

Decision Pathway – Report



PURPOSE: Key decision

MEETING: Cabinet

DATE: 24 January 2023

TITLE	South Bristol Youth Zone	
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 Children’s Commissioning	
Cabinet lead: Cllr Asher Craig Cabinet Member for Children’s Services, Education and Equalities	Executive Director lead: Abi Gbago, Executive Director Children’s and Education	
Proposal origin: BCC Staff		
Decision maker: Cabinet Member Decision forum: Cabinet		
Purpose of Report: This report seeks approval for the allocation of funding for the South Bristol Youth Zone, to approve the schedule of works to deliver the Youth Zone and authority to lease the land.		
Evidence Base: <ol style="list-style-type: none"> Local Authorities have a statutory duty under Section 507B, Education Act 1996 to secure, so far as is reasonably practicable, sufficient provision of educational and recreational leisure-time activities for young people which are for the improvement of their well-being, and sufficient facilities for such activities. Currently we deliver youth services via our Targeted Youth Services Contract which expires in May 2023. A Youth Services paper will follow with new proposals for the delivery of youth and play services in the City from June 2023 and, within this, the scheduling of revenue funding proposed for the South Bristol Youth Zone from 2024. Funding for youth services budgets has been off-set for the first 18 months through partner revenue contributions so that the Youth Zone will establish and develop a clear role within the South of the City prior to any requirement to direct funding away from area youth services. There is evident inequality in the life-chances of children and families in the South of Bristol, and outcomes for children living here are measurably below those achieved across the City with measures of disadvantage higher. The Youth Zone will service wards where a quarter or more of the population are aged under 16 - Hartcliffe and Withywood (27%) and Lawrence Hill (25%). The greatest levels of deprivation in Bristol are in the wards of Hartcliffe & Withywood, Lawrence Hill and Hengrove & Whitchurch Park; the 10 most deprived neighbourhoods in Bristol are all in the South Bristol local areas of Hartcliffe, Whitchurch Park and Knowle West. The outcome of this deprivation is that Children in Need, Child Protection and Children in Care is more prevalent in the South; ASB and Children convicted of an offence is also higher in the South of Bristol. We also see higher numbers of children aged 16+ who are not in education, employment or Training (NEET) and those with Special Educational Needs and Disabilities (SEND) as well as other indicators that the South needs investment (South Bristol Needs Assessment attachment). 		

5. Globally, nationally and locally, we can see the impact of several significant events which, combined, present a real risk in areas where families are already struggling financially. Covid-19 has deprived children of more than two years of stable education, and has limited their social and emotional development leaving many struggling with social, emotional and mental health. Soaring fuel and energy prices due to global events come on top of this and will have a huge impact on the ability of all families to meet the substantive needs of their children. With a recession looming, the South of the City needs our support for their young people more than ever.
6. The Youth Zone will bring ambition and regeneration through significant internal investment to the South of the City and stands to contribute significantly to recovery through symbolic and practical support for children and families within its catchment area. It also brings around 30 permanent full time equivalent jobs for youth workers employed through the delivery organisation Youth Moves whose footprint is already embedded in this area.
7. The Youth Zone will offer open sessions every day of the week where youth workers will engage, encourage and support children and young people; there will be a minimum of 10 sporting or activity opportunities available at every session; hot food available every evening for £1; and access to a raft of more specialist support such as careers, housing, mental health and substance misuse which will be available through a network of services and resources.
8. The Youth Zone model is that a local charitable Trust is established to run the Centre. South Bristol Youth Zone will be run through the Youth Moves charity which has an existing footprint in South Bristol and is a trusted and successful youth organisation. This gives the Youth Zone greater reach through existing relationships of staff and provides a basis on which the Youth Zone can deliver through its extensive network both within and outside the centre.
9. Project costs for the building are to be met through a 50% investment from Onside and Bristol City Council. Site abnormalities such as ground levelling and safe access is to be met by Bristol City Council. This will enable a world class youth facility in a priority area of the City, operating to a proven model of delivery which gives the provision sustainability at a time of great uncertainty.
10. Planning Application was received on the 13 May 2022 and validated on the 3 August 2022. The period for determination of this application was estimated to be eight weeks with a targeted date for reaching a decision by the 2nd of November 2022. Planning Permission has been reviewed by Planning Team and is pending for resolution of minor comments on the traffic junction new arrangements. Close dialogue continues with the Planning Team as to resolve these comments. It is envisaged that Planning Permission for the centre and road would be granted with conditions by April 2023.
11. The property team has confirmed that for a 125-year lease from the date of Practical Completion of the Development the difference between the market value and the peppercorn will be in approximately £250k as undervalue to be signed off in accordance with property delegations.

Summary of Financial Case:

12. BCC was asked to commit £4.2m (50% of the total expected £8.4m project cost) to the Youth Zone, of which £4m was identified in the capital programme. ([Decision pathway Report - Youth Zones v9 publication.pdf \(bristol.gov.uk\)](#))
13. Separately, and in light of the need to enable the site through an access road and through bulk soil extraction to level the site, the Council is required to commit an additional £3.275m (to be funded through the Capital Corporate Contingency Budget).
14. This takes the total Council capital commitment to £7.275m
Note 1: Onside is contributing £600k funding for bulk soil extraction to mitigate BCC costs.

Note 2 : Onside is contributing £600,000 in revenue funding through an external source to cover the pre-opening 6 months and first year of operations. BCC revenue of £400,000 per year would commence in 2026 for a 3-year period prior to review.

Note 3: Revenue shown in the table below is BCC's commitment only. Onside/Youth Moves are responsible for generating 70% of the revenue funding for 3 years (after 2016) and then 100% if BCC is unable to commit to the £400,000 per year contribution.

Note 4: To date (In Financial Year 21/22) capital costs towards the Youth Zone of £473k have been spent by BCC.

£'000 Total	Spend to date	To March 23	Yr 2 (23/24)	Yr 3 (24/25)	Yr 4 (25/26)	Yr 5 (26/27)	Yr 5+ (27/28)	Total
Revenue costs	£'000	£'000	£'000	£'000	£400'	£400'	£400'	£1'200'
Capital costs	£473'	£1'018'	£4'784'	£1'000'	£'000	£'000	£'000	£7'275'
Total costs	£473'	£1'018'	£4'784'	£1'000'	£400'	£400'	£400'	£8'475'

Cabinet Member / Officer Recommendations:

That Cabinet:

- Approves the allocation of CIL funding of £4M (£395,000 already drawn down) on the South Bristol Youth Zone and £3.275 M capital to enable the site, including an access road as outlined in this report.
- Approves the allocation of revenue funding from the Targeted Youth Support/Targeted Services budget of £400,000 per year for 3 years from 2026 for the safe running of the Youth Zone, representing 30% of the total running costs.
- Note that the pre-opening year of 2024 and the first year of operation in 2025 will be paid from partner contributions through Onside.
- Approves the schedule of works to deliver the Youth Zone as set out in this report and Appendix A
- Authorises the Executive Director Children's and Education to take all steps required to spend the funding (including procuring and awarding contracts over £500k or entering into grant agreements) and deliver the Youth Zone as outlined in this report.
- Authorises the Director of Property Assets and Infrastructure in consultation with the Executive Director Children's and Education to take all steps required to negotiate and agree terms for a lease of the land for a period of 125 years to the Onside charity for the purpose of the Youth Zone as outlined in this report.
- Note the consultation report at Appendix B.

Corporate Strategy alignment:

- The South Bristol Youth Zone aligns with four of the seven corporate themes:
 - Children and young people** – A City where every child belongs and gets the best start in life, whatever circumstances they were born into.
 - Economy and skills** – economic growth that builds inclusive and resilient communities, and offers equity of opportunity
 - Health, care and wellbeing** – tackle health inequalities to help people stay healthier and happier
 - Homes and Communities** – Healthy, resilient, and inclusive neighborhoods
- The building blocks are at the heart of the Youth Zone project:
 - Development and delivery** – to improve outcomes, empowering communities to help shape and deliver city priorities
 - Equality and inclusion** – improve equality and inclusion to make sure everyone in Bristol feels they belong, have a voice and equal opportunity to succeed and thrive
 - Resilience** – through early intervention ... planning for long-term outcomes that support resilience

- d. **World class employment** – role model, influence and promote the highest levels and standards of employment.

City Benefits:

1. The provision of a Youth Zone will contribute to the aims of the One City Plan, helping to create connected and inclusive communities in a range of ways including:
2. 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.
3. Our Youth Zone will be in South Bristol serving some of our most deprived communities and contributing to economic regeneration in the area.
4. 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:
 - a. Exploitation and serious youth violence.
 - b. Youth Employment; and,
 - c. EET (Education Employment and Training) opportunities.
5. The 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:
 - a. provide a safe environment with access to sports, arts and music activities where young people can develop personal and social skills.
 - b. 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.
 - c. improve young people’s physical and emotional health and wellbeing.
 - d. assist young people at risk of dropping out of learning to engage in activities that will enable them to reach their full potential.
 - e. 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
 - f. 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.

Consultation Details:

A consultation and engagement exercise have been completed. A full consultation plan can be found in the appendices. In addition, Lead Professionals have attended community meetings to discuss the concept of a youth zone, e.g. the Children and Young People network meeting (VCS) and others.

1. The South Bristol Youth Zone consultation survey received 184 responses, of which 164 (89%) were completed online and 20 (11%) were paper surveys.
 - Feedback from the engagement and the consultation has been highly supportive of the South Bristol

Youth Zone and also of its location. Concerns or objections are summarised as follows:

- There were concerns raised around how children will travel to the area,
- some residents in the immediate vicinity are concerned about the potential for children and young people hanging around and causing anti-social behaviour
- there are some concerns that investment in the South Bristol Youth Zone will detract from investment in wider youth services.

2. A further engagement with the community took place on 1 December 2022 to discuss access to the site and to ameliorate any problems for residents throughout construction. Feedback from this meeting will be incorporated into a construction plan.

Background Documents:

[Cabinet Report Youth Zones - Progress to Outline Business Case 9 March 2021](#)

[Cabinet Report Youth Zone – funding request 14 September 2021](#)

Revenue Cost	£1,200,000	Source of Revenue Funding	Targeted Youth Support budget £1,200,000
Capital Cost	£7,275,000	Source of Capital Funding	CIL funding £4,000,000 (£395,000 already drawn down) Capital funding £3,275,000
One off cost <input checked="" type="checkbox"/>	Ongoing cost <input 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 report seeks approval to allocate £4m of Strategic Community Infrastructure Levy funding and a further £3.275 from the Corporate Contingency budget. It further seeks to commit £0.4m per year in Revenue costs from 2025/26. The Revenue budget commitment will be from existing budgets for youth provision and should not present additional burdens to the service.

Finance Business Partner: Andrew Osei 14 December 2022

2. Legal Advice:

The Council is proposing to provide grant funding to OnSide to build the Youth Zone in South Bristol. The Public Contracts Regulations 2015 (PCR) 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 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 the procurement process must be conducted in line with the 2015 Procurement Regulations PCR and the Council’s own procurement rules. Alternatively, if it decides to provide grant funding towards those services it must ensure that the grant terms are sufficiently robust. Legal services will advise and assist officers with regard to the terms of any grant agreements or the conduct of the any procurement process and the resulting contractual arrangements.

Officers will also need to confirm that any funding is lawful under the subsidy control regime.

The consultation responses must be conscientiously taken into account in finalising the decision. The leading cases on consultation provide that consultation should occur when proposals are at a formative stage, give sufficient reasons for any proposal to permit intelligent consideration and allow adequate time for consideration and response.

There must be clear evidence that the decision maker has considered the consultation responses, or a summary of them, before taking its decision. The degree of specificity regarding the consultation should be influenced by those who are being consulted and the demands of fairness are likely to be higher when the consultation relates to a decision which is likely to deprive someone of an existing benefit.

Property advice

The Council is under a duty by virtue of S123 of the Local Government Act 1972 to achieve best value for its assets and any disposal should be at the best price reasonably obtainable. The duty to seek best consideration is subject to certain exceptions, most notably section 2 of the Local Government Act 2000 providing the Council with well-being

powers to accept a disposal at undervalue within the £2 million threshold, where the authority considers the disposal will help it to secure the promotion or improvement of the economic, social or environmental well-being of its citizens.

Planning Advice

S216 of the Planning Act 2008 and Regulation 59 of the Community Infrastructure Regulations 2010 (as amended) permit the use of CIL monies for the support of development in the Council’s area by permitting the provision, improvement, replacement , operation or maintenance of infrastructure for sporting and recreational facilities. The proposal contained in this report to allocate £4 million of strategic CIL funding for the South Bristol Youth Zone is permitted by the Act and the Regulations.

Legal Team Leader: Husinara Jones, Andrew Jones and Joanne Mansfield, Solicitor 12 January 2023

3. Implications on IT: I can see no implications on IT in regard to this activity.

IT Team Leader: Alex Simpson – Senior Solution Architect 13 January 2023

4. HR Advice: There are no significant HR issues arising from the report for Bristol City Council employees.

HR Partner: Lorna Laing 8 December 2022

EDM Sign-off	Christina Gray Director for Public Health	7 December 2022
Cabinet Member sign-off	Cllr Asher Craig Cabinet Member for Children’s Services, Education and Equalities	12 December 2022
For Key Decisions - Mayor’s Office sign-off	Mayor’s Office	19 December 2022

Appendix A – Further essential background / detail on the proposal BCC Youth Zone Programme Timeline 11.09.22	YES
Appendix B – Details of consultation carried out - internal and external FINAL Youth Zone consultation Report	YES
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