eliminate discrimination, advance equality of opportunity and address inequality.
- 4.3. The borough profile and borough quality assessment provide up to date equality information this will be utilised to inform decision making and service design to effectively meet different and diverse needs of young people and their families.
- 4.4. The youth service will provide safe spaces and inclusive offer for all Tower Hamlets young people. This includes ensuring the workforce is diverse and reflects the community which it serves.
- 4.5. A key equality implication is regarding ensuring the service is inclusive for all Tower Hamlets young people and families, so they can safely and easily access services which meets diversity needs and protected characteristics. This will be achieved through all aspects of the youth service delivery as well as the commissioning of specific services for groups of young people and their families.
- 4.6. As part of the implementation a full Equalities Impact Assessment will be undertaken to inform the service design.

5. OTHER STATUTORY IMPLICATIONS

- 5.1. This section of the report is used to highlight further specific statutory implications that are either not covered in the main body of the report or are required to be highlighted to ensure decision makers give them proper consideration. Examples of other implications may be:
 - Best Value Implications,
 - Consultations,
 - Environmental (including air quality),
 - Risk Management,
 - Crime Reduction,
 - Safeguarding.
 - Data Protection / Privacy Impact Assessment.
- 5.2. The new youth service model supports the Local Authority duty set out in section 17 of the Crime and Disorder Act 1998 by paying due regard to the need to do all that it reasonably can to prevent crime and disorder, misuse of alcohol and drugs, re-offending, and serious violence.

- 5.3. The new youth service model supports the Children Act 1999 and Children Act 2004 which provides the legislative framework for safeguarding children. Key principals established by the Act include placing a duty on Local Authorities and their partners to cooperate in safeguarding and promoting the wellbeing of children and young people.

6. **COMMENTS OF THE CHIEF FINANCE OFFICER**

- 6.1. The report builds in significant growth based on both the current budget and the approved growth bid for 2023/24. Estimates of expenditure have been used to calculate the use of the funding, however this will need further work and more detailed costing as the project develops.
- 6.2. The costs of the proposed buildings repairs and maintenance are based on the current usage of those buildings and may vary when the building is used to provide more comprehensive services.
- 6.3. The costs of additional support services not provided by LBTH have been estimated and again may vary due to their specialist nature.
- 6.4. Capital Spend forecast is for this year only and greater Capital spend shown in the initial costings will be in future years as more sites come on board and will need to be added to the capital programme along with the associated revenue costs.
- 6.5. As the project will not be in place for the 1st April there will be some slippage on these costings as new provision becomes established.

7. **COMMENTS OF LEGAL SERVICES**

- 7.1. S.3 of the Local Government Act 1999 requires the Council to achieve Best Value in terms of economy efficiency and effectiveness in the way it delivers its statutory functions. It is reasonable to expect that the structure proposed in this report will achieve this aim and is therefore lawful.
- 7.2. The Council has the legal power to operate in the manner suggested in his report.
- 7.3. The report refers to a number of existing contracts which are coming to an end. Where the employees who perform those contracts are substantially employed by the contractors to carry out those contracts then it is possible that where the Council subsequently carries out similar tasks those employees may obtain rights under The Transfer Of Undertakings (Protect of Employment) Regulations 2006. This means that the Council will carry out

statutory consultation and checks with such people to ensure that their employment rights are protected.

Linked Reports, Appendices and Background Documents

Linked Report

- None.

Appendices

- None.

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

- None.

Officer contact details for documents:

Or state N/A