

Public Document Pack

Executive Board

Thursday, 9 January 2020
Time: 6.00 pm
Venue: Meeting Room A
Address: Blackburn Town Hall

AGENDA

Information may be provided by each Executive Member relating to their area of responsibility

1. **Welcome and Apologies**
2. **Minutes of the Previous Meeting**
Minutes - November 2019 4 - 9
3. **Declarations of Interest**
DECLARATIONS OF INTEREST FORM 10
4. **Equality Implications**
The Chair will ask Members to confirm that they have considered and understood any Equality Impact Assessments associated with reports on this agenda ahead of making any decisions.
5. **Public Forum**
To receive written questions or statements submitted by members of the public no later than 4pm on the day prior to the meeting.
6. **Questions by Non-Executive Members**
To receive written questions submitted by Non-Executive Members no later than 4pm on the day prior to the meeting.
7. **Youth MPs Update**
To receive an update from the Youth MPs along with any issues they would like to raise.
8. **Executive Member Reports**
Verbal updates may be given by each Executive Member.

Leader

- 8.1 **Pennine Lancashire Integrated Care Partnership**

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	Environmental Services	
	Public Health and Wellbeing	
	Digital and Customer Services	
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PART 2 – THE PRESS AND PUBLIC MAY BE EXCLUDED DURING CONSIDERATION OF THE FOLLOWING ITEMS

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Date Published: Tuesday 31st December 2019
Denise Park, Chief Executive

EXECUTIVE BOARD Thursday, 14th November, 2019

PRESENT

COUNCILLOR:

Councillor Mohammed Khan
Councillor Maureen Bateson MBE
Councillor Mustafa Desai

PORTFOLIO:

Leader
Children, Young People and Education
Adult Services & Prevention

Councillor Quesir Mahmood
Councillor Phil Riley
Councillor Jim Smith
Councillor Damian Talbot
Councillor Andy Kay

Digital & Customer Services
Growth & Development
Environmental Services
Public Health & Wellbeing
Finance and Governance

ALL IN ATTENDANCE:

Uday Akram, Youth MP
Corey McPartland, Deputy Youth MP

	Item	Action						
1	<p><u>Welcome and Apologies</u></p> <p>The Leader of the Council, Councillor Mohammed Khan, welcomed all present to the meeting. Apologies had been received from the Deputy Youth MP, A'Aishah Patel.</p>	Noted						
2	<p><u>Minutes of the meeting held on 12th September 2019</u></p> <p>The Minutes of the meeting of the Executive Board held on 12th September 2019 were agreed as a correct record.</p>	Approved						
3	<p><u>Declarations of Interest</u></p> <p>There were no Declarations of Interest submitted.</p>							
4	<p><u>Equality Implications</u></p> <p>The Chair asked Members to confirm that they had considered and understood any Equality Impact Assessments associated with reports on the agenda ahead of making any decisions.</p>							
5	<p><u>Public Forum</u></p> <p>In accordance with Part 4 of the Executive Board Procedure Rules for questions/statements by members of the public, the following questions/statements have been received, details of which are set out below:-</p> <table border="1" style="width: 100%; border-collapse: collapse; margin-top: 10px;"> <thead> <tr> <th style="width: 33%;">Name of Person asking the Question</th> <th style="width: 33%;">Subject Area</th> <th style="width: 33%;">Response by</th> </tr> </thead> <tbody> <tr> <td>Rick Moore PPC for Blackburn The Brexit Party</td> <td>Responsible Event Booking and Venue Hire Policy</td> <td>Councillor Mohammed Khan, Leader of the Council</td> </tr> </tbody> </table>	Name of Person asking the Question	Subject Area	Response by	Rick Moore PPC for Blackburn The Brexit Party	Responsible Event Booking and Venue Hire Policy	Councillor Mohammed Khan, Leader of the Council	
Name of Person asking the Question	Subject Area	Response by						
Rick Moore PPC for Blackburn The Brexit Party	Responsible Event Booking and Venue Hire Policy	Councillor Mohammed Khan, Leader of the Council						

	Item	Action
	Councillor Mohammed Khan provided a response to the question and supplementary question arising.	
6	<u>Questions by Non-Executive Members</u>	
	No questions were received from Non- Executive Members.	
7	<u>Youth MPs Update</u>	
	<p>The Youth MP, Uday Akram, and Deputy Youth MP, Corey McPartland updated the Executive Board on recent events and activities including:</p> <ul style="list-style-type: none"> • A busy past few months with the national Make Your Mark campaign, Members were then shown a short presentation on the campaign. • Attendance at Youthforia at County Hall Preston last Month, with the top three items following voting being: <p style="text-align: center;">Protect the environment Put an end to knife crime Child Poverty</p> • A planned meeting with the Director of Environment Martin Eden about solutions and campaigns to make BwD even cleaner and greener. • The 5th Takeover Challenge on the 28th November on Knife/gang crime with guest speaker Hezron Brown who had just recently won the Pride of Britain Young ambassador award for his work with young people on knife/gang crime. There would be 2 interactive workshops delivered by Every Action has a Consequence and the Youth Justice team. • Discussions to establish social action projects in 2020 regarding child poverty in the Borough. • A fantastic couple of days in London last week meeting up with Wayne Dixon from Blackburn who was litter picking and walking the coast of the UK raising awareness and money for mental health charity MIND. Wayne had presented a manifesto to the Government asking that all schools teach about the environment. Uday had also had a great experience in the House of Commons. The top 2 campaign issues for the year were Protect the Environment and Put an End to Knife crime which reflected voting in BwD. 	Noted

	Item	Action
8.1	<p><u>Responsible Event Booking and Venue Hire: Policy and Procedure</u></p> <p>The Responsible Event Booking & Venue Hire Policy had been compiled to assist Local Authority & Community Premises in Blackburn and Darwen with their hire procedures. Visitors to these venues had the right to enjoy services and facilities without fear of intimidation, harassment, extremist or threatening behaviour. This protocol provided guidance on mitigating the risk and the processes involved in ensuring that defensible and informed decisions were made when hiring out venues.</p> <p>The Policy also needed to apply to public realm or public open space e.g. The Town Hall Square.</p> <p>Following the process detailed in the policy would ensure consistent application by venue managers both internally and externally. The policy was attached as Appendix 1 alongside the report.</p> <p>RESOLVED - That the Executive Board:</p> <ol style="list-style-type: none"> 1. Adopt the policy and procedure to help regulate the use of BwDBC or community venues. 2. Approve the creation of a register of events / venue hire requests to help monitor the application of the policy/procedure 	<p>Approved</p> <p>Approved</p>
8.2	<p><u>Fostering Report</u></p> <p>A report was submitted which provided information on the management and performance of the Local Authority's Fostering Service. Quarter 1 provided analysis of data from 1st April to 30th June 2019, and noted any patterns within the Service to determine areas for development and progress.</p> <p>During discussion of the report the thanks of the Executive Board were passed to the Borough's dedicated Foster Carers.</p> <p>RESOLVED –</p> <p>That the Executive Board:</p> <p>Notes the Quarter 1 Fostering Service Report 2019 which is available on the Council's website.</p>	<p>Noted</p>
8.3	<p><u>Adoption Report</u></p> <p>A report was submitted which provided information on the</p>	

	Item	Action
	<p>management and performance of the Local Authority's Adoption Service for the period 1st April 2018 to 31st March 2019.</p> <p>The report was the Annual Report of the Blackburn with Darwen Adoption Service, which was part of the Regional Adoption Agency (RAA) called Adoption NoW. This was a consortium arrangement of six Local Authorities to deliver a more effective and efficient Adoption Service in line with central Government Agenda for Adoption.</p> <p>RESOLVED -</p> <p>That the Executive Board notes this Annual Report for 2018-19.</p>	<p>Noted</p>
<p>8.4</p>	<p><u>Waste Disposal Contract</u></p> <p>Members received an update on the on the procurement of the waste disposal tender and which sought approval of the successful bidder as the contractor for the service.</p> <p>Soft market testing took place in October and November 2018 with interested parties to discuss both the waste disposal and recycling contracts. Feedback was obtained on the preferred procurement methods and details of the contracts from major waste management companies including Biffa, FCC, Suez and Viridor.</p> <p>The Council received 2 bids in response to the contract notice by the closing date of 25th July 2019, from Bidder 1 and also Bidder 2. Following evaluation, it was deemed that Bidder 2 provided a non-compliant bid.</p> <p>The Executive Board were recommended to award the contract to Bidder 1.</p> <p>RESOLVED –</p> <p>That the Executive Board:</p> <p>Approves the appointment of Bidder 1 as the successful bidder.</p>	<p>Approved</p>
<p>8.5</p>	<p><u>Corporate Revenue Budget Monitoring Report Quarter 2 - 2019/20</u></p> <p>Members received a report on the overall revenue financial position of the Council, highlighting any significant issues and explaining variations in the second quarter of the financial year.</p> <p>RESOLVED –</p>	<p>Page 7</p>

	Item	Action
	<p>The Executive Board is asked to approve:</p> <ul style="list-style-type: none"> the portfolio budget adjustments outlined in Appendix 1 the Earmarked reserves position shown in Appendix 2 <p>the variations to revenue expenditure, as listed in Section 6, giving rise to a balance of £6.937 million in the unallocated General Fund revenue reserve.</p>	Approved
8.6	<p><u>Corporate Capital Budget and Balance Sheet Monitoring Report 2019/20 - Quarter 2 (6 months to 30th September 2019)</u></p> <p>To report the overall financial position of the Council in respect of the capital programme as at 30th September 2019, highlighting key issues and explaining variations in the first 6 months of the financial year.</p> <p>RESOLVED –</p> <p>The Executive Board is asked;</p> <ul style="list-style-type: none"> to approve the revised capital programme as per Appendix 1, to approve the variations to the programme shown in Appendix 2 	Approved
8.7	<p><u>Mid-year Treasury Management Strategy Review</u></p> <p>The Executive Board received a report regarding the Treasury Management position to date and proposed Strategy for the remainder of 2019/20.</p> <p>RESOLVED –</p> <p>It is recommended that the Executive Board:</p> <ol style="list-style-type: none"> notes the Treasury Management position for the year to date, and approves the proposed Strategy for the remainder of the year, detailed in Appendix 1, and approves that there be no changes to the existing Treasury and Prudential Indicators for 2019/20, as set at Executive Board (14th March 2019). 	Approved
9.1	<p><u>Corporate Complaints Monitoring Report 1st April 2018 - 31st March 2019</u></p> <p>A report was submitted, advising of the complaints and compliments received by the Council for the period 1st April 2018</p>	

	Item	Action
	<p>to 31st March 2019.</p> <p>RESOLVED –</p> <p>That the Executive Board notes the report.</p> <p>AT THIS STAGE OF THE PROCEEDINGS THE PRESS AND THE PUBLIC WERE EXCLUDED FROM THE MEETING</p>	Noted
11.1	<p><u>Waste Disposal Contract</u></p> <p>Further to the report submitted at Agenda Item 8.4, an additional report was submitted containing commercially sensitive information.</p> <p>RESOLVED –</p> <p>That the Executive Board:</p> <p>Approves the appointment of Bidder 1 as the successful bidder.</p> <p style="text-align: center;">Signed at a meeting of the Board on Thursday 9th January 2020</p> <p style="text-align: center;">(being the ensuing meeting on the Board)</p> <p style="text-align: center;">Chair of the meeting at which the Minutes were confirmed</p>	Approved

EXECUTIVE BOARD DECISION



REPORT OF:	Leader
LEAD OFFICERS:	Chief Executive Director of Adults and Prevention (DASS)
DATE:	9 January 2020

PORTFOLIO/S AFFECTED:	ALL
WARD/S AFFECTED:	All
KEY DECISION:	YES <input type="checkbox"/> NO <input checked="" type="checkbox"/>

SUBJECT: Pennine Lancashire Integrated Care Partnership Update
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1. EXECUTIVE SUMMARY

1.1 This report serves as a covering note, giving context to the Blackburn with Darwen Borough Council position in relation to the Pennine Lancashire Integrated Health and Care Partnership (ICP).

2. RECOMMENDATIONS

That the Executive Board:

- 2.1 Notes the progress that has been made between the borough and the ICP.
- 2.2 Notes future intentions of the ICP to progress key aspects of integrated health and social working in Pennine Lancashire.
- 2.3 Notes the proposed structure of Governance and Boards through which the ICP proposes to work in order to deliver the Pennine Plan.

3. BACKGROUND

3.1 The borough has been working for many years on strengthening Partnerships that support the wellbeing and health of our communities. Closer working with the NHS and Health sector is something that led to the NHS Care Trust Plus Partnership. Whilst national policy has impacted on previous working arrangements we continue to work proactively to promote collaboration and integrated working.

3.2 The council is currently engaged in partnership with health in delivering the Pennine Plan that was formally agreed by Partners in 2018. The Pennine Plan reflects the NHS 10 year Plan priorities and also builds on the work undertaken under the Lancashire and South Cumbria 'Together a Healthier Future' strategy.

3.3 All of the above has been subject to briefings and reports to the councils' Executive Board and various committees.

3.4 More recently the council has implemented integrated working between social care and health at a neighbourhood level. This is in the form of Primary Care Neighbourhoods. Whilst there is more to do on systems and information technology, we have made significant progress compared to our peer authorities. We have co-located teams that have been working well together and increasingly working better with General Practitioners (GPs) able to take referrals and provide a more joined up service to communities.

3.5 We have formed a Local Integrated Care Partnership (LICP) that has now been functioning for over 18 months and increasingly working as a single system over the Blackburn with Darwen area.

The LICP is starting to look at how it can impact on whole population health, it is using the strengths of the Partners to design social prescribing and prevention pathways, helping to focus on behaviour, lifestyle change and self-care.

3.6 The council has also worked across the ICP to develop and deliver the funding programme supported by Sport England. This will seek to get more of our communities active and participating in exercise that will help them to restore health, self-esteem and confidence.

3.7 The council is a key Partner on the Accident and Emergency Partnership Delivery Board. This is a key area of work that helps manage demand on the A&E front door, flow of patients within the hospital process and helps create the right support to alleviate delays in discharge and transfer of care out of hospital.

3.8 We have been working on the Intermediate Care tier of services with a new and innovative project called Albion Mill that will provide 31 intermediate care apartments that will help develop discharge pathways for rapid rehabilitation of frail and poorly residents to give them the best opportunity to go back to their homes and regain independence. The intermediate tier isn't just about discharge from hospital but is also about stepping people up from a community setting where they may be struggling and at risk of having to be admitted to hospital. This would mean we work closer with GPs and that this initiative will help reduce unplanned admissions to hospital and offer a better pathway for older people to give them some additional support and rehabilitation.

3.9 A lot of the work mentioned has been managed within our Joint Commissioning arrangements with the clinical commissioning group (CCG) under the Better Care Fund (BCF) section 75 agreement. This has helped keep strong oversight and governance and is reported into the Health and Wellbeing Partnership.

3.10 The council also works closely with providers such as Lancashire South Cumbria Foundation Trust (LSCFT) to deliver services for children, families and the elderly. This focuses on pre-school, district nursing, health visitor and mental health services.

3.11 The recent Special Educational Needs Disability inspection by OFSTED has also highlighted the importance of having a strong alliance on joint commissioning for children's services and transition ages. The council received a good SEND inspection rating.

3.12 The council is also supporting the Digital Transformation work within ICS and ICP. This involves working on a number of programmes that seek to integrate systems, have a single view of residents, share information and improve ability of communities to engage either for information advice and guidance or for self help.

3.13 Adult Social Care and Public Health are more advanced in the developed of Primary Care neighbourhoods and integrated teams. Our next phase is to develop services within the Children's and Education services.

4. KEY ISSUES & RISKS

4.1 The key issues for the council are around strategic capacity and resource to be able to engage both at ICP and Integrated Care System (ICS) level. This is a real dilemma as other system Partners are better resourced whilst the council has had to make significant savings at senior management level in recent years. We need to be engaged at an executive and strategic level in order to influence and shape the future development. There are a lot of demands on Chief Officers and Heads of Service to be involved in Boards, meetings and operational issues. The risk of not being involved is the loss of opportunities to have integrated solutions and improved ways of working. This is coupled with having the presence and ability to influence resources not in council control, whilst also ensuring that the council's best interests are being fairly represented.

4.2 The NHS has been given a 10 year plan that has a funding formula supporting an annual increase. Social Care is still awaiting outcomes of the enquiry into social care in the Government's green paper. Given the pressures on local government funding, without a short to medium term spending review that provides growth and stability, it does pose a challenge of an unequal Partnership. Improvement in health and hospital systems will improve flow and as a result generate demand. Therefore whilst the ICP is making a commitment to consider business plans to invest in prevention it stops short of being able to fund/resource social care which remains the responsibility of the council.

4.3 The structure of the ICP is Pennine and this means that there are multiple interfaces with a

Unitary, an Upper Tier and five District Councils, two GP federations, East Lancashire Hospitals NHS Trust, the ICS, LSCFT, VCFS sector and other providers/Stakeholders. It is worth noting that the ICS itself is expecting local government to engage in its Partnerships and Boards and this is a further draw on our strategic resource.

4.4 There is a need to review our future commissioning arrangements. The council will need to consider which areas of its work it needs to collaborate on, whether this is some or all, and where we may be better placed to directly commission. Whilst this will create opportunities it does also highlight risks around market resilience, local market rates, local provider economy etc. There are again issues of capacity and resource in order to ensure that whichever strategy we choose we are able to get the best outcomes for the borough.

4.5 The future of the BCF and iBCF is uncertain with the current programme having been extended for a further year till March 2021. BCF plans govern how we work and has been a positive factor in the way in which we have shaped joint commissioning arrangements with the CCG.

4.6 The council will need to consider its evolving relationship on Health and Wellbeing Boards at a Pennine ICP and Lancashire South Cumbria ICS level. We have a statutory duty to have a Health and Wellbeing Board. Other system Partners do not have the same statutory obligations. Therefore the council will need to maintain its ability to manage its statutory obligations.

4.7 The question of statutory and policy instruments governing health, social care and wellbeing activity currently means upper tier local authorities and Clinical Commissioning Groups have statutory responsibility. The ICS currently does not have a statutory remit within the current NHS policy guidance.

4.8. Any work with the ICP needs to reflect and be understood in the context of the ICS having an ambition to move towards a single Lancashire and South Cumbria CCG.

4.9 One of the risks is the stability of the Government Policy environment that we are working in.

5. POLICY IMPLICATIONS

5.1 There are no new policy implications as a result of this paper. The council has been working within the current policy context which has not changed in recent years. Should there be a further review of how NHS services and Health & Wellbeing is delivered in the future we will need to bring a further report to inform council with appropriate consideration of what that means to us along with our own policy recommendations.

6. FINANCIAL IMPLICATIONS

6.1 There are no new financial implications arising from the ICP update. However this report has highlighted a number of key issues and risks that will need to be managed on an ongoing basis. This may require further reports specific to any financial impact or implications.

6.2 It is worth noting the comments on BCF and iBCF in the key issues section. BCF/iBCF is managed jointly through the Section 75 partnership agreement and pooled budget arrangement which has offered a positive opportunity for the borough to work in Partnership with the CCG. Any loss of BCF/iBCF without a new programme to show how the system can continue to be resourced will pose a significant financial pressure.

7. LEGAL IMPLICATIONS

7.1 There are no new legal implications as a result of the ICP update. As per the finance section the council will need to have due regard to any legal and statutory contractual obligations as it moves forward in Partnership arrangements with the ICP.

7.1 Any future proposals will need to be assessed for legal implications and brought back to the Executive Board with appropriate consideration and recommendations.

8. RESOURCE IMPLICATIONS

8.1 We have highlighted that working with the ICP and ICS is a significant draw on officer and Member time. The council does need to consider how resilient it is in being able to continue to engage at a Pennine and Lancashire South Cumbria level.

9. EQUALITY AND HEALTH IMPLICATIONS

Please select one of the options below. Where appropriate please include the hyperlink to the EIA.

Option 1 Equality Impact Assessment (EIA) not required – the EIA checklist has been completed.

Option 2 In determining this matter the Executive Member needs to consider the EIA associated with this item in advance of making the decision. (*insert EIA link here*)

Option 3 In determining this matter the Executive Board Members need to consider the EIA associated with this item in advance of making the decision. (*insert EIA attachment*)

10. CONSULTATIONS

10.1 This report is to note the update from PL ICP and therefore does not have any new consultation requirements.

11. STATEMENT OF COMPLIANCE

The recommendations are made further to advice from the Monitoring Officer and the Section 151 Officer has confirmed that they do not incur unlawful expenditure. They are also compliant with equality legislation and an equality analysis and impact assessment has been considered. The recommendations reflect the core principles of good governance set out in the Council's Code of Corporate Governance.

12. DECLARATION OF INTEREST

All Declarations of Interest of any Executive Member consulted and note of any dispensation granted by the Chief Executive will be recorded in the Summary of Decisions published on the day following the meeting.

VERSION:	1
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CONTACT OFFICER:	Sayyed Osman
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DATE:	8 th Dec 2019
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BACKGROUND PAPER:	
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PENNINE LANCASHIRE INTEGRATED HEALTH AND CARE PARTNERSHIP

OUR NEXT STEPS IN DELIVERING THE PENNINE PLAN

SUGGESTED CONTENT FOR COVERING REPORT TO ORGANISATIONS' GOVERNING BODIES, BOARDS AND COMMITTEES (As Appropriate)

1.0 Introduction and Purpose

- 1.1 This paper provides Blackburn with Darwen BC Executive Board with an update on the work of the Pennine Lancashire Integrated Health and Care Partnership (ICP) and the progress of delivering the ambitions for improving health, care and wellbeing across Pennine Lancashire, outlined within the Pennine Plan published in 2018.
- 1.2 This paper also identifies key delivery intentions for the next five years, outlining how the ambitions of the NHS Long Term Plan will be delivered in Pennine Lancashire.

2.0 Recommendations

- 2.1 The Executive Board is recommended to:
 - Note the progress made in delivering the Pennine Plan as outlined within the ICP Annual Report 2018/19 (Appendix A)
 - Endorse the direction of travel for the Pennine Lancashire Integrated Health and Care Partnership as outlined within the ICP Strategic Narrative (Appendix B)
 - Note and endorse the following strategic intentions that particularly relate to local government organisations:
 - Building democratic engagement and oversight into our neighbourhood working arrangements
 - Embedding or aligning our social care workforce within our integrated neighbourhood teams
 - Further developing our arrangements for integrated commissioning – particularly around Intermediate Care, Public Health and Mental Health (section 117) arrangements
 - Scoping opportunities for integrated commissioning in relation to children and young people's health services
 - Maximising local authority delivery capacity to enhance our approaches to prevention, social prescribing, housing and planning for extra care developments
 - Note and endorse the intention to develop a framework for delegated authority to the ICP Programme Boards over the next twelve months, to enable effective and timely joint decision making, supporting service transformation.

3.0 Background

- 3.1 In 2016, the health and care organisations in Pennine Lancashire agreed to work together to address the greatest issues of challenge in relation to health, care and

wellbeing, and to work together as a single public sector economy for Pennine Lancashire.

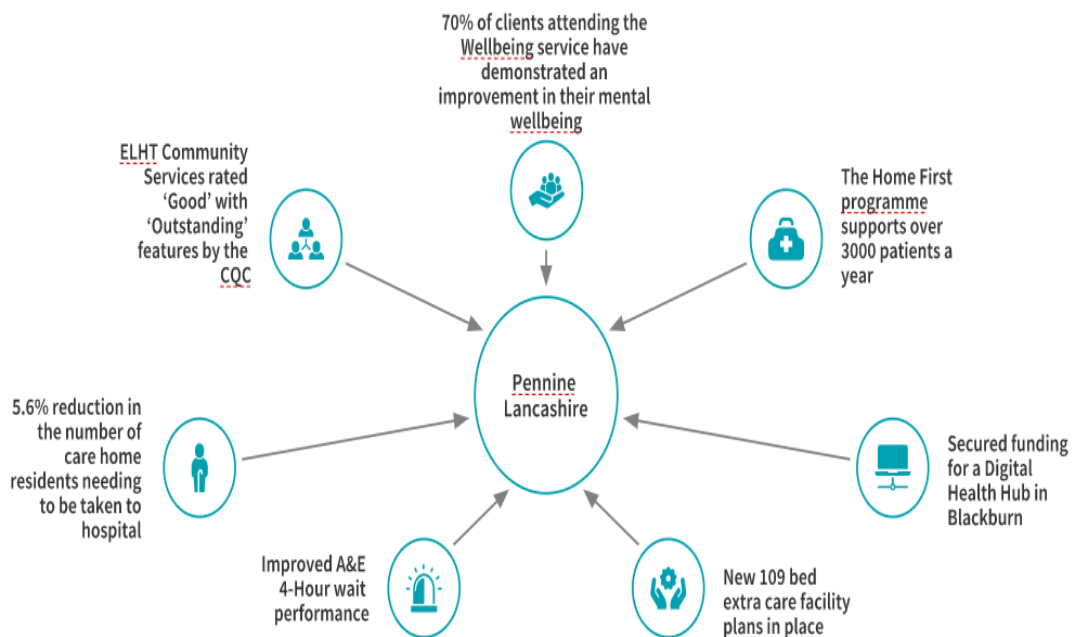
- 3.2 The Pennine Plan, which was formally agreed by organisations in Summer 2018, sets out the response to these issues, and was developed through a Solution Design approach that ensured a wide range of health and care professionals and patient representatives and the general public were involved in developing the blueprint for a New Model of Care for Pennine Lancashire.
- 3.3 Since adoption of the Pennine Plan locally, in January 2019 the Government published the NHS Long Term Plan (LTP), setting out their ambitions, commitments and priorities for the next ten years. The Plan set out six priority areas for change, which are:
 - Do things differently through a new service model
 - Take more action on prevention and health inequalities
 - Improve care quality and outcomes for major conditions
 - Ensure that NHS staff get the backing that they need
 - Make better use of data and digital technology
 - Ensure we get the most out of tax payers money
- 3.4 The Plan requires Integrated Care Systems (ICSs) to set out their intentions for how they would respond and take forward the ambitions set out. The four ICPs and Multi-speciality Community Provider in Lancashire and South Cumbria ICS, have been working to develop this response and outline key delivery intentions for the next five years.
- 3.5 This paper provides Executive Board with a summary of the work undertaken to deliver the Pennine Plan in 2018/19 and outline a future direction of travel and strategic intentions for the ICP heading into 2020 and beyond.
- 3.6 A number of key decisions will be required of organisations over the next six to twelve months, to further the work of the ICP. This report identifies these key areas for the attention of the Executive Board, to highlight that internal organisational discussions are required, over the coming months, to shape the development of options for each of the decision areas.

4.0 Delivering the Pennine Plan in 2018/19

- 4.1 Our Pennine Plan reflects the input we had from a wide range of health and care professionals, clinicians, patient representatives, local councils and members of the public, about the priorities they believe we need to deliver. Since publishing the Pennine plan, in late 2018, the ICP leadership team have developed the programmes and work streams required to bring it to life and have accelerated the role of the ICP to drive the system responses, improvements, and transformations required to make our plan real.
- 4.2 2018/19 saw the first year of targeted delivery against the Pennine Plan ambitions, with organisations of the ICP, mobilising to deliver services differently to achieve improvements for the people of Pennine Lancashire. The ICP annual report

(Appendix A) has been developed which highlights some of the key delivery areas and some of the initial impacts that have been identified as a result of this delivery. The ICP Summary Annual Report for 2018/19 is attached at Appendix A.

- 4.2 During 2018/19 the ICP made good progress focusing on delivering strong services, with good patient experience, whilst maintaining sound finances. Specific improvements have been delivered in relation to a number of priorities and care pathways, a summary of key deliverables is outlined below.



5.0 2020 and Beyond

Pennine Lancashire ICP Strategic Narrative

- 5.1 The NHS Long Term Plan and associated planning requirements, have provided an opportunity for the ICP to review and refresh of the ICP strategy, priorities and plans to ensure Pennine Lancashire is adequately aligning and embedding the ambitions that have been set out.
- 5.2 The ICP Strategic Narrative (Appendix B), has been developed through engagement with a number of groups including organisational Chief Officers, the CCG Governing Bodies, ELHT Board and the ICP Medical Directors Group. The final document draws heavily on content from the Pennine Plan.

System Improvements - Delivery ambitions

- 5.3 The Narrative sets out the ICP's purpose, priorities and intended direction of travel for the next five years, including some of the ICPs key strategic intentions around integrating commissioning, accelerating neighbourhood working and focusing on health inequalities and prevention.

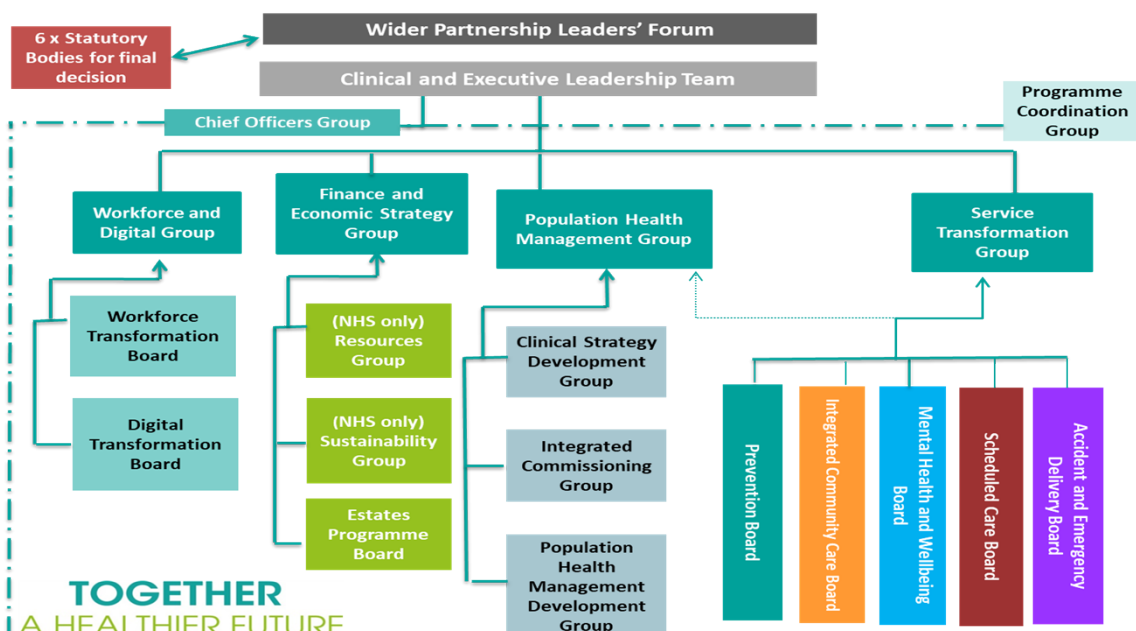
5.4 The key delivery ambitions for Pennine Lancashire ICP over the next five years are as follows:

 <p>Primary Care Networks and neighbourhoods are fundamental to the delivery of our vision. We will ensure they have the resources and skills to support people, of all ages, to live in their communities in a way that promotes physical and mental health, independence and happiness.</p>	 <p>We will engage with individuals and their families, giving them access to the widest range of local services, at the same time, empowering our communities to take more control over their health and wellbeing</p>
 <p>Aligned to neighbourhoods, we will transform intermediate tier services to help people to stay out of hospital and also support people to get back home after spending time in hospital. This will particularly support our population as they grow older.</p>	 <p>We will use information relating to individual and community needs to direct our actions and resources, using a population health management approach. This will ensure we focus on improving the long term health and wellbeing of our population</p>
 <p>We will continue to ensure acute hospital provision is as safe and effective as possible. People with urgent and emergency care needs (physical and mental) will receive responsive services that deliver the right care, as close to home as possible. We will transform scheduled care services, through outpatient redesign and referral management.</p>	 <p>We will improve health outcomes in Pennine Lancashire, by, over time, shifting our resources “left” into community and prevention by reducing demand, but we recognising our acute and tertiary services need to be adequately funded.</p>
 <p>Our Clinical Strategy will focus on ensuring our service transformation delivers improved outcomes for people affected by frailty, cancer, heart disease, stroke, respiratory and musculoskeletal problems, as well as improving care for people approaching the end of their life.</p>	 <p>Our emerging People Strategy will enable us to recruit the best people, with the right skills and values, to a system that supports the workforce to be the best they can be in a culture of community, compassion, inclusion, innovation and improvement to deliver care to the population it serves.</p>

5.5 The narrative is supported by an interim delivery plan for 2019/20, which identifies specific transformation priorities and anticipated impacts for each of the ICPs workstreams. The delivery of the activities outlined within the plan is overseen by the ICP Partnership Leaders’ Forum.

System Coordination

5.6 With the ICP now working in a different way, we have refreshed the arrangements we use to oversee and coordinate its work, an updated diagram is below. Whilst these are commonly called governance arrangements, we recognise that an essential distinction is necessary, i.e. that the ICP coordinates and facilitates, it does not govern, statutory bodies do. Whilst partner organisations work increasingly within the ICP’s structures, they retain full accountability for service provision and performance.



- 5.7 Our clearly defined, Programme Board infrastructure, will coordinate and drive delivery of the strands of work from all ICP programmes. The infrastructure will allow for a connected dialogue with our 13 Neighbourhoods, which will help to ensure that they are receiving the bespoke support and resources they need, to enable them to do the work required to help improve the system.
- 5.8 Our Programme Boards will also make recommendations through to the ICP Chief Officers and Partnership Leaders' Forum for endorsement, prior to formal decision making by our partner organisations.
- 5.9 It is our intention over the next twelve months, to work with organisational bodies to identify opportunities for decision making powers to be delegated to ICP groups, through a framework of delegation. This will provide groups with authority to progress, at pace, the delivery of the agreed ICP plan and further develop the arrangements for integrating care. This will enable effective and timely joint decision making for service transformation.

System Developments

- 5.10 As an ICP, we are seeking to demarcate between the potential for all our partner organisations (in their current forms), to work together to deliver significant improvements and the planning we need to consider on our journey towards future structural changes, such as becoming an Integrated Care Organisation (ICO). We are currently working to develop and agree key gateways and timescales that will guide our journey to further developing our arrangements for integration. Whilst detailed milestones and actions remain to be determined, two key journeys are intended.

Towards an Integrated Partnership Alliance

Bringing all Pennine £ budgets 'in view' in a phased approach with four key foundations for our Integrated Partnership Alliance:

- **Neighbourhoods**, including primary care networks, to deliver integrated services with democratic and clinical leadership
- **Integrated commissioning** between the CCGs, BwDBC and LCC to bring the Pennine £ 'in view' with pathfinders on delivering the intermediate care strategy and mental health section 117 commissioning

Integrated commissioning for public health and a **prevention investment plan** – a key symbol of our ambition to 'shift left'

- A sector **mental health** delivery model and sustainability of the **urgent care** pathway

Towards Integrated Health

- A **Population Health Management Strategy** maximising health outcomes and shifting resources "left" into community and prevention by reducing demand, but recognising our acute and tertiary services need to be adequately funded
- Integrating our **investment and transformation** governance to enable clinical leadership on demand reduction and service redesign linked to cost effectiveness and efficiency
- An **accountability framework** that enables a focus on the right things and promotes professional accountability for spend and quality
- A **People Strategy** to support transformation, particularly at the interface of hospital, community and primary care
- **Alliance contracting** to maximise provider capability in joining up pathways and improving quality of care
- A consistent **Improvement Methodology** (Vital Signs) to improve patient experience, reduce waste, improve flow and improve a typical day in general practice and neighbourhoods

- 5.11 The Governing Bodies of East Lancashire CCG and Blackburn with Darwen CCG, along with the Board of East Lancashire Hospitals Trust, held an initial Tripartite Board Development session to discuss key priorities, steps and timescales for integration. This work will facilitate the development of a full set of proposals outlining level of ambition and timescales required to move towards more integrated arrangements, including formal delegations. It is likely that this work will be agreed by Governing Bodies/Boards by the end of the year.
- 5.12 Whilst integration between health organisations is a key priority, furthering integrated working with local councils is also critical for the ICP, as we continue to work closely to maximise the benefits of our joint working, to improve outcomes for our residents. Chief and Executive Officers from Blackburn with Darwen, Lancashire County and East Lancashire Districts are members of the ICP leadership team and are working to shape the future direction for the ICP.
- 5.13 Specific intentions relevant to local government partners are identified in our approach to developing an Integrated Partnership Alliance. Specifically these include:
- Bringing all budgets, relevant to Pennine Lancashire, “in view” to ensure we are making best use of our collective resources
 - Building democratic engagement and oversight into our neighbourhood working arrangements
 - Embedding or aligning our social care workforce within our integrated neighbourhood teams
 - Further developing our arrangements for integrated commissioning – particularly around intermediate care, public health and mental health (section 117) arrangements
 - Scoping opportunities for integrated commissioning in relation to children and young people’s health services
 - Maximising local authority delivery capacity to enhance our approaches to prevention, social prescribing, housing and planning for extra care developments

6.0 Next Steps

- 6.1 Following endorsement of the ICP Strategic Narrative and direction of travel by organisational Boards and Governing Bodies, the ICP will move, at pace, to bring forward specific proposals for service change, integrated commissioning and delegated authority, as outline above to support the strategic intentions.
- 6.2 All of these proposals will continue to be developed in partnership with all of the ICPs partners and, where necessary, organisational governance, finance and commissioning leads. Proposals will also be subject to a full impact assessment and prioritisation process, in order to ensure they can deliver maximum benefit to our residents, and further the delivery of the agreed new model of care for Pennine Lancashire.

- 6.3 In line with national planning requirements, it is likely that a strategy and four year delivery plan for the ICP, will be published in Spring 2020, with any supporting documents presented through to organisational bodies, prior to publication.

EXECUTIVE BOARD DECISION



REPORT OF: Executive Member for Digital and Customer Services

LEAD OFFICERS: Director of Digital and Business Change

DATE: 9 January 2020

PORTFOLIO/S AFFECTED: All

WARD/S AFFECTED: All

KEY DECISION: YES NO

SUBJECT: Procurement of Digital Customer Portal

1. EXECUTIVE SUMMARY

This report is to provide an update to the Executive Board on the procurement of the new Digital Customer Portal and to seek approval to award the contract to the successful bidder with the associated financial implications.

2. RECOMMENDATIONS

That the Executive Board;

- Further to the approval of the Capital Programme at Finance Council in February 2019, the Executive Board is asked to approve the reallocation of £850,000 from the earmarked ICT Capital Reserve, to commence the programme of works to replace the Council's current Customer Contact Portal (CCP) with a new Digital Customer Portal (DCP) and progress with phase 1 and 2 of the project.
- Approves the awarding of the contract to the successful bidder.
- Notes the future phases in relation to the programme.

3. BACKGROUND

The Executive Board previously noted the works in relation to the project in the report presented on the 12th September 2019.

The report highlighted that the current CCP acts as a portal to enable customers to access Council services through a series of online forms. These forms allow the customers to request services in the Council via electronic means including in some instances the ability to pay for these for waste management, street cleansing and registrars. The current CCP solution is going 'end of life' leaving the Council with no option but to replace this due to security and support vulnerabilities.

The department undertook soft market testing to look at the maturity of the market in providing a new

solution. Responses were received for both Tactical and Strategic solutions. Due to the mix of responses, it was decided that the procurement would be geared to allow responses from suppliers for both of these solutions.

- Tactical Solution – A solution that could replace the current CCP with the ability to add additional services and enhance current one to provide fully transactional and integrated services.
- Strategic Solution – Would provide the building blocks to allow us to build services into one core platform with the ability to replace additional legacy systems in the Council.

Approval was given from the Service Lead for Contracts and Procurement to progress via the departments recommended strategy for the procurement being an OJEU competitive process with negotiation. This process allows for an initial pre-qualification stage (PQQ) to narrow down the number of suppliers to be invited to bid for the main tender as well as allowing for negotiation phases if the Councils requirements change.

PQQ stage

A total of 23 responses were received from suppliers, these were evaluated by a panel of senior leads representing IT, procurement, Environment, Customer Services, Highways, Environmental Health and Revenues and Benefits. The responses were initially evaluated on pass/fail criteria in relation to exclusion grounds, economic and financial standing, insurance, quality management, audit and information security. The suppliers then responded to 13 questions in relation to their technical and professional ability to provide the services.

Based on their overall scores 5 suppliers were selected to progress to the full tender stage of the process.

Tender stage

The tender documents asked each bidder to respond to over 200 questions regarding their solution split into the following sections;

- Strategic Differentiators – To address the Council’s strategic aims of the project including the likes of partnership, analytics and integration.
- User Stories – To address the needs of the business gathered from speaking to individuals within service areas.
- Non-functional - To address IT, security and project implementation.

Reponses were received from all 5 suppliers who were invited to bid with the scores outlined in the table below;

	Supplier A	Supplier B	Supplier C	Supplier D	Supplier E
Strategic Differentiators	9.00	8.75	10.50	11.00	7.25
User story must have requirements	15.96	13.50	16.98	14.95	15.21
User story other requirements	6.88	5.38	5.18	4.82	6.06
Non-Functional Requirements	5.36	6.09	6.82	5.95	6.21
Price	30.00	14.46	25.80	21.60	23.79
Demonstration of Strategic Differentiators	3.53		2.33		
Demonstration of user friendliness	0.80		0.60		
Total	71.54	48.19	68.22	58.32	58.52

As outlined in the tender documents, following stage 1 evaluation the lead bidder, together with those whose score was within 5% of the lead bid were invited to demonstrate how their product would meet the Council’s strategic differentiators and the user friendliness of the system.

The leading bidder is offering the Council a Tactical solution, the procurement exercise demonstrated that the additional costs that would be incurred for a Strategic solution did not provide the additional benefits to outweigh those costs.

It is therefore recommended to award the contract to Supplier A as they had the highest overall score.

The new DCP will provide a platform for us to continually digitise services across all areas of the Council. The DCP will provide future opportunities to incorporate more and more services, rationalising IT applications and continually reutilising the forms and workflows already developed.

Project Phases

The department is requesting approval to progress with the first two stages of the project as outlined below;

Phase 1 – To replace the current CCP which is going end of life.

This phase will replace the existing CCP with the new DCP including the same functionality which is currently available to Citizens.

- 91 non-integrated forms which are a combination of forms that go through the current CCP for services (such as; environmental health processes, registrars),
- 11 waste processes,
- 8 street cleansing processes,
- 4 accounts processes.

Phase 2 – To move high volume services from Environmental Health and integrate Highways and Street lighting to the DCP

This will create a much better customer experience and reduce lead times as well as free staff up for more value added tasks, including the following key areas;

- **Pest Control** - Better customer experience, payments on line, potential revenue increase as there will be improved lead times due to a decrease in administration work for pest control officers. Local environmental benefits will be achieved as service requests are dealt with more efficiently.
- **Dog Wardens** - Better customer experience, makes it easier for customers to report issues potentially leading to an increase in fixed penalty notices issued.
- **Fly Tipping** - The Fly Tipping gang will be provided with mobile working, making the Fly Tipping team more responsive. Removal of fly tip quicker reducing impact of vermin, and providing a safe and clean environment for our citizens.
- **Taxi Licencing** - A digital end to end on line application process. The ability for taxi drivers to attach their evidences rather than email, saving on staff time in processing emails. There are benefits in multiple service areas in terms processing requests and booking MOTs, better lead times and potential to increase revenue. Because it is a complex licensing process once this process is in place then this forms the baseline for all the other licenses provided by the Council e.g. Alcohol and Gambling related licenses.

- **Selective Licensing** - Ability to provide a Landlord portal so that Landlords can submit evidences and apply for a Selective License as an end to end digital process. Provide the Council with more detailed information about the Landlords and be able to identify areas for concern on behalf of citizens. This in turn will provide a safer and cleaner environment for our citizens.
- **Noise Pollution** - Ability to provide a digital solution for citizens to submit diary and sound files to evidence to report nuisance noise and anti-social behaviour. This in turn will reduce staff administration time and provide a better customer experience.
- **Tip Permits** - This is currently a completely manual process managed by spreadsheet. The DCP will provide the ability to make this a digital process and issue a digital permit. This will reduce fraud, improve customer experience, reduce fly tipping and remove the majority of the staff manual process.
- **Food Hygiene** - Easier to raise complaints about establishments. It will provide a digital process for inspections which is currently fulfilled on paper.
- **Integration with the new Highways system** for Pot Holes, Carriage Way defects, street lighting faults, street furniture etc. A new digital platform for gully and drainage. There are 7 paper applications for Highways that will be integrate with the DCP.

Phase 3 – To move other services from Environmental Health

This Phase will look at moving all the remaining services from Environmental Health into the DCP.

Phase 4 – Will look at other systems and processes

This phase will be focussed on the enhanced development of the DCP further to include services digitally across all our back office systems (e.g, other Council Service case management systems) so that our citizens can interact with the Council Services via one Digital approach, providing a simple and effective interaction with all our services, regardless of the Department processing the work. The potential scope of this phase could replace many current line of business applications.

A separate paper will be produced for approval to proceed for Phase 3 and 4 at a later date including the associated cost/benefit analysis.

4. KEY ISSUES & RISKS

- The Current CCP solution is going end of life leaving the Council no option but to replace it.
- If the system is not replaced then the Council would have to resort to manual processes this would mean an increase in Customer Services and Environmental staff, this is currently estimated at £177k per annum. Revenue received from paid services such as green waste could decrease due to the inconvenience of customers having to phone the Council to book and pay during normal working hours.
- Citizens currently have multiple accounts to access the large array of Council services.
- Not all services are available to Citizens digitally.
- The current system requires manual processing by Council officers at various stages.
- Customer data is disjointed being held in multiple systems.

5. POLICY IMPLICATIONS

The project will enable the Council to harness the opportunities that digital offers to drive improvement across services and customer experience. It will unlock further potential efficiencies within our workforce by giving them the right tools, systems and skills to drive change. Decisions will be increasingly driven by high quality data. By Increasing channel shift for those who can interact digitally with the Council we will free up more face to face or phone contact time for our most vulnerable residents and those who are currently digitally excluded.

6. FINANCIAL IMPLICATIONS

The following initial, minimum annual savings have been identified for phases 1 and 2;

	Phase 1 (£)	Phase 2 (£)
Current system support savings	41,210	
Creating new and integrating forms	11,135	71,273
Channel shift for contact centre	9,505	2,693
	61,850	73,966

The Capital costs are made up of supplier implementation costs, internal BwD Council staff costs, integration costs and a 5% contingency.

The current system support costs are less than those required for the new solution, the remainder of the support costs will be made up by the virement of savings to the department when they are made in phase 1.

It is expected that the real value of savings to the Council will be higher than those quoted in the above table, The project team will work with the Finance Team to identify and quantify these savings which will be dependent on the level of channel shift achieved in each area.

If the system is not replaced then the Council would have to resort to manual processes this would mean an increase in Customer Services and Environmental staff, this is currently estimated at £177k per annum. Revenue received from paid services such as green waste could also decrease due to the inconvenience of customers having to phone the Council to book and pay during normal working hours.

7. LEGAL IMPLICATIONS

The procurement process used complies with the regulations of the Council's Contract and Procurement rules and the Public Contract Regulations 2015.

All contracts and contract variations will be in a form approved by legal officers in the Commissioning and Procurement team.

8. RESOURCE IMPLICATIONS

There is a considerable amount of internal, Council staff resource required to deliver the project as outlined in the table below;

Resource	Number	Years
Project Manager	1	2

Business Analyst	2	2
Business Experts	2	2
Senior Developer	1	2
Developer	1	2
Technical Manager	0.5	2
Operations Analyst	0.5	2

The project team will be responsible for the following areas;

- Digitally reviewing the services
- Re-engineering current work processes
- Migrating data from the current system
- Conducting user research
- Testing the new solution
- Training frontline staff
- Training staff to further develop the platform without the need for costly ongoing consultancy

For the ITM&G staff these will be factored into existing work plans although there is a risk that due to future digital projects staffing could become an issue.

There is also the requirement for two business experts to be seconded onto the project from wider Council teams who will need to be backfilled.

9. EQUALITY AND HEALTH IMPLICATIONS

Please select one of the options below. Where appropriate please include the hyperlink to the EIA.

Option 1 Equality Impact Assessment (EIA) not required – the EIA checklist has been completed.

Option 2 In determining this matter the Executive Member needs to consider the EIA associated with this item in advance of making the decision. *(insert EIA link here)*

Option 3 In determining this matter the Executive Board Members need to consider the EIA associated with this item in advance of making the decision. *(insert EIA attachment)*

10. CONSULTATIONS

Consultations have already taken place with Customer Services, Public Protection, Environment, Highways, and Business Support. The department is planning consultation with Citizens in late January 2020 in relation to customer experience of online services so that any concerns can be fed back into the project to improve their digital journey.

As project progresses further consultation will take place with service users and Citizens.

11. STATEMENT OF COMPLIANCE

The recommendations are made further to advice from the Monitoring Officer and the Section 151 Officer has confirmed that they do not incur unlawful expenditure. They are also compliant with equality legislation and an equality analysis and impact assessment has been considered. The recommendations reflect the core principles of good governance set out in the Council's Code of Corporate Governance.

12. DECLARATION OF INTEREST

All Declarations of Interest of any Executive Member consulted and note of any dispensation granted by the Chief Executive will be recorded in the Summary of Decisions published on the day following the meeting.

VERSION: 1

CONTACT OFFICER: Peter Hughes

DATE: 12/12/2019

BACKGROUND PAPER: Executive Board Decision 12/09/2019 – Replacement of the Councils Customer Contact Portal.

EXECUTIVE BOARD DECISION



REPORT OF:	Executive Member for Growth and Development
LEAD OFFICERS:	Director of Growth and Development
DATE:	9 th January 2020

PORTFOLIO/S AFFECTED:	Growth and Development
WARD/S AFFECTED:	Audley and Queens Park, Blackburn Central, Blackburn South and Lower Darwen, Blackburn South East
KEY DECISION:	YES <input checked="" type="checkbox"/> NO <input type="checkbox"/>

SUBJECT: Growth Deal 3 – South East Blackburn

1. EXECUTIVE SUMMARY

To update on progress made with the Growth Deal 3 South East Blackburn major transport scheme package, to accept main contractor prices and to agree to the application for Full Approval being made to the Lancashire Enterprise Partnership.

2. RECOMMENDATIONS

That the Executive Board:

1. Approves the Full Approval application to the Lancashire Enterprise Partnership
2. Gives approval to accept the main contract tender subject to confirmation of Full Approval acceptance from the Lancashire Enterprise Partnership Board
3. Approves the bringing forward of capital funding into the financial year 2019/20 to front fund statutory undertakers advanced costs
4. Notes that further reporting will be made at appropriate stages within the project's progression
5. Gives approval to the Director of Growth and Development, in consultation with the Executive Member for Growth and Development to make amendments to the Full Approval application, as part of the final Lancashire Enterprise Partnership approval process.

3. BACKGROUND

The wider Pennine Gateways Growth Deal 3 project will deliver key transport infrastructure improvements at three of the main gateways into Blackburn with Darwen off the M65 Motorway at Junctions 4, 5 and 6. Investment at these adjoining gateway locations will extend the concept of the Hyndburn – Burnley – Pendle Growth corridor to the M65 Growth Corridor and will release the potential of a number of adjacent strategic sites to attract and accelerate new development and housing opportunities. Major transport improvements will act as a catalyst for new housing and commercial development, contributing to the delivery of the Council's adopted Local Plan targets for new homes, businesses and jobs.

South East Blackburn is Borough's major growth corridor, with a considerable level of planned future expansion of employment and housing. The corridor provides the main arterial route between Blackburn with Darwen Town Centre and the M65 Junction 5 and a key gateway route to Blackburn Teaching Hospital and the centralised Accident and Emergency department for the

East Lancashire NHS Trust.

The corridor experiences severe congestion, especially during peak hours, and has not seen any significant upgrading since the completion of the M65 motorway in 1997, despite the significant growth in new development along its length. Traffic flows are expected to increase along the corridor in future years, with strong housing growth and economic development planned for South East Blackburn. The link stress analysis indicates that all link sections between the Bee Hive Junction and the Shadsworth Road junction are forecast to be at or above capacity by 2026.

The scheme forms the third and largest package of the “Pennine Gateways” Growth Deal 3 project, with this phase of works delivering:

- Widening of Haslingden Road between Lions Drive and Shadsworth Road to four lanes
- Upgraded Roundabouts at major access points along Haslingden Road including Shadsworth Road and DW Sports
- An upgraded Royal Blackburn Hospital roundabout entrance at Haslingden Road and Old Bank Lane
- The Blackamoor Link Road: including two new junctions at Roman Road and Blackamoor Road plus a stretch of new Highway

The project includes associated sustainable transport improvements for walking and cycling, junction profiling, alignment and infrastructure, associated highway signage, street lighting, drainage, surfacing, lining and soft/hard landscaping.

The project will:

- Improve congestion on the Haslingden Road corridor to / from Royal Blackburn Hospital and M65 Junction 5
- Improve air quality at Blackamoor Junction (which is a designated Air Quality Management Area)
- Facilitate future housing and employment growth in the South East of Blackburn

The improved highway network will be able to cope with the expected increase in traffic and trip generation following the development of associated Local Plan housing and employment site allocations across Blackburn with Darwen.

The South East Blackburn package will support the development of nearly 650 housing units and over 65,000 square metres of employment land and prevent deterioration of air quality at the Air Quality Management Area site at Blackamoor Road. The connectivity between the M65 and Blackburn Town Centre will also be significantly enhanced.

Full scheme details can be found via the Council’s webpage and the information portal for the scheme at <https://www.blackburn.gov.uk/transport-and-travel/transport-and-streets-policies-and-strategies/transport-infrastructure-growth>

4. KEY ISSUES & RISKS

The confirmation of the South East Blackburn project as a prioritised Lancashire Enterprise Partnership major scheme as part of Central Government’s Round Three Growth Deal in January 2017 has allowed the Council to work through the required planning, legal, procurement, design and consultation processes, detailed within the annual Local Transport Plan work programmes approved annually by the Council’s Executive Board. These processes are now closed out and the Council is in a position to apply for Full Approval from the Lancashire Enterprise Partnership to begin delivery of the scheme.

A summary of timescales and milestones for the major scheme are detailed below:

- Scheme confirmed as a Lancashire Enterprise Partnership priority on 31st January 2017 as

part of the Local Growth Fund 3 Announcement from Central Government

- Scheme approved for progression within the annual work programmes of the Council's Local Transport Plan by the 13th April 2017 Executive Board
- 8th March 2018 Executive Board approved further consultation, scheme design and commissioning
- Detailed design of work packages completed and quantified: complete
- Statutory undertakings review and design: complete
- Gateway review to confirm design proposals: complete
- Planning approval: Full Planning approval was granted at the Council's 19th December 2019 Planning Committee meeting
- Procurement exercise via the Council's Civil Engineering and Developer Framework: from 14th October 2010 to 18th November 2019 with confirmation of costs: complete
- Land and property elements agreed: Heads of Terms have been agreed with all land and property owners with contracts in the process of being finalised with Solicitors. All other land is owned by the Council.
- Side Roads Orders: The Council advertised two Side Roads Orders on 14th November 2019 for the statutory six week period. Comments received have been lodged with the Department for Transport's casework team. Once confirmed the Council will be in a position to finalise the orders.
- Traffic Regulation Orders: progressing in parallel with scheme delivery
- Full Approval application: Transport for Lancashire Committee 30th January 2020 and Lancashire Enterprise Partnership Board on 10th February 2020
- Contract award and Mobilisation: 9th March 2020
- Construction: April 2020 until April 2021
- Submission of Evaluation report to LEP: 1 year and 5 years after scheme completion

1. Full Approval Application (Strategic Outline Business Case)

The Executive Board is being asked to approve the application of the project to the Lancashire Enterprise Partnership for Full Approval which involves the submission of Strategic Outline Business Case and related Appendix documentation for the **£11.56m** scheme.

Key Points:

Scheme Cost: The total investment cost is £11.56m, including £1.03m of risk. Growth Deal funding of £9.05m (78%) is requested from the Lancashire Enterprise Partnership to contribute towards the scheme.

Statutory Undertakers: The number of statutory undertakings which need diverting, lowering or protecting to deliver the scheme are considerable, with the scale of BT and Electricity North West particularly prevalent in respect to Haslingden Road widening. The Council is able to take advantage of Statutory Undertakers' New Road and Street Works Act (NRSWA) discounts of 18% when costs are paid up front. The total Statutory Undertakers' costs are £3.314m (including discount) which equates to a total saving of £0.728m.

Planning approval: Full Planning approval was granted at the Council's 19th December 2019 Planning Committee meeting. The project has been designed in a way that it can be delivered on a phased basis.

Professional fees and surveys: Fees relating to the project, in terms of design, commissioning and supervision have been agreed with Capita, as part of the 2017 Highways and Transport services specification part 3 – Scale Fee service.

Funding: The Council will commit to funding £2.51m which is the balance between allocated Growth Deal funding (£9.05m) and the total scheme cost of £11.56m.

Scheme Benefit Cost Ratio: The Economic Case for the scheme is strong, with the analysis presented showing that the scheme has a Benefit to Cost Ratio (BCR) of 3.27, which represents “High” value for money (i.e. BCR is between 2.0 and 4.0). Key benefits have been monetised in terms of congestion, journey reliability, value added from housing growth, improving air quality and road safety.

GVA Benefits: The scheme is forecast to generate £226.5m of net Gross Value Added (GVA) benefits the local economy by 2035, arising from transport benefits and the “opening-up” of developments sites adjacent to the new link road and in the vicinity, which otherwise would not be developed.

Programme: It is intended that the works will commence in April 2020 and be complete by April 2021.

2. Acceptance of Main Contractor tender

The Executive Board is being asked to approve the acceptance of the Main Contractor tender to deliver the South East Blackburn scheme following a detailed tender evaluation exercise. The Council will not be in a position to formally appoint the Main Contractor until the Lancashire Enterprise Partnership Board confirms Full Approval at its meeting on the 10th February 2020.

The procurement exercise ran from 14th October 2019 until 18th November 2019 via the Council’s Civil Engineering and Developer Framework. Three tenders were received by the Council to deliver the scheme and were evaluated according to 70 / 30 price / quality split by an appointed evaluation panel.

Quality questions were split and answers had to be detailed in relation to the following areas:

- A description of the approach to this contract and the methodology to be employed
- Outline programme and the contractor’s approach to co-ordinating the project
- Management of Health and Safety in relation to delivery of the project package

The framework also has a particular focus in relation to a number of outcomes and commitments including the creation of new jobs and traineeships in the local economy, a percentage of main contract spend within the supply chain, and support for third sector organisations.

Three tenders were received from the following Civil Engineering Framework contractors:

- Casey Group Limited
- Eric Wright Group Limited (Civil Engineering)
- I&H Brown Limited

The Casey Group Limited scored highest in the combined quality / price assessment, and are therefore recommended as the preferred contractor to deliver the major scheme package.

Main contract works will be carried under terms and conditions of the Engineering and Construction Contract (ECC), Third Edition (NEC3) published in June 2005 (with amendments June 2006) by the Institution of Civil Engineers, using Option B priced contract with Bill of Quantities.

Summary of works:

- Main contract: Widening of Haslingden Road between Lions Drive and Shadsworth Road plus creation of the new Blackmoor Road Link Road, including junction improvements and safety measures, landscaping and highways resurfacing
- Highways construction tender price
- Land and property
- Statutory undertaker diversions
- Scheme preparation, design and survey

- Scheme supervision
- Preferred contractor: Casey Group Limited

The total confirmed cost is to be funded as follows:

- Growth Deal 3 (LEP): £9.05m (78%)
- BwDBC Local Contribution: £2.51m (22%)
- Total Funding £11.56m

Further information on funding profiling can be found within the Financial Implications section of this report in Section 6.

5. POLICY IMPLICATIONS

The scheme underpins a number of strategic employment and housing sites within Blackburn with Darwen, and will upgrade associated highways and transport infrastructure which link Blackburn Town Centre, Blackburn's Employment Zones at Shadsworth, Haslingden Road and Blackamoor in addition to improving wider connectivity to the M6/M65/M66 motorways.

Scheme outcomes include improvements to road safety, congestion and air quality. The project will also deliver associated sustainable transport improvements for walking and cycling.

There are a number of sites adjacent to the South East Blackburn project which have been identified for development within the Council's Adopted Local Plan which include the following:

Employment sites:

- Site 13/6 Evolution Park, Shadsworth Road, Blackburn
- Site 13/7 Plot C, Shadsworth Business Park, Blackburn
- Site 13/8 Waterside Employment Site, Haslingden Road, Blackburn
- Site 13/9 Premier Way, Walker Park, Blackburn

Housing sites:

- Site 16/7 Haslingden Road development site (South East Blackburn)
- Site 16/8 Blackamoor Road development site (South East Blackburn)
- Site 16/11 Johnson Road development site

Development opportunity sites:

- Site 28/6 Fishmoor Drive development site (South East Blackburn)

Furthermore, the line of the Blackamoor Link Road has been identified within the Council's Local Plan Part 2 within Policy 45 "Major Road Schemes" as one of five major road schemes defined.

Details on the Local Plan can be accessed via the following weblink:

<https://www.blackburn.gov.uk/planning/planning-policies-strategies-and-guides/local-plan-part-2>

Progression of the Growth Deal 3 South East Blackburn major scheme is essential to deliver the Council's corporate agendas to support economic growth, housing delivery and to facilitate sustainable regeneration.

6. FINANCIAL IMPLICATIONS

The scheme's total value stands at £11.56m which includes a risk layer of £1.03m following scheme tendering and a reduction in the quantified risk layer and the removal of optimism bias. Works will be carried out and grant claimed back from the Lancashire Enterprise Partnership

quarterly on a defrayed basis. Any cost overruns will be met by the Council from the Local Transport Plan in future years.

The breakdown of funding is as follows and runs between 2018/19, 2019/20 and 2020/21:

- £9.05m Local Growth Deal – LEP (78%)
- £2.51m Blackburn with Darwen Borough Council Local Transport Plan (22%)
- Total Funding £11.56m

The project will not be given “Full Approval” until 10th February 2020, and there will be a further period where Grant Funding Agreements are agreed with the Lancashire Enterprise Partnership, which will take the draw-down of LEP funding into 2020/21. It is therefore requested to re-profile the LEP Growth Deal funding element totalling £2.865m into 2019/20. This will enable the Council to take advantage of Statutory Undertakers’ New Road and Street Works Act (NRSWA) discounts of 18% when costs are paid up front. Given that the total Statutory Undertakers’ costs are £3.314m (including discount), this equates to a total saving of £0.728m.

There will also be a requirement to bring forward LTP funding of £0.715m from 2021/22 into 2020/21 to enable the 100% draw down of LEP Growth Deal funding by March 2021.

Funding profile:

	2018/19	2019/20	2020/21	2021/22	Total
LEP Growth Deal	£0.125m ¹	£2.74m ¹	£6.185m	£0m	£9.05m
BwDBC LTP	£0.035m	£0.76m	£1m	£0.715m ²	£2.51m
Total	£0.160m	£3.5m	£7.185m	£0.715m	£11.56m

Notes:

- ¹LEP Growth Deal funding in 2018/19 and 2019/20 totalling £2.865m to be front funded by Council Capital in 2019/20, to be replaced by Growth Deal post Full Approval.
- ²2021/22 BwDBC LTP totalling £0.715m to be brought into 2020/21 funded by Council Capital, to be replaced by LTP post April 2021.

Developer Contributions are being sought through the planning system for adjacent housing developments via Section 106 of the Town and Country Planning Act 1990, and are being requested towards the provision of off-site highways works in the vicinity which will complement the major scheme.

7. LEGAL IMPLICATIONS

All packages of work within the Growth Deal 3 – South East Blackburn major scheme will be designed and implemented in accordance with relevant highway, transport and traffic legislation; and has been procured in accordance with the Council’s constitution and; where relevant, European directives; and grant conditions.

The Council advertised two Side Roads Orders on 14th November 2019 for the statutory six week period. A Side Roads Order is a statutory order in the UK which authorises a highway authority to make alterations to roads either by stopping up, diverting, improving, stopping up and replacing private accesses affected. It is defined by section 14 of the Highways Act 1980. Comments received have been lodged with the Department for Transport’s casework team. Once confirmed the Council will be in a position to finalise the orders.

The Council’s legal section will be involved in progressing the statutory elements of the project i.e. Traffic Regulation Orders, which will commence post Full Approval to co-incide with implementation.

Officer time in delivering the Growth Deal 3 – South East Blackburn major scheme will be considerable but will be undertaken using existing resources and through established non-core fee protocols using funding as detailed within this report.

The delivery of new infrastructure in the Borough will upgrade and renew junctions, lengths of highway and highways assets, some of which are time expired. Maintenance of new infrastructure and associated street furniture i.e. street lighting and landscaping will be funded using existing resources and revenue streams.

9. EQUALITY AND HEALTH IMPLICATIONS

Please select one of the options below. Where appropriate please include the hyperlink to the EIA.

Option 1 Equality Impact Assessment (EIA) not required – the EIA checklist has been completed.

Option 2 In determining this matter the Executive Member needs to consider the EIA associated with this item in advance of making the decision. *(insert EIA link here)*

Option 3 In determining this matter the Executive Board Members need to consider the EIA associated with this item in advance of making the decision. *(insert EIA attachment)*

10. CONSULTATIONS

Two information events for residents and businesses took place at Evolution Park on Tuesday 29th January 2019 and at St James' Church, Lower Darwen on Thursday 7th February 2019.

Approximately 300 people took the time to attend the events to speak to representatives from the Council, which has helped to inform and shape the scheme put forward for delivery in 2020/21.

The Council has responded to a number of equality issues arising from the consultation exercises carried out. These include the following:

- Retaining parking outside “Fancy Row” properties on Haslingden Road and not progressing with new parking areas at the back of the row
- Extending solid islands to facilitate easier pedestrian crossing movements across Haslingden Road
- Creating additional parking at the front of Roman Road “cottage” properties south of Newfield Drive with a new lay-by area
- Ensuring access to/from future Blackamoor development sites will be from the new Blackamoor Link Road only

The issue of road safety and children / pedestrians crossing widened and new highways has been looked at in detail by the Council and the design team. Formal crossing provision will be explored as part of the proposed housing development on allocated land opposite Royal Blackburn Hospital, at the Pankhurst Close end of the housing estate, serving Haslingden Road bus stops and accommodating desire lines between housing and Royal Blackburn Hospital. Extended pedestrian refuge areas are planned around the roundabouts at Royal Blackburn Hospital, Shadsworth Road and the DW entrance on Haslingden Road.

Pedestrian facilities will be significantly improved at the Roman Road / Blackamoor Road junction, which currently has no pedestrian phases, and is in close proximity to Lower Darwen St James Primary School.

Equality issues for all users of the highway have been considered throughout the design and consultation process, and it has been concluded that the activity does not impact negatively on any of the protected characteristics as stated within the Equality Act (2010).

A “you said, we did” style document was produced following the events and has been updated a number of times following further representations and suggestions from businesses and residents. This confirms the Council’s responses to concerns, and details out changes made within the scheme’s design.

The document can view viewed and downloaded via the Growth Deal information portal at <https://www.blackburn.gov.uk/transport-and-travel/transport-and-streets-policies-and-strategies/transport-infrastructure-growth>

The document has also been submitted to the Lancashire Enterprise Partnership as an appendix to the Full Approval application.

Further statutory consultations have been undertaken in respect to the scheme’s planning approval, which was granted “Full Planning” at the Council’s 19th December 2019 Planning Committee meeting. A letter drop (totalling 400 letters) to adjacent properties was undertaken in advance of the planning submission in October 2019, which was followed by two further letter drops informing residents and businesses that the planning application was “live”.

As part of the submission for Full Approval and in line with the LEP assurance framework, a Communications Strategy and Action Plan has been developed and proposes the following:

- Leaflet drops to adjacent properties before works commence
- An information portal on the Council’s website to keep residents and businesses up to date
- Ongoing information releases to Elected Members and the Member of Parliament
- Social Media releases throughout the scheme’s delivery phase via the “BwD Roads” Facebook account.

Given the strategic importance of the Haslingden Road corridor in relation to the major Accident and Emergency Hospital for the East Lancashire sub-region and a number of major businesses, it is critical that the Council communicates progress and potential disruption clearly. The Council will work closely with the main contractor to ensure the quality and frequency of this information.

11. STATEMENT OF COMPLIANCE

The recommendations are made further to advice from the Monitoring Officer and the Section 151 Officer has confirmed that they do not incur unlawful expenditure. They are also compliant with equality legislation and an equality analysis and impact assessment has been considered. The recommendations reflect the core principles of good governance set out in the Council’s Code of Corporate Governance.

12. DECLARATION OF INTEREST

All Declarations of Interest of any Executive Member consulted and note of any dispensation granted by the Chief Executive will be recorded in the Summary of Decisions published on the day following the meeting.

VERSION:	0.01
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CONTACT OFFICER:	Mike Cliffe, Strategic Transport Manager, ext 5310
DATE:	4 th December 2019
BACKGROUND PAPER:	Executive Board paper dated 8 th March 2018: "Growth Deal 3 – Pennine Gateways Project update"



Page 38

- NOTES:**
1. THIS DRAWING IS TO BE READ IN CONJUNCTION WITH ALL OTHER RELEVANT DRAWINGS, ANY DISCREPANCIES, ERRORS OR OMISSIONS TO BE BROUGHT TO THE ATTENTION OF CAPITA.
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 4. ALL WORKS TO BE IN ACCORDANCE WITH THE SPECIFICATION FOR HIGHWAYS WORKS (SHW).
 5. THIS DRAWING IS FOR GENERAL OUTLINE ILLUSTRATIVE PURPOSES ONLY AND SHALL NOT BE USED FOR CONSTRUCTION PURPOSES.

- KEY:**
- RED LINE BOUNDARY
 - CARRIAGEWAY
 - FOOTWAY
 - TRAFFIC ISLAND
 - SOFT VERGE/ LANDSCAPING
 - POND (SUBJECT TO FINAL DESIGN)
 - POST AND 4 RAIL FENCE
 - RETAINING WALL
 - ◇ FIELD GATE
 - LIGHTING COLUMN
 - ⊕ TRAFFIC SIGNAL
 - ◇ CROSSING PUSH BUTTON
 - SIGN
 - BOLLARD

Rev	Drawn	Chk'd	App'd	Description	Date
P01	MMV	DJL	APN	ISSUED FOR INFORMATION	7-Nov-19

Purpose of Issue
ISSUED FOR INFORMATION

Classification
COMMERCIAL IN CONFIDENCE

Client
**BLACKBURN WITH DARWEN B.C
TOWN HALL
BLACKBURN, BB1 7DY**

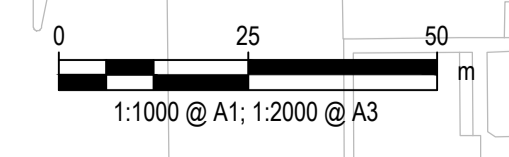
Project
**GROWTH DEAL 3
SOUTH EAST BLACKBURN
BLACKAMoor ROAD**

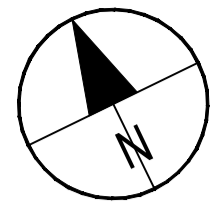
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**GENERAL ARRANGEMENT
SHEET 1 OF 1**

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1:1000	MMV	DJL	APN
Project No.	Date		
CS097547	07-NOV-19		

Drawing Identifier
Project - Originator - Zone - Level - File Type - Role - Number
CS097547-CAP-HGN-01-DR-C-0121 P01

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Project
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SOUTH EAST BLACKBURN
HASLINGDEN ROAD**

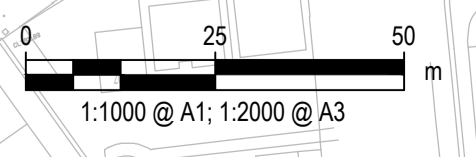
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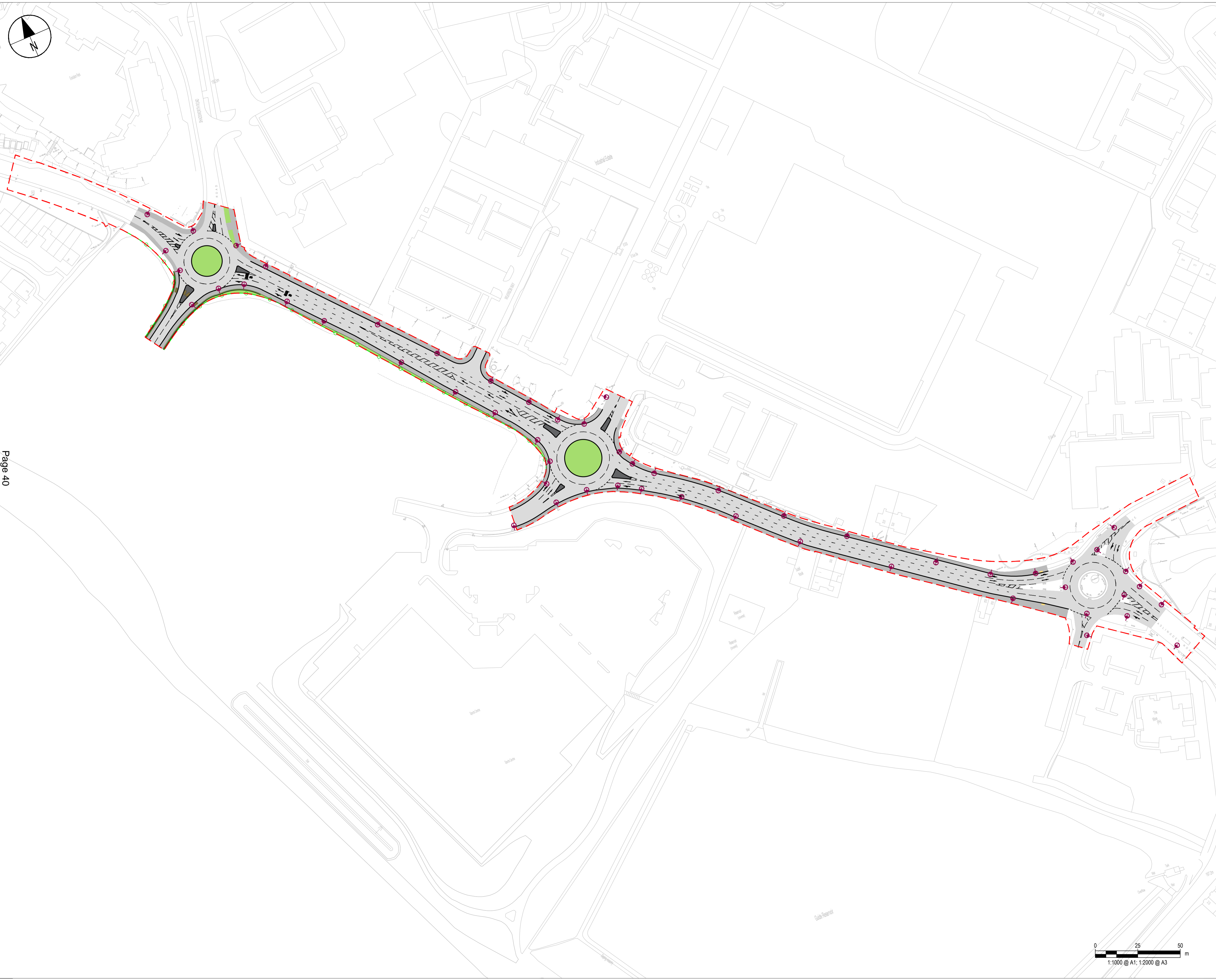
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Project No.	Date
CS094960	07-NOV-19

Drawing Identifier	BS1192 Compliant
Project - Originator - Zone - Level - File Type - Role - Number CS094960-CAP-HGN-01-DR-C-0121	revision P01

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Client
**BLACKBURN WITH DARWEN B.C
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 BLACKBURN, BB1 7DY**

Project
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 SOUTH EAST BLACKBURN
 HASLINGDEN ROAD**

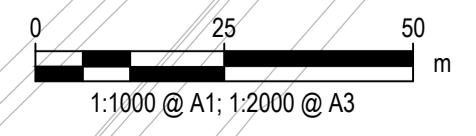
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 SHEET 2 OF 2**

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Project No.	Date
CS094960	07-NOV-19

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EXECUTIVE BOARD DECISION



REPORT OF: Executive Member for Growth and Development

LEAD OFFICERS: Director of Growth and Development

DATE: 9 January 2020

PORTFOLIO/S AFFECTED: Growth and Development

WARD/S AFFECTED: Darwen East /Darwen South/Darwen West/West Pennine

KEY DECISION: YES NO

SUBJECT: Darwen Town Fund Update

1. EXECUTIVE SUMMARY

The purpose of this report is provide an update on preparations regarding Government's invitation to the Council to develop and submit a Towns Fund Investment Plan to help secure a Town Deal for Darwen.

Darwen is one of 101 places in England invited by Government to prepare an Investment Plan for submission by Summer 2020, as part of the new national Towns Fund programme. Government has published initial guidance, with further and more detailed advice expected in early 2020 on funding eligibility, capital/revenue mix, programme timescales and wider business-case requirements.

This report sets out the Council's proposed approach to forming a Darwen Deal Board, as required by Government, and in developing a robust Darwen Investment Plan, including engagement activities with residents and businesses.

The report also references the need for Government to extend the geographical area in scope, as the proposed Towns Fund boundary for Darwen fails to recognise key opportunities, connections and communities relevant to developing a comprehensive place-focused Investment Plan.

2. RECOMMENDATIONS

That the Executive Board:

1. Notes the contents of this report;
2. Agree the proposed membership of the Council's advisory Darwen Deal Board, as outlined in section 2 of this report;
3. Authorise the Chief Executive and Director of HR, Legal and Governance, in conjunction with the Executive Member for Growth and Development, to finalise and publish by 31 January 2020 the governance arrangements and terms of reference of the Council's advisory Darwen Deal Board, as outlined in section 2 of this report;
4. Though noting the proposed Towns Fund boundary for Darwen, request the Chief Executive and Director of Growth and Development to engage with Government to extend the proposed

geographical scope to include linked opportunities and established connections within and between Lower Darwen, Huddlesden and Edgworth; and

5. Request the Director of Growth and Development and Chair of the Darwen Deal Board to present the draft Darwen Investment Plan, for consideration and approval at a future meeting of the Executive Board, and to provide progress updates as required.

3. BACKGROUND

1. Context

In early November 2019, the Towns Fund Prospectus identified an initial wave of 101 places invited by Government to develop proposals for a Town Deal, as part of the £3.6bn Towns Fund. Darwen is included in the first wave, though it is not clear how Government identified the initial 101 places. We await further information regarding the inclusion of Blackburn in the next wave of Town Deals.

Government guidance requires the Darwen Town Deal to be directed and supported by the Council, with an advisory Darwen Deal Board, which is private sector led, supporting the Council on the development of a Darwen Investment Plan. Both the Council and the Board must agree the Investment Plan.

The Towns Fund is designed to provide the core public funding in Town Deals agreed with Government. Further Government guidance is due in early 2020, given available information is largely silent on funding eligibility criteria with programme timescales unclear as well as the capital and revenue funding mix that may be available. The current guidance is also unclear on any local match funding and resource alignment requirements and Government's expected outcome measures / targets.

The principle objective of the Government's Towns Fund is to drive the economic regeneration of towns to deliver long-term economic and productivity growth by:

- *Regeneration* - creating places where people and businesses want to live and prosper; delivering new economic and housing development opportunities; and improving economic assets, including the local cultural infrastructure.
- *Skills and Enterprise Infrastructure* – driving private sector investment, addressing skills demands and supporting SME development.
- *Connectivity* – developing local transport schemes that complement regional and national networks as well as improving digital connectivity.

Government has indicated individual Town Deals could potentially secure up to £25M in new Towns Fund support, though this will be dependent of the quality of the submitted Investment Plan and supporting business case. There may be opportunities to secure additional public funding from other Government initiatives to support the delivery of priorities within an agreed Investment Plan. Subject to further guidance, Town Deal Investment Plans need to be with Government for consideration by Summer 2020.

2. Darwen Town Deal Board

As referenced above, Government guidance requires the lead Council to have in place an advisory Town Deal Board, which is private sector led, to develop an agreed Investment Plan that will provide the framework to secure Towns Funds, as part of a Town Deal.

To this end, it is proposed the Council establishes a Darwen Deal Board to support the development of an agreed Darwen Investment Plan with prioritised, evidence-based growth and regeneration

interventions.

The Council currently benefits from the advice provided by the Darwen Town Centre Partnership. It is proposed this Partnership continues with its important work and its Chair invited to be a member of the new Darwen Deal Board to ensure the views of town centre stakeholders are fully embedded and aligned with the wider work of the Board.

Government guidance also requires representatives from local government to be members of the Town Deal Board. It is proposed the Executive Member for Growth and Development fulfils this role for the Council with membership also extended to the Chair of Darwen Town Council. Given the leadership role of the Council, the Executive Member for Growth and Development will perform the role of Vice Chair of the Darwen Deal Board.

A private sector leader must lead the Darwen Deal Board. It is proposed Wayne Wild, Managing Director of WEC Ltd, be invited to Chair the Darwen Deal Board. Wayne is a transformational business leader of a growing, high-performing engineering company that is committed to Darwen with major investment plans and a commitment to workforce development.

The proposed Board membership aims to identify public, business and community leaders with a commitment to Darwen and a record of achievement, mindful of the need to establish a Board that can work at pace and is fit for purpose. Membership composition will change over time to include new (or replacement) expertise and stakeholder representation. It is therefore proposed the Darwen Deal Board, in consultation with the Council, review whether any membership changes are needed once the Board has had the opportunity to consider its capacity and capability.

The proposed membership of the Darwen Deal Board is set out below:

Wayne Wild, Managing Director, WEC Ltd (Chair of Darwen Deal Board)
Cllr Phil Riley, Executive Member for Growth and Development, Blackburn with Darwen Borough Council (Vice Chair of Darwen Deal Board)
Cllr John East, Leader of Darwen Town Council
John Sturgess, Chair of the Darwen Town Centre Partnership
Gary Aspden, Darwen resident, global brand and design consultant, Adidas
Miranda Barker, Chief Executive of East Lancs Chamber and LEP Board Director
John Wilkinson, Regional Director, Suez Recycling and Recovery UK
Janet Pearce, Chair of Keep Darwen Tidy
Glenda Brindle, Chair of Aldridge Academy
Dr Fazal Dad, Principal, Blackburn College
Steve Waggot, Chief Executive, Blackburn Rovers

It is proposed Jake Berry MP is invited to attend meetings as an observer to the Board.

The Council would be responsible for servicing and supporting the governance and work programme of the Board. Governance and meeting arrangements would conform to local government standards with Board members observing the Nolan Principles of Public Life and committing to an agreed code of conduct.

Subject to Executive Board approval, the Chief Executive and Director of HR, Legal and Governance, in conjunction with the Executive Member for Growth and Development, will finalise and publish the governance arrangements and terms of reference of the Board by the Government's deadline of 31 January.

3. Darwen Investment Plan

Darwen has been the primary focus for major Council investment with a range of new facilities and services delivered in recent years. The Council has also invested in new public realm (including the Market Square) and infrastructure initiatives to encourage employment and housing growth in Darwen. The Council has secured significant levels of competitive growth funding from the Lancashire Enterprise Partnership, through our Darwen East Development Corridor initiative, and leveraged the investment plans of others such as Network Rail to improve the rail infrastructure linking Darwen with Greater Manchester.

The Council's growth strategy is clearly accelerating new development opportunities in Darwen and encouraging significant private investment in the area. However, we are currently developing a new Local Plan and Local Transport Plan, and with the most recent Darwen Town Centre Plan having now served its purpose, it is timely to develop and bring forward a new growth-focused Investment Plan that is consistent with Government's Towns Fund guidance.

The Darwen Deal Board will be responsible for driving this piece of work. At this stage, we envisage the Council, in conjunction with the Board, will prepare an evidence-based Investment Plan that addresses local opportunities and needs with extensive engagement with residents and businesses on shaping key priorities for action.

Building on existing and emerging growth opportunities and needs, early work will look to focus on delivering:

- *A Town Centre Renewal Investment Programme* with opportunities to re-develop Darwen Town/Market Hall, establish a Business Growth Zone to strengthen the current offer and attract new occupiers, with encouragement to create new town centre living opportunities.
- *Darwen Energy Cluster*, given opportunities to deliver major new private investment in energy production and related services in Lower Darwen and potential to deliver a local heating system for residents and businesses, which could contribute to the ambition to make Darwen one of the UK's first zero carbon towns.
- *A Greener Darwen Programme* with investment in tree planting on the moors to support key flood attenuation and drainage priorities, an improved network of public rights of way, improved local parks, opportunities to strengthen links to the Northern Forest and West Pennine Moors initiatives, with better alignment with the investment plans of the United Utilities and others.
- *A Cultural Icons and Creativity Programme* with investment in key assets and events which define and re-inforce the area's sense of pride and place to residents and visitors alike - including the Market Square, Darwen Library and Theatre, Darwen Tower, Darwen AFC, the Barlow, Turton Tower and Darwen Live, with programming to release the creative potential of the young.
- *A Connected Town and Communities Investment Programme* with opportunities to improve pedestrian movement in the town centre, deliver more EV charge points and modernised car-parking provision, with highway infrastructure improvements linking Darwen with the M65 and strategic network connections with Greater Manchester, and improved fibre broadband for a significant number of residential and business premises with weak/no connectivity.
- *A Future First Programme* focused on the area's manufacturing sector to both leverage and incentivise SME investment in innovation and skills to create the local workforce of the future now and take advantage of new market opportunities in the UK and globally. Digital skills needs will be addressed to enable businesses, schools and individuals to compete for the opportunities created by *Industry 4.0* with apprenticeship routes better aligned to economic demands and actions to lift the career ambitions of young people.

To promote the new Towns Fund, Government has created a *My Town* page on social media for members of the public to post their views. With regard to Darwen, early comments have focused on improving green spaces, more activities and arts provision for young people, and generating more economic value from the heritage of the town centre. More detailed public engagement will enable the Council and Board to better understand and test local priorities, with further Government guidance clarifying which opportunities are eligible for support from the Towns Fund.

The Darwen Investment Plan will be developed at pace, with key checkpoints, to produce an agreed Investment Plan by Summer at the very latest.

The Council will play a central role in supporting and developing the Investment Plan. The Council and Board will also deploy Government capacity funding of £160K made available to the Council to establish the Board and support the development, engagement and detailed business-case work required to produce a robust Investment Plan. The Council will be responsible for procuring specialist consultancy support as required.

The Council will also play a primary role in ensuring other key public sector partners priorities and resource planning align with the agreed Investment Plan.

We will continue to engage with the Lancashire Enterprise Partnership to ensure emerging strategic frameworks, including the Local Industrial Strategy and refreshed Strategic Economic Plan, align with the ambitions and priorities of the Darwen Investment Plan.

4. Darwen Town Deal Boundary

Government guidance proposes to use the *Built Up Area Sub Divisions* methodology developed by the Office of National Statistics (ONS) to define the area boundaries of Town Deals. The proposed boundary for Darwen is enclosed at Annex 1.

The proposed Government boundary is too tightly bound, though there is the opportunity to request a boundary change. It is proposed the Council works with Government to enlarge the proposed boundary to include Lower Darwen, Hoddlesden and Edgworth. This revised boundary will enable the Darwen Deal Board to bring forward growth, connectivity and community interventions linked with and co-dependent on the originally defined area.

The slightly enlarged geography increases the resident population in scope to 32,300, an increase of less than 5,000. Darwen would still be one of the smallest wave one Town Deal areas.

We propose the use of ONS *Lower Super Output Areas* to provide a geography that produces an area with coterminous boundaries. Without enlargement, the proposed Towns Fund boundary for Darwen would fail to recognise key opportunities, connections and communities relevant to developing a comprehensive place-focused Investment Plan. The revised proposed Town Deal boundary is enclosed at Annex 2.

4. KEY ISSUES & RISKS

Key factors such as funding eligibility criteria, programme timescales, and any match-funding requirements are unknown at this time. However, further Government guidance is expected to address outstanding information gaps. The likelihood and timeline regarding a Blackburn Town Deal are unknown at this point.

5. POLICY IMPLICATIONS

The emerging proposals within this report are fully consistent with the objectives of the Council's Corporate Plan.

6. FINANCIAL IMPLICATIONS

There are no direct financial implications, at this stage. Government has made a S31 payment of £160K to the Council to support the costs of developing the Darwen Deal Board and Darwen Investment Plan. A further report will be submitted to Executive Board for consideration and approval if a key Council funding decision is required.

7. LEGAL IMPLICATIONS

The Town Funds Prospectus (November 2019) issued by MHCLG provides guidance on developing Investment Plan proposals. The Prospectus also provides guidance on Town Deal Boards, its function, role and composition. BwD would be the "Lead Council", required to develop a Town Deal Board by the end of January 2020 and produce a Town Investment Plan by Summer 2020. BwD would also need to develop and publish the governance and decision-making structures for the Town Deal Board, in accordance with guidance provided in the Prospectus. As the Lead Council, BwD is also likely to be the accountable body in respect of any Government funding received and therefore be required to ensure compliance with any conditions.

8. RESOURCE IMPLICATIONS

There are no direct resource implications, at this stage. Further Government guidance should clarify any match-funding and service alignment requirements. A further report will be submitted to Executive Board for consideration and approval if a key resourcing decision is required.

9. EQUALITY AND HEALTH IMPLICATIONS

Please select one of the options below. Where appropriate please include the hyperlink to the EIA.

Option 1 Equality Impact Assessment (EIA) not required – the EIA checklist has been completed.

Option 2 In determining this matter the Executive Member needs to consider the EIA associated with this item in advance of making the decision. (*insert EIA link here*)

Option 3 In determining this matter the Executive Board Members need to consider the EIA associated with this item in advance of making the decision. (*insert EIA attachment*)

10. CONSULTATIONS

N / A

11. STATEMENT OF COMPLIANCE

The recommendations are made further to advice from the Monitoring Officer and the Section 151 Officer has confirmed that they do not incur unlawful expenditure. They are also compliant with equality legislation and an equality analysis and impact assessment has been considered. The recommendations reflect the core principles of good governance set out in the Council's Code of Corporate Governance.

12. DECLARATION OF INTEREST

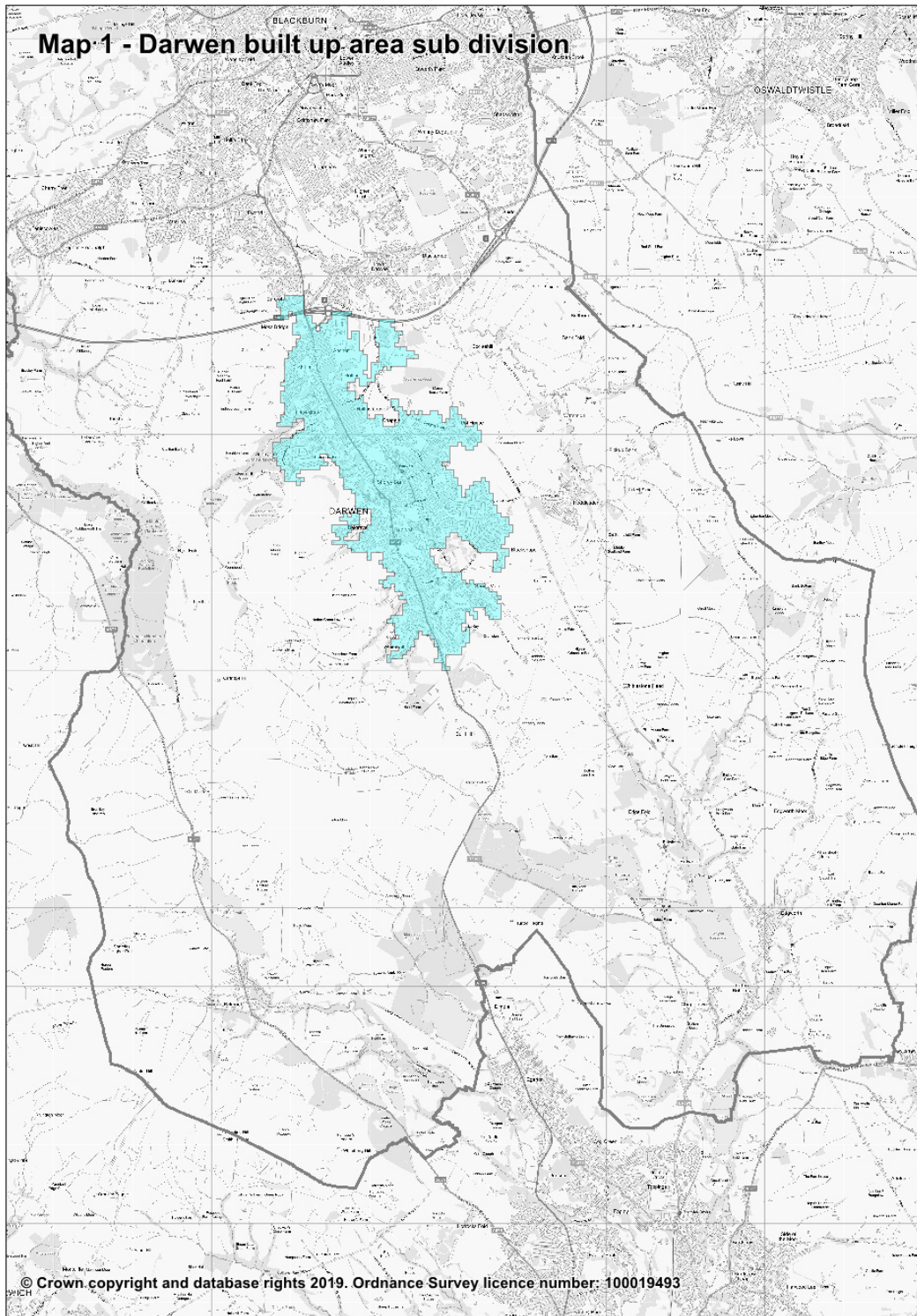
All Declarations of Interest of any Executive Member consulted and note of any dispensation granted by the Chief Executive will be recorded in the Summary of Decisions published on the day following the meeting.

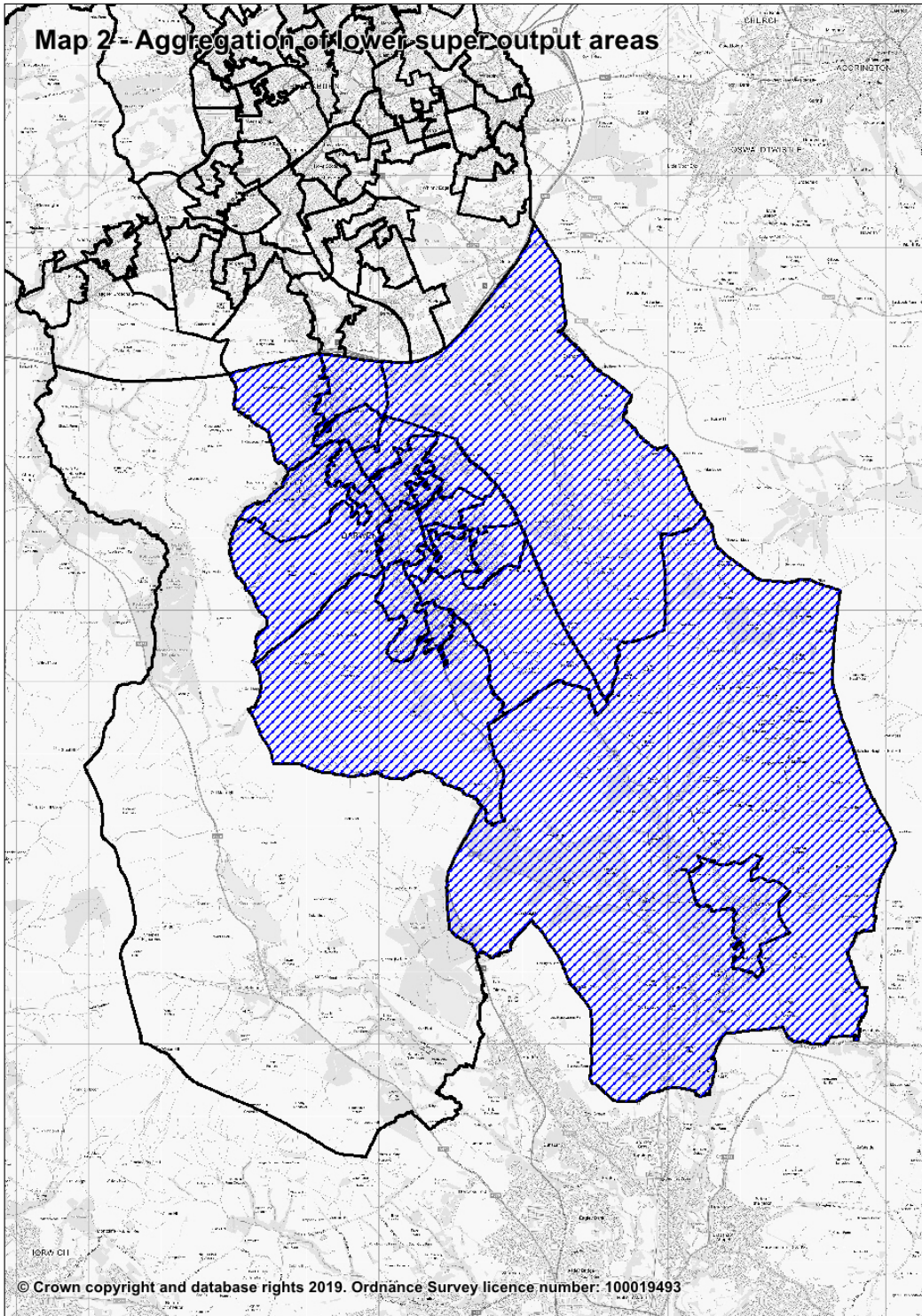
VERSION:	1
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CONTACT OFFICER:	Martin Kelly
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DATE:	13 November 2019
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BACKGROUND PAPER:	
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EXECUTIVE BOARD DECISION



REPORT OF: Executive Member for Finance and Governance,

LEAD OFFICERS: Director of Finance & Customer Services,

DATE: Thursday, 9th January 2020

PORTFOLIO(S) AFFECTED: Growth and Development

WARD/S AFFECTED: Bastwell and Daisyfield;

KEY DECISION: Y

SUBJECT:

Disposal of Brookhouse Business Centre, Blackburn

1. EXECUTIVE SUMMARY

The Council owns a number of commercial investment estates across the Borough. As part of the ongoing strategic review of Council assets, this particular investment has been identified as one where realising a capital receipt would better serve the Council than continuing with ongoing resource intensive management to receive a rental income stream. It is recommended, therefore, that the Council dispose of the premises by way of auction.

2. RECOMMENDATIONS

That the Executive Board approves the disposal by auction of land and buildings referred to in this report on the terms recommended.

3. BACKGROUND

The estate currently has six occupational tenants. Over the years the estate has proved resource intensive to manage. Whilst the estate generally attracts local businesses it has not normally been of particular appeal to users from the wider Borough and region. Now is believed a suitable time to dispose of the property for the Council to realise a capital receipt and focus its resources on estates which are better at promoting inward investment type users and employment creation.

4. KEY ISSUES & RISKS

Demand is anticipated from local business and investors, the property being in an established location of steady demand in normal market conditions.

5. POLICY IMPLICATIONS

The disposal method accords with the Council's approved policy for disposal.

6. FINANCIAL IMPLICATIONS

The Council will receive a capital receipt but lose the opportunity to realise any annual rent.

7. LEGAL IMPLICATIONS

The reasoning and consideration as to the Council's disposal policy has been discussed elsewhere. Under S.123 of the Local Government Act 1972 the Council is obliged to obtain best consideration reasonably obtainable.

8. RESOURCE IMPLICATIONS

Legal and surveyor resources are required to complete the transaction.

9. EQUALITY AND HEALTH IMPLICATIONS

Please select one of the options below.

Option 1 Equality Impact Assessment (EIA) not required – the EIA checklist has been completed.

Option 2 In determining this matter the Executive Member needs to consider the EIA associated with this item in advance of making the decision.

Option 3 In determining this matter the Executive Board Members need to consider the EIA associated with this item in advance of making the decision.

10. CONSULTATIONS

The proposal has been subject to consultations between Council Officers and relevant Executive Members.

11. STATEMENT OF COMPLIANCE

The recommendations are made further to advice from the Monitoring Officer and the Section 151 Officer has confirmed that they do not incur unlawful expenditure. They are also compliant with equality legislation and an equality analysis and impact assessment has been considered. The recommendations reflect the core principles of good governance set out in the Council's Code of Corporate Governance.

12. DECLARATION OF INTEREST

All Declarations of Interest of any Executive Member consulted and note of any dispensation granted by the Chief Executive will be recorded in the Summary of Decisions published on the day following the meeting.

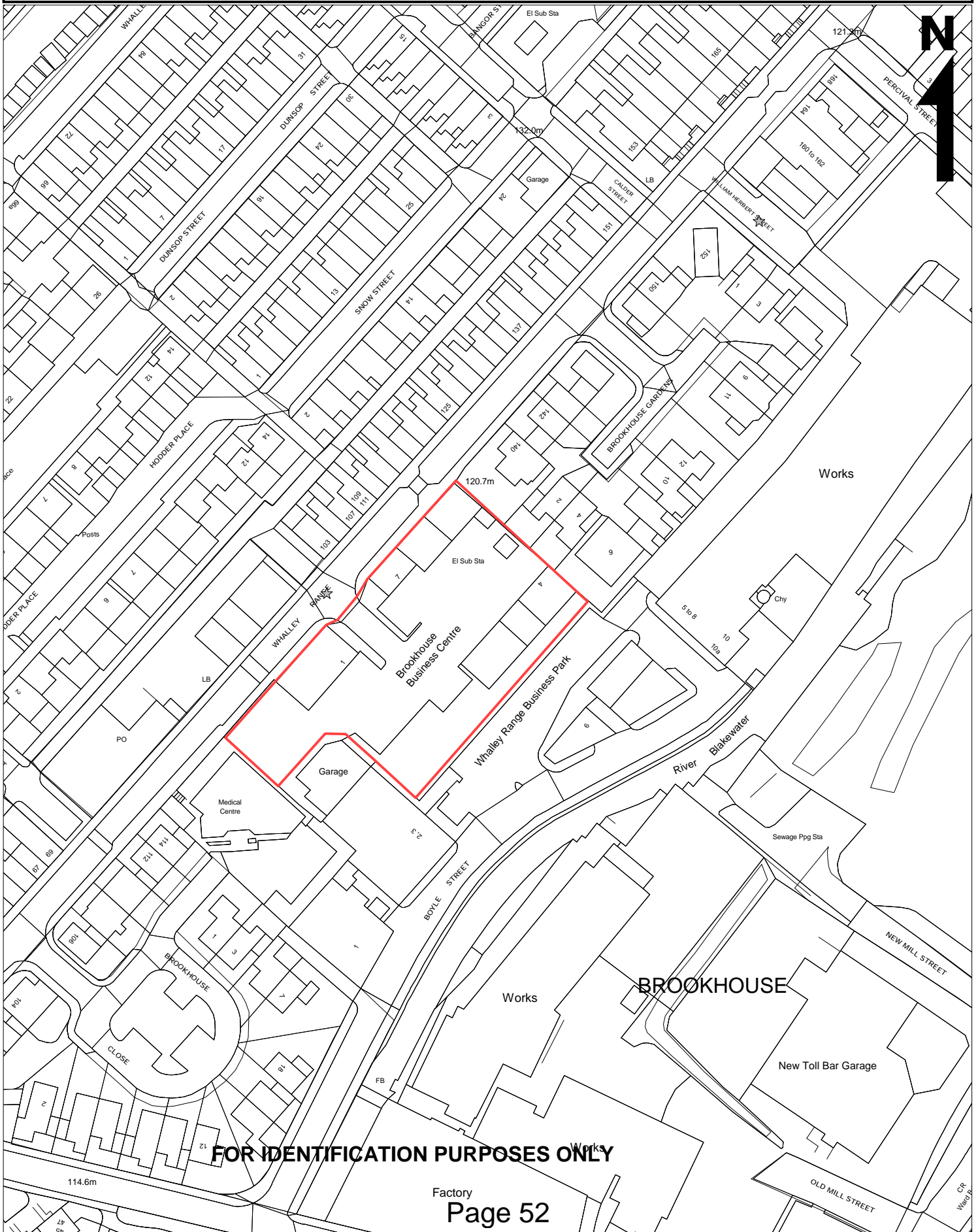
CONTACT OFFICER:	Nicholas Garsrud, , nicholas.garsrud@blackburn.gov.uk
DATE:	
BACKGROUND PAPER:	Site plan.



TITLE: BROOKHOUSE BUSINESS CENTRE, WHALLEY RANGE, BLACKBURN

DATE : 30TH AUGUST 2019

SCALE : 1:1250



FOR IDENTIFICATION PURPOSES ONLY

EXECUTIVE BOARD DECISION



REPORT OF: Executive Member for Growth and Development

LEAD OFFICERS: Director of Growth & Development

DATE: Thursday, 9 January 2020

PORTFOLIO(S) AFFECTED: Growth and Development

WARD/S AFFECTED: (All Wards);

KEY DECISION: Y

SUBJECT:

Local Development Scheme (LDS)

1. EXECUTIVE SUMMARY

The Local Development Scheme (LDS) is a three-year project plan for preparation of the planning documents that the local planning authority intends to prepare in the forthcoming years, and the timetable for the preparation of those documents.

The Council is required by planning legislation to prepare and maintain a Local Development Scheme.

2. RECOMMENDATIONS

That the Executive Board:

Approve the updated Local Development Scheme (LDS) and agree to the updated timescales included to prepare the new Local Plan and additional Planning Policy documents.

3. BACKGROUND

Work has begun on the preparation of a new Local Plan for the Borough. This will replace the adopted Core Strategy (adopted in January 2011) and the Local Plan Part 2: Site Allocations and Development Management Policies (adopted in December 2015). There are three key reasons why this is now a clear priority:

- Updates to legislation and planning regulations which require authorities to have an up to date local plan – further detail is set out in paragraph below;
- The need to bring the evidence base up to date with particular requirements to have a clear understanding of housing and economic trends and potential future needs within the Borough and how this relates to neighbouring authorities; and
- To maintain momentum for growth with a pipeline of development sites.

New regulations brought forward by Government on 5 April 2018 require local authorities to review Local Plans and their Statements of Community Involvement at least every five years from the date of their adoption. Local Authorities are required to carry out an assessment of whether a Local Plan or Statement of Community Involvement remains relevant and effectively addresses the needs of the local community, or whether policies need updating. Having carried out this assessment authorities must decide:

- that one or more policies do need updating, and update their Local Development Scheme

- to set out the timetable for updating their plan, and then update their plan; or
- that their policies do not need updating, and publish their reasons for this decision.

Government therefore expects local authorities to have in place an up to date Local Development Scheme to demonstrate to all relevant parties (e.g. local communities, developers, infrastructure providers) what the Council intends to do in terms of its Local Plan.

Given the Council is progressing with preparing a new Local Plan, it is essential that an up to date LDS is in place to provide key information on how the Local Plan will be produced, and set out intended key milestones for the various stages that the Plan will go through until adoption.

4. KEY ISSUES & RISKS

It is already acknowledged that the Core Strategy is in need of review given it was adopted in 2011. Moreover, the impetus for a review is lent further weight by the new regulations requiring consideration of Local Plan reviews every five years that commenced on 5 April 2018. Whilst the Local Plan Part 2 was adopted more recently (December 2015) it is a logical step to commence a review of the two plans together to enable a single new Local Plan to be developed over the next three years. It provides an opportunity to refresh the spatial strategy for Blackburn with Darwen; and develop policies that meet the challenges now faced in the Borough. Work has now begun on preparing an up to date Local Plan.

There are risks associated with developing a new Local Plan and these are detailed in the risk assessment that accompanies the Local Development Scheme. All of the risks in general terms are common to most Local Plan processes with suitable mitigations identified to reduce the risk of potential challenge.

5. POLICY IMPLICATIONS

By developing a new Local Plan, the Council will ensure that it has an up to date land use policy framework for the Borough that will help deliver the growth agenda and support the delivery of priorities within the Corporate Plan.

6. FINANCIAL IMPLICATIONS

It is estimated that preparation of the Local Plan will cost up to £600,000 over financial years 2018/19, 2019/20 and 2020/21.

Funding will be provided from earmarked reserves with £200,000 available during the 2019/20 financial year.

7. LEGAL IMPLICATIONS

Section 15 of the Planning and Compulsory Purchase Act 2004 (as amended by the Localism Act 2011) with further requirements and guidance set out in the Town and Country Planning (Local Planning) (England) Regulations 2012 requires local planning authorities to prepare and maintain a Local Development Scheme and most relevantly for this report, requires them to be reviewed as per Regulation 10A of the 2012 regulations referred to above.

Approving the LDS will ensure the Council is continuing to meet its legal requirements.

8. RESOURCE IMPLICATIONS

Any resource implications of approving and maintaining the LDS will be met from existing Growth Team budgets.

9. EQUALITY AND HEALTH IMPLICATIONS

Please select one of the options below.

Option 1 Equality Impact Assessment (EIA) not required – the EIA checklist has been

completed.

Option 2 In determining this matter the Executive Member needs to consider the EIA associated with this item in advance of making the decision.

Option 3 In determining this matter the Executive Board Members need to consider the EIA associated with this item in advance of making the decision.

10. CONSULTATIONS

The LDS is a three year work programme for the Growth Team and as a result consultation on the document is not necessary.

The LDS will be published on the Council's website.

11. STATEMENT OF COMPLIANCE

The recommendations are made further to advice from the Monitoring Officer and the Section 151 Officer has confirmed that they do not incur unlawful expenditure. They are also compliant with equality legislation and an equality analysis and impact assessment has been considered. The recommendations reflect the core principles of good governance set out in the Council's Code of Corporate Governance.

12. DECLARATION OF INTEREST

All Declarations of Interest of any Executive Member consulted and note of any dispensation granted by the Chief Executive will be recorded in the Summary of Decisions published on the day following the meeting.

CONTACT OFFICER:	Laura Ainscow-Gorst, , laura.ainscow-gorst@blackburn.gov.uk
DATE:	03/12/2019
BACKGROUND PAPER:	



Blackburn with Darwen Borough Council

Local Development Scheme

January 2020

1. Introduction

- 1.1 Part 2 of the Planning and Compulsory Purchase Act 2004 (as amended) establishes the current system of local development planning in England¹. As part of this system, the local planning authority must prepare and maintain a **Local Development Scheme (LDS)**, which sets out a list of the planning documents it intends to prepare in the forthcoming years and the timetable for the preparation of those documents.
- 1.2 Planning documents within this LDS are classified as development plan documents (referred to as local plans). Local plans are documents which:
- Are prepared by a local planning authority individually or in cooperation with one or more other local planning authorities which contains statements regarding one or more of the following:
 - Set out the amount of development and use of land which the local planning authority wish to encourage during any specific period;
 - Allocate sites for a particular type of development or use;
 - Include development management and site allocation policies, which are intended to guide the determination of applications for planning permission.
- 1.3 A local planning authority can also prepare other plans that complement the local plan including for example, Area Action Plans (to cover a specific geographical part of the local authority area) or specific plans for particular allocations or policy matters not covered by the local plan.
- 1.4 Regulations require local authorities to review local plans and their Statements of Community Involvement at least every five years from the date of their adoption. Local Authorities will need to carry out an assessment of whether a Local Plan or Statement of Community Involvement remains relevant and effectively addresses the needs of the local community, or whether policies need updating. Having carried out this assessment authorities must decide:
- that one or more policies do need updating, and update their Local Development Scheme to set out the timetable for updating their plan, and then update their plan; or
 - that their policies do not need updating, and publish their reasons for this decision.
- 1.5 The LDS should be kept up to date and was last reviewed in January 2018 to cover the period 2018-2021 and acknowledged the need to prepare a revised Local Plan. It set out the timetable involved in the Plan's preparation.
- 1.6 This January 2020 review of the LDS includes an updated timetable for production of the new Local Plan in addition to information regarding the Council's commitment to the preparation of a Statement of Common Ground to confirm the extent of joint working throughout the production of the new Local Plan.

¹The Planning Act 2008 then the Localism Act 2011 made a number of amendments to part 2 of the 2004 Act. The Town and Country Planning (Local Planning) (England) Regulations 2012 set out the current system of plan making.

2. Local Plans and Other Documents

- 2.1 The Local Plan for Blackburn with Darwen Council consists of the Core Strategy (Local Plan Part 1) and the Site Allocations and Development Management Policies Plan (Local Plan Part 2).

The Core Strategy (Local Plan Part 1)	The Core Strategy was adopted in January 2011. The Core Strategy sets the overall spatial strategy for the Borough. This is presented through written policies and a key diagram which illustrates the overall spatial strategy and priorities for development.
The Site Allocations and Development Management Policies (Local Plan Part 2)	The Site Allocations and Development Management Policies (Local Plan Part 2) was adopted in December 2015. The plan provides additional policy detail on a range of topics covered at a strategic level in the Core Strategy. It also includes land allocations and development management policies. The Adopted Policies Map has been prepared alongside the Site Allocations and Development Management Policies plan and illustrates the site allocations and land designations proposed.

Local Plan Review

- 2.2 The Council has begun work on updating its Local Plan. This will update both the Core Strategy (Local Plan Part 1) and Local Plan Part 2: Site Allocations and Development Management Policies to produce a single Local Plan for Blackburn with Darwen. Section 3 below sets out the programme for reviewing the Local Plan.

Joint Minerals and Waste Local Plan

- 2.3 Blackburn with Darwen Council is also jointly responsible with Lancashire County Council and Blackpool Council for the Joint Minerals and Waste Local Plan (JMWLP). The current JMWLP consists of the Core Strategy adopted in February 2009 and Site Allocations and Development Management Policies adopted in September 2013. It provides mineral and waste specific policies for use in determining planning applications for waste or mineral developments. A revised Joint Lancashire Minerals and Waste Local Plan (JMWLP) is being prepared by the three Waste and Minerals Planning Authorities in Lancashire. Any joint Minerals and Waste Plans are prepared under a separate Local Development Scheme. This LDS does not therefore contain any details on any Minerals and Waste documents.

Neighbourhood Plans

- 2.4 At the present time there are no known plans from Parish / Town Councils to prepare a Neighbourhood Development Plan (NDP) within the Borough. To date there has not been any applications for the establishment of a Neighbourhood Forum and there has not been any interest by a community groups to prepare a NDP. However, if such plans do come forward, this could have a knock on impact upon any work programme relating to a review of the Local Plan. This is because the preparation of a Neighbourhood Development Plan, whilst a community led document, does require input from the local planning authority in a variety of ways throughout the process.

Other Planning Documents

- 2.5 The Local Plan is supported by other documents, which are available on the Council's website including a number of Supplementary Planning Documents (SPDs); Masterplans and Development Briefs; and the Authority's Monitoring Report (produced annually).

Statement of Common Ground

- 2.6 In accordance with Section 33A of the Planning and Compulsory Purchase Act 2004 (as amended) local authorities must engage constructively, actively and on an ongoing basis in any process by means of which development plan documents are prepared.
- 2.7 The revised NPPF 2019 now requires local authorities to "*maintain one or more statements of common ground, documenting the cross-boundary matters being addressed and progress in cooperating to address these*" (paragraph 27). The accompanying Planning Practice Guidance outlines what a Statement of Common Ground should contain and explains that it should be "*maintained on an on-going basis throughout the plan making process*".
- 2.8 A Statement of Common Ground will therefore be prepared with neighbouring authorities and relevant bodies and will be subject to ongoing review.

Statement of Community Involvement

- 2.9 The Statement of Community Involvement (SCI) is a requirement of the Planning and Compulsory Purchase Act 2004 (as amended). The SCI sets out how and when the Council will involve the local community in preparing local plans and processing planning applications and controlling development. The Council is legally obliged to comply with its Statement of Community Involvement.
- 2.10 The Council's current SCI was prepared in May 2018 to inform the review of the Local Plan.

Monitoring and Review

- 2.11 The Council publishes an authority monitoring report (AMR) that provides information on the performance of policies within the Local Plan. It also provides an update on how the Local Plan timetable is progressing against the published LDS. The AMR therefore provides important information to assess where future policy changes which may be required, and also helps to highlight whether a review of the local plan preparation timetable is necessary.

3. Local Plan Review - Timetable

3.1 The stages required in preparing a local plan are set out in The Town and Country Planning (Local Planning) (England) Regulations 2012. In summary the key stages are:

- Reg 18 – preparation of a local plan
- Reg 19 – publication of a local plan
- Reg 20 – representations relating to a local plan
- Reg 22 – submission of documents and information to the Secretary of State
- Reg 23- consideration of representations by appointed person (Planning Inspector(s))
- Reg 24 – independent examination by the Planning Inspector(s)
- Reg 25 – publication of the recommendations of the appointed person
- Reg 26 – adoption of a local plan

Document Details – Blackburn with Darwen Local Plan	
Content	The Local Plan will contain the overall spatial strategy for the Borough and set out the quantum of development for housing and economic development requirements. It will provide details on allocations across a range of land uses with a key focus on housing and employment land and any necessary supporting infrastructure. It will also provide topic-based development management policies.
Status	The Local Plan will be a Development Plan Document and provide a single information point for the Council’s key land use policies.
Geographical Coverage	Borough wide
Chain of conformity	The Local Plan will conform to national policies and guidance.
Local Plan Production Arrangements	
Lead Team	Growth Team
Management Arrangements	The draft Local Plan will be subject to review and approvals by the Executive Board. There will be a requirement for formal approval of certain stages by Council.
Resources	Resource implications will be met from within existing Growth Team budgets.
Consultation Arrangements	Consultation will be undertaken in line with the SCI and the relevant planning regulations.

Timetable		
Preparation (Regulation 18)	Scoping the issues and options for the Local Plan and commission initial key evidence base	January – December 2018
	Consult on Issues and Options	February – April 2019
	Consider responses to Issues and Options	May - July 2019
	Commissioning and delivery of additional evidence base to inform emerging draft plan, site selection process & policy development	January 2019 – June 2020
	Consult on draft Local Plan under Regulation 18	September 2020
	Production of supporting technical papers for Publication Draft Local Plan	November - January 2021
Publication (Regulations 19/20)	Consult on Publication Draft Local Plan	March - May 2021
	Consider responses to Publication Draft and finalise Submission Draft	May - August 2021
Submission (Regulation 22)	Submit Local Plan for examination	September 2021
Examination (Regulations 23/24/25)	Process run by a Planning Inspector from the Planning Inspectorate (includes consultation on any Main Modifications to the Plan prior to receipt of the final report from the Planning Inspector).	November 2021 onwards (Planning Inspectorate estimate a period of at least six to eight months for the examination stage) ²
Adoption (Regulation 26)	Formal Adoption by the Council	Summer 2022

² See **Procedural Practice in the Examination of Local Plans**, Planning Inspectorate June 2016 (4th Edition)

4. Resources and Risk Management

- 4.1 A separate risk assessment (attached at Appendix A) has been undertaken of the risks which may affect the Council's ability to meet the planned timetable. The main risks relate to staff turnover, recruitment, absence, and competing work priorities in addition to potential future budget priorities. The increased use of outside consultants or temporary staff may be required to keep Local Plan document preparation on schedule. Alternatively, if the budget does not allow this, the timetable may have to be revised.
- 4.2 Further changes to the national planning system are another potential risk that could introduce some uncertainty and delay. The Council will monitor closely emerging proposals particularly with respect to the proposed standard housing methodology and any further changes proposed to the local plan process.
- 4.3 Mechanisms for cooperation with other authorities and organisations on strategic issues are already in place but mean that the timing of other authorities' Local Plan preparation may have an impact on the delivery of Blackburn with Darwen's Local Plan.

APPENDIX 1: Risk Assessment

Nature of the Risk	Consequences of the Risk Occurring	Likelihood before mitigation (1:5) (A)	Severity / impact before mitigation (1:5) (B)	Inherent risk score (A * B)	Mitigation	Likelihood after mitigation (1:5) (C)	Severity / impact after mitigation (1:5) (D)	Post mitigation risk score (C * D)
Staff Resources to produce new Local Plan - loss of key staff due to sickness or moving to another job	Delay in timetable for delivery of the Local Plan	3	4	12	Regular review of staff work programmes. Bring in external support where appropriate.	2	3	6
Changes to legislative framework or regulations	Additional requirements placed on the form and content of the Local Plan	3	3	9	Maintain close monitoring of any future Government announcements and take on board any necessary changes.	2	3	6
Reduction in Financial Resources required for Local Plan production (either in house council budgets or other external funding)	Delays in the production of the Local Plan	5	4	20	Budget planning to ensure cost effective delivery of the Local Plan.	5	2	10
Joint working with neighbouring authorities and other organisations	Potential delays if key evidence base documents requiring joint working are not signed off by all relevant parties	3	5	15	Ensure robust approach to agreeing the briefs for any jointly commissioned evidence base/ studies.	2	5	10
Potential third party challenges to the emerging new Local	Delays in the next stage of Local Plan development where	2	5	10	Ensure robust evidence base underpins policies	1	5	5

Nature of the Risk	Consequences of the Risk Occurring	Likelihood before mitigation (1:5) (A)	Severity / impact before mitigation (1:5) (B)	Inherent risk score (A * B)	Mitigation	Likelihood after mitigation (1:5) (C)	Severity / impact after mitigation (1:5) (D)	Post mitigation risk score (C * D)
Plan (including any legal challenge when the plan is found sound)	consultation comments require further consideration of next steps. Delays resulting from a legal challenge whilst legal arguments are considered by the Planning Courts.				and spatial approach of the Local Plan. Engage in any necessary robust defence if a legal challenge is made.			
Planning Inspectorate capacity to examine Local Plan	Delay to the examination of the Local Plan	2	4	8	Close liaison with the Planning Inspectorate in the run up to submission of the Local Plan.	1	4	4

EXECUTIVE BOARD DECISION



REPORT OF:	Executive Member for Children's Young People and Education Executive Member for Public Health and Wellbeing
LEAD OFFICERS:	Director of Children's Services and Education Director of Public Health and Wellbeing
DATE:	9th January 2020

PORTFOLIO/S AFFECTED:	Children's Young People and Education Public Health and Wellbeing
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WARD/S AFFECTED:	All
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SUBJECT: Blackburn with Darwen Adolescent Strategy 2019-2023

1. EXECUTIVE SUMMARY

An Adolescent Strategy for Blackburn with Darwen has been developed to clearly set out in one place all the services and support for our young people aged 8 to 19 years.

Over 600 young people, staff, partners and elected members have been consulted on what should be included, and this feedback has directly influenced the design of services and shaped future plans.

For Blackburn with Darwen the definition of adolescence has been expanded to 8-19 years to be inclusive of younger children, as part of our commitment to prevention work. This also ensures that all the children and young people we work with are represented in our strategy and the development of the Blackburn with Darwen offer.

The strategy supports young people who collectively have a wide range of needs, and ensures that provision and intervention is offered across Universal, Targeted and Specialist services and across all levels of need (Continuum of Need and Response).

2. RECOMMENDATIONS

That the Executive Board: approves the Blackburn with Darwen Adolescent Strategy (2019-23) (Appendix A).

3. BACKGROUND

There are approximately 18,500 children and young people aged 11 to 19 years living in Blackburn with Darwen, for which Children's Services and partners deliver a range of support and intervention through both universal services and targeted support. The Adolescent Services arm of Children's Services co-ordinates this offer to ensure that young people get the right help at the right time, and where they are in need of help and protection, they receive a service which safeguards and protects

them.

The development of an Adolescent Strategy is a key Council priority to provide support and services for some of our most vulnerable young people. Evidence suggests some of our young people have needs that are far too great for individual agencies to meet on their own - such as schools, health or other universal services, and often the young people are not eligible for support from statutory social care services.

For young people and their families the strategy outlines what to expect from services and how support can be accessed. The strategy also informs partners working with young people and families, both within and outside the Local Authority, of what Blackburn with Darwen's offer is to help navigate which service or services will be of most benefit to a young person, depending on their level of need.

4. KEY ISSUES & RISKS

At the heart of the strategy is the drive to support our young people more effectively and improve their experiences, wellbeing and life chances during these important transitional years. For some young people, issues affecting their families can repeat over time with growing intensity and complexity, which can lead to increased vulnerability in their teenage years. Partnership working to prevent entry into care, custody or from becoming 'Not in Education, Employment or Training' (NEET) and keeping young people safe is a focus for this strategy, as well as the need to sustain improvements for young people for longer periods of time.

Children's Services and partners are working with an increasing number of young people with complex needs and challenging behaviour. Supporting young people and their families at an early stage and at all levels of need, through the framework set out in this strategy, reduces pressure on statutory services by intervening early to prevent entry into care, where appropriate to do so.

Where children and families are assessed but do not meet thresholds for statutory intervention, there is an opportunity to provide early help to prevent further escalation at a later point in time. Some children may be stuck in a 'revolving door' into Children's Services, repeatedly referred and assessed but not accessing appropriate help. This potentially risks children enduring prolonged periods where needs are not addressed and increases the likelihood of recurrent episodes of abuse, neglect or maltreatment.

A collaborative approach to providing support through aligned services is key to the success of the offer to our young people. Over a number of years, the local area has worked to build close and effective partnerships across services with multi-agency teams in many disciplines, and this has strengthened the quality and scope of support available.

The development of a multi-agency Adolescent Hub for 2019/20 will align teams and services in one place to better support our young people and improve their experience of working with the professionals in their lives. Young people in Blackburn with Darwen have told us that they want to access services in one location. In response, a 'one-stop shop' Hub is being developed to access multiple services supporting young people across the continuum of need and response spectrum.

The Hub will boast an integrated team to support young people throughout their adolescent life journey to prevent young people from being transferred between services, and instead supported by one dedicated team. This team will comprise of key partners including Lancashire Care Foundation Trust, Child Action Northwest, Go2 and practitioners from East Lancashire Child and Adolescent Service (ELCAS), who will offer advice and signposting to appropriate services. Young people will have access to a lead professional or key worker to support them with their interactions with services, providing consistency to the young person enabling strong and trusting relationships to

develop.

Also in development for 2019/20 is a dedicated Adolescent Panel consisting of key partners to create a bespoke resource to focus specifically on the support needs of young people. The process will enable the right professionals to collectively agree the right multi-agency package of support for a young person and their family which will lead to a faster response and more effective step down to universal provision through partnership working and effective signposting.

5. POLICY IMPLICATIONS

The approach in this strategy is informed by recognised good practice and discussion with national and local partners, which has shaped our thinking locally to adopt an innovative and proven model of practice when working with adolescents.

The strategy links with and complements other existing strategies in the borough for children and young people and their families, and does not replace them. These include the Neglect Strategy, Early Help Strategy, Joint Health and Wellbeing Strategy, Social Integration Strategy and the Healthy Child Programme.

The effectiveness of the Adolescent Strategy is monitored through the Children's Services Service Development & Practice Improvement Board, which is chaired by the Director of Children's Services. The Service Development and Practice Improvement Plan sets out the priorities and actions that Adolescent Services is responsible to deliver and performance is reported quarterly.

6. FINANCIAL IMPLICATIONS

The strategy will be delivered using existing financial resources. Separate contractual arrangements to deliver universal services are in place for Blackburn Rovers Community Trust and Blackburn Youth Zone.

7. LEGAL IMPLICATIONS

None.

8. RESOURCE IMPLICATIONS

The strategy model will be delivered through the reorganisation and alignment of existing teams.

9. EQUALITY AND HEALTH IMPLICATIONS

Please select one of the options below. Where appropriate please include the hyperlink to the EIA.

Option 1 Equality Impact Assessment (EIA) not required – the EIA checklist has been completed.

Option 2 In determining this matter the Executive Member needs to consider the EIA associated with this item in advance of making the decision. *(insert EIA link here)*

Option 3 In determining this matter the Executive Board Members need to consider the EIA associated with this item in advance of making the decision. *(insert EIA attachment)*

9. CONSULTATIONS

The key priorities within this strategy have been developed through consultation with young people and their families and key partners but are also influenced by the wider borough's vision for children and young people. A number of workshops have also been delivered with a cross section of the Children's Services workforce and Elected Members to develop practice, approach and future plans.

11. STATEMENT OF COMPLIANCE

The recommendations are made further to advice from the Monitoring Officer and the Section 151 Officer has confirmed that they do not incur unlawful expenditure. They are also compliant with equality legislation and an equality analysis and impact assessment has been considered. The recommendations reflect the core principles of good governance set out in the Council's Code of Corporate Governance.

12. DECLARATION OF INTEREST

All Declarations of Interest of any Executive Member consulted and note of any dispensation granted by the Chief Executive will be recorded and published if applicable.

VERSION:	1
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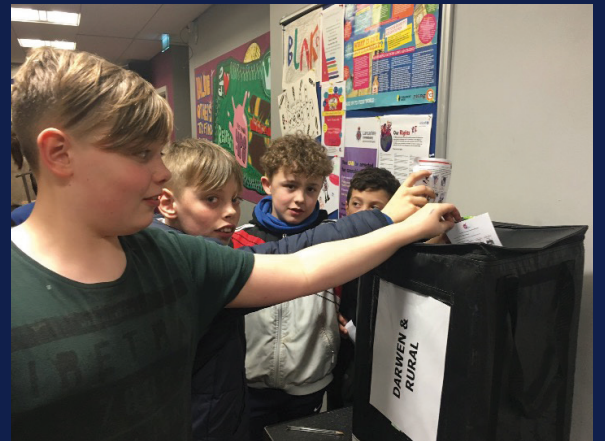
CONTACT OFFICER:	Imran Akuji, Head of Adolescent Services
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DATE:	29/11/2019
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BACKGROUND PAPER:	Appendix A Adolescent Strategy 2019-23
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Blackburn with Darwen Council Adolescent Strategy 2019/2023



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Executive Summary

This Adolescent Strategy for Blackburn with Darwen has been developed to clearly set out in one place all the services and support for young people aged 8 to 19. Over 600 young people, children’s workforce partners and elected members have been consulted on what should be included, and this feedback has directly influenced the design of services and shaped our future plans.

At the heart of the strategy is the drive to support young people more effectively and improve their experiences, wellbeing and life chances during these important transitional years. For some young people, issues affecting their families can repeat over time with growing intensity and complexity, which can lead to increased vulnerability in their teenage years.

Partnership working to prevent entry into care, custody and from becoming NEET (Not in Education, Employment or Training) and keeping young people safe is a focus for this strategy. The need to sustain improvements for young people for longer periods of time is paramount.

Who is this Strategy for?

The strategy informs the children’s workforce, both within and outside the Local Authority, of what Blackburn with Darwen’s offer is to help navigate which service or services will be of most benefit to a young person, depending on their level of need.

For young people and their families the strategy outlines what to expect from services and how support can be accessed.

What is an adolescent?

The World Health Organisation (WHO) defines an ‘adolescent’ as a young person aged 10-19. However, whilst age can be a convenient way to define adolescence, it is just one characteristic of this period of development in a young person’s life.

According to the WHO, ‘age is often more appropriate for assessing and comparing biological changes, which are fairly universal, than the social transitions, which vary more with the socio-cultural environment’.¹ This is complicated by the fact that ‘adolescents are not simply young adults or old children... the risks they experience, their pathways to risk, and the impact those risks have, are often different to those affecting other age groups’.²

With this in mind, in Blackburn with Darwen we have chosen to expand our definition of adolescence to 8-19 years to be inclusive of younger children, as part of our commitment to prevention and early intervention. This also ensures that all the children and young people we work with are represented in our strategy and the development of the Blackburn with Darwen offer.

1 World Health Organization. (n.d.). Adolescent development. [online]

Available at: https://www.who.int/maternal_child_adolescent/topics/adolescence/development/en/

2 Hanson, E. and Holmes, D. (2014). That Difficult Age: Developing a more effective response to risks in adolescence - Summary and Key Points. [online] Research in Practice, p.5.

Available at: <https://www.rip.org.uk/download/237/evidence-scope-that-difficult-age-summary-and-key-points.pdf>



Introduction

There are approximately 18,500 children and young people aged 11 to 19 living in Blackburn with Darwen, for which Children's Services and partners deliver a range of support and intervention through both universal and targeted support. The Adolescent Services arm of Children's Services co-ordinates this offer to ensure that young people get the right help at the right time, and where they are in need of help and protection, they receive a service which safeguards and protects them.

A collaborative approach to providing support through aligned services is key to the success of the offer to our young people. Over a number of years, the local area has worked to build close and effective partnerships across services with multi-agency teams in many disciplines, and this has strengthened the quality and scope of support available.

The borough's vision for our children and young people recognises the need for us to be ambitious for our young people and that everyone needs advice, help and support at times in their lives:



“Children in Blackburn with Darwen will grow to have a happy, healthy life and experience success, and overcome challenges. To achieve this we will work with our communities, with our partners and our children, young people and their families to ensure that children get the right help at the right time by building on their strengths and the strengths of their family.”

Context

The development of an Adolescent Strategy is a key Council priority to provide support and services for some of the most vulnerable young people aged 8-19 years. Evidence suggests some of our young people have needs that are far too great for individual agencies to meet on their own - such as schools, health or other universal services, and often the young people are not eligible for support from statutory social care services. These young people are referred to children's social care because of concerns around domestic violence, parental mental health, neglect and physical abuse (among others).

Where children and families are assessed but do not meet thresholds for statutory intervention, there is still an opportunity to provide early help to prevent further escalation at a later point in time. Some children may be stuck in a 'revolving door' into children's services, repeatedly referred and assessed but not accessing appropriate help. This potentially risks children enduring prolonged periods where needs are not addressed and increases the likelihood of recurrent episodes of abuse, neglect or maltreatment.

Addressing the financial pressures on local authorities and strengthening the statutory framework for early help would go a long way to meeting the needs of these children. It has to be clear who should do what, when, to make sure children get the right help at the right time. Therefore, it is timely to develop an adolescent framework to underpin a robust and seamless approach to working with vulnerable adolescents.

Key Stats

total population of the area
147,500

29%
of residents are aged 0-19



**2nd lowest
household
income in
the UK...**

**...and 22.2% of our children
aged 10-11 years are obese**

Demographics

Blackburn with Darwen has a population of approximately 147,500 and a comparatively high proportion (nearly 43,000 - 29%) is aged 0-19. This is the highest percentage of any local authority in England and Wales (2011 Census figures). 22,800 young people are aged 8-19 years and over half (52%) of all school children are from minority ethnic groups.

Poverty

Child poverty in the borough is worse than the England average with 39.5% of children and young people living in poverty, compared with a national average of 27%. Blackburn with Darwen has the second lowest household income in the UK and the lowest in the North West. The impact of child poverty can lead to poor physical and mental health, poor dental and optical care, and a poor diet, with 22.2% of children aged 10-11 years in the borough classified as obese.

Complex Needs

Children's Services and connected partners are working with an increasing number of young people with complex needs and challenging behaviour. Young people aged 11-17 and their siblings make up over 56% of the total children's social care cohort, excluding those young people who are care leavers or open to the Children with Disabilities team. Supporting young people and their families at an early stage and at all levels of need, through the framework set out in this strategy, reduces pressure on statutory services by intervening to prevent entry into care, where appropriate to do so.

Despite a challenging backdrop of deprivation in the area and cuts to services delivering youth provision over recent years, locally we have followed national trends of a reduction in youth offending. Alternative means of tackling and processing young people through the youth justice system has seen an overall reduction in numbers coming through the Courts, providing a more concentrated and complex cohort of young people for the Youth Justice Service to supervise through statutory orders.

Compounded with certain local issues specific to this area, most notably the disproportional over-representation of young people from the Gypsy, Roma and Traveller community, Blackburn with Darwen Youth Justice Service consistently achieve results that outperform geographical and statistical neighbours and national averages. This is applicable in measures such as first time entrants into the youth justice system, reoffending and the number of young people receiving custodial sentences.

Youth work via informal education provides peer-group activities and trusted relationships, supported by professionally qualified youth workers and skilled volunteers, harnessing skills of young people not fulfilled by formal education and providing safe places for young people to learn together, and to have fun.

There is a great heritage of voluntary provision and local authority commissioned services. The collective impact is to ensure no young person is 'left behind'. With 85% of a young person's waking hours spent outside of school and formal education, where the loss of youth services is pronounced, vulnerable young people in particular are falling prey to loneliness, poor mental health and fear of youth violence. In areas of investment in youth services, we see a positive commitment to young people's inclusion in decision-making, community engagement and increased life-skills.¹

Locally in Blackburn with Darwen (BwD) there has been a reduction in universal youth engagement opportunities which is being managed by the formation of a local Strategic Youth Alliance.

1 National Youth Agency. (2019). National Debate: Youth Services - NYA. [online] Available at: <https://nya.org.uk/2019/07/national-debate-youth-services/>



“Over the years youth work has borne the brunt of significant spending cuts. Recent events and reports suggest the loss of youth work has had a negative impact on young people and communities.

In the face of rapid technological change and major economic and societal challenges we need to look again at what support young people need now and to meet their needs for the future”.¹

Lloyd Russell-Moyle MP, April 2019

¹ National Youth Agency (2019). Youth Work Inquiry. [online] Leicester, p.9.
Available at: <https://nya.org.uk/wp-content/uploads/2019/04/APPG-Youth-Work-Inquiry-Final-Report-April-2019-ONLINE.pdf>

Key Issues & Challenges

Knowing the challenges that some of our more vulnerable young people face is key to being able to design services to support them. Key issues and challenges of particular concern are:

- Continuously missing from home
- Substance and alcohol misuse
- Anti-social behaviour
- Youth offending and re-offending
- NEET*
- Health-related issues
- Poor support network
- Weak family support
- Children in Troubled Families Programme
- Teenage pregnancy and sexual health
- Children in Need
- Persistent absence from school
- Chaotic family lives
- Behavioural problems
- Child Criminal Exploitation
- Risk of homelessness
- Children on Child Protection Plan
- Poor emotional, social & coping skills
- Mental health issues
- Learning difficulties and SEND*
- Low self-esteem
- Poor aspiration
- Risk-taking behaviour
- Grooming/Child Sexual Exploitation

NEET stands for “Not in Education, Employment, or Training”. This refers to a person aged 16-24 who is unemployed, not in school or vocational training, with a focus on those aged 16-18.

SEND stands for “Special Educational Needs and Disability”. This includes young people who have a learning difficulty or disability which calls for a special educational provision to be made.

118

young people received treatment for substance misuse in 2018/19

There has been an increase in the number of referrals for CSE for children 13 and under

In Oct 2019, 40 children were open to ENGAGE



1 in 8 young people in the United Kingdom are affected by mental health

98

young people aged 16 or 17 presented to Housing Special Needs in 2018/19

Pupils with a Special Educational Need



734

children and young people on the Disability Links register



70% of 12-15 year olds who go online have a social media account

Key Issues & Challenges: What do we know?

Youth Homelessness

As a general rule, 16 and 17 year olds who are at risk of becoming homeless, or who are homeless present at Housing Needs for advice and assistance. The total number of 16 and 17 year olds who presented between 1st October 2018 and 30th September 2019 was 98. Of these, 62 were owed a Prevention Duty and three owed a Relief Duty i.e. were actually homeless.

There is a joint protocol in place between housing special needs and the Children's Advice & Duty Service. If a 16 to 17 year old presents at housing needs due to the breakdown of their home circumstances, their consent for a referral to Children's Social care for assessment is sought.

Young People in Care & Placement Stability

Of the 400 children and young people in our care as at September 2019, 63 had three or more placements and 24 (38%) of them were aged 13 years or over.

The most common reason for disruptions was that foster carers felt unable to manage behaviour e.g. young people going 'missing from home', violence, aggression and sexualised behaviour.

A lack of foster placements in the region for older children and teenagers is also contributing to the number of those experiencing multiple placements and the associated instability that this may lead to.

Inclusion

The Electively Home Educated population is fluid, as children can be withdrawn from school and return to school on a weekly basis, however there are approximately 100 pupils home educated at any one time. The New Directions team within Children's Services provides advice and guidance for Year 11 Electively Home Educated young people which reduces the risk of young people becoming NEET.

Myerscough College also offer provision for 14 to 16 year olds and Blackburn College delivers the Moving On Project.

With regards to permanent exclusions, the most common reasons in our secondary schools are aggression towards other pupils, disruptive behaviour and verbal abuse towards staff (72.1% 2017/18).

Mental Health & Emotional Wellbeing

One in eight children/young people in the UK are affected by mental health, with approximately three-quarters experiencing mental health problems before the age of 24.¹ New for 2019 in Blackburn with Darwen is the CAMHS Trailblazer project which will link every secondary school, special school and Pupil Referral Unit to a designated lead for mental health. The lead will offer advice to teachers within the school and have an understanding of services for children and young people to access support.

Social Media

Social media has become an important feature in the lives of young people. Ofcom reports that 70% of 12-15 year olds and 20% of 8-11 year olds who go online have a social media profile.¹ Social media use is having both a positive and negative effect on our young people. Whilst social media makes the majority of young people feel happy or has helped them feel closer to their friends, studies have shown an association between social media use and depressive symptoms, particularly in adolescent girls², and it can also pose a risk in terms of exploitation, radicalisation and offending. In the North West, an average of 7% of young people aged 10-15 years old have experienced cyberbullying and this figure is consistent with other regions across England.³

Contextual Safeguarding - Child Criminal/Sexual Exploitation (CCE/CSE)

As at October 2019 - 40 children were open to the Engage service with an increase in the number of referrals for CSE for children 13 and under (17 children). Over the last 12 months, there has been an increase in the number of referrals for CSE for children 13 and under. One of the key challenges in mapping the extent of CSE is the fact that young people rarely report their experiences of abuse and professionals may not always identify or register concerns around CSE.

As such, it is difficult to compare our statistics with those at a regional or national level. Similarly, the vast majority of police forces and local authorities across England and Wales are unable to share figures of the number of children affected by criminal exploitation in their area. In Blackburn with Darwen, we are putting more efforts into raising awareness of CCE and so expect the number of referrals to increase accordingly. It is also important to note that children with a disability are more likely to be abused than their peers. According to the Home Office, young people with a physical or learning disability are also more vulnerable to criminal exploitation⁴.

Special Educational Needs & Disability (SEND)

In October 2019, there were 734 Children and Young People on the Disability Links register aged between 8 and 25 years. 5171 children in Blackburn with Darwen schools had a Special Educational Need (SEN), or 17.7% of all pupils (Jan 2018). This is significantly higher than the average for England (14.6%) or the North West (14.8%).

“Table: SEND 1” shows the proportion of all pupils in the maintained sector having a Special Educational Need of each particular type. The rate of ‘Speech, Language and Communication Needs’ in Blackburn with Darwen is strikingly higher than average. The overall rate of SEN in the borough’s state-funded primary schools (19.5%) is the highest in the country.

- 1 Ofcom (2019). Children and parents: Media use and attitudes report 2018. [online] p.8. Available at: https://www.ofcom.org.uk/_data/assets/pdf_file/0024/134907/children-and-parents-media-use-and-attitudes-2018.pdf
- 2 Kelly, Y., Zilanawala, A., Booker, C. and Sacker, A. (2018). Social Media Use and Adolescent Mental Health: Findings From the UK Millennium Cohort Study. *EClinicalMedicine*, 6, pp.59-68.
- 3 Middlemas J (2018), Bullying in England, April 2013 to March 2018: Analysis on 10 to 15 year olds from the Crime Survey for England & Wales, electronic dataset, Department of Education. *Table 6b: Incidence of cyber-bullying by region*. Available at: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/754724/Bullying_in_England_2013_2018_annex.ods
- 4 Home Office (2018). Criminal Exploitation of children and vulnerable adults: County Lines guidance. [online] Home Office. Available at: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/741194/HOCountyLinesGuidanceSept2018.pdf

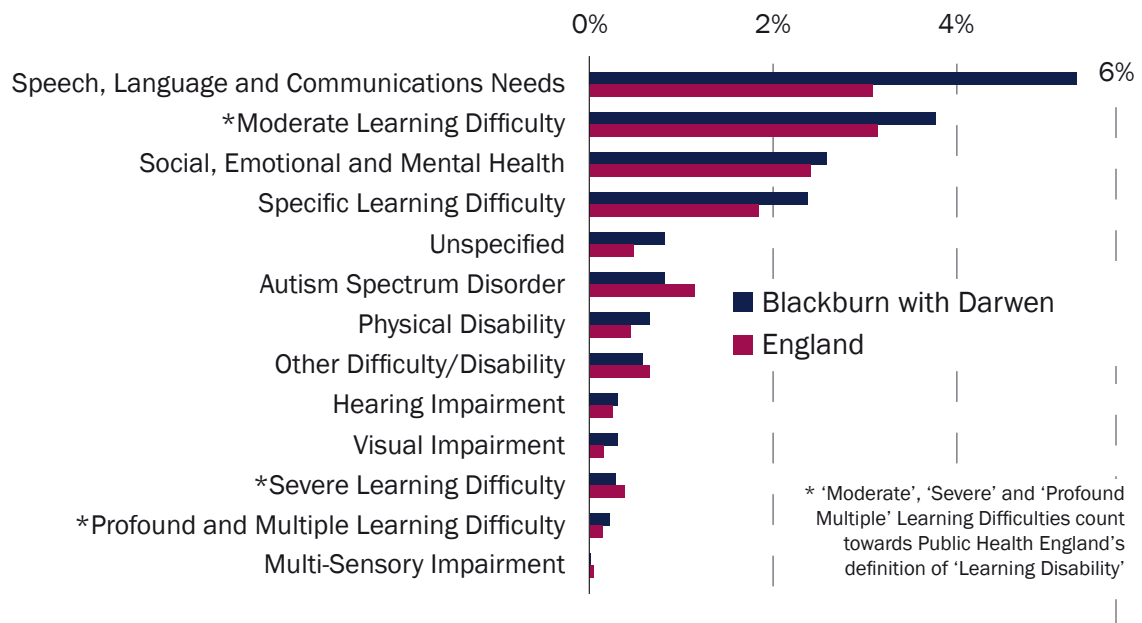


Table: SEND 1 - Prevalence of particular types of Special Educational Need, January 2018
(maintained schools only, primary type of need only)

The Blackburn with Darwen Local Offer website brings together helpful and useful information for children and young people with special educational needs and disabilities (SEND), from birth to 25 years, and their families. The local offer covers services within Education, Health, Social Care, Voluntary and Private sector services, Leisure and Recreation and Preparation for Adulthood. The Young People's Service SEND Inclusion project forms part of the Local Offer.

As indicated in "Table: SEND 1", the term 'Specific Learning Difficulty' describes conditions such as dyslexia, dysgraphia, dyscalculia and dyspraxia. The other three categories of learning difficulty, marked with an asterisk, combine to form what Public Health England (PHE) refers to as 'learning disabilities'.

Based on the 2017 figures, PHE calculates that Blackburn with Darwen's combined rate of learning disability known to schools was significantly higher than average, and it was sixth highest in England for 'Profound & Multiple Learning Difficulty'.



Substance Misuse

In the 2018/19 period, 118 young people entered structured treatment for substance misuse, with cannabis (42) and alcohol (18) being the primary drugs of choice. At both a national level and within the Borough, cannabis remains the most common drug for which young people require treatment. The majority of young people who accessed structured treatment during this period identified as male (63.6%), which is also consistent with national statistics.¹ A report published in 2018 by Public Health England found that two-thirds (66%) of young people who accessed specialist substance misuse services between April 2017 and March 2018 were male.² In the 2018/19 period, 99% of the young people that left the substance misuse services did so in a planned way, compared to 81% nationally for the 2017/18 period. Overall, however, the Borough is one of the worst performers in the country in relation to hospital admissions due to substance misuse amongst 15-24 year olds.³

Emergency Hospital Admissions

The borough has significantly higher than average emergency admissions at all stages of childhood, and comes highest in the country for age 10-14. It is the top upper-tier authority for child admissions due to pedestrian casualties and second highest for asthma in the 10-17 age-group.

Education & Employment

Participation figures for 16-17 year olds are higher than both regional and national figures at 91.8% compared to 85.9% for the North West and 85.3% for the England average. The New Directions team work with all schools across the borough to gather intended destination information and follow up those Year 11 students who leave school without an offer.

Anti-Social Behaviour & Crime

Changes to Policing approaches around young people who offend, supported by the widely adopted 'Child First, Offenders Second' agenda, has rightly seen the number of young people arrested and processed through the system more than halve during the past five years. This has the positive impact of not criminalising young people but creates the challenge of accessing young people who may need help to support them and prevent their behaviour from escalating.



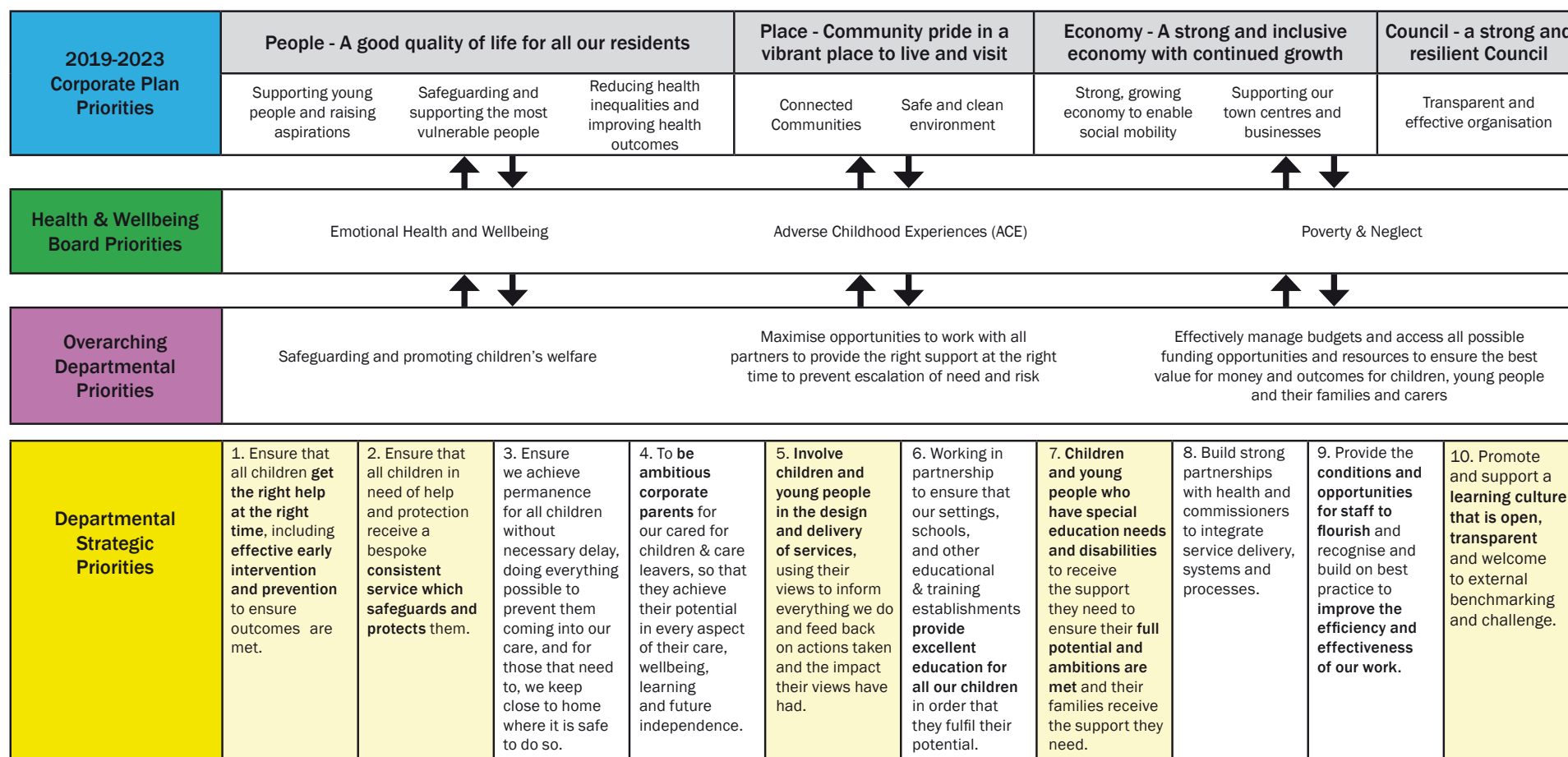
- 1 World Health Organization. (n.d.). Adolescent development. [online] Available at: https://www.who.int/maternal_child_adolescent/topics/adolescence/development/en/
- 2 Hanson, E. and Holmes, D. (2014). That Difficult Age: Developing a more effective response to risks in adolescence - Summary and Key Points. [online] Research in Practice, p.5. Available at: <https://www.rip.org.uk/download/237/evidence-scope-that-difficult-age-summary-and-key-points.pdf>
- 3 Public Health England. Public Health Profiles. [Cited: 26 Nov 2019] <https://fingertips.phe.org.uk> © Crown copyright [2019]

Key Priorities - Plan on a Page

The key priorities within this strategy have been developed through consultation with young people and their families and key partners, but are also influenced by the wider borough's vision for children and young people.

The plan on a page below demonstrates the golden thread which links the borough's Corporate Plan, Health and Wellbeing Board and Children's Services Strategic priorities together. As part of Children's Services department, the Adolescent Service and key partners contribute predominantly towards Children's Services Departmental Strategic priorities 1, 2, 5, 7 & 10. **Below:** Vision for the Borough's Children & Young People (Aged 0-19 and 0-25 for SEND/Looked After Children).

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Strategic Aims & Objectives

The five strategic aims and associated objectives below set out how the local area pledges to support Blackburn with Darwen young people to have a happy, healthy life and experience success, and overcome challenges:

STRATEGIC AIMS	OBJECTIVES
<p>Keeping C&YP safe in the home and in the community</p> <p><i>Links to Strategic Priority 1,2</i></p>	<ul style="list-style-type: none"> • Take action and embed awareness of Contextual Safeguarding, particularly around Child Sexual and Criminal Exploitation and deliver a multi-agency response • Improve the physical health, emotional wellbeing and safety of our young people • Work effectively with partners to safeguard children and young people including those vulnerable to exploitation, radicalisation or offending • Develop an effective neighbourhood youth offer including outreach/detached programme • Offer of support to children open to social care • Provide effective intervention to support young people around reducing the risks of harm
<p>Reduce the number of children & young people in care</p> <p><i>Links to Strategic Priority 1,2,10</i></p>	<ul style="list-style-type: none"> • Offer a timely intervention that is bespoke to each young person and family • Increase the number of children accessing short breaks to support placement stability • Develop individual support plans to highlight challenges, aspirations, the wishes of young person and their family • Offer 1-to-1 support and focused group work activities • Hold multi-agency meetings to identify and respond to concerns • Link key agencies and professionals to support the young and their parents/carers/wider family • Develop shared training & capacity building across the partnership to ensure the workforce is able to meet future demands, quality of service delivery and sustainability.
<p>Reduce the number of children & young people in the criminal/ youth justice system</p> <p><i>Links to Strategic Priority 1,2,5,10</i></p>	<ul style="list-style-type: none"> • Work in partnership with statutory and third sector organisations, to provide a coherent and effective response to youth crime • Contribute to a wider borough response to preventing youth crime • Adopt a restorative approach wherever possible and help young people to understand the consequences of their behaviour • Engage with and listen to the voice of children, young people, their families, and victims to shape services • Co-ordinate and co-deliver detached work located in and around anti-social behaviour/ 'hotspot' areas of the borough • Continue to develop integrated working opportunities across partners as the basis for the effective prevention and reduction of offending
<p>Stop children from becoming NEET (Not in Education, Employment or Training)</p> <p><i>Links to Strategic Priority 1,6,10</i></p>	<ul style="list-style-type: none"> • Work with any young person post 16 who is not in education, employment or training (NEET) to re-engage and where possible, support those who are at risk of becoming NEET pre-16 • Work with vulnerable groups (including Looked After Children & young offenders) pre-16 to engage them in appropriate education and secure suitable progression routes post 16 • Deliver democratic, educational and scrutiny involvement opportunities through youth participation • Support young people who have entered the youth justice system to access education, training or employment and sustain this, contributing to improving their longer term prospects and reduce the likelihood and opportunities for re-offending • Extend Quality Assurance to Education in order that every aspect of a child's life is considered
<p>Effective intervention (right time/ right place/right young people)</p> <p><i>Links to Strategic Priority 1</i></p>	<ul style="list-style-type: none"> • Lead and manage the direct delivery of services that benefit and support children and young people aged between 8-19 years, giving them the opportunity to develop their potential, social and life skills and to reduce risk taking behaviour • Lead the development of a local Strategic Youth Alliance bringing together the Local Authority and Voluntary, Charity, Faith and Social Enterprise sectors to work more collaboratively and develop innovative local strategies and solutions • Deliver a programme of positive activities to support other service areas and to generate income by tailoring programmes to external providers (schools, voluntary sector, youth organisations, local charities etc.) • Improve the school nurse model of working to be more integrated with other adolescent services, including the new Adolescent Hub, and to increase visibility within schools and in the community
<p>Cross Cutting Theme: Participation</p> <p>Involve children and young people in the design and delivery of services, using their views to inform everything we do and feedback on actions taken and the impact that their views have had.</p>	

Partnership Working

We know that there are increasing numbers of children needing help and protection. Rising numbers of teenagers entering care and sustained pressures on securing effective long term placements, all require the local authority to work differently against a back drop of increasingly stretched local authority budgets. Resources for providing support early are under pressure, making it harder for local authorities and their partners to fulfil this role.

Partnership working and multi-agency teams enable the borough to be innovative and responsive to the needs of our young people. The co-location of local authority workers and Universal 0-19 Health services is supporting early identification of needs and a co-ordinated response.

The multi-agency teams already in place in the borough are achieving better outcomes for young people, namely the Engage team, Targeted Youth Support and the Youth Justice Team which all have meaningful partnerships with the Police, Health and the voluntary sector (further explained in “What is the Blackburn with Darwen Offer?” on page 20).

Strategic Partnership Developments

Adolescent Panel

Currently two panels are in place to consider and identify the most appropriate resources to support the needs of children, young people and their families. The multi-agency Transforming Lives Panel meets weekly and represents a thorough cross section of available services working across the entire life cycle of a person. The Children’s Services Resource Management Panel is internal to the council and meets weekly to provide additional support and guidance to social workers.

In development for 2019/20 is a dedicated Adolescent Panel consisting of key partners to create a bespoke resource to focus specifically on the support needs of young people. The process will enable the right professionals to collectively agree the right multi-agency package of support for a young person and their family which will lead to a faster response and more effective step down to universal provision through partnership working and effective signposting.

Strategic Youth Alliance (SYA)

The Strategic Youth Alliance is a collaboration of Blackburn with Darwen Youth Organisations from the public, voluntary and faith sectors. The aim of the Strategic Youth Alliance is to provide quality universal provision for children and young people by working in partnership to an agreed set of aims and objectives. This collaborative approach will aim to reduce duplication, identify gaps in provision, and to work together to increase resources for young people in the borough and ultimately ensure a youth work offer for young people is available locally.

A Hub and Spoke approach is being developed with key locations identified as the main 'hubs' and smaller satellite provision spread across the neighbourhoods as 'spokes'. Blackburn Rovers Community Trust (BRCT) and Blackburn Youth Zone (BYZ) are commissioned to deliver the universal neighbourhood offer and have tailored their offers using intelligence and mapping from the SYA partnership.

Adolescent Hub & Locality Hubs

The development of a multi-agency Adolescent Hub for 2019/20 will align teams and services in one place to better support our young people and improve their experience of working with the professionals in their lives. Referrals from the Adolescent Panel will be prioritised.

Young people in Blackburn with Darwen have told us that they want to access services in one location. In response, as a 'one-stop shop' Hub is being developed to access multiple services supporting young people across the continuum of need and response spectrum. The Hub will boast an integrated team to support young people throughout their adolescent life journey to prevent young people from being transferred between services, and instead supported by a dedicated multi-agency approach.

This team will comprise of key partners including Lancashire Care Foundation Trust, Child Action Northwest, Go2 and practitioners from East Lancashire Child and Adolescent Service (ELCAS), who will offer advice and signposting to appropriate services. Young people will have access to a lead professional or key worker to support them with their interactions with services, providing consistency to the young person enabling strong and trusting relationships to develop.

Adolescent Hub key drivers:

- Designed with young people (and partners)
- Work across the Continuum of Need and Response (CoNR) spectrum
- Prioritise referrals from Adolescent Panel
- Integrate Blackburn with Darwen partners



Other Partnerships

Kooth

Kooth has been commissioned in Blackburn with Darwen to provide an online counselling and emotional well-being platform for children and young people, accessible through a mobile, tablet and desktop. It is free at the point of use, no referral is needed and young people can sign up themselves. The site offers online counselling and has a range of therapeutic tools, activities and moderated message boards 365 days a year, backed up by an out of hours service. The top three issues raised by our young people using the service are Anxiety & Stress, Self Harm and Friendships & Family.

East Lancashire Child and Adolescent Service (ELCAS)

The East Lancashire Child and Adolescent Service (ELCAS) provides a mental health service for young people up to their 16th birthday, who may be experiencing a range of severe and complex difficulties with their mental health. In early 2020, the service will also be extended to young people up to their 18th birthday (up to 19 years of age for those who are already within the service). The majority of referrals are from GPs, however schools and other professionals can refer. The team is multi-disciplinary and includes Mental Health Practitioners, Mental Health Nurses, Child Psychiatrists, Clinical Psychologists, Social Workers and Specialist Therapists.

Mental Health Trailblazer

Blackburn with Darwen has been successful with a bid to Public Health England, to deliver a mental health 'trailblazer' programme. The Mental Health Support Teams in schools, as set out in the Children and Young People Mental Health Green Paper and Long-Term Plan for the NHS, will be placed within high schools, with the aim being to develop models of early intervention for mild to moderate mental health issues and to support young people with early signs of mental distress before they escalate. This will help them to achieve the best educational outcomes and reduce the chance of them developing more serious mental health issues later in life.

Voluntary Sector

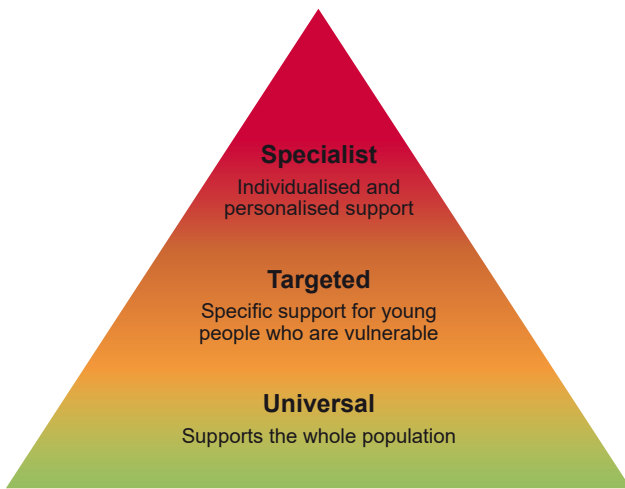
In Blackburn with Darwen strong working relationships have been established with our voluntary sector partners. Organisations who are part of the Strategic Youth Alliance include Blackburn Rovers Community Trust, Blackburn Youth Zone, Child Action North West, FACE, Healthy Living, Inspire Motivate Overcome (IMO), One Voice, Switch and Youth Action.

A dedicated drug and alcohol commissioned service for young people in Blackburn with Darwen is available offering free and confidential advice and information for anyone under 25, along with support for the whole family.

What is the Blackburn with Darwen Offer?

Levels of Provision

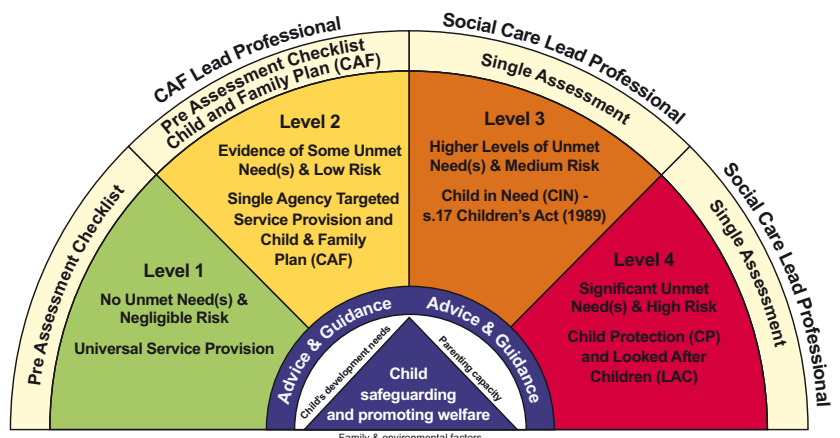
The strategy supports young people who collectively have a wide range of needs, and ensures that provision and intervention is offered across three broad levels; Universal, Targeted and Specialist.



The **Prevention Model** sets out and categorises services based on the type of service provided, with the majority of young people having their needs met by universal services. Each level works to meet the needs of the young person by recognising early what intervention is required to prevent entry into the next tier, which is more resource intensive and specialist.

The model also supports a step-down approach to allow de-escalation to universal provision when appropriate.

Similarly, the **Continuum of Need and Response** depicts working across levels and outlines the journey of the young person who may 'step up' and 'step down' again as their needs change over time. The Adolescent Strategy has been designed to enable teams to work collaboratively across the continuum, so that the most appropriate intervention can be identified and offered to match the needs of the young person at any particular point.



Universal - support for the whole population

Young People's Services – Neighbourhood Offer Commissioned to Blackburn Rovers Community Trust and Blackburn Youth Zone

At its core, the aim of youth work is to support the personal and social development of young people through informal education. Its distinctive characteristics include the voluntary engagement of young people, young people's active involvement in developing provision, the use of informal education as the primary method of youth engagement, and an approach to provision that is responsive to young people's abilities and needs.

For many young people - a positive youth work experience can set them on the path to success, overcoming challenges relating to self and/or family circumstances and supporting young people through times of trauma to make better life choices that help support young people's development and help families to stay together and be happier together.

There is substantial and growing evidence that developing social and emotional capabilities supports the achievement of positive life outcomes, including educational attainment, employment and health. Capabilities such as resilience, communication and negotiation are also increasingly cited as being the foundations of employability. Evidence shows that approaches that focus on building social and emotional capabilities such as these can have greater long-term impact than ones that focus on directly seeking to reduce the 'symptoms' of poor outcomes for young people.

Emotional Health & Wellbeing

Supporting the emotional health and wellbeing needs of young people is central to all teams within Adolescent Services. In addition, a number of services have a dedicated remit for emotional health and wellbeing and these include school nursing, mental health practitioners linked to all schools, ELCAS and CAMHS services, Educational Psychology, REVIVE and Kooth online counselling and support.

Schools

There are 11 schools in the secondary school sector and 82% are judged good or better following inspection from Ofsted. Local pupils make really good progress during their time in school, in spite of the social challenges that they face in their wider lives. Every school is part of a School Improvement Group where schools work together to share best practice and secure the best outcomes for children.

Schools work closely with Children's Services including Early Help (CAFs), Early Years and Adolescent Services and Social Care to ensure the right support and services are available to young people.

Vulnerable Learners & Inclusion

Attending school or an Alternative Provision setting opens up a support network for a young person to develop personally and academically with access to Social, Emotional and Mental Health guidance and support. Being absent from school increases the potential for a young person to become more vulnerable with less opportunity for professionals to identify any needs or safeguarding issues.

Each primary, secondary and special school within the Authority has a designated Inclusion Officer who works in partnership with schools to support pupils and parent/carers to break the link between poor attendance, disadvantage and reduced attainment. Core functions of the team include pupil absence, children missing from education, elective home education and child performance and employment licensing (for children involved in areas like television and theatre).

Healthy Child Programme

The Local authority commissions the Healthy Child Programme to support children and young people aged 5-19 (up to age 25 for young people with SEND) which is delivered by School Nurses and specially trained community public health nurses.

The commission strives for integration between health, local authorities and partners to ensure that needs are met. More information can be found here: <https://www.gov.uk/government/publications/healthy-child-programme-5-to-19-years-old>

Targeted - specific support for young people who are vulnerable

The SEEDS - ASU

The SEEDS works in partnership with other agencies in order to offer holistic support and interventions for young people and families. It provides a supportive, nurturing and caring environment and staff are proactive in ensuring that the young people's needs are met in every way possible.

With specific individual support packages, strategies and guidance, it is envisaged that young people will be able to thrive again within family life and be able to succeed socially, emotionally and educationally. Quality time out is offered to vulnerable young people struggling to live within their own family unit and the service enables young people and their families to have structured and planned 'time out' or respite from their situation. All families have an assigned keyworker who will oversee their support package and work directly with the young person and their family. The service offers both an outreach offer as well as a short breaks service to meet the needs of young people and their families.

Targeted Youth Support (TYS)

Targeted Youth Support is a voluntary participation service aimed at addressing the needs of vulnerable children and young people, aged 8-19 years, by offering them tailored intervention and support. The team works with some of the boroughs most challenging and vulnerable young people who can be referred in for high risk /significant issues from services like the Children's Advice & Duty Service, Engage, Social Care as well as from schools, police and Voluntary, Community and Faith partners.

The programme helps vulnerable young people by assessing their needs and develops tailored interventions to prevent their problems escalating. This often means working with young people who may not meet traditional thresholds for statutory or specialist services, but who, without help, are at risk of escalating and entering local authority care or youth justice system.

New Directions - Post 16

Universal services also delivered

New Directions provides independent and impartial careers information, advice and guidance to young people aged 16-19 (and up to 25 for those with a learning or physical disability). A drop in service is offered to help young people find and apply for employment, education and training; in addition young people are signposted to other partners/agencies for support around personal issues. This approach is to prevent young people from becoming NEET (Not in Education, Employment or Training). Blackburn with Darwen compares very favourably to both regional and national averages, with Participation at 91.8% (March 2019) compared to 85.9% for the North West and 85.3% for the England average.

Young People's Services – Special Educational Needs & Disabilities (SEND)

Every child, whatever their needs, has the right to participate fully in their community and to have the same choices, opportunities and experiences as other children; to make local friends, and to access play, leisure and recreational facilities.

Children with disabilities and their families suffer from social exclusion often as a result of a combination of issues, including poverty, segregation, discrimination and inadequate provision of support services. Children and young people with a disability are considered vulnerable and at risk.

Blackburn with Darwen Borough Council has signed up to the “Every Disabled Child Matters Charter” which ensures that the authority will uphold the framework of effective ways of working.

The YPS SEND Inclusion Project provides a high quality provision for children and young people aged 5-25 years . The Inclusion Project works with the whole SEND range – with projects tailored to meet the needs of children and young people with both additional and complex needs.

The term time offer provides evening and weekend opportunities for SEND children and young people to access activities and support in a traditional youth club environment.





Specialist - individualised and personalised support

Engage Service - Contextual Safeguarding including Child Criminal/Sexual Exploitation (CCE/CSE)

Universal services also delivered

Child Exploitation

The Engage Team is a multi-agency, co-located team based at Greenbank Police Station, which through effective partnership working seeks to identify, support and protect children and young people in Blackburn with Darwen who are vulnerable to or may be experiencing Child Sexual Exploitation (CSE). The multi-agency team consists of staff from Police, Children's Social Care, Health and PACE (Parents Against Child Exploitation) – however wider partnership work with Children's Services, YJS, YPS, Education, Brook, Go2, Housing and other voluntary sector agencies, is integral in the support and intervention that the Engage team provides.

Each child or young person open to the Engage team has a dedicated Young People's Worker who is highly specialised in completing CSE assessments, delivering trauma-informed 1:1 support and direct interventions to work towards the child being safer and to ensure that effective risk management is in place. The intensity and duration of Engage intervention is determined on the level of vulnerability and risk, balanced against the child's wishes and feelings and is reviewed in line with Children's Services Care Planning. Parents can also be offered support through the provision of the PACE Parent Liaison Officer, who works in partnership with parents to assist in developing their understanding of CSE and how to respond effectively, and to also empower parents to work proactively with other professionals to safeguard their child. The team also works closely with the Children's Advice & Duty Service through contribution to assessments. They deliver preventative and awareness raising interventions to children and young people prior to the need for Statutory Children's Services intervention. This works to prevent concerns and the level of risk escalating.

Engage holds responsibility for the Local Authority response to children who get reported Missing from Home or Care within Blackburn with Darwen, including those children who are not currently open to Children's Services. Once a child has been found by the Police, the Engage Missing from Home Worker offers the child a 1:1 Return Home Interview within 72 hours. This Return Home Interview assists to inform a wider assessment of risk in regards to understanding why a child went missing, early identification of risk, vulnerability or unmet need, and addresses strategies to prevent the child going missing again. Close liaison with Police and Children's Services also forms part of this response.

Child Exploitation by its nature is a hidden crime, and therefore in addition to specialist casework and Missing from Home provision, the Engage team continues to offer and provide awareness raising and training across agencies, professionals and the community to raise awareness and encourage proactivity to assist in the early identification of concerns, risk and vulnerability.

Contextual Safeguarding

Contextual Safeguarding is an approach to understanding, and responding to, young people's experiences of significant harm beyond their families. It recognises that the different relationships that young people form in their neighbourhoods, schools and online can feature violence and abuse. Parents and carers have little influence over these contexts, and young people's experiences of extra-familial abuse can undermine parent-child relationship.¹

The Contextual safeguarding approach within the borough seeks to create a response to extra-familial forms of abuse by:

- Targeting the contexts in which that abuse occurs, from assessment to intervention
- Utilising partnerships between children services and agencies who have a reach into extra – familiar contexts (such as transport providers, Community Safety Team, youth workers, in-house residential homes, schools, Blackburn Rovers Community Trust, Blackburn Youth Zone, Go2, Brook, Police, Housing, parents, carers, Youth Justice Service prevention offer etc.) to ensure children and young people are safe from harm.

Youth Justice Service

Universal services also delivered

The principle aim of the integrated Youth Justice Service is to prevent offending and reoffending by children and young people thus contributing directly to increased public protection in Blackburn with Darwen. It does this by engaging pro-actively with young people based on a detailed assessment of factors underpinning their offending and then providing access to a range of activities and interventions, encouraging them to understand the causes and consequences of their actions, take responsibility and make amends by achieving positive change.

This is achieved by:

- Working in partnership with statutory and voluntary sector organisations to provide a coherent and effective response to youth crime.
- Adopting a restorative approach wherever possible and helping young people to understand the consequences of their behaviour and actions.
- Ensure that we have an effective service for victims of youth crime.
- Ensuring there is a competent and committed workforce.
- Placing emphasis on the prevention and reduction of youth crime and allocating sufficient resources to achieve this.
- Providing a quality service which is effective, efficient and value for money.
- Engaging with and listening to the voice of young people, their families, and victims in shaping our services.

1 Firmin, C. (2017). Contextual Safeguarding: An overview of the operational, strategic and conceptual framework. [online] University of Bedfordshire. Available at: <https://contextualsafeguarding.org.uk/assets/documents/Contextual-Safeguarding-Briefing.pdf>

Social Care

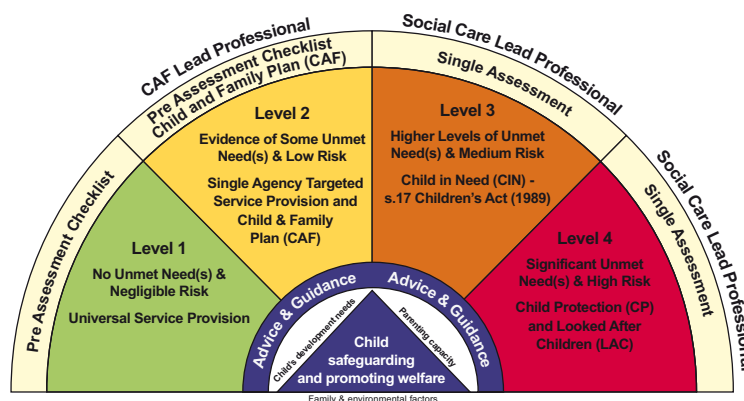
Every young person who is looked after has an individualised support plan and a linked social worker who visits the young person at least 6 weekly until the age of 18. Independent Reviewing Officers (IRO) advocate for the young person to ensure that the right support is in place. Support available includes life story work which aims to help children in care begin to understand and accept their personal history.

Young people and carers can also access support from the Revive service, which provides direct therapeutic work, such as Play Therapy, and therapeutic work focussed on attachment issues between young people and their carers.

For Care Leavers, Personal Advisors support the young person into independence up to the age of 21, should the young person choose to continue to be supported. The 'Staying Put' policy enables young people to continue to live with their foster carers until the age of 21 and the proportion of young people choosing to do this is growing.

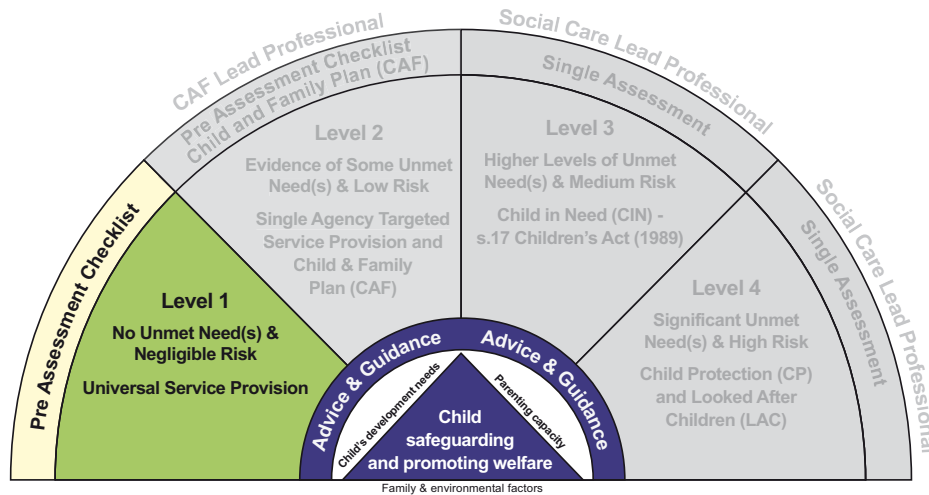
Working Across the Continuum of Need and Response

The support and services available in the borough stretch across the four levels of the Continuum of Need and Response (CoNR) from universal services through to low risk, medium risk and high risk. The tables on the following pages set out the support available across the service depending on level of need:



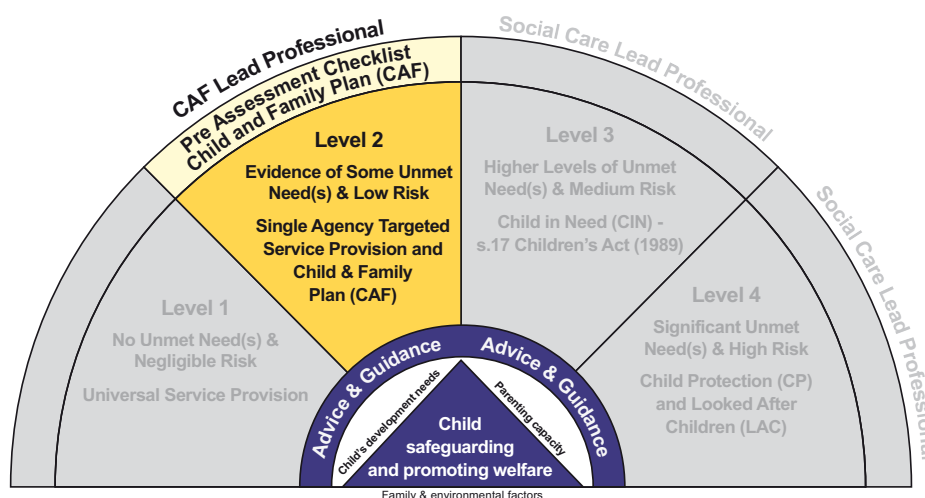
The Blackburn with Darwen Children's Continuum of Need and Response (CoNR) Framework

Working Across the Continuum of Need and Response: Level 1



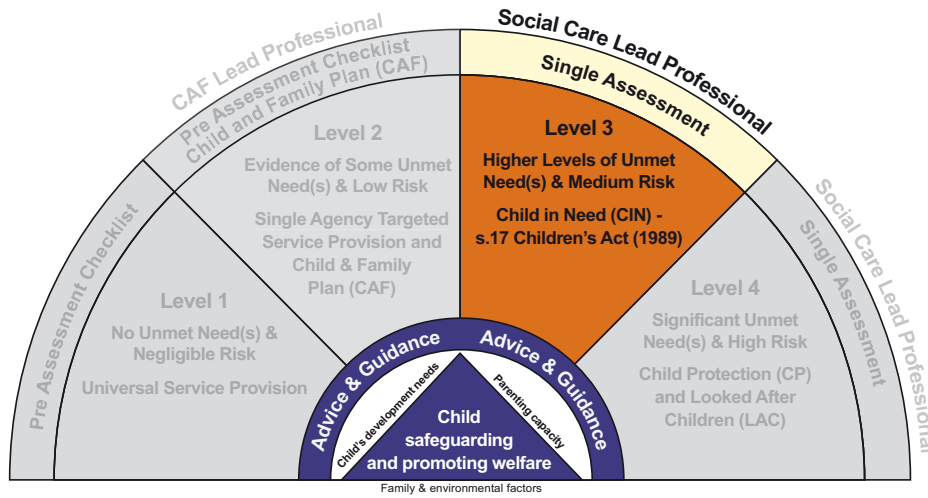
Service	Support Provided
Engage	<ul style="list-style-type: none"> Professionals can make direct contact with Engage for advice and support All referrals into the Children's Advice & Duty Service (CADS) where CSE/CCE is identified as a potential risk factor have Engage Management oversight. Appropriate signposting, recommendations, advice and information provided All Secondary Schools in Blackburn with Darwen have a named Engage Link Worker within the Engage Team whom they can contact directly for advice, information and signposting. Engage Link Workers also carry out awareness raising within Schools to staff and students to support prevention work Awareness raising and training is offered to partners and agencies in Blackburn with Darwen Intel and information sharing takes place with Engage Police Any child who is reported Missing from Home (MFH) in Blackburn with Darwen (open or not open to CSC) are offered a Return Home Interview (RHI) and this is offered and completed within 72 hours. If the child is not open to Children's Social Care, welfare checks are also completed (with parental consent) – advice, recommendations and signposting takes place as appropriate. All RHIs and MFH episodes receive Engage management oversight
YJS	<ul style="list-style-type: none"> Prevention offer – delivery of awareness raising and intervention to a wide audience e.g. school year groups on key messages
YPS, Strategic Youth Alliance & SEND Inclusion	<ul style="list-style-type: none"> Town centre and neighbourhood universal offer providing informal education sessions and referral pathways for targeted support Development programmes such as NCS, Duke of Edinburgh, and Youth Ambassadors Youth Voice opportunities enabling children/young people to shape support at all levels Programme of detached and outreach, visiting areas of Anti-Social Behaviour/youth nuisance, offering signposting support Exclusive provision for children and young people with SEND who cannot access universal support
New Directions	<ul style="list-style-type: none"> Careers information, advice and guidance is offered to all schools within the Borough via a traded service Young people with an education, health and care (EHC) plan will receive a specialised service at key transition points Commissioned services are delivered to young offenders and those who are looked after both pre and post 16 Guidance is offered to young people post 16 to support them into employment, education and training
Voluntary Sector	<ul style="list-style-type: none"> Kooth Counselling – online/text messaging service for 11-19 year olds Lancashire Mind & Brook - answers a wide range of queries face to face, web and telephone, and actively signpost to appropriate services
Health	<ul style="list-style-type: none"> School Nurse - supporting with immediate advice, self help tools and signposting

Working Across the Continuum of Need and Response: Level 2



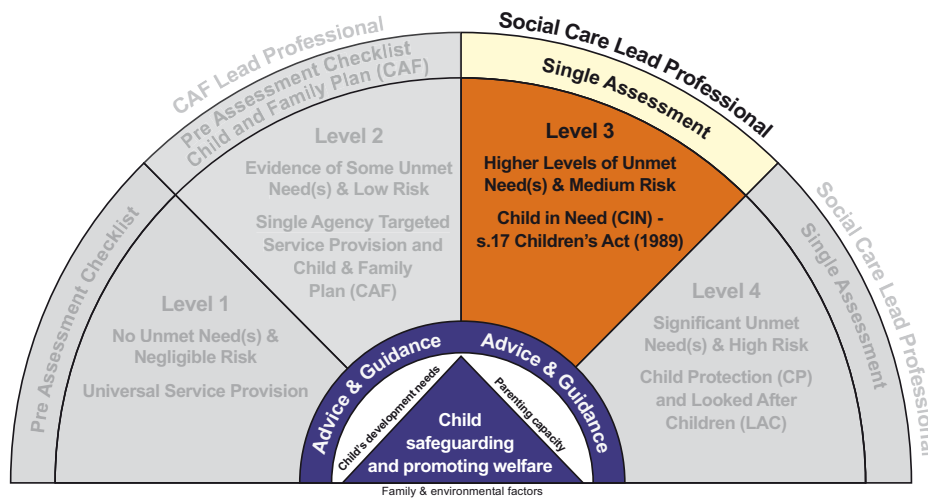
Service	Support Provided
Engage	<ul style="list-style-type: none"> As Level 1...
YJS	<ul style="list-style-type: none"> Statutory cases (those with Court Orders or Police sanctions) may fall under this level for intervention to address offending and criminogenic need as a minimum requirement. A higher level of need assessed would escalate to Level 3 or 4 Prevention offer – Support Around Sexual Harm (SASH) – low level, brief input to an individual young person considered to have displayed ‘problematic’ sexualised behaviour Individual consultation or prevention offer to young people open to CSC at risk of Anti-Social Behaviour/offending Re-connect programme – YJS support delivery of this programme through various agencies, working with those young people considered to be involved in anti-social behaviour and at risk of offending
YPS, Strategic Youth Alliance & SEND Inclusion	<ul style="list-style-type: none"> TYS Prevention Offer. Casework support to address identified needs (DA/Neglect/Mental Health/ASB/Social Isolation/Substance Misuse) based around programme of activities, informal education and signposted support. TYS/SEND Inclusion. A tailored programme of activities and support for C/YP identified as SEND requiring additional support. Level 2 support for children aged 8-10 years
New Directions	<ul style="list-style-type: none"> New Directions provide a careers service to all vulnerable young people. This includes a commissioned service to the Virtual School and Youth Justice Service, supporting young people with impartial careers information, advice and guidance and in re-engaging young people into education/training
Early Help & Support	<ul style="list-style-type: none"> Whole family working, addressing all unmet needs and low risk Routine enquiries of ACE/Parental Conflict Gradeded Care Profile Routines, parenting, home conditions Think Family Therapeutic Programme Parenting programmes and Children Centres School Readiness Offer Family Support Children’s Group Family Group Conference offered CAF is central to the work for children who have or may have SEND needs. PVI providers, Portage and EY SEND support services use the CAF as the tool to co-ordinate support for these children ensuring that parents are central to decision making about their children.
Voluntary Sector	<ul style="list-style-type: none"> Go2 Young Persons Service - confidential information, advice and guidance around all substances. Lancashire Mind and Brook - 1-to-1 Wellbeing coaching & group wellbeing training in schools & community venues
Health	<ul style="list-style-type: none"> Access to School Nurse and Mental Health Practitioner in school settings

Working Across the Continuum of Need and Response: Level 3



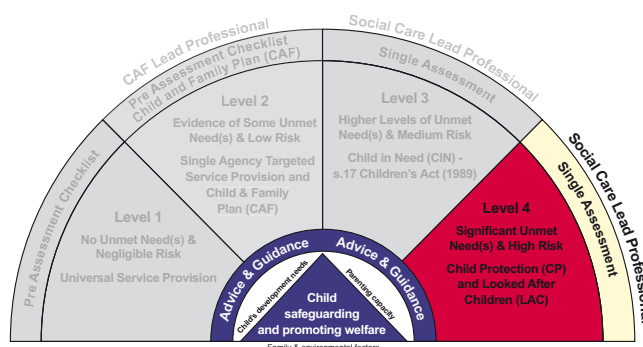
Service	Support Provided
Engage	<ul style="list-style-type: none"> All children/young people identified as vulnerable or at risk of CSE allocated an Engage Young People's Worker who completes a CSE assessment within 10 days, alongside a Single Child & Family assessment completed by the allocated Social Worker Engage Health nurse contributes to CSE assessment and assess if further health support is required 1-to-1 intervention and CSE plan if required Parents can be offered support from the Parents Against Child Exploitation Parent Liaison Officer Engage intervention is reviewed as part of CSE case supervision and CSC care planning Engage contributes to risk management planning and CSC care planning. Engage YPW attends strategy discussions and CP conferences/LAC reviews Multi-agency partnership working Intelligence and information sharing with Engage Police Professional awareness raising and support offered to Social Workers and Team Managers, reflective and joint case supervisions offered with CSC Return Home Interview offered within 72 hours if a child is reported Missing from Home (MFH)
YJS	<ul style="list-style-type: none"> Intervention with statutory cases, as set out in Level 2, but with increased risk and need, assessed at a medium risk of serious harm or medium safety and wellbeing concerns. Prevention offer – SASH – Possible AIM assessment and related intervention thereafter for young people whose behaviour may be considered more harmful than problematic Re-connect programme – YJS support delivery of this programme in partnership with various agencies, working with young people considered to be involved in anti-social behaviour and at risk of offending. YJS is supported by YPS in Re-connect activities Consultation/contribution to strategy discussions for young people pending police investigation
YPS, TYS & SEND Inclusion	<ul style="list-style-type: none"> TYS Intervention Offer. Intensive Casework support to address identified complex needs. Supported work with key partners (ELCAS, GO2, Police, Community Safety, ENGAGE, YJS, SEEDS). Support can involve supported periods away from family home and will have CSC and multi-agency reporting and scrutiny. Individually tailored support package including activities, information, AIG. TYS/SEND Inclusion. A tailored programme of activities and support for C/YP identified as SEND requiring additional support at CoNR level 3/4 Level 3 support for children aged 8-10 years Crisis intervention (bespoke) for young people at risk of placement breakdown/no placement

Working Across the Continuum of Need and Response: Level 3



Service	Support Provided
Social Care	<ul style="list-style-type: none"> Social Worker support allocated
New Directions	<ul style="list-style-type: none"> New Directions provide a careers service to all vulnerable young people. This includes a commissioned service to the Virtual School and Youth Justice Service, supporting young people with impartial careers information, advice and guidance and in re-engaging young people into education/training (as Level 2)
SEEDS	<ul style="list-style-type: none"> Five Planned Short Breaks Friday to Monday Inclusive Emergency Short Breaks up to 72 hours Offers information, support, advice and guidance, after hours and crisis support Family support – tailored individual packages as per SMART Plan Home visits – including in the evenings and weekends Transportation to school, sessions, appointments etc. 1:1 sessions (direct sessions) Focused Group Work activity sessions Multi-agency partnership working e.g. MACSE meetings
Early Help & Support	<ul style="list-style-type: none"> Whole family working, addressing all unmet needs and low risk Routine enquiries of ACE/Parental Conflict Gradeded Care Profile Routines, parenting, home conditions Think Family Therapeutic Programme Parenting programmes and Children Centres School Readiness Offer Family Support Children's Group Family Group Conference offered
Voluntary Sector	<ul style="list-style-type: none"> Go2 Young Persons Service (substance misuse referrals) focusing on harm reduction, risk management, safeguarding and goal setting Lancashire Mind and Brook - 1-to-1 Wellbeing coaching & group wellbeing training in schools & community venues (as Level 2)
Health	<ul style="list-style-type: none"> ELCAS and Child and Adolescent Mental Health Services (CAMHS) – support from Adolescent Psychiatrists, Clinical Psychologists and Cognitive Behaviour Therapists

Working Across the Continuum of Need and Response: Level 4



Service	Support Provided
Engage	<ul style="list-style-type: none"> As Level 3
YJS	<ul style="list-style-type: none"> Multi Agency Risk Management (MARM) meetings with senior managerial oversight are held for those young people assessed using ASSET+ tool as a high risk of serious harm or high safety and wellbeing concerns. Young people who are eligible for Multi Agency Public Protection Arrangements (MAPPA) and Multi Agency Risk Assessment Conference (MARAC) by virtue of their offence, sentence or assessed level of risk, are overseen through the MARM process and can be escalated through the MAPPA process if risk/need requires. Intervention delivered to statutory cases, as set out in Level 2, but where those young people are assessed as a high risk of serious harm or high safety and wellbeing concern. This work also covers those who receive a custodial sentence or intensive supervision and surveillance requirement Prevention offer – SASH – Possible AIM assessment and related intervention thereafter for young people whose behaviour may be considered more harmful than problematic
Social Care	<ul style="list-style-type: none"> Social Worker support allocated
YPS, TYS & SEND Inclusion	<ul style="list-style-type: none"> TYS Intervention Offer. Intensive Casework support to address identified complex needs. Supported work with key partners (ELCAS, GO2, Police, Community Safety, ENGAGE, YJS, SEEDS). Support can involve supported periods away from family home and will have CSC and multi-agency reporting and scrutiny. Individually tailored support package including activities, information, AIG. TYS/SEND Inclusion. A tailored programme of activities and support for C/YP identified as SEND requiring additional support at CoNR level 3/4 Level 3 support for children aged 8-10 years Crisis intervention (bespoke) for young people at risk of placement breakdown/no placement
New Directions	<ul style="list-style-type: none"> New Directions provide a careers service to all vulnerable young people. This includes a commissioned service to the Virtual School and Youth Justice Service, supporting young people with impartial careers information, advice and guidance and in re-engaging young people into education/training (as Level 3)
SEEDS	<ul style="list-style-type: none"> As Level 3
Early Help & Support	<ul style="list-style-type: none"> As Level 3
Revive	<ul style="list-style-type: none"> Family Support groups
Health	<ul style="list-style-type: none"> ELCAS and Child and Adolescent Mental Health Services – support from Adolescent Psychiatrists, Clinical Psychologists and Cognitive Behaviour Therapists (as level 3).

Youth Voice & Participation

Youth participation is the process by which individuals and groups of individuals can influence decision making and bring about change. All children and young people have the right to have their views, wishes and feelings taken into account when decisions are made about their lives.

Young people want...¹

- *Vigilance*: to have adults notice when things are troubling them
- *Understanding & action*: to understand what is happening; to be heard and understood; and to have that understanding acted upon
- *Stability*: to be able to develop an on-going stable relationship of trust with those helping them
- *Respect*: to be treated with the expectation that they are competent rather than not
- *Information and engagement*: to be informed about and involved in procedures, decisions, concerns and plans
- *Explanation*: to be informed of the outcome of assessments and decisions and reasons when their views have not met with a positive response
- *Support*: to be provided with support in their own right as well as a member of their family
- *Advocacy*: to be provided with advocacy to assist them in putting forward their views



1 HM Government (2018). Working Together to Safeguard Children: A guide to inter-agency working to safeguard and promote the welfare of children. [online] HM Government, p.9. Available at: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/779401/Working_Together_to_Safeguard-Children.pdf

Democracy

Young People Services deliver a number of weekly sessions around 'voice', including the Youth Forum and the Youth Integration Forum.

A Youth MP and two Deputy MPs are at the helm of the Youth Forum and this places young people firmly in the democratic decision making process to influence local decisions and shape and design services that affect children and young people.

Every young person aged between 11 and 18 is eligible to vote in the annual Youth elections with voting taking place in secondary schools, colleges and youth organisations.

Young People's Services also facilitates and leads the annual 'Make Your Mark' campaign within the borough, which is led nationally by the British Youth Council to focus on the top ten issues affecting young people locally, regionally and nationally.

These issues are debated at a national level and the top two issues influence the strategy of the Youth Parliament.

All service areas within the Adolescent Services make sure that young people are at the heart of decision making. Young people's feedback helps shape how the service is delivered and how professionals work with young people.

Investing in Children

Teams within Adolescent Services all have Investors in Children accreditation which recognises active inclusion and dialogue with young people to bring about change.

As part of the assessment, young people are interviewed about how they feel about the services they receive and they collectively make the decision about whether a service should gain accreditation.



Feedback from Our Young People

This strategy has been developed in consultation with 600 young people across the Borough to enable them to shape, improve and influence our practice. These are some of the most common themes that emerged during this process, and this feedback has been used to influence the development of the Strategy:

“We’d like our siblings and parents to be better supported with advice”

“Access to a peer mentor who has [experienced] similar difficulties”

“We want and need these services after 5pm and at weekends”

“Increase the focus on preventing crime rather than punishment”

“I want more access to training opportunities and work experience”

“Access to places and spaces to socialise and meet new friends”

“We need more activities and clubs to keep us out of trouble”

“Better mental health support for young people and family members”

“More youth clubs, sports clubs, residential trips and funding for projects”

Practice & Approach

The approach in this strategy is informed by recognised good practice and discussion with national and local partners, which has shaped our thinking locally to adopt an innovative and proven models of practice when working with adolescents.

Strengths Based Approach

A strengths based approach represents a way of implementing and embracing out-of-the-box thinking and, in order to facilitate this, managers and leaders should encourage a positive attitude towards. They should also empower and trust the workforce. The strengths-based approach is about reducing dependency and challenging a 'prescription culture'.

Crucially, it is about protecting and promoting the person's independence, resilience, choice and wellbeing. This approach is fundamental in developing relationships with young people and their families within adolescent services. Prevention services based on a strengths-based approach support an individual's independence, resilience, ability to make choices and wellbeing. Senior managers and team managers within the adolescent services model the values and behaviours associated with strengths based approach in order to cultivate and reinforce culture change.

In practice, this includes managers being visibly involved and ensuring learning through practice, as well as working alongside people embracing a collaborative relationship with practitioners, young people and their families.

Systemic Practice

Systemic practice is a way of working which emphasises people's relationships as key to understanding their experiences. Understanding the complex context of families can help people to change patterns of thinking. Families are worked with rather than 'done to'. They are better supported to stay together and practitioners are more satisfied with their jobs and more likely to stay in them giving continuity to the young people and their families.

The idea is that every conversation is an opportunity for change, and so practitioners must be given the tools to be more adaptable and react to different and complex situations as they arise. The model of practice is key in the world of adolescents in understanding the challenges young people's face and developing meaningful relationships to bring about positive change.

Adverse Childhood Experiences (ACE) Awareness & Trauma Informed Practice

There is a growing recognition that early intervention and collaborative working are essential to reduce trauma and the impact of Adverse Childhood Experiences (ACE). ACEs are a complex range of stressful or traumatic experiences that children can be exposed to whilst growing up, including those that directly harm a child (e.g. abuse, neglect) and those that affect the environment in which a child grows up (e.g. parental separation, domestic violence). ACEs can be prevented, even in difficult circumstances, and it is crucial to support and nurture children and young people as they develop and grow. Professionals across the Blackburn with Darwen partnership have access to trauma informed training which is incorporated into practice.

Neglect

Analysis of serious case reviews by the Department of Education 2009-2011 found that the eight young people included in the category of risky or violent behaviour were all young men, with an average age of 16 years. Their actions were taking place in a community setting, rather than within the home, and seven of the eight young men were already known to children's social care. The review from 2009-2011 it was determined that neglect was a feature of 60% of the 139 serious case reviews.

In a study completed by The Children's Society (2016) it highlighted that neglected young people are significantly more likely to behave in ways which risk their health or jeopardise their future opportunities through truanting from education, getting drunk/misusing substances and offending – all of which impact upon their emotional well-being. There is an association between any experience of neglect and young people's well-being. Young people who reported multiple forms of neglect had significantly worse levels of well-being than their counterparts who were neglected for one type of parenting in isolation.

Within Adolescent Services, all frontline staff will have completed online neglect training by 2019-2020, more specifically over the next 12 months staff will be fully trained in completing the Graded Care Profile. This will ensure the signs of adolescent neglect are fully recognised, acknowledged and appropriate responses are put in place.

The research notes that as a general 'rule' more parental input was found to be beneficial – i.e. high frequency of care and support was associated with a lower propensity for risk-taking behaviours and with higher levels of well-being. The strongest correlations were between emotional support and well-being (e.g. for life satisfaction and 'relatedness'). SEEDS, ENGAGE, TYS and YJS offer a high level of support and care to young people they show them emotional warmth, encouragement, seek to protect them and promote their health.

Adolescent Services support young people who are experiencing or have experienced neglect by raising their self-esteem and giving a feeling of hope and optimism about their future.

Cognitive Behaviour Therapy Programme

Prevention as a core of our strategy will be supported through programmes such as “Pause 4 Thought” a Trauma Informed, ACE aware Cognitive Behaviour therapy programme where young people learn how to recognise the warning signs for actions which may end up with young people getting into trouble, hurting others and or doing harm to themselves. It will show young people how to watch out for these warning signs, how to think before they act and be able to see the bigger picture; thinking ahead rather than risking making bad decisions on the spur of the moment as they might have done previously.

Restorative Practice

The primary aim of restorative practice is to address and repair harm, through building and maintaining relationships, working ‘with’ young people to improve outcomes for all involved.

A number of principles are key to the restorative approach. Participation in such processes must be voluntary and based on informed choice. Neutrality is also important – restorative processes must be fair and unbiased towards participants. The safety of participants is also paramount and we must create safe spaces for our young people to express their feelings and views about harm that has been caused. Our restorative processes must also be non-discriminatory and available to everyone affected by conflict and harm, in line with our commitment to accessibility and meeting all needs. Finally, our restorative processes must be respectful to the dignity of all participants and those affected by the harm caused.

By embedding restorative practice into our work, we can help our young people to prevent and repair conflict by enabling people to communicate in more appropriate ways, thereby helping to build and restore relationships.

Dedicated Adolescent Social Workers

To effectively respond to the very specific needs of adolescents, Children’s Services is progressing to having dedicated Adolescent Social Workers to primarily focus on contextual safeguarding, working across all Adolescent Services teams, particularly the SEEDs and Engage. Adolescent social workers will work alongside children’s social care teams in supporting and coordinating bespoke interventions for complex adolescents.

Placement Stability

Already in place to maintain placement stability for young people in care is the therapeutic support provided by the Revive service, to strengthen attachment issues between young people and their carers. The service provides a formal consultation involving all relevant professionals, family and carers, followed by therapeutic support, practical support and training.

A lack of suitable foster placements for older children and adolescents is a challenge and the Blackburn with Darwen Sufficiency Statement (2019-2021) sets out the Fostering Service’s recruitment and retention strategy. The service works alongside the regional ‘You Can Foster’ campaign to maximise opportunities to attract potential carers from both within and slightly outside the local authority.

Digital Innovation & Engagement

Digital technology has fundamentally changed the way that young people make friends, access services and interact with organisations. Given that 93% of 8-11 year olds and 99% of 12-15 year olds use the internet¹, we are devising new ways for young people to interact with our services to keep pace with this digital shift.

One such innovation is the development of a Young People's Services (YPS) website specially configured for mobile devices. This recognises that nationally 83% of young people aged 12-15 years old own a smartphone, and the likelihood of owning one increases with age². Young people from the BwD Youth Forum participated in the development of the website, following a consultation with a wider group of young people, and their input was invaluable in terms of making the website user-friendly and ensuring it met user needs.

The BwD Youth Forum has also been instrumental in setting up YPS social media profiles as a platform to promote campaigns and services. The YPS Twitter account in particular sees good engagement on many of its posts, with content being retweeted and liked by both professionals and young people.

The Youth Justice Service use digital channels to keep in touch with their young people where appropriate and this includes WhatsApp, a popular cross-platform messaging service.

Similarly to the YJS, the Engage team also use popular digital channels to communicate with the young people they are working with. This includes WhatsApp, Snapchat and Facebook Messenger. Digital communication has proven to be a successful method of engaging with young people compared to direct telephone contact, and staff will continue to be supported in using these apps in their work. During 1:1 sessions and awareness-raising sessions, staff also use tablets to show engaging videos and other online media to our young people.

A Facebook page for SEEDS (ASU) is also being developed and this will be used for awareness raising and to provide useful information such as contact numbers.

Key partners in our Strategic Youth Alliance also use digital channels such as websites and social media accounts to engage with young people.

It can be said that offline vulnerability extends to online life³; the internet can pose a risk to all young people. To combat this, all of our services work closely to safeguard our young people, with some services delivering and promoting online safety awareness, and relevant key messages.

1 Ofcom (2019). Children and parents: Media use and attitudes report 2018. Children and parents media use and attitudes: annex 1. [online] p.40.

Available at: https://www.ofcom.org.uk/_data/assets/pdf_file/0027/134892/Children-and-Parents-Media-Use-and-Attitudes-Annex-1.pdf

2 As above, p.20.

3 El Asam, A. and Katz, A. (2018). Vulnerable Young People and Their Experience of Online Risks. Human-Computer Interaction, 33(4), pp.281-304.

Governance & Monitoring

Adolescent Services falls within the Children's Services department, which is led by the Director of Children's Services. There is one political portfolio - Children, Young People & Education which is led by the Executive Member for Children's Services who has the political responsibility for leadership, strategy and effectiveness of the provision of services to all children and young people.

Both the Executive Member and the Director are members of the statutory Children's Safeguarding Assurance Partnership, the statutory Health and Wellbeing Board for Blackburn with Darwen and the Children's Partnership Board subcommittee, which is responsible for driving the Start Well (0-25) agenda.

In terms of accountability and regulation, all services contribute towards the Children's Services Ofsted inspections, with the SEEDS Adolescent Support Unit having an Ofsted inspection every year. The Youth Justice Service is regulated and inspected by Her Majesty's Inspector of Probation. The service is led by a Youth Justice Board which provides strategic direction, and national standards are monitored for assurance.

Decision making is transparent across Adolescent Services with key decisions presented by the Executive Member for Children, Young People & Education to the Council's Executive Board. The Strategic Youth Alliance reports into the multi-agency Children's Partnership Board.

Senior managers, Director for Children's Services & Education and the Executive Member also engage informally with young people directly to seek their views and provide feedback on key developments around strategy, service delivery and models of practice.

How do we evaluate success?

The effectiveness of the Adolescent Strategy is monitored through the Children's Services Service Development & Practice Improvement Plan. Appendix 1 is an extract of the plan and sets out the priorities and actions that Adolescent Services is responsible to deliver.

The plan identifies measures to enable performance analysis against the priorities and updated are shared quarterly with the Children's Services Service Development and Practice Improvement Board which is chaired by the Director of Children's Services.

Appendix I: What will success look like?

Adolescent Strategy Action Plan: this plan outlines the strategic direction for aligned Adolescent Services and sets out how performance is measured and monitored.

Children's Services Priority Theme:	Action	Indicators of Success	How performance is measured
<p>Ensure that all children get the right help at the right time, including effective early intervention and prevention to ensure outcomes are met.</p>	<p>Adolescent Services: Develop a co-ordinated offer of support to keep young people safe and prevent entry into care</p>	<ul style="list-style-type: none"> • Improved experience for young people & their families • Increased engagement with children and young people • Reduced need for targeted support • Reduced social care intervention • Appropriate step down to universal provision • Bespoke resource & signposting • Faster response, direct path for support • Joined up working across the partnership • Increased referrals to the Adolescent Support Panel • Rapid response to reported ASB via Detached Partnership offer • Quality programme of Neighbourhood Delivery and Town Centre hub 	<ul style="list-style-type: none"> • Number of YP accessing outreach offer (SEEDS) • Number of young people accessing short-breaks • SEEDS quarterly report (progress, referral & closures) • SEEDS supervisions with young people, families & carers • Reg 44 Monthly reporting (SEEDS) • Engage quarterly reporting (feedback from supervisions & children and young people) • Engage QA activity to measure referrals, progress and effectiveness of intervention • Adolescent Panel referral times to provide the service • Number of referrals to adolescent panel • QA of Adolescent Panel membership and contributions from partners • No of young people worked with across Adolescent Services • Targeted Youth Support (TYS) caseload numbers at Continuum of Need and Response levels 2/3/4 (YPS) • Level of need and response reduced during intervention (YPS) • Targeted Youth Support step downs (YPS) • Number of Assessed needs closed (YPS) • Number of Targeted Youth Support case studies reviews per quarter • % of young people accessing support at the SEEDS who are not in care and who do not enter care following support.

Children's Services Priority Theme:	Action	Indicators of Success	How performance is measured
<p>Ensure that all children in need of help and protection receive a bespoke consistent service which safeguards and protects them.</p>	<p>Contextual Safeguarding: Develop a multi-agency approach to contextual safeguarding</p>	<ul style="list-style-type: none"> • Adolescent Resource panel established • Direct path for support & reduced delay for access. • Appropriate referrals • Staff trained with the right skills set • Young people protected/ safeguarded 	<ul style="list-style-type: none"> • Adolescent Resource panel established • QA of Adolescent Panel membership and contributions from partners • Direct path for support & reduced delay for access. • Appropriate referrals • Staff trained with the right skills set • Young people protected/ safeguarded • Training activity • Contextual Safeguarding training to BWD Children's workforce (Council and Partners) • Numbers of young people who have been referred at high risk due to contextual safeguarding, who after intervention risks have been reduced to medium • Number of potential victims (young people) referred to the National Referral Mechanism to compare with the national trends and nos. of referrals around child criminal exploitation (identifying and referring potential victims of modern day slavery (slavery, servitude and forced or compulsory labour & Human Trafficking))

Children's Services Priority Theme:	Action	Indicators of Success	How performance is measured
<p>Involve children and young people in the design and delivery of services, using their views to inform everything we do and feed back on actions taken and the impact that their views have had.</p>	<p>Participation: Increase the quality and quantity of participation activity with children and young people across all service areas.</p>	<ul style="list-style-type: none"> • Voice of the young person is clear • Planning is young person centred including design and delivery of services 	<ul style="list-style-type: none"> • Participation Champions Quarterly reporting on activity • Number of plans evidencing voice • Number of consultation events resulting in service development • Analysis of feedback received from CYP which has resulted in service improvement • Number of service areas awarded the Investing in Children accreditation

Appendix II: Published Documents

The strategy links with and complements other existing strategies in the Borough for children and young people and their families, and does not replace them. This includes the Multi-Agency Neglect Strategy, Joint Health and Wellbeing Strategy, Social Integration Strategy and the Healthy Child Programme.



Joint Health & Wellbeing Strategy 2018-2021

[Download link](#)



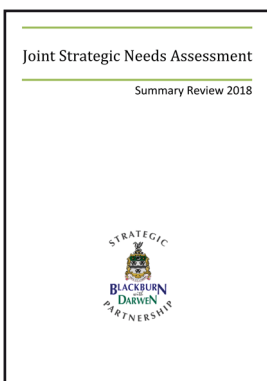
Multi-Agency Neglect Strategy 2019-2021

[Download link](#)



Blackburn with Darwen Social Integration Strategy 2018-2021

[Download link](#)



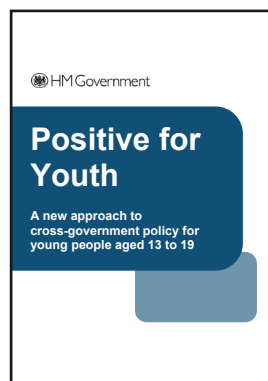
Joint Strategic Needs Assessment, Summary Review 2018

[Download link](#)



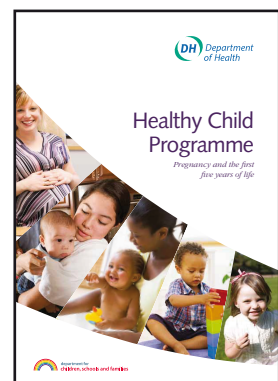
Blackburn with Darwen Sufficiency Statement 2019-2021

[Download link](#)



Positive for Youth cross-government policy, 2010-present

[Download link](#)



Healthy Child Programme, 2009-present

[Download link](#)

Appendix III: How to Access Services

Most of our partners have their own websites, which provide information about how to access their services, opening times and more. Below, we have compiled a list of links to some of the most relevant websites for young people living in Blackburn with Darwen.

Blackburn Rovers Community Trust

<https://www.brfctrust.co.uk>

Blackburn Youth Zone

<https://www.blackburnyz.org>

Brook

<https://legacy.brook.org.uk/find-a-service/service/blackburn>

Child and Adolescent Mental Health Services (CAMHS)

<https://www.healthyyoungminds/sc.co.uk/home>

East Lancashire Child and Adolescent Services (ELCAS)

<https://elht.nhs.uk/services/east-lancashire-child-and-adolescent-services>

Go2

<https://refreshbwd.com/service/go2-blackburn-with-darwen-young-peoples-drug-and-alcohol-service>

Kooth

<https://www.kooth.com>

Lancashire Mind

<http://www.lancashiremind.org.uk>

Youth Justice Service

Telephone: 01254 666 995

Young People's Service

<http://www.bwd-yps.co.uk>

Telephone: 01254 298 622

Acronyms & Abbreviations

AIM	Assessment, Intervention and Moving On
C&F	Child and Family
CADS	Children's Advice and Duty Service
CAMHS	Child and Adolescent Mental Health Service
CCE	Child Criminal Exploitation
CoNR	Continuum of Need and Response
CSC	Children's Social Care
CSC	Children's Social Services
CSE	Child Sexual Exploitation
ELCAS	East Lancashire Child and Adolescent Service
LAC	Looked After Child
MAPPA	Multi Agency Public Protection Arrangements
MARAC	Multi Agency Risk Assessment Conference
MARM	Multi Agency Risk Management
MFH	Missing From Home
NCS	National Citizen Service
NEET	Not in Education, Employment or Training
PACE	Parents Against Child Exploitation
PHE	Public Health England
PVI	Private, Voluntary and Independent
RHI	Return Home Interview
SASH	Support Around Sexual Harm
SEND	Special Educational Needs & Disabilities
SYA	Strategic Youth Alliance
TYS	Targeted Youth Support
YJS	Youth Justice Service
YPS	Young People's Service
YPW	Young People's Worker

EXECUTIVE BOARD DECISION



REPORT OF:	Executive Member for Finance and Governance Executive Member for Children, Young People and Education
LEAD OFFICERS:	Director of Finance and Customer Services Director of Children, Young People and Education
DATE:	9th January 2020

PORTFOLIO/S AFFECTED:	Finance and Governance Children, Young People and Education
WARD/S AFFECTED:	All
KEY DECISION:	YES <input type="checkbox"/> NO <input checked="" type="checkbox"/>

SUBJECT: Refinancing of Building Schools for the Future (BSF) – Private Finance Initiative (PFI) Phase 2 – Witton Park High School and Blackburn Central High School with Crosshill

1. EXECUTIVE SUMMARY

Further to the Executive Board report in July 2017, in which delegated authority was granted to the Executive Member for Finance and Governance and the Executive Member for Children, Young People and Education, in consultation with the Director of Finance and Customer Services and the Director of Children, Young People and Education to enter into any subsequent Private Finance Initiative (PFI) re-financing arrangements if deemed that such an exercise would deliver financial benefit to the Council's Services, this report provides an update on the recent refinancing of the second of the two PFI schemes which the Council entered in to as part of the Building Schools for the Future (BSF) programme in 2010.

2. RECOMMENDATIONS

That the Executive Board;

Notes the outcome of the recent refinancing exercise for the Phase 2 Private Finance Initiative (PFI) Scheme – Witton Park High School and Blackburn Central High School with Crosshill, the funding for which was originally put in place as part of the Building Schools for the Future (BSF) programme in 2010.

3. BACKGROUND

Most PFI contracts contain standard provisions stating that if the debt used to finance the initial construction phase of a project can be refinanced at a lower cost, then the benefit (after transaction costs, advisory fees and disbursements) is split between the Council and the PFI Contractor. In these arrangements, the debt to be refinanced is often referred to as Senior Debt and the providers of it are known as Senior Funders.

The interest rate charged to the PFI Contractor broadly comprises two elements:

- The underlying interest (swap) rate;
- A profit margin charged by the Senior Funder.

Refinancing opportunities generally exist where the market rate for the profit margin element falls below that

currently charged by the incumbent Senior Funder. However, any refinancing exercise attracts significant early redemption penalties as well as legal and advisory fees. The reduction in margins must therefore be significant enough to offset these costs.

It is common for this debt to be refinanced sometime after the completion of construction because the risks involved in the project generally reduce at this point which means that the initial loans can be replaced by loans at a lower rate of interest. The approach made by the PFI Contractor to refinance was made because of the historically low level of interest rates that prevail at present.

Based upon their preliminary work, the PFI contractors advised the Council that the terms being offered by prospective funders would result in a net gain which would provide the Council with the following benefits;

- A share of the gain attributable to the Council as granting authority, as defined by sharing provisions in the initial Project Agreement in 2010, with any benefit from the refinancing to be split between the Council and the Project Company on the basis agreed at the time of the original PFI contract
- As the Council is also a shareholder in the Project Company (directly owning 9% of the shares in the Holding Company, and also 5% in the Local Education Partnership (LEP) who in turn own 10% of the shares in the Holding Company), the Council would receive 9.5% of the benefit identified above as accruing to the Project Company.

4. KEY ISSUES & RISKS

Following preparation and thorough review of the supporting legal and financial documentation, the actual refinancing transaction took place on 21st November 2019.

The financial gain to the Council as a consequence of the refinancing exercise is £978,000

5. POLICY IMPLICATIONS

There are no specific policy implications associated with this report.

6. FINANCIAL IMPLICATIONS

The refinancing has resulted in a financial benefit for the Council comprising;

Share of gain to the Council as granting authority £847,000

Share of gain to the Council as shareholder in the Project Company £125,000

TOTAL £972,000

These gains are stated after deduction of the costs for all financial and legal advisers engaged on the project, including those who were appointed to support the Council.

7. LEGAL IMPLICATIONS

The Council's Financial Procedure Rules have been complied with in the progression of the re-financing arrangement and the Council procured expert, external legal and financial advice to support this project.

1. RESOURCE IMPLICATIONS

Although there was some impact on finance, procurement and contracting staffing resources for the finalisation of the re-financing arrangements, the ongoing input and management of the PFI contract will not materially

impact on the current staffing resources.

9. EQUALITY AND HEALTH IMPLICATIONS

Please select one of the options below. Where appropriate please include the hyperlink to the EIA.

Option 1 Equality Impact Assessment (EIA) not required – the EIA checklist has been completed.

Option 2 In determining this matter the Executive Member needs to consider the EIA associated with this item in advance of making the decision. (*insert EIA link here*)

Option 3 In determining this matter the Executive Board Members need to consider the EIA associated with this item in advance of making the decision. (*insert EIA attachment*)

10. CONSULTATIONS

None.

11. STATEMENT OF COMPLIANCE

The recommendations are made further to advice from the Monitoring Officer and the Section 151 Officer has confirmed that they do not incur unlawful expenditure. They are also compliant with equality legislation and an equality analysis and impact assessment has been considered. The recommendations reflect the core principles of good governance set out in the Council's Code of Corporate Governance.

12. DECLARATION OF INTEREST

All Declarations of Interest of any Executive Member consulted and note of any dispensation granted by the Chief Executive will be recorded in the Summary of Decisions published on the day following the meeting.

VERSION:	1.0
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CONTACT OFFICER:	Chris Bradley – Head of Service, Contracting and Procurement
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DATE:	9 th January 2020
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BACKGROUND PAPER:	Executive Board Decision - Refinancing of the Building Schools for the Future (BSF) Private Finance Initiative (PFI) contract – July 2017
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EXECUTIVE BOARD DECISION



REPORT OF: Executive Member for Environmental Services

LEAD OFFICERS: Director of Environment and Operations

DATE: 12 December 2019

PORTFOLIO/S AFFECTED: Environmental Services

WARD/S AFFECTED: Billinge and Beardwood

KEY DECISION: YES NO

SUBJECT: Petition received regarding recycling grey bin collection affecting properties 1-41 Azalea Road, 78 94 Granville Road, Blackburn

1. EXECUTIVE SUMMARY

Petitions received by the Council require a response following a report sent to the Executive Board. This report is in response to the petition received from households in the above area and invites the Board to issue a response as outlined below to the issues raised.

2. RECOMMENDATIONS

That the Executive Board: issue the response to the petition received, appertaining to:-

- 2.1 Contamination – remind residents what to place in their grey bin
- 2.2 Ensure the Biffa collection crew drag bins if their vehicle is not a narrow bodied RCV
- 2.3 Move the properties to collection points for collection from January 2020 (customers drag bins)

3. BACKGROUND

The petition (copy attached) asks the Council to address the regular collection of grey recycling bins in the back street.

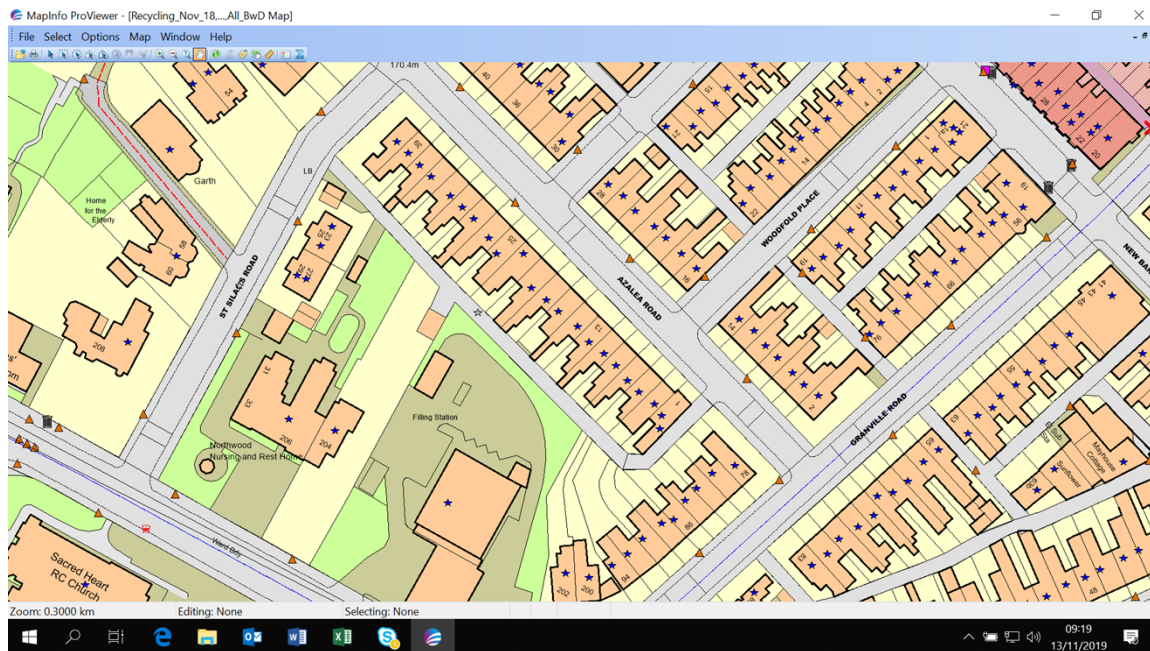
The residents cited frequent missed collections in July, August and September 2019. The residents contend that the reason given for the non-collections of parked vehicles blocking access is not correct. The residents have taken up their issue with Ward Councillors for Billinge and Beardwood. They also state rubbish in the back street is causing distress. The letter suggests that double yellow lines are placed on St Silas Road if parked cars are causing access issues.

Azalea Road/Granville Road back street and bin collection arrangements

A map showing the location and layout of this back street is given below.

Although some terraced households served by a back street, across the Borough have been moved to a 'collection point' for their bin collection (e.g. another section of Azalea Road), this is not the case for this location and for these households: the current arrangement is that the bin crews reverse down the back street from St Silas Road, and drive back out, emptying the bins as they do so. The bin collection from the houses on Granville Road (who place their bins in the 'dog leg' section), are collected by the crew by wheeling the bins a short distance to the refuse collection vehicle (RCV)

which is parked adjacent to no 1 Azalea Road.



Data from Biffa regarding collections from the area

The Biffa recycling crews have in cab devices enabling them to record collection issues. The following data has been recorded by the crews over recent collections :-

- Access issues – 4 occasions of no access
- Contaminated bins – 109 instances of contaminated bins (i.e. not emptied, reported and stickered)

The crew also report a health and safety 'near miss' at this location, which was a hazard that could cause human injury or damage to property.

Why do the problems appear to be with the recycling service only?

This would appear to be for a number of reasons:-

- Different vehicles from refuse collection – the in-house refuse collection service have narrow track vehicles only. Due to breakdowns and an aging fleet, Biffa are not always able to use narrow bodied vehicles which are more difficult to get in to back street. The in-house refuse vehicle fleet also includes some vehicles with rear steer, which also aids reversing in to back streets.
- Contaminated bins – sometimes bins are not emptied by the recycling crew because they contain mixed rubbish, not because the crew have been unable to access the back street (contamination is not a problem with burgundy bin collections).

Bin information leaflet drop and clear up

At the end of October, a local Ward Councillor worked with some residents to remove a large number of bags of contaminated bags of recyclables, from the back street. The Cleansing team delivered an information leaflet (see attached) to a resident of Azalea Road, who had volunteered to deliver to all houses in the block, and where possible, talk to their neighbours.

Back street collection issues – a recap and summary

The Borough has many roads and properties that were constructed laid out in the Victorian era, before the advent of motor vehicles and hence not designed with vehicles in mind. This legacy includes hundreds of back streets that were used mainly for the delivery of coal.

Many properties across the Borough have their refuse and recycling (bins or bags) collected from these back streets. In some cases, residents wheel their bins to the end of the back street for

collection, and in other locations the 'bin' crews either wheel the bins to a collection point at the end of the back street, and the bin truck drives through, or reverses down, the back street to collect the bins.

As highlighted by the Health & safety Executive (HSE), the collection of refuse / recyclables from back streets presents various operational and health and safety challenges: -

Access – many back streets are narrow (designed as they were for horse and cart and not refuse collection vehicles) which means some refuse vehicles can struggle to drive/reverse in. Manoeuvring a refuse collection vehicles (RCV) in/out of a back street is also difficult as the back streets and adjacent roads were designed to current standards. Moreover, with growing car ownership (and no off road parking at terraced properties), cars frequently park at these back street junctions, which also deny access to RCVs

Surface condition – most back streets are adopted. However, they are not maintained, and hence are not to the same standard as highway roads. This means many are not even, or laid with tarmac. Some are cobbled and heavy vehicles, have, over time, worn deep channels since the back streets were not constructed to modern standards. Because they are also over shadowed by the houses on either side, the back streets can become damp and hence slippery. Wheeling bins over uneven surfaces presents physical risks to the bin crews when each staff member is wheeling several hundred bins every day.

Perimeter walls and back gates - the walls of back streets are often not maintained and so subject to collapse. Back gates open directly in to the back street, which is a health and safety risk when an RCV is operating there, as demonstrated by fatalities involving members of the public, including one tragic incident, which occurred in recent years in Hyndburn.

Visibility and obstructions – back streets are usually unlit. Many are also subject to fly tipping and general dumping of rubbish. Other obstacles in back streets range from skips to scaffolding and dog mess, all of which affect a safe, and convenient bin/bag collection service.

In addition, in some parts of the Borough, the back streets are on a steep incline (e.g. Brookhouse, Shear Brow, Earcroft areas), which adds to the physical strain placed upon the bin crews.

4. KEY ISSUES & RISKS

The key issues to resolve to provide the residents with a regular grey bin recycling collection are therefore: -

A - Collection vehicles – ensure that the Biffa collection crew are instructed to drag the bins if their vehicle is not a narrow track and hence additional risks are involved in reversing the vehicle in. The service will transfer to the Council from May 2020; a new vehicle fleet has been ordered which will comprise narrow-bodied vehicles.

B - Parking – installing double yellow lines (to prevent cars parking at the junction to the back street) would take many months to implement and may meet opposition. Placing signs asking people not to park on bins has been tried elsewhere and found to be largely ignored. It would also require installing posts for the signs.

C - Contamination of recycling bins – education of the residents is required to ensure all bins placed out for collection, are full of clean recyclables only

Collection points for bins

There are 2 possible solutions :-

1. Keep the existing collection method

2. Change the collection to a 'collection point' system operated elsewhere where residents wheel their bins to the ends of the back streets

Keeping the collection method as it is (1) means that the health and safety issues, and access issues remain. If residents are required to place their bins at either ends of the back street (2), will eliminate the health and safety risks – for both the recycling and refuse crews – as well as eliminating the access risk (parked cars, skips etc.): providing residents place their bins at the locations by 7.00am on collection day, and place only clean recyclables in their grey bin, there should be no interruption to the service (adverse weather or other exceptional circumstances notwithstanding)

The recommended course of action (as outlined in the draft reply to the residents in Appendix 1) is: -

1. Contamination – remind residents what to place in their grey bin
2. Ensure the Biffa collection crew wheel their bins if their vehicle is not a narrow bodied RCV
3. Move the properties to collection points for collection from January 2020 (customers wheel the bins)

5. POLICY IMPLICATIONS

None

6. FINANCIAL IMPLICATIONS

None

7. LEGAL IMPLICATIONS

The petition meets the requirements of an 'ordinary' petition as defined within the council constitution and the response is within the range provided within the constitution.

8. RESOURCE IMPLICATIONS

None

9. EQUALITY AND HEALTH IMPLICATIONS

Please select one of the options below. Where appropriate please include the hyperlink to the EIA.

Option 1 Equality Impact Assessment (EIA) not required – the EIA checklist has been completed.

Option 2 In determining this matter the Executive Member needs to consider the EIA associated with this item in advance of making the decision. (*insert EIA link here*)

Option 3 In determining this matter the Executive Board Members need to consider the EIA associated with this item in advance of making the decision. (*insert EIA attachment*)

10. CONSULTATIONS

The Council will reply to the residents as indicated in the draft response letter attached. The ward councillors will be notified when the collection point is to be implemented.

11. STATEMENT OF COMPLIANCE

The recommendations are made further to advice from the Monitoring Officer and the Section 151

Officer has confirmed that they do not incur unlawful expenditure. They are also compliant with equality legislation and an equality analysis and impact assessment has been considered. The recommendations reflect the core principles of good governance set out in the Council's Code of Corporate Governance.

12. DECLARATION OF INTEREST

All Declarations of Interest of any Executive Member consulted and note of any dispensation granted by the Chief Executive will be recorded in the Summary of Decisions published on the day following the meeting.

VERSION:	1
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CONTACT OFFICER:	Tony Watson
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DATE:	20 November 2019
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BACKGROUND PAPER:	
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Appendix 1 – letters to residents



Environment & Operations

1 – 41 Azalea Road
78 – 94 Granville Road
Blackburn

20 November 2019

Dear Resident,

Re: Continuous missed collection of grey bins

Thank you for your letter dated 14 October regarding the above issue.

Your letter has been classified as a petition which, under Council rules, means that a report is submitted to the Executive Board for consideration.

The Executive Board will meet and discuss your petition at their meeting on 12 December 2019.

I will write to you again after the Board has met and reached a decision as to the best course of action.

Yours sincerely



Environment & Operations

1 – 41 Azalea Road
78 – 94 Granville Road
Blackburn

X date 2019/2020

DRAFT

Dear Resident,

Re; Continuous missed collection of grey bins

Thank you for your letter dated 14 October regarding the above issue.

Your letter has been classified as a petition which, under Council rules, means that a report is submitted to the Executive Board (which meets monthly) for consideration. The Executive Board met and discussed your petition at their meeting on 12th December 2019.

Collection of bins in back streets

- 1 Contamination – remind residents what to place in their grey bin
- 2 Ensure the Biffa collection crew drag bins if their vehicle is not a narrow bodied RCV
- 3 Move the properties to collection points for collection from January 2020 (customers drag bins)

Yours sincerely

No 1 -41 Azalea Road
No 78 -94 Granville Road
Blackburn
Lancashire
BB2 6JU

Chief Executive Denise Park
Blackburn with Darwen Council
King William Street
Blackburn
BB1 7DY

14 October 2019

RE: Continuous Missed Collection of Grey Recycle bins.

Dear Mrs Park,

I am writing with regards to the fortnightly collection of the Grey Recycle bins. Over a period of approximately 3 months the bins of Azalea Road have not been collected. A number of residents have made contact with relevant council departments and with Councillor Jackie Floyd about the matter; to which residents have been informed the missed collections are due to apparent parked vehicles blocking the entrance to the back alley. As residents we have discussed the issue and we have witnessed no parked vehicles on the day of the bin collection to still find the bins have been left and the issue is reoccurring. On some occasions the workers have left additional bags for waste however this does not address the issue of unnecessary mess in alleyways and the sheer distress residents are faced with.

Furthermore, I would like to stress as residents of Azalea Road in 25 years we have not experienced any issues with refuse collection as we have in the year 2019. On many occasions residents who are car owners have had to empty recycling waste at the recycling base in Blackburn to ensure the waste does not mount up in the back alley and attract vermin. On 14 October 2019 the lorry arrived and again the workers did not empty the Grey bins, one resident approached the workers and questioned why the bins were left to which she was told they would empty the bin if it is taken to the top of the alleyway. This is quite baffling and I am puzzled as to why the bins were not collected from the alleyway when there was enough access. In addition to the above, I would like to address the matter of 'blocked access' that the workers continue to speak about; there are two points of access to the alleyway on Azalea Road one adjacent to St Silas Road and the other on the end of the Washbowl laundrette, both entrances are accessible at all times. If there is an issue with parking perhaps the entrance to the alleyway on St Silas Road should be marked with double yellow lines on the road to prevent any parked cars.

The continuous missed collected of bins has and will continue to result in the rise of vermin and waste in alleyways a problem that cannot afford to escalate any more than it already has. As residents we feel deeply distressed and concerned with this frequent occurrence and we will not tolerate such behaviour of the council workers in deliberately leaving the Grey Bins. I would like you to please address the situation with the relevant departments to ensure this issue is resolved quickly and efficiently. I look forward to receiving a positive response from you.

Yours Sincerely,

Residents of Azalea Road & Granville Road.

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of the Local Government Act 1972.

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