

Decision Pathway – Report Template



PURPOSE: Key decision

MEETING: Cabinet

DATE: 01 September 2020

TITLE	The Future of Youth Services in Bristol		
Ward(s)	<i>Citywide</i>		
Author: Ann James	Job title: Director for Children, Families and Safer Communities		
Cabinet lead: Councillor Helen Godwin	Executive Director lead: Jacqui Jensen		
Proposal origin: <i>Councillor</i>			
Decision maker: Cabinet Member			
Decision forum: <i>Cabinet</i>			
Purpose of Report:			
<ul style="list-style-type: none"> • To inform Cabinet of and seek approval to develop youth services for the next five years. • To set out the vision for youth services, and our intent to fully consult and co-construct the future shape of services, leading to a detailed commissioning plan, shaped for each area of the city and aimed at meeting the needs of young people in each of the city's diverse communities. • To endorse the development of the business case for a Youth Zone development in the south of the city. • To note the funding arrangements outlined in the report including the prospect of a significant Government capital contribution. There is no spare capacity of internal funding in the current capital programme – therefore you need to be clear on outlining the proposed funding arrangements within the report. • To propose that authority is delegated to the Executive Director for People to extend the Targeted Youth Services Contract by up to two years should this be required to align existing service with the delivery of the new services and service model. • To endorse the development of the business case to develop youth zones in the city. 			
Evidence Base:			
<p>This proposal is part of a vision which will shape the council's approach to youth services in the city for the forthcoming 20 years. If we are to deliver on our ambitious one city vision and corporate commitment to be a city of hope and aspiration in which no one is left behind, now more than ever, Bristol needs clear ambition for its children and to invest in their futures. As a result of COVID, a generation of children and young people will have experienced the disruption of vital stages of their education and socialisation; they will have lacked much needed support and the services that nurture their resilience and wellbeing. Economic downturn will compound these difficulties, with young people disadvantaged in the coming years as unemployment is predicted to rise and to disproportionately impact young people. The risk of exploitation of our most vulnerable young people is growing, alongside the evidence of increased emotional and mental health difficulties being experienced by young people.</p> <p>Bristol intends to tackle equality and inclusion for children, young people and their families through the co-construction of a Belonging Strategy that will set out our intent and ambitions to support children and young people in all aspects of their life in the city. This will set the foundations for confident, healthy and aspirational young people as valued contributors within their community, able to contribute fully to the social and economic prosperity of the city. The role of Youth Services will be key to the delivery of that vision. The Belonging Strategy will set out our plans and aspirations and will also shape the delivery of provision through what will be newly commissioned youth services</p>			

(underpinned by a co-constructed commissioning plan) and the delivery of a Youth Zone for the city.

The Youth Zone will be delivered in partnership with the charity OnSide and local delivery partners, with a proven record of excellent capital programme and youth service delivery. The Youth Zone will be based in a prominent south Bristol location and will ensure young people are empowered to lead happier, healthier and fulfilling lives. It will provide a broad, universal offer of at least 20 activities each session, accessible to an expected audience of over 4,000 young people, aged 8-19 (up to 25 for those with a disability), from a safe and inspiring space, with state of the art facilities, including a recording studio, climbing wall, teaching kitchen and 4 court sports hall. It will be open over 40 hours every week, spread across every day of the week, throughout the year.

Focussed intentionally as a development in the south of the city (Appendix A1 sets out the supporting information for the location of the proposed development), aimed at building aspiration and supporting regeneration, the site will have excellent transport links and will be accessible to all young people. Our ambitions, that will be developed further during co-construction and business case development, is for the Youth Zone to contribute to delivery of the sustainable development goals¹, including health and wellbeing, development of the green economy, delivery of quality education and employment and reducing inequality. It will also provide collocation/co-delivery opportunities for allied services such as Leaving Care and Targeted Youth Support as well as new education opportunities for children including those with SEND whose needs are best met through provision that complements mainstream settings, offering a structured environment with access to all areas of curriculum.

Youth Zones are particularly valuable to those at risk of or victim to extra-familial harm and who may be on the edge of care or custody. The Youth Zone will include delivery of targeted services, working in strong partnership with local youth organisations to deliver out-reach and in-reach services that protect. The strength of the model is that its universal offer will be coupled with a responsive series of targeted provisions, open to a wide range of children and young people in the city, and responding to their needs. Initially focussed in the south of the city, the vision is to build upon success in this area to consider a further development in the North of the City. This heralds transformational change for children and young people in the city.

Targeted Youth Support Services

In June 2018 Bristol City Council (BCC) awarded three area based (North, East Central & South) targeted youth support contracts to the provider Creative Youth Network (CYN) to deliver youth services for the benefit of Bristol's Young People. The total value of this investment over three years is £6,718,316. These contracts are currently in the third year of delivery and are performing well against their service targets.

These contracts include options to extend for an additional two years which we are seeking Cabinet approval to take up.

Many of our most effective youth services are small and have limited capability to respond to larger tenders – they have focused on building relationships rather than organisational capacity. A period of consolidation over the forthcoming 12 months will allow us to build trust and encourage alliances within the sector so that we can commission in a way that is more responsive to each area of the City. We will use existing revenue from the TYS budget to support the Youth Zone and partnership services for South Bristol, and will reframe our services in the North and East Central.

The service is aimed at supporting young people aged 11 to 19 years (or up to 25 for care leavers) and they have a focus in supporting young people from areas of greater need as identified in Bristol's Joint Strategic Needs Assessment. The service provides a combined offer of; intensive 121 targeted support, targeted groups, open access, outreach work and online support. As part of their offer, CYN subcontract elements of their service to a number of local youth service providers so that they provide a more inclusive offer which is tailored to meet the needs of local communities.

The current contracts help BCC fulfil its statutory duty to track young people's educational situation and help those young people who are not/at risk of not participating in education, training and employment as well as our statutory duty to secure access to positive activities for young people. The service is primarily based on referrals identified by professionals, the main referrers include; Schools, the Post 16 Participation Team, Social Care, Families in Focus and CAMHS and the main two support requests are for; wellbeing and engagement in Education, Employment and

¹ [United nations Sustainable Development Goals](#)

Training (this makes up 76% of all referrals). In addition to this they provide support for Drugs and Alcohol, Sexual Health and tackling anti-social behaviour.

OnSide and Youth Zones

The Cabinet member for Women, Children and Young People, together with senior council representatives visited the Manchester Youth Zone, one of 14 independent youth charities in the OnSide network. From this introduction, the current ambitious proposal has been developed. We wish to ensure that continued commitment to and investment in youth services delivers a service that supports young people to broaden their horizons and build aspirations. The contribution of a specially designed, high quality youth centre with a safe and inspirational leisure and activity space for all young people will be a significant contributor to the achievement of this aspiration and was included in the Mayor's campaign pledge for 2020.

Youth Zones are established by the charity OnSide (<https://www.onsideyouthzones.org/>) who together form the OnSide Network and whose track record makes them influential in terms of Government policy development. Bristol will work with OnSide who will bring significant inward investment through match funding both capital and revenue to develop a Youth Zone. Further, by progressing in partnership with OnSide, Bristol will be placed in a strong position to attract further Government funding to deliver the model².

Building of a Youth Zone is estimated to require an £8.4m investment, with costs split 50:50 between the local authority and the amount raised by OnSide. The OnSide model fits closely with Bristol's One City approach, drawing together Council, local businesses, philanthropists, the community, young people and local partners to create a sustainable service delivery model. The funding ratio to meet running costs includes a contribution from young people alongside funding from the local authority, with the remainder raised, from the local business and philanthropic community. Initial scoping provides a high level of confidence in this model as a tried and tested formula:

- OnSide will work with a local delivery partner or set of partners in order to establish the Youth Zone. The ethos is to place partnerships with other youth organisations at the heart of the Youth Zone.
- In common with all Youth Zones in the OnSide network, the youth space will be owned and operated by an independent local charitable company.
- Co-construction is central to the model and engagement and participation of young people in the development of provision is a requirement, including through the establishment of a Young People's Development Group to inform the development.
- Experience from other cities is that new builds take 12-18 months from the granting of planning permission to completion.

Funding arrangements

- Ongoing revenue costs for the youth zone are likely to be c£1.3m, with a revenue contribution from the council for the first 3 years of c.£400k per annum. These revenue costs will be factored into the provision of youth services in the city with revenue costs covered by the funding envelope available to commission youth provision in the city.
- The capital investment from the LA for the new build c£4.2m which will be matched by the charity meaning, c£8.4m total investment. The c£4.2m council capital funding for the build was included in the recent WECA LEP bid to government.
- The Government's Youth Investment Fund is expected to launch at the end of August which will invite bids for large capital investment projects for youth. OnSide will support the development of Bristol's bid to the fund.
- The development of a business case to support the work will give consideration to partnership agreements and arrangements to be put into place, as well as state aid and procurement considerations.

Bristol City Council's contribution

- In addition to the contribution toward build capital and revenue costs to run the centre, Bristol will contribute the land through a long lease arrangement.

² Anticipated release of government funding through the Youth Investment Fund

- Three potential sites which meet the initial criteria for the development of a Youth Zone have been identified. These will be subject to further evaluation. Sites must be 0.5ha and available for a 125 year lease.
- The shortlist of 3 sites in the South of the City are being assessed as to their:
 - **Neutrality** – a site that would be considered ‘neutral ground’ by the large numbers of young people using the facilities each week.
 - **Accessibility** – available for all children and young people in South Bristol but with a focus on engaging the most disadvantaged. The right site will have strong pedestrian and public transport links.
 - **Prominence** – a prominent, visible site that is state of the art and communicates clearly to children and young people that they are valuable members of the community.
- As a key partner we will support the development a business plan and detailed financial model that demonstrates its ongoing financial sustainability. The council will provide strategic support throughout development and after opening.

Cabinet Member / Officer Recommendations:

That Cabinet:

1. Approve the proposed consultation and co-construction to develop youth services for the forthcoming five years.
2. Endorse the development of a detailed business case for Youth Zones in the city.
3. Endorse the development of the ‘communities’ element of the Belonging Strategy, including co-construction and co-providers.
4. Authorise the Executive Director: People in consultation with the Cabinet Member Children and Young People to take all steps required to extend the Targeted Youth Services contract for up to 2 years to June 2023 should this be required to align new services and delivery models, up to the maximum budget envelope outlined in the Cabinet report of 27/07/17.

Corporate Strategy alignment:

The future provision of youth services in the city is an investment and a clear demonstration to the young people of Bristol that we value their development and the important role they have to play in the life and future of their community and this city. Two of the key commitments in the Corporate Strategy are that we will be:

- Empowering and Caring
- Fair and Inclusive

For our youth provision in the city, we will develop plans that will enable young people to feel they belong and have a part to play in creating that future.

City Benefits:

1. The provision of a Youth Zone would contribute to the aims of the One City Plan, helping to create connected and inclusive communities.
2. The first Youth Zone will be in South Bristol serving some of our most deprived communities and contributing to economic regeneration in the area.
3. The development of Youth Zones would help to achieve a number of key local and national indicators relating to children and young people, focused around education, employability, crime, health and well-being. The development will have a significant impact upon the following national and local Government policy areas:
 - Exploitation and serious youth violence,
 - Youth Employment and,
 - EET (Education Employment and Training) opportunities.
4. There is potential for the youth zones to be designed to offer accommodation to citywide children's and education services.

Consultation Details:

1. Consultation and co-construction of the future of youth provision in different parts of the city will be at the

integral to the shape of provision in the city – starting September 2020.

Background Documents:

Cabinet paper for Targeted Youth Services: <https://democracy.bristol.gov.uk/mgIssueHistoryHome.aspx?IId=9879>
Bristol Children’s Charter launched in July 2018: <https://news.bristol.gov.uk/news/bristol-launches-first-city-wide-pledge-to-children>

In September 2019 the then Chancellor of the Exchequer, Sajid Javid, announced investment in youth centres through the **youth investment fund**: <https://www.gov.uk/government/news/chancellor-announces-support-for-post-brex-it-future--2>

LGA: The future of youth services: <https://www.local.gov.uk/about/campaigns/bright-futures/bright-futures-childrens-services/bright-futures-our-vision-youth>

Bristol Joint Strategic Needs Assessment – Children and Young People: <https://www.bristol.gov.uk/policies-plans-strategies/children-and-young-people-jsna>

Revenue Cost	£400k p.a. for 3 years.	Source of Revenue Funding	Service Budget
Capital Cost	£4.2m	Source of Capital Funding	To be identified from capital contingency funds and to bid for Government contribution to capital funds through the Youth Investment Fund.
One off cost <input checked="" type="checkbox"/> Ongoing cost <input checked="" type="checkbox"/>		Saving Proposal <input type="checkbox"/> Income generation proposal <input type="checkbox"/>	

Required information to be completed by Financial/Legal/ICT/ HR partners:

1. Finance Advice:

The financial implications for this project need to be fully assessed as part of any business case development process, for both revenue and capital.

The total capital costs are c£8.4m and it is expected that partners would fund fifty percent of these costs. There is no specific allocation currently in the capital programme for this project and prior to the business case proceeding, a source of capital funding needs to be identified from within the programme. Whilst external funding is being sought to reduce the potential requirement for direct Council funding, at this stage it is not possible to confirm further details on this. There is a risk that it may not be possible for this scheme to proceed at this time, if funds are not available.

If any land transfer or acquisition forms part of the contribution to this project, then a valuation will need to be provided as part of the business case proposal. Further Cabinet approval will be needed to dispose of land and make investment in the selected site.

The report identifies estimated Youth Zone revenue costs of approximately £1.3m per annum with a Council contribution of £400k. Operating costs and partner contributions will need to be fully costed and will be dependent on the operating model and charging policy applied. It is assumed that this will be funded from the existing Targeted Youth Service (TYS) budget. The first call on the remaining balance of Targeted Youth Service budgets, will need to be the reprovision costs of any services needed outside of the south of the city.

In terms of existing Targeted Youth Services, the proposal to extend the existing contract for up to a further 2 years (pending the development of a Youth Zone offer) and is estimated to cost £3.9m. This contract extension is fully funded and can be met from within existing revenue budgets.

Finance Business Partner: *Denise Hunt 20-08-20*

2. Legal Advice: The development of a business case has no specific legal implications. Legal Services will advise and

assist on any legal implications arising in relation to the proposals contained in the business case and in relation to the contract extensions.

Legal Team Leader: Husinara Jones, Team Leader/Solicitor, 20 August 2020

3. Implications on IT: No anticipated impact on IT Services (Simon Oliver, 12/8/2020)

IT Team Leader: *Simon Oliver 12-08-20*

4. HR Advice:

The report seeks to extend the current contracted Youth Services for one year whilst working with young people in shaping the services for the future. In addition the report seeks approval to develop youth services for the next five years and to endorse a business case to develop youth zones in the City. None of which will have any specific HR implications on Bristol City Council employees currently, however as plans develop this may change and we would wish to see a further report should there be any HR impact.

HR Partner: *Lorna Laing 19-08-20*

EDM Sign-off	Jacqui Jensen (CIB)	18-08-20
Cabinet Member sign-off	Helen Godwin	
For Key Decisions - Mayor's Office sign-off		03-08-20

Appendix A – Further essential background / detail on the proposal <i>A1 - Supporting information – why a youth zone in the south of the city</i>	YES
Appendix B – Details of consultation carried out - internal and external	NO
Appendix C – Summary of any engagement with scrutiny	NO
Appendix D – Risk assessment	NO
Appendix E – Equalities screening / impact assessment of proposal	YES
Appendix F – Eco-impact screening/ impact assessment of proposal	NO
Appendix G – Financial Advice	NO
Appendix H – Legal Advice	NO
Appendix I – Exempt Information	NO
Appendix J – HR advice	NO
Appendix K – ICT	NO
Appendix L – Procurement	NO