


<b>Cabinet</b>  29 <sup>th</sup> July 2020	 <b>TOWER HAMLETS</b>
<b>Report of:</b> James Thomas, Corporate Director, Children's and Culture	<b>Classification:</b> Unrestricted
<b>Report title:</b> Update report on proposed changes to the Youth Service delivery model	

<b>Lead Member</b>	<b>Councillor Asma Begum, Cabinet Member for Community Safety, Equalities and Youth Service</b>
<b>Originating Officer(s)</b>	Ronke Martins- Taylor, Divisional Director Youth and Commissioning Magdalene Bannis-Royer, Youth Service Strategic Development Lead
<b>Wards affected</b>	All wards
<b>Key Decision?</b>	Yes
<b>Forward Plan Notice Published</b>	15 June 2020
<b>Reason for Key Decision</b>	Financial Threshold Impact on Wards
<b>Strategic Plan Priority / Outcome</b>	People are aspirational, independent and have equal access to opportunities A better deal for children and young people: aspiration, education and skills

### **Executive Summary**

The Youth Service provides a wide range of high-quality engaging opportunities and activities for young people aged 11-19 (up to age 25 if they have additional needs) to enable them to build their social and emotional skills, develop their own projects and enjoy safe spaces.

This is an update report on proposed changes to the Youth Service delivery model as requested by the 26<sup>th</sup> February 2020 Cabinet.

This report updates Cabinet on the delivery model for the Youth Service's universal and specialist commissioned activities; and the delivery arrangements for the in-house retained Youth Service, which will focus on contract management and oversight; strengthening youth voice and empowerment; and delivery of more intensive, targeted youth work as part of the creation of a 0 to 25 workforce in partnership with Early Help, and the Integrated Early Years' Service. The report

seeks approval:

- To tender for a 3-year (+1+1) youth activity contract valued at £1.2m for the period 2021 up to 2026.
- To restructure the Youth Service to achieve MTFS.
- For a 4-month extension to the existing 12-month youth activity providers contract in order to pre-empt any delays in the award of the 2021 – 2024 contracts arising from the Covid 19 pandemic.

In modelling the new youth service officers are of the opinion that an additional Medium Term Financial Strategy (MTFS) savings of £100,000 for 2021/22 could be achieved in support of reducing the council's budget pressure. Support for this approach was given by the council's Corporate Leadership Team (CLT). It is intended that any agreed saving will be achieved through a reduction in the number of targeted workers in the internal Youth Service.

### **Recommendations:**

The Mayor in Cabinet is recommended to:

1. Approve the proposed model for delivery of commissioned and in-house youth activity provision.
2. Approve the commissioned contract value for centre based youth activity; detached youth projects; and specialist youth provision for the period 2021-2024 (CS5678).
3. Following tender, delegate authority to the Corporate Director Children's and Culture to award contract CS5678.
4. Authorise the Divisional Director, Legal Services to execute all necessary contract documents in respect of the awards of contract CS5678.
5. Approve a up to 4-month extension to the exiting providers 1-year contract due to potential delays in engaging with stakeholders during the Covid 19 pandemic.
6. Approve the additional MTFS savings of £100,000.

### **1 REASONS FOR THE DECISIONS**

- 1.1. At its meeting on 26<sup>th</sup> February 2020, Cabinet requested that an update report be presented on proposed changes to the Youth Service delivery model before any changes are implemented
- 1.2. The need to achieve Medium Term Financial Strategy (MTFS) within the Youth Service.

### **2 ALTERNATIVE OPTIONS**

2.1 **Do nothing and maintain the status quo (not recommended):** With this option the provision of Youth Service activity would continue under the current arrangements which have been in place since 2016/17 and which include the following:

- **Universal youth Hubs and specialist youth projects:** These are comprised of 8 x in-house universal Youth Hubs; 1 x in-house specialist arts service; 10 x externally commissioned universal Youth Hubs; 3 x externally commissioned specialist youth projects covering SEND, LGBTQi and an 11-year old project.
- **Central team:** The Youth Service senior management team; a commissioning and data team; and a participation team.

The Youth Service has a budget of £3.295m for 2020/21 of which £987,858 is spent on externally commissioned provision.

This option is not recommended as no Medium Term Financial Strategy savings could be realised; the imbalances between the funding and outcomes for internal youth provision and externally commissioned youth provision would be maintained; all round performance would not be improved; the service changes that have been highlighted through the 2019 Youth Service Review could not be implemented; and value for money would not be achieved. Appendix One (Youth Service Review 2019)

2.2 **Provide a service that meets statutory requirements only (not recommended):** With this option, the local authority would provide only a minimum Youth Service offer as required by law. This could be as little as signposting young people through a website or small amounts of grant funding. However, this option is not recommended as it does not align with Tower Hamlets Every Chance for Every Child priority which provides the right help at the right time; and supports young people to access enriching opportunities and activities.

2.3 **Outsource the entire Youth Service (not recommended):** With this option all Youth Service functions would be outsourced including universal Youth Hubs and youth participation. However, this option is not recommended as it could result in high management costs; and risks of subcontracting which could impact the quality of service delivery. Furthermore, it could risk undermining areas where a borough wide, council led, approach is required such as in youth participation work which supports young people's engagement in local democracy. The Youth Service has a very strong track record of working with and supporting the Young Mayors Team, Youth Council, the Children in Care Council and the Young Carers Project. This builds on a delivery of strong targeted work in partnership with Early Help. For this reason, outsourcing of the entire Youth Service is not recommended as there is a risk of losing vital in-house expertise.

- 2.4 **Deliver all youth activity in-house (not recommended):** With this option all youth activity would be brought back in-house to be delivered by the local authority with no externally commissioned provision. However, this option is not recommended because a wholly in-house delivered Youth Service would lack the ability to access the expertise and leverage additional funding, resources and assets that the community and voluntary sector are able to attract.
- 2.5 **Implement changes to the Youth Service based upon the model of delivery set out in this report (recommended):** The model is based upon the findings from the Youth Service Review 2019 and lessons learned. If the Youth Service Review findings are implemented, then the Service will be more responsive to the needs of children and young people; it will offer greater partnership engagement; and it will support the delivery of shared partnership outcomes. Under this recommendation a mixed economy Youth Service will provide a combination of commissioned and internally delivered services. It is proposed that universal and specialist youth service delivery are commissioned and that a retained in-house youth provision will focus on oversight of commissioning; strengthening youth voice and empowerment, and delivery of more intensive, targeted youth work. This model builds upon the commissioning expertise in the Youth Service; the findings of the Youth Service Review 2019; and offers opportunities to use the ability and talent of the Community Voluntary Sector (CVS) to fund raise and attract additional funds to enhance the youth offer across the borough.
- 2.6 This recommendation will also support the development of a 'One Youth Service' culture which will promote clear leadership from the Youth Service; diminish the distinction between in-house and commissioned services; and enhance service improvements, and the quality of the youth offer.

### **3 DETAILS OF THE REPORT**

- 3.1. The Youth Service provides a wide range of high quality engaging opportunities and activities for young people aged 11-19 (up to age 25 if they have additional needs) to enable them to build their social and emotional skills, develop their own projects and enjoy safe spaces.
- 3.2. As part of the Youth Service Review 2019 the performance of both the commissioned and in-house providers was analysed. The analysis revealed:
- Commissioned providers engaged with more young people through universal services, than the in-house service;
  - Specialist commissioned providers worked well with young people that have additional needs.
  - In-house provision delivered effective robust participation with young people through the Youth Council, Young Carers, the Children in Care Council and the Young Mayors team; and, also, responded well to local events and emerging issues.

- There has been a pilot detached youth work running since 2019, in the North East quadrant. The learning from this has been the need to ensure that detached, street-based youth work activity is delivered in places where young people congregate as part of the new offer.

3.3. **Commissioned Youth Hubs and specialist projects:** These have been shown to offer better value for money when compared to the internally run projects. In addition to this the commissioned CVS are able to leverage additional funds to run projects based on local issues or emerging themes which would not be available to local authorities.

The CVS commissioned Youth Hubs and specialist projects deliver better performance than the internally run Youth Hubs as set out below:

Tower Hamlets Youth Service (Commissioned Provision) 3 Year Performance									
	2017/18			2018/2019			2019/2020		
	Target	Achieved		Target	Achieved		Target	Achieved	
		No.	%		No.	%		No.	%
Contacts	2779	3914	140.84%	4180	4723	112.99%	2505	5108	203.91%
Participants	1646	1676	101.82%	2598	2277	87.64%	1503	2394	159.28%
Recorded Outcome	991	1092	110.19%	1600	1462	91.38%	902	1416	156.98%
Accredited Outcome	494	499	101.05%	847	546	64.46%	451	519	115.08%

3.4. During 2019/20, the combined internal and commissioned Youth Hubs made Contact<sup>1</sup> with 7,756 young people. The table below shows the 3-year performance for the in- house Youth Hubs:

Tower Hamlets Youth Service (In-house Provision) 3 Year Performance									
	2017/18			2018/2019			2019/2020		
	Target	Achieved		Target	Achieved		Target	Achieved	
		No.	%		No.	%		No.	%
Contacts	6,040	2,564	42.45%	5740	2948	51.36%	3835	2648	69.05%
Participants	3624	1119	30.88%	3444	1355	39.34%	2301	1579	68.62%
Recorded Outcome	2174	417	19.18%	2066	350	16.94%	1381	1008	73.01%
Accredited Outcome	1087	322	29.62%	1033	401	38.82%	690	621	89.96%

However, whilst the achievement on Contact performance has improved since year on year, targets have not been achieved for Participants, Recorded Outcomes and Accredited Outcomes.

<sup>1</sup> **Youth Service Targets:** **Contacts:** 25% of 12- to 19 year olds population in the borough = 6340; **Participants:** 60% of Contact; **Recorded Outcome:** 60% of Participant; and **Accredited Outcome:** 30% of Participants

3.5. The management of youth contracts has also improved since 2017 and as a result the Youth Service has achieved better value for money.

3.6. The Youth Service has the following approved MTFs saving which been approved by budget council:

Year	Amount	Description	Date of decision
2020/21	£50k	Youth Service restructure (SAV / CHI 004 / 20-21)	Full council budget meeting 19 <sup>th</sup> February 2020
2021/22	£450k	Youth Service restructure (SAV / CHI 004 / 20-21)	Full council budget meeting 19 <sup>th</sup> February 2020
2021/22	£167k	Creation of 0-25 workforce (SAV / CHI 001 / 20-21)	Full council budget meeting 19 <sup>th</sup> February 2020

3.7. In modelling the new youth service officers are of the opinion that an additional Medium Term Financial Strategy (MTFS) savings of £100,000 for 2021/22 could be achieved in support of reducing the council's budget pressure. Support for this approach was given by the council's Corporate Leadership Team (CLT). It is intended that any agreed saving will be achieved through a reduction of 2 full-time equivalent targeted workers in the internal Youth Service.

3.8. **The wider Youth Offer across the borough:** The council is not the only provider of youth activities, there is a rich and vibrant youth activity sector led by the CVS. For example, the CVS in Tower Hamlets has directly accessed the Mayor of London Young Londoners Fund which awarded grants of £554,701 per annum; and, Tower Hamlets Local Community Fund has awarded grants of £554,286 per annum to CVS providers that deliver for our children and young people. As a result, there is an additional £1,108,987 of funding to support the delivery of borough wide youth activity. The table below highlights the additional £1.66m of funding that is coming into Tower Hamlets via the CVS through the Mayor of London Young Londoners Fund.

Young Londoners Fund Projects Delivered Exclusively in Tower Hamlets				
Name of organisation	Grant Amount 2019/20	Project title	Start Date	End Date
Poplar HARCA	£767,635	Get Involved	01/10/2018	31/10/2021
Kazzum Arts Project	£116,153	The Build Programme	01/01/2019	31/12/2021
Dawaitul Islam	£149,897	The Safe Campaign.	30/10/2018	30/11/2021
Newark Youth London	£144,375	AcE Futures	01/01/2020	31/12/2022
Osmani Trust	£150,000	Osmani Trust Project	01/01/2020	31/12/2022
Rich Mix Cultural Foundation	£149,577	Rich Mix and Grit	01/01/2020	31/12/2022

Shadwell Basin Outdoor Activity Centre	£ 98,496	ELMV Shadwell Basin Project	01/01/2020	31/12/2022
South Poplar and Limehouse Action for Secure Housing	£ 87,972	SPLASH Youth Engagement Project	01/10/2018	30/09/2021
<b>Total annual funding</b>	<b>£554,701</b>			
<b>Total funding over 3 years</b>	<b>£1,664,105</b>			

There is also a need to ensure that the Youth Service makes effective links and partnerships with those organisations that are funded to deliver in Tower Hamlets whether the Service commissions them or not.

3.9. What follows is detailed information about how it is proposed that the Youth Service will be configured for the delivery of commissioned centre based, detached and specialist youth activity; and, in house targeted delivery. The proposed new delivery model for centre-based youth activity; detached youth projects; and specialist youth activity for the period 2021-2024

3.9.1. **Methodology for the identification of youth centre locations:** The new delivery model for commissioned youth centres is based on the following criteria to determine ideal locations:

- The provision of high-quality youth centres
- The use of Income Deprivation Affecting Children Index
- Quadrant level youth population
- Lack of alternative to local authority youth hubs in the quadrant

The rationale for the location for each youth centre is based on the criteria below:

- I. **High-quality, borough run, youth centres:** Young people have told us that they want access to youth provision in high quality centres as this promotes, amongst other things, a sense of security and acts as a safe space. The focus here is on the identification of high-quality youth centres that are run by the borough as these spaces will not have to be commissioned. However, it should be noted that Tower Hamlets also has several high-quality youth centres that are run by the community and voluntary sector (e.g. Spotlight, Osmani).
- II. **Location of youth centres based on childhood poverty** The Income Deprivation Affecting Children Index (IDACI) has been used to identify the best location for youth centres based on childhood poverty. The IDACI is an index of poverty that measures the proportion of all children aged 0 to 15 living in income deprived families. As at 2019 the child poverty rates in Tower Hamlets is the highest of all the London Boroughs with 57% of children judged to be living in households in poverty compared to 38% in the typical London Borough.<sup>2</sup> Children who live in poverty should be able to access a varied youth offer.

<sup>2</sup> <https://www.trustforlondon.org.uk/data/boroughs/tower-hamlets-poverty-and-inequality-indicators/>

- III. **Location of youth centres based on quadrant level population:**  
The quadrant youth level population for 10-19 year olds in Tower Hamlets provides an indication of those quadrants with the highest youth population that would best benefit from having a youth centre.
- IV. **Lack of alternative local authority youth hubs in the quadrant:**  
Certain quadrants in the borough such have limited youth facilities such as on the Isle of Dogs and in St Katherines and Wapping. Priority will be given to ensuring that these youth hubs are retained in the proposals.

3.9.2. **The Offer:** The proposed model of delivery will encapsulate the partnership working at its best. It will deliver the broadest possible youth offer provided through partnership working with the CVS, schools, faith and community organisations. Under this proposal the four quadrants in the borough will have access to the youth offer as set out below:

- The borough is divided into **four quadrants** in the north west, south west, north east and south east. Each quadrant has a **minimum of 2 youth centres**. However, in total there are 10 proposed youth centre locations covering all four quadrants of the borough; and, so two quadrants will have 3 youth centres each.
- Each quadrant will have one **detached youth offer** that will undertake street based youth work with hard to reach groups of young people, who have been identified, for example, by the community, police, community safety and schools. Across the four quadrants the detached teams will work in partnership with the community to provide a youth offer in places where young people congregate. Detached teams can work from a variety of bases including, for example, children's centres and youth centres.
- **Specialist Projects** are aimed at groups of young people that may require dedicated support.
- **Participation and engagement:** The in-house service will have a dedicated youth participation and engagement team that will ensure that young people are empowered, with support; and that their voices are heard and acted upon using the following approach:
  - Young Mayor's team,
  - Youth council,
  - Young carers, and the
  - Children in care council.
- **Targeted work:** The Youth Service will work in partnership with the Integrated Early Years' Service and Early Help to create a 0 to 25, all age workforce and offer that will focus on delivering pre-statutory support to child and families. Clear pathways will be developed to support young people to access positive activities including those at risk of:



- exploitation
- family violence
- domestic abuse
- parental mental ill health concerns
- substance misuse
- being excluded from school or at risk of school exclusion
- involvement in youth crime or anti-social behaviour.

The 0-25 workforce will support families, in the following ways:

- Offer whole family working,
- Offer Early Help,
- Use restorative practice approaches
- Deliver greater partnership working between internal and external partners in each quadrant.

- **Accreditation:** As part of the youth offer all young people will be given the opportunity to participate in the Duke of Edinburgh Award as the standard accreditation for Youth Service.

All parts of the borough will have an offer for young people either at a centre, or through detached youth work activity or through specialist provision.

The table below provides information on the proposed locations of youth centres and detached youth work activity across the four quadrants:

Quadrant	Proposed Youth Activity	Quadrant Youth Population (Mid Year 2018 <sup>3</sup> )	Quadrant IDACI score range	Comments
North east	<ul style="list-style-type: none"> <li>3 x Youth Centre (to be commissioned)</li> <li>1 x Detached team</li> </ul>	7,334	26 – 170	<p><b>Youth population:</b> This quadrant has a high - level youth population and therefore three youth centres are proposed.</p> <p><b>Detached youth offer:</b> All quadrants have a detached youth offer.</p>
North west	<ul style="list-style-type: none"> <li>2 x Youth Centre (to be commissioned)</li> <li>1 x Detached team</li> </ul>	6,737	33 - 100	<p><b>Youth population:</b> This quadrant has a high level youth population; however, there is very high-quality youth centre provided by the CVS in the quadrant. Therefore 2 youth centres are proposed.</p> <p><b>Detached youth offer:</b> All quadrants have a detached youth offer.</p>
South east	<ul style="list-style-type: none"> <li>2 x Youth Centre (St Andrews Wharf and Limehouse Youth Centre)</li> <li>1 x Detached team</li> </ul>	6,597	27 - 320	<p><b>Youth population:</b> This quadrant has a high level youth population; however, there is very high-quality youth centre provided by the CVS in the quadrant. Therefore 2 youth centres are proposed including St Andrews Wharf which is the only dedicated youth space in the area.</p> <p><b>Detached youth offer:</b> All quadrants have a detached youth offer</p>
South west	<ul style="list-style-type: none"> <li>3 x Youth Centre (Haileybury, Wapping and Christian Street Youth Centre)</li> <li>1 x Detached team</li> </ul>	6,526	53 - 271	<p><b>Youth population:</b> Lowest youth population of all quadrants. There are two existing local authority high quality youth centres are located in the quadrant. Wapping is the only dedicated youth space in the area.</p> <p><b>Detached youth offer:</b> All quadrants have a detached youth offer</p>
n/a	<ul style="list-style-type: none"> <li>1 x Detached team</li> </ul>	n/a	n/a	Location to be determined

### 3.9.3. Summary of changes

The table below sets out the proposed changes when compared to the current offer. It can be seen that:

<sup>3</sup> Latest ONS experimental population estimates for the youth population by ward. These are for mid-2018 – the 2019 estimates are not expected until October 2020.

- There is a significant increase in the commissioning budget which is proposed to be increased by 21.6%.
- All parts of the current offer (universal, specialist, detached, participation, contract management, central salary costs etc.) continue to be provided. Link finance comments on centralised costs

	2020/21	2021/22	Comments
<p><b>Commissioned</b></p> <ul style="list-style-type: none"> <li>• 8 x Commissioned youth activity providers</li> <li>• 3 x specialist projects</li> </ul> <p><b>Internal</b></p> <ul style="list-style-type: none"> <li>• 10 x In-house universal youth hubs</li> </ul> <p>Centralised costs</p>	<p>£987k</p> <p>£1.249m</p> <p>£448k</p>	<p>N/A</p>	<p>Current 2020/21 Youth Service delivery model</p> <p>£1.249m is the estimated value of internal delivery across the 10 hubs</p> <p>Does include Contract monitoring, participation, data performance and centralised salaries.</p>
<p><b>Commissioned</b></p> <ul style="list-style-type: none"> <li>• 10 centres based,</li> <li>• 5 detached teams</li> <li>• 4 specialist projects</li> </ul> <p><b>Internal</b></p> <ul style="list-style-type: none"> <li>• Targeted team</li> <li>• Participation</li> <li>• 1 Manager and 2 officers</li> <li>• Youth Service management costs including Commissioning team, Participation manager and caretaker</li> </ul>	<p>N/A</p> <p>N/A</p>	<p>£1.2m</p> <p>£601k</p>	<p>Proposed 2021/22 Youth Service funding for commissioned services has increased by 21.6%</p> <p>New team working with Early Help and Integrated Early Years that will focus on delivering pre-statutory support to child and families.</p> <p>Young Mayor's team, Youth council, Young carers, and the Children in care council.</p> <p>Proposed Youth service manager management team consist of Youth service manager commissioning manager and data officer.</p>
<p><b>Uncontrollable costs</b> including depreciation, support services, premises costs)</p>	<p>£612k</p>	<p>£329k</p>	
<p><b>Total</b></p>	<p><b>£3.296m</b></p>	<p><b>£2.130m</b></p>	

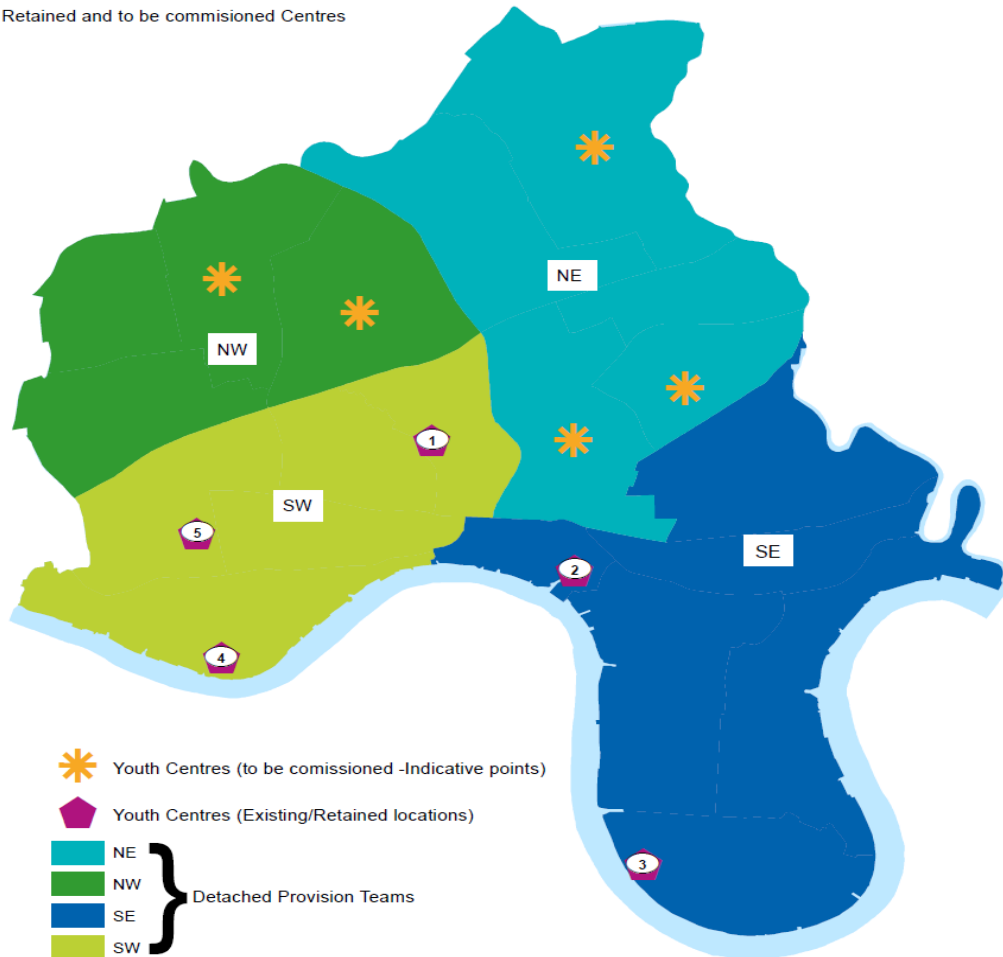
3.9.4. The Youth Service currently has a budget of £3.296m for 2020/21 of which £988k is spent on externally commissioned provision. However, £399k of

this budget relates to business support which is been centralised in 2020 and excluded from the proposed changes to the youth service.

Below is a visual representation of the proposed locations of youth centres and detached youth work activity by quadrant.

### Youth Centre Proposals

Retained and to be commissioned Centres



Label	Youth Centre
1	Haileybury Youth Centre
2	Limehouse Youth Centre
3	St Andrews Wharf Youth Centre
4	Wapping Youth Centre
5	Whitechapel (Christian St) Youth Centre

N  
 1:33,000  
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 2019 Ordnance Survey,  
 London Borough of Tower Hamlets 100019288.

3.10. **The structure of the proposed Youth Service:** This is comprised of 2 parts as described below:

3.10.1. **Commissioned youth provision:** This part of the proposed service reinforces Tower Hamlets' commitment to utilising the expertise of voluntary and community organisations to deliver high-quality youthwork across the borough through a mix of centre based, detached and specialist provision. Commissioned providers will need to demonstrate their ability to provide:

- Universal provision or specialist youth work for young people from ages 11 to 19 using centre based or detached methods.
- Youth activity sessions for 4 days a week of which one session must be delivered on a Friday. Providers will need to evidence which days of the week the project intends to open based on demand analysis.
- Focused work with young women and girls, Somali groups and other groups who are under-represented in the Youth Service.
- Activities that are monitored and measured to achieve the agreed outcomes.

The total value for the Commissioning youth activity contracts is £1.2m which will be divided into the following lots:

- **Lot 1:** Universal - 10 centres covering the four quadrants of the borough. Each quadrant will have a minimum of 2 centre. There will be five retained youth centres (Limehouse, Haileybury, St Andrews Wharf, Christian Street and Wapping) will be offered for use subject to a license to a newly commissioned provider. Five new youth centre locations to be commissioned. Estimated cost up to £640k
- **Lot 2:** Specialist - Four specialist projects (e.g. Arts, LGBTQi, SEND) estimated cost up to £204k
- **Lot 3:** Detached - 5 detached teams to cover the four quadrants of the borough. Estimated cost up to £320k

3.10.2. **The internal Youth Service:** This will deliver the following functions:

- **Targeted youth work:** Through the 0-25 workforce there will be a circa 30 FTE staff across Early Help, Early Years and the Youth Service who will work with families, children and young people. The targeted youth work team will work exclusively to provide adolescent support to 11-19-year olds.
- **Participation and engagement:** Supporting the Young Mayors, CICC and Young Carers
- **Contract Management of commissioned providers:** This function will be moved into the Integrated Children's Commissioning Team. Robust contract management will be undertaken of all commissioned providers.
- **Data and performance monitoring:** This function will be moved into the Strategy Performance and Policy Team. Robust performance will be undertaken of all commissioned providers.
- **Asset and Facilities Management:** It is proposed that this function will be moved into the corporate facilities management.

3.11. **Outcomes:** In order to determine whether the offer is having impact in the lives of children and young people a Tower Hamlets Outcomes Framework will be implemented to measure change. The outcomes measures will include the following elements:

- Young people feel that they are supported to make changes in their lives, in the lives of another young people they represent and their communities
- Young people have a sense of a brighter futures, with a focus educational attainment, employment, mental and physical health and well-being.
- Young people feel able to access early support through the 0 -25 workforce (adolescents support) and other early help opportunities.
- Young people are supported as part of the whole family, where appropriate, using the following approach:
  - The implementation of whole family working,
  - Support for families that require Early Help,
  - The use of restorative practice approaches, and
  - The delivery of greater partnership working between the local authority's Early Help services with our external partner
  - Young people increase their critical thinking skills by attaining accreditation such as Duke of Edinburgh Bronze Award.

### 3.12. Indicative Budget for the proposed Youth Service for 2021/22

The indicative budget for in house delivery is as set out below:

Area of work	Description	Indicative Grade	Indicative Salary with on-costs (£) (000)	Budget (£) (000)
<b>Commissioned Services</b>				
Commissioned Youth Activity	n/a	-	-	1.164
Detached activity budget				36
<b>Internal Youth Service</b>				
Deputy Head of Youth Service	Strategic leadership of the service	Grade L	67	
Commissioning Team	Commissioning manager	Grade L	59	
Data and performance monitoring	Data officer	Grade H	45	
Direct Youth work (Targeted and Youth Participation)	Team Manager (Targeted Youth - 0-25 workforce and Participation)	Grade K	63	
	4 x Targeted youth workers (0-25)	Grade I	210	
	2 x Participation officers	Grade H	91	
	Activity budget for direct youth work		26	
Asset and Facilities management	Caretaker	Grade F	40	
	<b>Sub Total operational delivery</b>		<b>£601</b>	
Other Non-Pay Costs	Premises-Related Expenditure		71	
	Transport-Related Expenditure		6	
	Supplies & Services		252	
	<b>Sub Total Other Non-Pay Costs</b>		<b>329</b>	
	<b>Sub-Total</b>		<b>930</b>	
	<b>Total</b>			<b>£2.130</b>

### 3.13. Key Considerations

**Future youth community infrastructure opportunities:** The Youth Service understand that there are a number capital project being planned which could yield Community Infrastructure Levy (CIL) which could result in new youth infrastructure being developed subject to planning. As these opportunities arise the restructured Youth Service has the inbuilt flexibility and adaptability to ensure the that these opportunities are capitalised on behalf of young people

**Covid-19:** During the Covid-19 we have engaged with key of stakeholders to ensure that we are cognisant of new ways of engaging with young people that take into

account the need to socially distance and to incorporate increased virtual/on-line offers for young people. The following actions were taken to better understand our post Covid-19 youth delivery:

- A Zoom meeting was held with providers, organised by the Youth Service and Volunteer Centre Tower Hamlets. The meeting was well attended by 42 professionals from 30 different organisations. One of the key learning points from this meeting was that consideration needs to be given to the post Covid-19 youth offer.
- A meeting was held with the Young Mayors Team. One of the key learning points from this meeting was the need to retain physical youth centres as safe spaces for young people.
- Engagement with parents to discuss their views on how youth work supports the engagement with young people. A meeting was held in June 2020 with 26 parents resident across 17 all four quadrants. One of the key learning points from this meeting was the importance of all young people regardless of ethnicity and gender have access to the youth offer.

The key learnings from these stakeholder meetings will enable the Youth Service to incorporate effective change as it sets out to restructure.

**Community use of the council run youth hubs:** As part of the development of the 'One Youth Service culture', which encourages greater leadership by the service in partnership with youth activity providers in the community and voluntary sector, organisations will be given the opportunity to use youth hub facilities. In order to support this the Youth Service will:

- Develop a process, in line with Tower Hamlets Venue Hire Policy in partnership with Asset and Facilities Management, to support greater access by the CVS of youth hub facilities. The process will be in place by 1<sup>st</sup> April 2021.
- Meetings with Community Voluntary Sector (CVS) will be undertaken to encourage the use of buildings during non-opening times.

### 3.14. Risks and Mitigation

Risks	Mitigation
<p>Organisation not applying for the contracts due to cost of TUPE.</p> <ul style="list-style-type: none"> <li>• Smaller CVS organisations may not be able to afford to transfer youth workers from the local authority into their organisation. Transfer of Undertakings (Protection of Employment) Regulations (TUPE) will apply and the</li> </ul>	<ul style="list-style-type: none"> <li>• The council to consider alternatives to Admitted Body Status that alleviate the pensions costs to CVS organisations</li> <li>• TUPE information will be provided prior to the tender process to assist potential bidders in determining if this is viable for them.</li> <li>• Consortia arrangements will be encouraged.</li> </ul>



burden of maintaining staff terms and conditions may deter organisations from applying.	
<b>Reputational risk</b> <ul style="list-style-type: none"> <li>The council could be perceived as favouring larger CVS providers over smaller organisations</li> </ul>	<ul style="list-style-type: none"> <li>Consortia arrangements will be encouraged.</li> <li>Additional support and engagement should encourage organisations to discuss any concerns at an early stage.</li> </ul>
<b>Lack of interest from the community and voluntary sector in applying for the contracts</b> <ul style="list-style-type: none"> <li>Failure to award contracts</li> </ul>	<ul style="list-style-type: none"> <li>Contingency plans will need to be in place if submissions are fewer than expected for each lot: or if contracts cannot be awarded. Mitigations could include: <ul style="list-style-type: none"> <li>Continuation of delivery by the in-house service until contract can be awarded</li> <li>Focused work with CVS to understand concerns or reason for lack of interest</li> </ul> </li> </ul>
Youth activity applicants for the contracts are non-Tower Hamlets based organisations.	<ul style="list-style-type: none"> <li>All applicants will have to demonstrate examples of delivering local youth activity</li> </ul>

#### **4. CONCLUSION/NEXT STEPS**

- 4.1. If Cabinet agrees to the recommendations set out in this paper it is proposed that:
- Any tender documents will be published in September 2020.
  - It is proposed that new providers commence contract by 1<sup>st</sup> April 2021.
  - It is proposed that the Handling Organisational Change procedures will be followed for the Youth Service restructure including full consultation with staff.
  - Extending existing contracts by 4 months subject to Cabinet approval.

#### **5. EQUALITIES IMPLICATIONS**

- 5.1. A full equality impact assessment will be undertaken as part of the restructure process.

#### **6. OTHER STATUTORY IMPLICATIONS**

- 6.1. 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.

6.2. No other statutory implications.

## **7. COMMENTS OF THE CHIEF FINANCE OFFICER**

- 7.1. This report requests approval to tender for a 3-year (+1+1) youth activity contract valued at £1.2m for the period 2021 up 2026 and also approve a 4-month extension to the existing 12-month youth activity providers contract in order to pre-empt any delays in the award of the 2021 – 2024 contracts arising from the Covid 19 pandemic.
- 7.2. This report also seeks approval to restructure the Youth Service to achieve MTFS savings.
- 7.3. The Youth Service currently has a budget of £3.296m for 2020/21 of which £988k is spent on externally commissioned provision. However, £399k of this budget relates to business support which is been centralised in 2020 and excluded from the proposed changes to the youth service.
- 7.4. The restructuring of the Youth Service is underpinned by the MTFS savings proposal. The total approved savings target for the service is £667k. The detail of these savings are to be achieved through *transformation of service delivery following the Youth Service Review (SAV / CHI 004 / 20-21)* which will save £50k in 2020/21 and £450k in 2021/22; and the *rationalisation and development of early help services from conception to age 25 (SAV / CHI 001 / 20-21)* which will save £167k. A further saving of £100k will also be delivered as part of this proposal.
- 7.5. The recommended proposal on this report is for the Youth Service provision to be delivered through a mixed economy which can be delivered through the existing budget envelope.

## **8. COMMENTS OF LEGAL SERVICES**

- 8.1. Section 507B of the Education Act 1996 imposes a duty on a local authority to secure sufficient educational and leisure activities, and facilities for those activities, for all young people in their area aged 13 to 19, and for young people in their area with a learning disability aged 20 to 24. Wide discretion is given as to the way in which this duty is met; it may include direct provision as well as making arrangements with others to provide the service and / or facilities. There is also statutory guidance 'Statutory Guidance for Local Authorities on Services and Activities to Improve Young People's Wellbeing', published in June 2012. The proposals set out in this report comply with this legislation and guidance.

- 8.2. The commissioning activity is of a value which will require the opportunity to be advertised in Europe. However, the variety of services detailed in this report is referred to in Schedule 3 of the Public Contracts Regulations 2015 which means that the tender will be subject to the “light touch” regime allowing flexibility in the proposed methodology of tendering. However, the methodology must in any event ensure that all bidders are treated in a fair, open and non-discriminatory fashion.
- 8.3. The Council has the legal duty to ensure that the functions which are delivered via the procured contracts represent Best Value in terms of economy, efficiency and effectiveness. The lots will be awarded to the best scoring bidders based upon pre-advertised and non-discriminatory evaluation criteria which will assist in demonstrating Best Value. The resulting contract will be monitored to ensure that delivery meets the standards set by the contract.
- 8.4. Reference is made in the report for the potential transfer of staff to the winning bidders. Staff will have the right to transfer if they are currently substantially deployed on the services which will be provided by the winning bidder. The Council (and any existing providers) will be required to undertake consultation with affected members of staff prior to any transfer and the timescales (as set by the TUPE regulations) for this will be included in the contract mobilisation period.
- 8.5. The Council has a statutory duty (as described above) to provide these services. Therefore, it is essential that there is no break in the provision of the existing services prior to the commencement of any newly procured services. It is advisable, following the impact of the Covid epidemic on the procurement timescales to extend any existing contracts as referred to in the recommendations to ensure that there is a seamless transfer of the services. It is clear that the Council is not intentionally being anti-competitive by awarding such unprocured extensions as the Council is undertaking a compliant procurement exercise and the extensions are required to only to ensure compliance with the Council’s statutory obligations.

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## **Linked Reports, Appendices and Background Documents**

### **Linked Report**

- None.

### **Appendices**

- Appendix one: Youth Service Review 2019
- Appendix two: Wards and quadrants list

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

- None

### **Officer contact details for documents:**

Ronke Martins-Taylor Divisional Director Youth and Commissioning

## Appendix two

<b>Geographical location</b>	<b>Quadrant</b>
Bow East	North east
Bow West	North east
Bromley North	North east
Bromley South	North east
Mile End	North east
Bethnal Green	North west
Spitalfields and Banglatown	North west
St Peter's	North west
Weavers	North west
Blackwall and Cubit Town	South east
Canary Wharf	South east
Island Gardens	South east
Lansbury	South east
Limehouse	South east
Poplar	South east
Shadwell	South west
St Dunstan's	South west
St Katherine's and Wapping	South west
Stepney Green	South west
Whitechapel	South west