

Decision Pathway – Report



PURPOSE: Key decision

MEETING: Cabinet

DATE: 14 September 2021

TITLE	Youth Zone – funding request	
Ward(s)	All south Bristol wards: Bedminster, Bishopsworth, Brislington East, Brislington West and Stockwood (Bristol East constituency south of the water), Hartcliffe & Withywood, Hengrove & Whitchurch Park, Filwood, Knowle, Southville and Windmill Hill	
Author: Gail Rogers	Job title: Head of Commissioning - Children	
Cabinet lead: Cllr Helen Godwin	Executive Director lead: Hugh Evans	
Proposal origin: BCC Staff		
Decision maker: Mayor Decision forum: Cabinet		
<p>Purpose of Report:</p> <ol style="list-style-type: none"> To update Cabinet on progress and timeline for the delivery of the Youth Zones project. To seek approval in principle to spend up to £4.2m (50% of estimated capital spend for the Youth Zone), subject to approval of the project feasibility study and the final business case which will give confirmation of total contribution required from the Council. To affirm our commitment to working with OnSide as our delivery Partner. To secure approval to utilise £350,000 from the capital budget (up front/at risk) to cover the cost of investigative and technical work required as part of the feasibility stage of the project development that will give confidence that the project can be delivered within the agreed funding envelope. To secure approval to utilise £45,000 from the capital budget to cover the management costs of the feasibility stage of the project. To notify Cabinet that the site proposed for the Youth Zone is the land to the South of Inns Court Residential Area, cornered by Hengrove Way and Hartcliffe Way. The Youth Zone would not occupy the full site, and the exact location of the Youth Zone within this site will be recommended on completion of the site investigations. A full business case with details of this feasibility will come to Cabinet in February 2022. A map of the proposed Youth Zone site can be found at Appendix A with site outlined in yellow. 		
<p>Evidence Base:</p> <p>Our plans and ambitions</p> <ol style="list-style-type: none"> As our city and the country emerges from the pandemic the effects of isolation and social dislocation on our young people, especially those in more disadvantaged communities, is becoming more apparent. Children and young people in Bristol need us to invest in their futures; they need a safe place to go where they won't be recruited into criminal activity or threatened with violence; they need a facility that helps them to learn new skills and find their talents; they need a place to build trusting relationships with trained youth workers; and they need their place of belonging in the community when so much of their young lives has been shaken. In line with the aspirations of our Belonging Strategy, as part of this strategy South Bristol Youth Zone can provide a location to help our children and young people prepare for their future and to help the City to develop their skills fit for its future. And this is more than recovery for children and young people in the City; this is the City Council gripping an opportunity for the future and driving opportunity, building ownership and cohesion through this project, putting young people firmly in the centre, empowering them and giving them a protected space to develop themselves and their voice. The Youth Zone links with our Knowle West Regeneration Framework, it looks ahead at the substantial home building programme in 		

the area to ensure that this is a desirable, visionary, and supportive place to live.

3. As 'Our City 2030' is launched, for the inner-city (<https://www.bristol.gov.uk/our-city-2030-a-vision-to-transform-lives-in-inner-city-bristol>), the Youth Zone in the south will match this ambition of raising economic prosperity by focused partnerships with business and enterprise, giving young people the skills and opportunities to create good lives for themselves. This will drive recovery and renewal, making a significant contribution to the One City Economic Recovery Strategy with the help of the youth sector's creativity and tenacity in reaching out to young people. Thanks to the great work of the sector, we now have a spring-board that can help bring trust and authenticity to young people who may not otherwise have been ready to give themselves a chance to experience what a Youth Zone can offer them.

Delivery and funding model

4. The South Bristol Youth Zone project is jointly funded by Bristol City Council and OnSide (through philanthropy). When developed, it is proposed that OnSide will deliver services through a charitable organisation set up specifically for the Youth Zone. In Bristol, the charity will grow from a local youth services provider, Youth Moves whose footprint in this area of Bristol led to early discussions between them and OnSide. In true partnership and demonstrating the council's commitment to young people in the city, the Board will comprise young people, community members, OnSide and will include a Member for the council.
5. To review the offer in other areas of the country, Youth Moves recently took a group of 10 staff on a tour of 2 Youth Zones - The Hideout in Manchester and The Hive in Birkenhead. The staff had the chance to look around these world class youth club facilities, meet some of the staff who work at them, plus talk to some Young Leaders (young people who have taken on additional training and opportunities to develop their skills and now volunteer at the Youth Zones) about their experiences in accessing the youth work support on offer and the impact it has made on them. Everyone came away very positive about the chance to have one of these amazing facilities in the heart of South Bristol. They see the opportunities to transform the lives of young people and the wider community building on the strengths and skills of Youth Moves alongside the brilliant facilities that a Youth Zone provide.
6. OnSide is a national charitable organisation that has established thirteen Youth Zones throughout the country, with most in the North West. OnSide raises funds through philanthropic donations and then establishes local Youth Zone Boards. The model of funding of 50/50 capital and 30/70 revenue split has been successful in all other centres and enables the Local Authority to benefit from a sustainable 'state-of-the-art' facility for youth with lower financial commitment and with relative surety around the future sustainability of the model. Developing our Youth Zone with and for the community will be key to its success, elevating this project into an inclusive and aspirational part of our City recovery from Covid19, through sustainable community development. OnSide proposes to engage with the community, produce the design, carry out site surveys, make necessary planning applications, procure the contractors and administer the building contract. This is a strategic partnership with a market-leading organisation.

Precursor information

7. Further details about the Youth Zone as a model can be found in the Cabinet report of 9 March 2021. In that meeting BCC Cabinet received the first Youth Zones paper, entitled Youth Zones – Progress to Outline Business Case. At that stage, Cabinet approved the request that the project should proceed to Outline Business Case.
8. At the same meeting, Cabinet also approved an application for grant funding from the Youth Investment Fund. This application did not proceed as the eligibility criteria changed with the grant identifying the Local Authorities that it would prioritise. Bristol was not one of those Local Authorities.
9. In addition, cabinet was asked to 'note the proposal for [delivery partner] OnSide to attract £4.2m of funding to match fund the BCC contribution towards a Youth Zone with a total build cost of £8.4m.' OnSide is in the process of securing this funding but requires Cabinet commitment to do so.
10. A full business case will be put forward for approval, subject to the feasibility study and after planning permission has been submitted to give greater cost certainty. It is anticipated that the Full Business Case will be submitted to Cabinet in February 2022. Please see Appendix B. This will secure approval to spend before transfer of further capital grant.
11. A project programme is appended to this report to demonstrate the key milestones of the project's progression.

Cabinet Member / Officer Recommendations:

That Cabinet:

1. Approves in principle to spend up to £4.2m on the Bristol Youth Zone scheme as 50% of project cost, subject to the

feasibility study, approval of final business case and confirmation of total contribution required from the Council.

2. Approves the immediate use of £350,000 from the capital budget to cover the at-risk cost of technical feasibility work required as part of project development to understand site constraints.
3. Approves the immediate use of £45,000 from the capital budget to employ the Capital Strategic Partner to oversee the feasibility stage of this scheme.
4. Approves progression of this project towards Full Business Case stage.
5. Notes the decision (Cabinet, 9 March 2021) that ongoing revenue funding of £400,000 per year (30% of operating costs) will be sourced through the re-commissioning of youth services, and notes that plans for this activity will also be submitted to Cabinet for decision in due course.

Corporate Strategy alignment:

1. Wellbeing – Creating facilities that create healthier and more resilient communities through high quality school places.
2. Empowering and Caring – giving young people a voice and the help that they need to drive their own futures
3. Fair and Inclusive – modelling City strategies to ensure all people in all communities have access to all opportunities
4. Well Connected – connecting young people through interest, working with business and enterprise

City Benefits:

Provision of a Youth Zone would contribute to the aims of the One City Plan, helping to create connected and inclusive communities in a range of ways including:

1. The Youth Zone will be a leveller for young people, offering equally to everyone. When young people jointly discover the fantastic opportunities on offer and when they work together to achieve their goals, they take this sense of cohesion back to their neighbourhoods, creating understanding and generating real and enduring community.
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. It is hoped that further youth zones can be developed in other parts of the city in the future.
3. The development of Youth Zones will help to achieve a number of key local and national indicators relating to children and young people, focused on education, employability, crime, health, and well-being. The development will have a significant impact upon the following national and local Government policy areas where there is disproportionate adverse impact for children and young people from minority ethnic communities:
 - 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 support delivery of citywide children's and education services.
5. Youth Zones can make a significant difference to the overall wellbeing and life chances of the young people participating in activities at the Centre or being reached through the centre. An independent study published in May 2015 shows that they:
 - provide a safe environment with access to sports, arts and music activities where young people can develop personal and social skills.
 - raise aspirations, build confidence and resilience, and provide information that will assist them in making good lifestyle choices – particularly avoiding substance misuse and crime and anti-social behaviour.
 - improve young people's physical and emotional health and wellbeing.
 - assist young people at risk of dropping out of learning to engage in activities that will enable them to reach their full potential.
 - have the capacity to make a significant impact in their local communities, through improved community cohesion, a reduction in crime and anti-social behaviour, improved perceptions of the area; and
 - provide a real 'community' asset which promotes and facilitates close partnership working.
6. Youth Zones can make a real contribution to reducing the demand for a range of public services as well as significantly improving the life chances of those young people engaged through the offer. The study concludes that these benefits in turn will lead to significant cost savings in the future for local authorities and other public agencies in the areas

served by each Youth Zone.

Engagement Details:

- Engagement with the public including key stakeholder groups relating to the Youth Zone is central to the work within the Full Business Case and will inform the outline business case.
 - Engagement to date has been to seek initial Member approval through the Future of Youth Services paper (September 2020) and through a number of youth sector meetings and strategic engagement in the Community Strategy which sought views from young people about how Bristol could help them to feel like connected and valued citizens.
 - An integrated communications plan for the project is being co-developed by OnSide and the Council. The plan will provide a list of key communication milestones between now and the facilities launch.
 - Engagement is scheduled to commence in early September for six weeks, with the intention of providing some early information to accompany the Full Business Case. Feedback and comments from the engagement will be used to understand the views of the community in developing in the Full Business Case.
 - Community engagement will reach as wide an audience as possible via digital and print channels and through community organisations and partners. We will engage with community residents and organisations and will focus on young people to build a sense of excitement about their Youth Zone.
1. The key objectives of the engagement process will be: -
 - To provide information and raise awareness of the project to allow stakeholders to be informed of the proposed new Youth Zone.
 - Give citizens, business owners, landowners, and other stakeholders the opportunity to have their say on the proposed Youth Zone. The engagement will invite views on the goals of the project, whether respondents think the Youth Zone as proposed will achieve those goals and provides a free text question in which respondents can provide other comments or suggestions about the proposals.
 - Seeks evidence of support for the Youth Zone
 - To enable children and young people under 18, or under 25 with special educational needs or disability to sign up to the Young People's Development Group (YPDG). The YPDG will make several key decisions for the Youth Zone, from branding the Youth Zone to interviewing potential staff members.
 2. The key message in the community engagement process will be:
 - The proposed Youth Zone in South Bristol would help to provide new opportunities for young people in both the immediate area and all parts of the City. Young people from a wide range of backgrounds will be able to socialise and access support, training, development. This will help reduce the impact of deprivation in line with the anticipated City Benefits noted in this paper.
 - Bristol City Council would like to hear people's views on the concept and opportunities that the Youth Zone will give young people.

Background Documents:

Cabinet Report
 The Future of Youth Services, September 2020
 Project Plan, Youth Zones Stage 1, May 2021
 Belonging Strategy: Belonging in the Community July 2021

Revenue Cost	£400,000pa	Source of Revenue Funding	Youth Work Delivery Funds
Capital Cost	£8.4m	Source of Capital Funding	Council capital programme (£4.2m). OnSide via philanthropic funding (£4.2m)
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:

This report seeks to secure approval in principle to spend up to £4.2m subject to approval of the final business case which will

return to Cabinet for the decision. It further seeks to utilise £350k in advance of the business case approval to cover the cost of investigative and technical work as part of the feasibility study and £45k to cover the cost of the Strategic Partnership and consultancy fees.

The capital programme currently has £4m set aside to fund the Council's contribution to the Youth Zone project and £200k remains to be identified. This will need to be identified as part of the final business case. The £350k and £45k development costs will need to be funded from the total £4m budget envelope.

The £400k revenue costs will be funded from the Youth Works Delivery Fund.

Finance Business Partner: Denise Hunt, Finance Business Partner, 04 August 2021

2. Legal Advice:

Procurement

The Council is proposing to provide grant funding to OnSide to build the Youth Zone in South Bristol once a suitable site has been identified and planning permission obtained. The Public Contracts Regulations (PCR) 2015 do not apply to grants and so no procurement process is required. Legal support should be sought to ensure that the grant terms are sufficiently robust.

The Council should ensure it complies with the PCR 2015 and the Council's own procurement rules in relation to the approval to spend £350k and £45k related to the technical feasibility costs.

The Council is proposing to provide funding of c£400k p.a. for three years following the opening of the Youth Zone. If it decides to commission services to be delivered at the Youth Zone it should ensure compliance with the 2015 Regulations. Alternatively, if it decides to provide grant funding towards those services it must ensure that the grant terms are sufficiently robust.

Public Sector Equality Duty

The Public Sector Equality duty requires Cabinet to consider the need to promote equality for persons with "protected characteristics" and to have due regard to the need to i) eliminate discrimination, harassment, and victimisation; ii) advance equality of opportunity; and iii) foster good relations between persons who share a relevant protected characteristic and those who do not share it. The Equalities Impact Checks are designed to help assess whether there are any barriers in place that may prevent people with a protected characteristic using a service or benefiting from a policy. The decision maker must take into consideration the information in the assessments when reaching its decision.

Legal Team Leader: Eric Andrews, Commercial and Governance Team Leader, 6 September 2021

3. Implications on IT: No anticipated outcomes on IT at this time.

IT Team Leader: Simon Oliver, 18 January 2021.

4. HR Advice: The report does not currently have any direct HR implications for Bristol City Council employees.

HR Partner: Lorna Laing, 13 January 2021.

EDM Sign-off	Hugh Evans	28 July 2021
Cabinet Member sign-off	Cllr Helen Godwin	02 August 2021
For Key Decisions - Mayor's Office sign-off	Mayor's Office	14 July 2021

Appendix A – Map of proposed site	YES
Appendix B – Project plan	YES
Appendix C – Summary of any engagement with scrutiny	NO
Appendix D – Risk assessment	NO
Appendix E – Equalities screening / impact assessment of proposal	NO
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