

<b>Report to:</b>	Cabinet	<b>Date:</b> 07 September 2022
<b>Subject:</b>	Development of an Onside Youth Zone in Bury	
<b>Report of:</b>	Cabinet Member for Children and Young People	

## Summary

1. The Council proposes to develop a partnership with the charity Onside to develop a Youth Zone, providing facilities and programmed activities for young people. The proposal will contribute to the priorities for the Borough as set out in the Let's Do It strategy by creating a new facility for young people from deprived neighbourhoods to connect with each other and to develop life skills.
2. At its meeting in March 2022, Cabinet approved the principle of developing a Youth Zone, and noted that the Chief Executive will submit a further report to Cabinet in September 2022 on the outcome of a Viability Study to determine whether the most appropriate location is either Bury or Radcliffe town centre.
3. This paper:
  - a. Updates Cabinet on the findings of the Viability Study and recommends Bury Town Centre as the best location.
  - b. Sets out the potential for external funding to support costs
  - c. Explores potential development sites
  - d. Describes next steps in developing a Youthwork Partnership and a business case for January 2023

## Recommendations

1. To note the outcomes of the Viability Study
2. To agree that Bury Town Centre is the most appropriate location for the facility, to enable the project to move to the next stage
3. To ask the Chief Executive to submit a further report in January 2023 after undertaking further work to agree the most suitable site in Bury Town Centre and develop an outline financial plan.
4. To bring back to the January 2023 Cabinet meeting further information about how a youth partnership will be formed setting out how the targeted offer from the Council and voluntary sector will be complimentary and integrated into the Youth Zone's wider universal offer.

## **Reasons for recommendation(s)**

To deliver a new youth facility in Bury town centre following a 60 week build period.

## **Alternative options considered and rejected**

None - Onside is developing Youth Zones around the Country and can bring additional private sector financing into Bury.

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## **Report Author and Contact Details:**

*Name: Nicky Parker*

*Position: Director of Transformation*

*Department: Operations*

*E-mail: n.parker@bury.gov.uk*

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## **Background**

1. At its meeting in March 2022, Cabinet approved the principle of developing the Youth Zone and noted that the Chief Executive will submit a further report to Cabinet in September 2022 on the outcome of a Viability Study to determine the most appropriate location.
2. OnSide have been working with Bury Council to undertake viability assessments for establishing a Youth Zone in the Borough. Town centre locations, high street or other central sites are often the best choice and provide an immediate benefit in areas with fading high streets or retail areas, where anti-social behaviour and young people gathering is causing issues: footfall increases, youth crime reduces, and local businesses report increased feelings of community safety and pride in their environment. Bury and Radcliffe town centres were chosen as the preferred locations as these are the areas with the highest level of need and good public transport links.
3. Research has included:
  - Demographics
  - An options appraisal of Bury and Radcliffe Town centres.
  - A commissioned piece of work around the fundraising/philanthropic capital of Bury
- 3 OnSide has 14 open, operating Youth Zones and a further 7 in development. They apply tried and tested theory and criteria when assessing new locations, building on the learning from the last 15 years. Youth Zones are assets for the whole borough and Onside therefore seek locations that provide optimum access for the maximum number of young people. Within this they prioritise access for young people from communities and neighbourhoods where there are

higher levels of poverty and disadvantage. Location is the most critical factor to get right in any new project.

- 4 A significant feature in the success of Youth Zones is their carefully chosen location with three criteria considered:

**Accessibility:** close to areas of deprivation and easily accessed by young people on foot, bike or by public transport.

**Prominence:** a prominent site not only increases attendance because everyone knows where and what the Youth Zone is, but it also makes an important statement to young people, letting them know they are valued and that a significant investment has been made for their benefit.

**Neutrality:** It is important to avoid locations with territory issues or considered as 'someone else's patch' as this would make the Youth Zone very popular to those living in the locality but completely inaccessible to others.

- 5 Onside's history and experience to date has shown that where there are options for the location of a Youth Zone, the best location for the facility is in the largest centre. This has proven to help achieve the best reach in terms of access for young people along with maximum appeal to the private sector, who are a major part of the sustainable OnSide funding model.

## Findings of the Viability Study

### 1 Demographics

A sustainable Youth Zone operates on a membership of approx. 4,000 young people. To assess the viability of this, Onside looked at the numbers of young people within a 3km area. On this measure, there is little difference between the two locations.

**Bury town centre. Total age under 24 years within 3km range = 18,412**

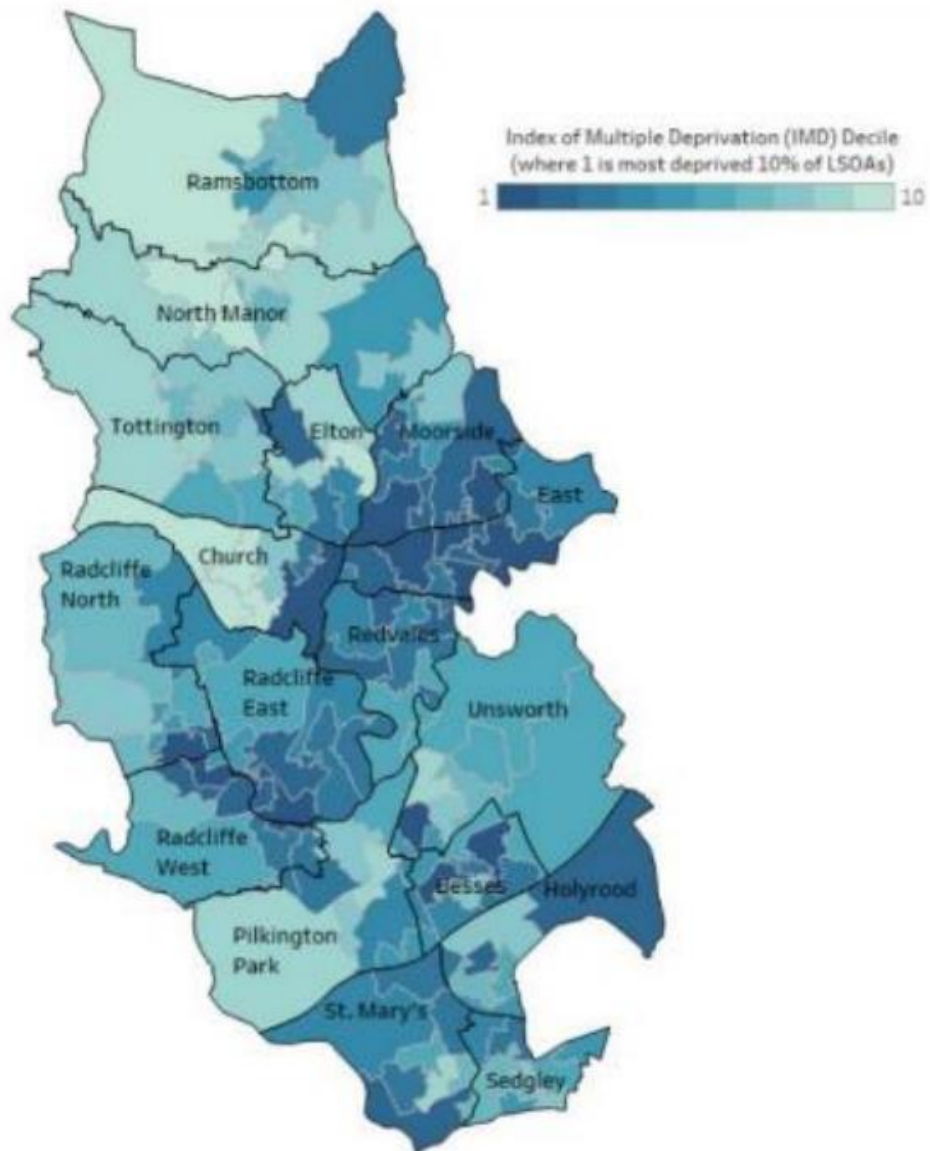
**Radcliffe town centre. Total age under 24 years within 3km range = 19,786**

Comparator population data for under 24 population with 3km of existing Youth Zones:

Youth Zone	No. young people aged 0-24 yrs
Blackburn	40,323
Hide Out (Gorton, Manchester)	61,679
Inspire (Chorley)	13,843
Carlisle	16,969
Manchester (Harpurhey)	38,669
Way (Wolverhampton)	32,828
Wigan	14,271
Wirral	22,239

Compared to other Youth Zones in the OnSide Network, Bury's local population would be on the smaller side, but comparable to others.

A more detailed picture of mapped IMD data shows a higher density of areas around Bury centre as opposed to Radcliffe. There are also areas at the very periphery of the borough (north and south) which may be an increased priority for reach.



The child poverty and overall IMD stats point to higher levels of deprivation in East Bury as opposed to Radcliffe.

## 2 Travel

Journey times are critical and OnSide looked at the reach within 30 mins on public transport at both 4pm and 10pm to understand how young people might access the Youth Zone independently.

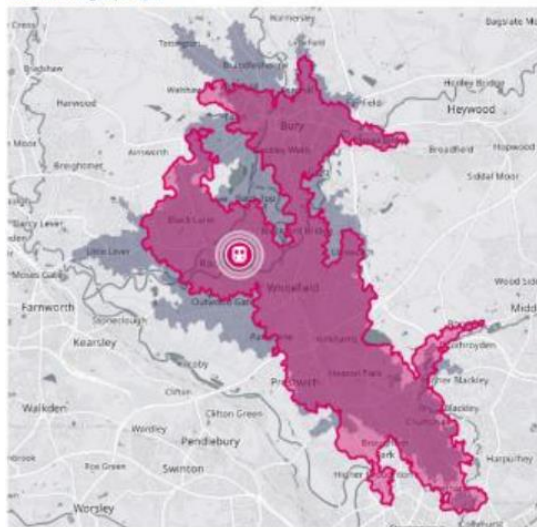
Onside consider two-stop journeys a real barrier for young people (physically, economically and confidence-wise). Avoiding creating two-stop journeys avoids creating inequalities in access for some young people over others – simply depending on where they live.

A Radcliffe location requires some journeys to be two-stop. Usually with a bus journey into Bury, followed by a switch to either bus/tram out to Radcliffe. These journeys have been mapped out from key wards as part of this study. Assuming a Spring Lane location for the Youth Zone, the pattern for Radcliffe is reliant on the Tram, as seen in the linear shape below.

The pattern for Bury is more evenly reaching as it is less reliant on the Metrolink network and there is real integration of bus/tram services in one interchange.

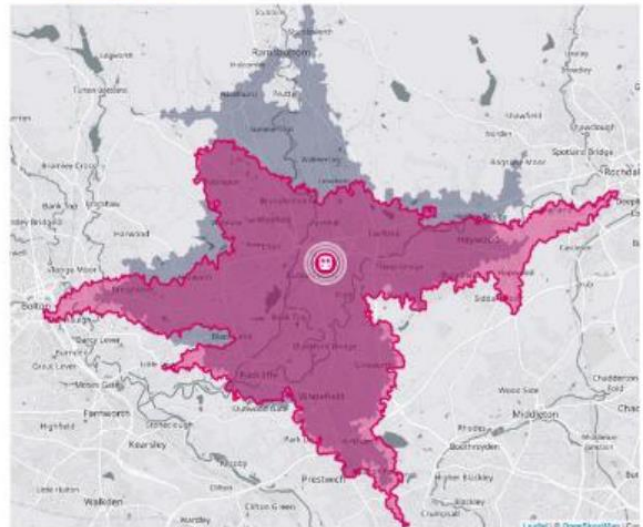
### Radcliffe

Access by public transport within 30 minutes  
Pink layer 10pm  
Blue underlying Layer 4pm

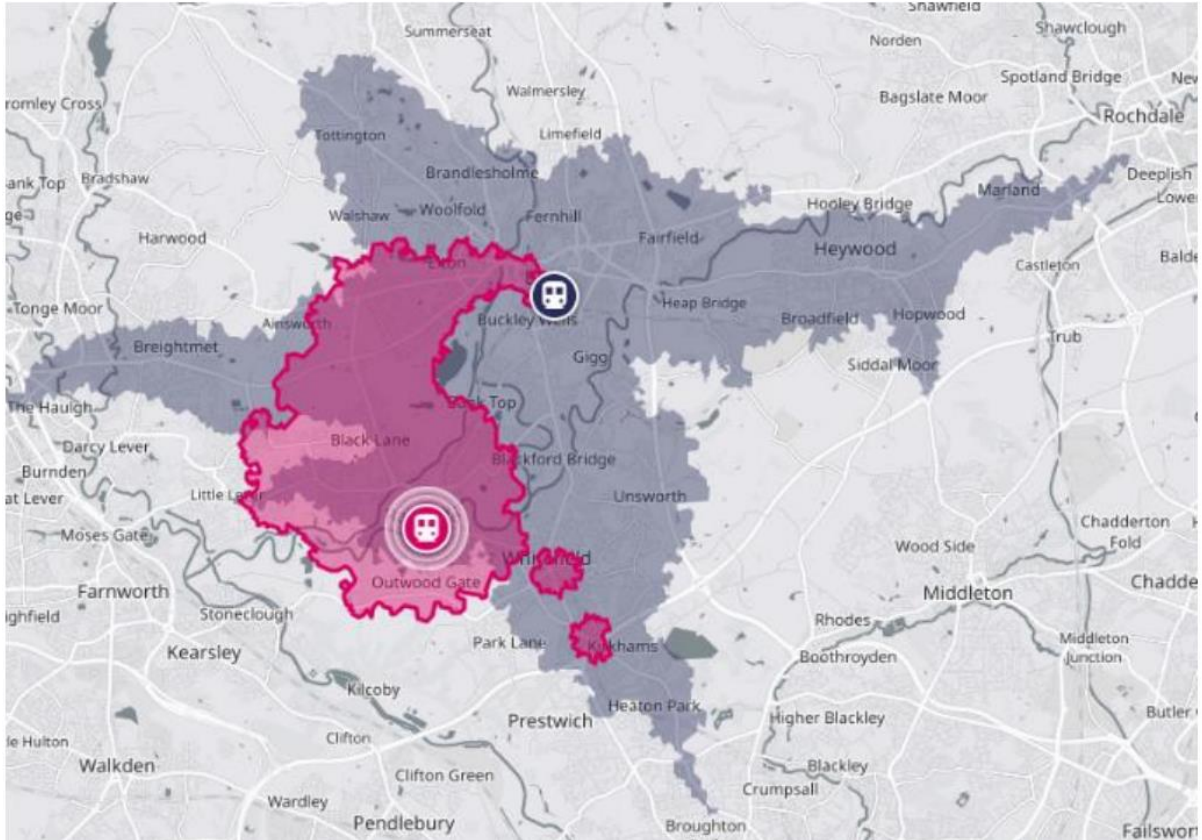


### Bury

Access by public transport within 30 minutes  
Pink layer 10pm  
Blue underlying Layer 4pm



The Viability Study found that Spring Lane did not meet the neutrality test so a further map using Radcliffe Town Centre as the potential base was generated centring on bus links as opposed to tram networks which changed the picture a lot. The map below centres on Bury Bus Station (blue) and Radcliffe Bus Station (pink) both at 10pm in the evening which really changes things. Pink reach (Radcliffe) is dramatically reduced, whereas Bury Centre's reach remains wide. This means that young people not wishing to use the tram would find independent travel to Radcliffe vastly restrictive and this would be another cause for concern about a Radcliffe location in terms of accessibility.



### 3 Location

The Viability Study has determined that there is a robust case for establishing a viable and sustainable Youth Zone in the Borough.

**OnSide recommends that Bury Town Centre should be the location for the new Youth Zone. They concluded that whilst Radcliffe has many features that align with the Youth Zone ethos, establishing the facility here would unfortunately exclude too many young people from elsewhere in the borough through complex and disparate journey times and a lack of neutrality.**

Based on local need and the strategic regeneration work being delivered in Radcliffe, Onside recommend a targeted outreach programme and robust local partnership building here as an integral part of the Youth Zone's development – enabling the project to bring real value to Radcliffe's growing community offer.

## 4 Fundraising review

OnSide will seek to raise the requisite amount of capital funding primarily from locally based/locally interested individuals or families, and to a lesser extent from nationally based charitable trusts and foundations and locally interested corporates.

This follows the fundraising model deployed with other Youth Zones in the OnSide Network.

A successful capital campaign in the timeframe allotted requires a focus on +£500k level donations, primarily from individuals who can become engaged in the project and make decisions about their giving at pace. Gifts at this level requires high cash liquidity amongst high-net-worth individuals/families.

The fundraising review leant towards Bury Town Centre for optimum opportunities for philanthropy and private sector engagement, which is vital to success and longevity.

Post-construction and as Bury Youth Zone readies itself to open its doors to young people, attention will be turned to diversifying fundraising income. With the building open and the Youth Zone team in the centre, lower-level major donor and corporate fundraising (£1k- £24k), local small to medium trust and grant fundraising, and community fundraising will begin. Over first ten years of its operating life, the Youth Zone will build its base of supporters, retaining Founder Patrons and adding to their number with lower-level supporters

## 5 Summary of findings – taken from the Viability Study

	Bury	Radcliffe
Neutrality	Optimum neutrality achieved by central location and established access from across the borough to other amenities nearby.	Compromised by being outside of the main hub of the town centre. Existing associations with young people and specific communities.
Prominence	Civic centre and main recreational hub is optimum. OnSide's thrive in metropolitan centres.	While Radcliffe is getting investment and growing, it doesn't have the profile and amenities of Bury Town Centre.
Accessibility	From a transport point of view, Bury centre is optimum requiring single journeys and centrality.  A Bury centre location would not exclude residents of Radcliffe. It would also position provision closer to Bury's other neighbourhoods where data suggests there is also need.	Radcliffe serves the south of Bury well, but does not have the reach that a central Bury location would provide. The need for connecting journeys to reach Radcliffe from Bury is a real barrier.  From a needs perspective, looking beneath ward data, there are areas of need closer to Bury town centre that would be arguable underserved by a Radcliffe location.

### Universal and targeted youthwork offer

1. One of the next steps will be to set out the new youth work model for the Borough. There are excellent examples of how other GM localities with Youth Zones have developed clear and complementary universal and targeted models. Oldham have developed well embedded relationships between the

Council, the Youth Zone Team and the voluntary sector. There is a Strategic Youth Partnership, a collective of organisations which all providers are welcomed into. Together, they are bidding for bigger pots of funding to share between them, avoiding duplication in programme schedules, sharing staff to support smaller organisations, providing training and best practice sharing, co-referring and generally raising the bar even further for the young people of Oldham. It's a great example of how a Youth Zone can become a hub or a catalyst to galvanise and champion the whole youth sector within a locality.

2. Many Local Authorities' own provision has become focussed on young people with higher levels of need, requiring more targeted and bespoke support. The Universal offer that a Youth Zone provides dovetails with this perfectly. Blackburn Youth Zone has been operating for a decade and has a membership base of 4,311, which is the second highest in the OnSide network. 49% of active members live in areas within the 1st decile (most deprived nationally) of the IMD indices, with a further 19% in the second. Like all OnSide Youth Zones, the building opens 7 days a week running a wide range of sessions and activities. Youth Zone in Blackburn works in parallel to the Council's own targeted provision and is a strong example of the added value, capacity and opportunity that a Youth Zone can bring to an area. The team can point to many examples where a young person attending the Youth Zone has been identified as needing additional more targeted support at a preventative stage, as opposed to needing intervention down further down the line. Equally, for young people who are reaching the end of targeted support programmes, the Youth Zone acts as a safe 'exit route' and maintains engagement and support preventing the 'cliff edge' that can sometimes come at the end of a programme or intervention.
3. Work will commence to develop a multi-provider complementary targeted offer for Bury that fits together with the wider Youth Zone offer which will be brought back to the January 2023 Cabinet meeting for further consideration.

### **Next steps**

1. If a decision is made to locate the facility in Bury Town centre, Onside and Council officers will work together to take the project to the next stage.
2. We will bring forward a proposed Bury Town Centre site at the January 2023 meeting of Cabinet.
3. At present, the two site options in priority order are:
  - A site in the vicinity of the interchange / Flexi Hall and Market or to the rear of Mill Gate.
  - Foundry Street - car park on the Angouleme Retail Park.
4. More work is required in the coming months to determine the best site in terms of accessibility, size and connection to the rest of the town centre redevelopments. This will include:



- Discussions with Bruntwood regarding Bury town centre masterplan opportunities
  - An assessment of the impact of using a car park site in relation to parking for the Market
  - A focus on community safety in the town centre at night
5. The report to Cabinet in January 23 will set out a high-level financial plan so that capital and revenue requirements as well as ongoing financial liabilities are clear as well as a proposed partnership model.
  6. Visits to Oldham, Blackburn and Manchester Youth Zones can be arranged for Members and Officers over the coming months.

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### **Links with the Corporate Priorities:**

Over the last three years the Council has brought forward ambitious proposals for the regeneration of the Borough's town centres. In Bury the economic and physical aspects of the regeneration of each town centre are inextricably connected to improving the lives of the people and communities of the surrounding residential areas, which include some of the most deprived neighbourhoods in the borough. The proposed Youth Zone would therefore make a significant contribution to the people and community aspects of levelling up.

In Bury, the developing masterplan in the town centre, opportunities to remodel the transport interchange, plans to develop the Market Flexi-hall through a Levelling Up Fund Bid also brings a discussion about a Youth Zone back into focus. A Youth Zone as part of the masterplan would bring increased footfall into the Town Centre and young people in neighbouring wards such as Bury East would be near a state-of-the-art community offer.

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### **Equality Impact and Considerations:**

A full Equality Analysis will be completed if the proposed project receives approval to proceed beyond September 2022. As this project intends to add to the local offer, it is not envisaged that there will be any specific human rights considerations. There has been no recent direct engagement with young people.

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### **Environmental Impact and Considerations:**

1. Bury has set out its ambitions to be carbon neutral by 2038.
2. There is a desire for all Youth Zones developed by OnSide to be sustainable buildings in the community aligning the design with both the operational requirements of the OnSide model and local strategic policies and agendas such as sustainability and de-carbonisation. The Youth Zone design will consider all the aspects of Bury Council's Climate Action Strategy and will be a positive neighbour

in the borough helping to reduce carbon emissions and providing the community and future generations of Young People with a sustainable legacy far into the future. The Youth Zone design will be reviewed at the outset to investigate the possible options of Low and Zero Carbon Technologies taking account of all relevant National Planning Policy Guidance, local government policies and best practice such as the BREEAM standard.

3. Ultimately, OnSide projects aim to reduce carbon emissions and atmospheric pollution by encouraging local energy generation from renewable sources, to supply a proportion of the energy demand in line with planning requirements and by implementing the most suitable low and zero carbon technologies applicable to the development. They adopt a low carbon design strategy for reducing carbon dioxide (CO2) emissions and energy consumption within Youth Zone developments and embrace a Lean, Mean and Green approach as defined below:

- **Lean** – the use of advanced building modelling software and passive construction techniques (Improved building fabric parameters over those required by Building Regulations Part L2A, High thermal insulation, high air tightness, fabric first approach)
- **Mean** – Incorporation of high-efficiency systems and effective plant and controls throughout the design. (Efficient LED lighting and controls, highly efficient heating systems, heat recovery plant, inverter controls)
- **Green** – Incorporation of renewable energy sources where possible (Solar PV, CHP, Air Source/Ground Source heat pumps, wind)

4 Other sustainable interventions common on a Youth Zone project are; a move away from gas in all new buildings going forward, green roof and increased biodiversity such as wild flower planting and habitat creation, wind catchers to promote natural ventilation, cross ventilation, a sustainable drainage system (SUDS) to ensure no impact on the local drainage network, a sustainable travel plan that promotes public transport and the use of cycle networks, use of local labour and contractors and where practical the use of locally sourced building materials from sustainable materials.

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**Assessment and Mitigation of Risk:**

Risk / opportunity	Mitigation
<p><b>Opportunities:</b>            The proposal will generate a state-of-the-art Youth facility for the Borough</p> <p>The partnership with Onside will bring private sector investment into the Borough</p> <p><b>Risks:</b></p>	

<p>There is a risk that after 3 years, the Council may still need to put revenue budget into the scheme</p>	<p>The Viability Study has indicated significant fundraising opportunities and the recruitment of a chief executive who can build on the fundraising opportunities will be key. The financial plan will set out the capital and revenue requirements of the Council so there is an understanding of any future liabilities. All current Onside Youth Zones are financially viable.</p>
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### **Legal Implications:**

It is recommended that a further report is submitted to Members in January 2023 to address the financial aspects set out in the Cabinet report dated March 2022 (please see background paper). Supporting legal advice will be provided throughout the development of these proposals.

### **Financial Implications:**

The March Cabinet report identified that a further report would be brought to Cabinet in September and if the decision was to progress, the Council would be asked to set aside a reserve of £350k. This was identified as not in the budget approved by Council in February so would need to be earmarked from existing reserves. This will be reviewed further when the next report is brought back to Cabinet in January 2023

From the March Cabinet report capital costs are expected to be circa £8.4m which will be shared equally between Onside and the Council, with the Council seeking grants to part fund its contribution. If approved the capital costs will be built into future years capital programmes.

Thereafter running costs are estimated to be circa £1.3m per annum with the Council contributing £400k per annum for the first three years. Funding would be required from the financial year 2024/25 and will need building into the medium-term financial plan when this is refreshed later this calendar year.

The report to Cabinet in January 2023 will include a refresh of the figures within the high-level financial plan, detailing initial capital and revenue requirements as well as ensuring any ongoing financial liabilities are clear.

### **Background papers:**

*March 22 Cabinet paper*

<https://councildecisions.bury.gov.uk/documents/s30366/Establishing%20an%20Onside%20Youth%20Zone%20in%20Bury.pdf>

*The Onside Viability Study (available upon request)*

**Please include a glossary of terms, abbreviations and acronyms used in this report.**

Term	Meaning
BREEAM Standard	BREEAM is the world's leading sustainability assessment method for master planning projects, infrastructure, and buildings
DCMS	Department of Culture, Media and Sport
LED	A light-emitting diode
Solar PV	A solar PV system is a sustainable, low-maintenance option for anyone who wants to contribute to a greener environment, as the system does not cause any pollution or emissions and has numerous advantages. Photovoltaic systems use photovoltaic cells to collect solar energy from the sunlight and converts it into direct current (DC) electricity.
CHP	Combined heat and power (CHP) are a highly efficient process that captures and utilises the heat that is a by-product of the electricity generation process. By generating heat and power simultaneously, CHP can reduce carbon emissions by up to 30% compared to the separate means of conventional generation via a boiler and power station.
SUDS	Sustainable drainage systems (SuDS) are designed to manage stormwater locally (as close its source as possible), to mimic natural drainage and encourage its infiltration, attenuation and passive treatment