

# Public Document Pack

## Executive Board

Thursday, 8 December 2022

Time: 6.00 pm

Venue: Meeting Room A

Address: Blackburn Town Hall

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### 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**  
**Executive Board Minutes November 2022** 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**

**Adults, Social Care & Health**

## **Children, Young People & Education**

- |     |   |                |
|-----|---|----------------|
| 8.1 | <b>Teachers Pay Policy</b>                          |                |
|     | <b>Teacher's Pay Policy</b>                         | <b>11 - 35</b> |
|     | <b>Appendix 1</b>                                   |                |
|     | <b>Appendix 2</b>                                   |                |
|     | <b>Appendix 3 for EBTeachers Pay Policy 2022-23</b> |                |
| 8.2 | <b>Fostering Report Quarter 1&amp;2</b>             |                |
|     | <b>Fostering Quarter 1and 2</b>                     | <b>36 - 50</b> |
|     | <b>Fostering Q1&amp;2 Appendix 1</b>                |                |

## **Environment & Operations**

### **Public Health, Prevention & Wellbeing**

- |     |  |                |
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| 8.3 | <b>Trauma Informed Systems Resilience Framework</b>                      |                |
|     | <b>Trauma Informed Systems Resilience Framework</b>                      | <b>51 - 80</b> |
|     | <b>Appendix 1 for EB Trauma Informed Systems Resilience Framework_v1</b> |                |
|     | <b>Appendix 2 -TIFrameworkSupportingSlideDeck</b>                        |                |
| 8.4 | <b>Asylum Funding</b>  |                |
|     | <b>Asylum Funding</b>  | <b>81 - 85</b> |
| 8.5 | <b>Additional Funding for work with Rough Sleepers</b>                   |                |
|     | <b>Additional Funding for work with Rough Sleepers</b>                   | <b>86 - 90</b> |

## **Digital & Customer Services**

- |     |                                       |                |
|-----|---------------------------------------|----------------|
| 8.6 | <b>Digital Strategy Update Report</b> |                |
|     | <b>Digital Strategy</b>               | <b>91 - 98</b> |

## **Growth & Development**

- |     |  |                 |
|-----|--|-----------------|
| 8.7 | <b>Disposal of Land at Holden Fold for residential development</b> |                 |
|     | <b>Disposal of Land - Holden Fold P1</b>                           | <b>99 - 112</b> |
|     | <b>Appendix 1 for Disposal of Land - Holden Fold</b>               |                 |
|     | <b>Appendix 2 for Disposal of Land - Holden Fold</b>               |                 |

## **Finance & Governance**

- |     |  |  |
|-----|--|--|
| 8.8 | <b>Lancashire Pension Fund - Triennial Valuation Results</b> |  |
|-----|--|--|

	<b>Outcome of Pension Valuation 31stMarch 2022</b>	<b>113 - 116</b>
<b>9.</b>	<b>Corporate Issues</b>	
<b>9.1</b>	<b>Replacement of Children's Play Area - Witton Park</b>	
	<b>Children's Play Area - Witton Park</b>	<b>117 - 121</b>
<b>10.</b>	<b>Matters referred to the Executive Board</b>	

**PART 2 – THE PRESS AND PUBLIC MAY BE EXCLUDED DURING  
CONSIDERATION OF THE FOLLOWING ITEMS**

<b>11.1</b>	<b>Disposal of land at Holden Fold for residential development</b>	
	<b>Disposal of Land - Holden Fold P2</b>	<b>122 - 133</b>

Date Published: Wednesday, 30 November 2022  
Denise Park, Chief Executive

## EXECUTIVE BOARD Thursday 10<sup>th</sup> November 2022

### PRESENT

#### **COUNCILLOR:**

Councillor Phil Riley  
Councillor Julie Gunn  
Councillor Jim Smith  
Councillor Damian Talbot  
Councillor Mustafa Desai

#### **PORTFOLIO:**

Leader of the Council  
Children, Young People & Education  
Environment & Operations  
Public Health, Prevention & Wellbeing  
Adult Social Care & Health

#### **EXECUTIVE MEMBER**

Councillor John Slater

#### **NON PORTFOLIO**

Leader of the Conservative Group

#### **ALL IN ATTENDANCE:**

Muhammed Bapu

Youth MP

	Item	Action
1	<b><u>Welcome and Apologies</u></b>  The Leader of the Council, Councillor Phil Riley, welcomed all to the meeting. Apologies were received from Councillors Mahfooz Hussain, Vicky McGurk and Quesir Mahmood, and from the Deputy Youth MPs Kasim Shah and Hasti Jahanghiri.	
2	<b><u>Minutes of the Previous Meeting</u></b>  The Minutes of the Meeting held on 13 <sup>th</sup> October 2022 were agreed as a correct record.	<b>Agreed</b>
3	<b><u>Declarations of Interest</u></b>  Councillor Damian Talbot declared an Interest in Agenda Item 8.5- Corporate Complaints Monitoring Report – Employed by the Member of Parliament for Blackburn.  Councillor John Slater declared an interest in Agenda Item 8.2 – Schools Capital Programme 2022-23 - School Governor.	
4	<b><u>Equality Implications</u></b>  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.	<b>Confirmed</b>
5	<b><u>Public Forum</u></b>	



	Item	Action
	No questions had been received from members of the public.	
6	<b><u>Questions by Non-Executive Member</u></b>	
	No questions had been received from Non-Executive Members.	
7	<b><u>Youth MPs Update</u></b>	
	<p>The Youth MPs, Muhammad Bapu verbally reported on recent events and activities including :</p> <ul style="list-style-type: none"> <li>• Recruitment of 9 new Youth Forum Members.</li> <li>• Attendance at the Leaving Care Forum event at Kaleidoscope.</li> <li>• Discussions with the Public Health Team on Junk Food advertisements and the approach to these with schools.</li> <li>• The 7<sup>th</sup> Annual Takeover Challenge at King George's Hall, which focused on the Child Food Poverty campaign, which was attended by over 80 young people.</li> <li>• The 2022 UK Youth Parliament House of Commons sitting in London, which Mohammed found an enjoyable and informative experience. The chosen 2023 campaign focus was the 'Cost of Living'.</li> </ul> <p>Members of the Executive Board commended Muhammed and the Youth Forum for their excellent continuing contribution.</p> <p><b><u>Executive Member Reports.</u></b></p> <p><b><u>Leader's Update</u></b></p> <p>Councillor Phil Riley verbally reported on the current status of funding bids recently submitted.</p>	<b>Noted</b>
8.1	<p><b><u>Contract Award for Domiciliary Care (Adults) following completion of procurement exercise.</u></b></p> <p>A report was submitted advising that the provision of the Domiciliary Care (Adults) service had been retendered due to the previous framework coming to an end. The Domiciliary Care (Adults) service formed part of an essential provision which served residents in need within Blackburn with Darwen Borough. The report covered the award of the framework for Domiciliary Care services in the Borough following a procurement exercise.</p> <p><b>RESOLVED -</b></p> <p>That the Executive Board:</p> <ul style="list-style-type: none"> <li>• Approves the awarding and commencement of the new framework agreement to the successful contractors (see below – Tier 1, 2 and Rural area providers) following completion of the procurement exercise which was undertaken through the council's e-procurement portal The Chest. The contract term is</li> </ul>	<b>Noted</b>
		<b>Approved</b>

	Item	Action
	<p>for 3 years with an option to extend for a further two years (1 year plus 1 year) subject to satisfactory delivery which will be monitored via robust contract management and review processes. The contract start date is to be the 1<sup>st</sup> December 2022.</p> <p>Tier 1: Main Framework Providers</p> <ol style="list-style-type: none"> <li>1 Guardian Homecare UK Ltd</li> <li>2 Homecare For You Ltd</li> <li>3 Premier Care Ltd</li> <li>4 I Care (GB) Ltd</li> <li>5 Cherish UK Ltd</li> <li>6 Sky Futures Ltd (trading as Choice Care)</li> <li>7 Delta Care Ltd</li> </ol> <p>Tier 2: Framework Providers</p> <ol style="list-style-type: none"> <li>1 Orchid Home Care Support Ltd</li> <li>2 Curantis Healthcare Ltd</li> <li>3 Willowbrook (Hyndburn) Ltd</li> </ol> <p>Rural Area: Providers</p> <ol style="list-style-type: none"> <li>1 Guardian Homecare UK Ltd</li> <li>2 Premier Care Ltd</li> <li>3 Orchid Home Care Support Ltd</li> <li>4 Sky Futures Ltd t/a Choice Care</li> <li>5 Willowbrook (Hyndburn) Ltd</li> </ol> <p>Notes that the Strategic Director Adults &amp; Health shall award and sign the final contract following the completion of procurement process.</p>	Noted
8.2	<p><b><u>Schools Capital Programme 2022-2023</u></b></p> <p>Members received a report which presented for consideration and approval the Capital Programme for Schools and Education for 2022-2023 academic year as detailed within the report.</p> <p><b>RESOLVED –</b></p> <p>That the Executive Board:</p> <ol style="list-style-type: none"> <li>1: Approves the attached list of projects as detailed in Appendix 2 for inclusion in the 2022-2023 Schools and Education capital programme funded from School Condition Allocation and Devolved Formula Capital.</li> <li>2: Delegates authority to the Strategic Director of Children's &amp; Education in consultation with the Executive Member for Children,</li> </ol>	<p>Approved</p> <p>Approved</p>

	Item	Action
	<p>Young People and Education to undertake the procurement for the works in accordance with the Contracts &amp; Procurement Procedure Rules in the Council's Constitution.</p> <p>3: Subject to (4) below, approves expenditure to be incurred on individual projects, in line with the Council's Financial Procedure Rules.</p> <p>4:Agrees that projects proposed to be funded from s106 Agreements will not commence until funding under those agreements has been received by the Council.</p> <p>5: Notes that reports will be provided for the Executive Member detailing any variations/amendments to programmes of work and seeking necessary approvals where these are required to ensure compliance with financial instructions and the Constitution.</p>	<p><b>Approved</b></p> <p><b>Approved</b></p> <p><b>Noted</b></p>
<b>8.3</b>	<p><b><u>Childcare Sufficiency Statement 2022</u></b></p> <p>A report was submitted, advising the Executive Board of the outcomes of the Childcare Sufficiency Assessment 2022 in respect of the Local Authority's statutory duty under The Childcare Act 2006 and 2016.</p> <p>The report provided detail in terms of Supply, Demand, Free Funded Early Education places, Quality and Childcare costs.</p> <p><b>RESOLVED –</b></p> <p>That the Executive Board:</p> <p>Notes and approves the content of the Childcare Sufficiency Assessment 2022.</p>	<p><b>Noted and Approved</b></p>
<b>8.4</b>	<p><b><u>Blackburn with Darwen Positive Ageing Framework</u></b></p> <p>The Executive Board received a report which explained that the Positive Ageing Framework was designed to improve and support positive, healthy ageing for the population of Blackburn with Darwen and the report outlined the approach and aims.</p> <p>The Framework provided key opportunities for action across all partners and stakeholders and would be used to inform service development and delivery, commissioning and policy and strategy development to support positive ageing in the Borough.</p> <p><b>RESOLVED –</b></p> <p>That the Executive Board:</p> <ul style="list-style-type: none"> <li>• Note the key issues and challenges facing the borough with an ageing population and acknowledge the opportunities to support our population to age well through the Positive Ageing Framework.</li> <li>• Acknowledge and support the need for a collaborative, whole system approach across the life course to support healthy active ageing in Blackburn with Darwen.</li> </ul>	<p><b>Noted</b></p> <p><b>Noted</b></p>

	Item	Action
	<ul style="list-style-type: none"> <li>• Approve the Positive Ageing Framework.</li> </ul>	Noted
8.5	<p><b><u>Corporate Complaints Monitoring Report April 2021-March 2022</u></b></p> <p>A report was submitted which set out the complaints and compliments received by the Council for the period 1st April 2021 to 31st March 2022. This information had been compared to data collected from previous years to allow reasonable comparison.</p> <p><b>RESOLVED –</b></p> <p>That the Executive Board notes the report.</p>	Noted
8.6	<p><b><u>Corporate Revenue Budget Monitoring Quarter 2 2022-23</u></b></p> <p>The Executive Board was provided with an update on the Council's Revenue Budget for 2022/23 on the basis of a budget monitoring exercise undertaken at the end of September 2022.</p> <p><b>RESOLVED-</b></p> <p>It is recommended that Executive Board:-</p> <p>a) give approval to the Portfolio Cash Limit Adjustments as outlined in Appendix 1;</p> <p>b) note the General Fund Budget Summary position as at 30<sup>th</sup> September 2022;</p> <p>c) in view of the forecast overspend of £7.590m, the Executive Board request Portfolio Holders to review their budgets for the remainder of 2022/23 with a view to addressing the issues identified and limiting the amount of monies that would be required to be taken from reserves at financial year end</p> <p>d) note the Earmarked Reserves and General Fund Balance position as at 30<sup>th</sup> September 2022.</p>	<p>Approved</p> <p>Noted</p> <p>Approved</p> <p>Noted</p>
8.7	<p><b><u>Treasury Management Mid-Year Strategy Review for 2022/23</u></b></p> <p>Members received an update with regard to the Treasury Management position to date, and the proposed Strategy for the remainder of 2022/23.</p> <p><b>RESOLVED –</b></p> <p>It is recommended that the Executive Board:</p> <p>1. notes the Treasury Management position for the year to</p>	Noted

	Item	Action
	<p>date, and approves the proposed Strategy for the remainder of the year, detailed in Appendix 1, and</p> <p>2. Approves that there are no changes to the existing Treasury and Prudential Indicators for 2022/23, as set at Executive Board on 10<sup>th</sup> March 2022 and updated at Executive Board on 8<sup>th</sup> September 2022.</p>	Approved
8.8	<p><b><u>Corporate Capital Budget and Balance Sheet Monitoring Report 2022/23 – Quarter 2</u></b></p> <p>A report was submitted on the overall financial position of the Council in respect of the Capital Programme at 30<sup>th</sup> September 2022, highlighting key issues and explaining variations in the first 6 months of the year.</p> <p><b>RESOLVED -</b></p> <p>The Executive Board is asked:</p> <ul style="list-style-type: none"> <li>• To approve the revised capital programme as per Appendix 1,</li> <li>• To approve the variations to the programme shown in Appendix 2.</li> </ul> <p>Signed at a meeting of the Board</p> <p>on 8<sup>th</sup> December 2022</p> <p>(being the ensuing meeting on the Board)</p> <p>Chair of the meeting at which the Minutes were confirmed</p>	<p>Approved</p> <p>Approved</p>

## DECLARATIONS OF INTEREST IN ITEMS ON THIS AGENDA

**Members attending a Council, Committee, Board or other meeting with a personal interest in a matter on the Agenda must disclose the existence and nature of the interest and, if it is a Disclosable Pecuniary Interest or an Other Interest under paragraph 16.1 of the Code of Conduct, should leave the meeting during discussion and voting on the item.**

**Members declaring an interest(s) should complete this form and hand it to the Democratic Services Officer at the commencement of the meeting and declare such an interest at the appropriate point on the agenda.**

MEETING: **EXECUTIVE BOARD**

DATE: **8<sup>TH</sup> DECEMBER 2022**

AGENDA ITEM NO.:

DESCRIPTION (BRIEF):

NATURE OF INTEREST:

DISCLOSABLE PECUNIARY/OTHER (delete as appropriate)

SIGNED :

PRINT NAME:

(Paragraphs 8 to 17 of the Code of Conduct for Members of the Council refer)

## EXECUTIVE BOARD DECISION



<b>REPORT OF:</b>	Executive Member for Children, Young People and Education
<b>LEAD OFFICERS:</b>	Strategic Director of Children's & Education (DCS)
<b>DATE:</b>	Thursday, 8 December 2022

<b>PORTFOLIO/S AFFECTED:</b>	Children, Young People and Education
<b>WARD/S AFFECTED:</b>	(All Wards);
<b>KEY DECISION:</b>	Y

### SUBJECT: EB Teacher's Pay Policy 2022-23

#### 1. EXECUTIVE SUMMARY

The School Teacher's Pay and Conditions Document 2022 ("the STPCD") has been issued, and therefore Blackburn with Darwen Borough Council's Teachers' Pay Policy has been updated as required to implement the new STPCD. This policy (attached as Appendix 1) also includes the two other appendices attached to this paper (Appendix 2 is Payscales for 2022-23 and Appendix 3 is the Process Flowchart).

An amendment to holiday allowances to be made due to the Queen's Funeral on 19<sup>th</sup> September 2022 and the King's Coronation in May 2023

#### 2. RECOMMENDATIONS

That the Executive Board note the contents of the Teachers' Pay Policy for 2022-23.

#### 3. BACKGROUND

Maintained schools and Local Authorities must comply with the statutory requirements for teachers' pay and conditions set out in the STPCD annually, and must also have regard to the statutory guidance issued within the STPCD. The Local Authority and maintained schools in Blackburn with Darwen should adopt this updated policy which takes into account the 2022 STPCD. It is also commended to all other schools in the borough.

#### 4. KEY ISSUES & RISKS

Failure to adopt the Teachers' Pay Policy 2022 could lead employers to breach the statutory requirements mandated by the STPCD 2022

#### 5. POLICY IMPLICATIONS

Adopting this policy will keep BwD in line with the STPCD 2022.

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## 6. FINANCIAL IMPLICATIONS

The STPCD gives a nationally agreed increase of 5% for all scale points. The Government will not be funding this pay award. The award will be paid to Teachers in December 2022 salaries.

## 7. LEGAL IMPLICATIONS

The STPCD 2022 has retrospective effect from 1<sup>st</sup> September 2022 in accordance with the School Teachers' Pay and Conditions (England) Order 2022. When pay decisions are made, any pay increases awarded to teachers will be backdated to 1<sup>st</sup> September 2022 (as noted in the STPCD).

## 8. RESOURCE IMPLICATIONS

For those schools who purchase payroll services from Blackburn with Darwen Borough Council, any movement up pay scales following the 2022 appraisal round will be applied in January 2023 (following the noting of this report by Executive Board) and backdated to 1<sup>st</sup> September 2022.

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## 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

This policy wording has been approved by Trade Unions through the Schools' Policy Development Group Meeting (SPDG) and Local Joint Negotiating Consultative Committee (LJNCC) for Schools in Autumn 2022 and is subject to adoption by Governing Bodies following Executive Board approval,

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## 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.



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<b>VERSION:</b>	<b>1</b>
<b>CONTACT OFFICER:</b>	<b>Gillian Shaw</b>
<b>DATE:</b>	<b>2/11/2022</b>
<b>BACKGROUND PAPER:</b>	

## Appendix 1 – Pay Scales (Effective 1st September 2022)

### **Unqualified Teacher Pay Range**

	2015	2016	2017	2018	2019	2020	2021	2022
	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.
Unqualified Teacher Point 1 (Minimum)	16298	16461	16626	17208	17682	18169	18419	19340
Unqualified Teacher Point 2	18193	18376	18560	19210	19739	20282	20532	21559
Unqualified Teacher Point 3	20087	20289	20492	21210	21794	22394	22644	23777
Unqualified Teacher Point 4	21983	22204	22427	23212	23851	24507	24507	25733
Unqualified Teacher Point 5	23880	24120	24362	25215	25909	26622	26622	27954
Unqualified Teacher Point 6 (Maximum)	25776	26034	26295	27216	27965	28735	28735	30172

### **Main Pay Range**

	2015	2016	2017	2018	2019	2020	2021	2022
	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.
Main Reference Point 1 (Minimum)	22244	22467	22917	23720	24373	25714	25714	28000
Main Reference Point 2	24001	24243	24728	25594	26298	27600	27600	29800
Main Reference Point 3	25931	26192	26716	27652	28413	29664	29664	31750
Main Reference Point 4	27926	28207	28772	29780	30599	31778	31778	33850
Main Reference Point 5	30127	30430	31039	32126	33010	34100	34100	35990
Main Reference Point 6 (Maximum)	32831	33160	33824	35008	35971	36961	36961	38810

### **Upper Pay Range**

	2015	2016	2017	2018	2019	2020	2021	2022
	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.
Upper Reference Point 1 (Minimum)	35218	35571	35927	36646	37654	38690	38690	40625
Upper Reference Point 2	36522	36889	37258	38004	39050	40124	40124	42131
Upper Reference Point 3 (Maximum)	37871	38250	38633	39406	40490	41604	41604	43685

### **Teaching and Learning Responsibility Payments**

	2015	2016	2017	2018	2019	2020	2021	2022
	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.
Fixed Term TLR 3 (Minimum)	517	523	529	540	555	571	571	600
Fixed Term TLR 3 (Maximum)	2577	2603	2630	2683	2757	2833	2833	2975
TLR 2 A (Minimum)*	2613	2640	2667	2720	2796	2873	2873	3017
TLR 2 C (Maximum)	6386	6450	6515	6645	6829	7017	7017	7368
TLR 1 A (Minimum)*	7546	7622	7699	7853	8069	8291	8291	8706
TLR 1 D (Maximum)	12770	12898	13027	13288	13654	14030	14030	14732

### **Special Educational Needs Allowances**

	2015	2016	2017	2018	2019	2020	2021	2022
	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.
SEN Point 1 (Minimum)	2064	2085	2106	2148	2209	2270	2270	2384
SEN Point 2	4075	4116	4158	4241	4359	4479	4479	4703

**Leading Practitioners** - The overall pay range for Leading Practitioners is:

	2015	2016	2017	2018	2019	2020	2021	2022
	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.
Leading Practitioner Point 1	38598	38984	39374	40162	41267	42402	42402	44523
Leading Practitioner Point 2	39564	39960	40360	41167	42300	43464	43464	45638
Leading Practitioner Point 3	40552	40958	41368	42195	43356	44549	44549	46777
Leading Practitioner Point 4	41562	41978	42398	43246	44436	45658	45658	47941
Leading Practitioner Point 5	42597	43023	43454	44323	45542	46795	46795	49135
Leading Practitioner Point 6	43664	44102	44544	45435	46685	47969	47969	50368
Leading Practitioner Point 7	44841	45290	45743	46658	47942	49261	49261	51725
Leading Practitioner Point 8	45875	46335	46799	47735	49048	50397	50397	52917
Leading Practitioner Point 9	47021	47492	47967	48926	50272	51655	51655	54238
Leading Practitioner Point 10	48228	48711	49199	50183	51564	52983	52983	55633
Leading Practitioner Point 11	49481	49976	50476	51486	52902	54357	54357	57075
Leading Practitioner Point 12	50619	51127	51639	52672	54121	55610	55610	58391
Leading Practitioner Point 13	51886	52405	52930	53989	55474	57000	57000	59850
Leading Practitioner Point 14	53180	53712	54250	55335	56857	58421	58421	61343
Leading Practitioner Point 15	54503	55049	55600	56712	58272	59875	59875	62869
Leading Practitioner Point 16	55951	56511	57077	58219	59821	61467	61467	64541
Leading Practitioner Point 17	57237	57810	58389	59557	61195	62878	62878	66022
Leading Practitioner Point 18	58677	59264	59857	61055	62735	64461	64461	67685

**Leadership Pay Range** - The overall pay range for Leadership is:

<b>Group 0</b>	2015	2016	2017	2018	2019	2020	2021	2022
	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.
Leadership Point 1	38597	38984	39374	39965	41065	42195	42195	44305
Leadership Point 2	39564	39960	40360	40966	42093	43251	43251	45414
Leadership Point 3	40552	40958	41368	41989	43144	44331	44331	46548
Leadership Point 4	41562	41978	42398	43034	44218	45434	45434	47706
Leadership Point 5	42597	43023	43454	44106	45319	46566	46566	48895

<b>Group 1</b>	2015	2016	2017	2018	2019	2020	2021	2022
	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.
Leadership Point 6	43665	44102	44544	45213	46457	47735	47735	50122
Leadership Point 7	44841	45290	45743	46430	47707	49019	49019	51470
Leadership Point 8	45876	46335	46799	47501	48808	50151	50151	52659
Leadership Point 9	47021	47492	47967	48687	50026	51402	51402	53973
Leadership Point 10	48228	48711	49199	49937	51311	52723	52723	55360
Leadership Point 11	49481	49976	50476	51234	52643	54091	54091	56796
Leadership Point 12	50619	51127	51639	52414	53856	55338	55338	58105
Leadership Point 13	51886	52405	52930	53724	55202	56721	56721	59558
Leadership Point 14	53180	53712	54250	55064	56579	58135	58135	61042
Leadership Point 15	54503	55049	55600	56434	57986	59581	59581	62561
Leadership Point 16	55951	56511	57077	57934	59528	61166	61166	64225
Leadership Point 17	57237	57810	58389	59265	60895	62570	62570	65699
Leadership Point 18	58096	58677	59857	60755	61808	63508	63508	66684

**Group 2**

	2015	2016	2017	2018	2019	2020	2021	2022
	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.
Leadership Point 8	45876	46335	46799	47501	48808	50151	50151	52659
Leadership Point 9	47021	47492	47967	48687	50026	51402	51402	53973
Leadership Point 10	48228	48711	49199	49937	51311	52723	52723	55360
Leadership Point 11	49481	49976	50476	51234	52643	54091	54091	56796
Leadership Point 12	50619	51127	51639	52414	53856	55338	55338	58105
Leadership Point 13	51886	52405	52930	53724	55202	56721	56721	59558
Leadership Point 14	53180	53712	54250	55064	56579	58135	58135	61042
Leadership Point 15	54503	55049	55600	56434	57986	59581	59581	62561
Leadership Point 16	55951	56511	57077	57934	59528	61166	61166	64225
Leadership Point 17	57237	57810	58389	59265	60895	62570	62570	65699
Leadership Point 18	58677	59264	59857	60755	62426	64143	63508	67351
Leadership Point 19	60130	60733	61341	62262	63975	65735	65735	69022
Leadership Point 20	61622	62240	62863	63806	65561	67364	67364	70733
Leadership Point 21	62521	63147	64417	65384	66517	68347	68347	71765

£ p.a.

**Group 3**

	2015	2016	2017	2018	2019	2020	2021	2022
	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.
Leadership Point 11	49481	49976	50476	51234	52643	54091	54091	56796
Leadership Point 12	50619	51127	51639	52414	53856	55338	55338	58105
Leadership Point 13	51886	52405	52930	53724	55202	56721	56721	59558
Leadership Point 14	53180	53712	54250	55064	56579	58135	58135	61042
Leadership Point 15	54503	55049	55600	56434	57986	59581	59581	62561
Leadership Point 16	55951	56511	57077	57934	59528	61166	61166	64225
Leadership Point 17	57237	57810	58389	59265	60895	62570	62570	65699
Leadership Point 18	58677	59264	59857	60755	62426	64143	64143	67351
Leadership Point 19	60130	60733	61341	62262	63975	65735	65735	69022
Leadership Point 20	61622	62240	62863	63806	65561	67364	67364	70733
Leadership Point 21	63146	63779	64417	65384	67183	69031	69031	72483
Leadership Point 22	64715	65363	66017	67008	68851	70745	70745	74283
Leadership Point 23	66318	66982	67652	68667	70556	72497	72497	76122
Leadership Point 24	67290	67963	69330	70370	71590	73559	73559	77237

**Group 4**

	2015	2016	2017	2018	2019	2020	2021	2022
	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.
Leadership Point 14	53180	53712	54250	55064	56579	58135	58135	61042
Leadership Point 15	54503	55049	55600	56434	57986	59581	59581	62561
Leadership Point 16	55951	56511	57077	57934	59528	61166	61166	64225
Leadership Point 17	57237	57810	58389	59265	60895	62570	62570	65699
Leadership Point 18	58677	59264	59857	60755	62426	64143	64143	67351
Leadership Point 19	60130	60733	61341	62262	63975	65735	65735	69022
Leadership Point 20	61622	62240	62863	63806	65561	67364	67364	70733
Leadership Point 21	63146	63779	64417	65384	67183	69031	69031	72483
Leadership Point 22	64715	65363	66017	67008	68851	70745	70745	74283
Leadership Point 23	66318	66982	67652	68667	70556	72497	72497	76122
Leadership Point 24	67963	68643	69330	70370	72306	74295	74295	78010
Leadership Point 25	69652	70349	71053	72119	74103	76141	76141	79949
Leadership Point 26	71375	72089	72810	73903	75936	78025	78025	81927
Leadership Point 27	72419	73144	74615	75735	77048	79167	79167	83126

**Group 5**

	2015	2016	2017	2018	2019	2020	2021	2022
	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.
Leadership Point 18	58677	59264	59857	60755	62426	64143	64143	67351
Leadership Point 19	60130	60733	61341	62262	63975	65735	65735	69022
Leadership Point 20	61622	62240	62863	63806	65561	67364	67364	70733
Leadership Point 21	63146	63779	64417	65384	67183	69031	69031	72483
Leadership Point 22	64715	65363	66017	67008	68851	70745	70745	74283
Leadership Point 23	66318	66982	67652	68667	70556	72497	72497	76122
Leadership Point 24	67963	68643	69330	70370	72306	74295	74295	78010
Leadership Point 25	69652	70349	71053	72119	74103	76141	76141	79949
Leadership Point 26	71375	72089	72810	73903	75936	78025	78025	81927
Leadership Point 27	73143	73876	74615	75735	77818	79958	79958	83956
Leadership Point 28	74957	75708	76466	77613	79748	81942	81942	86040
Leadership Point 29	76814	77583	78359	79535	81723	83971	83971	88170
Leadership Point 30	78725	79514	80310	81515	83757	86061	86061	90365
Leadership Point 31	79872	80671	82293	83528	84976	87313	87313	91679

**Group 6**

	2015	2016	2017	2018	2019	2020	2021	2022
	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.
Leadership Point 21	63147	63779	64417	65384	67183	69031	69031	72483
Leadership Point 22	64715	65363	66017	67008	68851	70745	70745	74283
Leadership Point 23	66318	66982	67652	68667	70556	72497	72497	76122
Leadership Point 24	67963	68643	69330	70370	72306	74295	74295	78010
Leadership Point 25	69652	70349	71053	72119	74103	76141	76141	79949
Leadership Point 26	71375	72089	72810	73903	75936	78025	78025	81927
Leadership Point 27	73143	73876	74615	75735	77818	79958	79958	83956
Leadership Point 28	74957	75708	76466	77613	79748	81942	81942	86040
Leadership Point 29	76814	77583	78359	79535	81723	83971	83971	88170
Leadership Point 30	78725	79514	80310	81515	83757	86061	86061	90365
Leadership Point 31	80671	81478	82293	83528	85826	88187	88187	92597
Leadership Point 32	82676	83503	84339	85605	87960	90379	90379	94898
Leadership Point 33	84731	85579	86435	87732	90145	92624	92624	97256
Leadership Point 34	86825	87694	88571	89900	92373	94914	94914	99660
Leadership Point 35	88102	88984	90773	92135	93732	96310	96310	101126

**Group 7**

	2015	2016	2017	2018	2019	2020	2021	2022
	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.
Leadership Point 24	67963	68643	69330	70370	72306	74295	74295	78010
Leadership Point 25	69652	70349	71053	72119	74103	76141	76141	79949
Leadership Point 26	71375	72089	72810	73903	75936	78025	78025	81927
Leadership Point 27	73143	73876	74615	75735	77818	79958	79958	83956
Leadership Point 28	74957	75708	76466	77613	79748	81942	81942	86040
Leadership Point 29	76814	77583	78359	79535	81723	83971	83971	88170
Leadership Point 30	78725	79514	80310	81515	83757	86061	86061	90365
Leadership Point 31	80671	81478	82293	83528	85826	88187	88187	92597
Leadership Point 32	82676	83503	84339	85605	87960	90379	90379	94898
Leadership Point 33	84731	85579	86435	87732	90145	92624	92624	97256
Leadership Point 34	86825	87694	88571	89900	92373	94914	94914	99660
Leadership Point 35	88983	89874	90773	92135	94669	97273	97273	102137
Leadership Point 36	91187	92099	93020	94416	97013	99681	99681	104666
Leadership Point 37	93453	94389	95333	96763	99424	102159	102159	107267
Leadership Point 38	95765	96724	97692	99158	101885	104687	104687	109922
Leadership Point 39	97128	98100	100072	101574	103334	106176	106176	111485

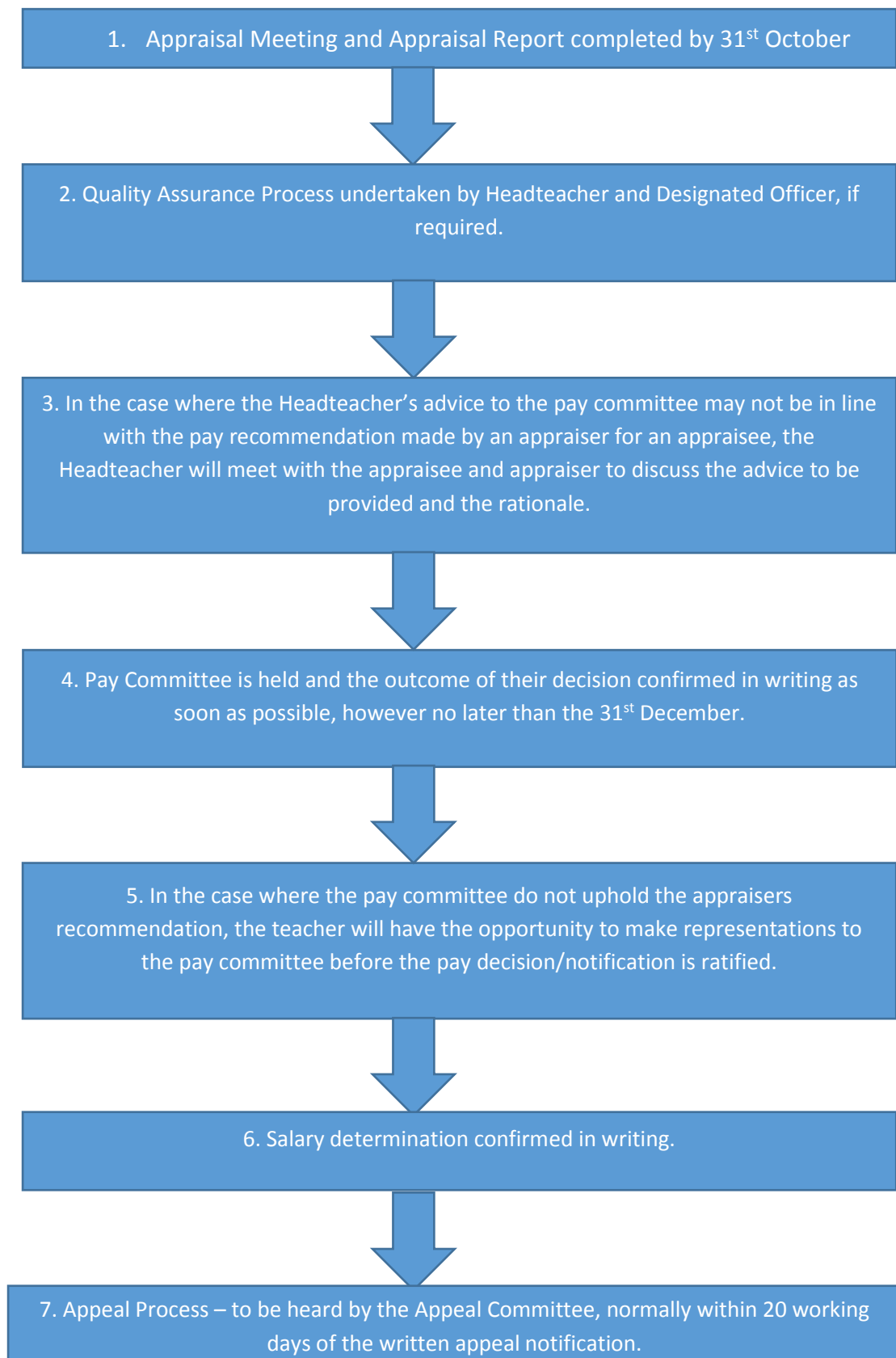
**Group 8**

	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>	<b>2019</b>	<b>2020</b>	<b>2021</b>	<b>2022</b>
	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.
Leadership Point 28	74958	75708	76466	77613	79748	81942	81942	86040
Leadership Point 29	76814	77583	78359	79535	81723	83971	83971	88170
Leadership Point 30	78725	79514	80310	81515	83757	86061	86061	90365
Leadership Point 31	80671	81478	82293	83528	85826	88187	88187	92597
Leadership Point 32	82676	83503	84339	85605	87960	90379	90379	94898
Leadership Point 33	84731	85579	86435	87732	90145	92624	92624	97256
Leadership Point 34	86825	87694	88571	89900	92373	94914	94914	99660
Leadership Point 35	88983	89874	90773	92135	94669	97273	97273	102137
Leadership Point 36	91187	92099	93020	94416	97013	99681	99681	104666
Leadership Point 37	93453	94389	95333	96763	99424	102159	102159	107267
Leadership Point 38	95765	96724	97692	99158	101885	104687	104687	109922
Leadership Point 39	98099	99081	100072	101574	104368	107239	107239	112601
Leadership Point 40	100548	101554	102570	104109	106972	109914	109914	115410
Leadership Point 41	103059	104091	105132	106709	109644	112660	112660	118293
Leadership Point 42	105642	106699	107766	109383	112392	115483	115483	121258
Leadership Point 43	107210	108283	110459	111007	114060	117197	117197	123057

\* please refer to your payroll provider for guidance on mid-range TLR points

## Appendix 2

### Teachers' Pay Policy – Process Flowchart





## **Pay Policy - Teachers**

### **1. Introduction**

This policy sets out the framework for making decisions on teachers' pay and clarifies the basis on which this will be achieved. It outlines the date by which the teachers' annual pay review will be determined and also sets out procedures for dealing with appeals. It has been developed to comply with current legislation and the requirements of the School Teachers' Pay and Conditions Document 2022 (the STPCD) and has been consulted on with key stakeholders and/or recognised Trade Unions/Professional Associations.

In adopting this pay policy the aim is to:

- maximise the quality of teaching and learning at the school;
- support the recruitment and retention of a high quality teacher workforce;
- enable the school to recognise and reward teachers appropriately for their contribution to the school;
- help to ensure that decisions on pay are managed in a fair, just and transparent way.

Throughout the policy reference is made to the Pay Committee; however, it is recognised that for some schools this function may be carried out by another committee of the Governing Body.

For those teachers employed centrally by the Local Authority (LA), where reference is made throughout the policy to the Governing Body, the appropriate service manager will take responsibility for dealing with pay matters in line with the STPCD.

### **2. Scope**

This policy applies to teaching staff in community and voluntary controlled schools and those employed centrally by the LA under the STPCD. It is also commended to all other schools in the borough.

### **3. Principles Governing Application of the Policy**

The Governing Body will ensure the application of the policy using fair, transparent and objective criteria in order to secure consistency and fairness in pay decisions and to comply with the school's commitment to equal opportunities.

The Governing Body recognises that it is bound by the terms of the STPCD; the National Conditions of Service for School Teachers in England and Wales ('the Burgundy Book'); and relevant local collective agreements on conditions of service. These documents are available from the Headteacher of the school or the School's HR provider.



**The Governing Body will also ensure compliance with the following legislation:**

- The Employment Relations Act 1999;
- The Equality Act 2010;
- Part-time Workers (Prevention of Less Favourable Treatment) Regulations 2000;
- Fixed-Term Employees (Prevention of Less Favourable Treatment) Regulations 2002.

The Governing Body will, at all times, have regard to the terms of statutory guidance and other advice and guidance issued by the LA, and where applicable Diocesan/Church Authorities.

The Governing Body will have regard to the outcomes of performance management under the Teachers' Appraisal Policy.

The school staffing structure, setting out the number of teaching posts, allocation of responsibilities to each post and any Teaching and Learning Responsibility Payment (TLR) attached to each post should be available from the Headteacher on request.

#### **4. Responsibility for Application of the Policy**

The Governing Body should delegate responsibility in relation to this policy to a committee (referred to in this policy as "the Pay Committee"). The Pay Committee shall be responsible for the establishment and review of the policy, subject to the approval of the full Governing Body, and shall have full authority to take decisions on behalf of the Governing Body on pay matters in accordance with the policy.

The Pay Committee will comprise of at least three governors. Headteachers and staff governors cannot be on this committee. Any other governors with an interest in the pay proceedings should declare an interest and not take part in discussions or sit on the committee.

**Establishment and Application of the Policy The Pay Committee is responsible for:**

- establishing the policy, in consultation with the Headteacher, employees and recognised trade union representatives, and submitting it to the Governing Body for approval;
- considering an annual report, including statistical information, on decisions taken in accordance with the terms of the policy;
- taking decisions regarding the pay of the Deputy and Assistant Headteacher(s) and classroom teachers following consideration of the recommendations of appraisers and the advice of the Headteacher;
- taking decisions regarding the pay of the Headteacher following consideration of the recommendations of the governors responsible for the Headteacher's performance review;
- submitting reports of these decisions to the Governing Body;
- ensuring the Headteacher is informed of the outcome of all pay decisions made by the Pay Committee and of the right of appeal;
- taking decisions on applications for movement to the upper pay range.

### **The Governing Body is responsible for:**

- formal approval of a policy that sets out the basis on which it determines teachers' pay and the date by which it will determine the teachers' annual pay review;
- ensuring that this policy also provides a procedure for pay review hearings and appeals, to deal with all grievances, reviews and appeals in relation to pay;
- ensure that appraisers/pay committee and appeal committee members are appropriately trained and have the adequate skills/knowledge;
- determining the starting salaries for all new appointments;
- making decisions with regard to Teaching and Learning Responsibility Payments (TLRs), SEN Allowances, and CPD, ITT and out of hours learning activities;
- considering the Pay Committee's decisions and ensure that appropriate funding is allocated for pay progression at all levels;
- formally approving the decisions of the Pay Committee.

### **The Headteacher is responsible for:**

- developing clear arrangements for linking appraisal to pay progression and consulting with employees and their recognised trade union representatives on the appraisal and pay policies;
- ensuring that effective appraisal arrangements are in place and that any appraisers have the knowledge and skills to apply procedures fairly;
- ensuring that pay recommendations for the Deputy and Assistant Headteacher(s) and classroom teachers are made and submitted to the Pay Committee in accordance with the terms of the policy;
- advising and supporting the Pay Committee on its decisions;
- ensuring that employees are informed of the outcome of decisions of the Pay Committee and of the right of appeal;
- using fair, transparent and objective criteria in order to secure consistency and fairness in pay decisions and to comply with the school's commitment to equal opportunities.

### **Teachers' obligations are to:**

- engage with appraisal; this includes working with their appraiser to ensure that there is a secure evidence base in order for an annual pay determination to be made;
- keep records of their objectives and review them throughout the appraisal process;
- share any evidence they consider relevant with their appraiser;
- ensure they have an annual review of their performance.

### **The Appeals Committee of the Governing Body is responsible for:**

- taking decisions on appeals with regard to the decisions of the Pay Committee in accordance with the terms of the appeals procedure within the policy.

Any teacher employed centrally by the LA who wishes to appeal the pay decision of the service manager should submit their appeal in writing to the appropriate Head of Service.

## **5. Pay Reviews**

The Governing Body will ensure that each teacher's salary is reviewed annually, with

effect from 1 September and no later than 31 October each year or, in the case of the Headteacher, 31 December each year, and that all teachers are given a written statement setting out their salary and any other financial benefits to which they are entitled.

Where a teacher is absent on maternity leave or long term sick leave, their pay review may be deferred until after their return to work, depending on the effect of the timing and length of the absence on the ability to carry out a performance review.

The Headteacher will ensure that each employee is provided with a job description in accordance with the staffing structure agreed by the Governing Body. Job descriptions may be reviewed, in consultation with the employee(s) concerned, in order to make reasonable changes in light of the changing needs of the school. Job descriptions will identify key areas of responsibility. All job descriptions will be reviewed annually as part of the appraisal process.

Pay reviews may take place at other times of the year to reflect any changes in circumstances or job description that lead to a change in the basis for calculating an individual's pay. A written statement will be given after any review and where applicable will give information about the basis on which the decision was made.

Where a pay determination leads or may lead to the start of a period of pay safeguarding (in accordance with the STPCD), the Governing Body will give the required notification as soon as possible and no later than one month after the date of the determination.

**The Governing Body will formally approve all decisions taken by the Pay Committee in respect of payments in accordance with the statutory provisions of the STPCD.**

## **6. Leadership Group**

The Governing Body must determine a pay range for Headteachers, Deputy Headteachers and/or Assistant Headteachers.

Determinations of leadership pay under this policy should only be applied to individuals appointed to a leadership post on or after 1 September 2014, or whose responsibilities have significantly changed on or after that date.

There is no automatic requirement to review the pay of existing leadership teachers in accordance with the new arrangements introduced in the 2014 Document. However, the Governing Body may choose to review the pay of all their leadership posts in accordance with those new arrangements if they determine that this is required to maintain consistency either with pay arrangements for new appointments to the leadership group made on or after 1 September 2014 or with pay arrangements for a member or members of the leadership group whose responsibilities have significantly changed on or after that date.

When determining an individual pay range, the Governing Body must take into account all of the permanent responsibilities of the role, any challenges that are specific to the role, and all other relevant considerations.

The Governing Body must also ensure that there is appropriate scope within the range to allow for performance related progress over time.

Governing Bodies will be entitled to determine appropriate pay differentials between leadership posts and classroom teacher posts, reflecting relative responsibilities within the school.

## **6.1 Headteachers**

The Governing Body must assign its school to a Headteacher Group in accordance with the requirements of the STPCD 2022.

Pay ranges for Headteachers will cover a range of seven consecutive points on the Leadership Pay Range and should not normally exceed the maximum for the Headteacher group. However, the Headteacher's pay range may exceed the maximum where the relevant body determines that circumstances specific to the role or candidate warrant a higher than normal payment.

The Governing Body must ensure the maximum of the Headteacher's pay range and any additional payments made does not exceed the maximum of the Headteacher group by more than 25% other than in exceptional circumstances; in such cases, the Governing Body must seek external independent advice before providing such agreement and support its decision with a business case.

Please see **Appendix 1** for the full Leadership pay range.

### **Pay on Appointment of Headteacher**

The Governing Body will determine the pay range to be advertised and agree starting salary on appointment, taking account of the full role of the Headteacher.

### **Determination of Discretionary Payments to Headteachers**

Subject to the STPCD, the Governing Body/Pay Committee may determine that additional payments be made to a Headteacher for clearly additional temporary responsibilities or duties that are in addition to the post for which their salary has been determined. In each case the relevant body must not have previously taken such reason or circumstance into account when determining the Headteacher's pay range.

However, the total sum of the temporary payments must not exceed 25% of the Headteacher's annual salary, and the total sum of salary and other payments made to a Headteacher must not exceed 25% above the maximum of the Headteacher group other than in exceptional circumstances. If the Pay Committee determines that additional payments should be made to a Headteacher which exceed the limit stated above, they must obtain the agreement of the Governing Body. The Governing Body must seek external independent advice before producing a business case, seeking such agreement.

It will also consider the salary and workload of other teachers where such payments are made for responsibilities undertaken by the Headteacher in respect of other schools.

## **6.2 Deputy/Assistant Headteachers**

### **Pay on Appointment of Deputy/Assistant Headteachers**

The Governing Body will, when a new appointment needs to be made, determine the pay range to be advertised and agree pay on appointment as follows:

- the Governing Body will determine a pay range in accordance with the STPCD, taking account of the role of the Deputy/Assistant Headteacher;
- Pay ranges for Deputy/Assistant Headteachers will cover a range of five consecutive points on the Leadership Pay Range;
- The maximum of the Deputy or Assistant Headteacher pay range must not exceed the maximum of the Headteacher Group for the school. The pay range for a Deputy or Assistant Headteacher should only overlap the Headteacher's Pay Range in exceptional circumstances.

Please see **Appendix 1** for the full Leadership pay range

### **6.3 Pay Progression based on Performance – Leadership Group**

The Pay Committee must consider annually whether or not to increase the salary of members of the Leadership Group (Headteachers, Deputy Headteachers and Assistant Headteachers) who have completed a year of employment since the previous pay determination and, if so to what salary within the relevant pay range.

- The decision whether or not to award pay progression must be related to an individual's performance, as assessed through the school's appraisal arrangements.
- A recommendation on pay must be made in writing as part of the individual's appraisal report, and the Pay Committee must have regard to this recommendation.
- The decision made by the relevant decision-making body will be based on the objectives set, the statutory criteria and guidance set out in the STPCD and the relevant Teachers' Standards.
- Where it is clear from the evidence that the individual's performance is exceptional, the Pay Committee may award enhanced pay progression of a performance point on the leadership pay range.

### **6.4 Acting Allowances**

Where classroom teachers agree to act as Headteacher, Deputy Headteacher or Assistant Headteacher for a period in excess of four weeks, they will receive additional allowances. They will be paid at an appropriate point of the Headteacher's range, Deputy Headteacher's range or Assistant Headteacher's range, as determined by the Pay Committee.

Payment of acting allowances will be backdated to the day the teachers assumed those duties.

In the event of a planned and prolonged absence, an acting allowance will be agreed in advance and paid from the first day of absence.

## **7. Teachers**

### **7.1 Pay on Appointment – Teachers**

On appointment the Governing Body will determine the starting salary within the pay range to be offered to the successful candidate.

In making such determinations, the Governing Body may take into account a range of factors, including:

- the nature of the post;
- the level of qualifications, skills and experience required;
- the wider school context;
- the DfE guidance on equalities.

The Governing Body will consider the current pay point of teachers within the scale when appointing teachers to vacancies and will match their current salary.

Please see **Appendix 1** for the pay scale for main pay range teachers.

### **7.2 Pay Progression Based on Performance - Teachers**

All teachers can expect to receive regular, constructive feedback on their performance and are subject to annual appraisal that recognises their strengths, informs plans for their future development, and helps to enhance their professional practice. The arrangements for teacher appraisal are set out in the Teachers' Appraisal Policy.

Decisions regarding pay progression will be made in relation to the teachers' appraisal reports and the pay recommendations they contain. A recommendation on pay must be made in writing as part of the individual's appraisal report, and the Pay Committee must have regard to this recommendation (and any advice from the Headteacher).

In the case of Early Career Teachers (ECTs), whose appraisal arrangements are different, pay decisions will be made by means of the statutory induction process.

To move up the main pay range, one annual point at a time, teachers will need to have made good progress towards their objectives. The decision made by the relevant decision-making body will be based on the objectives set, the statutory criteria and guidance set out in the STPCD and the relevant Teachers' Standards.

It will be possible for a "no progression" determination to be made without recourse to the capability procedure.

Where it is clear from the evidence that the teacher's performance is exceptional, the Pay Committee may award enhanced pay progression of a performance point.

## **8. Unqualified Teachers**

### **8.1 Pay on Appointment – Unqualified Teachers**

The Pay Committee will pay any unqualified teacher in accordance with the STPCD. The

Pay Committee will determine where a newly appointed unqualified teacher will enter the scale, having regard to any qualifications or experience s/he may have, which they consider to be of value.

## **8.2 Pay Progression Based on Performance – Unqualified Teachers**

In order to progress up the unqualified teacher range, unqualified teachers will need to show that they have made good progress towards their objectives.

If the evidence shows that a teacher has exceptional performance (in line with DfE guidance), the Pay Committee may award enhanced pay progression of a performance point.

Judgments will be properly rooted in evidence. As unqualified teachers move up the scale, this evidence should show:

- an improvement in teaching skills
- an increasing positive impact on pupil progress;
- an increasing impact on wider outcomes for pupils;
- improvements in specific elements of practice identified to the teacher;
- an increasing contribution to the work of the school;
- an increasing impact on the effectiveness of staff and colleagues.

The Pay Committee will be advised by the Headteacher in making all such decisions. Pay progression on the unqualified teacher range will be clearly attributable to the performance of the individual teacher. The Pay Committee will be able to objectively justify its decisions.

Please see **Appendix 1** for the pay scale for unqualified teachers

## **9. Teaching and Learning Responsibility Payment (TLRs)**

The Governing Body will allocate TLR payments to classroom teachers who occupy posts of additional responsibility in accordance with the statutory provisions of the STPCD and the provisions of the school's staffing structure. The school's staffing structure will identify those posts to which TLR payments are attached and the levels and values of those payments. Unqualified teachers may not be awarded TLRs.

The Governing Body will determine the levels and values of the TLR payments attached to individual posts, as appropriate to the defined and sustained additional duties and responsibilities of those posts, using the statutory framework within the STPCD, for the purposes of ensuring the continued delivery of high quality teaching and learning.

These values will be increased as required by the STPCD or, where any discretion is permitted to governing bodies, at least by the level of any increases in the value of the Main and Upper Pay Scales.

The Governing Body may award a TLR3 for clearly time-limited school improvement projects, or one-off externally driven responsibilities. The Governing Body will set out in writing to the teacher the duration of the fixed term, and the amount of the award. No salary safeguarding will apply in relation to an award of a TLR3. Although a teacher cannot hold a TLR1 and a TLR2 concurrently, a teacher in receipt of either TLR1 or TLR2 may

also hold a concurrent temporary TLR3. Where a TLR3 is awarded to a part-time teacher, the value should not be amended to reflect the part time hours of the individual.

The Governing Body will ensure that decisions on the allocation of TLR payments, as with other allowances, are made in the context of the Governing Body's whole school approach to pay policy principles of equal pay.

Please see **Appendix 1** for details of the TLR Payment Scales

## **10. Special Educational Needs**

The Governing Body will allocate an SEN allowance in accordance with the STPCD to all teachers who satisfy the statutory criteria and the teacher's written notification should specify the amount, and the reason for the award. Should the amount or eligibility change under the STPCD then any allowances will be paid in accordance with those changes. When deciding on the amount of the allowance to be paid, the Governing Body will take into account the structure of the school's SEN provision, whether any mandatory qualifications are required for the post, the qualifications or expertise of the teacher relevant to the post; and the relative demands of the post.

The Governing Body will also establish differential values in relation to SEN roles in the school in order to reflect significant differences in the nature and challenge of the work entailed so that the different payment levels can be objectively justified. The Governing Body will take account of the STPCD guidance.

Please see **Appendix 1** for details of SEN Allowances.

## **11. Additional Payments**

The Governing Body may make payments to teachers, including those on the Leadership Spine and Lead Practitioners, in respect of:

- (a) continuing professional development (CPD) undertaken outside the school day;
- (b) activities relating to the provision of initial teacher training (ITT) as part of the ordinary conduct of the school;
- (c) participation in out-of-school hours learning activity that has been agreed between the teacher and head or between the Headteacher and the Governing Body;

Additional payments will not be used to reward additional hours worked or to recognise regular work (this should be incorporated into the person's job description), nor should they be used to recognise long service or performance within the person's main job. It is a basic assumption that all staff perform well and work hard, so to differentiate in this way would be unfair to the majority of staff who do not receive such payments.

Payments must be authorised by either the Headteacher or the Chair of Governors and all such payments must be recorded in the Governing Body minutes, which should be kept available at the school for audit purposes. In all cases schools should identify whether the payment is for CPD, ITT or OSLA.

The Governing Body will decide:

- which CPD activities teachers may be paid for and set an appropriate level of payment in their pay policy.



- whether to make additional payments to any teacher for activities related to providing initial teacher training (ITT). Such payments may be made only for ITT which is provided as an ordinary incident in the conduct of the school
- whether to make payments to teachers who agree to participate in out-of-school hours learning.

The Governing Body should set an appropriate level of payment for ITT activities in their pay policy. Payments to full time classroom teachers should only be made in respect of those activities undertaken outside the 1,265 hours of directed time.

Some teachers may not wish, or be able, to attend training courses in the evenings, at weekends or during holidays. Headteachers and School Governors should respect the right of individuals to make their own choice and take proper account of equal opportunities and contractual requirements for reasonable work-life balance.

The Governing Body must record their formal decision (as to whether or not they will make any Additional payments and set appropriate levels for any such payments they agree will be made) in the Governing Body meeting where they adopt a pay policy.

Please see **Appendix 1** for the Governing Body's decision regarding such payments (and the levels of such payment where relevant).

## **12. Movement to the Upper Pay Range**

### **12.1 Application and Evidence**

Any qualified teacher may apply to be paid on the upper pay range and any such application must be assessed in line with this policy. It is the responsibility of the teacher to decide whether or not they wish to apply to be paid on the upper pay range. One application may be made annually.

If a teacher is simultaneously employed at another school(s), they may submit separate applications if they wish to apply to be paid on the upper range in that school or schools. This school will not be bound by any pay decision made by another school.

All applications should include the results of reviews or appraisals under the Appraisal Regulations 2012, including any recommendation on pay (or, where that information is not applicable or available, a statement and summary of evidence designed to demonstrate that the applicant has met the assessment criteria).

In order for the assessment to be robust and transparent, it will be an evidence based process only. Teachers therefore should ensure that they can support their application. Those teachers who are not subject to the Appraisal Regulations 2012, or who have been absent, through sickness, disability or maternity/paternity/adoption leave, may cite written evidence for a 3 year period before the date of application in support of their application.

### **12.2 Process**

The process for applications is as follows:

1. Complete the school's application form.
2. Submit the application form and supporting evidence (as above) to the Headteacher by the cut-off date of 31 October.
3. The teacher will receive notification of the name of the assessor of their application within 5 working days.
4. The assessor will assess the application, which will include a recommendation to the Pay Committee.
5. The application, evidence and recommendation will be passed to the Headteacher for moderation purposes, if the Headteacher is not the assessor.
6. The Pay Committee will make the final decision, advised by the Headteacher.
7. Teachers will receive written notification of the outcome of their application by 31 December, including confirmation of the right of appeal. Where the application is unsuccessful, the written notification will include the areas where it was felt that the teacher's performance did not satisfy the relevant criteria set out in this policy (see 'The Threshold Assessment' below).
8. If requested, oral feedback will be provided by the assessor. Oral feedback will be given within 10 school days of the date of notification of the outcome of the application. Feedback will be given in a positive and encouraging environment and will include advice and support on areas for improvement in order to meet the relevant criteria.
9. Successful applicants will move to the minimum of the Upper Pay Range on 1 September of the academic year in which the 31 October deadline lies.
10. Unsuccessful applicants can appeal the decision.

### **12.3 The Threshold Assessment**

An application from a qualified teacher will be successful where the Governing Body is satisfied that:

- the teacher is highly competent in all elements of the relevant standards; and
- the teacher's achievements and contributions to an educational setting(s) are substantial and sustained.

For the purposes of this pay policy:

- "highly competent" means - performance which is not only good but also good enough to provide coaching and mentoring to other teachers, give advice to them and demonstrate to them effective teaching practice and how to make a wider contribution to the work of the school, in order to support them as they aim to meet the relevant standards and develop their teaching practice.
- "substantial" means - of real importance, validity or value to the school; play a critical role in the life of the school; provide a role model for teaching and learning; make a distinctive contribution to the raising of pupil standards; take advantage of appropriate opportunities for professional development and use the outcomes effectively to improve pupils' learning; and
- "sustained" means - maintained over a long period i.e. two consecutive successful appraisal cycles.

### **12.4 Movement through the Upper Pay Range (UPR)**

The pay scale for Upper Pay Range is outlined in **Appendix 1**.

All teachers are entitled to an annual pay review. The Pay Committee will determine whether there should be any movement for a teacher on the Upper Pay Range, in accordance with the STPCD). In making such a determination, it will take into account:

- the evidence base, which should show that the teacher has had a successful appraisal and has made good progress towards objectives;
- evidence that the teacher has maintained the criteria set out in the STPCD, namely that the teacher is highly competent in all elements of the relevant standards; and that the teacher's achievements and contribution to the school are substantial and sustained;
- pay progression on the Upper Pay Range will be clearly attributable to the performance of the individual teacher. The Pay Committee will be able to objectively justify its decisions.

Where it is clear that the evidence shows the teacher has made good progress, i.e. they continue to maintain the criteria set out above, and have made good progress towards their objectives, the teacher will move to the next point on the Upper Pay Range; or if already on the mid-point, will move to the top of the Upper Pay Range.

Where it is clear from the evidence that the teacher's performance is exceptional, in relation to the criteria set out above (see 'Applications to be Paid on the Upper Pay Range'), and where the teacher has met or exceeded their objectives, the Pay Committee will use its flexibility to decide on enhanced pay progression from the minimum to the maximum of UPR.

The Pay Committee will be advised by the Headteacher in making all such decisions.

### **13. Leading Practitioners**

The Governing Body will take account of the STPCD when determining the role of leading practitioner in this school. Additional duties will be set out in the job description of the leading practitioner and will include:

- a leadership role in developing, implementing and evaluating policies and practices in the school that contribute to school improvement;
- the improvement of teaching skills within school [and within the wider school community] which impact significantly on pupil progress;
- improving the effectiveness of staff and colleagues.

#### **13.1 Pay on Appointment – Leading Practitioner**

The Leading Practitioner Pay Range is only applicable to qualified teachers who are employed in posts that the school has determined have the primary purpose of modelling and leading improvements of teaching skills.

On appointment the Governing Body will determine the starting salary for each leading practitioner post within the pay range to be offered to the successful candidate.

The individual pay range for each post will cover a range of 3 consecutive points and need to be determined within the minimum and maximum of the Leading Practitioner

Pay Range (which is set out in the STPCD). The overall pay range for Leading Practitioners is detailed in **Appendix 1**

The individual post ranges should be determined separately for each post and need not be identical, in line with the overall range detailed in Appendix 1.

### **13.2 Movement through the Leading Practitioner Pay Range**

The Headteacher will agree appraisal objectives for the leading practitioner.

The Pay Committee shall have regard to the results of the leading practitioner's appraisal, including the pay recommendation, when considering their pay.

The Pay Committee will take account of other evidence. The evidence should show the leading practitioner:

- has made good progress towards their objectives;
- is an exemplar of teaching skills, which should impact significantly on pupil progress, within school and within the wider school community, if relevant;
- has made a substantial impact on the effectiveness of staff and colleagues, including any specific elements of practice that have been highlighted as in need of improvement;
- is highly competent in all aspects of the Teachers' Standards;
- has shown strong leadership in developing, implementing and evaluating policies and practice in their workplace that contribute to school improvement.

The Pay Committee will determine pay progression such that the amount is clearly attributable to the performance of the leading practitioner. The Pay Committee will be able to objectively justify its decision.

Where it is clear from the evidence that the leading practitioner's performance is exceptional, the Pay Committee will award enhanced pay progression of a performance point.

The Pay Committee will be advised by the Headteacher in making all such decisions.

### **14. Appeals Against Pay Decisions**

Appeals against decisions made by the Pay (or other nominated) Committee will be referred to the Governing Body's Appeals Committee for resolution under the terms of the following procedure. Where the teacher is employed centrally by the LA, appeals against decisions made by the service manager will be considered by the appropriate LA Head of Service.

Teachers may appeal against any determinations in relation to their pay or any other decision taken by the Governing Body that affects their pay. The grounds for appeal are that the person or committee by whom the decision was made:

- incorrectly applied the school's pay policy;
- incorrectly applied any provision of the STPCD;
- failed to have proper regard for statutory guidance;
- failed to take proper account of relevant evidence;

- took account of irrelevant or inaccurate evidence;
- was biased; or
- otherwise unlawfully discriminated against the teacher.

Prior to any appeal, the following initial stages of the process should have already been followed:

1. The teacher receives written notification of the pay recommendation being made by the appraiser which will include the grounds/basis on which the recommendation was made. A teacher who is dissatisfied with a pay recommendation will have the opportunity to discuss the recommendation with the appraiser or the Headteacher before the recommendation is actioned and confirmation of the pay decision is made by the school.
2. If, having had an informal discussion with the Headteacher/person making the pay recommendation, the teacher believes that an incorrect recommendation has been made he/she may make representation to the person/Pay Committee that makes the pay decision. The teacher should submit a formal written statement to the person/Pay Committee making the determination, setting down in writing the grounds for not agreeing with the pay recommendation. This must be within 10 working days of the notification of the decision being appealed against, or of the outcome of the discussion referred to in point 1 above.
3. The committee or person who made the pay determination should arrange a formal meeting within 10 working days of receipt of the written grounds for questioning the pay decision.
4. At that meeting, the teacher should be given the opportunity to make representations in person, present evidence, call witnesses, have the opportunity to ask questions and be afforded the right of being accompanied at that hearing by a recognised Trade Union representative or work colleague. Following the meeting the person/Pay Committee will make a pay determination that will be communicated to the teacher in writing, along with confirmation of their right to appeal. Should the teacher not agree with the pay determination, the teacher may appeal against the decision.

The order of proceedings for the appeal is as follows.

5. Any appeal against the decision of the hearing should be heard by a panel of three governors (or appropriate Head of Service for centrally employed teachers) who were not involved in the original determination, normally within 10 working days of the written appeal notification. In the hearing before governors, both the teacher and the management/Committee representative will have the opportunity to present their evidence and call witnesses, and to question each other. The Panel may ask exploratory questions also. The teacher has a right to be accompanied at this appeal by a work colleague or a recognised Trade Union representative. The appeal hearing will be formally clerked and a note of proceedings will be produced.
6. Having heard the appeal, the panel must reach a decision, which it must give to the teacher in writing (including their rationale for reaching that decision). The decision of the appeal panel is final and (as set out in Section 3, Paragraph 7, STPCD 2022 there is no recourse to any general grievance procedures in respect of this decision.

## **15. Part-time Teachers**

Teachers employed on an ongoing basis at the school but who work less than a full working week are deemed to be part-time. The Governing Body will give them a written statement detailing their working time obligations and the standard mechanism used to determine their pay. These will be calculated in accordance with the provisions of the STPCD and by comparison with the school's timetabled teaching week for a full-time teacher in an equivalent post.

## **16. Short Notice/Supply Teachers**

Teachers employed on a day-to-day or other short notice basis will be paid on a daily basis calculated on the assumption that a full working year consists of 195 days; periods of employment for less than a day being calculated pro-rata.

All teachers are paid in accordance with the statutory provisions of the STPCD as updated from time to time.

## **17. Recruitment and Retention Incentive Benefits**

The Governing Body can award lump sum payments, periodic payments, or provide other financial assistance, support or benefits to a teacher for a recruitment or retention incentive.

The Governing Body will consider exercising its powers where they consider it is appropriate to do so in order to recruit or retain relevant employees. Where any incentive or benefit is granted, the Governing Body/Pay Committee will give written notification to the teacher, at the time of the award, which will state:

- a) whether the award is for recruitment or retention;
- b) the nature of the award (cash sums, travel or housing costs etc.);
- c) when/how it will be paid (as applicable);
- d) unless it is a 'one-off' award, the start date and expected duration of the incentive;
- e) the review date after which it may be withdrawn; and
- f) the basis for any uplifts which will be applied (as applicable).

The Governing Body will, nevertheless, conduct an annual formal review of all such awards.

Headteachers, Deputy Headteachers and Assistant Headteachers may not be awarded any such payments other than as reimbursement of reasonably incurred housing or relocation costs. All other recruitment and retention considerations in relation to a Headteacher, Deputy Headteacher or Assistant Headteacher, including non-monetary benefits, must be taken into account when determining the pay range.

Where the relevant body pays a recruitment or retention incentive or benefit awarded to a Headteacher, Deputy Headteacher or Assistant Headteacher under a previous STPCD, subject to review, it may continue to make that payment at its existing value until such time as the respective pay range is determined under this Document.

## **18. Linked Policies/Documents**

- Appraisal Policy - Teachers

- Teachers' Pay Policy – Pay Scales (Appendix 1)
- Teachers' Pay Policy – Process Flowchart (Appendix 2)

## 19. Further Guidance

If managers require any general advice regarding the application of policy and guidance, please contact your HR provider. If schools require specific guidance or a LA view on any aspect of policy and guidance they may contact the LA who will be happy to provide advice.

## 20. Policy Review

The Pay Committee, on behalf of the Governing Body, will monitor the outcomes and impact of this policy annually including trends in progression across specific groups of teachers to assess its effect and the school's continued compliance with equalities legislation, by seeking and considering a written report from the Headteacher on decisions taken in accordance with the policy, in order to ensure that pay decisions have been taken objectively and fairly.

The Pay Committee will ensure that a copy of the current school's staffing structure is attached to this policy if and when circulated in school.

The Pay Committee will review the policy and Headteacher's report annually, in consultation with the Headteacher, staff and recognised trade union representatives; and submit it to the governing body for approval.

## 21. 2022/2023 Leave

During 2022/23 there will be changes in the number of days that teachers must be available to work as a result of the additional Bank Holiday on Monday 19 September 2022 to mark the Queen's Funeral and the King's Coronation in May 2023.

## 22. Document Control

<b>Approving Body</b>	LJNCC Meeting (Schools)
<b>Date Agreed</b>	21/09/22
<b>Date of Next Review</b>	October 2023
<b>Review Period</b>	Every Year

## EXECUTIVE BOARD DECISION



<b>REPORT OF:</b>	Executive Member for Children, Young People and Education
<b>LEAD OFFICERS:</b>	Acting Director Children's Services and Education
<b>DATE:</b>	Thursday, 8 December 2022

<b>PORTFOLIO/S AFFECTED:</b>	Children's Services, Young People and Education
<b>WARD/S AFFECTED:</b>	(All Wards);
<b>KEY DECISION:</b>	N

**SUBJECT: EB Fostering Quarter 1 and 2 Report 2022**

### 1. EXECUTIVE SUMMARY

This report provides information on the management and performance of the Local Authority's fostering service and is revised on a quarterly basis. This report, alongside Appendix 1, provides analysis of the period 1<sup>st</sup> April to 30<sup>th</sup> September 2022 and reflects upon data and service development over this period and recommendations for the next six monthly period.

### 2. RECOMMENDATIONS

That the Executive Board notes the Fostering six monthly report for Quarters 1 and 2 alongside Appendix 1 which provides a service progress overview and summary of service development recommendations.

### 3. BACKGROUND

The Fostering Service Regulations 2011 and the National Minimum Standards for Fostering Services requires that the Council Executive:

- Receive written reports on the management, outcomes and financial state of the Fostering Service;
- Monitor the management and outcomes of the services in order to satisfy themselves that the service is effective and is achieving good outcomes for children;
- Satisfy themselves that the provider is complying with the conditions of registration.

The report has been written to address the areas identified above. It will be taken into account by OFSTED when inspecting the service

### 4. KEY ISSUES & RISKS

- It is positive at the end of quarter 2 that the majority of children placed in foster placements are in our own, Blackburn with Darwen provision. The rate at which new foster carer applications is being received is another challenge, however the figures show that children



in our care are primarily placed in-house, with 187 children and young people placed in-house fostering. There are 68 foster carers for our Local Authority.

- The fostering service has had a revised 'fostering front door' offer whereby an experienced Social worker is supporting the Recruitment Officer with applications, but also coordinates placement searches both in-house and on the framework with Independent Fostering Agencies (IFA's). This remodel has been positive in that the Social Worker has a solid overview along with the Team Manager of the placement vacancies in the team and will liaise directly with foster carers, offering at times an enhanced support offer to them at the point of placement.
- The introduction of the BBCL (BwD, Blackpool, LCC and Cumbria) collaborative sub regional framework has helped to generate some success with 'closer to home' in the Lancashire footprint placements, albeit this framework is new and the success of this in the longer term with placement sufficiency needs to be evaluated.
- It consistently remains the case that males, in the 11-16 age group and of White British ethnicity are the highest cohort of children and young people in our care. This has been a persistent trend over the years. In terms of placements and stability, consistently in quarters 1 and 2 the teenage age group are more challenging to identify placements for both fostering and residential in the current climate. Sibling groups also present a challenge in terms of identifying foster placements when the care plan is one of maintaining children together. It remains the case that children with disabilities primarily are placed in residential settings as opposed to fostering. There is an ongoing campaign to try to recruit foster carers for children with SEND but this remains a local and national challenge.
- Children in our Care have regular medicals at the statutory frequency appropriate for their age. There is a Designated Nurse, who takes an active role in following up health issues and assisting with health promotion work. Figures for Quarter 1 and 2 show that 90% of all Children in our Care have an up to date health assessment which is an increase from 2021/22. This figure is lower at 50% for Children in our Care who have had a dental check up in the last 12 months. This is a focus of attention and promotion from Health and Social Care professionals to increase this data for dental checks.
- The Limes in Darwen as stated has now reopened and has a specific play therapy room and other therapy rooms to ensure our cared for children have a calm and pleasant environment to receive support. The building has been vacant but has now had a refurbishment and is to be used as a calming 'Hub' where our children and young people, and foster carers, can make use of the facilities.
- The recruitment of foster carers remains a local and national challenge, and Blackburn with Darwen have responded by looking at branching out across our Local Authority border to target recruitment in areas such as Burnley, Accrington and other nearby towns. It is necessary to broaden our recruitment geographical area as many of our competitors have done trying to reach out to a wider audience.
- The recruitment efforts for Quarter 1 and 2 have included our Radio advertising campaigns, advertising at Blackburn Rovers, and a networking visit to Burnley Football Club to promote BwD fostering in this area. The Fostering Service have also sponsored an award at The One Voice Awards in the New Year. There is also advertising at Blackburn Hawks Ice Rink.

- Recruitment will focus upon emergency and short break foster carers and foster carers who can support teenagers, to respond to the increasing demand for urgent placements. This will also enable a support package of short breaks to be considered for those young people who are more challenging to place and/or in fragile placements currently and will seek to assist with placement stability alongside our Revive offer. There is also a need to recruit to Remand/PACE fostering working closely with colleagues in the Youth Offending Service.

## 5. POLICY IMPLICATIONS

No Policy implications have been identified.

## 6. FINANCIAL IMPLICATIONS

The Fostering Budgets are closely monitored as part of the regular portfolio review. The latest monitoring at quarter 2 shows significant forecasted overspends across both the fostering service (£260k) and externally commissioned placements budgets (£2.5m). When we consider that the currently forecasted position for the portfolio as a whole shows an overspend of £2.8m, it is clear that placement pressures are the largest contributing factors.

This position will require a review of the Council's demand management strategies in this area including a refresh of the Children's (Placement) Sufficiency Strategy.

## 7. LEGAL IMPLICATIONS

No legal implications identified.

## 8. RESOURCE IMPLICATIONS

No additional resource implications.

## 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

Not applicable.

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## 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.

<b>VERSION:</b>	<b>1</b>
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<b>CONTACT OFFICER:</b>	<b>Jo Siddle</b>
<b>DATE:</b>	17 <sup>th</sup> October 2022
<b>BACKGROUND PAPER:</b>	Appendix 1 Report to be considered alongside this paper.

# Fostering Quarter 1 and 2 Report

1<sup>st</sup> April – 30<sup>th</sup> September 2022

## Executive Report



Quarterly reports to the Executive Board are a requirement of the Fostering Service to meet Standard 25.7 of the National Minimum Standards for Fostering Services. They are a key part of the documentation considered by OFSTED when conducting a Service inspection.

## **Introduction**

Blackburn with Darwen Borough Council's Fostering Service aims to ensure that:

- The best foster carers are recruited for our children;
- All placements receive high quality support, effectively targeted according to need;
- Children are found permanent families without delay;
- Children and young people in foster care achieve the best possible outcomes

## **Children in our Care and Fostering Overview:**

The number of children in our care saw a decrease from quarter 1 to 2, with young people leaving care due to reasons such as turning 18 years of age, being adopted, granted a Special Guardianship Order or proceedings ending with rehabilitation back to birth family to give some context to these figures.

It consistently remains the case that males, in the 11-16 age group and of White British ethnicity are the highest cohort of children and young people in our care. This has been a persistent trend over the years. In terms of placements and stability, consistently in quarters 1 and 2 the teenage age group are more challenging to identify placements for both fostering and residential in the current climate. Sibling groups also present a challenge in terms of identifying foster placements when the care plan is one of maintaining children together. It remains the case that children with disabilities primarily are placed in residential settings as opposed to fostering. There is an ongoing campaign to try to recruit foster carers for children with SEND but this remains a local and national challenge. The fostering and children with disabilities teams work closely to try to be creative and also look at how adaptations can be utilised to expand the choice of foster placements for example for children with physical needs.

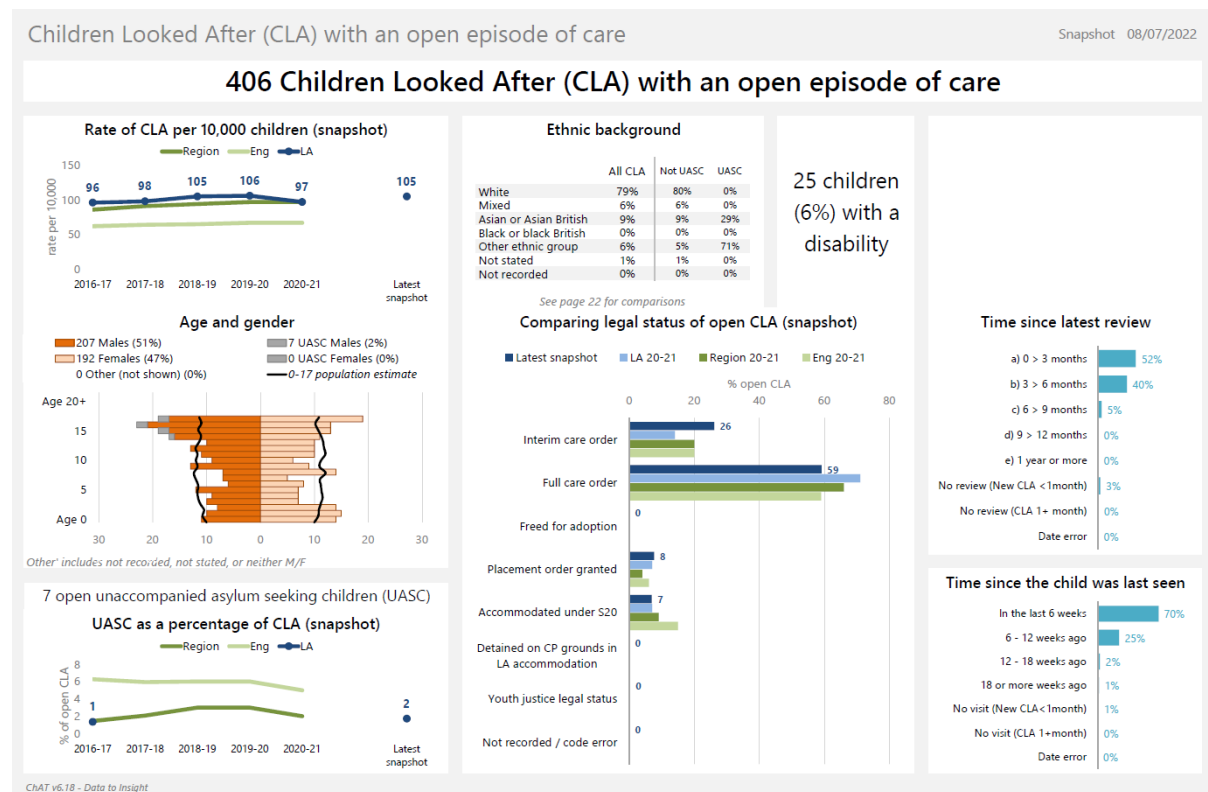
It is positive at the end of quarter 2 that the majority of children placed in foster placements are in our own, Blackburn with Darwen provision. The rate at which new foster carer applications is being received is another challenge, however the figures show that children in our care are primarily placed in-house, with 187 children and young people placed in-house fostering. There are 68 foster carers for our Local Authority.

The Foster Carer Register is produced weekly and Senior Managers meet with the Fostering Service to look at placement availability, data and vacancies. The figures can present as though there are vacancies in the Service, however it needs to be outlined that foster carers for a host of reasons often do not have full 'capacity' of their approval for 3 placements. Reasons include foster carer choice or their decision not to take a second or third placement, foster carer family or personal circumstances, or a conflict with matching more than one or two children together depending upon their needs.

The fostering service has had a revised 'fostering front door' offer whereby an experienced Social worker is supporting the Recruitment Officer with applications, but also coordinates placement searches both in-house and on the framework with Independent Fostering Agencies (IFA's). This remodel has been positive in that the Social Worker has a solid overview along with the Team Manager of the placement vacancies in the team and will liaise directly with foster carers, offering at times an enhanced support offer to them at the point of placement.

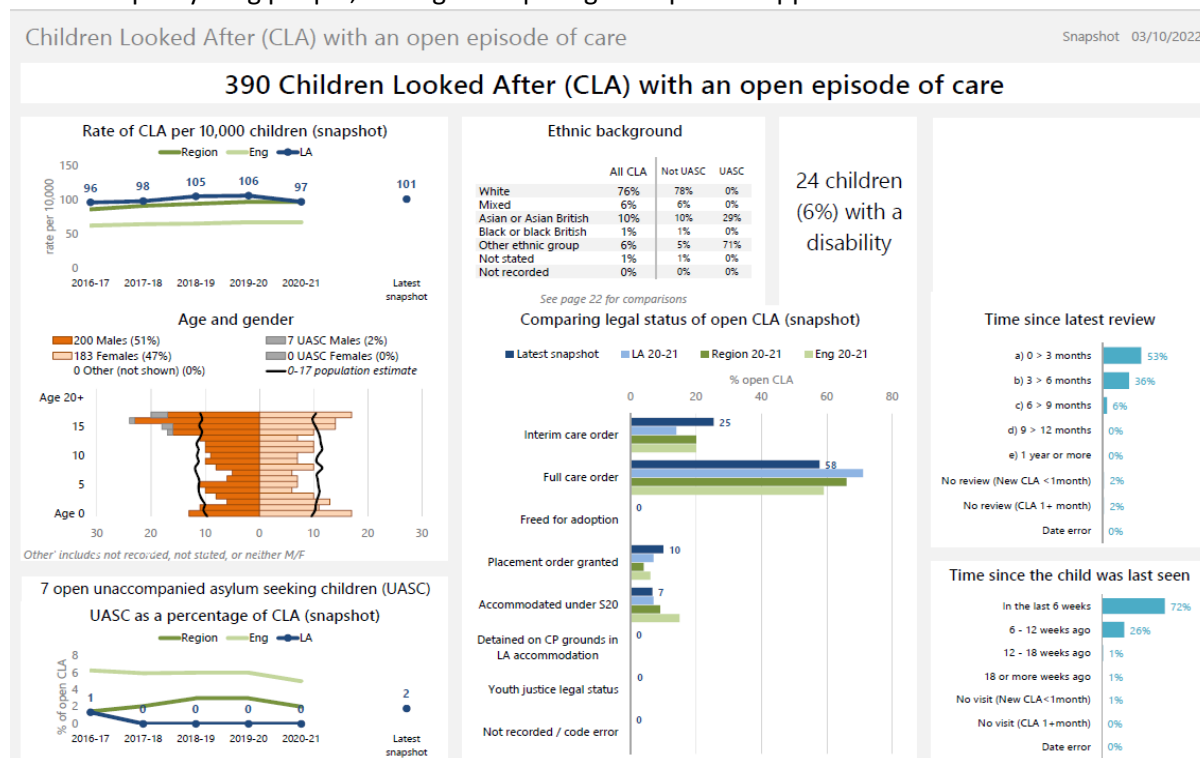
The introduction of the BBCL (BwD, Blackpool, LCC and Cumbria) collaborative sub regional framework has helped to generate some success with 'closer to home' in the Lancashire footprint placements, albeit this framework is new and the success of this in the longer term with placement sufficiency needs to be evaluated.

## Quarter 1



Quarter 1 and 2 over the six month period saw 79 children enter our care, with 76 ceasing their period in care for the reasons outlined. The number of children who have remained in placement for 2 years or more remains the highest figure, despite a number of placements ending for some of the

more complex young people, teenagers requiring therapeutic support.



## Placement Stability

The Department uses a definition of placement stability based on 3 or more placements in a 12 month period that is calculated on a cumulative basis over the year. The average for England is measured against the figures for 2013/14 when it was 10.7%; the comparable authority percentage for the same year was 10.1%. Since August 2017, placement stability has been deteriorating. This is not an issue specific to the Fostering Service but reflects instability for all types of placements and is an issue for Local Authorities overall.

Reasons for placement instability includes the disruption of placements for teenagers displaying challenging behaviours and missing from home episodes, and an influx of larger sibling groups. It remains the case that babies and under 2s are placed in parent and child assessment units and in foster placements for example for the duration of care proceedings, before settling into their permanent placement and this can impact upon the above figures. A robust support offer is always the response along with a review of foster carer training needs to try to prolong placements that are vulnerable. Disruption meetings are held for any long term matched foster placement that breaks down, and learning taken from the findings.

Teenagers are another high percentage group who have three or more placements, consistently due to behavioural needs and challenges for foster carers to manage in the longer term. Changes in educational placement also impact significantly upon placement stability. It can be challenging for the young person to emotionally invest in further foster placements when the first has disrupted. This is when the Service refers to REVIVE where consultations and assessments take place to support this group of young people and their carers. There is a focus on establishing a support package for teenagers at the point of a new placement commencing, to try to reduce the likelihood of disruption in the future.

## **Engagement with Children and Young People**

The VOICE group meet both in person and virtually with children in our care and care leavers to gather views, ideas and feedback. For example, The Limes building in Darwen has recently opened up as a 'Hub' for children in our care, care leavers and foster carers and The VOICE group provided many ideas to assist with this project.

There is also feedback gathered from children in our foster placements as part of the foster carer annual review, and at fun day events feedback is gathered to assist with service delivery and to ensure children and young people have their voice and ideas heard.

### **Feedback from Children in Foster Care:**

Children and young people, and foster carers, have made the following comments over Quarters 1-2:

'She makes me feel better when I am sad if I don't see my mum'

'I like drawing and going to theme parks with them, it's funny'

'I kind of like my placement, I want to live with my Dad but if I can't then this is the next best'

### **Feedback about fostering brothers and siblings:**

'She is like my big sister' 'He plays football with me'

## **Engagement with Foster Carers**

Blackburn with Darwen has a Foster Carer Association (FCA), they meet regularly, and have an Elected Committee. The Chair of the FCA sits on the Corporate Parenting Specialist Advisory Group amongst other groups. The FCA has its own website, which is used to communicate messages and news updates about events. The foster carer support group also meets regularly and is attended by the Children's Services Elected Member. The FCA also meets bi monthly with Senior Managers and Team Managers from Fostering.

In Quarter 2 the FCA held for the second year running, a Foster Carer Summer Event at the Tipis at Riley Green which was supported by the Fostering Service and well attended. It is hoped this will be an annual event to enable foster carers, children in our care, care leavers and Children's Services staff to enjoy a day together to celebrate fostering and promote the service. In Quarter 1 there was also a fund raising event organised by the FCA in Blackburn which was again very well attended with numerous stalls, activities and raffles to raise money for FCA events.

## **Promoting Children's Health, Emotional Development, Education and Leisure:**

Children and young people in our Care are encouraged to participate in a variety of activities in which they can succeed and are supported in achieving better outcomes. All local Children in our Care are given access to free sport and leisure activities within the Borough. Foster carers are provided with a MAX Card, which offers heavily discounted access to a range of leisure parks and facilities around the North West.

Children in our Care have regular medicals at the statutory frequency appropriate for their age. There is a Designated Nurse, who takes an active role in following up health issues and assisting with health promotion work. Figures for Quarter 1 and 2 show that 90% of all Children in our Care have an up to date health assessment which is an increase from 2021/22. This figure is lower at 50% for



Children in our Care who have had a dental check up in the last 12 months. This is a focus of attention and promotion from Health and Social Care professionals to increase this data for dental checks.

Foster carers have a Health Passport for each child in their care, which is a record of all of the child's health details. There are 6% of Children in our care, who are registered as having a disability. Foster carers are provided with the relevant training and support to meet the specific needs of the child in placement and they are able to access support from the Children with Disabilities Team with aids and adaptations, Disability Links registration and information and advice where needed.

In relation to emotional wellbeing, Children in our Care have access to Clinical Psychology and related services through REVIVE and the East Lancashire Child and Adolescent Service (ELCAS) also known as Children and Adolescent Mental Health Service (CAMHS). The REVIVE Service is a partnership between Blackburn with Darwen Borough Council's Children's Services and East Lancashire Hospital Trust to provide emotional health support for children known to the Local Authority and is based at Duke Street. REVIVE delivers consultation to Foster Carers, training and direct intervention on emotional health and well-being. The Team consists of Clinical Psychologists, a Play Therapist and Mental Health Practitioners.

**The Limes** in Darwen as stated has now reopened and has a specific play therapy room and other therapy rooms to ensure our cared for children have a calm and pleasant environment to receive support. The building has been vacant but has now had a refurbishment and is to be used as a calming 'Hub' where our children and young people, and foster carers, can make use of the facilities.



*Above – Play Therapy Room.*



*Above – Therapy Room and office space.*

In line with Standard 8 of the National Minimum Standards for Fostering Services, the Department implements a written education policy prepared in partnership with the Virtual Head Teacher and the Education Manager for Children in Our Care. The Virtual Head's role is to ensure that the educational needs of all Children in our Care are being met and that levels of achievement and aspiration among our children and young people are raised. The Pupil Premium allowance, previously paid to schools to support Children in our Care to achieve in school, is managed by the Virtual Head who has a system in place to administer and ensure the money is spent appropriately to enhance educational achievements. The Virtual Head quality assures all Personal Education Plans (PEPs).

The Education Manager, where necessary, actively intervenes with Schools to promote the needs of children in Foster Care. As part of the preparation and assessment process and through the Foster Carer Agreement, Foster Carers are set a clear expectation that they will promote and support children's educational attainment. The ways in which Foster Carers meet children's educational needs are monitored through the foster carer review process and supervisory visits. Foster Carers regularly receive training around 'Promoting Educational Achievement for Children in Our Care'.

Letterbox Club has continued over the past six months for all Children in our Care from Reception to Year 6, to encourage reading at home. Books and games are sent out on a monthly basis which are age appropriate. Again feedback has been very encouraging from the children who have stated that they enjoy receiving their parcels and carers have stated that they are definitely encouraging their children to read. Additional tuition is provided by Kip McGrath in English and Maths and this has been extended to our Years 5,6,9,10 and 11.

Nomination Forms for our annual Celebration of Achievement of Children in our Care and Care Leavers have been sent out to all Carers, Schools, Social Workers, Independent Reviewing Officers, Leaving Care PA's and other relevant professionals. The event will be held on 16<sup>th</sup> November at Ewood Park Premier Suite.

Overall attendance for the Virtual School was 91% in quarters 1 and 2, this is higher for our children/young people in foster care.

### **Transitions and Leaving Care**

Children and young people in foster care are supported to make a positive transition to adult life and Foster Carers attend training on 'Transitions' which focuses on their role in developing young people's skills to live independently, as they progress towards adulthood. The Children in Our Care Team and the Fostering Service also encourage carers and young people to consider 'Staying Put' and the Leaving Care Service also delivers courses for Foster Carers to develop their understanding of this. The training has been positively evaluated by carers and most indicate a willingness to work with 'Staying Put'. The Leaving Care Service attends Reviews to discuss Staying Put with foster carers for young people aged 17 years.

The Leaving Care Service has been through a whole service review with an increase in the number of Personal Advisors (PA's) on the team. There are now 12 PA's in the Leaving Care Service. The Leaving Care Service now has an additional Manager who started in post in Quarter 2. There is now a full time Manager and two Part-time managers, with a Leaving Care Service Personal Assistant Support Worker. The Care Leavers offer has been reviewed and Care Leavers entitlements have been increased.

### **Care Planning**

The Care Planning and Fostering (England) Regulations 2015 provide a revised definition of 'permanence' for Children Looked After, including for the first time the definition of a long term foster placement. The responsibilities of the Local Authority in assessing the ability of the foster carer to meet the needs of the child now and in the future, and identifying any support services needed to achieve this are also set out. Local Authorities are required to achieve long term matching within reasonable timescales. The Regulations introduce new duties for ceasing to look after a child. There are Care Planning Meetings held with multi agency professionals for children and young people who require a robust plan around their placement support, to reduce the likelihood of disruption and also to identify appropriate placements to achieve permanence.

### **The Fostering Service**

There are two teams within the Fostering Service, mainstream fostering and the permanence team. In the mainstream fostering team over the past 6 months the introduction of the 'fostering front door' has been a successful remodel to enhance creative solutions to placement sufficiency. There has been a steadily consistent number of enquiries from potential foster carers looking to be assessed. It is a local and national issue that the recruitment of foster carers continues to experience a huge challenge.

In the permanence team, the number of assessments for family and friends foster placements and Special Guardianship Orders has been an increase once again over the past 6 months. During this period Quarter 2 there have been 73 assessments undertaken which is a significant increase from the previous quarter of 43 assessments undertaken.

The Service coordinates two panels, main fostering panel and annual review panel. The Team and Deputy Managers act as Panel Advisor and maintain the panel members list along with training. The two panels are independently chaired. Feedback and evaluation is collated from both panels in order to inform service delivery.

The Service has permanent members of staff with only one agency worker this quarter, both teams have consistency of staff which is beneficial for foster carers and their support network.

### **Foster Carer Recruitment and Retention**

The recruitment of foster carers remains a local and national challenge, and Blackburn with Darwen have responded by looking at branching out across our Local Authority border to target recruitment in areas such as Burnley, Accrington and other nearby towns. It is necessary to broaden our recruitment geographical area as many of our competitors have done trying to reach out to a wider audience. Quarter 1 and 2 saw 38 enquiries, but not all progress to Stage 1 assessment for a range of reasons. At the end of Quarter 2 there will be 6 new fostering households that have been assessed and approved. It remains the case that new applicants, and many of our existing foster carers are hesitant to foster teenagers. The foster carer support package is constantly reviewed and promoted and focus is given to providing a robust short break package at the start of placement as opposed to when foster carers reach crisis point.

During quarter 2 there have been a total of 2 resignations from mainstream foster carers presented to the fostering panel. One resignation was from mainstream foster carers who are moving to live in Australia. The second resignation came from a carer who has separated from his wife and wished to resign. Two resignations were also presented to panel from family and friends carers who had been granted a Special Guardianship Order which is a positive outcome.

There has been one fostering household that has left to move to an Independent Fostering Agency, and one household suspended due to an allegation and the need to return to panel.

The Service works closely with our FCA and take on board feedback to improve the service. In Quarter 2 there has been a review of our 'Out of Hours' support and how this can be improved using the skills and experience of our foster carers to help on a more formal and planned basis as opposed to ad hoc.

The recruitment efforts for Quarter 1 and 2 have included our Radio advertising campaigns, advertising at Blackburn Rovers, and a networking visit to Burnley Football Club to promote BwD fostering in this area. The Fostering Service have also sponsored an award at The One Voice Awards in the New Year.

There is also advertising at Blackburn Hawks Ice Rink and we are being promoted by the club in their supporters magazine and during game nights at home. We also have some opportunities for our looked after children and our foster carers to go and see some games and try out some hockey for themselves.

The Service also features on the NHS App homepage to have a more prominent visual for staff who may wish to explore fostering.

### **Training for Foster Carers:**

During Quarters 1 and 2, foster carers accessed both online and group training offers. Over the past six months, The Revive Team have offered training to our foster carers around Attachment, Trauma and Therapeutic Parenting. Paediatric First Aid was also delivered in quarter 2 which is a mandatory course.

PACE (Parents against exploitation) was delivered to foster carers as was 'Promoting the Health and Wellbeing of Looked after children.' The mandatory TSD (Training, Skills and Development) training has been delivered.

### **Complaints**

There have been no complaints during the last 6 months.

### **Compliments**

Over Quarters 1 and 2 there have been 3 compliments received by the Service. Some examples of these compliments include Panel Chair complimenting Social Workers and the quality of their assessments being thorough. There has also been a compliment from a foster carer about the support received from their Supervising Social Worker.

### **Allegations**

There have been two allegations in the last 6 months. One foster carer household resigned, the other is awaiting a review at Fostering Panel. Both cases have been appropriately dealt with and managed and support offered from Fostering Network/Foster Talk as an independent body.

There has been a new tender of the Independent Advice and Support contract and Foster Talk have been successful in securing this.

### **Specific Incidents and Restraints**

There have been 3 incidents recorded over the past 6 months involving children in our care. These were overseen by Team Manager and Service Lead and appropriately managed and dealt with no further action.

### **Bullying Reports**

There have been no reports of bullying over Quarters 1 and 2.

### **Serious illness and accidents**

There have been 7 reports in Quarters 1 and 2 involving children in our care, and all have been appropriately managed and reported. There have been reports of foster carer serious illness involving three of our foster carers.

### **Missing from Home**

Quarter 1 saw 5 reports of missing from home, and Quarter 2 had 8 reported incidences of missing from home. All were appropriately recorded via Engage and interviews offered or had taken place.

### **Commissioned Placements and Budget**

Current placement pressures in-house and across the independent fostering agency landscape continue to place the commissioning budget under pressure. The Case Tracking and Commissioning Panel monitors placements and ensures that there are robust plans for those that could be brought back to in-house provision. The financial position across both of these areas is closely monitored throughout the year. Pressures for this financial year are due to the demands on the Service with the numbers of children in our care, placement sufficiency and stability. Placements for teenagers and those with complex needs are the most costly, and largely in residential or therapeutic placements.

### **Service Priorities for the Next Quarter.**

1. The management team will continue to monitor compliance with Fostering Regulations and National Minimum Standards and will increase the number of case file audits completed each month to support this.

2. Placement sufficiency and stability will continue to be a key area of focus, with areas for learning taken from disruption meetings and case auditing. Blackburn with Darwen are part of the cohort of North West Authorities in collaboration under the BBCL sub-regional framework. The focus is always to place local children in local placements, with our in-house providers being the first preference. The objective is to 'grow more of our own' placements and also train those foster carers who wish to become more specialised for teenagers or children with complex needs for example. A review of the foster carer allowances is underway.
3. Recruitment will focus upon emergency and short break foster carers and foster carers who can support teenagers, to respond to the increasing demand for urgent placements. This will also enable a support package of short breaks to be considered for those young people who are more challenging to place and/or in fragile placements currently and will seek to assist with placement stability alongside our Revive offer.
4. The Remand/PACE foster carer household has ended and there is a need to recruit other foster carers who can offer this specialist and niche placement for the Youth Offending Service. There are some ongoing discussions with an Independent Provider about the possibility of commissioning a service.
5. The Limes in Darwen which has now opened will be well utilised as a therapy provision for Revive, and a Hub for children in our care, alongside being a venue for independence support for care leavers and direct work sessions. This is a valuable provision which is now being used to its potential.

## EXECUTIVE BOARD DECISION



<b>REPORT OF:</b>	Executive Member for Public Health, Prevention & Wellbeing
<b>LEAD OFFICERS:</b>	Director of Public Health
<b>DATE:</b>	Thursday, 8 December 2022

<b>PORTFOLIO/S AFFECTED:</b>	Public Health Prevention and Wellbeing
<b>WARD/S AFFECTED:</b>	(All Wards);
<b>KEY DECISION:</b>	Y

**SUBJECT: EB Trauma Informed Systems Resilience Framework**

### 1. EXECUTIVE SUMMARY

The Trauma Informed Systems Resilience Framework supports Blackburn with Darwen's collaborative commitment to recognising and addressing the prevalence of trauma across the borough. The Framework provides a clear vision for growth and development as well as a formalised governance structure across the directorate with the inclusion of partners across the voluntary, community, prevention, education and health care sectors. It brings the experiences of the population directly to the attention of strategic leadership via community engagement, whilst at the same time enabling the sharing of commissioning decisions and strategic progress with members of the community and the workforce. This 'top down-bottom up' approach is intended to strengthen the collective response to existing trauma and to mitigate the risks of emerging trauma using a trauma-informed approach within a systems-resilient framework.

It is intended that the framework will steer the discussions and decision making as we work towards becoming a trauma-informed borough. This will be done through the development of a shared language, appropriate policy and practice redesign and extensive training and supervision to support understanding across the workforce of the impact of trauma on health outcomes and health inequalities within our population. 'Managed networks' have been established to drive this work forwards. These networks are accountable to the Strategic Forum which has direct links to each of the Life-Course Boards. The ownership of the framework needs to sit across the life-course as a systems-wide model of prevention and to this end will require support from across the council to ensure accountability, engagement and innovation as we take this work forwards.

### 2. RECOMMENDATIONS

That the Executive Board:

- Recognises the impact and prevalence of trauma across the borough in relation to inequalities and to support the journey towards becoming a Trauma Informed Borough.

- Commits to the guiding principles laid out via the Trauma Informed Systems Resilience Framework including a commitment to auditing services and training and supporting the workforce.
- Acknowledges the need to work collaboratively as part of a whole-system response to trauma and to embed Trauma Informed Practice into policy development and service design across the directorate including commissioned services and providers.
- Supports the proposed governance structure and the 'Managed Network' model for driving the work forwards.
- Approves the Trauma Informed Systems Resilience Framework.

### 3. BACKGROUND

Adverse Childhood Experiences (ACEs) are traumatic events that occur in childhood. Trauma occurs when children are exposed to events or situations that overwhelm their ability to cope. ACEs can include violence, abuse, and growing up in a family with mental health or substance misuse problems. ACEs are common and contribute to increased health inequality and morbidity in the population. ACEs have a detrimental impact on health across the life course and their negative effects can extend beyond a single generation.

Blackburn with Darwen was the first area in the UK to undertake a population-based ACE survey, which identified the prevalence of ACEs across the Borough and identified the poor health and social outcomes in adulthood. Almost half (46%) of adults living in Blackburn with Darwen have suffered at least one ACE, with 12% of adults in Blackburn with Darwen having suffered four or more ACEs (Bellis et al., 2013). This study showed that the more ACEs people experience, the greater the risk of a wide range of health-harming behaviours and diseases as an adult. Individuals with 4 or more ACEs were:

- 4.5 times more likely to become pregnant or got somebody pregnant under 18 years of age
- 30.6 times more likely to have had a sexually transmitted infection (STI)
- 1.8 times more likely to be morbidly obese
- 2.3 times more likely to have liver or digestive disease
- 1.5 times more likely to have stayed overnight in hospital in the last 12 months
- 3.7 times more likely to be a regular heavy drinker
- 3.9 times more likely to be a current smoker
- 9.7 times more likely to be a heroin or crack user
- 5.2 times more likely to have been hit in the last 12 months
- 7.9 times more likely to have hit someone in the last 12 months
- 8.8 times more likely to have been in prison or cells

Trauma extends beyond the well-documented ACEs and the direct experiences of a child within their family and close contacts. Trauma can be deeply embedded within the culture, social norms and macro-structures of our policies, organisations and communities. Poverty, racism, systemic oppression, micro-aggressions, exposure to community violence and/or exclusion as well as global pandemics can all be perceived as chronic traumatic events. Whilst we acknowledge that trauma may not be an isolated event, we also need to understand that the individual's perception of trauma and therefore the impact it has will vary. For this reason, it is critical to attempt to use Trauma Informed Practice to understand the unique meaning of an individual's experience and ensure that our core services and provision reflect this.

A growing evidence base is demonstrating that large numbers of people in contact with public services have experienced a traumatic event. The relationship between the severity, frequency and range of traumatic experiences has a direct impact on the development of mental health problems, difficulties in education and employment and increased levels of contact with social care, the criminal



justice system and substance misuse services. Meeting the needs of service users therefore requires a multi-agency approach that starts with a shared understanding and awareness of the far-reaching and complex impact of trauma. Public and third sector interventions require a shift in focus to include prevention, resiliency, and trauma-informed service provision. This approach would not necessarily require the development of new strategies or interventions, but rather consideration of how existing services can be fine-tuned, and how agencies can work together to utilise an improved understanding of the impact of adversity and how this can be prevented or ameliorated.

Our Local Mission:

- 1) For all staff within the service, department and organisation to receive Trauma Informed/Trauma Awareness training as part of mandatory staff training requirements
- 2) For the service, department and organisation to complete a self-assessment audit using the [LVRN Organisational Development Tool](#) (or other recognised assessment tool)
- 3) For the service, department and organisation to have identified internal actions required to work towards becoming trauma informed and to consider engaging with a recognised Quality Mark of good practice, e.g. One Small Thing and/or to share good practice effectively across the system

#### 4. KEY ISSUES & RISKS

Exposure to trauma has a negative impact on the neurological, biological, psychological and social development of a child, contributing to long-term physical and behavioural health problems.

Children and adults often develop coping mechanisms to alleviate the pain of trauma, some of which are classified as “health risk behaviours.” These can include unhealthy eating patterns, poor self-care, using alcohol, tobacco and other substances, or engaging in risky sexual activities. When childhood traumatic stress goes untreated, these coping mechanisms can contribute to anxiety, social isolation, and chronic diseases like hypertension, diabetes, cancer, or substance use disorders. Often, “non-compliant” behaviours, such as taking medication erratically or not attending appointments, can also be linked back to patients’ history of trauma.

It is well evidenced that actions to prevent and mitigate trauma and its associated harms are essential to improve population health for present and future generations. Through the support of key partners and agencies across the system, young people, families, communities and professionals have been consulted and engaged to discuss the impact of trauma and how we can work better together in collaboration to promote awareness and understanding of traumatic experiences and how simple adjustments to service delivery and design can make a big difference towards breaking the cycle of inter-generational trauma.

The Trauma Informed Systems Resilience Framework has been developed to demonstrate a shared understanding of the risks associated with traumatic experiences and to reduce the impact and prevalence of trauma across the borough.

#### 5. POLICY IMPLICATIONS

The Trauma Informed Systems Resilience Framework is a local response to national policy drivers and recommendations with regards to the recognition of the impact of trauma and to implementing trauma informed practices across all of our settings. The following policies recognise working in a trauma-informed way as being supportive for our communities and population groups across the life-course:

- [Promoting children and young people’s mental health and wellbeing \(publishing.service.gov.uk\)](#)

- [Supporting public health: children, young people and families - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/collections/supporting-public-health-children-young-people-and-families)
- [Public mental health leadership and workforce development framework - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/collections/public-mental-health-leadership-and-workforce-development-framework)
- [Making Every Contact Count \(MECC\): practical resources - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/collections/making-every-contact-count)
- [Health and wellbeing: a guide to community-centred approaches - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/collections/health-and-wellbeing-a-guide-to-community-centred-approaches)
- [Wellbeing and mental health: Applying All Our Health - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/collections/wellbeing-and-mental-health-applying-all-our-health)
- [Public Health Outcomes Framework - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/collections/public-health-outcomes-framework)

Locally, this paper has a number of implications for policy development going forwards and is linked to various Lancashire & South Cumbria and Blackburn with Darwen papers and strategies including:

- [Lancashire and South Cumbria Health Equity Commission \(HEC\) - IHE \(instituteofhealthequity.org\)](https://www.instituteofhealthequity.org/)
- [BwD Alcohol Strategy 2022-27](#)
- [Eat Well Move More Strategy 2022-25](#)
- [Suicide Prevention Strategy](#)
- [BwD Joint Health and Wellbeing Strategy](#)

## 6. FINANCIAL IMPLICATIONS

There are no new financial implications arising from the recommendations in this report.

BwD Borough Council is currently benefitting from the Lancashire VRN free training offer, but are considering strategies for long-term sustainability including the development of a bank of trainers and resources and e-learning options. Additional costs related to training and workforce development are currently being met via the Department of Health and Social Care Public Health grant which is ring fenced for prevention services and programmes.

The 'managed networks' and community voices via citizens' juries have made direct recommendations for the development of early intervention strategies and programmes that would reduce the incidence and impact of trauma. Costs attached to recommendations are being explored in relation to current service delivery and opportunities that may present through new ICB arrangements and partnerships.

Where there are new financial implications arising from the work on this matter, these will be considered as part of the Council's budget and policy framework.

## 7. LEGAL IMPLICATIONS

Local authorities have considerable discretion in how they choose to invest their grant to improve their population's health, although they have to have regard to the Public Health Outcomes Framework and should consider the extant evidence regarding public health measures.

The Framework supports one of the Council's eight corporate priorities (2019-2023): "Reducing health inequalities and improving health outcomes".

Any actions taken and/or decisions made relating to the implementation of the Framework must be in accordance with the constitution.

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## 8. RESOURCE IMPLICATIONS

The BwD Trauma Informed Strategic Forum will provide direct oversight of the Framework and will monitor its use via the Managed Networks. The three life-course boards will provide governance to the Strategic Forum. This approach requires considerable human resource from across the council and from core multi-agency partners in order to lead and support the direction of the Networks.

Time and human resource will also be required to support local policy development and service re-design where required, in order to enable the workforce to deliver services in a trauma-informed way and to further develop practice going forwards.

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## 9. EQUALITY AND HEALTH IMPLICATIONS

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

Option 1 ☐ **X** 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*)

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## 10. CONSULTATIONS

The Trauma Informed Systems Resilience Framework is the result of a number of years of work in BwD originating from the ACEs work undertaken following the full-population survey and subsequent [published research paper in 2013 \(Bellis et al\)](#).

- In 2017 a ‘Pennine Lancs ACE Framework’ was produced by BwD Public Health, which has now been developed further to recognise the wider experiences of trauma across our population and the implications this has for our health and social care services.
- In 2019 a guide was created by young people in BwD to inform adults on how young people would like to be approached and supported when discussing ACEs.
- In 2020 a BwD Trauma Informed Strategic Forum was established to engage with services and organisations across the system and to ensure wide representation including from health, education, criminal justice and VCSF.
- In 2021 BwD Public Health in partnership with Healthy Living and Health Watch Blackburn with Darwen completed a citizens’ inquiry to engage with community members with regards to approaching ACEs and building a set of recommendations for developing trauma informed communities.
- In 2022 the BwD [local authority-led TI model was evaluated by Lancaster University](#) and was heralded as good practice. At this time, the Trauma Informed Systems Resilience Framework was taken round each of the life-course boards for comment and approval.

## 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.

<b>VERSION:</b>	<b>1</b>
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<b>CONTACT OFFICER:</b>	<b>Jodene Bibby, Charlotte Pickles</b>
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<b>DATE:</b>	8 <sup>th</sup> December 2022
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<b>BACKGROUND PAPER:</b>	Appendix 1: BwD Trauma Informed Systems Resilience Framework
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# **Blackburn with Darwen Trauma Informed Systems Resilience Framework**

**Blackburn with Darwen Borough Council**



## **Contents:**

**Who is this framework for?**

**How will this be delivered?**

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**A Shared Vision and Guiding Principles**

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**The Impact of Trauma on the Body**

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**Becoming Trauma Informed**

**Blackburn with Darwen – a Trauma Informed Borough**

**A Systems Resilience Framework**

**The Socio-Ecological Model**

**Local Drivers**

**Developing Action Plans using Evidence Based Practice**

**Resources**

**Case Studies**

## Who is this Framework for?

This framework supports Blackburn with Darwen's collaborative commitment to recognising and addressing the prevalence of trauma within the borough. It has been created to represent all services and to provide a clear vision which will bring all partners and sectors along the ACEs/trauma-informed journey, whilst still allowing for growth and development.

The framework provides a formalised governance structure for all partners across the community, education and organisational sectors, bringing the experiences of the population directly to the attention of strategic leadership, whilst at the same time enabling the sharing of commissioning decisions and strategic progress with members of the community and the workforce. This 'top down-bottom up' approach will serve to strengthen our collective response to existing trauma and to mitigate the risks of emerging trauma using a trauma-informed approach within a systems-resilient framework.



## How will this be delivered?

The guiding principles for the governance structure will be to provide a two-way communication pathway which:

1. opens-up the lines of communication between population groups, service providers and strategic leadership within the borough
2. provides the space to: understand population needs; combine the knowledge, experience and recommendations of services and the workforce; take a collaborative approach across systems and ensure alignment to a strategic framework
3. allows for specific asks and for core recommendations to be heard in order to support effective commissioning

The governance structure will be delivered through the simple system model(s) see Figure 1:

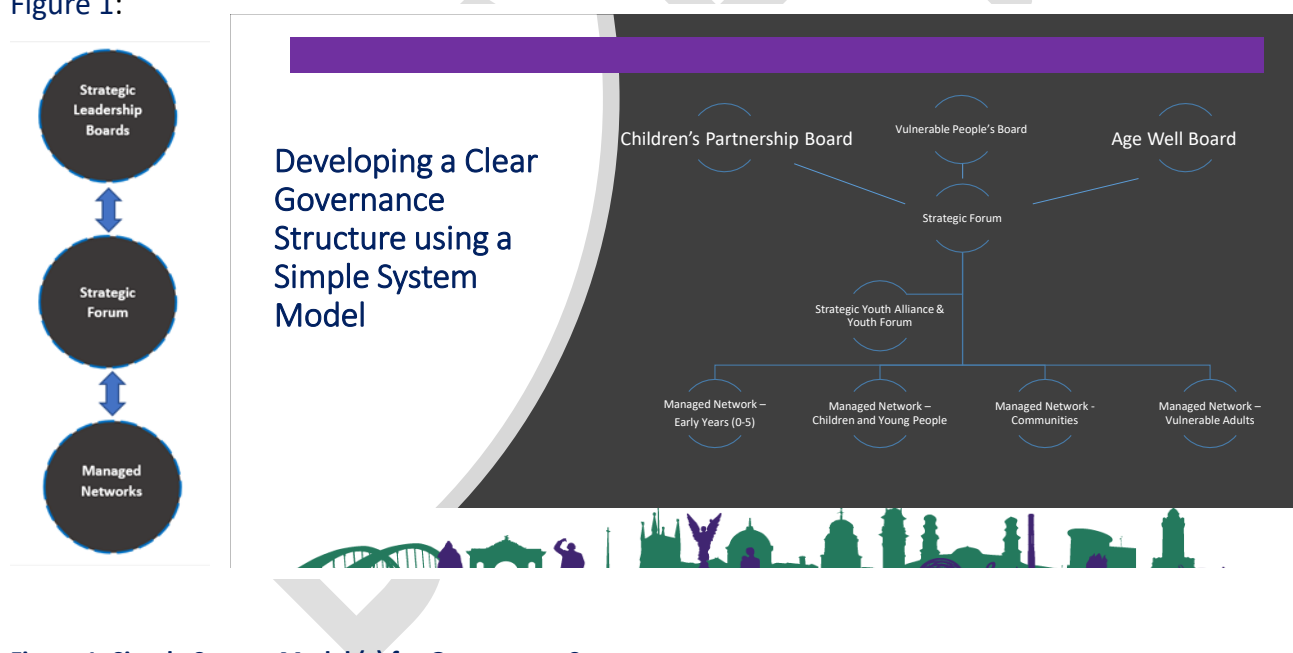




Figure 1: Simple System Model (s) for Governance Structure

The governance structure will ensure:

- a non-hierarchical approach to developing collaborative partnership working
- the smooth flow of information
- strategic alignment
- collaborative commitment to becoming a trauma-informed borough
- transparency and accountability



Accountability of components within the simple systems models is summarised below:

<p><b><u>Governance Structure - Component (i) Strategic Leadership Boards</u></b></p> <ul style="list-style-type: none"> <li>• Core agenda item</li> <li>• Actions and priorities from the managed networks reviewed, addressed and communicated to the strategic forum</li> <li>• Commissioning to dovetail into identified needs</li> <li>• Policies and procedures are reviewed through a trauma-informed lens</li> </ul>	
<p><b><u>Governance Structure - Component (ii) The Strategic Forum will aim to:</u></b></p> <ul style="list-style-type: none"> <li>• Provide direction and strategic support to the trauma-informed movement in BwD</li> <li>• Take a systems wide approach to identifying the priority groups most vulnerable to trauma</li> <li>• Act as a conduit for the managed networks to share their actions and developments with the associated strategic leadership boards</li> <li>• Act as a central knowledge hub which opens-up the lines of communication between the workforce development and the strategic leadership boards</li> <li>• Work towards the trauma-informed approach being embedded in the language, systems, policies, practice, culture and ethos of all organisations, settings and communities within BwD</li> <li>• Set up managed networks (<i>with agreed terms of reference (ToR)</i>), to share the vision within the framework, identify their own action and look at outcome measurements for KPIs</li> <li>• Provide a structural framework to develop accountability through reviewing, monitoring impact, evaluation and feedback, building capacity and sustainability</li> </ul>	
<p><b><u>Governance Structure - Component (iii) Managed Networks will aim to:</u></b></p> <ul style="list-style-type: none"> <li>• Recruit membership to the managed networks</li> <li>• Identify a set of agreed core actions and priorities which are specific to their target group and KPIs</li> <li>• Use an action tracker to monitor progress towards the actions and priorities which will feedback directly to the strategic forum on a quarterly basis</li> </ul>	

## Building Managed Networks

Networks can be a means for collaboration across organisations and within communities.

The specific role of a managed network is to:

- **Pool expertise and skills in specialist areas**
- **Act as a conduit to share good practice**
- **Facilitate joint working**
- **Manage knowledge and build evidence collectively**
- **Prevent professional isolation**
- **Work at scale where it makes sense to do so, avoiding duplication and working more efficiently**
- **Act as a source of learning and professional development**
- **Focus on sector-led improvement**

In Blackburn with Darwen, the approach to trauma informed practice will be led via a number of managed networks. Networks will be led directly by members of that sector, thus ensuring that meaningful actions can be identified and worked on collaboratively. Managed networks will meet on a quarterly basis and will be governed by shared Terms of Reference and an action-tracker which will report directly into the Strategic Forum. The Strategic Forum will then share core actions and recommendations with the appropriate Strategic Boards.

The proposed Managed Networks are as follows:



### Proposed Trauma Informed Managed Networks:

- Early years (preconception – age 5)
- Children and young people (5-19, up to 25 for SEND)
- Communities and neighbourhoods
- Health and Social Care
- Vulnerable adults

## A Shared Vision and Guiding Principles

### In Blackburn with Darwen we are committed to:

- Taking a partnership approach to supporting trauma-informed practice
- Driving forward the trauma-informed agenda across multiple agencies and partners and developing a universal language
- Developing trauma-informed and trauma-responsive communities and organisations
- Sign-posting to a clear set of resources, audit-tools, training opportunities and examples of good practice available in an accessible format

### We will do this by taking the following actions:

- Ensuring the Trauma Informed Systems Resilient Framework is understood and shared across the system
- Agreeing a set of guiding principles and signing up to the Pennine Lancashire Pledge via the Lancashire Violence Reduction Network (VRN)
- Building trauma-informed settings using the VRN audit-tool and providing appropriate training and support
- Developing sustainability and capacity via the introduction of ‘managed networks’
- Working collaboratively to strengthen and support the workforce
- Giving communities and service-users the voice and opportunity to share their experiences and shape services going forwards
- Working with third sector organisations and acknowledging their central role in supporting communities
- Using case studies to bring the trauma-informed journey to life
- Commissioning based on evidence, data and core recommendations via the managed networks, community voices and research-based evaluations
- Providing evidence-based resources and sharing good practice via various accessible platforms

## Adverse Childhood Experiences (ACES)

Adverse Childhood Experiences (ACEs) are traumatic events that occur in childhood. Trauma occurs when children are exposed to events or situations that overwhelm their ability to cope. ACEs can include violence, abuse, and growing up in a family with mental health or substance misuse problems. ACEs are common and contribute to increased health inequality and morbidity in the population.

ACEs have a detrimental impact on health across the life course and their negative effects can extend beyond a single generation (Public Health Wales NHS Trust, Bangor University, 2019).



In the UK, Blackburn with Darwen has been driving the ACE agenda for a number of years. It was the first area to undertake a population-based ACE survey, which identified the prevalence of ACEs across the Borough and linked this to poor health and social outcomes in adulthood. Almost half (47%) of adults across the borough had suffered at least one Adverse Childhood Experience, with 12% of adults in Blackburn with Darwen having suffered four or more ACEs (Bellis et al., 2013). The population study has since been repeated in England and Wales, both of which found similar results to Blackburn with Darwen. Evidence shows that ACEs can increase the risk of developing health harming behaviours leading to poorer physical and mental health outcomes later in life including cancer, heart disease, diabetes, PTSD, depression and anxiety. 1 in 3 diagnosed mental health conditions in adulthood directly relate to ACEs. The longer an individual experiences an ACE and the more ACEs someone experiences, the bigger the impact it will have on their development and their health.

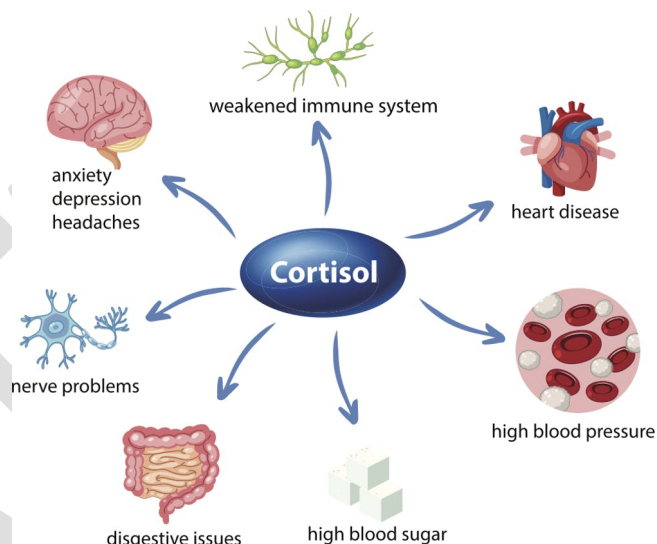
## The impact of trauma on the body

Exposure to trauma has a negative impact on the neurological, biological, psychological and social development of a child. Children living in adverse environments experience greater levels of stress. Stress causes the body to release cortisol. Prolonged exposure to dangerously high levels of cortisol—known as toxic stress—impacts the brain and body in a multitude of harmful ways ([Trauma and Adverse Childhood Experiences \(ACEs\) | ECLKC \(hhs.gov\)](#)).

Inflammation, as part of the body's stress response, helps defend against infection, injury, and acute threat—but persistent inflammation in response to chronic adversity can have long-term, disruptive effects on physical and mental well-being including the disruption of immune responses and metabolic regulation.

Similarly, experiences and exposures during pregnancy and the first few years after birth affect developing biological systems in many ways that are difficult to change later. For example, if a woman experiences excessive stress, poor nutrition, or toxic environmental exposures during pregnancy, her child's developing organs, stress response, and metabolic systems can be affected even into adulthood, with increased risk for heart disease, obesity, diabetes, and mental health conditions.

Because all biological systems in the body are connected, supporting families with young children and strengthening responsive relationships not only builds a foundation for social-emotional development, school readiness, and future learning; it also strengthens the building blocks for a lifetime of physical and mental health ([Center on the Developing Child, Harvard University](#)).



## Trauma Informed Practice

Trauma Informed Practice is based on the foundation of having a comprehensive understanding of how exposure to trauma affects an individual's development and health outcomes, as previously described. It also provides a platform to understand the complex and pervasive impact trauma can have on a persons' view of the world and the relationships they

experience. It is well evidenced that actions to prevent and mitigate trauma and its associated harms are essential to improve population health for present and future generations (Bethell et al., 2017; Pachter et al., 2017). It has therefore been proposed that public and third sector interventions require a shift in focus to include prevention, resiliency, and trauma-informed service provision ([Hughes et al, 2017](#)).

This approach would not necessarily require the development of new strategies or interventions, but rather consideration of how existing services can be fine-tuned, and how agencies can work together to utilise an improved understanding of the impact of adversity and how this can be prevented or ameliorated.

Trauma extends beyond the well-documented ACEs and the direct experiences of a child within their family and close contacts. Trauma can be deeply embedded within the culture, social norms and macro-structures of our policies, organisations and communities (Lopez, et al, 2020). Poverty, racism, systemic oppression, micro-aggressions, exposure to community violence and/or exclusion as well as global pandemics can all be perceived as chronic traumatic events. Whilst we acknowledge that trauma may not be an isolated event, we also need to understand that the individual's perception of trauma and therefore the impact it has will vary. For this reason, it is critical to attempt to use Trauma Informed Practice to understand the unique meaning of an individual's experience and ensure that our core services and provision reflect this.

## Becoming Trauma Informed

A [growing evidence base](#) is demonstrating that large numbers of people in contact with public services have experienced a traumatic event. The relationship between the severity, frequency and range of traumatic experiences has a direct impact on the development of mental health problems, difficulties in education and employment and increased levels of contact with social care, the criminal justice system and substance misuse services. Meeting the needs of service users therefore requires a multi-agency approach that starts with a shared understanding and awareness of the far-reaching and complex impact of trauma.

The journey towards becoming trauma-informed requires organisations to move beyond their traditional models of service delivery and to re-evaluate their entire organisational practices and policies through a trauma-informed lens. Organisations will need to reframe complex service-user behaviours as potential responses to trauma related triggers and will be required to prioritise the building of trusting, mutual relationships above all else.

Trauma-informed care is a strengths-based service delivery approach *“that is grounded in an understanding of and responsiveness to the impact of trauma, that emphasises physical, psychological and emotional safety for both providers and survivors, and that creates opportunities for survivors to rebuild a sense of control and empowerment”*

Hopper, Bassuk & Olivet, 2010

### **The key principles of trauma-informed practice (Fallot & Harris, 2006)**

#### **1. Safety**

Efforts are made by an organisation to ensure the physical and emotional safety of clients and staff. This includes reasonable freedom from threat or harm, and attempts to prevent further re-traumatisation.

#### **2. Trustworthiness**

Transparency exists in an organisation's policies and procedures, with the objective of building trust among staff, clients and the wider community.

#### **3. Choice**

Clients and staff have meaningful choice and a voice in the decision-making process of the organisation and its services.

#### **4. Collaboration**

The organisation recognises the value of staff and clients' experience in overcoming challenges and improving the system as a whole. This is often operationalised through the formal or informal use of peer support and mutual self-help.

#### **5. Empowerment**

Efforts are made by the organisation to share power and give clients and staff a strong voice in decision-making, at both individual and organisational levels.



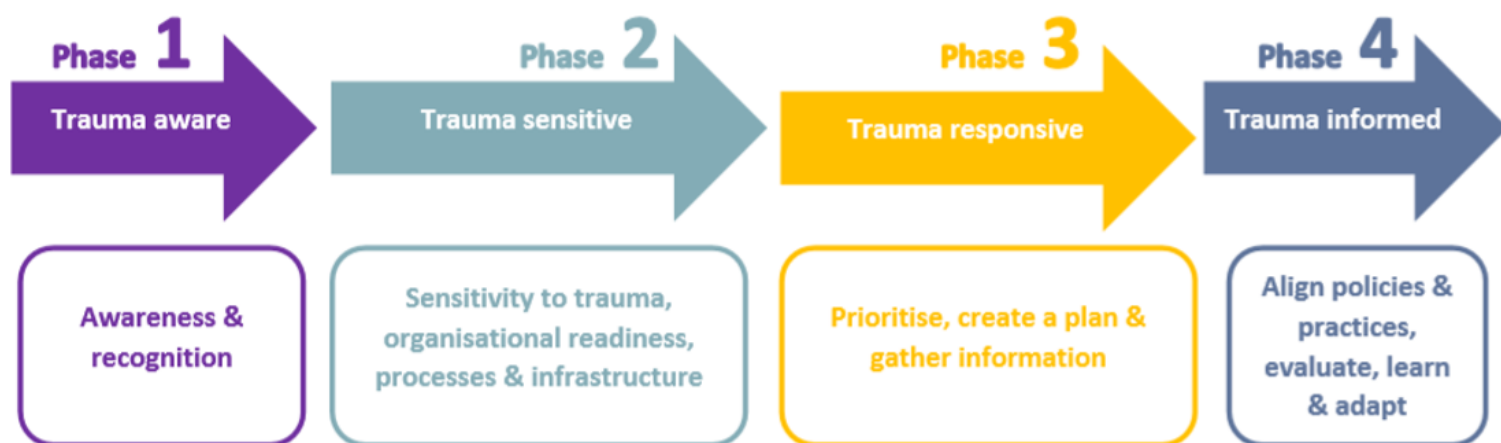
Working in partnership with the Lancashire Violence Reduction Network, all organisations are encouraged to use the [LVRN organisational development tool](#) to support them towards becoming Trauma Informed. The development tool is a useful resource available for system leaders to self-assess their strengths, gaps and opportunities and to support them along their own organisational trauma informed journey.

The core principles of the development tool are to support organisations to:

1. Realise the potential neurological, biological, psychological, and social impact of trauma.
2. Recognise that anyone we meet may have experienced trauma.
3. Respond to the impact of trauma.
4. Move away from blaming and judging people for their behavioural and psychological reactions, and to recognise that these responses may be a result of trauma.
5. Understand that people with a history of trauma may find it more difficult to trust and engage with others, particularly professionals who are often seen to be in a position of power and authority.
6. Promote strengths, protective factors, and resilience.
7. Recognise the importance of relationships.

The implementation and application of the five principles of TIP may vary differently across organisations and subsequently each organisation may be at different stages of the process. It is therefore useful to consider a phased approach to implementing TIP.

#### Lancashire VRN Taking a TI approach – phased approach:

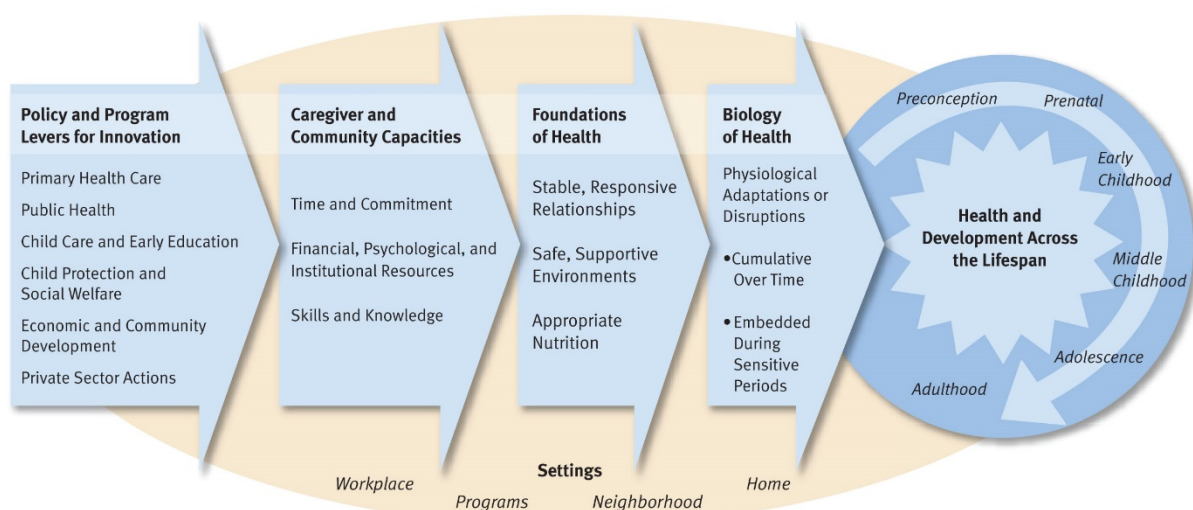




## Blackburn with Darwen – A Trauma-Informed Borough

In Blackburn with Darwen, we have developed a whole-system population approach using an ecological framework to address trauma. Building upon the borough's rich history into the research and development of trauma informed approaches, a 'stocktake' of current policy and practice, training and support has been undertaken across multiple partners and settings in order to better understand the impact of trauma informed approaches on various strategies and programmes.

This shared framework has been developed to enhance understanding of risk and resilience factors across the life-course, from pre-birth, through to childhood and adolescence into adulthood and older adults. We recognise that until recently, this movement has been primarily profession-led, both locally and internationally. A shared citizen-led movement would bring the reality of a trauma-informed borough into the hands of local people and communities, helping to build a collective understanding of experiences, the impact on lifestyle behaviours and health outcomes and to enable a shared advocacy for system change. Activism at local level, alongside a national agenda, is needed to strengthen the response to trauma and we propose to bring about such local change across Blackburn with Darwen.



## A Systems Resilience Framework

Systems Resilience can be defined as a ‘*whole-systems*’ understanding of resilience to tackle health inequalities rather than narrowly focusing on the resilience of individuals, organisations, communities or systems in isolation (Popay, 2018).

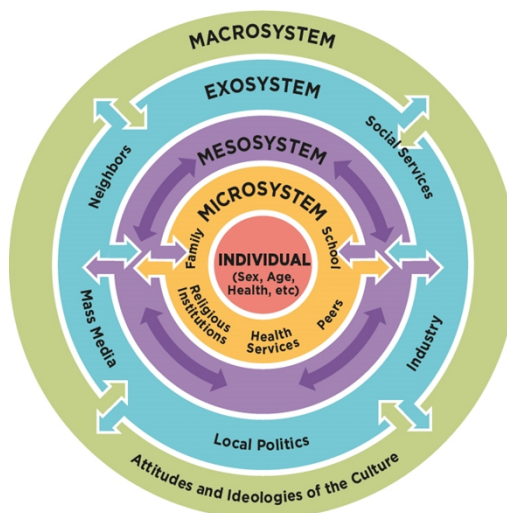
Resilience in this context is understood as the shared responsibility of the individual, the family, the community, services, settings and policy development and design. It is seen as a dynamic process that connects and utilises all of the adaptive capacities available to a community and utilises a multi-dimensional approach to collectively support the recognition and prevention of trauma. As we strive towards becoming a Trauma Informed Borough in Blackburn with Darwen, we are working collaboratively with core partners and community voices across the system in order to understand our rich local history of recognising and responding to Adverse Childhood Experiences (ACEs) and trauma and to celebrate this as we move further along our journey.

## The Socio-Ecological Model

Due to the pervasive and endemic characteristic of trauma, it is useful to utilise an ecological model as a theoretical framework to better understand the inter-connectivity across services and settings. The ecological model considers the complex interplay between individual, interpersonal, organisational, community and public policy. It allows us to understand the range of factors that put people at risk of being exposed to trauma, protect them from experiencing such adversity and to mitigate the impact. Developing a systems-resilient framework using the socio-ecological model enables all parts of the public and third sectors to take responsibility for their policies and practices for both service users and the workforce as we collectively strive to reduce the incidence and impact of trauma.

Each level in the Socio Ecological Model can be thought of as a level of influence and also as a key point for prevention. The use of this model helps us to see how the different component parts within a system overlap, thereby demonstrating how factors at one level influence factors at another level, helping us to thread a shared vision across all facets of the system. Adopting such a model supports a coherent set of principles to guide trauma informed prevention and mitigation, align ACE principles alongside existing interventions, and become

a mechanism for determining gaps in strategies to guide new service development (Blodgett, 2009).



The chart below demonstrates how the Socio Ecological Model may be used by multiple providers, settings and organisations to identify existing service provision and gaps in service. (Adapted from the National Center for Injury Prevention and Control Violence Prevention Model):

Level of SEM	Examples of strategies by level of influence
<b>Individual</b>	<ul style="list-style-type: none"> <li>• School-based programs that help pupils to develop social, emotional and behavioural skills to build positive relationships</li> <li>• Parenting programmes</li> <li>• Appropriate training, reflection and supervision</li> </ul>
<b>Family/Home/Relationships with others</b>	<ul style="list-style-type: none"> <li>• Infant and maternal mental health support programmes</li> <li>• Conflict resolution</li> <li>• Family time/Play and Learn</li> </ul>
<b>Community</b>	<ul style="list-style-type: none"> <li>• Community Champions</li> <li>• Safe recreational areas for all</li> <li>• Neighbourhood/community engagement</li> <li>• Social Prescribers</li> </ul>
<b>Societal/Cultural/Policy</b>	<ul style="list-style-type: none"> <li>• Policy development (in schools, colleges, workplaces)</li> <li>• 5 Ways to Wellbeing</li> <li>• Strategic direction and governance</li> </ul>

## Local Drivers

As outlined throughout this framework, trauma underpins a number of poor health outcomes and should therefore be considered within its wider social and community context, particularly in relation to mental health and suicide prevention, children's and adult's services and health and social care.

Mental health and wellbeing has been identified as a core priority within the new Blackburn with Darwen Joint Health and Wellbeing Strategy. A commitment towards becoming trauma-informed across all of our services will ensure that the needs of the population are being addressed through a trauma-informed lens and equitable access to all services is considered within the development and design of both universal and targeted provision.

From early identification, resilience and community strengths-based approaches to safeguarding, trauma-responsive and specialist mental health provision, this framework will enable a true systems-wide approach to reducing the incidence and impact of trauma in its many guises.

The following strategies are also directly linked to this collaborative and systems-wide work:

- [Alcohol-Strategy-April-2022.pdf \(bewellbwd.com\)](#)
- [BwD Health and Wellbeing Strategy.pdf \(blackburn.gov.uk\)](#) (currently being updated)
- Suicide Prevention Strategy (currently being updated)
- Positive Ageing Framework (awaiting ratification)
- Child Poverty Strategy (under development)

## Developing Action Plans using Evidence Based Practice

There is a wealth of literature to draw upon as the trauma informed movement grows both nationally and internationally. A number of toolkits have been produced and local initiative/programme evaluations have taken place as well as citizen's juries which have provided a rich evidence-based platform upon which core actions and activity can develop and grow.

In this section we have provided links to a number of good practice resources to support practitioners as well as network leads to identify their own current position on the trauma informed journey and to start to identify key areas for growth.

It is intended that the Managed Networks will develop their own set of actions, drawing upon the evidence and recommendations available and will work towards these in a collaborative and meaningful way. Where funding or strategic support is required, this will be communicated via the governance structure agreed within this framework.

There will also be a commitment from all settings and services in Blackburn with Darwen to work towards the following shared outputs:

- 1) For all staff within the service, department and organisation to receive Trauma Awareness training as part of mandatory staff training requirements
- 2) For the service, department and organisation to complete a self-assessment audit using the [LVRN Organisational Development Tool](#) (or other recognised assessment tool)
- 3) For the service, department and organisation to have identified internal actions required to work towards becoming trauma informed and to consider engaging with a recognised Quality Mark of good practice, e.g. [One Small Thing](#)

## Resources

### Recommendations:

- **Citizen's Jury:** BwD Public Health in partnership with Healthy Living and Healthwatch Blackburn with Darwen have recently completed a citizen's inquiry to engage with community members with regards to approaching ACEs and building a set of recommendations for developing trauma informed communities.



ACEs Citizen's Jury  
Report October 2021.

### Implementation Packs and Toolkits:

- **Young Person's Toolkit:** In 2019 a guide was created by young people in BwD to inform adults on how young people would like to be approached and supported when discussing ACEs.



ACEs report (002).pdf

- **Routine Enquiry about Childhood Adversity (REaCH):** A scoping study of the implementation of REaCH in different organisations, and implementation pack.



reach-scoping-study-  
bwd-1.pdf



REaCh-implemanti  
on-pack-pilot-evaluat

### Evaluation and reports:

- The EmBRACE model was evaluated in January 2021 and its Trauma Informed approach was found to create 'sustainable cultural change and asset-based capacity building over time' (Hibbin & Warin, 2021).



EmBRACE Evaluation  
Report. Hibbin Warin

- **Public Health England:** The effectiveness of trauma informed approaches to prevent adverse outcomes in mental health and wellbeing. A rapid review.



RR Trauma informed  
approaches in non-he

- **Early Intervention Foundation:** Trauma-informed care - Understanding the use of trauma-informed approaches within children's social care



trauma-informed-ap  
proaches-within-child

### Other resources:

- **Gloucestershire Action on Aces** have produced an extensive bank of resources, including links to websites, guidance, books and videos.



Action-on-ACEs-Resource-Bank-December-

- **Little Book of Aces:** Information for practitioners about what ACEs are, what their immediate effects are and how they can affect children both in the short-term and throughout their lives. Case studies are provided as well as different ways that have been developed to manage the effects of ACEs and to prevent them occurring in the first place.



Little Book of ACEs.pdf

- **ECLKC:** Links to resources and guidance on trauma and healing in adults, including guidance on developing staff and programme level good practice.  
[Understanding Trauma and Healing in Adults | ECLKC \(hhs.gov\)](#)

### Case Studies:

A bank of Case Studies is being developed to support the **BwD Managed Networks** to effectively collaborate, share learning, manage knowledge and collectively build further evidence of impact. The trauma-informed journey has been captured so far through answering self-reflection questions.

Case Studies include good practice and learning with regards to training, supervision, service-user engagement, awareness raising and the development of a shared language. They can be accessed through the ACEs hub and the BwD website.



# Developing a Trauma Informed Systems Resilience Framework in Blackburn with Darwen

[Charlotte.pickles@Blackburn.gov.uk](mailto:Charlotte.pickles@Blackburn.gov.uk)



## ACEs and Early Trauma

### ADVERSE CHILDHOOD EXPERIENCES INCLUDE:



### ADVERSE CHILDHOOD EXPERIENCES HAVE BEEN LINKED TO:



- Adverse Childhood Experiences (ACEs) are traumatic events that occur in childhood. Trauma occurs when children are exposed to events or situations that overwhelm their ability to cope.
- ACEs can include violence, abuse, and growing up in a family with mental health or substance misuse problems.
- ACEs are common and contribute to increased health inequality and morbidity in the population.
- ACEs have a detrimental impact on health across the life course and their negative effects can extend beyond a single generation





## Impact of ACEs on adult health outcomes

- ACEs increase the risk of developing health harming behaviours.
- ACEs increase the risk of poor physical and mental health later in life (including cancer, heart disease, diabetes, depression, anxiety and post-traumatic stress).
- 1 in 3 diagnosed mental health conditions in adulthood are directly relate to ACEs.
- The longer an individual experiences an ACE and the more ACEs someone experiences, the bigger the impact it will have on their development and their health.

### Exposure to ACEs can also impact:

- The ability to recognise and manage different emotions.
- The capacity to make and keep healthy friendships and other relationships.
- The ability to manage behaviour in school and work settings.
- Difficulties coping with emotions safely without causing harm to self or others
- Levels of contact with social care, the criminal justice system and substance misuse services



## How do ACEs relate to wider trauma and adversity?

- Trauma extends beyond the well-documented ACEs
- Trauma can be deeply embedded within the culture, social norms and macro-structures of policies, organisations and communities
- Poverty, racism, systemic oppression, micro-aggressions, exposure to community violence and/or exclusion as well as global pandemics can all be perceived as chronic traumatic events.
- Actions to prevent and mitigate trauma and its associated harms are therefore essential to improve population health for present and future generations
- It is proposed that public and third sector interventions require a shift in focus to include prevention, resiliency, and trauma-informed service provision.



## Adverse Experiences amongst the BwD Population

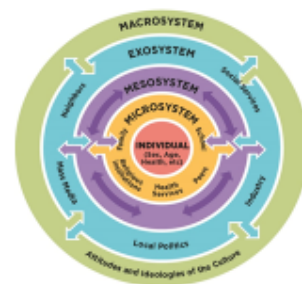
- In 2012, BwD was the first area in the UK to undertake a **population-based ACE survey**, which identified the prevalence of ACEs across the Borough.
- **Almost half (46%) of adults living in Blackburn with Darwen had suffered at least one ACE, with 12% of adults in Blackburn with Darwen having suffered four or more ACEs (Bellis et al., 2013).**
- This published study became the basis for much of the ACEs work in the UK.
- **The ACE Index** has found that the frequency of ACEs was highest in areas with **high rates of child poverty and deprivation.**



## Becoming a Trauma Informed Borough

### In Blackburn with Darwen we:

- Recognise that the impact of ACEs and trauma is wide reaching; it crosses organisational boundaries, settings, population groups and impacts across the life-course.
- Have developed a Trauma Informed Systems-Resilience Framework to help us identify and reduce the incidence and impact of trauma amongst the population and workforce of Blackburn with Darwen.
- Are taking a partnership approach to supporting trauma-informed practice using the socio-ecological model (see diagram). This helps us to understand trauma in terms of 'risk and resilience' factors for the individual within their community and peer groups as well as wider social, political and environmental contexts.
- Driving forward the trauma-informed agenda across multiple agencies and settings and developing a universal language.



Socio-Ecological Model, Bronfenbrenner 1979.



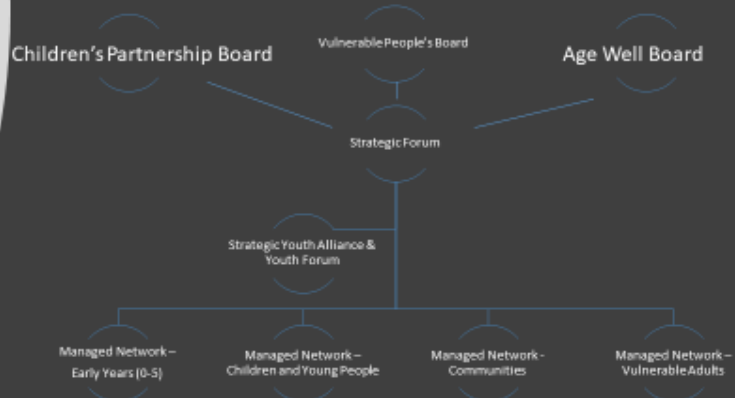
## Becoming a Trauma Informed Borough

We will do this by:

1. Developing a Systems-Resilient Framework which is understood and shared across the system
2. Agreeing a set of guiding principles and signing up to the Pennine Lancs Pledge via the VRN
3. Building trauma-informed settings using the VRN audit-tool and providing appropriate training and support
4. Developing sustainability and capacity via the introduction of 'managed networks'
5. Working collaboratively to strengthen and support the workforce
6. Giving communities and service-users the voice and opportunity to share their experiences and shape services going forwards
7. Working with third sector organisations and acknowledging their central role in supporting communities
8. Using case studies to bring the trauma-informed journey to life
9. Commissioning based on evidence, data and core recommendations via the managed networks, community voices and research-based evaluations
10. Providing evidence-based resources and sharing good practice via various accessible platforms



Developing a Clear Governance Structure using a Simple System Model



## Trauma Informed Systems Resilience Framework Objectives

### Our Objectives:

- **Training:**  
For all staff within the service/organisation to receive Trauma Awareness training as part of mandatory staff training requirements
- **Auditing/Self assessment:**  
For the service/organisation to complete a self-assessment audit using the [LVRN Organisational Development Tool](#) (or other recognised assessment tool)
- **Good Practice:**  
For the service/organisation to have identified internal actions required to work towards becoming trauma informed and to consider engaging with a recognised Quality Mark of good practice, e.g. [One Small Thing](#)



## Development and Delivery Timeline

Date	Activity
2018/19	Engagement and consultation with young people supported by Health Watch BwD.
January 2021	BwD Trauma Informed Multi-agency group was formed with direct reporting to the Children's Partnership Board
October 2021	Trauma Informed System Resilience Framework consultation via the multi-agency group began
October 2021	Trauma Informed Communities Citizen's Jury led by Healthy Living to inform the framework
April 2022	Managed networks were established with agreed governance structure to the Lifecourse Boards. Appropriate leads and core actions identified.
October-December 2022	Training offered across the workforce via the LVRN, including for strategic leaders across the system.
December 2022	Executive Board Decision
January 2023	Health and Wellbeing Board
January 2023	Action planning via the managed networks to agree next steps, growth and sustainability



## EXECUTIVE BOARD DECISION



<b>REPORT OF:</b>	Executive Member for Public Health, Prevention & Wellbeing
<b>LEAD OFFICERS:</b>	Strategic Director of Adults and Health
<b>DATE:</b>	Thursday, 8 December 2022

**PORTFOLIO/S AFFECTED:** Adults Social Care & Health

**WARD/S AFFECTED:** (All Wards);

**KEY DECISION:** Y

**SUBJECT:** Asylum Funding

### 1. EXECUTIVE SUMMARY

Blackburn with Darwen have been a supporter of Asylum seekers for many years. The asylum seekers we are currently supporting have primarily come through Asylum Accommodation and Support Contracts (AASC), previously known as 'Compass'. This is now a contract operated by the Home Office through SERCO.

SERCO at the instruction of the government are procuring more properties in every area of the UK to include Blackburn with Darwen. The indicative number of concurrent placements in Blackburn with Darwen will rise from just over 350 to approximately 750.

Up until 2022 we did not receive any financial assistance with the costs of supporting placements outside of the Controlling Migration Fund which ran from 2017 to 2020. This has now changed. The Home Office have agreed to provide funding to local authorities recognising their role in supporting people while their asylum status is settled, and in the further support provided as and when individuals or families obtain refugee status.

A retrospective payment of £93,250 has been issued alongside a one off payment of £3500 per additional bed space secured by SERCO. They have already secured an additional 50 bed spaces, with a further payment of £175,000 received in November. Further allocations as additional properties are secured throughout the year are expected.

## **2. RECOMMENDATIONS**

That the Executive Board:

- Notes the funding being made available to Blackburn with Darwen
- Approves expenditure against this budget in discharging the requirements of the grant conditions.
- Delegate authority to the Strategic Director for Adult & Health in consultation with the Executive Member to make representations to the Home Office with regards the level of funding and sustainability of funding in comparison to other similar asylum schemes.

## **3. BACKGROUND**

Asylum seekers are housed in initial accommodation (IA) and then dispersed via SERCO to local authorities across the country. Liverpool is the North West centre for IA but when this is full SERCO use hotels as an emergency alternative. Individuals from hotels are transferred to the IA in Liverpool before their onward 'dispersal' journey to North West local authorities. This arrangement is repeated in other regions.

In the North West, there are 7 contingency hotel sites in use currently accommodating over 1,700 people.

The Home Office has recently re-evaluated the number of Asylum seekers each local authority in England should take through the AASC scheme, and has now mandated all local authorities' involvement given demand for properties far outstrip supply. This includes an increased ask of those authorities already supporting asylum seekers. For Blackburn with Darwen this means an increase to 750 asylum seekers supported locally concurrently, a figure reflective of the 1:200 population target for all authorities. To April 2022, Blackburn was voluntarily supporting 370 concurrent placements. This has already increased to circa 450 as of November 2022 and will continue to rise toward the 750 figure indicated.

A large number of areas of the UK have made less support available, resisting provision of placements for a variety of reasons. The Home Office now direct SERCO to 'go straight to market' for both hotels and properties in all areas, consulting local authorities and the police and crime commissioner where landlords have offered a property to them they are considering.

Asylum seekers supported in the borough comprise both individuals and families. Those that receive positive decisions on their asylum claim are then rehoused by us. Up until 2022 we did not receive any financial assistance with the costs of this and wider support (with the exception of the Controlling Migration Fund - 2017 to 2020) This has now changed. The Home Office have agreed to provide some funding to local authorities, both to recognise existing participation and contribution and also to facilitate new dispersed accommodation when identified and brought on-line.

Aligned to this programme area is the Unaccompanied Asylum Seeker Children scheme (UASC), with the local authority able to claim £114 per day per child. This is often significantly less than the placement costs, and so as part of the programmes development, within our offer to families, we will be looking to provide additional support to those children, complimenting the work children services are already undertaking.

#### 4. KEY ISSUES & RISKS

The retrospective funding of £93,250 is a one off, as is the allocation for additional bed spaces.

Unlike for example the Homes 4 Ukraine or Afghan resettlement schemes, the funding is per additional bed space and not per person supported. This is significant as once that bed space is made available no further funding is expected when the next person uses it, whereas with the Ukraine and Afghan schemes each new person arriving into the authority would receive funding.

The one off payment is equivalent to £250 per person. The additional £3500 per bed space, doesn't compare well with the £10,500 allocated to each person through the Afghan or Ukraine schemes, albeit SERCO are required to provide basic support until the asylum decision process is completed. Similarly, while any funding is welcome, both the scale and the one off nature of this funding makes it difficult to sustain additional support infrastructure outside of the year in which the additional bed spaces were secured. Essentially the closer we get to the home offices figure the less funding will be available to support with a cliff edge once reached.

The support needs of this group are also high, with support in language, culture and integration, education, training and employment amongst other needs regularly identified. This support needs to be available where the individual's asylum application is successful and they transition to becoming a refugee and wish to remain in Blackburn with Darwen.

#### 5. POLICY IMPLICATIONS

There is no change or impact on current BwD policy. This is a continuation of long established support for asylum and refugee communities in Blackburn with Darwen.

#### 6. FINANCIAL IMPLICATIONS

Funding:

- £268,250 has already been received. Comprising of £93,250 retrospective grant, and £175,000 for additional 'bed spaces' already secured.
- An additional allocation of £217,000 is expected in Q4 of 2022.
- Further allocations will be made quarterly in line with the number of properties SERCO secure.

#### 7. LEGAL IMPLICATIONS

The Secretary of State has the power to make payments such as these to local authorities under section 110 the Immigration of Asylum Act 1999 Act in respect of the authorities' expenditure incurred in assisting the SS with his arrangements under s95 of the Act to provide support for asylum seekers. Local authorities have the power by virtue of section 99 of the Act to provide support for asylum seekers in accordance with these arrangements made by the Secretary of State and to incur reasonable expenditure in doing so.



## 8. RESOURCE IMPLICATIONS

Resources required of the programme will be funded through the programme. Planning for the use of this funding is underway and will be approved through an executive member decisions when developed.

## 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

Consultation on how the resource will be used to best support the asylum community is ongoing, to include with members, the councils integration team, council departments, the home office, local community and 3<sup>rd</sup> sector organisations in addition to the asylum and refugee communities directly.

## 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.

<b>VERSION:</b>	<b>1</b>
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<b>CONTACT OFFICER:</b>	<b>Mark Aspin</b>
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<b>DATE:</b>	<b>15/11/2022</b>
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<b>BACKGROUND PAPER:</b>	<b>N/A</b>
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## EXECUTIVE BOARD DECISION



<b>REPORT OF:</b>	Executive Member for Public Health, Prevention & Wellbeing
<b>LEAD OFFICERS:</b>	Strategic Director of Adults and Health
<b>DATE:</b>	Thursday, 8 December 2022

**PORTFOLIO/S AFFECTED:** Adults Social Care & Health

**WARD/S AFFECTED:** (All Wards);

**KEY DECISION:** Y

**SUBJECT: Additional Funding for work with Rough Sleepers**

### 1. EXECUTIVE SUMMARY

The Government published on the 3<sup>rd</sup> September 2022 their new 'Cross-Government Strategy to End Rough Sleeping'. Alongside a range of government measures, it recognises that Local Authorities play a vital role in delivering the services that both prevent individuals sleeping rough and support off the streets those that do.

To complement the strategy the government announced details of successful bidders for local authorities applying for grants under two schemes: The Rough Sleeping Initiative (RSI) and Rough Sleeper Accommodation Programme (RSAP).

The council has been successful with both applications, and has been awarded £802,400 under the RSI scheme and £881,770 under the RSAP scheme which run to March 2025, and March 2024 respectively.

### 2. RECOMMENDATIONS

That the Executive Board:

That the Executive Board:

- Notes the funding being made available to Blackburn with Darwen
- Gives approval to supplementary revenues estimates for both the Rough Sleeping Initiative and the Rough Sleeper Accommodation Programme as set out in the financial implications over the next 3 years
- Gives approval to a supplementary capital estimate of £408,000 to be added to the Council's Capital Programme in 2022/23;
- Approves expenditure against this budget in discharging the requirements of the grant conditions.

### 3. BACKGROUND

In Blackburn with Darwen, we have a strong track record of preventing and supporting people away from rough sleeping. From 2018 to now, rough sleeping has reduced from an average of 26 individuals to 13 this summer, and with our Severe Winter Emergency Provision (SWEP) offer up and running as of the 24<sup>th</sup> November we are at 0, although the number changes daily.

This is a significant achievement set against a challenging backdrop, not only in terms of the cost of living and long term impact of austerity on our communities, but also with the over-supply of hostel and supported accommodation within the borough, which brings with it unique further challenges. Such properties have a high rate of eviction we have to respond to on a daily basis, as this type of accommodation is the lower end of the housing market for individuals that, for a range of reasons, struggle to maintain a tenancy. The risk of rough sleeping therefore is higher.

In responding to what is an ongoing challenge, this funding will be used to further our efforts to reduce and maintain low rough sleeper numbers in the borough by:

- Funding our dedicated outreach team known as “Navigators” using the RSI allocation. As a team they proactively engage with anyone rough sleeping or at imminent risk of doing so. They also operate as part of our integrated support offer, delivered currently through “changing futures” to address the immediate challenges that have led to someone rough sleeping or at risk of imminently being so. For those ready and willing to accept support, the co-produced plan, which has dedicated wrap-around provision, can influence eviction decisions by private landlords. It does this by providing reassurance that, for example; behaviour will improve, risk of arrears reduce and, or the property will be kept in good order. Similarly we can carry greater influence on tenancies being offered for a person they may have previously not considered, advocating for and providing limited guarantees for private and social landlords willing to help.
- We also have our own offer known as a Stepping Stones, a housing first model considered best practice nationally. The council has access to 30 properties funded through RSAP that are furnished and let on assured short-hold tenancies. We use these properties to support those with a long history of rough sleeping and who are from Blackburn with Darwen. Their risk of eviction and homelessness is often driven by complex and multiple need and where the private and social landlord sector as a result refuse to house them, even with assurances. Over the medium term, through tailored and intensive support, away from chaotic hostel environments, we help people to gradually be able to manage their own tenancy. Through this model we have been able to achieve real successes with individuals with a long history of rough sleeping. This is particularly the case for those individuals who have been initially helped through our SWEP provision in our Homeless Pods available through the winter months.

### 4. KEY ISSUES & RISKS

While the additional funding is welcome, this is a long term systemic issue that requires a sustained response as part of our broader homelessness strategy. As the funding is for 2 years there is a risk, should government not provide similar funding beyond 2025 there would be a significant drop off in our support capabilities.

There are greater risks of costs being incurred to those properties funded through the RSAP as part of our housing first model, in particular for damage or arrears to properties where a person relapses into previous circumstance or behaviour. This is expected when working with people suffering often extensive past and current trauma. The budget takes account of this and the bespoke plan with each individual includes a thorough risk assessment dictating the regularity of visits.

## 5. POLICY IMPLICATIONS

There is no change or impact on current BwD policy. This is a continuation of now established support for rough sleepers, scaling up current practice we have piloted to a level that can achieve positive outcomes for more people as we aim to meet and sustain the government's target in ending rough sleeping.

## 6. FINANCIAL IMPLICATIONS

The Rough Sleeper initiative (RSI) funding is over 3 years with a grant of £802,400. This is claimed quarterly in arrears from DLUHC in line with grant conditions up to March 2025.

The RSAP funding is over 2 years with a grant of £881,770. This has a £408,000 capital allocation, which we expect to receive in November. This will be added to the councils capital programme. The remaining revenue allocation of £473,770 will be claimed quarterly in arrears in line with grant conditions up to March 2024.

Any underspend on the programme will be retained by DLUHC.

The grant claim is managed by the Housing Needs Manager supported by the programme staff funded by the project. Regular updates on the programmes role out will be provided to the monthly executive member briefings and via the departments SLT processes.

## 7. LEGAL IMPLICATIONS

Government Ministers are empowered to give grants to local authorities under s31 of the Local Government Act 2003 and such grants are paid on such conditions as the person paying it may determine. This authority must therefore ensure it complies fully with any applicable conditions in this instance.

Part 7 of the Housing Act 1996 recently amended by Homelessness Reduction Act 2017 gives to local authorities a duty to secure permanent accommodation for unintentionally homeless people in priority need. Local authorities, since 2017, have had a duty to prevent homelessness for all eligible applicants threatened with homelessness; and a duty to relieve homelessness for all eligible homeless applicants. In addition there is also a duty to provide or secure the provision of advice and information about homelessness and the prevention of homelessness, free of charge. This advice and assistance must be made available to any person in the authority's area "including people who are not eligible for further homelessness services as a result of their immigration status."

The programme of initiatives set out in this report is being undertaken in accordance with these powers and duties.

## 8. RESOURCE IMPLICATIONS

Resources required of the programme will be funded through the programme. Planning for the

deployment of the grant funding is underway with much of the infrastructure and staffing in place. Any amendments to the programme will be approved through the executive member for public health and prevention, and agreed by our DLUHC prior to being implemented. The programme will be entirely funded through the grant with no requirement for additional council resource.

## 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

Consultation was undertaken through the bidding process, to include with members, the councils housing needs team, team alongside wider departments, the home office, local community and 3<sup>rd</sup> sector organisations directly. Regular consultation with beneficiaries of the programme will be undertaken throughout delivery.

## 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.

<b>VERSION:</b>	<b>1</b>
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<b>CONTACT OFFICER:</b>	<b>Mark Aspin</b>
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<b>DATE:</b>	<b>14/11/2022</b>
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<b>BACKGROUND PAPER:</b>	
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## EXECUTIVE BOARD DECISION



<b>REPORT OF:</b>	Executive Member for Digital and Customer Services
<b>LEAD OFFICERS:</b>	Strategic Director of Resources (SIRO)
<b>DATE:</b>	Thursday, 8 December 2022

<b>PORTFOLIO/S AFFECTED:</b>	Digital and Customer Services
<b>WARD/S AFFECTED:</b>	(All Wards);
<b>KEY DECISION:</b>	N

**SUBJECT: EB (Executive Board) Digital strategy update report**

### 1. EXECUTIVE SUMMARY

In April 2021 the Council's Executive Board approved an updated BwD Digital Strategy 2021-2024, which outlined a number of initiatives across 4 work streams;

- Digital First for our Services
- Enable Transformation for our Staff
- Data Driven Organisation
- Secure and Resilient Technology

Blackburn with Darwen has invested in the people, skills and infrastructure to provide 21<sup>st</sup> century public services, which has enabled the Council and its services to work in new ways. As the Council embarked on its latest vision for digital and technology it was doing so with strong foundations, albeit after a prolonged crisis with the Covid-19 pandemic in which the pace of technological change rapidly increased.

Much progress has been made in the first year of delivering the new strategy and the strategy remains dynamic to the changing requirements and priorities of the Council.

### 2. RECOMMENDATIONS

That the Executive Board:

- Notes the activity to date
- Supports the continuation of delivery of the digital strategy

### 3. BACKGROUND

The following sections provide a summary of delivery across each of the digital strategy work streams.

## Work Stream 1 - Digital First for our Services

The Council procured a Digital Customer Platform (DCP) in February 2020 as a replacement for the legacy, end of life customer contact portal. The legacy portal had been prone to issues of regular downtime for customers and was at the end of support and security, which was a major risk to the organisation. The initial project plan aimed to transfer existing services from autumn 2020. The Digital team as part of the pandemic response brought forward plans and began to launch online services through the platform from March 2020.

During the pandemic the Council used the new platform to deliver rapid 24/7 online services to businesses, individuals and families. The team developed over 30 different Covid related online forms including for business grants, Help Hub requests, HWRC bookings and SMART Covid testing. Between April 2020 and March 2021 the system processed over 96,000 Covid related requests and transactions across Help Hub, HWRCs and Grants & Support.

Without the new platform and a dedicated resource to develop forms, the Council would have had to recruit significantly more staff to process the volume of Covid related requests, as well as maintaining existing services.

Since its launch in 2020, the Digital Customer Platform has seen over 50 new services designed and delivered digitally alongside existing services migrated from the legacy customer portal. By April 2022 65,000 customers had signed up with an online account, compared to 29,000 on the legacy portal. At the time of writing there are 79,700 users signed up to the DCP. Over 160 digital forms remain live, covering 36 service areas.

New digital services have included areas such as School Transport Bus Passes, coordinated volunteer clean ups, Changing Futures and the Council's 'Wall of Shame' reporting.

During 2021/22 our existing digital first Blue Badge Service reduced processing time to an average of 19 days from 38 days in 2020/21. 94% of applicants self-served and the remainder were digitally assisted.

After redesigning and launching the Council's website in 2019 we have continually iterated the site to provide a more accessible experience. According to the independent [Silktide Index](#) for UK Council accessibility, the BwD website has consistently scored highly since 2020 with scores of 87/100 (March 2020) 90/100 (March 2021) and 91/100 (March 2022).

The BwD website was chosen at random in December 2021 for testing by the Cabinet Office's Central Digital Team as part of a nationwide programme measuring compliance against the newly adopted Web Content Accessibility Guidelines (WCAG) 2.1. In March 2022 the Cabinet Office confirmed compliance of our Website Accessibility Statement and were satisfied with our response around proposed improvement actions.

During 21/22 we have prepared an update to the Council's Website to deliver a consistent Gov.UK style, working as part of a national network of Councils. This will enable the Council to produce repeatable functionality across all website services in line with Government Digital Services standards. This will also save BwD time and money going forwards as we re-use developments made across the country for common Council online services, rather than extensive in-house development or commissioning 3<sup>rd</sup> parties.



During the pandemic there was an increased demand on the Council website, seeing on average 138,000 user sessions per month. During 21/22 as the pandemic eased the number had dropped to an average of 133,000 per month which still represents a 51% increase compared to 19/20, pre pandemic data.

During 2021/22 we introduced User Research roles to support development of our digital services. Our User Researchers have continued to develop a Customer Panel with our residents. A key change has been to work with specified cohorts of people as part of the panel so we can better target groups to help us design specific services.

The BwD Digital Inclusion Network was formed in 2021, creating a formal collaboration group between 3<sup>rd</sup> Sector, Council and partners. To date the group has mapped and coordinated activity and intelligence across the borough to support collaboration on initiatives to improve learning and access to digital across the borough. In May 2022 we added Digital Inclusion Strategy' to the Council's portfolio for Digital & Customer Services and we are developing policy approaches to be agreed in 2022/23.

Contacts to Customer Services have reduced by 10% between 2018/19 and 21/22. During the pandemic, demand did increase and was met with additional Covid resources, however this was the exception against an ongoing trend of reducing incoming contact. The decrease in overall contact can be attributed to the rise in self-service on the Council's website and systems, more users signed up to the Digital Customer Portal and improved contact centre technology (such as call-back options). Face to face visits have reduced by 60% compared to 2018/19 (averaging 54 visits per day in 21/22) and telephone calls have reduced by 17% in the same period. Replacing traditional methods of contact, online web chat messaging has increased almost tenfold, proving popular with customers and a more efficient way of delivering services.

On the telephones, during 21/22 BwD Customer Services answered 68% of calls within 60 seconds compared to 54% in 18/19 and the number of abandoned calls by customers has more than halved. This demonstrates a clear improvement in our local customer response. By channel shifting and reducing traditional demand, evidence shows that we can provide an improved service to those that need to telephone the Council.

## **Work Stream 2 - Enable Transformation for our Staff**

During 2021/22 work took place to plan and develop a BwD online [Digital Skills Hub](#) for staff, which launched in May 2022. The hub will enable higher levels of digital confidence for staff, enabling them to increase effectiveness using digital tools. There are now 59 digital champions in place across the Council.

The organisation has continued to take advantage of the Council's investment in Office 365, including Microsoft Teams and Teams Rooms video conferencing. Services and staff have an increased level of flexibility in working locations and patterns. Travel to and from office locations is reduced and we can now approach estates strategy in new ways to reduce costs. 82% of users are actively using Microsoft Teams in the organisation, making collaboration easier.

Through the introduction of the Digital Customer Portal into service workflows we have increased mobile working and transformed services. These include street cleansing, bin deliveries and bulky collections where customers now submit online requests and jobs are automatically picked up on mobile devices by officers. There is no printing of jobs or returning to base to receive allocated work and customers are notified of the completion of jobs automatically online. In the Changing Futures

service, officers in the field across Lancashire use the Digital Customer Portal to log cases on tablet computers and digitally triage and refer people into relevant services.

We have made improvements to the IT Service Desk and Support Service leading to a halving of the time taken to deliver new requests for service, such as a new IT device, software, account or change. This supports improved productivity for teams and Council staff who can now more quickly access enablers through IT.

Demand into the IT Service Desk has reduced by 28% compared to pre-pandemic figures. A reduced number of faults being logged can be attributed to improved systems and devices and more self-service, for instance self-service password reset. By reducing IT faults, productive working time for staff across the Council is increased.

By introducing video streaming technology to the Council Chamber, Council meetings are now routinely live streamed and are accessible to watch back on-line. This enables increased transparency and supports open democracy. Introducing 'Teams Rooms' video conferencing into meeting rooms has also enabled Councillors to take part in training and some meetings virtually, improving flexibility and reducing travel.

### **Work Stream 3 - Data Driven Organisation**

A new data infrastructure has been introduced to the Council based on the Microsoft Power BI platform. We have worked with 3<sup>rd</sup> party partners to assist in the configuration and build. The platform provides us with the ability to integrate, process and visualise key data for Officers and Councillors. The infrastructure is scalable and is designed to grow with an increasing need for data in the delivery of future public services. Currently there are approximately 30 Power BI data dashboards in use across Council departments, including Highways, Environment, Children's Services, Help Hub and Customer Services.

A new centralised Data and Insights team was established in 2020, achieved through redeploying existing IT roles who have since developed the infrastructure and data governance. The team has since expanded through the merger of other existing data and performance roles across the Council in 2021.

A key activity as part of the strategy has been to integrate back end systems to enable a joined up view of data, whether that's around a person or a service. The team have successfully integrated the Power BI system with the Council's customer contact centre system 'Netcall' and the Digital Customer Portal, which will enable a single view of customer channel data.

Preparatory work has taken place across Children's and Education systems around data matching to support proactive decision making and interventions. We are also in discussions with Lancashire County Council around data approaches to support Family Hub models. We have improved elements of Children's Services reporting, to automate and reduce the time it takes to generate key reporting on statutory services.

Work has continued to develop integration between our Adult Social Care case management system and the Lancashire & South Cumbria Integrated Digital Care Record, known as LPRES. We are in the process of migrating our Mosaic system to an Enterprise (off-site) hosted platform with our supplier who will then upgrade the system to the latest version, enabling us to build the integration and exchange digital messaging and workflow with the wider NHS system in 2023. The upgrade will also provide an up to date platform for us to build in necessary Care Act changes in 2023.

These integration activities support our expected outcome set out in the digital strategy to develop 'master data for our most common data sets to remove duplication'.

A Data Strategy has been developed and will be approved during 22/23. The strategy sets out how we will integrate, govern, protect and leverage Council data.

We committed to increase data skills as part of our digital strategy and we have built a peer network of staff throughout the Council. The network shares learning and increases consistency around data design. In addition the central data team are now part of wider networks both regionally and nationally to learn and share best practice.

#### **Work Stream 4 - Secure & Resilient Technology**

During 2022 we have recruited an experienced Head of IT and appointed other senior IT roles in the team, within existing budgets. Competition in the IT skills market is high and we continue with our strategy of 'growing our own' through offering internal opportunities and career development. The service director works closely with Blackburn College, championing IT / digital skills and sits on the governing board.

We have supported the development of a number of team members through management and technical training paths. We have been successful in accessing government funding for Cyber Security training for specialists in the team. The team also have access to an industry standard, specialist online IT training platform.

We have continued to work towards moving critical systems to Cloud and Enterprise computing. In November 2021 The Executive Board approved funding for the Council to transition critical back-end infrastructure to the Cloud. Early work preparing the platforms and further consultation with suppliers took place between November and April. With the new IT leadership team now in place for 2022/23 the project will be profiled for delivery.

In July 2021 the Executive Board approved funding for the Council to implement a new Unified Communications system. The original target date for implementation reported at the time was June 2022. Due to recruitment challenges and complexities with planning the project has been delayed. A new project plan is currently being developed and we expect to implement the system in spring 2023. The delay hasn't resulted in any adverse financial impact and has provided the benefit of more mature technology now being available in the market.

A new Enterprise (off-site) hosted HR & Payroll system went live in November 2021 and we have continued to work closely with the supplier during 2022. This work follows on from the migration of our financial systems to off site hosting in 2020/21. These migrations have increased the resilience of key functions of the Council.

As part of implementing the new HR & Payroll system in 2021 we rolled out Multi Factor Authentication (MFA) on the BwD network. This introduces additional levels of user authentication, improving security and integrity of BwD systems and information.

Regular audits and exercises continue to take place to inform our improvement plans within IT to ensure the integrity of networks and systems. Members of the Council's Audit Committee were briefed on the Council's approach to Cyber Security in June 2022.

## Next steps

We will continue to deliver planned work with existing investment across the four work streams and work in accordance with the six principles set out in the strategy;

- Customer Centred Design
- Secure by Design
- Cost and Quality Effective
- Digital First and Inclusive
- Data driven
- Open, flexible and Cloud First

We will improve and strengthen IT Services and infrastructure, particularly in relation to the increasing international threat around Cyber Security. Over the next 12 months we will complete key digital and IT projects including Unified Communications, Cloud, Core Network Replacement, Corporate Website upgrade and the HR and Payroll system implementation.

Our Service Design, Customer and Business Operations teams will increasingly collaborate to deliver continuous service improvement and drive further channel shift. A number of services to customers will be proposed to move to digital first, to further reduce demand on services. Work already started to digitise Pest Control, Taxi Licensing and integration of Highways requesting / DCP will be completed. We will introduce a Councillor portal as part of the DCP for Councillors to log, track and monitor case work across their wards.

We will re-develop measures for success and Council KPIs for digital as part of the wider performance management review for the 2023/24 municipal year.

Our Collaboration with departments across the Council, in particular with People's Services, will continue to increase. This will mean alignment of some digital staff to important transformation areas and closer working with our technical leadership. We will co-develop digital plans in these areas aligned to the strategic work streams set out as part of the Council's medium term financial plans.

## 4. KEY ISSUES & RISKS

Continued delivery of the digital strategy will enable the transformation needed across the Council over the coming years. Given the budget challenges the Council faces there is a risk to delivery in the medium term, if existing revenue and programme funding is limited or scaled back.

The risk of Cyber Attack for public institutions is serious, with a number of high profile attacks against Local Authorities, NHS Trusts and Universities in recent years. The impact and likelihood of Cyber Attack will increase for the Council if we do not continue to adequately invest in work stream 4 activities.

## 5. POLICY IMPLICATIONS

With increasing digitisation and digital first approaches, policy and service design will need to be increasingly collaborative across the council and with residents and service users. We will need to balance the needs of those who are digitally excluded with the requirement to deliver services at a lower cost in the future.

## 6. FINANCIAL IMPLICATIONS

Planned delivery is currently funded through existing revenue and capital budgets, alongside government grants. Elements of future strategy delivery that require funding will be subject to the Council's usual financial processes including capital allocation.

## 7. LEGAL IMPLICATIONS

Any further procurement activity to deliver the outcomes of the strategy will require procurement team support which may require legal advice.

As we increase the use of data across the council we must continue to carefully protect Council and personal data, working within relevant legal frameworks.

## 8. RESOURCE IMPLICATIONS

There are no additional resource implications as a result of this report. Delivery of the strategy is dependent on maintaining current budgeted resources across the areas of Digital and IT in particular.

## 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

Consultation on the original strategy was undertaken across the council, partners and a small number of residents. A customer panel of approximately 120 people regularly inform the co-design and improvement of digital services.

## 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.

<b>VERSION:</b>	<b>1</b>
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<b>CONTACT OFFICER:</b>	<b>Paul Fleming</b>
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<b>DATE:</b>	10 <sup>th</sup> November 2022
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<b>BACKGROUND PAPER:</b>	<a href="#"><u>Blackburn with Darwen Digital Strategy Overview 2021 - 2024</u></a>
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## EXECUTIVE BOARD DECISION



<b>REPORT OF:</b>	Executive Member for Growth and Development
<b>LEAD OFFICERS:</b>	Strategic Director of Growth & Development
<b>DATE:</b>	Thursday, 8 December 2022

<b>PORTFOLIO/S AFFECTED:</b>	Growth and Development
<b>WARD/S AFFECTED:</b>	Darwen East; West Pennine;
<b>KEY DECISION:</b>	Y

**SUBJECT: Disposal of Land - Holden Fold of Land at Holden Fold, Darwen for residential development**

### 1. EXECUTIVE SUMMARY

- 1.1 This report outlines the outcome of the informal tender exercise for land at Holden Fold, Darwen ("the Site") as illustrated on the plan attached at Annex A.
- 1.2. To note the Council's Local Plan allocated the Site, which includes the grounds of the former Darwen Moorland High School, for residential development in 2015.
- 1.3. To note the Council has worked closely with two local agents, Lea Hough & Co and P Wilson & Co who together represent the five private landowners, to prepare a masterplan for the Site, which was formally adopted as the Holden Fold Masterplan ("Masterplan") in November 2020.
- 1.4. This report seeks approval to dispose of the Council's land, which forms part of the Site, for residential development to the recommended bidder following an informal tender process administered by Lea Hough & Co on behalf of all landowners, which was concluded in October 2022.
- 1.5. This report outlines the process for the appropriation of the land and disposal of the 'open space' and requests delegated authority for the consideration of any objections and approval for the disposal of the open space to the Strategic Director for Growth & Development.
- 1.6. To note the Council is currently working on delivering an Investment Programme of around £100m as part of the Darwen Town Deal. The Holden Fold housing development proposal clearly complements the Council's ambitions to drive new growth opportunities in Darwen

## **2. RECOMMENDATIONS**

That the Executive Board:

- 2.1 Approves the sale of the Council owned land to Vistry Partnerships for the agreed purchase price and part deferred payment profile.
- 2.2 Notes Lea Hough & Co and P Wilson & Co, representing the five private landowners, are in agreement to appoint Vistry Partnerships, as preferred bidder
- 2.3 Notes the land conveyancing process will be coordinated by an external solicitor acting on behalf of all the landowners, including the Council.
- 2.4 Authorises the Deputy Director of Legal and Governance to complete the necessary legal formalities in the disposal process of the Council owned land.
- 2.5 Authorises the Growth Programme Director to finalise and complete the terms of the disposal, including the appointment of an external conveyancing solicitor.
- 2.6 Authorise the Strategic Director of Growth & Development to appropriate the school land and playing fields at Holden Fold shown edged red on the attached plan, Annex B, from the Resources and Growth & Development portfolios for education to the Growth & Development department for planning purposes pursuant to section 122 Local Government Act 1972.
- 2.7 Notes the former Darwen Moorland playing fields have not been in use since September 2012 and the Deputy Director of Legal and Governance has confirmed the disposal process is in compliance of the School Standards and Framework Act 1998.
- 2.8 Notes the land is generally open space in character then such appropriation must also comply with section 122(2A) of the Local Government Act 1972, and hence authorise the Deputy Director of Legal and Governance to advertise the proposal to appropriate accordingly.
- 2.9 Authorise the Deputy Director of Legal and Governance to advertise the proposal to dispose of 'open space' in accordance with the statutory process under Section 123(2A) of the Local Government Act 1972.
- 2.10 Notes that in authorising the commencement of the appropriation process of the Holden Fold site, the Council has considered the provisions of the Equalities Act 2010 and the Human Rights Act 1998 as set out in this report.
- 2.11 Delegates authority to the Strategic Director of Growth & Development in consultation with the Executive Member for Growth & Development to consider any objections to either the appropriation proposal and/or 'open space' disposal and, if no objections are received then for the appropriation or 'open space' disposal to be deemed approved.
- 2.12 Notes the Council's powers under section 203 – 206 of the Housing and Planning Act 2016 to override any third party rights and easements on the land once planning permission for the planning purpose has been obtained. Where necessary to enable the planning purpose to be achieved, authorise the Strategic Director of Growth & Development to override any said third party rights or easements.
- 2.13 If the appropriation for planning purposes is approved and any third party rights and easements have been overridden, authorise the Strategic Director of Growth & Development



for the negotiation and payment of any compensation claims arising from overridden easements/other rights, under section 204 of the Housing and Planning Act 2016.

- 2.14 Authorises the Growth Programme Director to finalise the terms of any settlement payment with Homes England which will be conditional on the Council receiving the payment for the land and will be deducted from the capital receipt.

### 3. BACKGROUND

- 3.1 The Council's Local Plan Part 2 (December 2015) identified and allocated the 18 Ha (45 acre) Site as suitable for residential development.
- 3.2 Council officers worked closely with the private landowner agents, Lea Hough & Co and P Wilson & Co, ("Agents") to appoint consultants to undertake feasibility studies and intrusive surveys for the site.
- 3.3 The Masterplan was prepared and adopted by the Council in November 2020.
- 3.4 The Masterplan outlined a high quality neighbourhood identifying spatial principles for land use, transport, design and green infrastructure. Development proposals to include the provision of high quality family homes (2, 3 and 4 bed dwellings) for market sale, affordable home ownership and affordable rent. All homes to be built to the National Domestic Space Standards offering more internal living space, front and rear gardens, off street parking and quality public realm.
- 3.5 An infrastructure delivery plan was also prepared to support the Masterplan which sets out the necessary infrastructure requirements for each phase of development to ensure the site is sustainable and contributes proportionally to wider infrastructure. This includes the provision of new access points for the proposed development and upgrades to existing local highways to support the development and existing community.
- 3.6 The Council and the Agents prepared tender documents and commenced the tender process in early 2022. Lea Hough & Co administered the tender process and worked closely with the Council throughout the process and subsequent evaluation stages.
- 3.5 The land ownership is in accordance with the below table:

Land Ownership	Land Area (Acres)	%
Private Landowners	24.27	53.86%
Council	20.79	46.14%
Totals	45.06	100.00%

### 4. KEY ISSUES & RISKS

#### Stage 1 Tender

- 4.1 The Council received eight tenders for the Site at Stage 1 as detailed in Table A below:

TABLE A – STAGE 1 TENDER			
Bidder Reference	No Units	Mix of Units	No. of Affordable Units
Bidder 1	443	2,3,4	20% - S/O, Rent No RP
Bidder 2	320	2,3,4	20% - S/O, Rent No RP
Bidder 3	420	2,3,4	20% No detail
Bidder 4	479	2,3,4	20% with partner THG

Bidder 5	425	2,3,4	20% - discounted OMV
Bidder 6	440	2,3,4	20% no detail
Bidder 7	430	2,3,4	20% S/O, rent, 30% discounted OMV
Bidder 8	375	2,3,4	20% include First Homes

## Stage 2 Tender

4.2 The Council invited the top five bids to respond to clarification questions raised by Council officers and the Agents and to update their bid accordingly. Table B below details the updated offers received following the Stage 2 process. All five bids were reviewed, by Council officers and land Agents, and included an assessment and comparison of layouts, affordable housing provision, abnormal allowances, and proposed commercial terms.

TABLE B – STAGE 2 TENDER			
Bidder Reference	No Units	Affordable Units	RP partner
Bidder 1	456	101	TBC
Bidder 2	477	98	THG
Bidder 3	425	85	TBC
Bidder 4	405	81	TBC
Bidder 5	395	88	TBC

4.3 Following Stage 2 assessment, Council officers and the Agents agreed to discount bidder 4 and bidder 5 from any further involvement in the tender process due to the low bid offers and unacceptable caveats with their proposed technical solutions.

4.4 Bidder 1 submitted the highest bid offer at Stage 2; however, Council officers and the Agents expressed concerns with their submission which included many caveats and technical assumptions. In addition a number of concerns were raised regarding their experience and delivery capability as a regional house builder.

4.5 Closer inspection of bidder 1's track record identified their previous experiences were predominately in the student accommodation and build-to-rent markets with limited experience of larger scale private housing developments. This was especially the case when in comparison with the alternative bidders who are all recognised house builders with extensive experiences. Bidder 1 also proposed a large number of the new homes would be built-to-rent rather than private sale. Added to the required provision of affordable homes this would have resulted in over half the development being rented housing which is not in line with the Council's aspiration presented in the Masterplan.

4.6 Careful consideration was given by Council officers and the Agents in assessing the bidder 1 tender however it was concluded that there was an unacceptably higher risk concerning their capability and corporate focus to recommend them as preferred bidder for the scheme.

4.7 The Stage 2 concluded in identifying two bidders of interest; bidder 2 and bidder 3 with a summary of each scheme presented below:

### 4.8 Bidder 2 –

- Quality scheme with enhanced green spaces, play area, green corridors for pedestrian and cycle, dedicated parking for Friends of Square Meadow ("FOSM") with all green spaces to be managed by a Management Company ("ManCo");
- 100% of homes will meet NDSS ("Neighbourhood Development Space Standards");

- Established national developer with proven track record of building quality housing;
- Well-known brands including Bovis Homes and Linden Homes;
- Together Housing Group (“THG”) confirmed as the Registered Partner for delivery of affordable homes;
- The offer is net of Section 106 payment of £2.0m for education, highways and FOSM;
- Offer excludes additional S106 payment for junction improvements to Moor Lane which will be deducted from purchase price; and
- Scheme mix includes homes for market sale, shared ownership, affordable rent and private rent.

#### 4.9 Bidder 3 –

- Quality scheme with enhanced green spaces, play area, green corridors for pedestrian and cycle, dedicated parking for FOSM with all green spaces to be managed by a ManCo;
- 100% of homes will meet NDSS;
- Established developer with good track record of building quality housing in Lancashire and the North West Region;
- No details of Registered Partner to deliver affordable homes for rent or shared ownership;
- The offer is net of Section 106 payment of £2.0m for education, highways and FOSM;
- Offer excludes additional S106 payment for junction improvements to Moor Lane which will be deducted from purchase price;
- Offer is subject to further Site Investigations with any additional scheme costs to be deducted from the purchase price;
- Agent concerns regarding potential additional costs due to abnormals; and
- Concerns regarding the mix including discounted market sales, private rented and affordable homes with no confirmed operator.

### Best and Final Offers

4.10 Both bidders were asked to present their Best and Final Offer (“BAFO”) bids and these are both detailed in Table C below:

Table C – BEST AND FINAL OFFERS			
Bidder	Number of Units	Affordable Homes	Registered Provider
Bidder A	477	36 Affordable rent 110 shared ownership & 24 First Homes	Together Housing Group
Bidder B	425	43 Aff rent, 21 First Homes & 21 Discounted sale	Not Confirmed

4.11 Bidder A – Vistry Partnerships (“Vistry”) presented a very strong bid with an attractive scheme and only minor caveats with the usual subject to planning and vacant possession and importantly no further price adjustments other than any additional Section 106 required by the Local Planning Authority.

4.12 Bidder B – presented a strong bid with a number of caveats, which may affect the purchase price if appointed. They require further intrusive surveys and propose to work closely with the Council and the Agents on an open book basis to share any additional costs incurred. In

addition, and similar to Vistry, the usual subject to planning, vacant possession and any additional Section 106 required by the Local Planning Authority.

## **Recommendation**

- 4.13 In summary, Vistry presented the highest bid offer and submitted a technically compliant scheme which includes a mix of tenure that best meets the Council's growth aspirations.

Vistry provided a thorough understanding of the site constraints, accurate interpretation of local market requirements, and a good level of design detail showing an attractive scheme layout. In addition, Vistry has significant experience of delivering high quality housing schemes and has a strong balance sheet expected of a national housing builder.

- 4.14 The Vistry Group is a leading house building company and is listed on the London Stock Exchange and is a constituent part of the FTSE 250 Index. Vistry Group was created in January 2020 following the merger between Bovis Homes, Linden Homes and Galliford Try Partnerships. Following a second merger with Countryside Properties in November 2022, the Vistry Group is now a top 4 house builder in the UK by volume of units delivered.
- 4.15 Analysis of recent land sale transactions of similar size and density in the borough highlights the offer from Vistry represents a significant bid and demonstrates the Council will have achieved best consideration by disposing of the Site for the offered amount.
- 4.16 For the reasons outlined above it is recommended the Council accepts the bid from Vistry Partnerships and appoints the company as preferred bidder.
- 4.17 Lea Hough & Co and P Wilson & Co have both confirmed the five private landowners are in agreement to appoint Vistry Partnerships as preferred bidder.

## **Highway Junction Improvements & Friends of Square Meadow Car Park**

- 4.18 Detailed designs for highways junction improvements at Knowle Lane / Moor Lane were presented to local residents on 13<sup>th</sup> September 2022 at a public consultation event. These improvements will enhance the local network, provide dedicated parking for residents and upgrade the highway with additional and widened pavements for local residents. These improvements will also support the proposed residential development and will be part funded through additional Section 106 contributions determined through the planning process. The highways improvement scheme will be submitted for planning approval early 2023 and if approved will be implemented during 2023/2024.
- 4.19 The housing development will require three permanent highway junctions to access the Site, one at Knowle Lane which will be delivered by the Council, a new roundabout on Roman Road and the upgrade of the junction on Holden Fold, both of which will be delivered by the developer under a highways section 278 agreement.
- 4.20 The final housing development scheme includes for the provision of twenty four car park spaces for the Friends of Square Meadow sports and recreation ground which will be completed within 12 months of commencing the development works from the Holden Fold proposed access.

## **Appropriation**

- 4.21 The Council can appropriate land for any proper purpose for which it is authorised to acquire land by agreement. The general appropriation process is set out in section 122(1) of the Local Government Act 1972 (1972 Act).
- 4.22 The Council's powers to appropriate land for planning purposes which is not already held for planning purposes is contained in section 122 of the 1972 Act. While "planning purposes" is not specifically defined it is referred to in s246 of the Town and Country Planning Act 1990. In essence it states that you can only appropriate for planning purposes land which could have been acquired compulsory by use of either s226 or s227 of the same Act (i.e. compulsory purchase powers for a planning purpose). Therefore for the avoidance of doubt in this case the Council thinks:
- the acquisition will facilitate the carrying out of development, redevelopment or improvement on or in relation to the land (*section 226(1)(a)*); and
  - the proposed development and improvement is likely to contribute to achieving the promotion or improvement of the economic, social or environmental well-being of the whole, or part of the Borough (*section 226 (1A)*).
- 4.23 The Council should only resolve to appropriate land for another purpose if it is satisfied that the land is not required for the purpose for which it is currently held. The land at Holden Fold, Darwen is identified for residential development in the Council's Local Plan Part 2. The Site is included in the Council's Growth Programme to provide new homes for families. The proposed appropriation will bring the Site forward to deliver these new homes in line with the site designation and the Council's Growth Programme. Any objection on the proposed appropriation will need to be formally considered by a subsequent formal decision by the Executive Member for Growth & Development.
- 4.24 The Council considers there is a possibility of some informal private rights of way and other informal easements having accrued over time over the Site due to the site being 'open' for a considerable period. Where land is appropriated for planning purposes and planning permission for the planning purpose has been achieved, the Council may rely upon the provisions of Section 203 of the Housing and Planning Act 2016. The Council has this statutory power to override easements or rights of way affecting land.

## **Disposal of Open Space**

- 4.25 The land at Holden Fold can be considered to have been reasonably open to the public for use and therefore considers that it is best to act cautiously and deem the Site suitable as one to which ought to be considered as 'open space'. A proposed disposal of open space must follow on from the process provided for under section 123(2A) of the Local Government Act 1972. This requires the Council to advertise the proposal twice over two consecutive weeks in a newspaper circulating in the area in which the land is situated, erect site notices, and consider any objections to the proposed disposal which may be made to them.

## **Disposal of Former School Buildings and Playing Fields**

- 4.26 The Council secured Secretary of State approval in 2014 to dispose of the land belonging to the former Darwen Moorland 'school buildings' (under the Academies Act 2010).

4.27 The Council considered applying for Secretary of State approval to dispose of the playing fields in 2017 (under Section 77 of the School Standards and Framework Act 1998), but did not proceed at that time. Since August 2012 to date, there has been no need or request by any organisation to use the fields for education purposes. In this case, with the former school playing fields having been disused for more than 10 years, any specific Secretary of State consent (under section 77 of the School Standards and Frameworks Act 1998) is now unnecessary.

### **Legacy Matters for Consideration**

4.28 The Council secured grant funding in 2005 from English Partnerships to support regeneration activity in Darwen for the Two Gates Estate and Darwen Academy project. The later project included the former Moorland High School site in the delivery plans. The grant funding was conditional on delivery of outputs from all three sites and included an overage against the future sale of the Moorland High School site.

4.29 Homes England is now the Government Agency responsible for these legacy contracts and Council officers have been engaging with Homes England to discuss any potential clawback liabilities for the Council. Council officers are in discussions with Homes England and is hopeful an amicable settlement can be reached.

## **5. POLICY IMPLICATIONS**

5.1 The proposed residential development at Holden Fold will support the delivery of new homes in accordance with the Council's Local Plan, the Council's 2030 Vision and the Council's Corporate Plan.

5.2 Disposal of the Council's land at Holden Fold is in accordance with the Council's Disposal Policy.

## **6. FINANCIAL IMPLICATIONS**

6.1 The final bid offer for the Site is outlined in the part 2 report of which the Council will receive a share in accordance with the land split identified in section 3.5.

6.2 The Council's land at Holden Fold is not elected for VAT.

6.3 The Purchase Price is subject to any additional section 106 funding required by the Local Planning Authority.

6.4 Payment will be received in three instalments; 5% on exchange of contracts, 45% on legal completion and 50% on the 12 month anniversary of legal completion.

6.5 The Purchaser will be responsible for their own legal costs and shall pay the Vendor's legal costs.

6.6 Council officers are in negotiations with Homes England to agree any overage clawback liability for the Council. Any settlement payment will be repaid to Homes England on legal completion.

6.7 All new homes will contribute to the Council's Medium Term Financial Plan by way of increased Council Tax income and New Homes Bonus, if still available.

## **7. LEGAL IMPLICATIONS**

The disposal of the Council's land is in line with the Council's Disposal Policy.

- 7.2 The Council has achieved best consideration by choosing to dispose of the land, in conjunction with adjacent private landowners, through an Informal Tender process which has been administered by Lea Hough & Co with full Council officer involvement.
- 7.3 Council and the Agents have agreed to appoint WHN Solicitors Ltd for the legal conveyancing to represent the Council and all the private landowners.
- 7.4 The Council will look to safeguard its interests in ensuring that the land is developed in line with its future revenue benefit projections by agreeing a build programme with the developer.
- 7.5 The National Planning Policy Framework ("NPPF") has replaced the National Planning Policy on Housing (PPS3). However, requirements still remain with the Council to demonstrate the provision of an adequate mix of housing developments and setting of targets for affordable housing. As any future proposed disposal is likely to be for the freehold of the land or a very long lease, then various aspects of S123 of the Local Government Act 1972 ("the Act") shall apply.
- 7.6 Firstly, the Council should be seeking to achieve best consideration reasonably obtainable for the site, unless the Council can apply the exemptions permitted by Government Circular. Although the Council has a general power of competence pursuant to section 1 of the Localism Act 2011 to do anything that individuals can legally do, the Local Government Act 1972 and General Disposal Consent (England) 2003 to seek Best Consideration still applies and so this must be minded when the Council makes any decision to sell via any process, including an informal tender process.
- 7.7 Secondly, to the extent that the land to be disposed of is considered to be "open space" then s123 (2A) of the Act shall apply. This requires the Council to advertise the proposal twice over two consecutive weeks in a newspaper circulating in the area in which the land is situated, and consider any objections to the proposed disposal which may be made to them. It is noted that for a number of years the Council has put up signage which has allowed the land to be used under licence for casual pastimes as indicated by signs posted at various access points to the land. Any rights of access under this licence will be withdrawn and will overall assist the Council to illustrate that a potential village green application is inappropriate.
- 7.8 "open space" is defined in section 336(1) of the Town and Country Planning Act 1990 as: "means any land laid out as a public garden, or used for the purposes of public recreation, or land which is a disused burial ground" (emphasis added) And it is the conclusion in the body of the report that much of the site is reasonably likely to fall into that category to the extent that it would be prudent for the Council to treat it as such. While there is case law on such matters, it may be sufficient to only look at the plain English language meaning of the phrase in this case.
- 7.9 Section 122(1) of the 1972 Act states: "Subject to the following provisions of this section, a principal Council may appropriate for any purpose for which the Council are authorised by this or any other enactment to acquire land by agreement any land which belongs to the Council and is no longer required for the purpose for which it is held immediately before the appropriation; but the appropriation of land by a Council by virtue of this sub-section shall be subject to the rights of other persons in, over or in respect of the land concerned."

7.10 This appropriation process is a helpful avenue for the Council where agreement cannot be reached or the beneficiaries of any (possible) rights are unknown. Section 203 authorises the overriding of any private rights affecting the use of land which is held for planning purposes where development is carried out in accordance with planning permission. The power extends not only to development by the local planning authority itself but also to any person authorised by that authority. The ability to interfere with these (possible) rights is important in the context of enabling any development to proceed. The power to override such rights does not prevent such rights being compensated.

7.11 Section 122(2) of the 1972 Act requires the Council, prior to any appropriation of land comprising open space, to advertise the proposal twice over two consecutive weeks in a newspaper circulating in the area in which the land is situated, and consider any objections to the proposed appropriation which may be made to them.

7.12 Paragraphs 4.26 and 4.27 above provide the appropriate comments in relation to the Council's land comprising former school land and playing fields – all disused for more than 10 years.

## **8. RESOURCE IMPLICATIONS**

The Growth & Development teams, including highways, planning, housing and property will be required to support the land disposal agreements. Legal resources will be minimal with the majority of the conveyance being undertaken by an external provider, paid for by the Purchaser.

## **9. EQUALITY AND HEALTH IMPLICATIONS**

9.1 Provisions of the HRA which are relevant in relation to the proposed appropriation are:

- (1) The European Convention on Human Rights (the Convention) is an international treaty signed under the auspices of the Council of Europe.
- (2) The HRA still does not incorporate the Convention into UK law but what it does is to enable individuals to invoke Convention rights for certain purposes and for certain effects.
- (3) The main article of the Convention, which is of importance in circumstances where the Council is considering appropriating land is Article 1 of Protocol 1 – the protection of property.
- (4) In appropriating land an authority must show that the appropriation is justified in the public interest.

9.2 Article 1 of Protocol 1 provides that:

- (1) Every natural or legal person is entitled to the peaceful enjoyment of his possessions.
- (2) No one shall be deprived of those possessions except in the public interest and subject to the conditions provided for by law.



(3) However, the above rules shall not prevent a State enforcing such laws, as it deems necessary to control the use of property in accordance with the general interest.

(4) The Council must decide in relation to Article 1 whether a fair balance has been struck between the demands of the general interest of the community and the requirements of the protection of the individual's fundamental rights. The right to compensation is a relevant factor in considering the balance.

(5) With regard to Article 1 of Protocol 1, it is considered that the interference with the individual's property is justified by the advantages accruing to the public by proceeding with the works particularly taking into account the fact that there is a legal right to compensation for the interference with rights arising from the appropriation.

9.3 In addition to the HRA, the Council is required to comply with the Equalities Act 2010. Section 149 of the Equalities Act 2010 requires the Council to have due regard to the need to:

(1) Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;

(2) Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;

9.4 The Council has carried out an equality impact analysis checklist. This first of all assessed from a relevance perspective whether a full impact assessment was needed. This assessment concluded that the proposed appropriation would not negatively impact on any particular group in a disproportionate way. As such no full assessment was required. The Council considers that it has complied with its duty under the Equalities Act 2010.

**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 Council has completed a Housing and Economic Needs Assessment for the Borough as part of the Council's emerging Local Plan which recommends the Holden Fold site for residential allocation. As part of the Local Plan engagement plan the Council carried out extensive borough wide consultations in 2021 with residents, businesses and key stakeholder groups. The Council has also completed local resident consultations for the new highway proposals at Knowle Land/Moor Lane in 2022. Further site specific consultations will be undertaken with local residents and statutory

consultees during the planning process which is expected to commence in summer 2023.

#### **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**

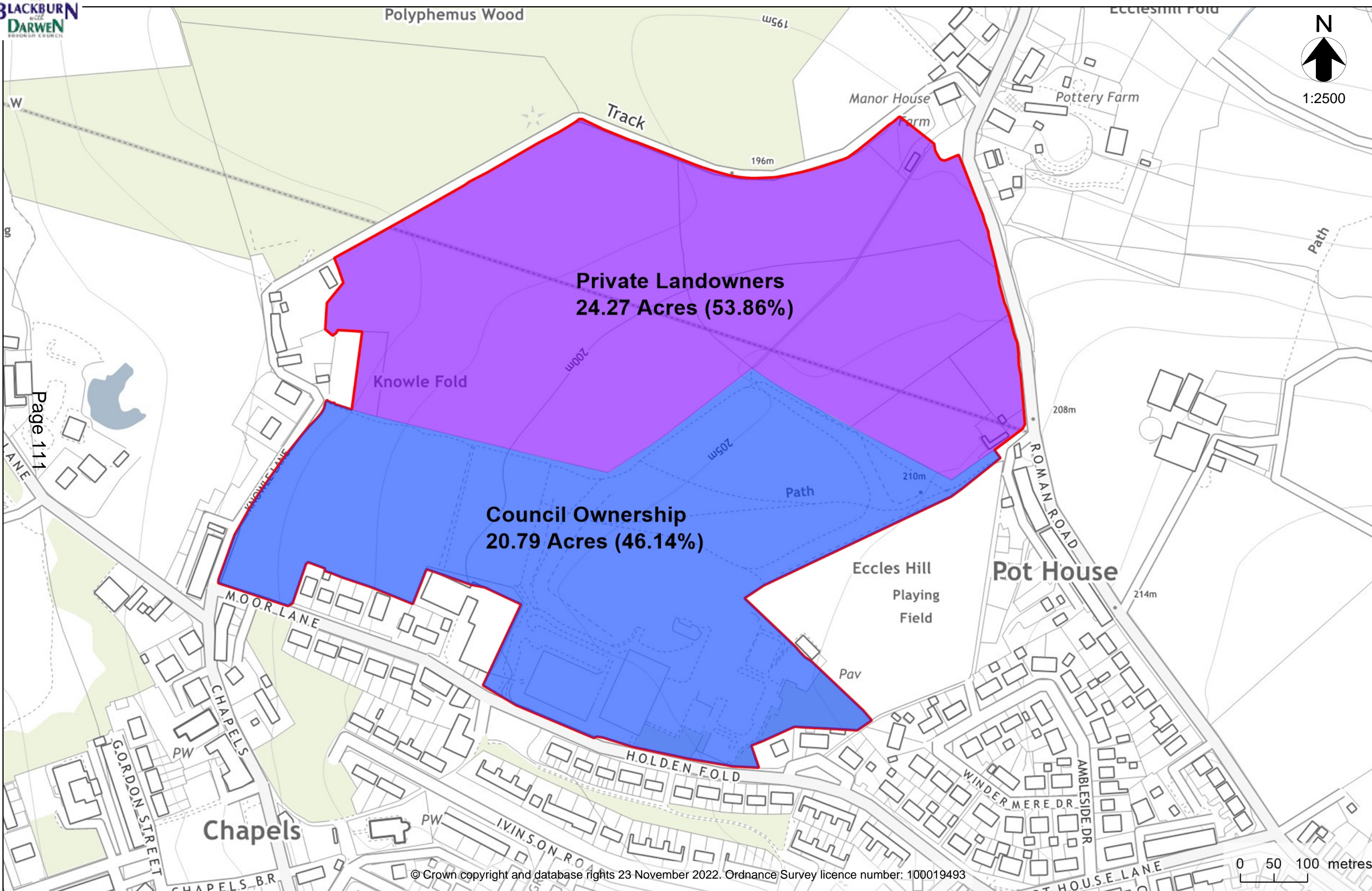
All Declarations of Interest of any Executive Member consulted and note of any dispensation granted by the Chief Executive will be recorded in the Summary of Decisions published on the day following the meeting.

<b>VERSION:</b>	<b>1</b>
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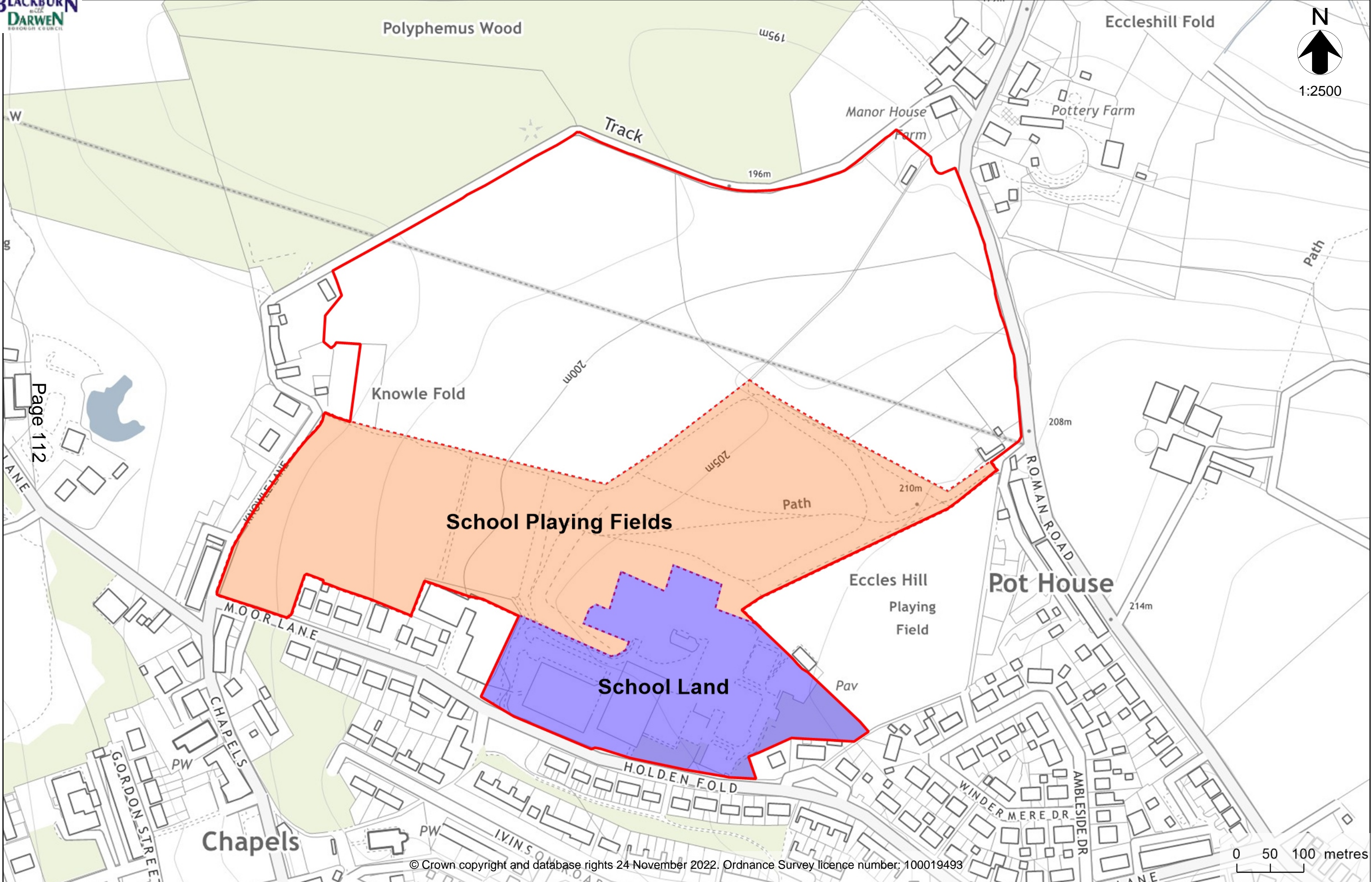
<b>CONTACT OFFICER:</b>	<b>Simon Jones</b>
<b>DATE:</b>	November 2022
<b>BACKGROUND PAPER:</b>	



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**REPORT OF:** Executive Member for Finance and Governance

**LEAD OFFICER:** Director of Finance

**DATE:** 8<sup>th</sup> December 2022

**PORTFOLIOS AFFECTED:** All

**WARDS AFFECTED:** All

**KEY DECISION:** N

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**TITLE OF REPORT:** Lancashire Pension Fund – Triennial Valuation Results

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## 1. PURPOSE

- 1.1 The purpose of this report is to provide the Executive Board with details of the outcome of the triennial valuation of the Lancashire Pension Fund and its implications for Blackburn with Darwen Borough Council.

## 2. RECOMMENDATIONS

- 2.1 It is recommended that the Executive Board:-
- a) note the outcome of triennial review of the Lancashire Pension Fund and the implications for Blackburn with Darwen Council;
  - b) endorse the decision not to pre-pay the Council's employer contributions for the next 3 years given the estimated net cost of doing so.

## 3. BACKGROUND

- 3.1 The Lancashire County Pension Fund is part of the Local Government Pension Scheme (LGPS). The LGPS is established by statute with the purpose of providing death and retirement benefits for all eligible employees. The Fund covers the county of Lancashire (including Blackburn with Darwen) and Lancashire County Council act as the Administering Authority.
- 3.2 Within the LGPS, it is a statutory requirement for a valuation of the pension fund to be carried out every 3 years. The valuation is carried out by an Actuary appointed by Lancashire County Council as Administering Authority. The key aim of the valuation is to ensure that there are enough assets in the Fund to pay all members of the LGPS in the fund the benefits that they become entitled to as and when they become due for payment.

- 3.3 The Actuary looks at the assets held and the liabilities for all the individual members (each Major Authority such as Blackburn with Darwen Council plus any other scheduled or admitted bodies) that comprise the Fund, and will make assumptions on future investment returns and inflation rates and how long benefits will be paid for. The Actuary then decides what level of employer contributions are required so that the fund remains able to pay member benefits into the future.

#### **4. RATIONALE**

- 4.1 Employer contributions are a key component of the employment costs of Council staff. They are determined with reference to the Council's share of assets and liabilities in the Lancashire Pension Fund. The value of these assets and liabilities is reviewed every 3 years with the results of that review used to determine how much the employer contributions will be for the following 3 years.

#### **5. KEY ISSUES**

##### ***Outcome of the Triennial Valuation 2022***

- 5.1 The last valuation of the Lancashire County Pension Fund was undertaken in 2019 and was used to inform employers contributions for the period 1<sup>st</sup> April 2020 to 31<sup>st</sup> March 2023 (the financial years 2020/21, 2021/22 and 2022/23). The outcome of the last valuation for Blackburn with Darwen was that:-
- the Council's share of the assets (£682.9m) was less than the estimated liabilities (£710.1m) by £27.2m meaning a funding level of 96%, i.e. the fund was in deficit;
  - In addition to a future service contribution rate of 17.4% of salary costs, the Council was required to pay a cash lump sum of £5.475m as a contribution to the funding deficit.
- 5.2 The most recent valuation of the Lancashire County Fund, undertaken as at 31<sup>st</sup> March 2022, indicates that:-
- the Council's share of the assets (£872.8m) is more than the estimated liabilities (£770.3m) by £102.5m meaning a funding level of 113%, i.e. the fund is in surplus;
  - The future service contribution rate would, ordinarily, rise to 18.8% but in view of the surplus on the Fund, the Actuary has permitted a deduction of 1.1% to reflect this surplus thereby giving a total contribution rate of 17.7%. This contribution rate will remain constant for the next 3 financial years, 2023/24 to 2025/26;
  - Additionally, given the Fund is in surplus, no deficit payment is required.
- 5.3 As with the previous valuation, the Pension Fund has offered the option of pre-paying all of the estimated employer contributions for the next 3 years in one lump sum at the start of the next financial year. The benefit of doing so would be a discount of c£2.9m on payments of c£45.9m
- 5.4 However, given prevailing rates of interest, estimates indicate that the cost of funding the pre-payment of £43.0m would be c£4.1m, exceeding the proposed saving by c£1.2m. On this basis, it is not considered prudent to make the pre-payment.



## ***Budgetary Implications of the Valuation Results***

5.5 At previous meetings of the Executive Board, Councillors have received details of the Council's Medium Term Financial Plan. In the absence of the outcome of the valuation of the Pension Fund, it has been necessary to make estimates of the likely employers' contributions rates. The estimates used to date comprise:-

- a future service contribution rate of 18.4% in 2023/24, 19.4% in 2024/25 and 20.4 in 2025/26; and
- A deficit payment of £5.175m (£1.725m per year) of which £2.508m (£0.836m per year) is attributable to the Council's General Fund.

5.6 Table 1 below provides a comparison of the financial impact on the Council's Medium Term Financial Plan arising from the outcome of the valuation:-

**Table 1: Employers Pension Costs – Impact on Medium Term Financial Plan 2023/26**

	<b>2023/24 £000</b>	<b>2024/25 £000</b>	<b>2025/26 £000</b>
Estimated cost in MTFP			
- Future Contributions	1,313	1,948	2,583
- Deficit Payment	0,836	0,836	0,836
	<b>2,149</b>	<b>2,784</b>	<b>3,419</b>
Estimated cost as per Valuation	1,305	1,654	1,895
<b>Adjustment to MTFP</b>	<b>(0.844)</b>	<b>(1,130)</b>	<b>(1,524)</b>

5.7 As indicated, the cost of employers' contributions will be less than estimated and a total saving over the 3 year period of £3.498m will be factored into the next update of the Council's Medium Term Financial Plan for 2023/26.

## **6. POLICY IMPLICATIONS**

6.1 There are no policy implications arising directly from this report.

## **7. FINANCIAL IMPLICATIONS**

7.1 The financial implications are as given in the report.

## **8. LEGAL IMPLICATIONS**

8.1 There are no legal implications arising directly from the contents of this report.

## **9. RESOURCE IMPLICATIONS**

9.1 There are no other resources implications arising from the contents of this report.

## **10. EQUALITY AND HEALTH IMPLICATIONS**

10.1 There are no equality and health implications arising from the contents of this report.

## **11. CONSULTATIONS**

11.1 None arising from the contents of this report.

## 12. STATEMENT OF COMPLIANCE

12.1 None arising from the contents of this report.

### Appendices

None

<b>VERSION:</b>	1
<b>CONTACT OFFICER:</b>	Dean Langton – Director of Finance
<b>DATE:</b>	3 <sup>rd</sup> November 2022
<b>BACKGROUND PAPERS:</b>	None



# Agenda Item 9.1

## EXECUTIVE BOARD DECISION



<b>REPORT OF:</b>	Executive Member for Environment & Operations Executive Member for Growth & Development Executive Member for Public Health, Prevention & Wellbeing
<b>LEAD OFFICERS:</b>	Strategic Director of Environment & Operations
<b>DATE:</b>	Thursday, 8 December 2022

<b>PORTFOLIO/S AFFECTED:</b>	Environment & Operations Growth & Development Public Health, Prevention & Wellbeing
<b>WARD/S AFFECTED:</b>	(All Wards);
<b>KEY DECISION:</b>	Y

**SUBJECT: EB Replacement of Children's Play Area at Witton Country Park**

### 1. EXECUTIVE SUMMARY

Witton Country Park received significant investment in play facilities for children and young people from the Central Government funded National Play Pathfinder scheme which invested millions in new play facilities across the country between 2008 and 2010.

The new play area known locally as 'The Wits' was officially opened by Jack Straw MP in June 2010. The Wits is the largest and busiest children's play area in the Borough and attracts families from across the Borough and the surrounding areas. These extensive play facilities have provided children and young people with opportunities to have fun, play independently and safely in a stimulating, exciting and attractive play area.

The Wits play area equipment was manufactured primarily from timber and over the past twelve years, the condition of the timber has deteriorated to a point where some sections of the play area have had to be removed for safety reasons. It is only a matter of time before the whole play area will need to be closed for safety reasons.

In 2019, the Council granted planning permission for the redevelopment of a site at Brokenstone Road, Blackburn for up to 450 residential units, along with associated new access, landscaping, parking and associated works. The planning approval was subject to a section 106 agreement dated 5<sup>th</sup> July 2019 that secured commuted sum payments totalling £3,606,000, of which £350,000 was to be spent on Green Infrastructure / Public Open Space and associated community facilities within the West Blackburn area.

Witton Country Park is located in the West Blackburn area, therefore the £350,000 s106 funding for Green Infrastructure / Public Open Space could be invested in new play facilities at Witton Country Park to replace The Wits.

## 2. RECOMMENDATIONS

That the Executive Board:

- Approves the investment of £350,000 s106 funding for Green Infrastructure / Public Open Space detailed in the Planning permission 10/18/1116, Brokenstone Road site, to be invested in a new adventure play area for children aged 8-13 years along with a smaller play area for younger children at Witton Country Park.
- Approves the addition of this scheme to the Council's capital programme and the establishment of a capital budget of £350,000 in the financial year 2021/22 to fund the removal of the existing play equipment and the supply and installation of new play equipment at Witton Country Park.
- Gives approval to the Strategic Director of Environment and Operations, in consultation with the Executive Member for Public Health, Prevention and Wellbeing and the Executive Member for Environment and Operations to award the contract to build the new play area at Witton Country Park following a tendering process, alongside a contract for the redevelopment of any play spaces that have or may have funding identified by 31 March 2025.

## 3. BACKGROUND

Witton Country Park is the largest park in the Borough, consisting of 480 acres of land, the country park provides picnic spots, nature trails, riverside walks and woodlands. An adventure play area for children aged 8 to 13 years of age and an additional smaller play area for younger children known locally as the Wits was officially opened by Jack Straw MP in June 2010.

Witton Country Park is a destination park and attracts more visitors than any other park in the Borough. People attend the park to play sport, take part in recreational activities, to attend an event or to enjoy the many outdoor features of the Country Park.

'The Wits' adventure play and play area is one of the main attractions for families visiting the Country Park. The play area provides opportunities for children 2-13 years of age to have fun, play independently and safely in a stimulating, exciting and attractive play area. Play is first and foremost to help children have fun, but it can also keep them happy and healthy, explore their motor development for their physical growth, conditioning and strengthening, their ability to move and touch his/her surroundings, allowing them to develop and achieve their full potential and is one of the defining characteristics of a good childhood.

'The Wits' play equipment was manufactured primarily from timber and over the past twelve years, the condition of the timber has deteriorated to a point where some sections of the play area have had to be removed for safety reasons. It is only a matter of time before the whole play area will need to be closed for safety reasons. If this was to happen Witton Country Park would undoubtedly attract significantly less visitors and many children in the Borough would have less opportunities to engage in high quality fun, safe, inclusive and positive play alongside other children.

In 2019, the Council granted planning permission for the redevelopment of a site at Brokenstone Road, Blackburn for up to 450 residential units, along with associated new access, landscaping, parking and associated works. The planning approval was subject to a section 106 agreement dated 5<sup>th</sup> July 2019, that secured commuted sum payments totalling £3,606,000, for the following matters;

- (a) £350,000 as a contribution towards Green Infrastructure. This will be spent on Green Infrastructure / Public Open Space and associated community facilities within the West Blackburn area/rural areas.
- (b) £750,000 as a contribution towards the provision of affordable housing in the borough.
- (c) £26,000 as a contribution towards road safety improvements on Stockclough Lane.

(d) £2,480,000 as a contribution towards additional primary school places in West Blackburn.

The £350,000 S106 funding for Green Infrastructure / Public Open Space could be invested in new play facilities at Witton Country Park to replace The Wits as Witton Country Park is located in the West Blackburn area.

#### **4. KEY ISSUES & RISKS**

The Wits play area at Witton Country Park is the largest and most popular play area in the Borough, attracting many thousands of families to the park each year.

The Wits play area opened in 2010 and for the past twelve years it has provided opportunities for children 2-13 years of age to have fun, play independently and safely in a stimulating, exciting and attractive play area.

The existing play equipment has deteriorated to a point where some sections of the play area have had to be removed for safety reasons. The whole play area will have to be closed within the next twelve months for safety reasons.

It is important to provide families and children with the space and opportunity to play in a sociable way. It can provide a range of learning experiences for adults, children and young people alike.

The Council will receive £350,000 s106 funding as a contribution towards Green Infrastructure / Public Open Space and associated community facilities within the West Blackburn area from the redevelopment of a site at Brokenstone Road for up to 450 residential units.

Witton Country Park is located in the West Blackburn area, therefore the £350,000 s106 funding could be invested in new play facilities at Witton Country Park to replace 'The Wits'.

Tendering for the redevelopment of play spaces is a lengthy process and whilst there are a small number of frameworks available for the procurement of approved contractors, this still requires a tendering process to be followed for each site. Therefore, to help reduce the timeframe for the redevelopment of sites, but remain within the procurement requirements of the Council, it is proposed to seek a contractor to undertake all play area redevelopment work up to 31 March 2025. This would be part of the contract let for redevelopment of 'The Wits'.

#### **5. POLICY IMPLICATIONS**

The redevelopment of the play area at Witton Country Park will provide high quality play opportunities for local families and children. All children and young people need to play, the impulse to play is innate, it is a biological, psychological and social necessity, and is fundamental to the healthy development and wellbeing of individuals and communities.

The provision of welcoming, engaging, fun, safe, accessible and inclusive play within the community, supports the following two core missions stated within the Council's emerging corporate plan:

- Every child and young person to have the opportunities to fulfil their potential
- Building healthier, happier safer communities

#### **6. FINANCIAL IMPLICATIONS**

This scheme will be added to the Council's capital programme with a budget of £350,000 funded by s106 contributions. Any ongoing costs of maintaining the Play Area will be met from within existing revenue budgets

With increased funding opportunities emerging for the redevelopment of play areas, there is a requirement to have a procurement process that fits within the Council's procurement strategy and also provides an agile approach to enable the re-development of play areas to take place as promptly and effectively as possible.

The East Shires Purchasing Organisation (ESPO) has a framework for play areas which contains 14 contractors that have satisfied the national public procurement policy and undergone due diligence checks before being included on the ESPO list.

It is proposed that the Council uses the ESPO framework and invites contractors to attend an open day to ascertain their interest in providing costed designs and proposals for a number of Council play areas that are to receive, or may receive funding regarding the redevelopment of the sites. The contractors would be asked to provide proposals up to a maximum financial value for each play area site. The successful bidder would also be the Council's preferred contractor for the redevelopment of play areas up until 31 March 2025.

Taking this approach would enable the Council to proceed quickly with the re-development of its play areas, including the redevelopment of a new play area at Witton Country Park, and procure the work in accordance with the Council's Procurement Strategy 2022-2025.

## **7. LEGAL IMPLICATIONS**

In 2019, the Council granted planning permission for the redevelopment of a site at Brokenstone Road, Blackburn for up to 450 residential units, along with associated new access, landscaping, parking and associated works. The planning approval was subject to a section 106 dated 5<sup>th</sup> July 2019, that secured commuted sum payments totalling £3,606,000, including a £350,000 as a contribution towards Green Infrastructure / Public Open Space and associated community facilities within the West Blackburn area.

Witton Country Park is located in the West Blackburn area, therefore the £350,000 S106 funding could be invested in new play facilities at Witton Country Park to replace 'The Wits'. Currently the s106 agreement payment profile for the green infrastructure payment is spread relatively equally over a 6 year period, and so a variation or formal waiver from the relevant signatories of the agreement to the re-profiling will be needed.

## **8. RESOURCE IMPLICATIONS**

Members of the Environment Department management team in conjunction with officers from the Corporate Contracting and Procurement team will manage the procurement process, facilitate site visits for contractors, respond to queries, evaluate all bids submitted and make recommendations for the award for the contract.

## **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.

<b>VERSION:</b>	<b>1</b>
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<b>CONTACT OFFICER:</b>	<b>Martin Eden, Tony Watson</b>
<b>DATE:</b>	22 November 2022
<b>BACKGROUND PAPER:</b>	

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

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