

Committee: Cabinet	Date: 10 th September 2008	Classification: Unrestricted	Report No:	Agenda Item:
Report of: Corporate Director of Children's Services Originating officer(s) Mary Durkin, Service Head: Youth & Community Learning		Title: Resourcing Tower Hamlets Youth Service Wards Affected: All		

Special Circumstances and Reasons for Urgency

The report was unavailable for public inspection within the standard timescales set out in the Authority's Constitution, because of the detailed discussions that needed to take place with third section organisations in respect of the **myplace** application process and for each organisation to determine whether they wished to submit an expression of interest. The deadline for applying for **myplace** funding is the 30 September so it is essential that Cabinet consider no later than the 10 September.

1. SUMMARY

- 1.1 Earlier this year the DCSF published "Aiming High for young people: a ten-year strategy for positive activities". This document is the latest strand of the government's policy review of work with children and young people, and has informed the outcomes of the 2007 spending review. It sets out aspirations for services over the next ten years and identifies spending priorities. In particular it identifies unclaimed assets (money left in dormant bank accounts) as a new source of funding for services for young people. Utilising some of this resource the government has recently launched the **myplace** programme. Local Authorities have been invited to bid for capital funding to establish a 'world class' youth provision in every constituency in England.
- 1.2 This report examines the current state of the youth service in the borough. It looks at the programmes offered, and notes that the quality of those programmes could be improved. In particular it looks at very popular programmes, offering recognised qualifications, which can't be replicated because of lack of funding, and recommends a per capita increase in the revenue funding.
- 1.3 The paper gives an overview of the buildings from which the service operates, and proposes an accommodation strategy for the service.

- 1.4 Potential applications for the government capital grant **myplace** are reviewed in relation to the overall accommodation strategy.
- 1.5 Finally, it looks at the management arrangements for LAPs 1, 2, and 3, which were brought in-house when the contracts were unsuccessfully tendered, and makes recommendations for re-tendering.

2. **RECOMMENDATIONS**

Cabinet is recommended to:

- 2.1 Agree in principle the allocation of additional funding for the youth service and note that a further report setting out the detailed allocations of additional funding including specified outputs and expected outcomes will be submitted for consideration of the Cabinet in October 2008;
- 2.2 Note the options for the Osmani Centre and agree that a detailed options appraisal is commissioned at a cost of not more than £139,000, to be funded from Local Public Services Agreement Reward Grant as set out at paragraph 6.8.4.
- 2.3 Agree to earmark up to £3.3m from the Local Priorities Programme for works to the Osmani Centre subject to the outcome of the options appraisal, referred to at recommendation 2.1 above, and further consideration of this matter by Cabinet at its meeting in October 2008;
- 2.4 Agree that the priority to go forward as an application to the DCSF **myplace** fund for building a world class facility accessible to all young people in the borough should be on the Haileybury/Dame Colet House site;
- 2.5 Note that a successful **myplace** application could require that the Haileybury Centre and the adjoining Dame Colet House would need to be removed from its "surplus" status and from inclusion in the Ocean New Deal for Communities plans for site clearance and revert to educational use; and
- 2.6 Note the issues surrounding the possible re-tendering of the youth service contracts for LAPs 1,2 and 3 and include further consideration of the matter as part of the report to be submitted for Cabinet consideration in October 2008.

3. **BACKGROUND**

3.1 The government's vision is "for all young people to enjoy happy, healthy and safe teenage years that prepare them well for adult life and enable them to reach their full potential ... to achieve the Every Child Matters outcomes and be on the path to success....This means society viewing young people positively, not seeing them as a problem to be solved." In particular, the strategy aims to ensure that young people succeed in education and continue in learning until the age of 18, participate in positive leisure activities that "develop resilience and the social and emotional skills they need for life", make a real contribution to society, are healthy (physically and emotionally) and grow up in safe environments. The concerns are to do with disengagement at 16, education attainment, obesity, rates of teenage pregnancy, entry into the criminal justice system, emotional fragility. There are particular concerns expressed for the achievement of black boys. There are in addition, concerns for out-of-school hours facilities for young people, which in some boroughs have had little spent on them, and often have been closed.

3.2 The situation in Tower Hamlets is not very different from the national picture.

- Although we have seen a marked reduction in the proportion of young people aged 16-18 in the Borough who are not in education employment or training (NEET) the figure at 8% remains too high (the National average is 6.7%).
- While the figures for young people with Learning Difficulties and Disabilities who are NEET has also fallen from 15.4% in January 2007 to 11.7% in January 2008 it remains a higher percentage than the overall NEET figure
- Numbers of teenage parents are low against the national average, although the rate of terminations is relatively high.
- The rate of first-time entrants into the criminal justice system is still increasing, but only marginally, and Tower Hamlets shows a better picture than its statistical neighbours.
- Over the last ten years Tower Hamlets has recorded the best rate of improvement in GCSE results in the country. The proportion achieving 5+A-C including English and maths has improved at more than twice the national rate and the gap has narrowed from 16.4% in 2002 to 9.7%.
- While white British boys make up around 11% of the 16 – 18 cohort, they remain the biggest concern in the NEET and youth justice figures. In 2008 30% of all juvenile offenders were white, as was nearly 18% of the NEET (figures as at February 2008).
- Obesity we know is a real problem for young children and the Borough's six year olds have recorded the third highest rates of obesity in England. We must assume that unless strong action is taken it will become a serious problem for teenagers.
- Figures for Accident and Emergency Departments, and the PCT indicate that under-age drinking is problematic, particularly for girls.

- 3.3 There are four main elements of the Aiming High Strategy: Positive Activities for Young People, Empowerment of Young People, Quality Assurance and Access to Attractive Facilities. All elements emphasise the dual importance of first-rate premises and a high quality curriculum offer, containing a wide range of activities with accredited outcomes, and reliable information advice and guidance. In 2003 Tower Hamlets made a commitment to working towards the development of youth hubs – centres of excellence, with a varied programme, attracting young people from across the local area. NRF money was committed, and a number of buildings were significantly improved. In 2006 the new youth service contract specifications identified a hub in each LAP, and contractors have been asked to work on developing the programmes and facilities in their hubs. Although this has had varied success, with the new help available in the wake of Aiming High, the work should be taken further.

Positive Activities

- 3.4 Positive activities are those leisure time activities resulting in tangible outcomes available for young people. The range includes sports and arts awards, first aid, peer support and volunteering, and informal activities within youth facilities recorded because they demonstrate a significant outcome (organising a social event for local elderly people, for example, looking after younger participants, or involvement in programme planning). The range also includes activities with formally accredited outcomes. These might include Junior Coaching Awards, first aid, swimming certificates, IT qualifications, music and drama awards, cookery, hygiene, dance, or any of the numerous community involvement awards (Prince's Trust, Youth Achievement etc.) Furthermore Tower Hamlets has been selected to be part of the national **Find Your Talent** pathfinder which will roll out over the next 3 years - the only borough in London. We will be developing a 5 hour a week cultural and arts offer for every child and young person (ages 0-19) in the borough, much of which will be delivered by arts and cultural partners outside of schools. Hence it makes absolute sense that we will need well equipped, accessible youth centres which have flexible spaces to accommodate such an offer.
- 3.5 Positive activities in Tower Hamlets youth clubs are paid for through the contract sum, as described above. However, additional activities can be financed, on application, from the PAYP funds. Any youth service provider can bid for funding before the school holidays, for money to support activities. Bids are particularly welcome from third sector organisations and for activities which promote engagement in education, training or employment, and which combat anti-social behaviour. The positive activities programme also includes young people's volunteering.
- 3.6 Aiming High suggests that the remit of the positive activities programme should be extended to include work with young people involving parents. Research quoted in the document shows that UK teenagers spend far less time with their

parents than do their European counterparts, and suggests that this might contribute to disengagement at 16. Local authorities are asked to look at innovative ways of involving parents with their teenage children. Positive activities include participation in sport, and links with the sport and cultural offer within schools. Aiming High stresses the vital link with the extended schools programme. Participation will be measured by a new National Indicator.

- 3.7 The contract specification in the borough sets clear targets for the number of young people achieving accredited outcomes. Performance against these targets is variable. Only three of the five external contractors met the targets in the first full year of the contract. Close monitoring of the contracts is driving improvements in performance. However, there is a training and development issue. Historically, most youth workers are not trained to offer specific outcomes for young people – they have considerable expertise in building relationships, establishing safe, pleasant and orderly environments, diffusing tension, and encouraging engagement with local institutions and current affairs. They are nervous about structured programmes, with which they are themselves not necessarily familiar, and they do not necessarily have specific expertise in sport to the level of training for Junior Leadership, or in art or drama. This expertise has to be provided either through the existing outdoor education and arts contracts, or through spot purchasing tutors. However, the value of all contracts is very limited, and contractors are stretched to provide an adequate service. Tower Hamlets still funds its youth service generously, but funding in 2006/7 dropped to third place in the country, and the 2007/8 figure, because of population growth, is likely to be lower.
- 3.8 To address this difficulty the youth service is developing work with the Duke of Edinburgh Award. This provides a framework for youth workers to plan a rich, balanced, and challenging programme with young people. It will help to integrate the provision of informal education opportunities across schools, the Youth Service, and extended schools. That in turn will make the purpose and value of informal education clearer to young people and their parents. The DofE has national and international recognition and is valued by employers and admissions tutors. The cost of implementing this change across the whole service is significant and has been built into the bid for additional revenue funding. This will cover staff training, the funding of log books, and some additional planning time.

Empowerment of Young People

- 3.9 “Empowerment” covers the new drive to involve young people in the democratic process and to encourage young people to take control over financing and planning their own facilities. Democratic engagement is encouraged through the Youth Parliament, school and neighbourhood youth forums, and in some boroughs, directly elected young mayors.

- 3.10 Opportunities Fund and the Youth Capital Fund. In Tower Hamlets young people have been trained to scrutinise grant bids from other young people, bidding against a range of revenue and capital criteria, and reporting to the local authority Grants Panel. Grants are available on a rolling basis. In London, money for Youth Opportunity and Capital Funds has been enhanced over the next three years.
- 3.11 In Tower Hamlets we have a well established Young Mayor role, though more work needs to be done to integrate the role into other democratic systems across the borough. Young people are enabled to control some of the funding arrangements for youth facilities through the Youth
- 3.12 As part of the empowerment strategy, and young people taking control over decisions on what to do in their leisure time, Tower Hamlets has piloted Choice and Opportunities On-Line, a government initiative giving young people the facility to spend £40 a month on a range of activities. So far, this has been very successful. The scheme allows for young people to use an on-line booking system, backed up by a call centre. Bookings can also be made using a registered mobile phone by sending an SMS to the call centre with the activity they choose to do. So far the scheme has attracted over 1000 young people, of which over 600 are eligible for the bursary. Most of the eligible young people are actively using www.coo-l.co.uk to browse for activities and book online using their bursary. In June this year, 250 young people spent money on joining a gym. Over 1000 transactions have been made so far, ranging from £2 for a canoeing session to £35 for theatre performance. The Service received £216k for the scheme in 07/08 and just over £1.2m in the current financial year. However, funding for the scheme officially comes to an end in March 2009 and the DCSF has not indicated whether the funding for the scheme will continue. Certain elements of COO-L Phase 1 might be continued through other internal team or organisations. The PCT have expressed interest in the continuation of the gym memberships beyond March 2009. A proposal is underway for Phase 2, which will include pre-pay functionality giving young people more freedom of choice and enhanced access to services. Cost for delivering the enhanced method is in the region of £100,000, with an ongoing cost of around £2,000 per month.

Quality

- 3.13 The quality of the range of activities on offer is emphasised continually throughout the government's report. Quality is judged through the outcomes for young people, and is to be improved by focusing both on recorded and accredited outcomes for the young people, but also on the level of training required for the workforce. It will no longer be sufficient for the service to employ willing staff with entry-level qualifications. We must ensure that the workforce is trained to an adequate point (where possible Level 5) and is integrated into the children's workforce generally. Staff must in particular be trained in using the Common Assessment Framework, and must ensure that work in youth projects is seen as part of the whole provision in the Children's Trust.

- 3.14 Another factor of the existing staffing structure which undermines the quality of provision is having a sufficient spread of qualified youth workers to ensure that centres are always open during their advertised hours. Last minute closures due to staff sickness etc are currently all too frequent. A service needs to be reliable to gain the commitment of local young people and their parents.
- 3.15 Some work on offer in the borough is already of a very high standard. The service was commended in the JAR, particularly for its participation offer, and the work of the young inspectors was ground-breaking nationally. Shortly after the JAR the service was awarded the NYA kite mark for good quality youth work, one of only two services in London to achieve this. Internal and external inspections are clear that special programmes in this borough are of a very high standard – this includes arts work, outdoor activities, and work with young people with profound disabilities, participation and volunteering programmes. However, the quality of the every day programmes in the contracted youth centres, is not up to standard.
- 3.16 Beyond traditional youth club provision, good quality information, advice and guidance should be secured through the Connexions and Careers provision. In Tower Hamlets Connexions was brought in-house a year ago, but the Personal Advisers still operate from a central base at the Mile-End One-Stop-Shop. Officers should look at relocating the PAs to ensure that hubs in each locality offer IAG on site.
- 3.17 Volunteering is a central plank of Aiming High, and is already being taken very seriously. In the CYPP, we set ourselves the target of tripling the number of opportunities for young people by 2009. We are on track to exceed this target. Although many volunteer opportunities are in the Third Sector, the Local Authority has an important role in providing the leadership and conditions to help them succeed. We will benefit from the support of the Volunteer Centre Tower Hamlets and a 'vteam' led by the national charity Changemakers. In May this year, Tower Hamlets youth service became the first local authority to be awarded the Volunteering England Investing in Volunteering Quality Mark.

Access

- 3.18 Providing attractive and inviting premises is a major element of the new strategy. Across the country there has been little investment in leisure facilities for young people since the early sixties when new purpose-built centres were provided in the wake of the Albemarle Report (1960). Albemarle centres were designed on the assumption that sport and dance would be the key activities, and consisted largely of halls, with some office and storage space attached, and where possible access to outdoor sports areas. In the better centres, there was an upper floor, with more flexible space. Haileybury is a good example of an Albemarle centre.

- 3.19 In Tower Hamlets, unlike many parts of the country, over the last few years there has been significant capital investment in the youth service and there are a number of high quality, attractive venues (Limehouse, St. Andrew's Wharf, Attlee, Eastside), though there are others where much more work needs to be done (BYM, Osmani, Haileybury, Caxton Hall). Aiming High commits the government to investment in "world class" centres, one for each constituency. The examples cited are the Salmon Centre in South London, and Bolton Lads' and Girls' Club. Unlike the Albemarle centres, these new centres will offer access to a wide range of leisure and educational activities, including advice and guidance. They will be characterised by multi-agency management, involvement of teenagers and their parents in planning and development, co-location of services, and partnership between the local authority and the third sector. They will be available for girls and boys throughout their teenage years, regardless of faith, ethnicity, or ability, and will be available to young men and women up to the age of 25 where there is special educational need.

4. **FUNDING – CAPITAL**

- 4.1 There are various internal funding sources available for capital works to youth service programmes.

- There is an annual allocation of £57,000 within Children's Services revenue budgets for planned capital repairs for youth centres and all lifelong learning premises. This does not allow scope for significant works.
- Section 106 money is identified on an ad hoc basis in accordance with planning guidelines, and, as indicated above, might be available to supplement other funding.
- LPSA Stretch funds £200k
- Youth Opportunity Capital Fund: 2008 to 2011 - £552,000 (£184k per annum) available. This fund puts buying power directly in the hands of young people by providing funding for them to run their own projects to improve things to do and places to go in their area.
- Youth Opportunity Capital Fund Plus: £452,000 available. Building on the main Youth Opportunity Capital Fund, we are one of ten Local Authorities who have been given additional funding through the Youth Taskforce Action Plan (the successor to the Respect Taskforce and Action Plan) to specifically develop capital projects that divert young people from crime and anti-social behaviour. Over 200 applications have been received for this funding from third sector organisations and the money will need to be spent before the end of this financial year. Recommendations will be made to the October Grants Panel in line with the overall accommodation strategy.
- Other internal capital resources are available from the Council's LPP (local priorities programme) funded from capital receipts and other resources. Allocation of these funds is made corporately and agreed annually by Cabinet.

4.2 External capital funding is limited.

- Building Schools of the Future – is funded by the DCSF and is targeted at secondary schools. This funding can be used for youth facilities as long as it is as shared use. It is not possible to use it for dedicated youth facilities, unless additional funding is identified to enhance school provision
- The new external funding source for capital works currently is **myplace**. To ensure the development of “world class facilities” DCSF has made additional capital funds available, from the seizure of unclaimed assets in banks. Details have been published in the **myplace** scheme. Currently, new money available for this financial year amounts to £110m. There will be a further £30m early in 2009. Bids are invited for £1 – 5m, though DCSF have made it clear that they are planning for in the region of £1.5m per constituency. Bids are accepted from the Third Sector, Local Authorities and private organisations, but all must have formal endorsement from Local Authorities, and all must show firm evidence of partnership work and of young people’s participation. Third sector organisations are eligible for an additional £40k revenue, in the first year.

4.3 Both DCSF and the Big Lottery, informally, have indicated that the Department would not expect to see two “world class facilities” in close proximity. The National Youth Agency Guidance is that all young people should be within a mile or a “convenient bus ride” of a youth centre. By this yard-stick, the borough already has a full complement. However, the quality of the facilities and how available the provision is at the times when young people may want to use it varies as has been described. Given the compactness of the borough a strategy that involved building a single world-class facility, a ‘hub of hubs’, is likely to be attractive to government. The level of capital funding required for building a facility equalling that of the Bolton Lads’ and Girls’ Club or the Salmon Centre, suggests that more could be achieved by concentrating on one site, and even then a two phased building programme may be necessary.

4.4 An application for the next round of **myplace** funding for Tower Hamlets should be made by 30th September 08. However, the guidance is clear that there is no entitlement to this money, and that it may be that boroughs are not successful in their applications. Awards will be made on the strength of the proposals, their innovation and partnership work, but also on the quality of provision already available in the area. The National Youth Agency is currently undertaking an audit of buildings across the country. In Tower Hamlets, significant investment has already been made in youth service buildings, so there will be a strong element of risk that any bid will be unsuccessful. Any application from the borough must be drafted in the light of a number of criteria:

- Youth population in the area
- Proximity of other good quality provision
- Partnership work

- Involvement of young people and their parents
- Potential for co-location of services
- Sufficient scale to provide a broad range of activities
- Matched funding, building on existing initiatives in BSF and Extended Schools.
- Capacity to deliver a programme helping to address the engagement of young people.
- Sufficient revenue beyond the first year

5. **FUNDING – REVENUE**

- 5.1 Any additional building will bring a significant revenue bill. Even with relocation of services, and joint work with a number of partners, there will be requirements for additional professional staff (youth workers, guidance staff) and ancillary staff (premises managers, cleaners, security staff), as well as premises running costs for any new centres. A reasonable estimate for minimal staffing for a good hub is £100k pa. A world class facility, a ‘hub of hubs’ could be considerably greater. Funding within the youth service contracts is stretched. Current centres are thinly staffed. They are not open as often as they could be, or as reliably as they need to be, and do not offer the varied programme required in Aiming High. There is certainly no capacity to open new centres, without an injection of revenue funds. As indicated above, revenue funding in the LAP contracts is stretched.
- 5.2 Tower Hamlets commits a significant proportion of this revenue to fund the Rapid Response Team, which is a real benefit to the borough and a model for other authorities, but it does mean that funding for the youth centres is even thinner than it would be otherwise, and the comparison with other authorities, in terms of the capacity to run youth centres, is skewed. Finally, Tower Hamlets runs more centres per capita than other boroughs, so the staffing is further stretched. This has an impact on the programme on offer, and the level of service generally. There is not sufficient within the youth service contracts under the current arrangements to fund any additional centres. In order to ensure high quality provision in the borough additional revenue would be needed for the contractors. Were the council able to find this funding, it could be distributed to the contractors on a per capita (of teenage residents) basis, which would go a long way towards rectifying the imbalance of funding that has always been within the contracts when funding has followed staffing.
- 5.3 Any additional funding to uplift the revenue stream of the youth contracted services will bring significant benefit to all young people across the borough. If funding were made available prior to the onset of winter it would enable additional activities to be in place by the end of October. This funding would provide an opportunity for more young people to be engaged in structured, positive activities across all LAP areas.

The table below shows the difference that additional funding at various levels would make in revenue terms. The recommendation is that additional revenue should carry with it the following additional targets:

- an increase in provision in each LAP including week-end provision with at least one centre open to 12.00 midnight on Saturday and 10.30pm on week nights
- development of a cover team as a contingency against staff absence, provided by central youth services where necessary
- engagement with the Duke of Edinburgh Award offering at least one Award Club in each LAP, preferably in the hub
- appointment of all new staff on a minimum of 18 hours per week
- to backfill staff time, so that all remaining unqualified staff become qualified youth workers and all staff take up specialist curriculum training such as Duke of Edinburgh, drugs education, or sex and relationships education
- an increase in the proportion of accredited outcomes by 20% on the current targets, to include at least 15 Duke of Edinburgh bronze award level achievers in each LAP
- outreach work with targeted under-represented groups, particularly young people with disabilities and girls, to ensure a 10% annual uplift on the existing contract target for the number of young people engaged in activities leading to accredited outcomes
- work with parents to market and advertise activities in every centre, to attract a wider range of young people and the development of parent-led and parent-supported activity
- full participation in LAP meetings, the youth partnership, and the mayoral elections

It will be essential that the allocation of any additional funding is informed by a careful review of youth service contracted LAP provision to ensure a planned and coherent offer across the LAP

5.4 Figure 1 below shows the difference that additional funding, at various levels, would make in revenue terms. There are three options

- Option 1:** Additional per capita funding on the existing contract sums to our contracted youth service providers, including a lump sum to the Outdoor Education provider;
- Option 2:** Additional per capita on the existing contract to our contracted youth service providers, including a lump sum to the Outdoor Education provider and two of the centrally based teams (A-Team Arts and SEN Activities);
- Option 3:** Additional per capita on the existing contract to our contracted youth service providers, including a lump sum to the Outdoor Education provider and the centrally based teams (A-Team Arts, SEN Activities, Rapid Response and the Involvement Team).

Figure 1: Additional funding options

	Number of young people aged 13-19 (GLA 2006 Ward Population Projections 2006/07)	Total contract sums (including bonus) 2008/09	Option 1: Additional funding allocated to area based contracts	Option 2: Additional funding allocated to area and borough-wide contracts	Option 3: Additional funding allocated to area and borough-wide contracts and LBTH direct delivery teams
LAP 1	3,475	£214,225	£177,745	£164,918	£144,761
LAP 2	2,526	£225,500	£129,204	£119,880	£105,228
LAP 3	2,730	£385,041	£139,638	£129,561	£113,726
LAP 4	2,015	£280,184	£103,066	£95,629	£83,941
LAP 5	1,584	£163,488	£81,021	£75,174	£65,986
LAP 6	2,430	£214,225	£124,293	£115,324	£101,229
LAP 7	2,371	£248,050	£121,276	£112,524	£98,771
LAP 8	1,833	£202,950	£93,757	£86,991	£76,359
Outdoor Education (inc Shadwell Basin)		£137,555	£30,000	£40,000	£50,000
A-Team Arts		£129,663		£40,000	£40,000
SEN Activities (Tower Project & transport)		£50,000		£20,000	£20,000
Rapid Response Team					£50,000
Involvement Team					£50,000
TOTAL	18,964	£2,250,880	£1,000,000	£1,000,000	£1,000,000

5.5 Appendix 2 provides an indicative breakdown of the impact of additional funding on local priorities. The table shows measurable outcomes that will be achievable with this level of additional funding. The priorities should be reviewed regularly as part of the LAP youth plans, and the outcomes, translated into targets, should be monitored monthly through the ordinary contract monitoring process.

6. A YOUTH SERVICE ACCOMMODATION STRATEGY

- 6.1 The Council's aim is to ensure access to world class facilities for all teenagers resident in the borough. "World class" covers the physical and the educational environment, so planning must ensure adequate revenue as well as capital investment, with careful management and training. Recommendations would draw from all of the available funding sources to ensure a quality hub in each LAP.
- 6.2 Government funding from **myplace** is now available to support the Council's accommodation strategy. Application should be made to **myplace** in September for a project that will provide a 'hub of hubs', a centrally located world class facility that can be used by all young people in the borough and that can network with each of the LAP hubs. In a borough of slightly under 8 square miles a network of eight quality centres one of which qualifies as a world class facility because of the its size and the range of specialist services it is able to offer would certainly meet government requirements and offer first class provision for all young people. A further application may be possible for a phase two of the build as the programme rolls out. Strong interest has already been expressed in the funding locally, especially from the third sector, and a half day meeting has taken place between officers and third sector organisations to discuss ways of ensuring full engagement.
- 6.3 The current position is detailed below
- LAP 1 – 3,475 teenagers – contract value £214,225 - There is a good building at St Hilda's, renovated with NRF money two years ago, which is the designated hub for this LAP. More needs to be done to improve the amount and quality of the provision offered at St. Hilda's to fully establish its status as a hub. Because there has been no significant project in the LAP the contract value has been small (revenue funding is tied up in staffing, which follows buildings to an extent). The recent development in Columbia Road and the vibrant work at Meath Gardens has gone some way to rectify this. **Step Forward**, a voluntary and community organisation who have a service level agreement with the authority to provide independent information, advice, counselling and personal development training to young people in the borough, is based in LAP 1.
 - LAP 2 – 2,526 teenagers – contract value £225,500. Attlee is a good building, recently refurbished to a high standard, but with very low usage. The centre needs to establish itself as the hub for LAP 2 by improving the quantity and quality of the youth work delivered there. The youth service is moving out of the Wessex Centre temporarily, while it is renovated to accommodate the 14 – 19 hub. The service will move back in when the work is completed. Meanwhile youth projects are being offered at the nearby Harpley School.

- There are rooms at the London Metropolitan University, ear-marked for community use, in need of fitting out, and the Brunswick Community Centre is interested in developing youth work, but neither of these would be suitable as a hub. The Osmani Centre houses two voluntary organisations, BLYDA and Elite, with a good programme. Osmani has been identified as needing significant renovation and currently has £700k Section 106 money allocated to support the refurbishment of the building. The Osmani Development Trust proposes that the section 106 money should be supplemented to support the rebuild and refurbishment of Osmani to create a first class youth provision. This option is explored in more detail in section 7 of this paper. If the recommendations for the Osmani are accepted then in due course it can become the hub for LAP 2. There is also a youth project at Swanlea attached to the school with access to school facilities.
- LAP 3 – 2, 730 teenagers – contract value £385,041 Currently, Haileybury is the hub for Lap 3. The Haileybury Centre is a big, well-staffed project on a good, open site (indoor space, a gym, and outdoor sports facilities) and near to the facilities of Stepney Green and Sir John Cass schools, both of which are included as part of the BSF wave programme. A dedicated new development on the Haileybury site, linked with developments at the two schools, might be financed through community development investment associated with the Ocean proposal, or **myplace**, or a combination of these streams, depending on timescales. BSF cannot fund the rebuild of Haileybury but we could secure some economies of scale if we were to bring funding streams together, to secure an enhanced facility, for use during the day by the school and evening for youth work. The re-built Haileybury would be the new hub. Barnardo's, which runs a work-based training programme in the Rosalind Green centre round the corner from Haileybury, and works within Stepney Green School, has shown interest in the Haileybury project and would like to join the council in placing a partnership **myplace** bid. Details of the proposed Haileybury bid are contained in section 8 of this paper. Pursuing this bid would be a departure from a proposal already agreed to declare the site surplus and include it and the adjoining Dame Colet site in the overall Ocean Estate proposals with the aim of re-providing youth facilities within the area of development, The Bangladesh Youth Movement (BYM) operate from a small building with limited facilities, but will be re-housed in the near future as part of a local regeneration exercise on the Berners Estate. Whitechapel has a well equipped centre which provides activities for young men and young women on separate nights.
- LAP 4 - 2,015 teenagers – contract value £280,184 - the new Bishop Challoner community building is planned to be the hub for LAP 4. The funding in place may need to be supplemented to ensure a high standard of fitting out, but on completion it will link with the school's facilities to create a good offer to the young people in the area.

Youth workers are currently working from two containers on the Martineau Estate, pending the new building. There are two other good buildings in the LAP, Wapping and Ensign (though Ensign needs repairs). Half Moon theatre is interested in developing its facilities. The Half Moon Theatre is a charity which delivers drama based work. They have recently bought the freehold of their property. They need funding to improve/enlarge the public area of the building, renovate the Victorian frontage and convert the basement, and are very interested in extending the range of their work with children and young people.

- LAP 5 - 1,584 teenagers – contract value £163,488 The newly opened Parnell Road centre (Eastside) is operating as a hub and offers good facilities, but is very localised. Victoria Park and the west end of the LAP are big gaps. There is little use by young people in the Malmesbury area, and an additional site is needed. It might be possible to develop Caxton Hall, and the site has been considered for a **myplace** bid but its location and footprint makes it difficult to see how it could meet the requirements. An improved facility would certainly better serve the Malmesbury and possibly the surrounding streets, and consideration needs to be given as to how to fund this. Old Ford Housing Association is interested in developing a site on Driffield Road, in Ranwell East, and in putting this forward for **myplace** funding. Details of this bid are summarised in section 8 of this paper. However, it is too small and too sports focussed to meet the requirements for this particular funding stream. Multi-Youth in Bow offers provision for Somali youth. The project has some way to go to establish itself. It is housed in a purpose built facility but it needs refurbishment.
- LAP 6 - 2,430 teenagers – contract value £214,225 - The Mile End One Stop Shop links with the Urban Adventure Centre in Mile End Park which houses the Outdoor Education Team. The Centre offers very good facilities, well-used borough-wide, and together they form the hub for this LAP. The indoor facilities are housed in old sea-containers, which are adequate for current purpose, but could very usefully be expanded and improved, to provide a more varied programme. There is real potential for linking any future plans for the Urban Adventure Centre to be linked with many of the other facilities that are offered in the park, some of which are privately run but many of which come under the CLC directorate. Other provision in the LAP is small and local. There is a range of neighbourhood centres, owned by the contractor Poplar Harca, from which the service is being delivered.
- LAP 7 – 2,371 teenagers – contract value £248,050 Limehouse youth centre operates as the hub for LAP 7 and offers a good range of facilities. Despite recent improvements, Poplar Boys and Girls is still largely a boxing club, and will be replaced as part of the Poplar Harca developments of the Chrisp St area. There is an opportunity to work with Langdon Park School and its BSF programme.

Details of a **myplace** application for a Langdon Park facility to replace the Poplar Boys' and Girls' Club are included in section 8 of this paper. Limehouse Community hub is interested in buying the old Limehouse library and developing a borough-wide facility for work with teenage girls. Girls are seriously under-represented in the general youth service take-up, and a centre of excellence, providing a range of positive activities, linked to formal education and employment, would be a significant boost to the provision. The Limehouse Project has therefore initiated programmes of training, education and work experience for girls and young women from its established centres in the Limehouse, Stepney and Poplar areas. They are limited by space. The Limehouse Library, a landmark building bordering the LAP 7 and 3 areas, has now become available at an estimated refurbishment cost of £1.5 million, according to the architect's draft feasibility plan.

- LAP 8 - 1,833 teenagers – contract value £202,950 George Green's School is the hub for LAP 8 and the school holds the contract for that LAP. St Andrew's Wharf has only recently been refurbished. It is still too small for the increased numbers attracted by the new programme but it is unlikely that the existing building can be extended cost-effectively. Linked with George Green's facilities it makes for good provision in that area. Docklands Youth Service, the umbrella body for all of the youth work providers on the Isle of Dogs, have developed a bid for a building on the Docklands Settlement site. They are working with City YMCA, who is providing some match funding.

7. **OSMANI CENTRE**

- 7.1 The Osmani Centre is a youth centre located in Underwood Road and managed by Children's Services. Buildings and land are owned by the Council and are part of the Osmani Primary School site.
- 7.2 The Centre has some basic facilities: pool tables, some play stations, and shared use of the school's sports hall. The building is in poor condition, and the accommodation does not meet the needs of the service or allow the services delivered to be developed. The future of the Centre has been under review for some time but a solution has proved elusive due to lack of funding and a clear vision for the facility.
- 7.3 In 2005, estimates for the full scale of the work required to bring the Osmani Centre up to standard were £1.6m. This estimate can now be assumed to be higher because of inflation since the feasibility study was completed and the costs can now be assumed to be in the order of £2m for a refurbishment and alteration scheme. The figure is based on the outcome of a feasibility study, plus an allowance of £300k for external works on the playground and the interface with the school, and for furniture and equipment, neither of which were included in the feasibility study.

7.4 This full refurbishment scheme would provide:

- A new roof
- External landscaping in the playground
- New entrance and reception area
- New windows, new boiler, re-wiring
- Upgraded fire protection
- New floor-coverings and redecorations
- Fitness room
- New kitchen
- New toilet areas
- ICT suite
- Dance/drama facilities
- Re-modelling of the first floor to provide modern, flexible office accommodation

7.5 £700k has been made available from the Bishop's Square s.106 funds. This is insufficient for the full scheme, but officers have begun work to specify priority elements of works that could be completed with this funding. This would substantially improve the fabric of the building but would not allow the alterations and improvements to the layout of the accommodation.

7.6 Proposals from the Osmani Centre Users

7.6.1. The users of the Centre have recently been developing proposals for the building. The aim has been to design a building to meet the service needs locally and one which has sustainable revenue funding.

7.6.2. Architects working with the users have prepared a scheme to demolish the existing building and rebuild a new community centre. This proposal involves:

- demolition of the existing two storey building and the adjoining school premises house (now occupied by the Osmani site premises manager)
- on the footprint of the existing building to build a new four storey centre, by creating a basement level and building up to third floor, which would be capable of providing a wider range of services than can be delivered from the existing building.
- the new building includes activity, training, social and office spaces as well as four rooms to be let to start-up SMEs (small and medium sized enterprises).

7.6.3. The users' scheme has not been fully costed, but estimates are (£4m), although this cost needs to be subject to more detailed design work.

7.6.4. The design proposals for the rebuilt centre include:

- the development and provision of services within the expanded centre
- the building design implications for the Osmani site as a whole. Whilst the Osmani Centre is independent of the school, the site as whole is interdependent and includes the Osmani School and accommodation for the Keen Students which occupies part of the school building
- as the premises manager's house is part of the proposed development site, alternative accommodation in the locality for the premises manager would have to be found
- implications of an expanded, four storey centre for the neighbourhood of Underwood Road and for the school

7.6.5. Nevertheless, the initiative of the users of the Osmani Centre and their commitment to their facility is to be welcomed, and officers believe the proposals are worth exploring.

7.7. Way Forward

7.7.1. For the reasons set out above, the implications of the proposed scheme to rebuild the Osmani Centre need to be explored in more depth than has so far been possible. It is recommended that the Osmani site as a whole should be considered as a "campus" site for this purpose in order to consider the best use of the entire site and to consider design proposals that may allow better use of the site and reduce the need for the greater technical complexity of creating a basement level.

7.7.2. It is therefore proposed to engage technical consultants to carry out an options appraisal of alternative schemes for the site, which would include consideration of the refurbishment option and the users' scheme.

The options appraisal would include consideration of:

- the design of the new building, including Planning considerations
- the impact of the new building on the Osmani site
- the interface of the school, Keen Students and the centre and how these can be developed for the services to the community
- the services to be developed, including the need for such services in the community
- the sustainability of services and security of running costs of a larger new building
- the capital costs of implementing either proposal, including value for money considerations
- a business case for the Council to manage and operate the Centre on a sound financial basis.

7.8. Funding Implications

- 7.8.1. Costs of a scheme will not be known until detailed design work is carried out. However to allow for a rebuild scheme it is recommended that capital investment should be capped at around twice the estimated cost of the refurbishment, and contained within an upper limit of £4m for the Council's contribution, although it is suggested that this could be supplemented by fund raising by the users.
- 7.8.2. Developer contributions of £700k are in place from the Bishop Square programme. A confirmed revenue plan is not in place to support the running of an enhanced centre if this investment was implemented in full. The remaining £3.3m would need to be found from resources available in the Local Priorities Capital Programme, and would need to be funded from available capital receipts.
- 7.8.3. The schedule of costs will be dependent upon the scheme adopted but are likely to be incurred during 2009/10 and 2010/11. We intend to return later this year with a capital estimate, and hope that, if this is acceptable, work will begin on the new development in spring 2009.
- 7.8.4. Costs of an options appraisal are estimated at not more than £139,000. In May 2005, the Cabinet agreed to allocate Local Public Service Agreement Reward Grant of £120,000 to contribute to a refurbishment of the Osmani building. Since no scheme has successfully been developed, this funding has never been applied. It is now proposed that this funding be used to fund the options appraisal. If the cost exceeds £120,000, the additional funding will be found from Directorate of Children's Services budgets.
- 7.8.5. The ongoing cost implications of running the building would be dependent upon the scheme adopted. However it is considered that the right scheme would not necessarily result in higher costs than are incurred on the current Osmani building and it is proposed that proposals should be developed within the current level of funding.

8. **myplace**

8.1 In order to be successful a *myplace* bid will need to meet the following criteria:

- a high quality world class facility that will have significant local impact
- designed and driven through the active participation of young people at all stages
- attractive and safe
- open at times to suit young people
- offering a range of positive and exciting activities to support personal and social development for all young people particularly the most disadvantaged
- providing information, advice and guidance

- encouraging inter-generational activities through family focussed events, parent supported and parent-led activities
- part of an overall borough accommodation strategy for youth facilities
- supported by strong partnership working between the local authority, the third sector, private and public partners

Such a facility will carry revenue implications. If we use as a benchmark one of the examples referred to in the myplace guidelines, The Bolton Lads' and Girls' Club, the capital cost to build in 2002 was £5.1 million. To build on that scale at today's prices in London would probably cost in the region of £8 million. The annual running costs of the Bolton club are currently £1.8 million.

8.2 Informal soundings with DCSF indicate that to bid for anything on a much smaller scale, or to submit more than one bid runs the risk of not being successful because the bid/s will fail to meet all the criteria. Further advice has indicated that the department is not expecting to fund two world class centres in close proximity. Based on this advice we recommend that members focus on one very strong bid.

8.3 There have been five expressions of interest from third sector organisations for support from the Local Authority for a *myplace* bid. All five expressions of interest are summarised in the following table:

	Proposal	Strengths	Weaknesses	Comments
1	<p>Old Ford Bid for Ranwell</p> <p><i>to convert some disused garages into a sports facility</i></p> <p>£3.8m bid</p>	<ul style="list-style-type: none"> • <i>An established third sector partner</i> • <i>Strong local support</i> 	<ul style="list-style-type: none"> • <i>Insufficient detail in bid</i> • <i>Too focussed on sport</i> • <i>Difficult site to develop</i> 	<p><i>A small facility which may not qualify as a world class facility and too narrow a focus on sport</i></p>
2	<p>Half Moon Theatre</p> <p><i>to refurbish the existing listed buildings to improve the facilities and to improve disability access</i></p> <p>£2m bid</p>	<ul style="list-style-type: none"> • <i>An established third sector partner</i> • <i>A well developed plan with architects' drawings etc</i> • <i>Neutral territory</i> • <i>Strong arts brief</i> • <i>Young people have already been involved in the planning stage</i> 	<ul style="list-style-type: none"> • <i>Only arts focussed</i> 	<p><i>Insufficient range to qualify as a world class facility</i></p>

3	<p>Poplar Harca Langdon Park Project</p> <p><i>a relocation of Poplar Boys' and Girls' – a building planned to be some 3 times bigger than the existing club</i></p> <p>£5m bid</p>	<ul style="list-style-type: none"> • Strong bid from a very well-known award winning third sector partner • A number of other well established third sector partners and public and private sector involvement • Quite central with good transport links • Already consulted local young people 	<ul style="list-style-type: none"> • Significant investment in youth provision has already been made in this LAP compared with some other areas 	<p>May qualify for myplace funding if it had LA support but Lap 7 has already had considerable investment, including the school and its facilities for community use, compared with other parts of the borough and the Poplar Boys and Girls Club will get a new facility as a result of the regeneration of Chrisp Street</p>
4	<p>The Ragged School Museum Trust</p> <p><i>A refurbishment of the entire heritage building to include a youth training facility</i></p> <p>No costings yet</p>	<ul style="list-style-type: none"> • An established third sector partner 	<ul style="list-style-type: none"> • Insufficient detail in bid 	<p>Probably too focussed on training to meet the criteria for a myplace bid</p>
5	<p>Brady Arts Centre</p> <p><i>A very specific bid to create a music rehearsal space in the basement of the Brady Arts Centre</i></p> <p>£100k</p>	<ul style="list-style-type: none"> • A team Arts provide excellent youth provision 	<ul style="list-style-type: none"> • Too arts focussed 	<p>Too small a project for a myplace bid</p>
6.	<p>Caxton Hall</p> <p><i>Residents' community hall with limited facilities</i></p> <p>No third sector partner bid</p>	<ul style="list-style-type: none"> • Existing community facility located in area with limited youth provision. 	<ul style="list-style-type: none"> • Competing demands for the space. 	<p>This is a good venue for local estate work, and already hosts the late-night provision in the area. It is, however, small and set back from the main roads, and may not qualify for myplace funding.</p>

7.	Haileybury <i>Existing youth centre, council owned, with access to outdoor space.</i>	<ul style="list-style-type: none"> • <i>This is a poor building on a very good site, with access to sports areas and with an emerging joint programme with the neighbouring schools and work-based learning centre.</i> • <i>Barnardo's are interested in partnering the bid.</i> 	<ul style="list-style-type: none"> • <i>Nomination in the ONC programme</i> 	<i>This is a very interesting option, explored in more detail below.</i>
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8.4 The most likely site to meet the requirements of myplace and in line with the overall accommodation strategy for the Service, is to bid to create a ‘hub of hubs’, on the existing Haileybury/Dame Colet site. Dr Barnardo’s have indicated they would be happy to partner on a bid for that site. Sir John Cass and Stepney Green Schools, and the PCT would also be partners.

8.5 The table below summarises the three possible options to be considered by members for the Haileybury and Dame Colet sites:

Option	Scheme	Advantages	Disadvantages
1 Bid for myplace funding to rebuild new centre on the existing Haileybury site	- Build centre of approx 1000 m ² to provide sports, training, counselling and social facilities; improve external areas	- maintains established location and links with schools - able to retain external areas - lower cost of the 3 options	- limits size of new building and provision of “world class” facilities and therefore may not meet the criteria for a myplace bid - limits development potential of Dame Colet site

<p>2 Bid for myplace funding to build new centre on the Haileybury and Dame Colet sites</p>	<ul style="list-style-type: none"> - Build centre of approx 1500 m² to provide sports hall, training, counselling and social facilities; extend and improve external sports facilities 	<ul style="list-style-type: none"> - maintains established location and links with schools - sufficient space to create a world class facility - able to retain and develop external areas - opportunity to consider second phase of funding to extend facilities 	<ul style="list-style-type: none"> - no contribution to Ocean business plan from this site - it may be essential to plan for a two phase bid approaching £8-10m in total if it is to meet myplace criteria
<p>3 Provide community facilities and housing as part of the Ocean development</p>	<ul style="list-style-type: none"> - Build community centre of 1000 m² for general community use with housing accommodation on the site 	<ul style="list-style-type: none"> - does not depend on myplace funding - site contributes to Ocean business plan 	<ul style="list-style-type: none"> - almost certainly a lower level of investment than a myplace scheme - does not retain external sports facilities - does not provide dedicated youth facilities

8.6 The recommendation is to support option 2 because it will better serve the overall accommodation strategy for the Youth Service and it will come closest to meeting the criteria for a myplace bid.

8.7 considerations:

- There will be financial implications for the Ocean Business Plan if Haileybury and/or Dame Colet House are excluded as contributing assets (options 1&2)
- A **myplace** bid might not be successful and it may be necessary to return to option 3 – but the present plan provides insufficient dedicated youth accommodation for a hub for LAP 3
- If a **myplace** bid is successful it may be possible to work with the partners delivering the Ocean Business Plan to create an appropriate world class youth facility as part of the plan

9. YOUTH SERVICE CONTRACTS

- 9.1 The Youth Service contracts are for the supply of services for teenagers and up to age 25 for those with special educational needs, in accordance with national guidance (Youth Matters) and the Ofsted framework. The provision is subject to inspection, and is covered by three Best Value Performance Indicators, covering the numbers of teenagers reached, the numbers of recorded outcomes (60% of regular attendees) and the numbers of accredited outcomes (30% of regular attendees).
- 9.2 The Youth Service contracts for LAPs 4-8 were awarded by Cabinet in April 2006 and began in January 2007. Cabinet authorised the award of the LAPs 1-4 contracts to a consortium including Bishop Challoner School, the Davenant Centre, and Oxford House, and a partnership including other voluntary organisations in the area (St. Hilda's, Attlee, BLYDA).
- 9.3 Cabinet delegated to the Corporate Director of Children's Services authority to conduct all matters that may need clarification or further discussion, in order for the contracts to be awarded to ensure value for money for the Council. During contract negotiation the consortium for LAPs 1-4 did not prove viable and the only contract awarded was LAP 4 to Bishop Challoner School. Services in LAPs 1-3 were delivered directly by Children's Services. Work continued with Oxford House and Davenant to build their capacity to make the contract award viable. Additionally, there will now be other organisations interested in tendering, who did not bid in the first round.
- 9.4 A youth work delivery plan has now been developed for each of the LAPs, in conjunction with local youth work providers, the Area Director and Neighbourhood Managers, and young people. A LAP 1-3 youth work providers forum has been established to co-ordinate provision and implement the delivery plans. New provision has been opened in Columbia Road, Meath Gardens and Atlee. Service level agreements have been established with BLYDA and Step Forward. The staffing structure has been reviewed and the assimilation of the youth workers onto a common set of terms and conditions is underway.
- 9.5 Work in LAP4, with Bishop Challoner, is going well. The school met its stretch targets last year. Bearing this in mind, it seems that the contracts for LAPs 1, 2, and 3 should be re-tendered, with the contract for LAP 4 staying with Bishop Challoner School. As contracts for LAPs 4 – 8 were awarded for five years plus two. We propose to let the contract for LAPs 1, 2, and 3 for three years plus two, to bring them back into line with the other contracts.
- 9.6 The tendering process will be undertaken in line with the EU Public Procurement Regulations relating to services, the London Borough of Tower Hamlets contract compliance regulations and the principles of Best Value. The contract specification we will use is that drafted by Deloitte in 2005 and discussed with Lead Members in September 2005. The specification is based on output measures rather than input measures and ensures that providers met a range of

key performance indicators which the Local Authority monitors. This approach has proved successful in LAPs 4-8 for the last 15 months. The tendering process will incorporate the Best Value Principles, and with an indicative timetable has been included as appendix 1.

10. COMMENTS OF THE CHIEF FINANCIAL OFFICER

- 10.1 This report requests Cabinet to decide a number of issues relating to the Tower Hamlets Youth Service.
- 10.2 The proposed expansion and improvement (with specific targets) to the borough's Youth Service provision will require additional revenue. Figure 1 in paragraph 5.3 outlines a range of additional funding options detailing the potential per annum increase in the area based and borough wide contract as well as the LBTH direct delivery teams. The Cabinet Paper Resource Allocation and Budget Review – July 30th 2008, proposed funding of £1million for in-year service improvement growth in priority areas and £2million for 2009/10 and 2010/11. The additional funding proposed in this paper will be drawn from that pot and will be further considered by Cabinet in October 2008.
- 10.3 Funding for the **myplace** initiative will be provided by the DCSF. This is a new funding source for capital works to develop world class facilities. If the bid is successful, the on-going revenue costs of running the new youth facilities will be met by the funding available within the Youth Service contracts and will not require additional growth.
- 10.4 Cabinet agreed in April 2007 that the Haileybury and Dame Colet site be deemed surplus to requirements and utilised as one of a number of "feeder" sites to enable delivery of a viable Ocean Estate regeneration scheme following the decision of residents to reject the stock transfer option. This report seeks consideration of an alternative proposition.
- 10.5 Following the decision of Cabinet, and DCLG agreement, significant progress has been made, in accordance with European procurement rules, towards selection of a developer partner which incorporates all of the agreed feeder sites. At present, the planned scheme equates to an investment in the local area of some £220million of which over £200million is provided through external funding. Officers are assessing the procurement implications of a change to the sites named during the OJEU process.
- 10.6 With regard to this specific site – subject to final viability, existing proposals incorporate a significant on-site replacement community facility along with the provision of 35 affordable housing units. Children's Services are working with officers in Development and Renewal to assess the loss, arising from the MyPlace proposal and its additional space requirements. The 35 units must be

re-provided as part of the replacement programme arising from the redevelopment of Urban Blocks E and F (the two main development sites comprising 11 housing blocks). Initial discussion with both Directorates has identified a potentially suitable alternative site. This is now being subject to an options appraisal on the assumption that it would provide capacity to make up the loss.

- 10.7 Because Dame Colet House/ Haileybury is a new site for housing provision, the costs of new build of the 35 units (estimated to be £6million) could be part funded through Social Housing Grant (SHG), at approximately £4m, and the residual funded directly by the RSL. Unless a suitable alternative new site is identified this potentially takes £4million of external funding out of the Ocean Regeneration programme, and would have a consequential impact on loss of sales – the proceeds of which are required to support delivery of the refurbishment programme of the 1200 dwellings which are not part of the redevelopment, but are integral to the Ocean Regeneration scheme. This loss would be an additional £4million. To render the scheme viable either a further £8million of additional capital resources would need to be identified for the programme or a suitable alternative site found. Officers are currently assessing this latter option.
- 10.8 The costs of re-tendering of the Youth Service contracts for LAP 1, 2 & 3 and the costs of the new contracts will be contained within the overall level of resources of the Children's Services budget.
- 10.9 Finally, Cabinet has been requested to note the options relating to Osmani as they will be subject to further Member consideration. Consequently, the financial implications will be detailed in that report.

11. CONCURRENT REPORT OF THE ASSISTANT CHIEF EXECUTIVE (LEGAL)

- 11.1 Pursuant to the Children Act 2004 the Secretary of State may require Local Authorities to publish a Children and Young People's Plan. The Children and Young People's Plan (England) Regulations 2005, as amended by the Children and Young People's Plan (England) (Amendment) Regulations 2007 sets out the requirement of that plan.
- 11.2 Tower Hamlets released its Children and Young People's Plan 2006-2009 in accordance with the regulations. That plan was reviewed in 2007 as required by Regulation 8. The recommendations in the report support priorities across all of the five frameworks of the Children and Young People's Plan.
- 11.3 The projects listed in sections 6 and 7 above predominantly constitute works. Works contracts with a value exceeding £3.5m in value must be advertised in the Official Journal of the European Union and comply in full with the Public Contracts Regulations 2006. Works contracts below this value do not have to

comply with the full EU regulations but must generally be advertised if there is a reasonable possibility of undertakings in other EU states being interested in bidding.

11.4 The contracts in section 9 constitute Part B service contracts and are not generally subject to the Regulations, although as with works and Part A service contracts, advertising must be undertaken if there is a reasonable possibility of undertakings in other EU states being interested in bidding.

11.5 Pursuant to Section 122 Local Government Act 1972 a local authority may appropriate for any purpose which the Council is authorised to acquire land by agreement any land which belongs to the Council and no longer required for the purpose for which it is held. Thus land declared to be surplus to the authority's requirements may be appropriated for use in connection with one of the Council's functions.

12. **EQUAL OPPORTUNITIES IMPLICATIONS**

Youth Services aim to make a significant contribution toward realising equal opportunities. The actions in the report, particularly those addressing the take up of services, seek to ensure that all young people have equality of opportunity and have access to high quality youth services. Youth and Community Services undertook a comprehensive Equality Impact Assessment of its activities in 2008.

13. **ANTI-POVERTY IMPLICATIONS**

13.1 Youth Services aim is to tackle poverty and to engage young people who are at risk of social and economic exclusion. The actions in the report, particularly those addressing the accreditation of young people's learning outcomes, seek to ensure that the needs of disadvantaged young people are more appropriately met.

14. **SUSTAINABLE ACTION FOR A GREEN ENVIRONMENT (SAGE)**

14.1 Plans for new or refurbished buildings will include proposals to ensure long term sustainability, reduce energy consumption and emissions and ensure materials used are from sustainable sources.

In addition, a priority of the youth work curriculum is to develop young people's global and environmental awareness.

15. **RISK MANAGEMENT IMPLICATIONS**

15.1 A number of risks may arise through the delivery of the actions outlined in this report, including:

- the Service's central team lacking the capacity to deliver all of the actions;
- youth work providers failing to cooperate or deliver the required actions;
- actions costing more than anticipated;
- actions taking longer to achieve than expected
- the anticipated outcomes not being fully achieved
- a **myplace** bid may not be successful: the national scheme is likely to be over-subscribed and therefore assessment will be very competitive

15.2 A range of mechanisms are already in place to address the potential risks, including:

- comprehensive consultation on the myplace application, to ensure that it is realistic and agreed with our other key stakeholders
- a robust monitoring framework for the new revenue funding, including an annual self-assessment, contract monitoring meetings, managers' monitoring visits and peer inspections of youth clubs and projects
- commissioning and procurement of the LAP 1-3 contracts in line with Council policy and guidelines.

16. **EFFICIENCY STATEMENT**

16.1 The process of re-tendering the Youth Service contracts for LAPs 1, 2 & 3 will allow a review of the current practices and will clarify key performance areas. The key performance indicators are carefully tailored to each LAP to ensure a growth in the number of young people using the service over the length of the contracts. For the same contract sum, the service will significantly increase its reach, and its impact on the young people in the borough.

APPENDICES

Appendix 1 - Youth service contracts – tendering process and timetable

Appendix 2 - Outcomes required by LAP/Service Area for additional Revenue Funding

Local Government Act, 1972 Section 100D (As amended) List of "Background Papers" used in the preparation of this report

Brief description of “back ground papers”

Name and telephone number of holder and address where open to inspection.

My Place Guidance DCSF April 2008

Mary Durkin 0207 364 4373

Aiming High for Young People Joint
Publication HM Treasury & DCSF July
2007

Appendix 1 Youth service contracts – tendering process and timetable

Shadow bids have been drafted in-house for each LAP, against which we will be able to measure the bids. The shadow costs will be worked out on a formula, looking at the size of the youth population, area staffing, and the youth buildings in the LAPs. The costs drafted allowed for a much more even distribution of funds than has previously been the case, although the distribution is still slightly skewed by the uneven location of some of the larger projects.

Tender evaluation will be based on the following criteria:

Value for money

Management information systems capacity

Capacity for, and experience of, local partnership work

Management, financial capacity and probity

Ability to meet the Key Performance Indicators

An evaluation team will be established consisting of the Service Head for Youth and Community Learning, Head of Youth and Community Services, two members of the Children and Young People's Strategic Partnership Group, two young people, the Director of the Tower Hamlets Partnership, the Children's Services Commissioning Manager and a representative from the voluntary sector (COF).

Best Value

Description	Project Contribution(s)
Challenge – why and how a service is being provided	Review of the service specification to ensure it is still fit for purpose; Commissioning Unit represented on the project team.
Comparison – compare performance with others to see where improvements could be made	Contracts based on competitive key performance indicators, set according to top quartile performance in comparison to other Local Authorities in London; recommissioning process informed by the learning from the successful tender of the other area based contracts in 2006.
Consultation – involvement of other partners and stakeholders	LAP 1-3 Providers Forum established to steer the development of youth work in the area; young people involved in the commissioning process, including the pre-tender events and the selection interviews.
Costs	Costs for contracts within existing Youth Service budget; key performance indicators within the contract promote efficiency and value for money, by increasing the number of young people reached and therefore reducing the unit cost, across the life of the contract.

GENERATING INTEREST

All contracts will be advertised in the Municipal Journal, East End Life, Young People Now, and the Guardian. The adverts in 2006 generated a great deal of interest and we anticipate this being the case again.

We will hold briefing sessions for interested organisations and a web site will be launched with full information on the service and the tendering process. Where appropriate we will encourage organisations to talk to one another and to form partnerships. Strong emphasis will be placed on the value of local knowledge and on inclusive work with local voluntary organisations.

We have undertaken partnership meetings and capacity building activities with voluntary and community organisations in LAP 1-3 to increase contestability of the contracts.

TIMETABLE

Below we set out the main activities to be undertaken in recommissioning the contracts and the milestones for their achievement:

Activity	Milestone Date for Achievement
Partnership meetings and capacity building activities with voluntary and community organisations in LAP 1-3 to increase contestability of the contracts	28 February 2008 – completed
Review of service specification and contract conditions	28 February 2008 – completed
Committee approval for commissioning process (DMT, CMT)	10 September 2008
Tender and pre-qualification questionnaire issued and pre-tender events held to brief potential bidders	10 October 2008
Expressions of Interest returned	21 November 2008
Expressions evaluated to determine market strength	28 November 2008
Invitation to Tender (ITT) sent to short listed organisations	5 December 2008
ITT's returned	2 January 2009
ITT Evaluation	9 January 2009
Interviews	23 January 2009
Decision by Members to approve providers	February 2009
Mobilisation/TUPE negotiations	28 February 2009
Contract Start Date	31 March 2009
Induction and support to new providers	30 June 2009

RISK ASSESSMENT

The commissioning process is being monitored through the Continuous Improvement Programme. The following top five risks have been identified and controlled:

Brief Description	Countermeasure(s)
The commissioning process could be a distraction from delivery of high quality youth work.	Delaying recommissioning until after the Joint Area Review; regular communication with youth work staff and our partners about the recommissioning process; ongoing quality assurance measures.
The previous consortium (Davenant Centre, Oxford House and partners) who bid for the contract expect to take over the contract again without going through a fresh commissioning process.	Legal advice on whether we should re-tender; communication with the consortium partners and other through our LAP 1-3 Providers Forum; feedback from Development and Renewal about the capacity of the consortium partners.
Youth work staff covered by the contract have inadequate job descriptions and terms and conditions and are therefore difficult to TUPE to another provider.	Full staff review; remedial action to put job descriptions in place; assimilation where necessary to current JNC terms and conditions.
Insufficient contestability in the local area and resulting lack of bids.	LAP 1-3 Providers Forum and associated capacity building activities, in partnership with Community Organisations Forum; pre-tender briefings and events to brief potential bidders.
If tendered as three individual LAP contracts, there may not be sufficient volume or capacity to deliver high quality youth work.	Consider tendering as one large contract; encourage consortium applications where appropriate.

Appendix 2

Outcomes required by LAP/Service Area for additional Revenue Funding

Based on the allocation shown in Option 3 of Resourcing the Youth Service Cabinet Paper

LAP/Service Area	Priorities for additional Funding	Required outcomes
<p>LAP 1 (LBTHYS)</p> <p>No. of young people 3,475</p>	<p>Late night opening Weekend opening – look at building on St. Hilda’s</p> <p>Establishing a DofE Group Staff training Parental involvement Outreach work to improve participation of under-represented groups, especially for the new project at Columbia Road</p>	<p>Increase in 10% from 425 to 468 the number of participants against 2008/089 stretch targets.</p> <p>Increase in 20% from 128 to 154 outcomes including 15 D of E bronze awards on 2008/09 accredited outcomes stretch targets.</p> <p>At least two members of staff trained to lead a DofE group</p> <p>At least two members of staff trained in a specialist area such as drugs education, sex and relationships, healthy eating <i>etc</i></p> <p>At least two members of staff working towards a higher level youth work qualification</p>
<p>£146,594</p>		

<p>LAP 2 (LBTHYS)</p> <p>No. of young people</p>	<p>Some late night work already available at Osmani Increased weekend opening Establish a DofE Group</p>	<p>Increase in 10% of the number of participants from 418 to 460 on 2008/089 stretch targets.</p>
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<p>2,526</p>	<p>Staff training Parental involvement Outreach work to improve participation of under-represented groups, especially focusing on increasing the use of the Attlee centre Liaison with the Wessex hub and additional provision at Harpley School for young people during the transition Look at possibilities of new work in London Met/Brunswick and developing work at Swanlea, esp. liaison with D of E. Ensure work with Osmani is knitted in to the hub offer</p>	<p>Increase in 20% from 126 to 153 outcomes including 15 D of E bronze awards on 2008/09 accredited outcomes stretch targets.</p> <p>At least two members of staff trained to lead a DofE group</p> <p>At least two members of staff trained in a specialist area such as drugs education, sex and relationships, healthy eating <i>etc</i></p> <p>At least two members of staff working towards a higher level youth work qualification</p>
<p>£106,560</p>		

<p>LAP 3 (LBTHYS)</p> <p>No. of young people 2,730</p>	<p>Late night opening Weekend opening Establishing a D of E Group Staff training Parental involvement Outreach work to improve participation of under-represented groups Subject to My Place funding, look carefully at revenue for the new hub. Cement links with Barnardo's work-based learning and the two schools Ensure firm partnership with BYM</p>	<p>Increase in 10% from 411 to 452 in the number of participants on 2008/089 stretch targets.</p> <p>Increase in 20% from 123 to 147 outcomes including 15 D of E bronze awards on 2008/09 accredited outcomes stretch targets.</p> <p>At least two members of staff trained to lead a D of E group</p> <p>At least two members of staff trained in a specialist area such as drugs</p>
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		<p>education, sex and relationships, healthy eating <i>etc</i></p> <p>At least two members of staff working towards a higher level youth work qualification</p>
£115,166		

<p>LAP 4 <i>Bishop Challoner</i></p> <p><i>No. of young people</i> <i>2,015</i></p>	<p>Late night opening Weekend opening Establishing a D of E Group Staff training Parental involvement to build on school and local residents' group Outreach work to improve participation of under-represented groups, especially increasing usage at Ensign. Look carefully at revenue for the new build at Bishop Challoner and use of the new premise above the Children's Centre</p>	<p>Increase in 10% from 476 to 524 in the number of participants on 2008/089 stretch targets.</p> <p>Increase in 20% from 143 to 171 outcomes including 15 D of E bronze awards on 2008/09 accredited outcomes stretch targets.</p> <p>At least two members of staff trained to lead a D of E group</p> <p>At least two members of staff trained in a specialist area such as drugs education, sex and relationships, healthy eating <i>etc</i></p> <p>At least two members of staff working towards a higher level youth work qualification</p>
£85,000		

<p>LAP 5 <i>Old Ford</i></p>	<p>Weekend opening Establishing a D of E Group, especially focusing on Multi-</p>	<p>Increase in 10% from 206 to 227 the number of participants on 2008/089 stretch targets.</p>
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<p>No. of young people 1,584</p>	<p>Youth, to improve the Somali offer Staff training Parental involvement Outreach work to improve participation of under-represented groups, in particular developing facilities in the West of the borough, providing for Malmesbury and the surrounding area.</p> <p>Build up a programme at Caxton Hall</p>	<p>Increase in 20% from 62 to 74 outcomes including 15 D of E bronze awards on 2008/09 accredited outcomes stretch targets.</p> <p>At least two members of staff trained to lead a D of E group</p> <p>At least two members of staff trained in a specialist area such as drugs education, sex and relationships, healthy eating</p> <p>At least two members of staff working towards a higher level youth work qualification</p>
<p>£66,821</p>		

<p>LAP 6 Poplar Harca</p> <p>No. of young people 2,430</p>	<p>Late night opening Weekend opening Staff training Parental involvement Outreach work to improve participation of under-represented groups and more use of the park facilities Ensure higher local usage of the Mile End hub, in particular the D of E</p> <p>Build the programmes in the local Poplar Harca centres.</p>	<p>Increase in 10% from 417 to 459 the number of participants on 2008/089 stretch targets.</p> <p>Increase in 20% from 125 to 151 outcomes including 15 D of E bronze awards on 2008/09 accredited outcomes stretch targets.</p> <p>At least two members of staff trained to lead a D of E group</p> <p>At least two members of staff trained in a specialist area such as drugs education, sex and relationships, healthy eating</p>
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		<p><i>etc</i></p> <p>At least two members of staff working towards a higher level youth work qualification</p>
£102,510		

<p>LAP 7 Poplar Harca</p> <p>No. of young people 2,371</p>	<p>Late night opening Weekend opening Establishing a D of E Group in Limehouse Staff training Parental involvement Outreach work to improve participation of under-represented groups Look carefully at developments at Langdon Park, to ensure sufficient revenue</p>	<p>Increase in 10% from 502 to 552 the number of participants on 2008/089 stretch targets.</p> <p>Increase in 20% from 151 to 181 outcomes including 15 D of E bronze awards on 2008/09 accredited outcomes stretch targets.</p> <p>At least two members of staff trained to lead a DofE group</p> <p>At least two members of staff trained in a specialist area such as drugs education, sex and relationships, healthy eating <i>etc</i></p> <p>At least two members of staff working towards a higher level youth work qualification</p>
£102,510		

<p>LAP 8 George Green's No. of young people 1,833</p>	<p>Late night opening, probably at St Andrew's Weekend opening Establishing a DofE Group and link with the school Staff training</p>	<p>Increase in 10% from 324 to 356 the number of participants on 2008/089 stretch targets.</p> <p>Increase in 20% from 97 to</p>
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	<p>Parental involvement Outreach work through Docklands to improve participation of under-represented groups More focused programme to promote integration in St Andrew's</p>	<p>117 outcomes including 15 DofE bronze awards on 2008/09 accredited outcomes stretch targets.</p> <p>At least two members of staff trained to lead a DofE group</p> <p>At least two members of staff trained in a specialist area such as drugs education, sex and relationships, healthy eating <i>etc</i></p> <p>At least two members of staff working towards a higher level youth work qualification</p>
<p>£77,325</p>		

<p>Outdoor Education (including Shadwell Basin)</p>	<p>Increase the capacity for delivering DofE and</p>	<p>Increase in 20% from 132 to 158 outcomes including 15 DofE Gold awards support for leaders leading on 2008/09 accredited outcome stretch targets.</p> <p>Run BEL training courses for DofE Expedition leaders, Fund 50% Adventure Projects Development Worker to run 2 cycle clubs, 2 Climb clubs and other LAP based adventure projects around borough leading to an increase in participation and accredited outcomes. 200 additional YP 50 additional Accredited Outcomes</p>
<p>£40,000</p>		

A Team Arts	<p>The priorities for this group include:</p> <ul style="list-style-type: none"> expanding their work with groups across the borough to provide specialist support in Arts' education training youth workers to deliver arts projects <p>increase their work with SEN groups</p>	<p>Increase in 20% from 39 to 47 outcomes – the accreditation in this area is for the most part the Silver Arts Awards which takes at least 6 months to achieve on 2008/09 accredited outcomes stretch targets.</p>
£40,000		

SEN Activities Tower Project & Transport	<p>The priority for this group is:</p> <ul style="list-style-type: none"> to establish a SEN DofE group (<i>the DofE is suitable for all ability levels but it will take some time to develop an appropriate programme and for the first group to achieve an Award</i>) 	<p>Increase in 20% from 12 to 14 outcomes on 2008/09 accredited outcomes stretch targets.</p>
£20,000		

Rapid Response Team	<p>Increase from 30 to 35 session per week to deliver extra 5 Street & Detached sessions.</p> <p>Increase late night session 4 Late night sessions 9pm to 12am in each paired LAP (£25,000)</p>	<p>Increase in 20% from 69 to 83 outcomes including 15 DofE bronze awards on 2008/09 accredited outcomes stretch targets.</p> <p>At least two members of staff trained to lead a DofE group</p> <p>At least one member of staff trained in drugs education</p>
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		At least one member of staff trained in sex and relationships education
£50,000		

Involvement Team	Funding to develop further work with young women, disabled young people and young people from less represented ethnic communities. Half time post (S02) = £18,090 (<i>including on-costs</i>)	Increase in 20% from 31 to 37 outcomes on 2008/09 accredited outcomes stretch targets. At least two members of staff trained to lead a DofE group
	Communications and increased promotion of services, including increased work on young people's involvement in the AMP website. Half time post (Sc5) = £13,608 (<i>including on-costs</i>)	At least one member of staff trained in drugs education At least one member of staff trained in sex and relationships education
	Increased children and young people's participation activity, including additional sessions with young researchers and inspectors = £14,800 Promotional Material =£3,500	
£50,000		

<p>Estimated Costs</p> <ul style="list-style-type: none"> • Increase in opening hours (staff & premises costs) @£160*2 per hour • 6 hours a week for 50 weeks a year = £48,000 • Arts Silver Award training £25K • D of E Bronze Award Logbooks for DofE =£12 each Equipment for DofE = £2,500 per group of eight Other delivery costs for DofE including some specialist tuition =£4,000 per LAP
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Staff training for DofE including cover costs = £1,500 per person
Additional staffing for D of E unit support = £10,000

- Other staff training in specialist areas = £250 (*cover costs for two days – training is free*)
- 2 staff gaining youth work qualifications = £4,500
- Increase in promotional work = £1,000 per qtr per LAP