

	<p>Assets, Regeneration and Growth Committee</p> <p>7 September 2015</p>
<p style="text-align: center;">Title</p>	<p>Youth Zone</p>
<p style="text-align: center;">Report of</p>	<p>Commissioning Director for Children and Young People</p>
<p style="text-align: center;">Wards</p>	<p>Burnt Oak / Colindale</p>
<p style="text-align: center;">Status</p>	<p>Public</p>
<p style="text-align: center;">Urgent</p>	<p>No</p>
<p style="text-align: center;">Key</p>	<p>Yes</p>
<p style="text-align: center;">Enclosures</p>	<p>Appendix A – Youth Zone Business Case</p>
<p style="text-align: center;">Officer Contact Details</p>	<p>Sam Raffell, Commissioning Lead – Children and Young people, sam.raffell@barnet.gov.uk, 020 8359 3603</p>

<p>Summary</p>
<p>This paper recommends approval to move forward with the proposal to develop a Youth Zone in the west of the borough, within the wards of Colindale or Burnt Oak. Youth Zones are state-of-the-art centres open seven days a week that offer activities and opportunities to all young people between the age of 8 and 19 years old and up to 25 years old for people with disabilities. The proposal is to develop on Barnet’s preferred site in partnership with OnSide, a not-for-profit organisation, which have successfully developed a 5 Youth Zones across the country since its establishment in 2008.</p>
<p>The wider Colindale and Burnt Oak area is experiencing significant population growth with large scale development taking place. Colindale and Burnt Oak wards also have the highest levels of child poverty and child obesity in the borough and the Youth Zone offers an opportunity to give young people in these areas the opportunities to gain confidence, increase employability and improve their health and wellbeing. Regeneration in the Colindale area has provided infrastructure funding from a range of sources to be invested within the local area and a Youth Zone offers the opportunity to provide for the needs of the growing number of young people in the borough.</p>
<p>The preferred location within the Colindale and Burnt Oak area for the Youth Zone is Montrose Playing Fields (“the Site”). The Site has been proposed as it is the ideally situated between Colindale and Burnt Oak, being in an accessible location and serving</p>

local communities with a higher incidence of deprivation. The proposed building to be erected on the Site will be integrated into the wider proposals for investment in the Colindale Parks and Open Spaces Improvement Project.

It is proposed that the London Borough of Barnet will contribute to the funding of the the initial construction costs of up to £4.2 million, with OnSide making a one off capital contribution of £1.8 million. OnSide will also commit to funding the operational (revenue) funding for the first 3 years, which it estimates at £1m per annum (a total of £4.8m). From year four onwards the new independent local charitable company, that will have been set up to provide operational management of the Youth Zone facility, will be responsible for the ongoing operational (revenue) funding. As part of the agreement the Council will offer a long term lease to OnSide, but there will be no on-going revenue expenditure commitment from the Council to deliver activities or services.

Recommendations

- 1. That Committee give in principle support for the development of a Youth Zone in the West of the Borough, within the wards of Burnt Oak or Colindale. This is subject to the title and any matters affecting the Site or such other preferred location including any specific statutory constraints which may need to be addressed being investigated and found to be capable of satisfactory resolution and subject further to planning permission being granted.**
- 2. That Committee agree that up to £4.2m of infrastructure reserves will be invested in the Youth Zone project.**
- 3. That Committee note that the preferred location for the Youth Zone is Montrose Playing Fields.**
- 4. That Committee considers the public responses in relation to any future public advertising as required for a Council decision to dispose of the Site or any other proposed preferred site and determines the outcome of any objections.**
- 5. That Committee confirms that its authority be delegated to the Chief Finance Officer in consultation with the Chairman of the Assets Regeneration and Growth Committee to agree the terms of any lease on such terms as is in the best interest of the council in relation to the development at Montrose Playing Fields**

1. WHY THIS REPORT IS NEEDED

- 1.1** The report seeks in principle support for the development of a Youth Zone in the West of the borough within Burnt Oak or Colindale. The current preferred site is Montrose Playing Fields in Burnt Oak. The development would be part of the wider regeneration of the area and link closely to the Colindale Parks Improvement Project. The next steps will involve feasibility checks and report on title of the Site, detailed design and for the project to proceed to the planning stage. A key element of the detailed design and development of the planning application will be consultation with local resident and children and young people.
- 1.2** The Committee is also asked to approve investment of £4.2m from infrastructure reserves to fund capital investment in the project. Developments in the Colindale area have already generated S106 monies, income from New Homes Bonus and future ascertained Community Infrastructure Levy. It is proposed to combine these funding sources to deliver the Youth Zone within the local area. The Youth Zone will build on and enhance the youth offer, replacing the closed Grahame Park Youth Centre.
- 1.3** This report outlines the proposed approach to the development of a Youth Zone, including financial considerations and the anticipated benefits from the new model.
- 1.4** The proposal to develop a Youth Zone by way of a collaboration between the London Borough of Barnet and the not-for profit organisation OnSide presents an alternative approach to service delivery for children and young people in Barnet. Due to reductions in funding the Council has focused funding on targeted youth support, with a reduction of the universal youth support offer. This proposal allows the expansion of the local youth offer in one of the most deprived areas of the borough. Barnet Youth Zone will be owned and operated by a new independent local charitable company which will be driven by key representatives from the local private sector with the Council providing strategic support
- 1.5** In order to deliver a Youth Zone, OnSide have agreed to do the following;
- Provide capital (£1.8m) and revenue (£3m) funding, totalling £4.8m over three years, through the OnSide Foundation
 - Take full responsibility for the procurement and project management of the construction of the building and creation of the new local operating charity
 - Create around 50 new full and part-time local jobs
 - Engage local young people to help shape their Youth Zone and work alongside other local voluntary sector groups to support young people
 - Recruit and train a minimum of 100 community volunteers
 - Deliver a comprehensive marketing and communications plan
 - Recruit and support a private sector-led board of trustees responsible for strategic vision and long-term sustainability of the charity

1.6 This report seeks approval for the council to contribute the following to the process;

- Up to £4.2 million funding towards capital cost
- A suitable site on a long-term lease at a peppercorn rent
- A commitment to ongoing strategic support on the Youth Zone Board of Trustees
- A commitment to work with OnSide to develop revenue streams, or social investment approaches, that will contribute to the sustainability of Barnet Youth Zone in future years

2. REASONS FOR RECOMMENDATIONS

2.1 The Youth Zone offers a unique opportunity for Barnet. With the significant pressures on the Council's budget, the Youth Zone project offers an opportunity to develop one of the first Youth Zones in London. The proposal offers an improvement in the current level of support, activities and opportunities for children and young people in the borough with the services to be operated and financed independently of the council.

2.2 The funding model for year 4 onwards is led by an independent local charitable organisation led by a local Board of Trustees, who is responsible for the on-going running of the Youth Zone on a self-supporting basis. There is no set approach to funding but each other Youth Zone has grown year-on-year, with several now operating with annual turnover in excess of £1.5m.

Benefits

2.3 OnSide's business case has presented the following projections for attendance of a Youth Zone in Barnet;

- At least 3,000 young people are expected to join as Youth Zone members in the first year of operation.
- Approximately 150 of these members to be young people with disabilities.
- The Youth Zone will attract between 150-200 visits every night, and sometimes in excess of 300 visits.

2.4 In Spring 2015, a specialist economic, financial and management consultancy but commissioned by OnSide (Amion), published an independent impact report, outlining some of the positive effects that Youth Zones have brought about since opening (See Appendix A). The report analyses the impact of Youth Zone's in Wigan, Oldham and Manchester. The report confirms that the Youth Zones in these areas have delivered a number of positive outcomes that directly address some of the Council's priorities.

2.5 Across the 3 operational sites assessed above Amion estimated that Youth Zones deliver a 200% return on social investment (See Appendix A). This assessment is based on increasing the employability of young people who attended Youth Zones as well as the impact on anti-social behaviour and school statistics (e.g. attendance, exam results). The assessment did not take

into account the impact on health and wellbeing and young people with disabilities. It is therefore expected that the return on social investment will be higher than outlined.

2.6 Amion's review found that;

- More than half of all members say that they are less likely to skip school thanks to the impact that the Youth Zone has had on them.
- 80% of Youth Zone members report better marks in class, with 73% achieving better grades in exams or coursework.
- Over 80% of young people achieve positive outcomes through the Youth Zone's employability programme.
- 70% of members exercise more regularly since the Youth Zone opened;
- 89% of young people reported that the Youth Zone has had a positive influence on their self-confidence.

2.7 Further examples include;

- Reduced crime and anti-social behaviour (including youth offending and arson) as a result of the high levels of young people engaged in positive activities;
- 75% of local business owners reported a reduction in fear of youth-related crime or anti-social behaviour as a result of the Youth Zone;
- Impact on other council-delivered services such as public health and troubled families.

Location

2.8 Colindale and Burnt Oak have the highest levels of child poverty (37.5% and 36%) and child obesity (13.1% and 12.1%) in the borough and the Youth Zone offers an opportunity to give young people in these areas the opportunities to gain confidence, increase employability and improve their health and wellbeing.

2.9 Having a Youth Zone in this area reflects a recognition that within Colindale and the adjacent Burnt Oak Wards there is substantial population growth and development taking place, with Colindale projected to see an increase of 45% in the number of 8 to 19 year olds between 2015 and 2020 and 106% between 2015 and 2030. It also reflects that the former Grahame Park Youth Centre adjacent to Barnet College has been closed. The delivery of a Youth Zone in this location achieves this aim as well as meeting the policy intentions envisioned within Policy 5.6 of the Colindale Area Action Plan:

“Developers will be required to make provision for... young people's recreation facilities... The young people's recreation facilities currently provided at the Barnet College site will be re-provided either on site or at an alternative appropriate location. Young people's recreation facilities will also be provided in Montrose Park and Aerodrome Park and other appropriate locations as agreed by the Council.”

- 2.10** Montrose Playing Fields has been chosen as the proposed Site as it is the ideal location between Colindale and Burnt Oak, easily accessible and within an area of high deprivation. The proposed building will be integrated into the wider changes to Montrose Playing Fields as part of the wider Colindale Parks programme, enhancing the local area as part of the regeneration programme.

Sustainability

- 2.11** The Youth Zone model includes a commitment by OnSide to source the operational funding for the service for the first three years. Beyond the first three years the responsibility for long term funding will be with a local charitable company with a private sector-led board of trustees. OnSide will support the recruitment and development of the board of trustees and the Council has committed to work closely with OnSide to develop revenue streams, or social investment approaches, that will contribute to the sustainability of Barnet Youth Zone in future years.
- 2.12** The initial investment of £4.8m from OnSide and up to £4.2m from the Council will cover the capital build costs of £6m and the first three years operational (revenue) funding, at approximate cost of £1m per year (Appendix A)
- 2.13** OnSide have established 5 successful, sustainable Youth Zones since 2008 with further planned to come on stream from 2017. Barking and Dagenham was recently the first London Borough to approve the development of a Youth Zone in London (July 2015) and other boroughs are currently exploring the opportunity.
- 2.14** The projected operational (revenue) costs for the Youth Zone are £1m per annum and are summarised in Appendix A.
- 2.15** The Youth Zone Business Case (Appendix A) outlines 10 steps to delivering a sustainable Youth Zone. It also outlines the potential sources of funding for the Youth Zone in Barnet. The Fundraising Strategy outlines that;
- ‘From an early stage (at least 12 months out) OnSide will begin to build a solid income generation platform, allowing for the sustainable growth of Barnet Youth Zone. Learning from our experience with existing projects, we expect that the Youth Zone will generate support from five key areas; the private sector, major donors, trusts & foundations, fundraising events and the local community.’*
- 2.16** It is proposed that the following funding streams would support the Youth Zone in the long term;
- Private sector – OnSide supports the Youth Zone by developing a long-term, sustainable private sector engagement strategy to help this crucial supporter base. OnSide recruits Founder Patrons; businesses that contribute a minimum of £25,000 a year to the Youth Zone for the first three years. Estimate to secure £500,000 per annum.

- Major Donors - OnSide secures the vast majority of its capital support through major donors and Barnet benefits from the potential of a larger pool of private sector donors than many other parts of country Onside's intention (where agreed by the donor) is to split a major gift between both capital and revenue funding. And this source of funding is estimated to secure £250,000 per annum.
- Trusts and Foundations - OnSide's Youth Zones have a strong track record in securing funding through trusts, grants and foundations. Estimated to secure £100,000 per annum.
- Fundraising Events - The Youth Zone's Development Manager will be challenged with building a small annual programme of events, with 2 or 3 of these being key fundraising events. Estimated to secure £75,000 per annum.
- Community – A range of community events securing £20-30,000 per annum.

Management and Governance

- 2.17** Each Youth Zone has its own locally established independent charitable company, led by a Board of Trustees, OnSide will facilitate the recruitment of a private sector led Board of Trustees who in turn can contribute to the sustainability of the project. The Board of Trustees will include a range of people from the local business community as well as representatives from the Council and the local community.
- 2.18** The role of the Board of Trustees will take full responsibility for the future sustainability and growth of the Youth Zone, with important strategic steering provided by the Council.

3. ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED

- 3.1** If the Council decides not to progress with the Youth Zone model the Council will have to explore other options in delivering youth provision to meet the intentions of the Colindale Action Plan (outlined in paragraph 2.11) to replace the Grahame Park Youth Centre which has recently closed to facilitate the regeneration programme.

4. POST DECISION IMPLEMENTATION

- 4.1** OnSide will lead the development of the project, working closely with the Council and will undertake a site investigation, feasibility checks, public consultation, detailed design, title investigation and explore and examine any other statutory considerations, prior to proceeding to the planning stage. This will involve consultation with local residents and link closely to the Colindale Parks Improvement Programme and other Council projects.

5. IMPLICATIONS OF DECISION

5.1 Corporate Priorities and Performance

5.1.□1 The objectives of the Youth Zone clearly meet the key priorities set out in the Corporate Plan.

Fairness- offers improved services to children and young people in Barnet at a limited on-going cost to the tax-payer, whilst investing in early intervention, preventing problems by supporting young people from an early stage, rather than just treating the symptoms.

Opportunity – it provides an opportunity to deliver services differently, working closely with the voluntary sector to offer services for children and young people.

5.1.□2 The project also meets some key aims in the Children and Young People Plan 2013-16, including the offer of ‘opportunities for engagement and support, recognising the needs of the individuals and supporting them to achieve’ and in regard to preparation for Adulthood, ‘enabling young people to foster ambitious and realistic aspirations’ and ‘offer relevant and tailored learning and employment opportunities’.

Green Spaces

5.1.□3 Montrose Park is not identified as Metropolitan Open Land in the Core Strategy. However, it is deemed as being public open space and a local park and therefore, any development on the site would be subject to the Core Strategy policy CS7 – Enhancing and protecting Barnet’s Open Space - and Development Management DM15.

5.1.□4 Policy CS7 seeks to ‘maximise *the benefits that open spaces can deliver and create a greener Barnet we will work with our partners to improve Barnet’s Green Infrastructure*’ and (inter alia) ‘*create a greener Barnet by protecting open spaces...*’ This is the overarching strategic policy and specific considerations are set out in the Development Management policies.

5.1.□5 Development Management Policy DM15 Green Belt and open spaces states that ‘*Open space will be protected from development. In exceptional circumstances loss of open space will be permitted where the following can be satisfied:*

a. The development proposal is a small scale ancillary use which supports the use of the open space or

b. Equivalent or better quality open space provision can be made.

Any exception will need to ensure that it does not create further public open space deficiency and has no significant impact on biodiversity.’

5.1.□6 Therefore the key considerations will be whether the development is ancillary which supports the open space use and whether the quality of the open space will be enhanced.

5.2 Resources (Finance & Value for Money, Procurement, Staffing, IT, Property, Sustainability)

Finance

5.2.□1As outlined above it is proposed that the London Borough of Barnet will fund up to £4.2 million towards the £6million capital build, with OnSide investing £4.8m split between capital contribution (£1.8m) and assumed operational revenue requirement (£3m).

5.2.□2It will be the responsibility of the charitable company to be established to secure the ongoing operational (revenue) funding from outside the local authority, meaning there is no on-going revenue commitment from the Council. Section 2.18 outlines the proposed funding streams.

5.2.□3Cost estimates for the Capital Build have been developed by OnSide alongside RE's regeneration team. The estimate for the capital cost of the building is £6m. The table below outlines projected costs;

Land & Buildings	£0
Construction cost	£4,503,598.65
Inflation forecast (based on RICS guidance)	£225,179.93
Furniture & Equipment	£303,900
Professional fees (pre and post contract)	£493,366.35
OnSide Fee*	£380,000
Contingency	£100,000
Total Cost	£6,006,044.93

*OnSide Fee are to support the delivery of the project and include feasibility assessment, site appraisal, Youth Zone Board Development, Governance and Support, Strategic Development, liaison with the council, capital delivery, legal advice, public relations, marketing and communications, young people engagement and participation and Youth Zone staff recruitment and training.

5.2.□4The proposed timing of funding from the councils perspective is summarised below (modelled on maximum capital funding of £4.2m);

Year	2015/16	2016/17	2017/18	2018/19	2019/20
Capital Funding from Infrastructure reserves (£)	200	2,400	1,200	400	

5.2.□5The capital investment of £4.2m from the Infrastructure Reserve reflects a recognition that within the Colindale and adjacent Burnt Oak Wards there is substantial population growth and development currently taking place.

5.2.□6The former Grahame Park Youth Centre adjacent to Barnet College has been closed in order to facilitate the Graham Park regeneration programme. The delivery of the Youth Zone project meets the policy intentions envisioned

within Policy 5.6 of the Colindale Area Action Plan (Outlined in paragraph 12.1).

5.2.□7 The developments delivered in the Colindale area have generated Planning Obligations (S106 income), are continuing to generate income to the Council through New Homes Bonus and future ascertained income through the Community Infrastructure Levy. It is proposed that these funding sources can be combined and used towards the delivery of the Youth Zone project to support young people's recreational provision within the local area.

5.2.□8 The £4.2m contributes towards delivering the aims of regeneration and represents an investment in services for children and young people as part of the wider investment in social infrastructure projects. The one-off capital investment that triggers an ongoing revenue neutral service is considered to be a value-for-money investment for helping to support young people into a successful adulthood.

5.3 Social Value

5.3.□1 Amion, a specialist economic, financial and management consultancy, reported that Youth Zones in other cities (Wigan, Oldham and Manchester) reported that Youth Zones bring about a 200% return on social investment. This calculation includes the impact of universal services and targeted services that support employability and is based on Housing Association Charitable Trust social value bank figures. Amion also found further evidence of social value, including those using the facility improving their grades, employability and self-confidence as well as seeing an increase in regular exercise.

5.3.□2 Amion also found that there was benefits on the wider community, due to;

- reduced crime and anti-social behaviour (including youth offending and arson) as a result of the high levels of young people engaged in positive activities;
- 75% of local business owners reported a reduction in fear of youth-related crime or anti-social behaviour as a result of the Youth Zone;
- Impact on other council-delivered services such as public health and troubled families.

5.4 Legal and Constitutional References

5.4.□1 Council Constitution, Responsibility for Functions, Annex A – The Assets, Regeneration and Growth Committee has responsibility for “Asset Management – all matters relating to land and buildings owned, rented or proposed to be acquired or disposed of by the Council and the approval of non-statutory plans that concern asset management matters.

5.4.□2 Section 2.1 of The Management of Assets, Property and Land Rules, contained in the Council's constitution states that The Management of Asset, Property and Land Rules provide the governance structure within which the Council may acquire, lease, act as landlord, licence, develop, appropriate, change use of, or dispose of Assets within its Asset Portfolio.

5.4.□3 Council Constitution, Financial Regulations para 4.4.12 states that the allocation to and from the balances and reserves will be the responsibility of the Chief Finance Officer (section 151 officer) in line with the principles that Full Council have agreed. This decision is in line with the principles of the Children's, Education, Libraries and Safeguarding Commissioning Plan agreed by Full Council. The Commissioning plan outlines the Councils approach is to develop *'Alternative ways to deliver services, in partnership with other organisations and residents'* and *'narrowing the gap and targeting support that need it'*. The proposal is also supports the development of the Commissioning Plan key outcomes, including that *'children and young people are physically, mentally and emotionally health'* and that *'childhood in Barnet is safe and fun, with lots of opportunities to grow and develop through education, leisure and play'*. As such following committee agreement of the proposal, the Chief Finance Officer (section 151 officer) will allocate up to £4.2 million to the Youth Zone.

5.4.□4 The development of the Youth Zone would be on designated open space and therefore any development would need to be fully justified on the merits of the proposal. Pending a full investigation of the title a number of factors may need to be considered to enable the strategy for the development and the disposal by way of long lease of the Site to be formulated which may include appropriation of the site for planning purposes and disposal thereafter which has collateral title benefits as an alternative to the disposal of the open space and separate planning application. The required advertising procedures for both disposal and appropriation would need to be undertaken as appropriate and any objections addressed.

5.4.□5 The Council would need to be able to confirm that it has complied with its obligations under either section 123(2) of the Local Government Act 1972 ("the LGA 1972") or section 233(3) of the Town and Country Planning Act 1990 ("the TCPA") to dispose of the land for the best consideration reasonably obtainable or obtain the required ministerial consents.

5.4.□6 If the Site can be shown to constitute a school playing field and used as such at any point in the previous 10 years, the Secretary of State's consent will be required under S77 of the School Standards and Frameworks Act 1998 before the Council can proceed with a disposal of that land.

5.5 Risk Management

5.5.□1 The key risk is that insufficient revenue can be generated by the Board of Trustees to maintain the expected range of services and activities. However, Youth Zone have a strong track record of delivering a sustainable delivery model in the 5 current Youth Zone's across the country. The Council will also work closely with OnSide to develop revenue streams, or social investment approaches, which will contribute to the sustainability of Barnet Youth Zone in future years as a self-supporting organisation.

5.5.□2 In the worst case scenario, if the project failed and Barnet Youth Zone were dissolved/insolvent the Council would inherit the asset. Although the Council

would not have the revenue funding to operate the building in its current form, there would be an opportunity to re-engineer the facility and offer a viable alternative that was suitable within the planning consent.

5.6 Equalities and Diversity

5.6.□1 The council and all other organisations exercising public functions on its behalf are required under the Equality Act 2010 to have due regard to the need to eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act; advance equality of opportunity between those with a protected characteristic and those without; promote good relations between those with a protected characteristic and those without. Barnet considers the impact of its proposals on the groups identified as protected characteristics in the 2010 Equality Act (Age, disability, ethnicity race and national origins, gender, gender reassignment, marriage and civil partnership, pregnancy and maternity, religion and belief sexual orientation).

5.6.□2 A key philosophy of OnSides Youth Zones is that they are accessible to all children and young people between 9 and 18 (up to 25 for people with disabilities). Youth Zones have a typically annual membership fee of £5 and a cost of just 50p per visit, ensuring children and young people are not excluded from using the Youth Zone based on affordability.

5.6.□3 Barnet's Youth Zone will be designed with inclusion in mind and Barnet's Youth Zone will be fully accessible and go beyond the statutory minimum requirements for accessibility. For example, Youth Zone toilet and/or changing facilities must allow for full assistance, usually achieved by providing a separate assisted changing facility (in accordance with Changing Places guidance) including a bed, tracking hoist, shower and a toilet. As part of the design process, OnSide will welcome input from local disability groups, to ensure that their opinions and expertise are properly considered.

5.6.□4 Barnet Youth Zone will also offer targeted support for children and young people with disabilities through 'A Level Playing Field' project, projected to support approximately 150 members with disabilities.

5.7 Consultation and Engagement

5.7.□1 Consultation with local residents will commence following approval as part of the statutory planning process and in relation to any future public advertising so far as may be required of the Council's decision to dispose of the Site or such other proposed preferred site set out in any required public open space notice pursuant to s 123(2A) of the Local Government Act 1972 and to make such determinations in respect of any objections to such notice

5.7.□2 Consultation and engagement with children and young people will take place as part of the detailed design. As outlined on page 10 of the Youth Zone Business Case (Appendix A) OnSide commit to involving young people in as much of the development of a new Youth Zone as possible. To achieve this, one of the first tasks is to establish a local young people's development group (YPDG).

5.8 Insight

5.8.1 Insight data, such as deprivation levels, child poverty and child obesity has been used to help inform the proposal to locate the Youth Zone at Montrose Playing Fields.

6. BACKGROUND PAPERS

N/A