

Public Document Pack

Blackpool Council

1 July 2022

To: Councillors Brookes, Campbell, Farrell, Hobson, Hugo, Smith, Taylor and L Williams

The above members are requested to attend the:

EXECUTIVE

Monday, 11 July 2022 at 6.00 pm
in Committee Room A, Town Hall, Blackpool

A G E N D A

1 DECLARATIONS OF INTEREST

Members are asked to declare any interests in the items under consideration and in doing so state:

(1) the type of interest concerned either a

- (a) personal interest
- (b) prejudicial interest
- (c) disclosable pecuniary interest (DPI)

and

(2) the nature of the interest concerned

If any member requires advice on declarations of interests, they are advised to contact the Head of Democratic Governance in advance of the meeting.

2 YOUTH PROVISION REVIEW NEXT STEPS

(Pages 1 - 72)

To outline the next steps following the recent Youth Provision Review, to ensure a collaborative approach with the third sector and wider partners to achieve the recommendations outlined in the report.

3 PUBLICALLY AVAILABLE TRAUMA KITS

(Pages 73 - 90)

To make the Executive aware of and gain support for a Publicly Accessible Trauma (PaCT) First Aid Kits project, which has been endorsed by Blackpool's Community Safety Partnership.

4 ARTICLE 4 DIRECTION ORDER FOR LOCALLY LISTED BUILDINGS

(Pages 91 - 126)

To consider objections and whether to confirm a non-immediate Article 4 direction order to remove the permitted development right for demolition of locally listed buildings outside conservation areas and for exterior painting.

Venue information:

First floor meeting room (lift available), accessible toilets (ground floor), no-smoking building.

Other information:

For queries regarding this agenda please contact Lennox Beattie, Executive and Regulatory Manager, Tel: (01253) 477157, e-mail lennox.beattie@blackpool.gov.uk

Copies of agendas and minutes of Council and committee meetings are available on the Council's website at www.blackpool.gov.uk.

Report to:	EXECUTIVE
Relevant Officers:	John Blackledge, Director for Community and Environmental Services
Relevant Cabinet Member:	Councillor Gillian Campbell, Cabinet Member for Inclusion, Youth, Schools and Transience
Date of Meeting:	11 July 2022

YOUTH PROVISION REVIEW NEXT STEPS

1.0 Purpose of the report:

- 1.1 To outline the next steps following the recent Youth Provision Review, to ensure a collaborative approach with the third sector and wider partners to achieve the recommendations outlined in the report attached at Appendix 2a.

2.0 Recommendation(s):

- 2.1 To approve the establishment of a central youth service function within the local authority by 31 May 2023 that will facilitate, coordinate and work collaboratively with the third sector to achieve the recommendations within the report at Appendix 2a over the next five to seven years.

3.0 Reasons for recommendation(s):

- 3.1 The recent Youth Provision Review has identified the need for a coordinated and consistent approach to the delivery of youth provision across the town. In addition, the report (Appendix 2a) acknowledges the need for investment from the Local Authority in order to achieve the recommendations (Appendix 2b) outlined within the report. The recommendation in this report demonstrates a commitment from the local authority through the investment in a core 'youth service' function that will oversee the coordination and consistency of youth provision as the offer across the town grows to meet the recommendation of every young person being within a 15 minute walk of youth provision.

- 3.2 Is the recommendation contrary to a plan or strategy adopted or approved by the Council? Yes

- 3.3 Is the recommendation in accordance with the Council's approved budget? No

4.0 Other alternative options to be considered:

4.1 To not invest in a core 'youth service' function, which is highly likely to result in the recommendations within the Youth Provision Review Report being unachievable, the relationship with the third sector organisations will decline and the young people of the town will become frustrated with the lack of progress following the review by the National Youth Association.

5.0 Council priority:

5.1 The relevant Council priority is:
"Communities: Creating stronger communities and increasing resilience"

6.0 Background information

6.1 Effective youth work employed with young people can enhance life chances. It offers young people safe spaces to explore their identity, experience decision-making, increase their confidence, develop interpersonal skills and think through the consequences of their actions. This leads to informed choices, changes in activity and improved outcomes for young people. Quality youth services are important for supporting life outcomes, and they are a part of and contribute to a wider eco-system of services that support and develop young people's capabilities.

6.2 The recent review of Blackpool youth provision was undertaken by the National Youth Association (NYA) to capture current delivery, identify what works for young people and determine areas for development. The review, which includes findings from the desktop research, stakeholder engagement and the effective practice literature, was undertaken to inform future youth provision in Blackpool and recommends a coordinated approach to enhance our town wide offer to meet the needs of the children and young people we serve.

6.3 Youth work is a statutory service, as stated in the 1997 Education Act (updated in the 2006 Education and Inspections Act) and Blackpool Council has a statutory duty to "secure, so far as is reasonably practicable, sufficient provision of educational and recreational leisure-time activities for young people" and to make sure young people have a say in the local offer.

6.4 This is often referred to as the 'youth services duty'. The cross-cutting benefits of youth work are well documented within the review, demonstrating that universal provision can reduce the demand on more specialist children and young people services.

6.5 The Blackpool Youth Provision Review made a number of recommendations (Appendix 2b), at the core of which is the need for central co-ordination and youth participation. The Youth Review Sub-Group have agreed that whilst challenging, the recommendations are achievable over a longer period of time. The recommendation of providing two JNC qualified youth

workers per secondary school establishment is ambitious, however with a coordinated town wide approach to identifying priorities and applying for funding, the sub-group believe this could be achieved.

6.5 The sub-group recognised that whilst the work of the third sector youth providers is complimentary in terms of them all wanting to improve the lives of Blackpool young people, there has traditionally been conflict and silo working between providers. Furthermore, following the cessation of the youth service within Blackpool Council in 2012, the third sector providers feel there has been a significant lack of support and recognition from Blackpool Council for the work they do for young people in their areas.

6.6 **Next steps**

In order to improve the quality and consistency of youth provision across the town, through a collaborative and coordinated approach to developing, promoting and co-producing provision for and with young people, the council needs to establish a small youth work team to undertake this role.

The commitment from Blackpool Council is that there is no intention of developing a Youth Service that directly delivers youth provision. The intention of the proposed investment is to enable funding to be secured and invested in identified areas through third sector organisations to increase youth provision across the town, delivered by the third sector. The role of the local authority will be to oversee a town wide approach to developing and delivering youth provision, working collaboratively with the third sector to develop funding bids, allocate funds, monitor delivery against agreed outputs and outcomes and ultimately increase the amount and type of provision, ensuring the quality of provision is consistently high across the town.

The service will focus on working collaboratively with the third sector and young people to deliver the recommendations within the review. A costed proposal to establish a 'Youth Service' function within the local authority has been developed that will support and co-ordinate the work of the sub-group, improve the quality of provision through training and development support and seek to secure external funding to support the development of youth work across the town. A proposed structure can be found at Appendix 2c.

The proposal requires an investment of £225,00 per year which will be identified from corporate contingencies in year for 2022/23 with the intention of it becoming part of the core budget for 2023/24 onwards.

Delivering the recommendations within the report will require a Service Manager with significant knowledge and experience of youth work provision along with excellent collaboration and negotiation in order to build on the partnership that has been established with the third sector and wider partners.

The Grants and Funding Manager will seek to identify, apply for and secure funding to deliver on the agreed actions within the development plan. The funding bids will likely range in scale with a mixture of capital and revenue. A coordinated and collaborative approach to applying for external funding will increase both the success rate and financial contribution input into youth provision across the town, ensuring all partners benefit from this post.

One of the key areas within the review focuses around the youth sector workforce and the recognition that the sector has suffered nationally with a significant loss in qualified youth workers. The need to develop a high quality and consistent work force of both paid and voluntary staff is key to providing the support, guidance and role models that young people need. A dedicated training and quality manager would monitor and oversee the quality of provision across the town as well as provide ongoing training to both the direct youth sector workforce and training to wider support services to embed key youth worker skills and approaches within other services that support and engage with young people.

The Youth Engagement Officer would lead on the recommendations regarding involving and engaging young people across Blackpool, taking a co-production approach to developing and shaping youth provision. The approach will need to be multi-pronged to ensure input and involvement from as many young people as possible, using a number of different engagement and feedback techniques. This role is important to ensure young people co-produce the development plan and have input and oversight of the sub-group and its progress against the recommendations.

The NYA recommends that this service sit within Community and Environmental Services rather than Children's Services as youth services should be a universal provision open to all. Recognising the pressures that Children's Services face, there is a danger that this new resource could be focused on targeted interventions or its focus diluted to support other areas. However, there is a need to ensure a collaborative and joined up approach between the Head of Community and Wellbeing Services, and the Head of Adolescent Services to ensure that the service compliments and dovetails with existing services such as Leisure, Family Hubs and targeted provision for our most vulnerable such as our Care Leavers, Children in the Youth Justice System and our Adolescents in need of support due to homelessness, drug, alcohol or sexual health concerns.

6.2 Does the information submitted include any exempt information? No

7.0 List of Appendices:

- 7.1 Appendix 2a: Blackpool Youth Provision Review Report
- Appendix 2b: Blackpool Youth Provision Review recommendations table
- Appendix 2c: Proposed Youth Service Structure

8.0 Financial considerations:

8.1 The Youth Service pro-rata investment for 2022/23 will be found from corporate contingencies. The £225,000 ongoing revenue commitment will be identified within the existing corporate budget for 2023/24 onwards.

9.0 Legal considerations:

9.1 None

10.0 Risk management considerations:

10.1 If the proposals are not taken forward it is highly likely to result in the recommendations within the youth Provision Review Report being unachievable, the relationship with third sector organisations will decline and the young people of the town will become frustrated with the lack of progress against the recommendations within the report.

11.0 Equalities considerations:

11.1 In the course of undertaking the review and developing the proposals, we have considered whether there could be unintended adverse impacts on people because of shared characteristics protected by the Equality Act. We believe the proposal will not have any adverse impact and will in fact provide greater opportunities for those protected by the Equality Act to benefit from an increased range of youth provision opportunities and the wider benefits this will bring.

12.0 Sustainability, climate change and environmental considerations:

12.1 Provision within a 15 minute walk of every young person supports the focus on reducing car mileage and encouraging young people to walk or cycle to provision. Any investment in assets as the provision expands will include sustainable energy solutions, where possible.

13.0 Internal/external consultation undertaken:

13.1 Extensive consultation has taken place throughout the recent Youth Provision review undertaken by the NYA, which has helped shape the recommendations. Approval of these proposals will ensure consultation, collaboration and co-production takes place with all key stakeholders as the part of the ongoing process in achieving the Youth Provision Review recommendations.

14.0 Background papers:

14.1 None.

15.0 Key decision information:

- 15.1 Is this a key decision? Yes
- 15.2 If so, Forward Plan reference number: 11/2022
- 15.3 If a key decision, is the decision required in less than five days? No
- 15.4 If **yes**, please describe the reason for urgency:

16.0 Call-in information:

- 16.1 Are there any grounds for urgency, which would cause this decision to be exempt from the call-in process? No
- 16.2 If **yes**, please give reason:

TO BE COMPLETED BY THE HEAD OF DEMOCRATIC GOVERNANCE

17.0 Scrutiny Committee Chairman (where appropriate):

Date informed: 1 July 2022 Date approved:

18.0 Declarations of interest (if applicable):

18.1

19.0 Summary of Discussion:

19.1

20.0 Executive decision:

20.1

21.0 Date of Decision:

21.1

22.0 Reason(s) for decision:

22.1

23.0 Date Decision published:

23.1

24.0 Alternative Options Considered and Rejected:

24.1

25.0 Executive Members in attendance:

25.1

26.0 Call-in:

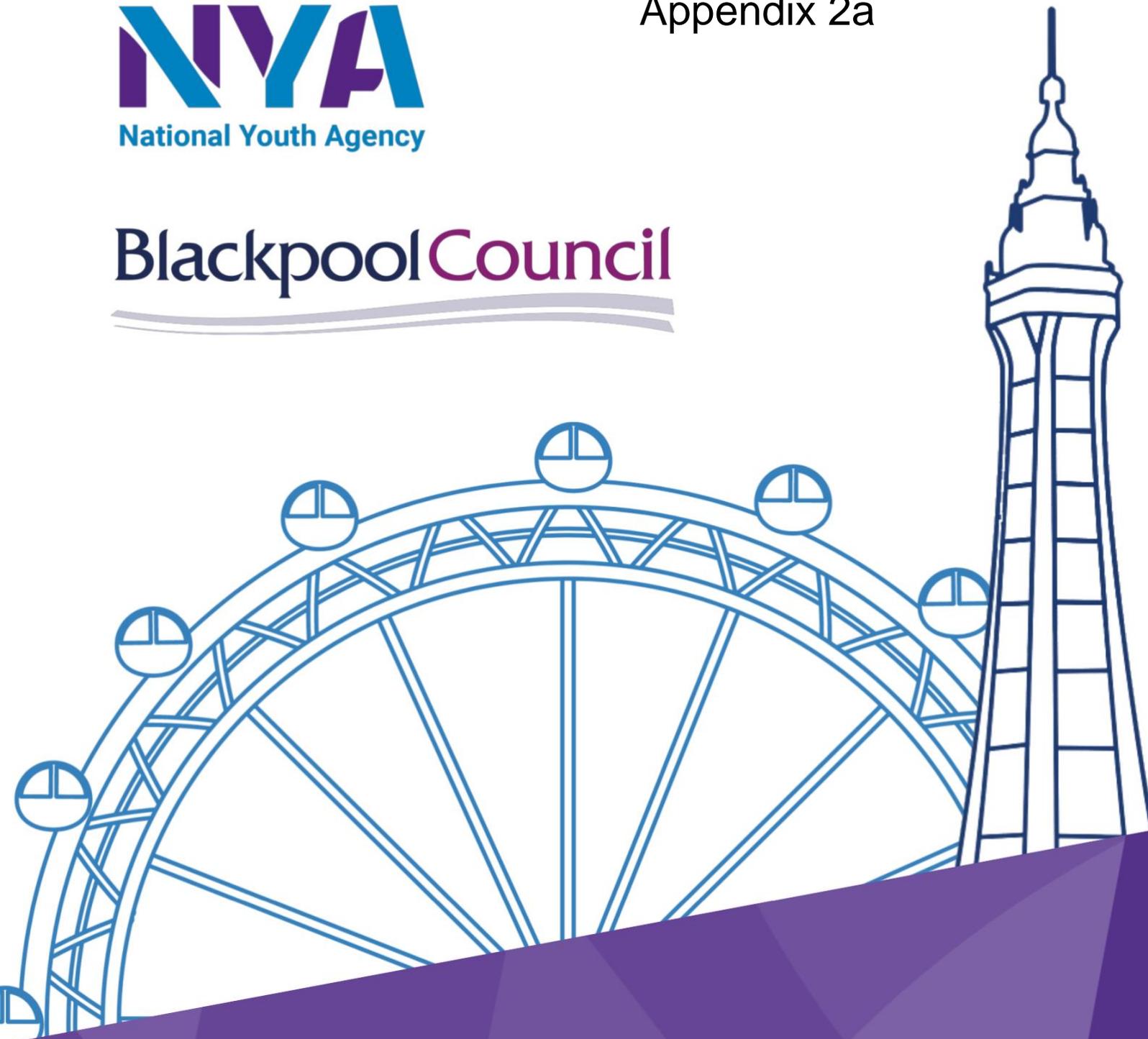
26.1

27.0 Notes:

27.1

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Blackpool Council



**Blackpool Youth
Provision Review:
Final Report**

Introduction and Acknowledgements

The National Youth Agency (NYA) conducted a review of youth provision across the Blackpool footprint. The NYA engaged key stakeholders to collect views and data to inform the review in partnership with Youth Focus North West (YFNW) and with the support of the Youth Provision Review Steering Group (YPRSG).

The following report analyses quantitative (questionnaires) and qualitative (focus groups) engagement and consultation with young people, parents and carers who live in Blackpool, as well as organisations that provide youth provision in the town. Stakeholder consultations, as well as desktop and effective practice research, will be used to inform a development plan outlining the future potential of youth provision in Blackpool.

In this review, youth provision is defined as informal education for children and young people aged seven to twenty-five years.



youth focus NW
Improving the lives of young people

Blackpool Council

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Executive Summary

The 2010 Marmot Review made the case that reducing inequity in social determinants of health amongst children and young people was the single most important factor in reducing health inequalities across the course of life. As a part of this overarching position, it was identified that developing capabilities is one of the essential components to supporting greater equity. Ten years on, the review panel revisited progress on the report between 2010 and 2020, recognising specifically that youth services have a significant role supporting health equity and greater equity throughout life.

The publicly available data that was analysed to profile Blackpool's population does not allow for correlation between disadvantages at the level of an individual. However, it is clear that a large proportion of young people in Blackpool face at least one disadvantage, and many face multiple disadvantages.

Blackpool often has significantly worse measures when compared to those of its nearest neighbours, and in several cases has the worst indicators nationally. Blackpool has the concentrated deprivation of the very poorest parts of major urban areas without the off-setting social mix and growth drivers that exist in Manchester or Liverpool. It could be argued there are very few places in England or Wales with the same intense and complex mix of social issues.

Where the data allowed for ward-level comparison it shows that there are a few wards clustered around the city centre that have comparatively worse measures: Bloomfield, Claremont and Talbot. These three wards alongside Brunswick and Tyldesley have the greatest concentration of reported youth anti-social behaviour (Feb 2021 – Jan 2022) in Blackpool.

Quality youth services are important for supporting life outcomes, and they are a part of and contribute to a wider eco-system of services that support and develop young people's capabilities. Youth work is a statutory service, as stated in the 1997 Education Act (updated in the 2006 Education and Inspections Act), and it is significant for this review that the NYA expects the government's current review of the 508B guidance to clarify local authorities' legal responsibilities.

Engagement, involvement and participation in youth services

Engagement and involvement of young people is a core element of the review, and the findings of the consultation with young people is central to informing the recommendations in the development plan.

To enable a comprehensive consultation, quantitative (mass and targeted questionnaire) and qualitative (targeted focus groups) methodologies were employed. The approach taken has enabled the consultation of those who are already engaged in youth provision and those that are not engaged in youth provision.

Youth involvement, engagement and participation

The importance of engaging and involving young people in design, development, delivery and evaluation of the services that are intended for them should not be underestimated. Participation in these processes facilitates a feeling of ownership that increases the likelihood of an initiative's success.

The review has identified the need to develop a Blackpool-wide coordinated youth participation strategy. It would help to inform programme/activity and support service design and development. The development and implementation of an effective participation strategy underpins the other recommendations identified in this report.

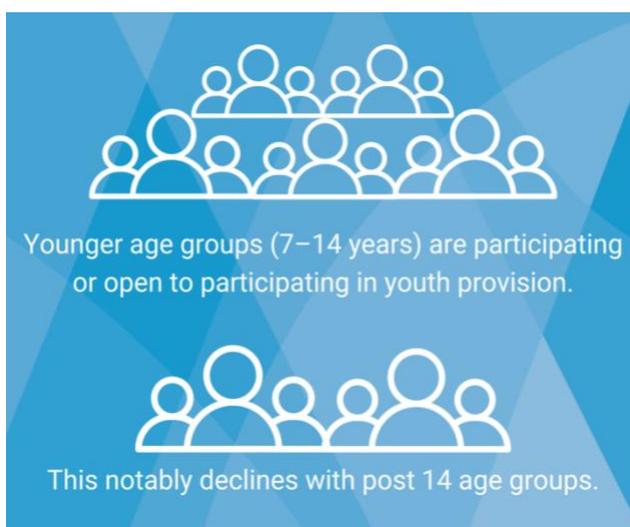
Successful implementation of the participation strategy would increase the probability of young people feeling ownership of the provision and services, improve the coordination between support services, and help increase the profile of youth provision with young people across Blackpool.

Accessible provision

Youth work is impactful because of the voluntary engagement of young people. The focus group discussions found that the voluntary engagement aspect of their participation was valued by the young people attending youth provision. The sense of membership and belonging young people felt towards the provision related to easy accessibility (locality), and the voluntary relationships built with those adults who delivered within the provision. Suggesting relationships and easy access were the important criteria for those attending youth provision. The recommendations reflect the importance of well-resourced local services informed by young people and delivered through a skilled workforce.

Significant numbers of young people are choosing not to participate in youth provision. Although it was found that younger age groups (7–14) were participating or open to participating in youth provision, this notably declines with age groups 14 and older.

Results suggest teenage girls aged 15 to 19 are especially closed off to youth clubs and groups. In general, as age increases, attendance and openness to participate in youth club and group activities decreases. There is a perception from those who do not attend that youth clubs and groups are boring and poorly resourced. If youth clubs and groups aspire to work with older age groups, there requires a change in approach, image, promotion and activities offered.



Segmenting membership by age, and in some cases gender, could support greater engagement and involvement. For example, a well-defined, co-produced, wide-ranging programme of activities for younger age groups would be more effective when engaging and capturing interest in youth provision. Conversely, involvement in the design, development and delivery of targeted activities could help to retain older participants and attract young people who are 14 years and older.

A well-defined, co-produced, wide-ranging programme of activities for younger age groups would be more effective in engaging and capturing interest in youth provision

In general, volunteering and social action is the activity most likely to attract and retain young people as they get older. Improving the range of volunteering and social activities on offer to young people and more effectively promoting the opportunities and benefits of participating in these activities could increase take up.

Awareness of activities and support services

Lack of awareness of where the nearest opportunity for each provision was widely quoted as a reason for not participating in activities and accessing services. The older age groups generally had less awareness by activity. On the surface, this would suggest a need to improve communication channels when promoting activities and support services.

A strong indicator that young people would be open to participating in activities was whether their friends attended or whether it was recommended by someone they trusted. This indicator increased with age, suggesting a campaign, aligned with a renewed offer designed and developed with young people, would be more effective if communicated through friends, teachers, youth workers and volunteers.

Undertaking the desk top research, it was clear there was not one place a young person could go to find services or activities. The difficulty in identifying the services, activities and the organisations that provide them demonstrates the need for better Blackpool-wide coordination. The recommendations outline the need for a centrally coordinated approach to communicating youth provision and more nuanced tactics to increase awareness and referrals.

Other barriers to accessing provision and services

Young people felt unsafe travelling to and from provision. The focus group discussions revealed that a perceived availability and high prevalence of drugs and alcohol increased the unsafe feelings when travelling within the community.

Engaging users and non-users of provision in identifying whether there is an issue locally and whether it inhibits participation in their provision would enable a greater understanding of the issues young people face. Once established, supporting young people to develop protective factors to change behaviours and identifying how the provision can modify arrangements to increase feelings of safety could support greater participation. For example, the provision could focus on the safety of young people during times where it is most important for them, such as when travelling to and from clubs and groups to mitigate risk.

The perspective of parents, carers and young people differed when discussing cost as a barrier. Parents and carers rated cost as one of the most significant barriers for participating in activities, whereas young people felt cost was a minor inhibitor. Analysing the quantitative data from the young people's questionnaire, it would appear cost has little impact on participation. However, when explored in the focus groups, young people felt that if the cost of provision increased, it would quickly become an inhibitor. Travel cost was a barrier to young people below 16 years of age, and this could influence the provision that they decide to participate in.

Related to cost barriers was the perceived inaccessibility to tourist leisure activities available in Blackpool. These unique leisure activities could provide an enhanced opportunity for young people in Blackpool. However, in general, the young people involved in the focus groups saw this as a negative rather than a positive.

Support services

Support services designed for young people require further consultation. Analysis from the data collected for this report infers that young people need clearer information about the support services available, and they are most open to receive this information from people they trust. Parents and carers also rated lack of awareness as a significant inhibitor for young people in their household being able to access support.



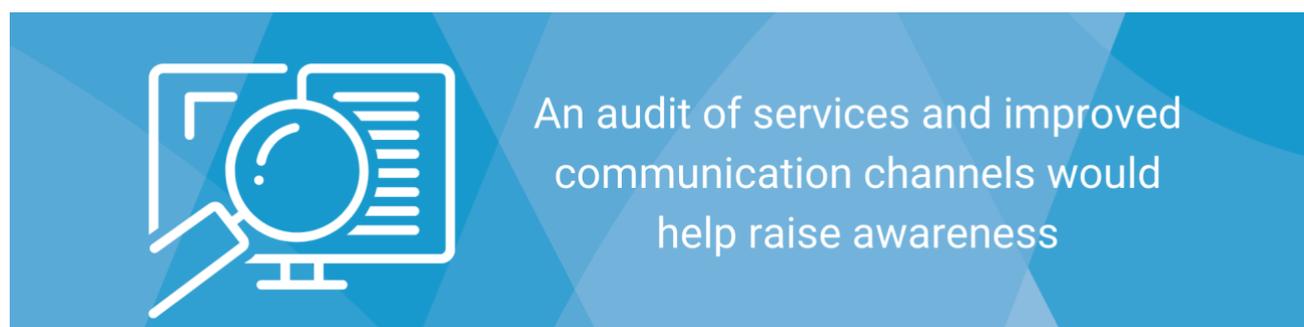
Recommendations outline the need for a centrally coordinated approach to communicating youth provision, as well as more nuanced targeted tactics to increase awareness and referrals.



Mental health was a prominent support need identified by parents, carers and young people. Additionally, guardians identified that others in their household with poor mental health had a detrimental impact on the young people. One in three houses also stated that issues related to fitness, physical health or lack of finances affected at least one adult in the household and that this had a negative impact on young people within the household.

Mental health, fitness/physical health, education/school work, financial advice, career/employment-related advice, and help with being bullied or feeling lonely were common themes young people identified as support needs.

Seventy-five percent of the organisations who participated in the consultation stated they provided some form of support service for young people. Alongside the statutory support services available for



young people, an audit of services and an improvement in communication channels would support greater awareness.

The way this information is communicated should be co-designed with stakeholders. Young people, in addition to providers, would be obvious stakeholders in this process, and because young people are more likely to access services as a result of a recommendation from a trusted person, parents, teachers and youth workers should also be involved.

Methodology

Demographic profile

The review was focused within the demographic and socio-economic context of Blackpool Council. A profile of Blackpool and the demographics of the population, focusing specifically on young people, was undertaken. The findings from this profile also summarise known data on youth provision.

Additionally, Blackpool's social indicators are contextualised relative to other upper-tier local authorities across England, especially those that are Blackpool's nearest statistical neighbours.¹

Young people - engagement and consultation

Young people were asked to complete a short questionnaire focusing on common out of school activities and support. They were asked to select activities and support they currently benefit from and identify activities and support they do not currently utilise but would like the opportunity to access. The questionnaire also explored obstacles to their engagement and involvement.

¹ We use CIPFA Nearest Neighbour Models. See: <https://www.cipfa.org/services/cipfastats/nearest-neighbour-model>

The questionnaire was aimed at young people aged between seven and 25 living in Blackpool. It was open between October 7th and November 5th 2021² and was promoted through schools, local infrastructure bodies, voluntary and community sector (VCS) organisations, the youth advisory group, and the contacts and networks of the YPRSG. The questionnaire responses were anonymous.

The questionnaire findings were used to identify themes that were explored further with young people in sessions designed to capture qualitative responses. Eleven focus groups were selected to reflect the diverse nature of young people from across Blackpool. Both service users and non-service users of local provision between the ages of seven and 25 years were targeted. Each focus group was delivered by two youth workers who facilitated each session using semi-structured, open-ended questions.

Parents and carers questionnaire

The questionnaire was informed by the data collected from the young people's consultation to support a comparison of perceptions and views. The questionnaire was open from November 11th 2021 until 8th December 2021 and distributed through schools, council services and via YPRSG to encourage parents to feed into the review.

The questions were designed to distinguish the activities and services that the young people they are responsible for access, as well as identify what the barriers were to provision, which they would like to access. The responses to the questionnaire were anonymous.

Organisations providing youth provision

Organisations providing youth provision were defined as those that deliver activities contributing to the personal and social development of young people aged between seven and 25, or where informal education takes place as a part of the activities or services offered.

No existing data or overview of youth provision in Blackpool was identified. An extensive manual review of public and private datasets was undertaken to identify organisations that were more likely than not to match the scope for delivering youth provision.

To identify any organisations not captured through the desk top research, a self-registration webpage was launched on 10th November. Engagement of youth providers were targeted through the YPRSG, Blackpool Council, YFNW networks and via the NYA network newsletter. The desk top research and the self-registration portal captured basic information for a total of 230 organisations.

A questionnaire informed by the data collected from the young people's consultation was created to enable comparison between demand and supply. From the 230 organisations identified, 150 organisations had enough up-to-date information to be directly contacted. The questionnaire was open between November 23rd and December 24th 2021.

Effective practice

The University of Cumbria (HASKE) has undertaken desk top research identifying effective practice. The effective practice summarised in the report is aligned with the findings of the stakeholder engagement and demographic profile of Blackpool.

² The questionnaire for young people aged 18 and over was re-opened to boost response rates from November 20th to 7th December.

Impact recommendations

The quantitative and qualitative data collected from the review will inform HASKE's recommendations on future data capture. A report will be compiled to summarise current frameworks and to support future decisions on measuring the impact of youth provision within Blackpool.

Effective Practice Review

Defining youth work

Despite a common narrative within the profession of youth work being hard to define, and being misunderstood by policy makers and some professionals, there is a clear definition used to describe those professionals trained as youth workers, those who are eligible to be paid on the youth work scale, and the descriptions of the aims of youth work. These are as follows:

Youth work is defined "as a distinct educational process adapted across a variety of settings to support young people's personal and social development – their values, beliefs, ideas and skills" (APPG, 2019). It is informal education that young people (usually defined as between the ages of 11 and 19, or up to 25 for those with special education needs and/or disabilities) voluntarily engage in (Marshall et al., 2021). This may take place with structured activities in a specific building (centre-based) or in places that young people choose to gather (detached). Some youth work aims to provide these opportunities to young people of specific demographics (targeted), and other youth work aims to work with all young people (universal). Youth work is not any activity that takes place with young people.

A professional/qualified youth worker is someone who has undertaken a degree or postgraduate level study in youth work or youth and community work that has been approved by the NYA. A youth support worker will have trained at level 2 or 3 and would be expected to provide services alongside a professional youth worker; a similar comparison could be made with a teacher and a teaching assistant.

Youth work is underpinned by a set of principles, including that it involves "trusted relationships and voluntary engagement of young people" (NYA, 2021).

While these working definitions are useful, there remains a challenge of finding reports from local authorities on specific youth work activity, where roles and services may be blended into other children's services, may be carried out by people with different job titles, or may be commissioned and carried out by other organisations.

The uniformed associations, such as the Scouts, sit within a grey area, with little recent research being found in this field. These organisations are based on volunteer delivery, and as such, the workforce tends to not have degree-level youth work qualification requirements. For example, recent paid job roles within the Scouts did not mention any formal educational training or qualification requirements for a lead instructor (website accessed 1st Jan 2022). However, much of their aims and principles are aligned with youth work, and they tend to have specific training programmes that their volunteers are required to complete.

As a profession that was predominantly reliant on government funding, and the statutory nature of youth work provision, the government decision to stop auditing the provision as part of Ofsted in 2014, and to give local authorities full responsibility for ensuring "access to recreational activities," has had a significant effect on youth work.

Youth work within the UK has a long history within the voluntary sector and uniformed associations, local authority youth services, and the charitable sector. Much has been written about the history of youth work (Bright & Pugh, 2019; [Bright, 2015](#); [Verschelden et al., 2010](#)) and the influence of national governments since the Abermarle report in 1960 (Abermarle, 1960), a helpful history of English services by Davies (Davies, 2018; [Davies, 2019](#)), and a response in relation to the different trajectories of the profession in Scotland ([Cohburn & Gormally, 2019](#)).

Workforce

Within the United Kingdom youth work is a devolved responsibility, and as such, each home nation has a slightly different structure in place for policy, governance and training, whilst sharing an overarching National Occupation Standards framework (NOS). Wales and Northern Ireland see youth workers as part of the educational workforce, which provides sustainable employment opportunities, and Scotland has seen financial investment from the government, which enables charitable organisations and local authorities to work collaboratively, again providing longer-term funds for sustainable roles.

The workforce is crucial to delivering the aims of youth work, which is described as a relational process whereby “transformative relationships” (Hart, 2015) provide a containing environment “in the space between school, family, training or work” (Nolas, 2013. P.35). Effective youth work enables young people to navigate peer-to-peer relationships, explore boundaries, traverse around risk, and enable opportunities for self-development, group cohesion (Ritchie & Ord, 2016) and a sense of belonging (Dickens & Lonie, 2013).

The workforce varies, depending on the setting, funding and aims of the organisation. It is clear that young people in the UK would have even more limited opportunities to access youth-focused opportunities without the voluntary, non-qualified workforce ([Marshall et al., 2021](#)). The history of youth work has its roots in both voluntary opportunities for young people to become youth leaders and with volunteer and uniformed associations.

This literature review considers the broad workforce as made up of a range of professionals who may manage youth provision services, those that deliver youth work, research youth work or educate future youth workers. It is recognised that managers of services may not be trained in youth work but could have training or experience in professions such as social work, housing, youth justice, mental health, sport and leisure. Some of these may have similar underlying theories and aims when working with young people but may also at times have different expectations of evaluating delivery.

There is an ethical framework that youth workers are expected to practice in ([Institute for Youth Work](#),) and a recently outlined curriculum for youth work ([NYA, 2020](#)) that provides guidance for youth workers when they review their own training needs. An APPG report for Youth Affairs in Youth Work recommended in 2019 that a register was needed, and a professional voluntary register will be implemented by the NYA by the end of 2022.

Terminology youth work roles

Within the area of people that are “doing” youth work, sometimes referred to as the “grassroots workforce,” the NYA defines a JNC-recognised “professional youth worker” as someone who has completed a degree or postgraduate degree (level 6 or 7) or who meets the criteria for historical JNC recognition ([NYA](#)). A youth support worker is defined as someone who has completed a level 2 or 3 via apprenticeship or formal study of youth work practice. The term non-qualified is used to define someone who may be working in a similar role who has not taken a youth work specific course.

The terms JNC-paid, full-time, part-time and volunteer are used to describe the way in which the workforce is contracted, as some volunteers will be qualified at level 7, and some paid roles are taken up by non-qualified people. JNC-recognised youth workers are entitled to be paid on the nationally negotiated pay scale when employed by local government authorities, similar to other professionals such as teachers.

Training and CPD

Currently, all training in England as a youth worker or youth support worker is self-funded; however, the government has provided funds for bursaries for level 2 and 3 courses since 2019.

A youth support worker is someone who has achieved a level 2 or 3 qualification or a diploma in youth work practice. These are qualifications for people who work with young people using youth work principles and practice. Level 2 is for the 16+ age group, and level 3 is aimed at the 18+ age group. To gain the status of qualified youth worker, practitioners must achieve a level 6 or 7 qualification provided through universities, recognised by JNC and validated by the NYA.

After qualifying there is no regulation body that monitors ongoing training or competencies of youth workers, and youth work is not a protected title or activity. Continuing professional development (CPD) is therefore not essential for employers to fund or support, and post-qualifying training needs are mostly funded by practitioners themselves.

There is a membership body that youth workers can voluntarily join, the Institute for Youth Work, which aims to support youth workers after qualifying. Additionally, in 2019, the NYA launched the [NYA Academy](#), providing a platform of quality-assured, cost-effective CPD. The Academy is designed for anyone who works with young people to learn, explore, thrive, engage and develop.

Supervision and reflective practice

Reflective clinical supervision within youth work is seen to be something that could enhance youth work (Harris, 2020), with the opportunity to continually consider what aspects of the self are enhancing or limiting the youth workers' relationships with young people. This may happen informally, within managerial relationships, or be provided formally in different settings. However, in professions where relationships are key to the outcomes of the activity (for example, within counselling and psychotherapy), having regular supervision as an expectation can improve practice, can provide additional levels of safeguarding and ethical practice, and can also reduce burn out.

Harris suggests that a psychoanalytic frame can be useful in understanding the professionals own "stuff" that may influence how they experience different clients and settings and bring it to consciousness. Other models of supervision that use trauma-informed intersectional theories, alongside strengths-based approaches, may also be useful.

Use of supervision can also help "uncover the secret" of what works in relational aspects of youth work and could help the profession be more confident in articulating what works and why from the grassroots perspective.

Quality marks and workforce standards

Harding (2019) of the Centre for Youth Impact (CYI) compiled a [report](#) with an overview of the current policy and practice of youth work in England. This report also details current quality marks available for organisations and proposes that the CYI quality mark will be useful across England and home nations, as it fills a gap identified and linked to improving the quality of youth work practice. As [Wales](#) and Northern Ireland have inspections linked to quality audits for statutory services, this may only be taken on by the charity sector in those nations.

	Country/ Organisation	Link to document
Evaluation and Impact Frameworks	Scotland	Youth Work Outcomes Youth Work Framework
	Northern Ireland	Process for Self Evaluation
	England	Outcomes Framework YIF Learning and Insight Paper TNL Comm Fund Paper
Quality Marks	Welsh Government	Quality Mark for Youth Work
	CYI (England)	Centre for Youth Impact Quality Mark
	NYA	NYA Quality Mark
	Foyer	Foyer Accreditation
	UK Youth	UKYouth Quality Mark
Curriculum	NYA	NYA Curriculum for Youth Work
Inspection/Audit Frameworks	Northern Ireland	Quality Assurance Framework
Workforce Standards		
National Occupation Standards	JET (4 nations) NOS	National Occupational Standards
Ethical Frameworks	Institute for Youth Work	Institute for Youth Work Code of Ethics
Membership Organisations in England		
	Professional association of lecturers in youth and community work	Professional association of lecturers in youth and community work
	Institute for Youth Work	Institute for Youth Work

Individual Memberships	British Educational Research Association Special Interest Group: Youth Studies and Informal Education	British Educational Research Association
Organisational Memberships	UK Youth	UK Youth
	Network of Regional Youth Work Units (England)	Network of Regional Youth Work Units (England)

However, having a number of separate quality and impact/outcomes has the potential to continue to overwhelm and confuse the sector, particularly when these frameworks don't identify which part of the workforce is expected to lead on particular aspects. In other words, there is a need to think beyond frameworks to consider the dynamics of youth work impact in practice.

Relationships

Key feedback from young people and youth workers included in the research was how the opportunities within youth work enables positive “transformative relationships” (Hart, 2015; Laredo & Hill, 2019), either between the young person and the youth work staff directly, or within the peer-to-peer group/dynamics that were enabled by the staff (Jaynes, 2019; Ritchie & Ord, 2016).

Providing a space for fun informal interactions with peers and adults gives young people opportunities to explore their identities, understand more about how they want to interact with others, and learn from their mistakes without the types of consequences that may be in place in school or in non-adult supervised environments (Ritchie & Ord, 2016).

The ability to provide an adult-supervised space, within which “complex group dynamics exist” where young people can develop interpersonally, and where relationships with adults are less power led, and optional, requires a high level of confidence within the staff (Ritchie & Ord, 2016).

They need to have the skills to understand when to intervene, when to allow the young people to self-manage (Hart, 2017), when to use humour, when to encourage play and when to increase authority to keep young people safe (Jaynes, 2019). This understanding of responsibility and need for reflexivity is likely to be explored and encouraged within degree training programmes, but it is important for all staff working with young people.

Young people valued the opportunities to have relationships with adults that unconditionally accepted and respected them. They appreciated youth workers that encouraged them to be aspirational in their lives and who established overarching boundaries and rules within the settings that helped everyone feel respected and included.

These were particularly noticeable in research within the Brighton music studio-based youth work (Dickens & Lonie, 2013), where the atmosphere facilitated by the youth worker enabled topics to be led by the young people, leading to collaborative equal power relationships with the staff. This led to increased autonomy, mutual respect, a sense of mastery and a sense of belonging within the young people.

Similarly, Dickens (2017) describes the use of a participatory, creative approach to exploring geographical imagination with young people in London, using film and radical youth work principles. The young people describe the experience of being a participatory researcher as offering an opportunity to develop “critical capacities,” which they did not have before. In this sense, there is a transformative aspect to creating evidence frameworks, which may be overlooked by more formal or “top-down” framework approaches.

Participatory research facilitated by youth workers with young people had outcomes that aligned with the principles of youth work (Factor & Ackerly, 2019; Wareing et al., 2019; Dickens, 2017). This supports the theory that the relationship within youth work is primary, and the activities are secondary.

Belonging

Young people report feeling a sense of belonging to youth work-led initiatives (Ritchie & Ord, 2016; Dickens & Lonie, 2013; Stanton, 2012). This may be through opportunities to meet others similar to them, for example via theme-based, faith-based, or targeted interventions ([GirlGuiding, 2020](#)), or by meeting people in open access, universal settings, where young people of all ages and school catchment areas have opportunities to socialise.

Having a sense of belonging is crucial to good mental health and wellbeing, and with indicators nationally about feelings of loneliness and low mood prevalent within the current young population, both before and during the Covid-19 pandemic ([Nice et al., 2021](#)), this is an area of strength for youth work that could be investigated further.

There is no evidence to suggest one type of youth work enables more young people to experience this sense of belonging than another; however, literature has shown the potential long-term impacts of positive mental health after involvement in youth groups, such as Scouts or Guides ([Dibben et al., 2017](#)).

Having a voice and giving back

Youth participation can benefit young people’s skill development and self-perceptions, as well as youth work policies, service design and implementation. It provides participants with the opportunity to connect with peers by building social capital, whilst achieving objectives beyond those possible by a mere individual ([OECD, 2017](#)). Furthermore, participation increases the ownership of initiatives, which is an important factor for their success ([OECD, 2011](#); [Dunne et al., 2014](#)).

Body and Hogg (2019) carried out a retrospective evaluation with young people who had been involved in a youth project ten years prior. Themes that emerged from their research were the longer-term effects that emanated from a feeling of belonging and the encouragement of youth voice within the community, resulting in the majority of young people continuing involvement within their local community and giving back via volunteering. Evidence from the New Economics Foundation suggests that there is a link between doing things for others and improved wellbeing ([Aked et al., 2008](#)).

Gender

One criticism of youth work prior to the significant cuts was that activities often focused on young men ([Nava, 1992](#)) and were more likely to be sports-based; uptake of services was higher in these groups, and there was a push for more interventions to encourage female participation.

We have seen an increasing population of young men ending their life by suicide (Samaritans, 2021), which can be linked to feelings of hopelessness and isolation alongside impulsive decision-making. In addition, male representation within the youth justice system continues to be consistently higher than

female representation. (Crown, 2021). The current intervention methodology or lack thereof needs revising. It would suggest health prevention models could benefit from youth work with a gender-informed focus ([Batsleer, 2015](#)).

Of course, many young men, women and non-binary people are interested in sports and creative activities less encouraged for their gender, but the reality of socialisation is that young men often feel pressure to be more involved in masculine activities. By reducing the availability of these services, whereby young men could have supportive relationships with trusted adults, the loss of youth clubs may have disproportionately impacted young men's mental health ([Batsleer, 2015](#)).

This, then, provides an important reminder that participatory research requires a good understanding of inclusive practice. For example, Harris (2020) describes a positive case study of a black male youth worker using their life experiences to be able to access and support marginalised young black men, but it also raises the need for supervision and training around gender to be available to youth workers, with the understanding that men with lived experience of violence can be great youth workers but may also need additional support in these roles ([Harris, 2018](#)).

Gender within the professional identity of youth workers was explored by Hatton & Monroe (2019) with an exploration of how LGB women identify and self-disclose within their youth work roles. Sexual relationships within LGBT youth and sex and relationship education (SRE) were also researched by Farmby & Donovan (2020), with strong support from young people to receive this education from youth workers. They identified a training need to ensure SRE is truly inclusive of LGBT youth and of different cultural perspectives within the UK.

Multi-Disciplinary working

Another trend that appears to be growing is youth work being embedded within health settings (Wilkinson et al., 2018; Hagell & Lamb, 2016; De Marco et al., 2016; Wortley & Hagell, 2020; Nash et al., 2012), and, in particular, multi-disciplinary teams organised via NHS Trusts, integrated care systems and integrated care communities. This approach is of interest when thinking about referral routes from youth workers to health professionals and vice versa, where young people may have complex needs but experience barriers to accessing statutory services, or where health settings identify that a young person may benefit from a youth worker-led intervention.

A good example of youth workers being used to ease the access for young people into health services is detailed by Hagell and Lamb (2016), where joint funding from an NHS innovation award, a local authority and a charitable trust enabled the trial of youth workers in a primary care GP setting. [The Well Centre](#) was co-designed by youth workers and clinicians and after the initial pilot ongoing funding was provided by the local Clinical Commissioning Group.

In this model, youth workers deliver health promotion, harm reduction interventions, and were the front face of the service, with the ability to then refer into GP, nurse and counselling services in the same building. This model enabled attendance by young people less likely to be registered with a GP and was used by many young people with mental health difficulties.

The service is still active, and the website is unusual compared with other primary care services, as it is tailored to young people and promotes local youth clubs and youth initiatives, alongside health focused services; it also promotes referrals to community youth activities. In 2022, their website showed that the service uses the description of "health and wellbeing advisors" led by a qualified youth worker and five other professionals with psychology backgrounds.

Another example of youth workers embedded within health systems is that of the London partnership between Guy's and St Thomas Hospital and OASIS Youth Services. This partnership was initiated with

an aim to intervene with young people who presented to A&E with violence-related injuries by offering them a referral to a youth worker. The success of this programme resulted in the partnership expanding its focus to support young people with diabetes.

Both interventions have shown positive benefits for young people ([Ilan-Clarke et al., 2016](#); De Marco et al., 2016). They demonstrated improvements in psychological and lifestyle risk factors for those referred via A&E, and for young people with diabetes, more adherence to self-managing their condition, with a 30% reduction in unplanned hospital admissions ([YES, 2022](#)).

Conversely, alongside reflections on the role of impact research within and about youth work, the literature review suggested aligned areas of potential development. In particular, this involved the training of professionals already using skills that align with youth work but haven't undertaken formal training (Crisp, 2020). For example, sports coaches often work with young people and may be offering opportunities within competitive sports or social sports.

Spaaij et al. (2013) describe an intervention that uses sports as an incentive for participation in a programme to reduce youth unemployment. This model included youth workers who delivered the practical elements of the programme to develop work-related skills, but the coaches delivering the sports activities were likely to be as influential in encouraging aspirations and a sense of achievement and belonging, which provide a foundation for wanting to develop other skills. This is supported by Crisp's paper (2020) that suggests training sports coaches in youth work principles would further develop the practice of the coaches and provide new opportunities for the workforce.

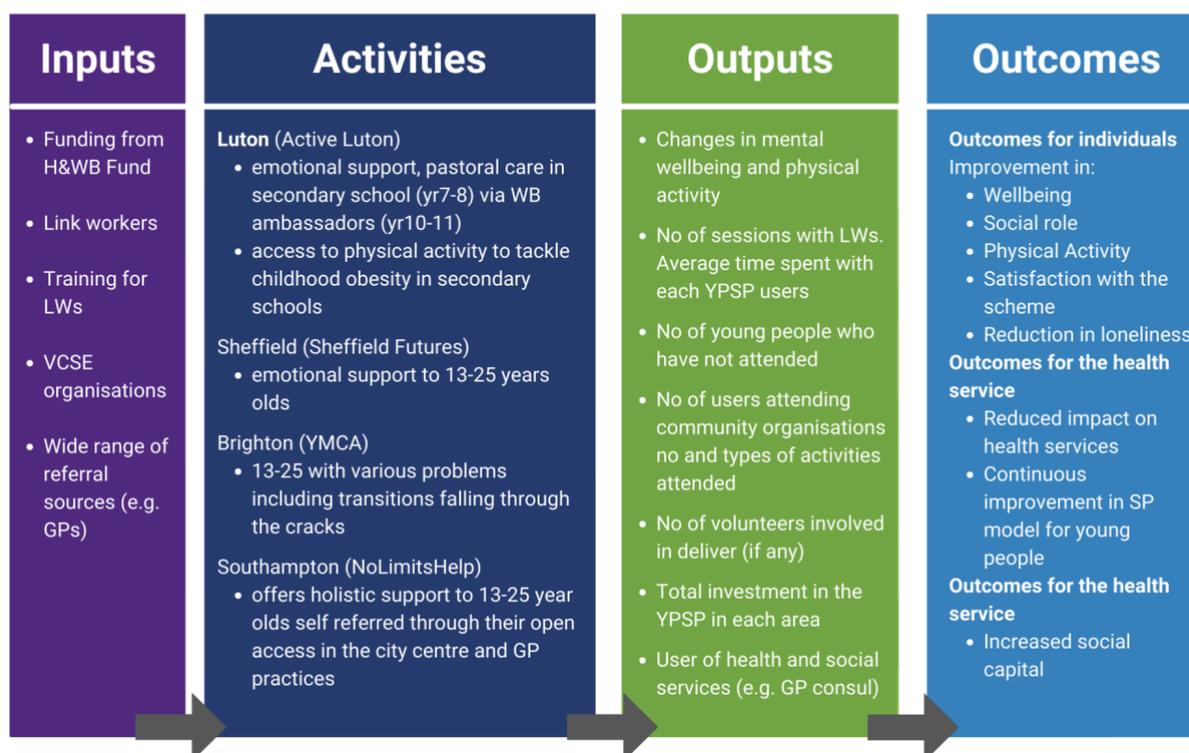
Participatory arts, including music, radio and film often have funding to work with young people (Howard, 2020). However, many artists will not have undertaken formal youth work training and may be working instinctively rather than within youth work principles. Offering youth work principles training to these disciplines could enhance the evidence-base of the impact these spaces have and offer additional benefits and outlets to support youth work outcomes.

In particular, [social prescribing](#) is presented as a key area where this may take effect. In some areas of England, the charity [StreetGames](#) is providing social prescribing (Brighton, Southampton, Luton, and Sheffield) and is also coordinating the youth social prescribing network and training and supporting youth link workers.

Early evaluations suggest that this approach is proving successful in improving wellbeing, reducing loneliness and reducing the need for NHS interventions. It provides a targeted approach that then enables signposting to universal services for young people to access ([Bertotti et al., 2020](#)). It also showed a social economic benefit of £5.04 for every £1 invested in the service.

However, the link workers needed more training, as the role was more complex than that of adult social prescribers, and young people were sometimes unclear about the boundaries of the role and the length of time that they could access the 1:1 support. The initial logic model (shown below) for the evaluation of the pilot is helpful in demonstrating a mixed methods approach to a longitudinal place-based intervention that could be used within youth work ([Bertotti, 2019](#)).

Programme Theory: Relationship between young person and link worker based on coaching, motivation, and listening creates behavioural change and promotes access to further support which enables the young people to consider an alternative set of actions and set out to change or more effectively manage their own health and well-being.



Youth partnership foundation

Models such as Youth Partnership Foundations (YPFs) are increasingly being used as vehicles to facilitate partner organisations and agencies working towards common objectives. The YPF Trust is a network of YPFs that coordinate place-based partnerships and investment in services for young people. They also collaborate to demonstrate impact of these services. YPFs recognise the critical role that universal, accessible youth services provide in the development, aspiration and potential of children and young people. Youth voice is central to understanding the needs and designing the services that the partners in the YPF provide for young people.

Young Westminster Foundation (YWF) is a cross-sector partnership connecting youth charities, young people, businesses, Westminster City Council and other partners, such as universities, the Met Police and the NHS.

Together, the YWF community shares a vision for all young people in Westminster to grow up healthy, safe and happy with the best opportunities for brighter futures. YWF's 100+ members range from large youth clubs to smaller grass roots organisations, all driven by their passion to provide the best services, opportunities and support for local young people. The Foundation believes that youth voice should be at the centre of decision-making. Their goal is to identify and address the challenges faced by young people today, all the while ensuring that they are truly at the heart of the conversation.

Impact of youth work

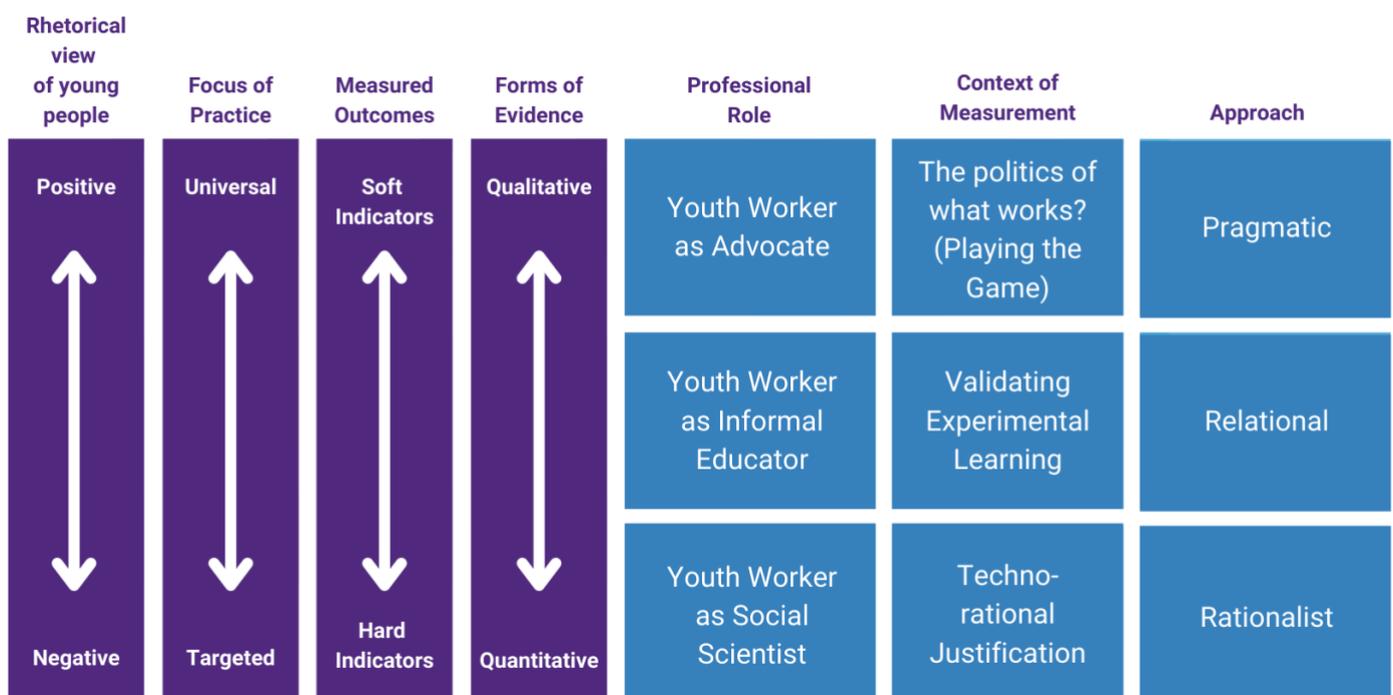
Marshall et al. (2021) highlight the potential of transformative evaluation as a methodology that is in harmony with the principles of youth work, with the scope to identify impacts of youth work and mechanisms by which this change occurred. It is not surprising that key literature within the Marshall report overlaps with findings of this literature review and also that of Dickson (2013), Dunne et. al (2014) and McGregor (2015), who believe that the inclusion of young people and grassroots youth workers in participatory evaluation/research is an area where youth work could focus.

There is a mismatch between the expectations for youth workers to train at degree level and to carry out evidence-based, reflective practice and the lack of investment in the sector. The sector has experienced job losses and limited funds has resulted in organisations to recruit less well-trained professionals into roles at lower pay. This subsequently means that people on the ground are even less equipped to balance effective evaluation and working with young people. This coincides with a UK-wide issue relating to stretches on other services, increasing the numbers of young people with more complex mental health difficulties without specialist help. This has meant that many young people are asking for help from trusted professionals within teaching and voluntary sector organisations.

As youth work was encouraged to move from a universal to a targeted provision model via the funding bodies, they are increasingly working within marginalised communities, which already have health inequalities from structural issues and are therefore even more likely to have complex needs relating to housing, finances, safeguarding and mental health. Some of these tensions relate to a lack of clarity over responsibility for different aspects of quality provision, evaluation, and demonstrating outcomes and impact.

In 2014, an extensive report on youth work in the EU was carried out by [Dunne et al.](#) (sponsored by the European Commission); it includes some references to youth work literature and impact. Overall, they found that “where youth work is well designed, informed by an understanding of young people’s situation and development process, and supported by competent youth workers, it can result in a range of positive results” (p. 180). They summarise these as both positively impacting young people’s personal skills and social capital and contributing to enhanced opportunities for enriching shared activities within and between generations.

In 2015, [McGregor](#), commissioned by YouthLink Scotland, carried out a literature review specifically scoping the impact of universal youth work. They used a less broad search strategy than Dickson (2013) and focused on literature that met the definition of youth work by YouthLink Scotland. The table below provides a helpful visualisation of the evidence they found, the links to the role of a youth worker, and the possibilities of measurement/evidence.



Key themes identified in the evidence to build on the literature review by Dickson (2013) were a focus on academic inquiry relating to a) difference and inequality, b) professionalisation and c) theories of learning and pedagogy. They found that the research within Europe (Dunne et al., 2014) and primary research suggest youth work can bring positive outcomes in relation to educational attainment, employability, and health and wellbeing. They suggest that success factors that enable positive outcomes from youth work identified in the literature were: “Prolonged and stable engagement over time; Voluntary engagement in processes that begin with lived experience yet provide structured opportunities to problematise and reflect on that lived experience; Adults and young people building authentic relationships and working as genuine partners in the learning process; Starting where young people are ‘at’ by taking their forms of cultural expression seriously” (p. 9).

Results

Demographic Profile

Blackpool is an upper-tier local authority district (LAD) sitting on the Fylde Coast in the North West region of England. Blackpool has a resident population of c. 139,400, a population density of 40.7 persons per hectare, the third highest in the North West behind the major cities of Manchester and Liverpool, and the seventh most densely populated borough in England and Wales outside Greater London.³

The LAD covers an area of just under 14 square miles and is divided into 21 wards that are all classified as urban. Aside from any accessible coastal and beach areas, there is limited open space – particularly within and around the centre.

Population

The population of Blackpool fell from an estimated 142,000 to 139,400 from 2012 to 2019, a combination of both outward migration and natural changes due to death and birth rates. During this time the North West population grew by c. 3.6%, while the rest of the U.K grew by c. 4.8%.⁴ The population of Blackpool is projected to fall by a further 500 persons by 2028 whilst other areas rise.⁵

Whilst there is little available data to understand movement within the local authority (and thus housing stability), the latest Joint Strategic Needs Analysis (JSNA) for Blackpool recognises that “transience has been an identified issue in Blackpool for a long time”.

The JSNA identifies through “analysis of GP Register data” that “a small number of people move more than 3 times a year (less than 2%), and that the age group most likely to move at least once is young people aged 20-29”.⁶

Age

Blackpool has a higher proportion of people aged over 45 than England and a much lower proportion younger than 45. The age group from 20 to 44 has a considerably lower proportion than England.⁷

³ Nomis: QS102EW

⁴ ONS Mid-year population estimates

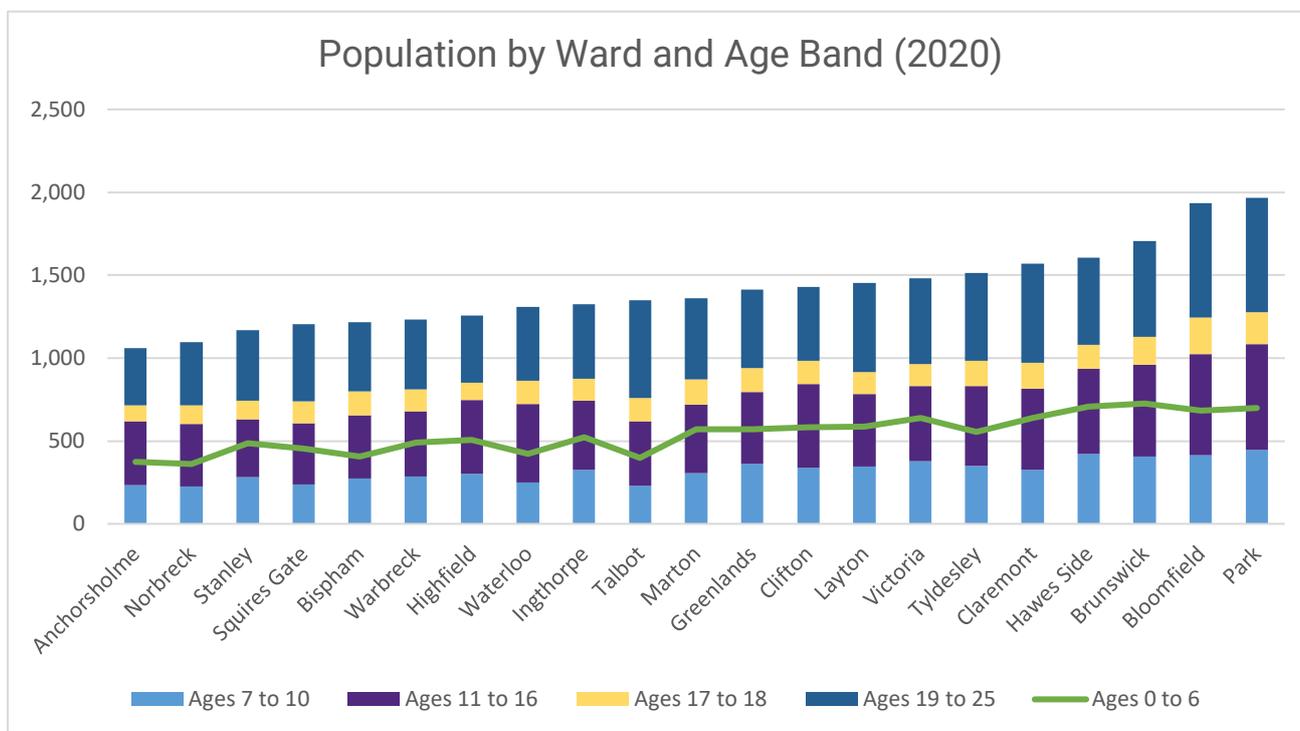
⁵ ONS Population projections

⁶ Blackpool JSNA

⁷ ONS Mid-year population estimates

Over the next decade it is projected that there will be proportionally fewer persons in Blackpool from 16 to 55 years old but more from 55 years old to 80 years old.⁸

Population projection estimates by single year of age are not available at ward level; however, current estimates of banded age groups show a varied distribution, with Park having nearly twice as many young people within the range of seven to 25 years old as Anchorsholme.



Source: ONS Mid-year Estimates

Gender

Blackpool's population is slightly more female (50.3%) than male (49.7%). There is no significant difference in the gender distribution in Blackpool compared to other areas, either overall or by age group.

Ethnicity

The only reliable data on ethnicity is from the 2011 Census, which shows that Blackpool is one of the least diverse local authorities.⁹ It had a black and minority ethnic population of 4,726 people, or 3.3% of the total population. This is lower than the averages for the North West region (9.8%) and England (14.6%) as a whole.

The 2011 Census provided a breakdown of ethnicity by age bands at LSOA. Combining these to ward level and selecting only those aged eight to 24 showed that the younger age groups are proportionally more diverse, with 4.4% of young people being from a non-white ethnicity. Brunswick had the most diverse age group, with 7.6% of the population aged eight to 24 in 2011 being non-white.

⁸ ONS Population projections

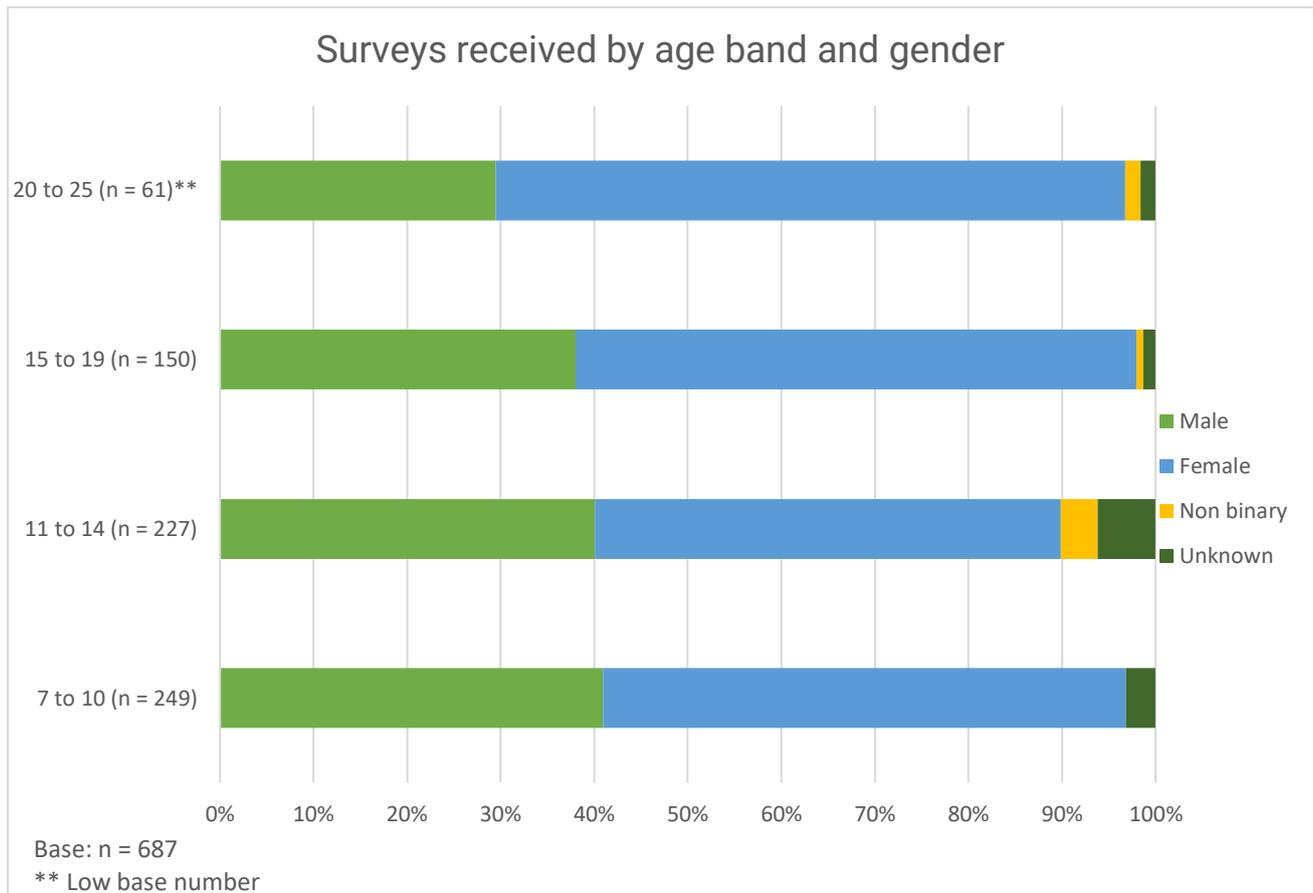
⁹ All data taken from NOMIS.

Young People Engagement and Consultation

There is a standalone detailed report with analysis of each question available for the quantitative consultations with young people.

Summary of questionnaire responses

In total 742 responses were received, 43 were out of scope, and a further 19 had insufficient data, leaving 680 responses that were usable. There was a disproportionately low response rate from young males, decreasing as the respondents got older. The response rate was highest amongst those aged between seven and 14.



Limitations

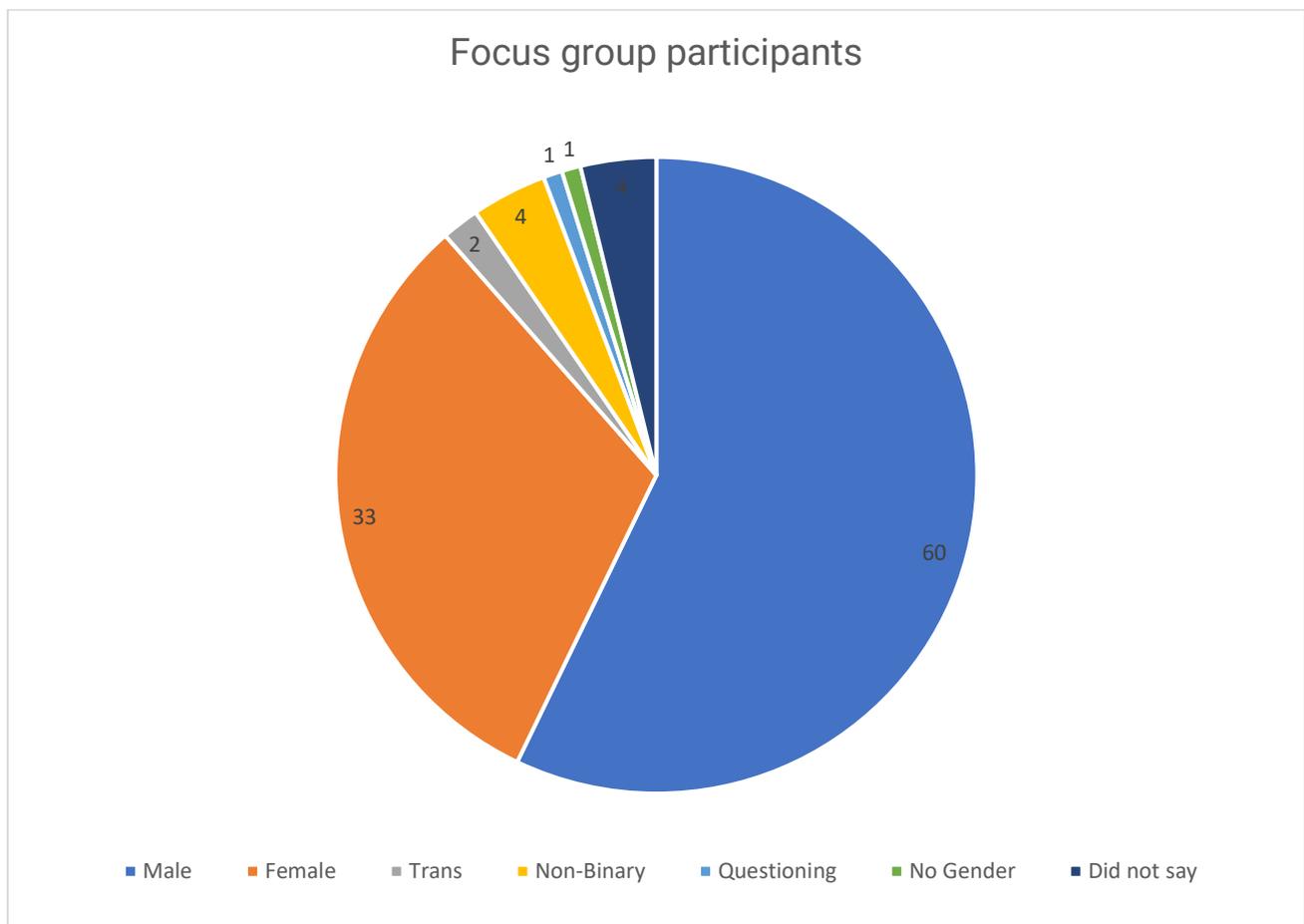
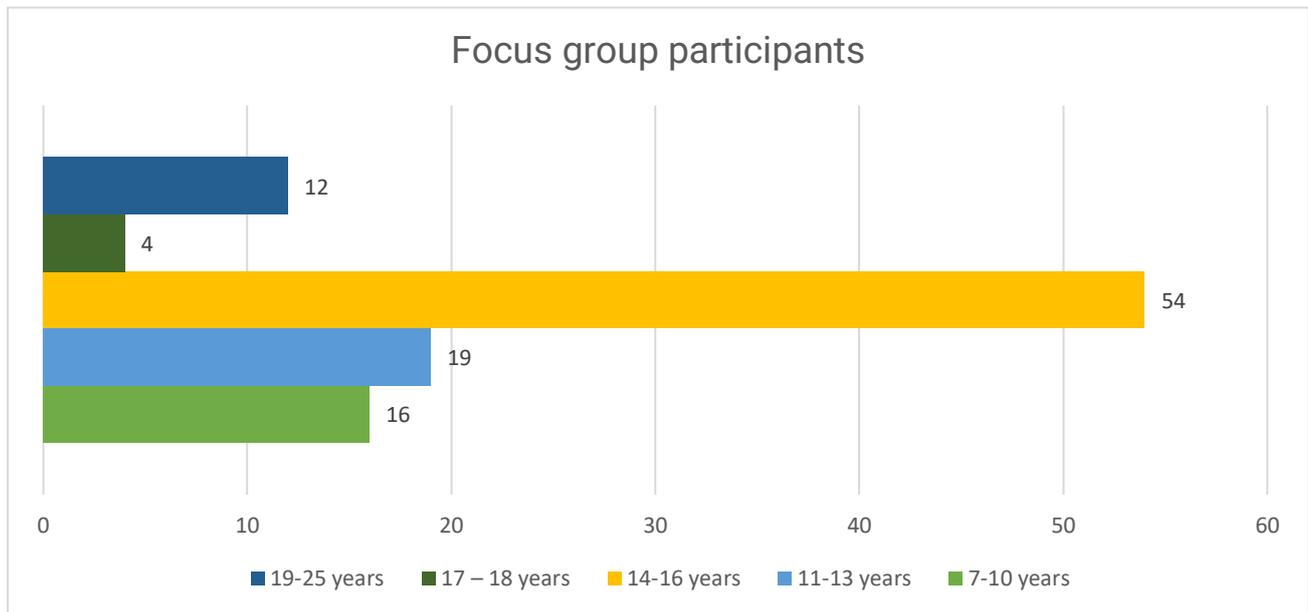
There were 11 responses from those who identify in a non-binary way; therefore, these were not able to be analysed in isolation.

Those aged 20 to 25 have only been reached through more exclusive channels and have fewer responses. Therefore, there may be some selection bias, and the low base number means this age group are excluded from some differential analyses (e.g. by gender).

As the data collected was from a single point in time, there is no way to understand potential cohort effects or changes over time.

Summary of focus group participation

The host services of the focus groups were selected to reflect the diverse nature of young people from across Blackpool. YFNW facilitated 11 focus groups, working with 105 young people, aged between seven and 25, 60% of whom identified as male.



Participating in youth provision activities

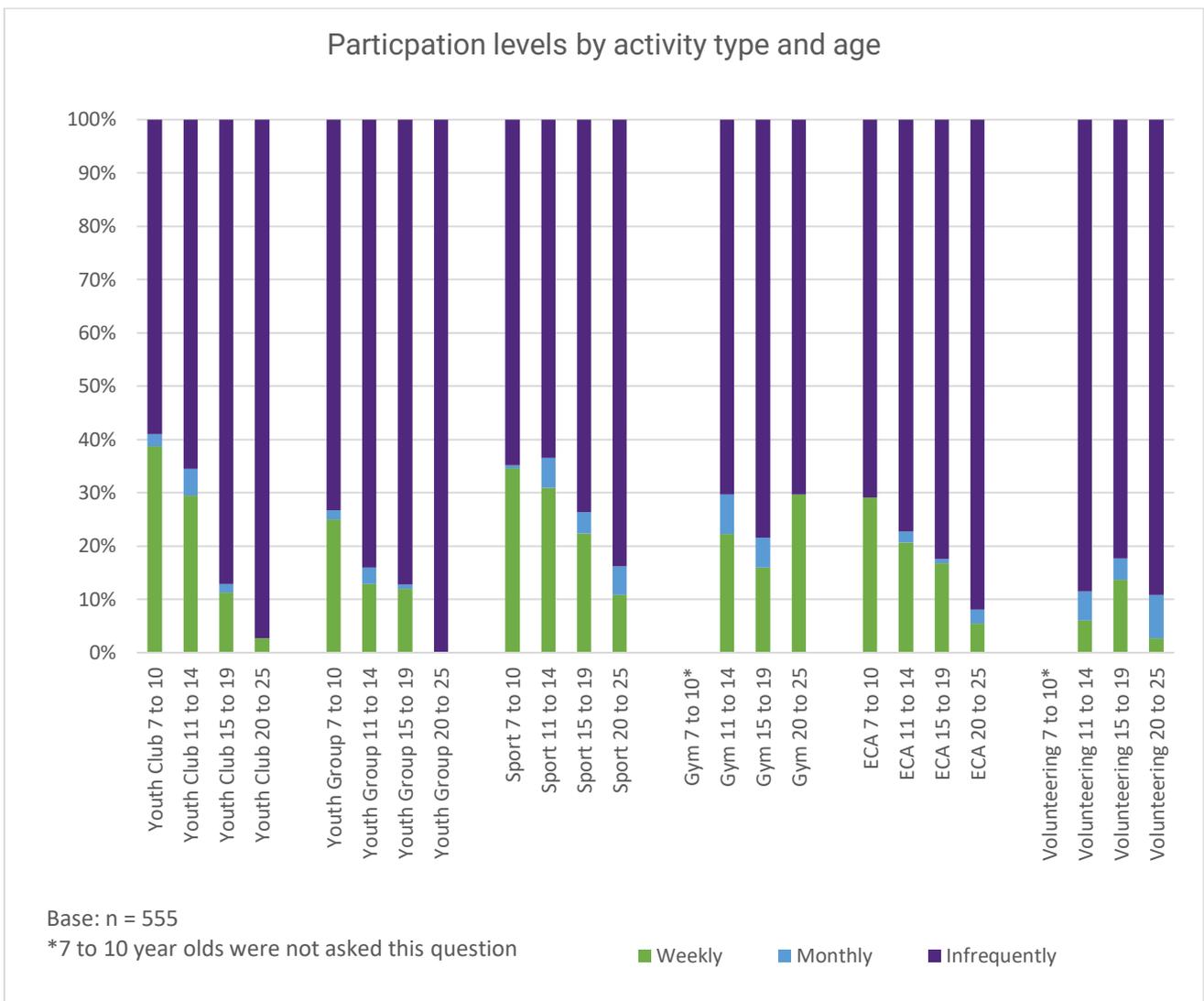
Respondents were asked how often they participated in any activity. Overall, the responses show that regular participation rates decline with age for each activity (Figure 4). The exceptions to this are:

- Volunteering, which showed higher participation rates amongst 15- to 19-year-olds
- Gym, which showed higher participation rates amongst 20- to 25-year-olds

The responses show that in general, a young person is either regularly engaged with an activity or does not attend regularly. There are very few who have occasional attendance (monthly), although this is a little more prevalent in the 11 to 14 age group.

Participation is highest at youth clubs and sports for young people aged seven to 10. These activities continue to prove popular at ages 11 to 14, but with a small shift towards occasional attendance. However, from ages 15 onwards youth club and youth group engagement decline significantly, becoming the least popular activities.

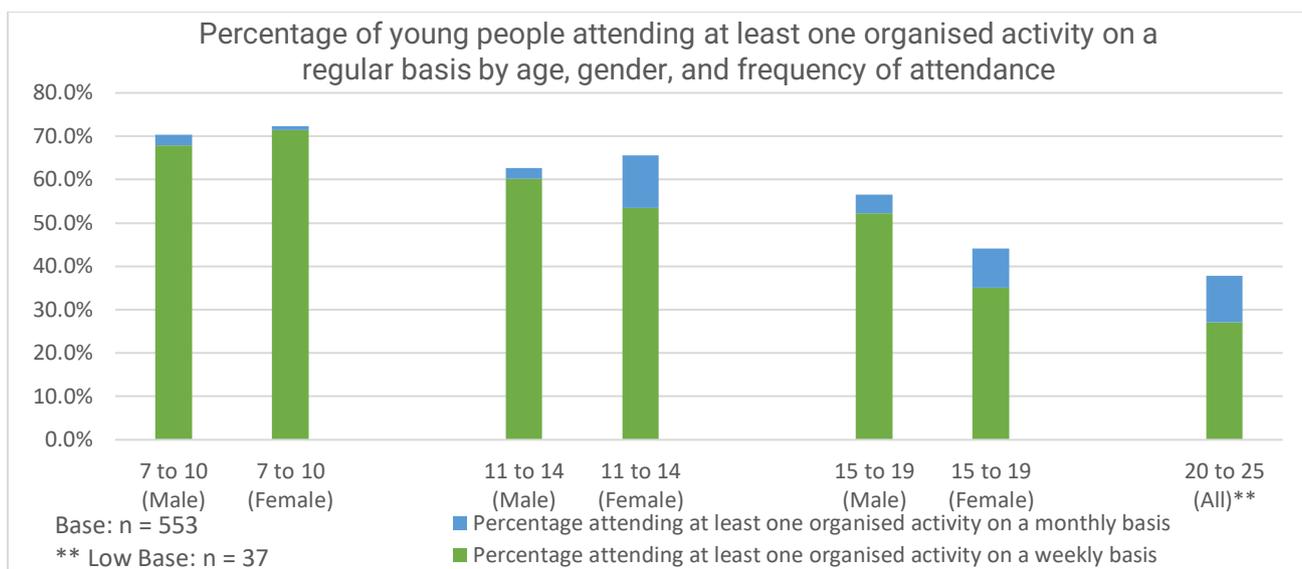
Youth provision attendance was explored with focus group participants. The sense of membership and belonging to the provision that young people attend was found to be of high importance to those young people regularly participating. When examined further, the sense of membership and belonging was particularly influenced by easy access to local provision and the relations that the young people had with workers.



Differentiating responses by gender suggests two general themes:¹⁰

- Those identifying as male are more likely to participate in sports, gym and youth group activities across all age groups.
- Those identifying as female are significantly more likely to participate in dance, music or arts (ECAs).

Taken in aggregate, the proportion of young people who attend at least one organised activity on either a weekly or monthly basis decreases with age. Differentiating by gender, the proportion of females with regular attendance at any organised activity decreases more with age.

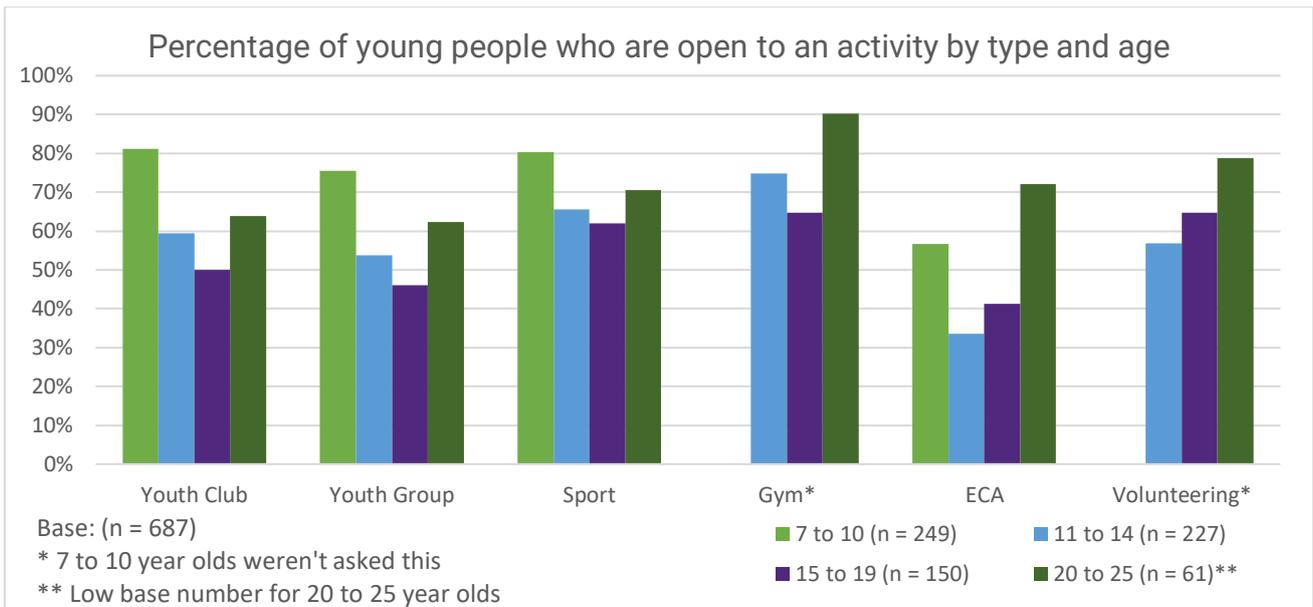


Openness to youth provision activities

Young people were asked whether they “didn’t want to” do any of following activities (figure 7). Those who didn’t choose this response are considered “open” to an activity. The responses show that:

- Generally, openness to activities lessens with age throughout teenage years but picks up again from 20 to 25
 - low responses for 20- to 25-year-olds mean this latter statement should be treated with caution
 - volunteering shows a different trajectory with openness to participating in volunteering increasing with age
- Those aged seven to 10 are most open to partaking in any activity
- Sports, exercise in a gym, or other organised physical activity is the activity that young people were most open to across all ages
- Any one of arts, music, or dance (ECAs) are activities that young people are least open to

¹⁰ Given the low number of responses from those who identified as non-binary, we have not included this as a category in gendered analysis.



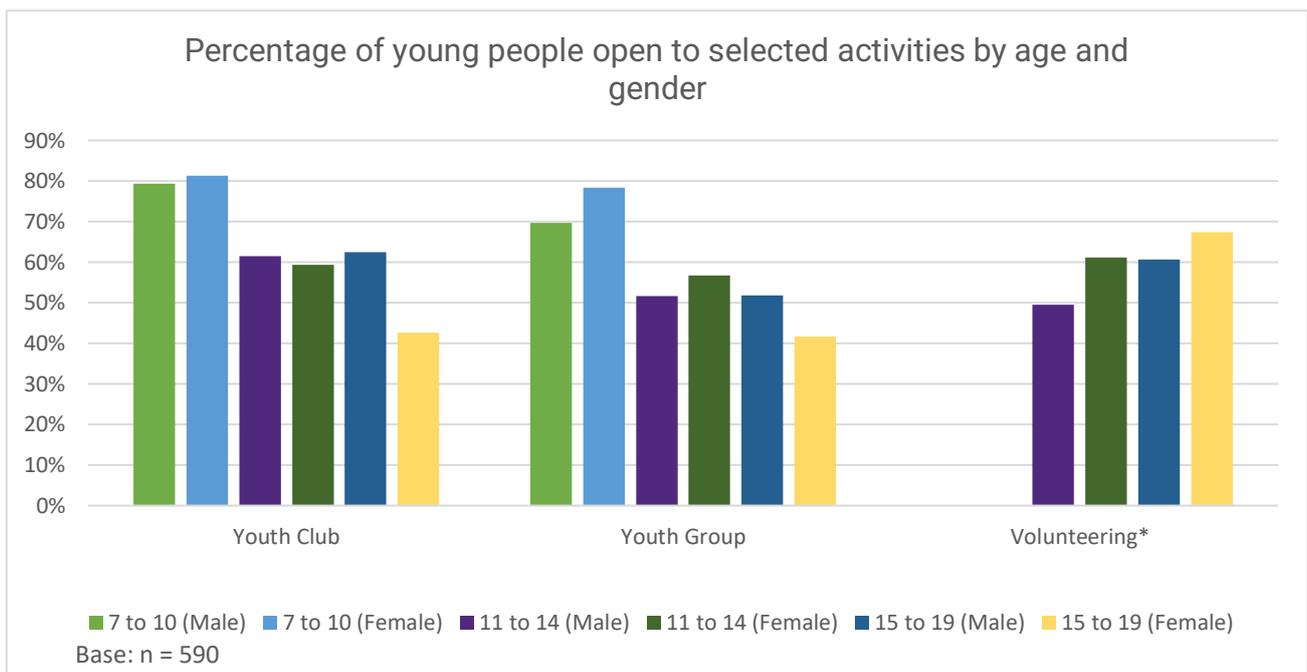
When differentiating by age and gender there are some distinct patterns:

- At ages seven to 10, young girls are more open to all activities
- Girls are more likely to be open to arts, music, and dance across all age groups
- By ages 15 to 19, young boys are significantly more open to youth clubs, youth groups, sports, and gym
- Interest in volunteering grows consistently across the age range, regardless of gender

Openness to accessing youth services

The older the responder, the more likely there is a shift away from being interested in traditional “youth service”. This is especially marked for those identifying as female (figure 8).

When reasons for not attending youth centres were explored in the focus groups, there was a perception that they were ‘boring’, and the resources and facilities that were available within them were unappealing. This was a prominent view with the participants who were 16 and over.

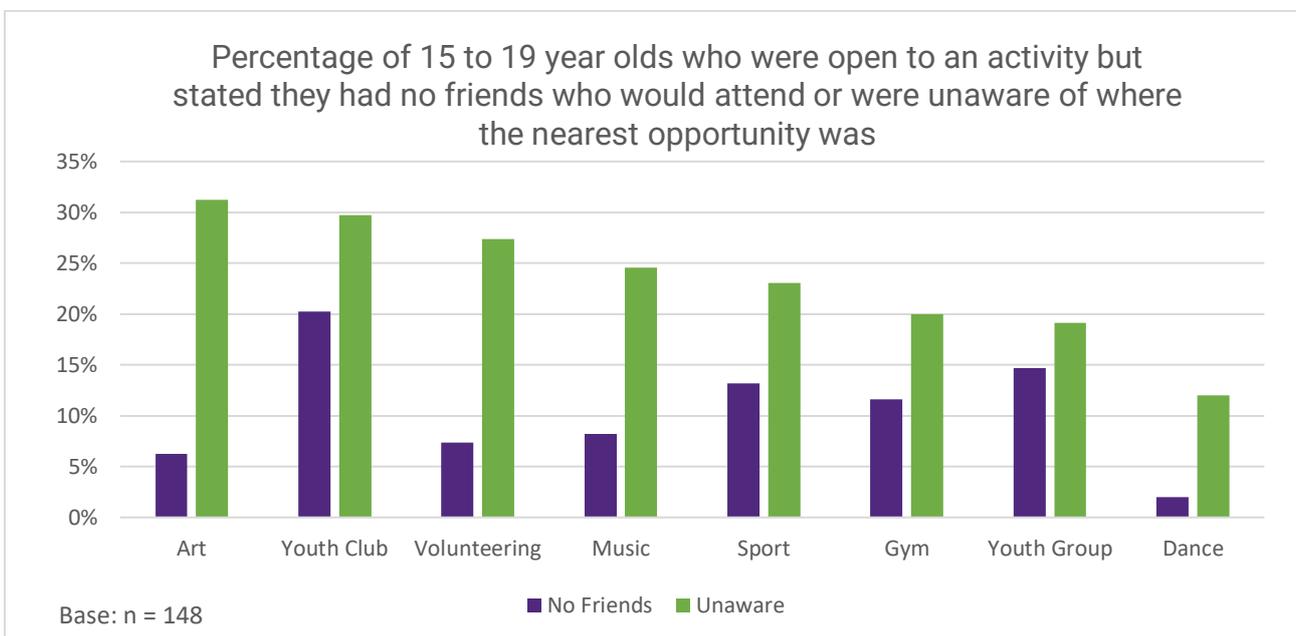


Impediments to activities

Young people were asked to select any common obstacles which might affect their ability to partake in activities.

There was variance by activity type but with the common following trends:

- Most commonly, young people of all ages and across all activities stated that there were no obstacles preventing their engagement.
- The most common impediment across all age groups was a lack of awareness of where the nearest opportunity for each activity was. Older age groups generally had less awareness by activity.
- The second most common impediment suggested that many young people might be open to an activity but had no friends who would partake in that activity with them.
- By age 15, almost no young people faced difficulties in travelling to opportunities.

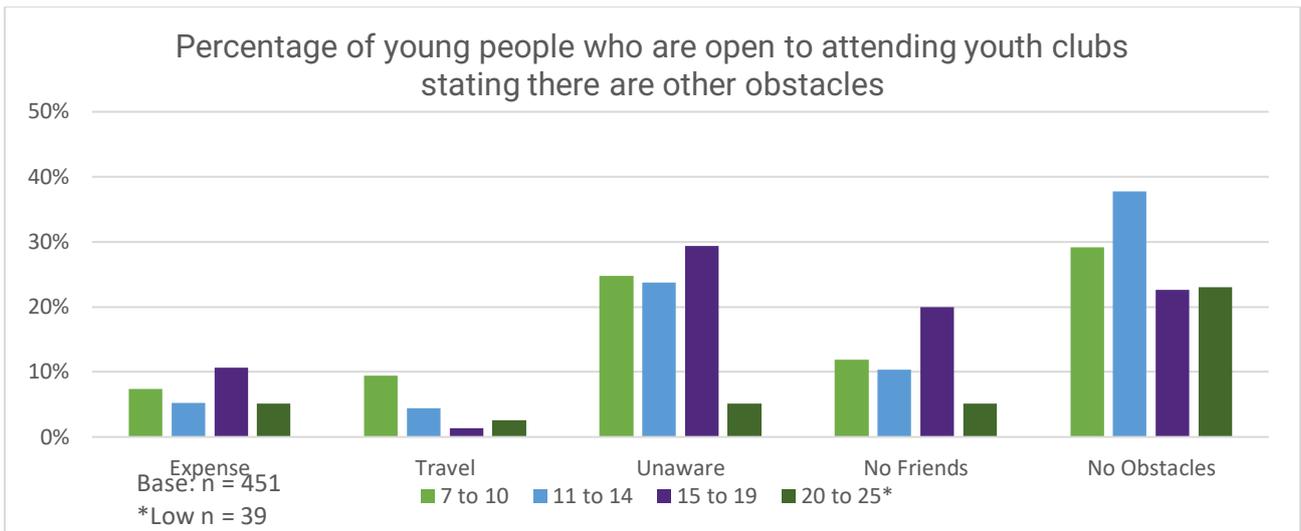


Barriers to accessing youth service activities

Around 26% of young people who are open to attending youth clubs are unaware of where the nearest opportunities to them were, peaking at 30% amongst 15 to 19 year olds. This age group also was more likely to identify other impediments, with one in five stating they had no friends who would partake in youth clubs.

Exploring barriers within the focus groups identified apprehension amongst some young people in attending youth provision that was aimed at high attendance, citing large groups increased anxiety levels. This was particularly pertinent for young people who identify as having a special education need/disability.

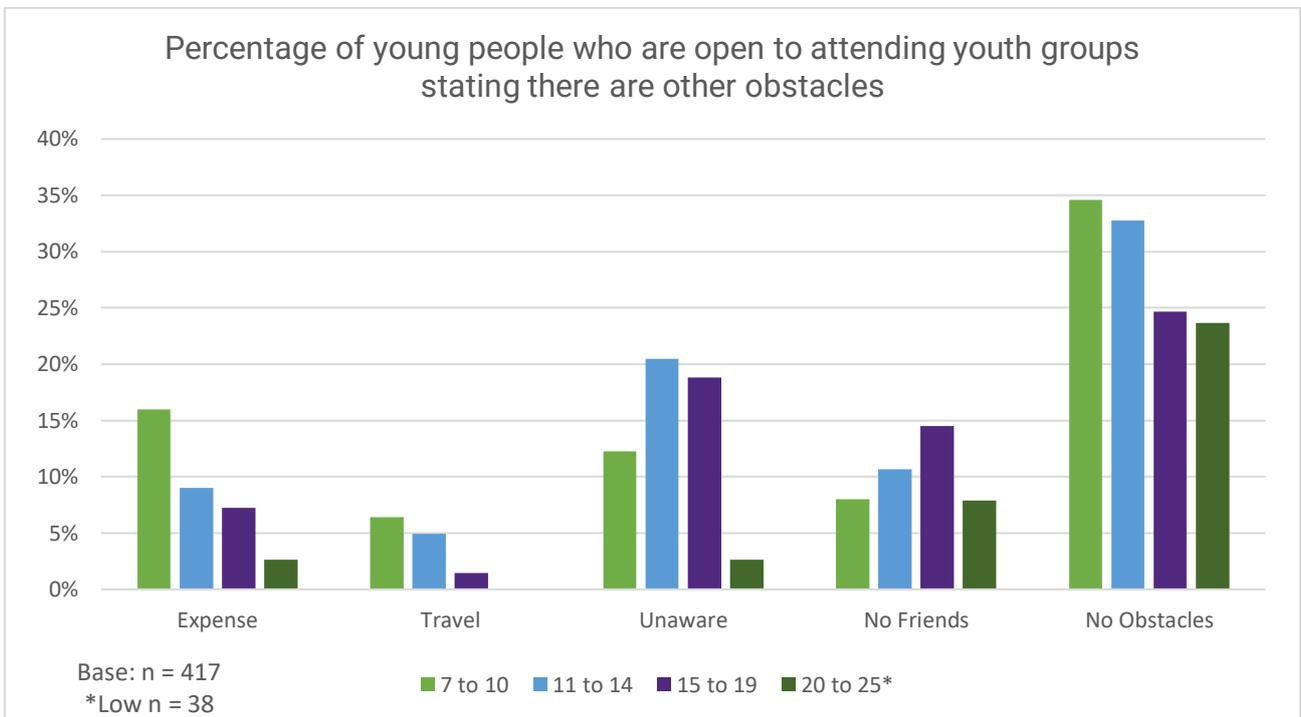
Furthermore, personal safety was raised as a barrier within the focus group discussions; common themes included travelling to and from provision and general life in Blackpool. There was also a perception that drink and drugs are readily available, and this increases their feelings of not being safe.



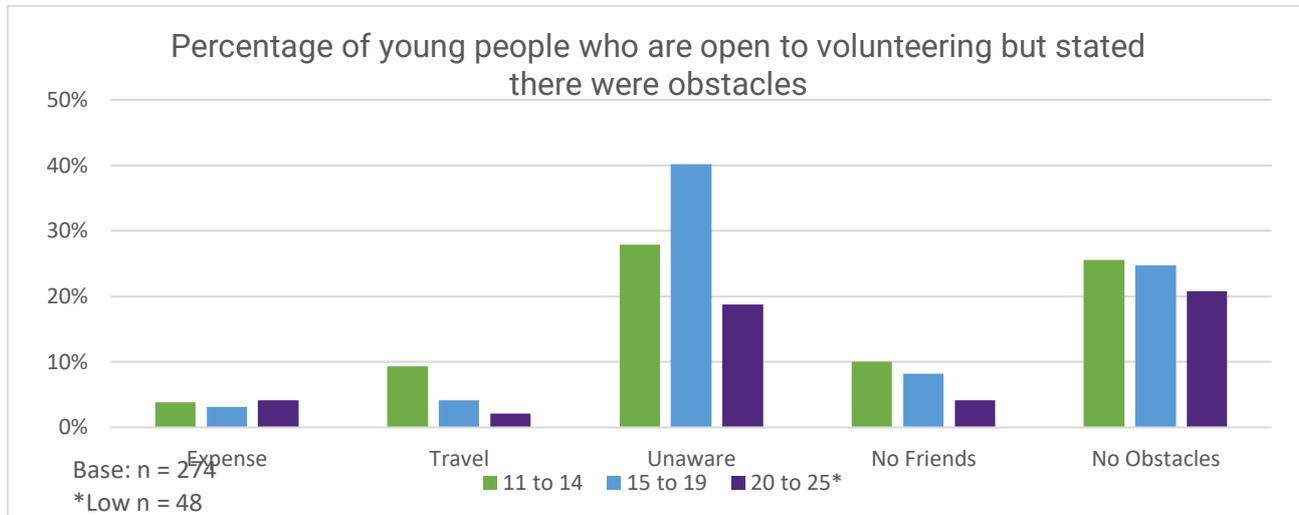
There were around one in six (16%) seven to 10 year olds who considered that the cost of attending youth groups was an obstacle.

When explored within the focus groups, young people accessing youth groups or clubs stated cost of provision was not considered a barrier. However, concerns were raised that if cost increased it could inhibit future attendance due to financial constraints at home.

Public transport prices were considered an inhibitor to accessing provision for young people aged seven–16. Whereas those 16 and over felt that public transport costs were not a barrier to travelling to provision.

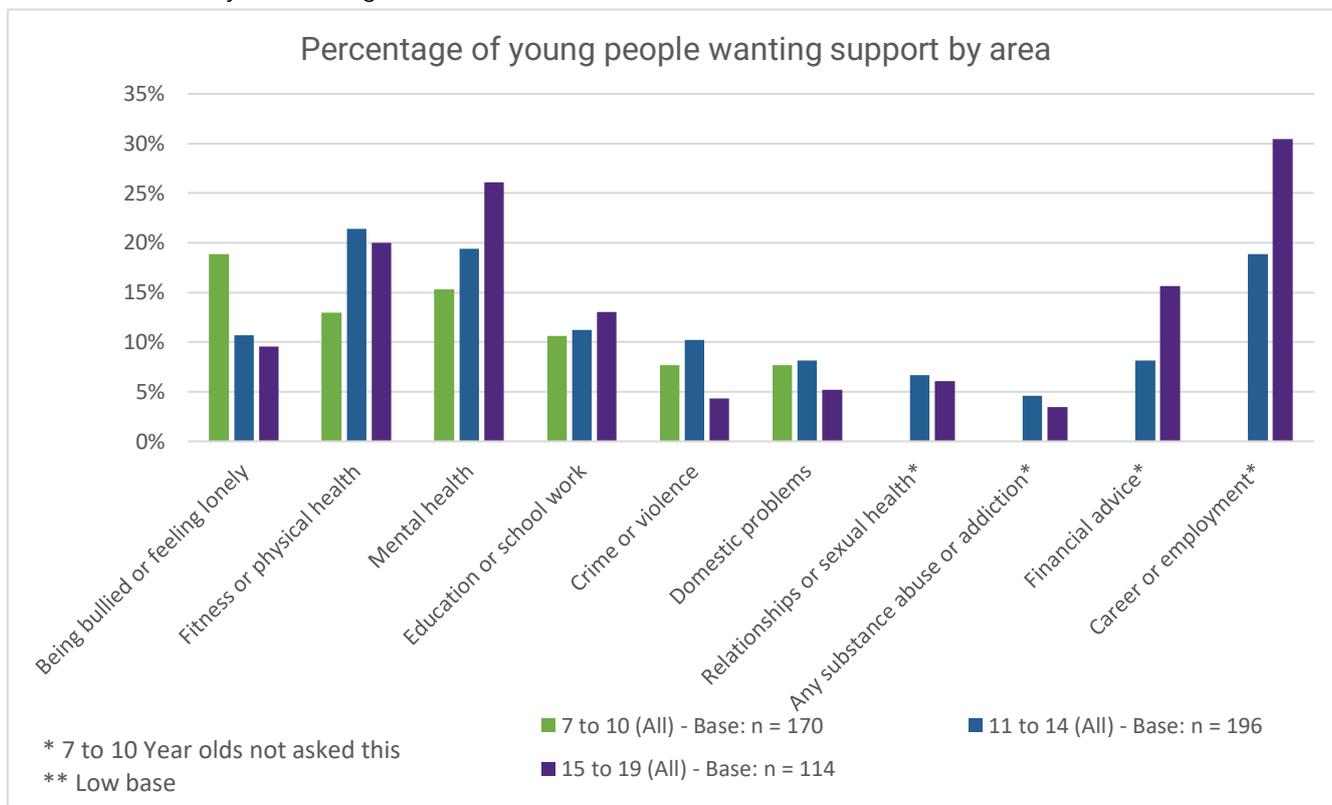


A high proportion of young people were unaware of where the nearest opportunities were to partake in volunteering or social action. This was the highest level of unawareness for all activities and age groups. Conversely, there were relatively few who identified other obstacles.



Support services

The questionnaire asked young people to state if they wanted or would benefit from support in several different areas. Fitness/physical health, mental health, education/school work, financial advice, career/employment related advice and help with being bullied or feeling lonely were the six prominent themes that respondents identified as areas of support they could benefit from that they were not currently accessing.¹¹



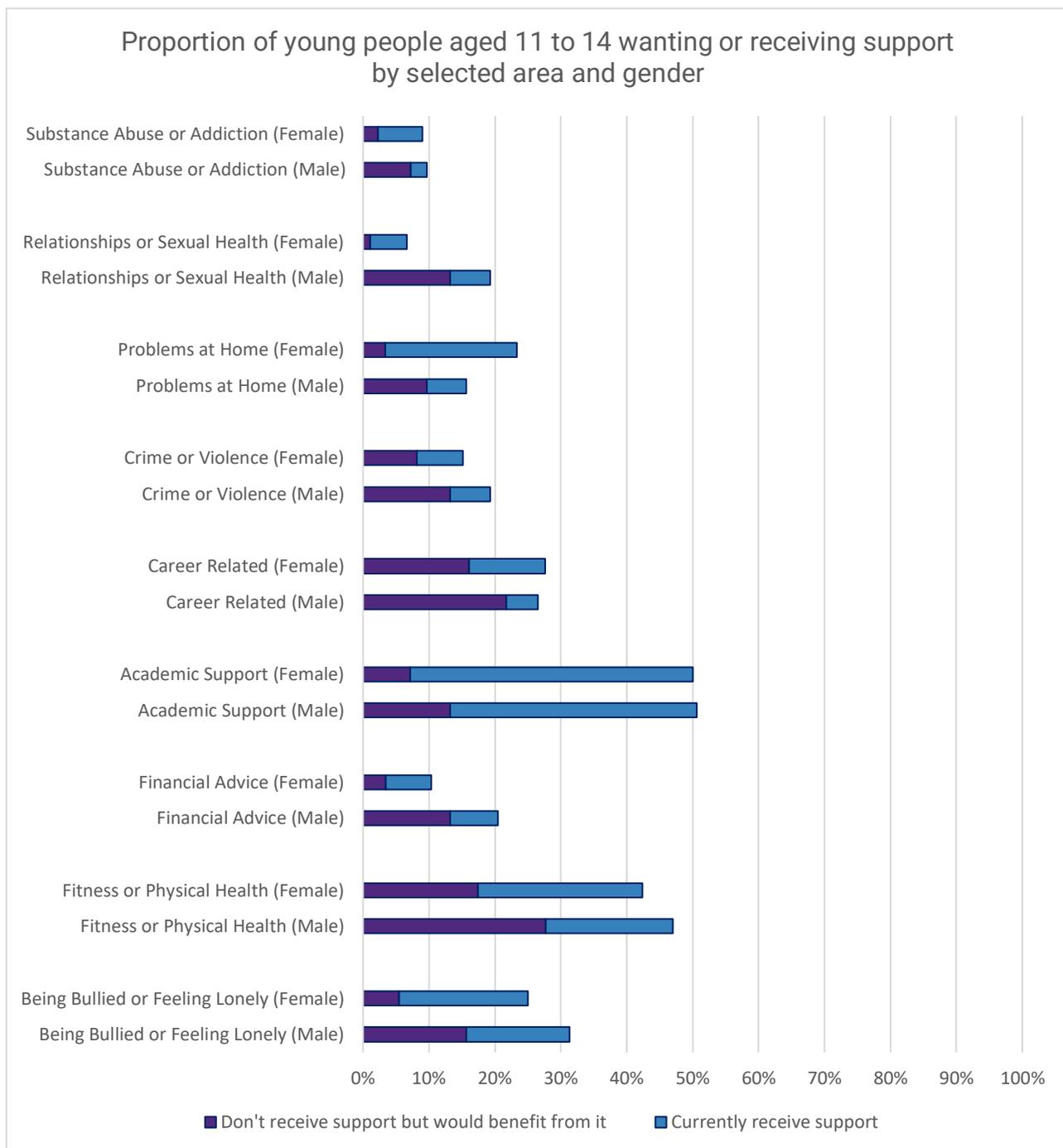
¹¹ Results for those aged 20 to 25 have been excluded given a small base number and likely bias in the respondents due to the channels through which the questionnaire was distributed to them.

With exception to advice and help with being bullied or feeling lonely, the other prominent support areas increased with age. These areas were also amongst the most selected, suggesting early intervention is either not being received, not successful or that the desire for support rises by age group.

There were 16 "other" responses of which 10 stated support was desired for LGBTQ related issues.

Support by topic, differentiated by age and gender

There was little difference in the proportion of males or females wanting support when differentiated by each area amongst the age groups for seven to 10 year olds and 15 to 19 year olds. However, amongst 11 to 14 year olds, there was a distinctly greater desire for support across nearly all areas for young males.

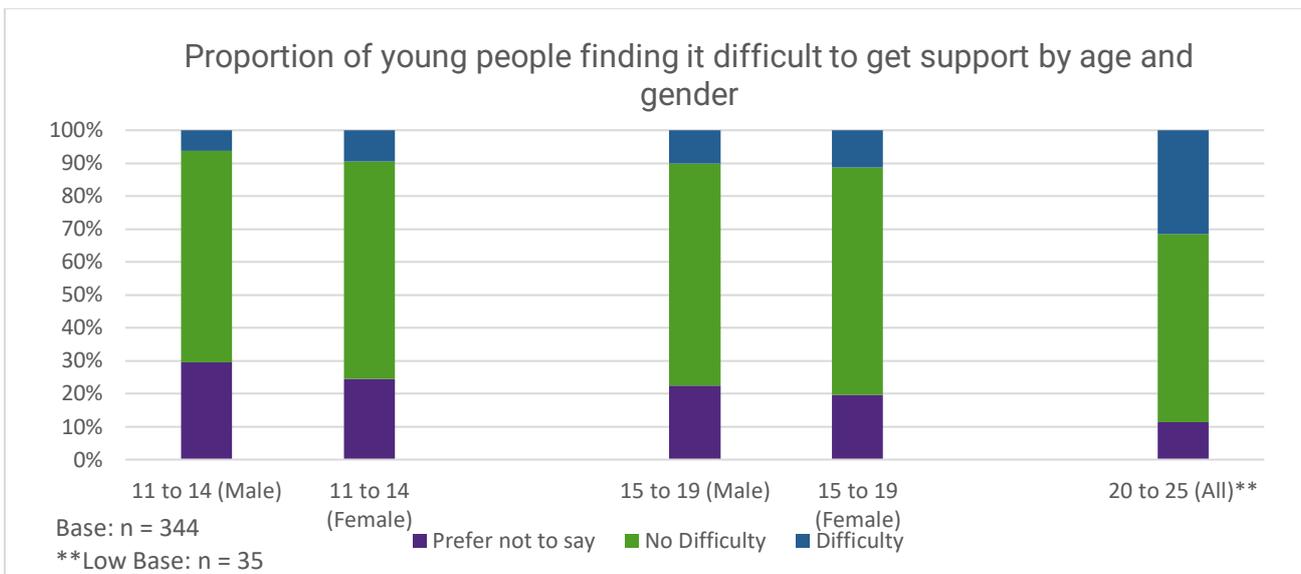


Difficulty in accessing support

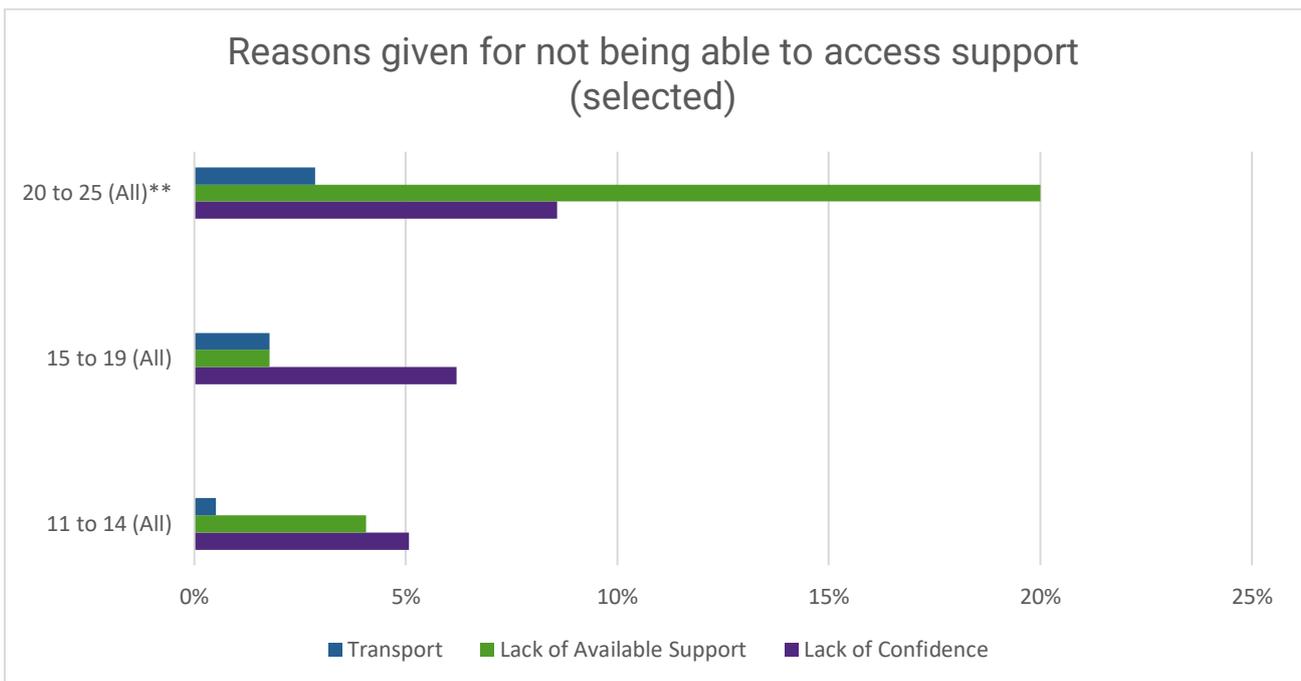
Fourteen percent of respondents, who were 11 or older, said that there were barriers to accessing support, with nearly a quarter of respondents choosing not to answer the question. Young men aged 11 to 14 were least likely to say that they found it difficult to get support (6%).

There was little difference in the proportions when differentiated by subsets of those who attended any activity on at least a weekly basis and those who did not.

Whilst 31% of those aged 20 to 25 said they found it difficult to get support, this figure must be treated with caution because a small number of responses were received, which are likely affected by bias in the respondents due to the channels through which the questionnaire was distributed to this age group.



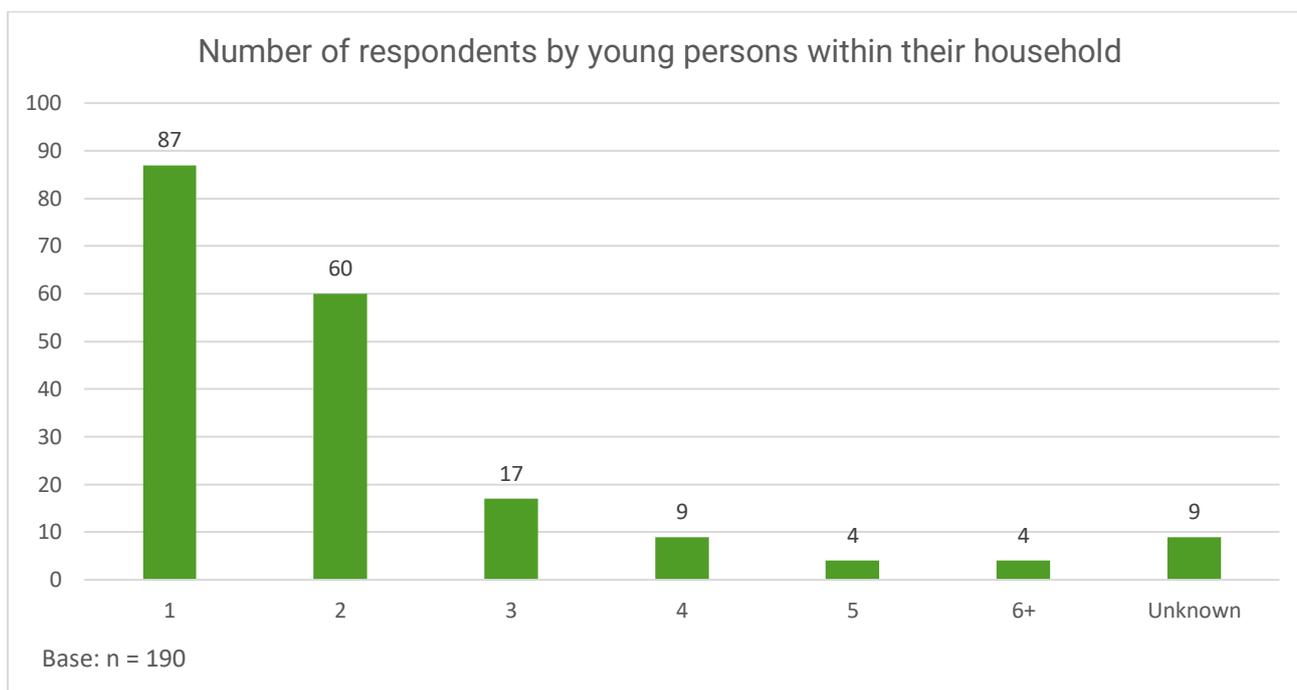
Respondents were asked to explain what might be causing the difficulty to access support. Three areas received more than one response.



Confidence or anxiety and issues related to a lack of available support were the most prevalent reasons for difficulty in accessing support. Again, figures for those aged 20 to 25 must be treated with caution because we received a small number of responses, which are likely affected by bias in the respondents due to the channels through which the questionnaire was distributed to this age group.

Summary of Results from Parents and Carers Questionnaire

In total 193 responses were received, of which three were unusable, leaving 190 responses which were usable, primarily from those with one or two young people (aged seven to 17) living within their household.



Limitations of responses and assumptions

Questionnaires were promoted through schools and a working group of local youth providers to different populations of parents and carers, and therefore the responses will likely suffer from bias in that respondents are predominantly adults whose children are already involved in youth provision.

Respondents were not asked about household composition (e.g. number of adults/parents/families within a household) or household socio-economic status.

It has been assumed that all young persons within a household are dependent.

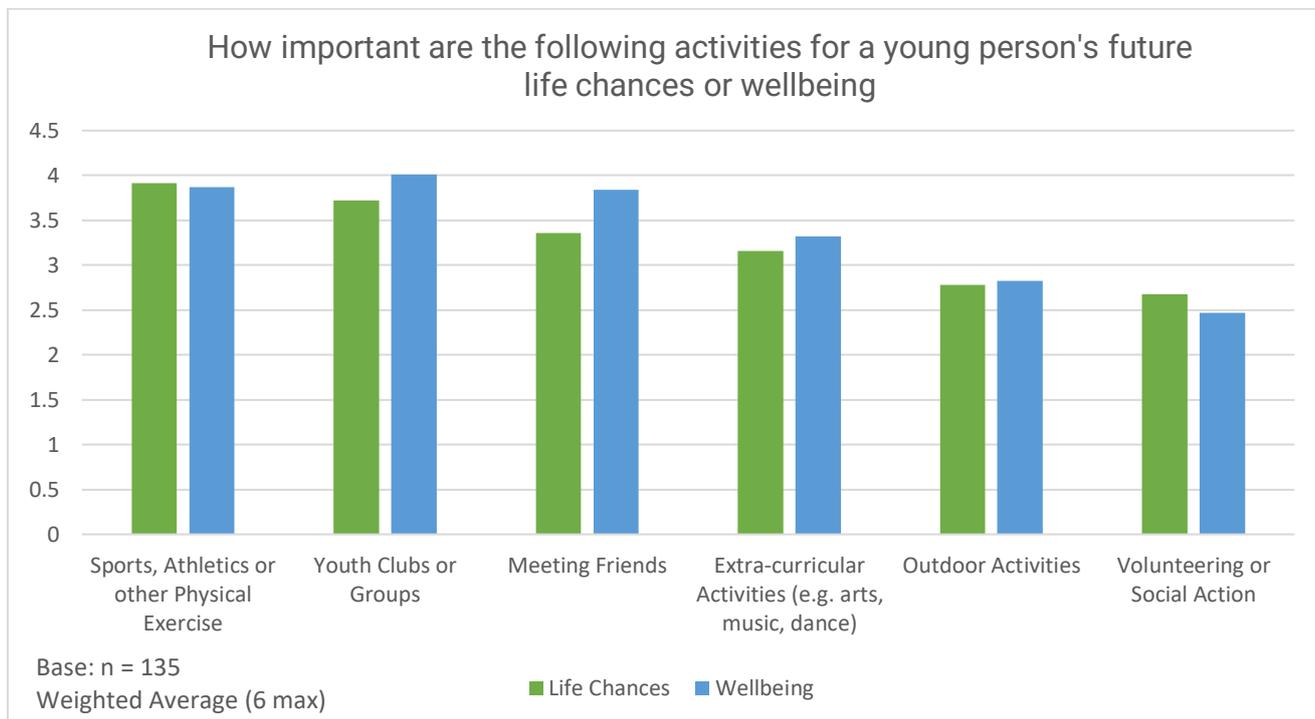
Importance of activities for social outcomes

Respondents were given a list of common activities for young people and asked to rank them by how important they felt they were for a young person's:

- Future life chances after education
- Current wellbeing and happiness

The chosen activities were derived from the results of the children and young person's questionnaire, with some grouped by type to avoid overfitting. Weighted averages were given to each "rank" with a high score meaning the activity was considered more important.

The responses suggest that parents and carers viewed sporting and traditional youth provision as most important overall for young people, whilst volunteering or social action (including political campaigning) was considered least important.



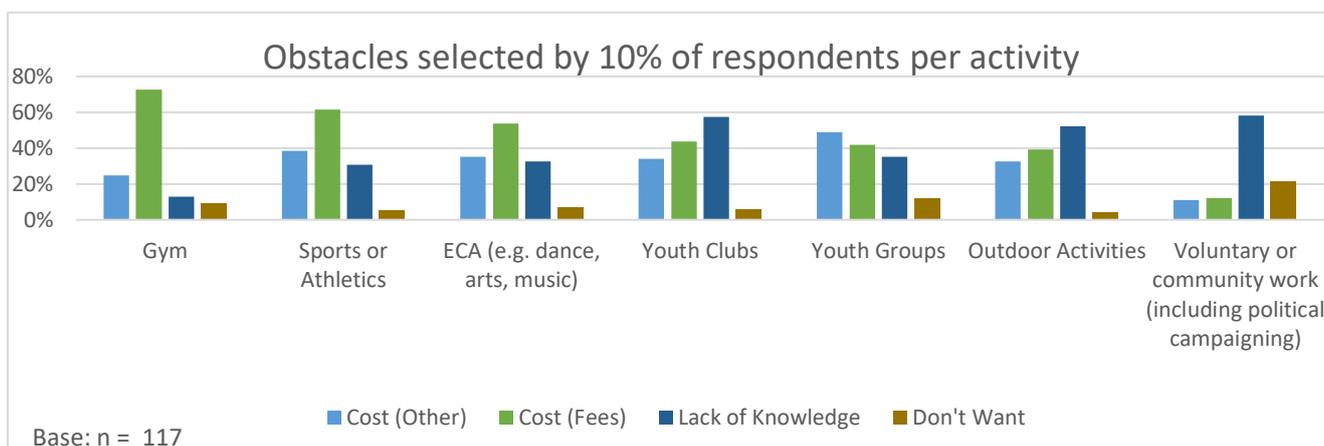
In households that stated they had three or more children (n = 34), the relative importance of youth clubs or groups on wellbeing increased to be ranked highest across both measures with an average of 3.74 points for “life chances” and 4.6 points for “wellbeing”.

Obstacles to activities

Respondents were asked about each activity and whether there were obstacles that prevented young people within the household participating in activities. At least 10% of respondents selected the following obstacles for each activity:

- Cost (fees) – fees for participation or subscriptions for joining
- Cost (other) – purchasing of equipment or uniform necessary for engagement
- Lack of knowledge – not knowing where the nearest opportunities were

21% of respondents also stated that they did not want any young persons in their household to partake in “voluntary or community work” (including political campaigning).



When differentiating by whether a household had one or multiple young persons in the household, there was little difference in the proportion who found costs prohibitive, suggesting that overall, household finances were a greater indicator of an obstacle than the costs per child.

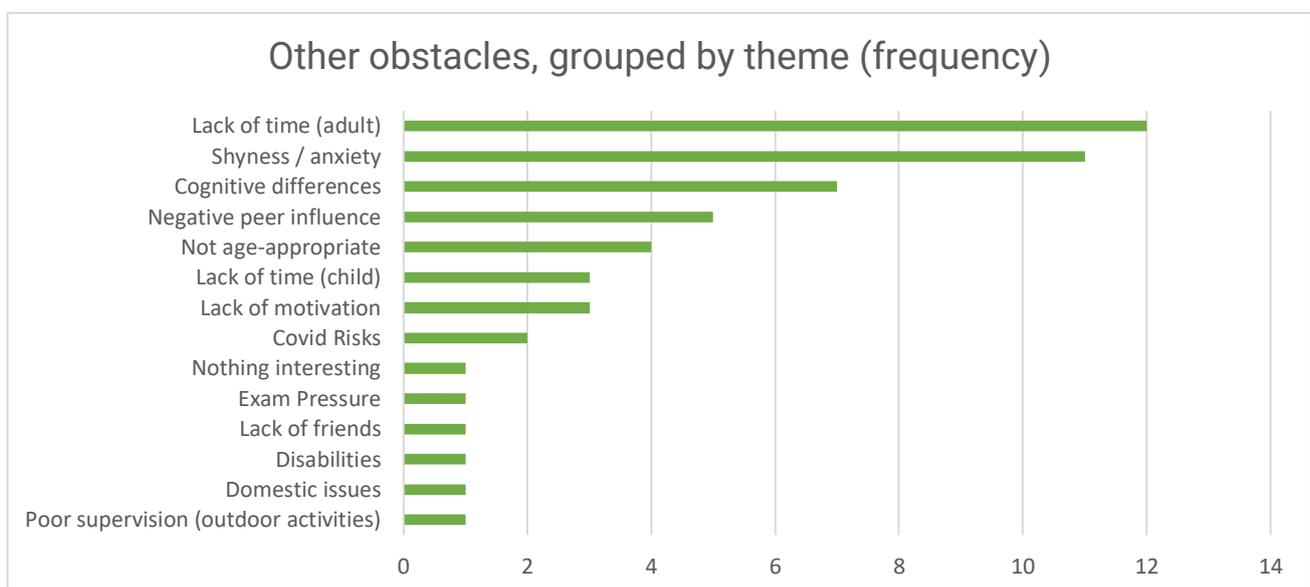
Other obstacles

Respondents were invited to provide a free-text response to describe any other obstacles. Any responses that were already answered have been removed. Other non-informative responses have been removed. For example, if a respondent stated that “activities are too expensive”, this was checked against that respondent’s answer to determine whether cost was a prohibitive factor towards activities. In general, obstacles can be conceptualised in three main ways:

1. Those which are on the demand side, i.e. are related to the circumstances of the individual household or young person.
2. Those which are on the supply side, i.e. are related to the offer from providers of activities being not suitably tailored to the young people within their household.
3. Those which are related to other externalities, i.e. are related to circumstances outside of the above (such as exam pressure or Covid-related risks to shielding households)

The lack of detail in many responses means we have not sought to differentiate responses in this way and have instead grouped them into broad thematic areas. But this basic framework is useful to consider alongside the results. Respondents told us that the most common obstacles are:

- A lack of time within the household. This is largely due to the adult(s) not being able to facilitate engagement or participation, but it was also often due to young persons already participating in multiple activities or having other competing interests.
- Behavioural or cognitive differences of young people. These responses lacked detail but varied across a spectrum wherein respondents would state that young people ranged from being shy to those who had behavioural or learning difficulties. It was not clear if that was preventing engagement, or if there was a lack of activities suitable to engage in.
- A few households stated that the age groups for many activities were too broad, meaning those at the younger or older ends of thresholds had little in common.
- A few households stated that other peers and activities would be negative influences on the children and young people within their household.

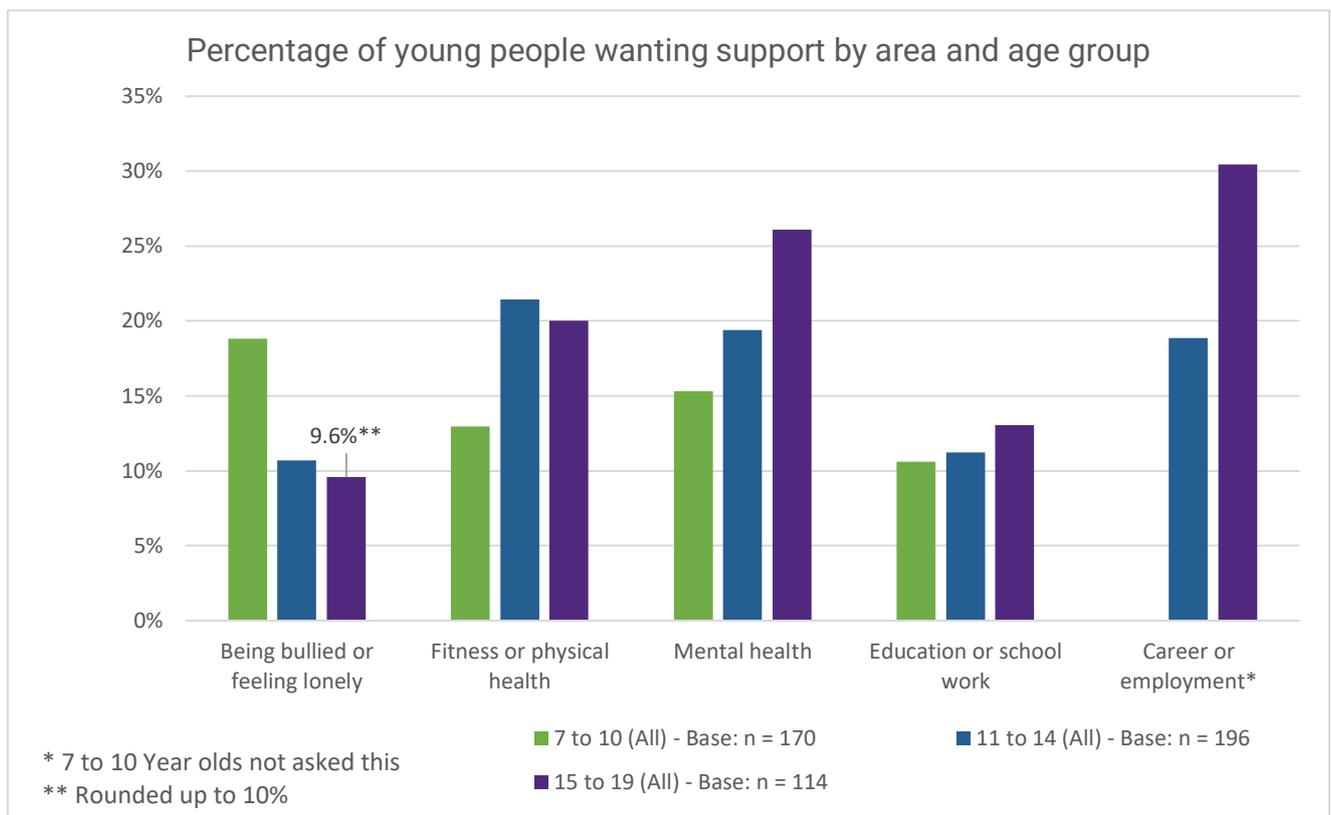


Areas of support for young people

The children and young people questionnaire asked respondents to tell us about any areas in which they wanted support and whether they were receiving any or not.

At least 10% of respondents for each age group told us that they wanted support but were not currently receiving it in the following areas:

- Mental Health or Wellbeing
- Fitness or Physical Health
- Education or School Work
- Being Bullied or Feeling Lonely (especially for those aged seven to 10)
- Career and Employment Advice (especially for those 15 onwards)



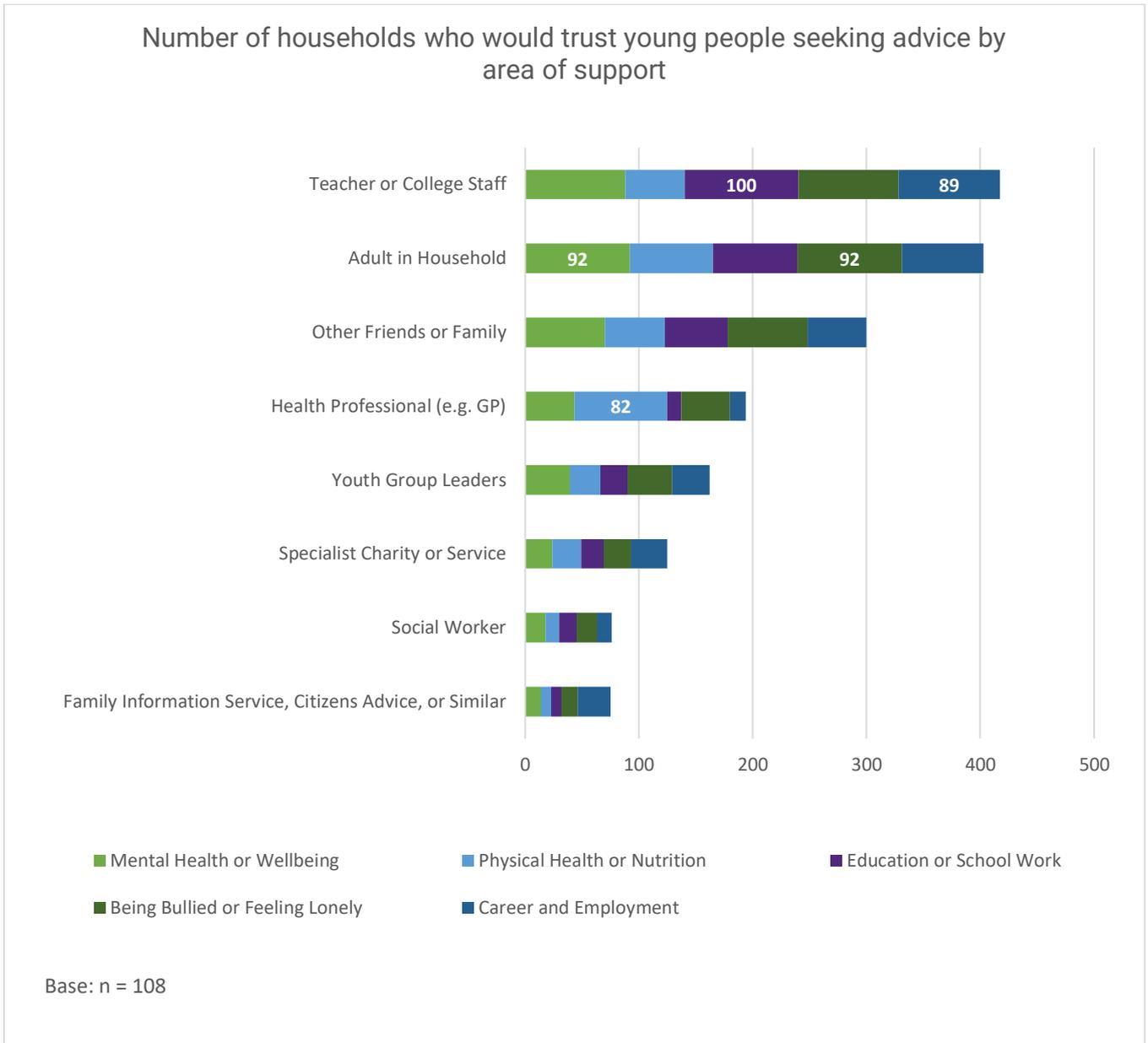
These results are from the Children and Young People’s Questionnaire

Using these topics as a base, parents and carers were asked to select persons who they would trust to provide good advice to young people in each topic.

Trusted sources of advice and support

For advice and support regarding “fitness or physical health”, respondents were most likely to trust advice from a health professional. For advice and support towards “education or school work”, respondents were most likely to trust advice from a teacher or college staff.

These could be considered as “specialists” within each topic. In all other areas, respondents were between three to four times more likely to trust advice from an adult in the household or a teacher/college member of staff than they were to trust advice from a “specialist charity or service”.



Teacher or College Staff

Aside from support or advice regarding “fitness or physical health”, at least four in five households would trust teachers or college staff to provide good advice in any of the listed areas of support.

Respondents were most likely to trust advice from teaching or college staff above any other sources of support for topics related to “education or school work” and “career and employment”.

Base: n = 108

Area of Support	Percentage of respondents who would trust advice in this area from a teacher or college staff member
Mental Health or Wellbeing	81%
Fitness or Physical Health	48%
Education or School Work	93%
Being Bullied or Feeling Lonely	81%
Career and Employment	82%

Adults in the Household

Over two-thirds of households would trust an adult within the household to provide good advice or support in any area. Up to 85% would trust adults within the household to give advice and support regarding mental health or wellbeing or for young people being bullied or feeling lonely.

Area of Support	Percentage of respondents who would trust advice in this area from an adult in their household
Mental Health or Wellbeing	85%
Fitness or Physical Health	68%
Education or School Work	69%
Being Bullied or Feeling Lonely	85%
Career and Employment	67%

Base: n = 108

Respondents were most likely to trust advice from an adult in their household above any other sources of support for topics related to “mental health or wellbeing” and “being bullied or feeling lonely”.

Other Friends of Family

In general, around 50% of respondents would trust other family or friends to provide advice or support in any area, rising to nearly two in three for topics related to “mental health or wellbeing” and “being bullied or feeling lonely”.

Area of Support	Percentage of respondents who would trust advice in this area from other friends or family
Mental Health or Wellbeing	65%
Physical Health or Nutrition	49%
Education or School Work	51%
Being Bullied or Feeling Lonely	65%
Career and Employment	48%

Base: n = 108

Health Professionals

Respondents were not likely to trust advice from health professionals in areas unrelated to emotional, mental or physical health. Three in four respondents would trust support or advice from health professionals above any other sources of support for topics related to “physical health or nutrition”.

Area of Support	Percentage of respondents who would trust advice in this area from a health professional
Mental Health or Wellbeing	40%
Physical Health or Nutrition	76%
Education or School Work	11%
Being Bullied or Feeling Lonely	40%
Career and Employment	13%

Base: n = 108

Voluntary and Community Sector: Youth Group Leaders and Specialist Charities and Services

Across all areas, respondents were less likely to say they would trust youth group leaders or specialist charities and services to give good advice to young people than “a teacher or college staff member,” “an adult in the household” or “other friends or family”.

Area of Support	Percentage of respondents who would trust advice in this area from	
	Youth Group Leaders	Specialist Charity or Service
Mental Health or Wellbeing	36%	22%
Physical Health or Nutrition	25%	23%
Education or School Work	22%	19%
Being Bullied or Feeling Lonely	36%	22%
Career and Employment	31%	30%

Base: n = 108

Formal Support Services: Social Workers and Family Information Service, Citizens Advice, or Similar

Across nearly all areas, respondents were less likely to say they would trust “family information services, citizen advice, or similar” than any other source of support. Respondents were less likely to say they would trust “social workers” than any other source of support to give good advice on topics related to career and employment.

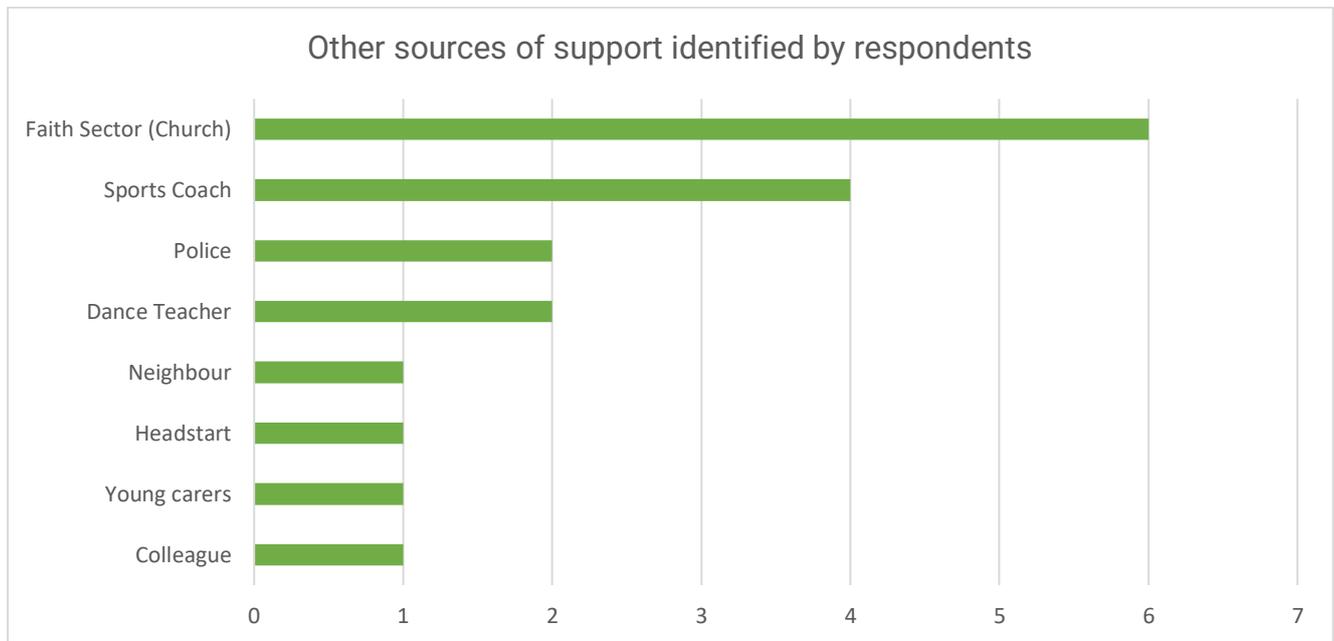
Area of Support	Percentage of respondents who would trust advice in this area from	
	Social Workers	Family Information Service, Citizens Advice, or Similar
Mental Health or Wellbeing	17%	13%
Physical Health or Nutrition	11%	8%
Education or School Work	14%	8%
Being Bullied or Feeling Lonely	17%	13%
Career and Employment	12%	27%

Base: n = 108

Other Sources of Support

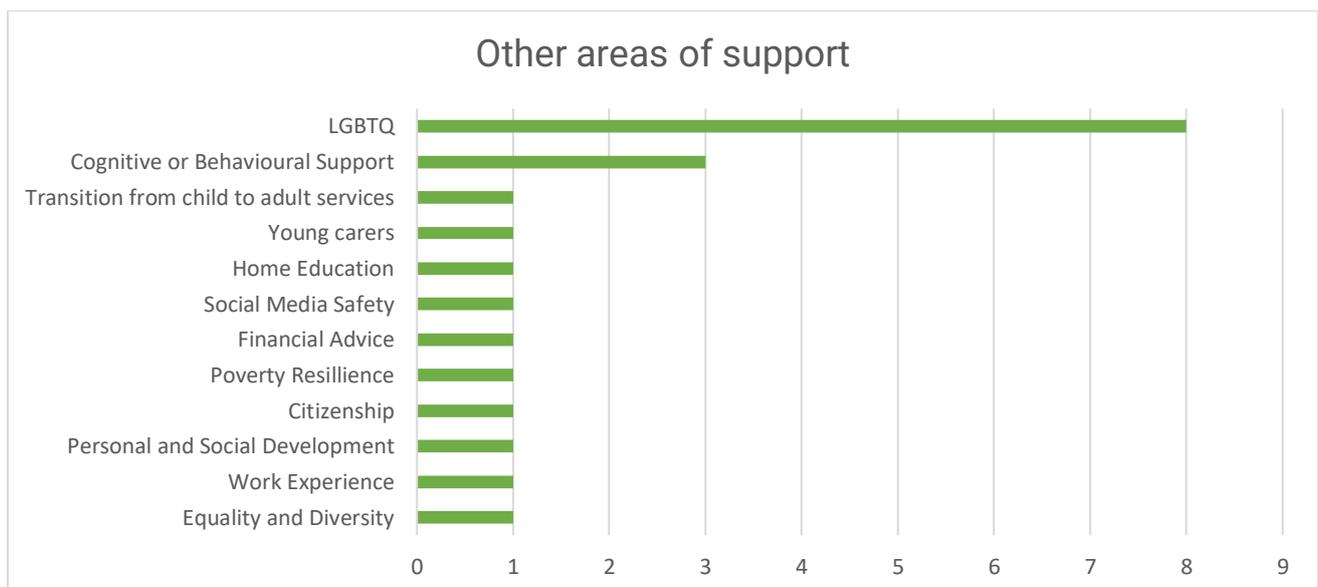
Respondents were invited to provide open-text responses to list any other sources of support or advice which they would trust to give good advice if approached by young people within their household.

The results suggest there are a few households who had faith-based associations or trusted relationships with providers of specific activities, such as sports or dance.



Other areas of support (by topic)

Respondents were also asked to indicate other areas in which they felt a young person in their household might benefit from support. Seventeen respondents provided at least one response, with 8 of those stating that provision of support related to LGBTQ topics would be beneficial.

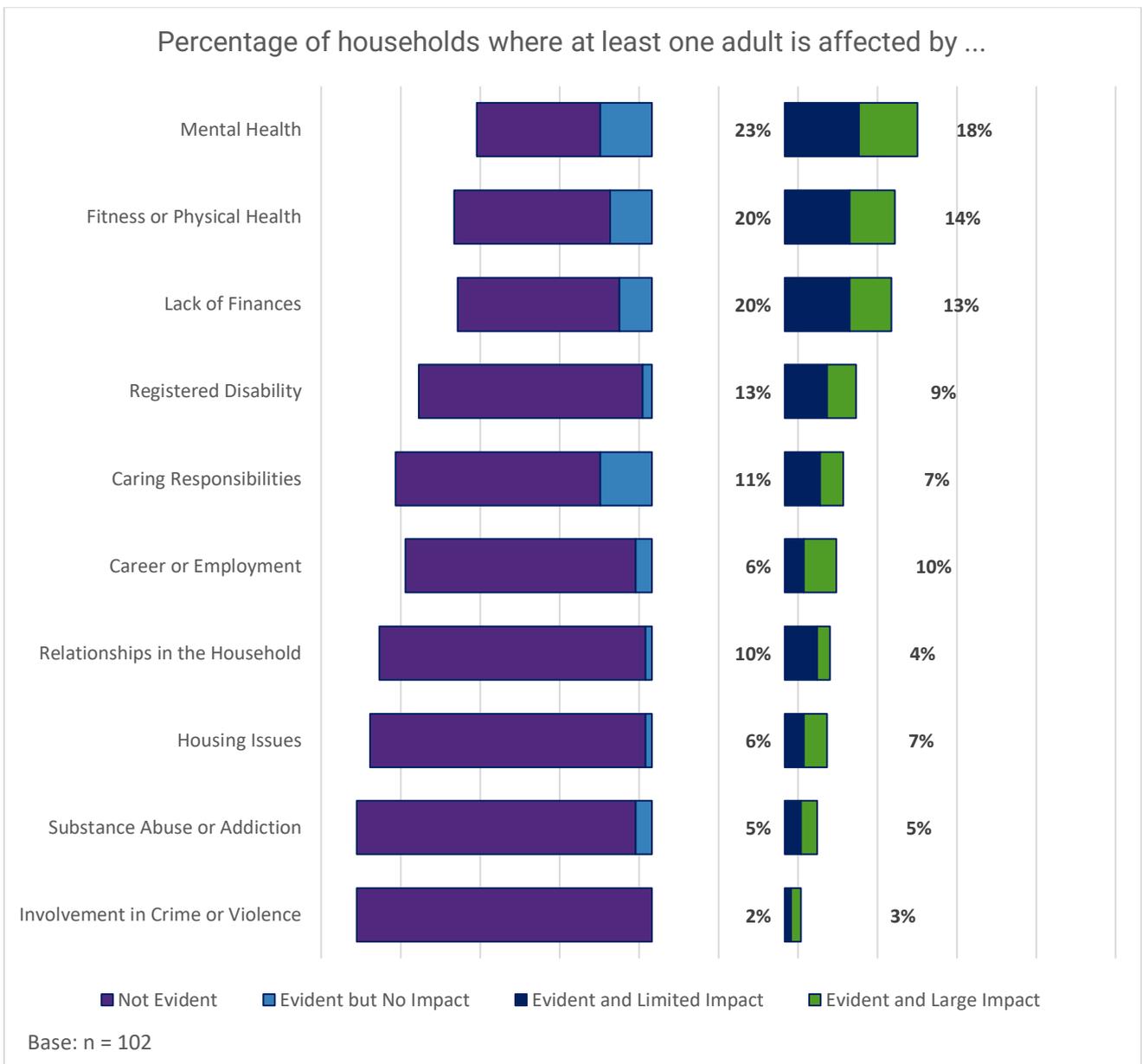


Areas of support for the household

Given that around 22% of young people told us they currently received or would like to receive support related to “issues at home”, we asked respondents to this questionnaire about common issues which might affect any adults within the household and whether these had a negative impact on young people in the same household.

The most selected area was “mental health” with 41% of respondents reporting that this had a negative impact on young people within the household. One in 3 houses also stated that issues related to “fitness or physical health” and “lack of finances” affected at least one adult in the household and had a negative impact on any young people within the household.

The full breakdown of responses is shown in the graphic below.



Organisations Providing Youth Provision

Local authority youth provision

There is no universal youth work provision offered directly by the local authority. All youth provision provided by the council is targeted intervention and with delivery in the main one to one in outreach settings.

The Adolescent Service comprises of four teams and provides support to vulnerable young people:

- The Youth Justice Team provides a multi-agency partnership whose aim is to prevent children from offending and to help them restore the damage caused to their victims. The services work in accordance with the Crime and Disorder Act 1998 and subsequent criminal justice acts. The service supervises and supports children aged between 10 and 18 years who have committed offences and have received a Youth Caution, Youth Conditional Caution or an order from the Court.
- The Family Worker Team provides targeted support for young people, as part of a statutory duty, to promote the effective participation in education, training or employment. The team also provides holistic support for children aged 16 to 17 who are homeless following a joint assessment of need via Children's Services & Housing.
- The Family Practitioner Team provides psychosocial, non-clinical support for young people at risk of poor sexual health outcomes and young people misusing substances. The team facilitate access to clinical support including social prescribing, community and residential detox and rehabilitation.
- The Leaving Care Team provides corporate parenting support for care-experienced young people from age 16 to 25 years old, providing a statutory duty to enable "our children and young people" to achieve their potential and to prepare for independence.

Leisure services offer a broad range of activities and programmes across the town to encourage young people to lead an active lifestyle. This includes free and heavily subsidised access to leisure facilities including gyms, exercise classes, swimming, team sports and activities.

The Active Lives Service delivers a range of community-based programmes aimed at engaging with young people in their local community. Whilst the primary aim of the service is to encourage people to be active, many engagement activities take a different focus with a more holistic approach to support young people to improve their social, mental and physical wellbeing.

Local authority spending on youth services

The data shows that overall, spending through the Local Authority in Blackpool on services for young people has dropped from c. £150 per head to £12 per head. The spending returns indicate that these cuts were initially exclusively from universal services, which were cut from £70.60 per head in 2011/12 to £7.40 per head in 2012/13, with a reallocation of resources shifted to targeted services, which saw a per head rise from £82.68 to £134.28 over the same period.¹²

Whilst universal provision was almost entirely cut in that single year, the spending on targeted provision has steadily declined since. The past two years have seen services cut to the extent that when measured against England and its nearest CIPFA statistical neighbours, the spending in Blackpool is lower than the relative averages against all metrics in the past two financial years.¹²

¹² Section 251 data

Non-local authority delivery

The review identified 230 different organisations (or sub-units of an organisation) that were likely to match the criteria for types of activity delivered. A postcode was determined for 225 organisations enabling each to be categorised by the ward in which they were based and therefore likely to operate from. Each organisation was given a basic “type” based on available information to create a basic taxonomy of the sector.

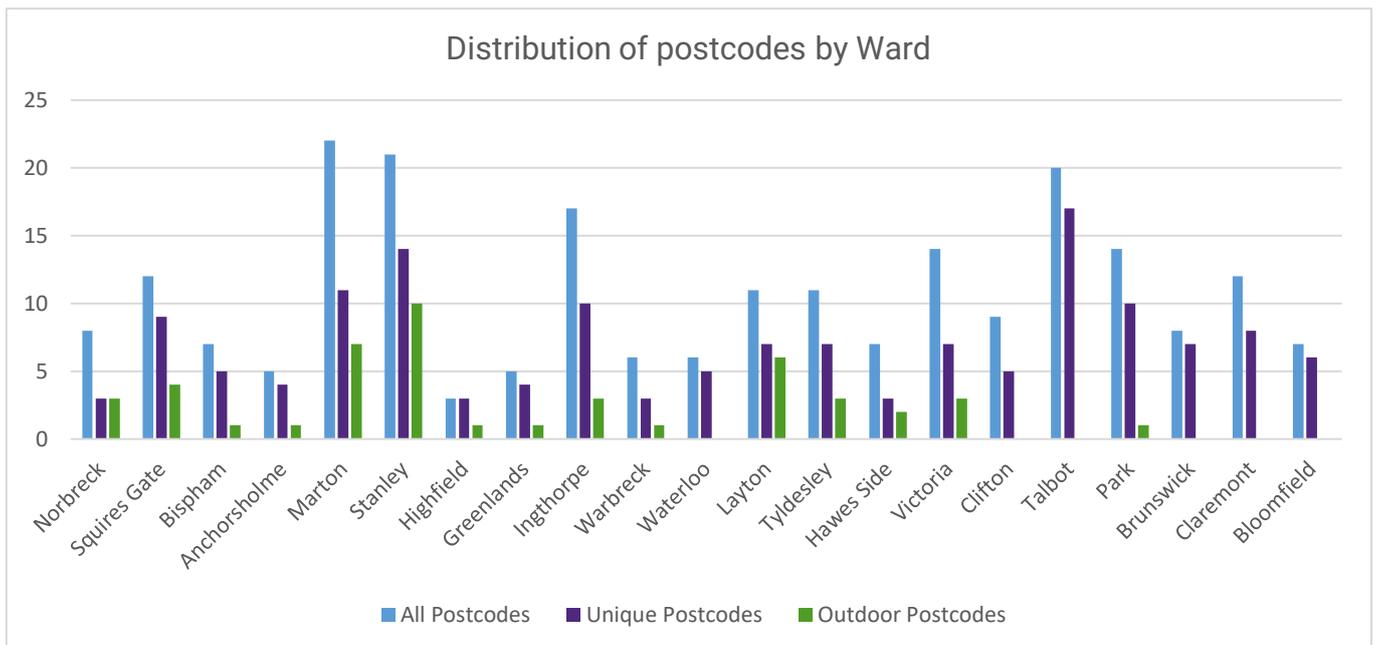
Types	Count	Type	Count
Social Housing Provider	1	Community Centre	7
Other	1	Family Hub	8
Information or Advice	1	“Friends Of” Groups	13
Legal Support	1	Universal	30
Children’s Centre	1	Targeted	35
Faith Group	2	Uniformed	60
Performing Arts	3	Sporting Club	59
Infrastructure	3		

Organisations by location

In assessing the spatial distribution of organisations, the analysis of the following took place:

1. How many organisations were located within a ward
2. How many sites organisations operate from per ward (i.e. not counting instances where multiple organisations operate from a single postcode)
3. How many ‘outdoor’ sites operate per ward

Assuming all organisations identified were in scope, 184 unique postcodes were found. The distribution shows that in all wards some organisations operate from the same premises. These were mainly Scouts and Guide groups and a few sport clubs. Forty-seven sites (mostly sports clubs and “friends of” outdoor spaces) were more likely than not to provide activities outdoors.

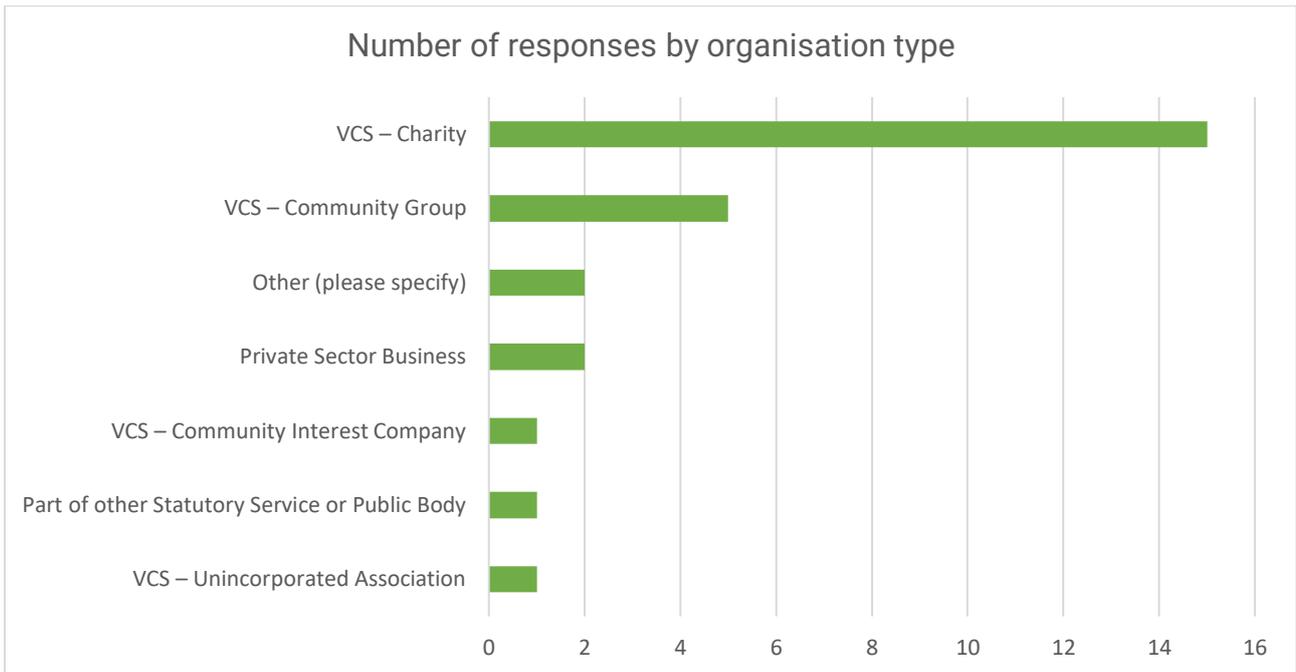


Results from organisation questionnaire

In total there were 24 complete responses provided, with 10 partial responses and 12 screen outs (i.e. those who responded but did not qualify or did not wish to participate). Three of the partial responses supplied enough data to inform this analysis, providing a final working sample of 27 respondents. The respondents make up 12% of all identified organisations providing youth provision within Blackpool, and 18% of those had details that allowed for them to be directly contacted.

Makeup of responding organisations

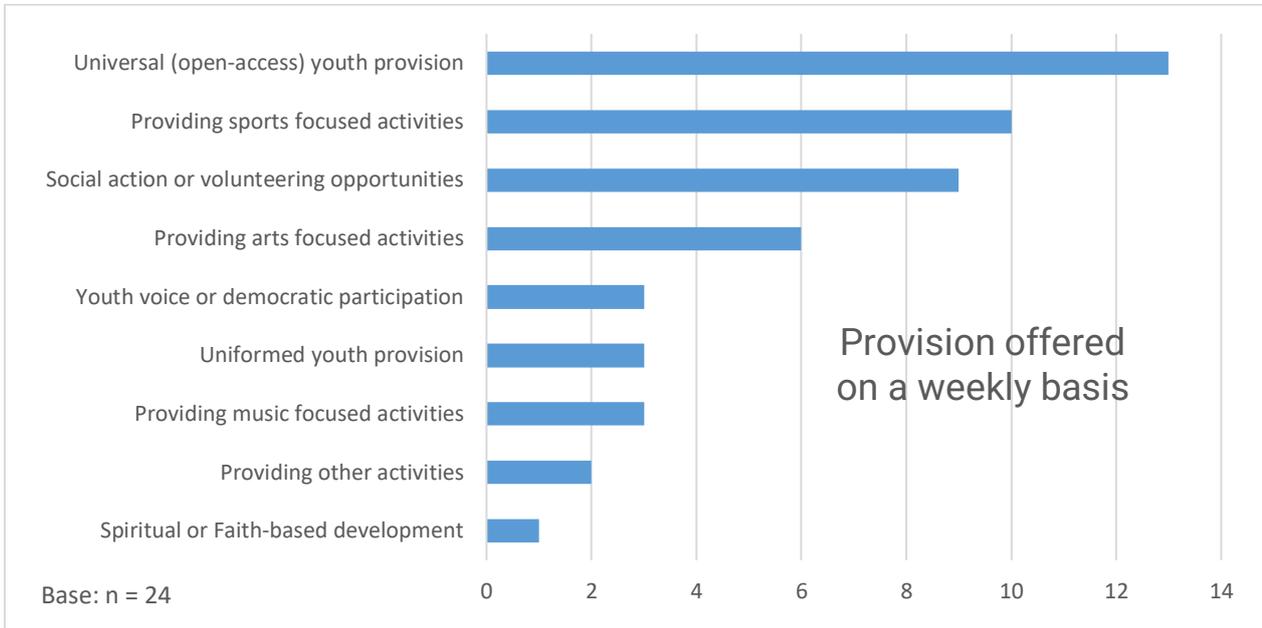
Twenty-two out of 27 respondents (81%) were organisations operating in the VCS, with registered charities (n = 15) being most numerous.



The majority of organisations operated at a local level (17%) or within more than one ward within Blackpool (61%). Twenty-three (85%) organisations directly delivered youth provision, 4 (15%) organisations provided infrastructural support for other organisations, and 6 (22%) organisations contracted or commissioned other organisations to deliver youth provision.

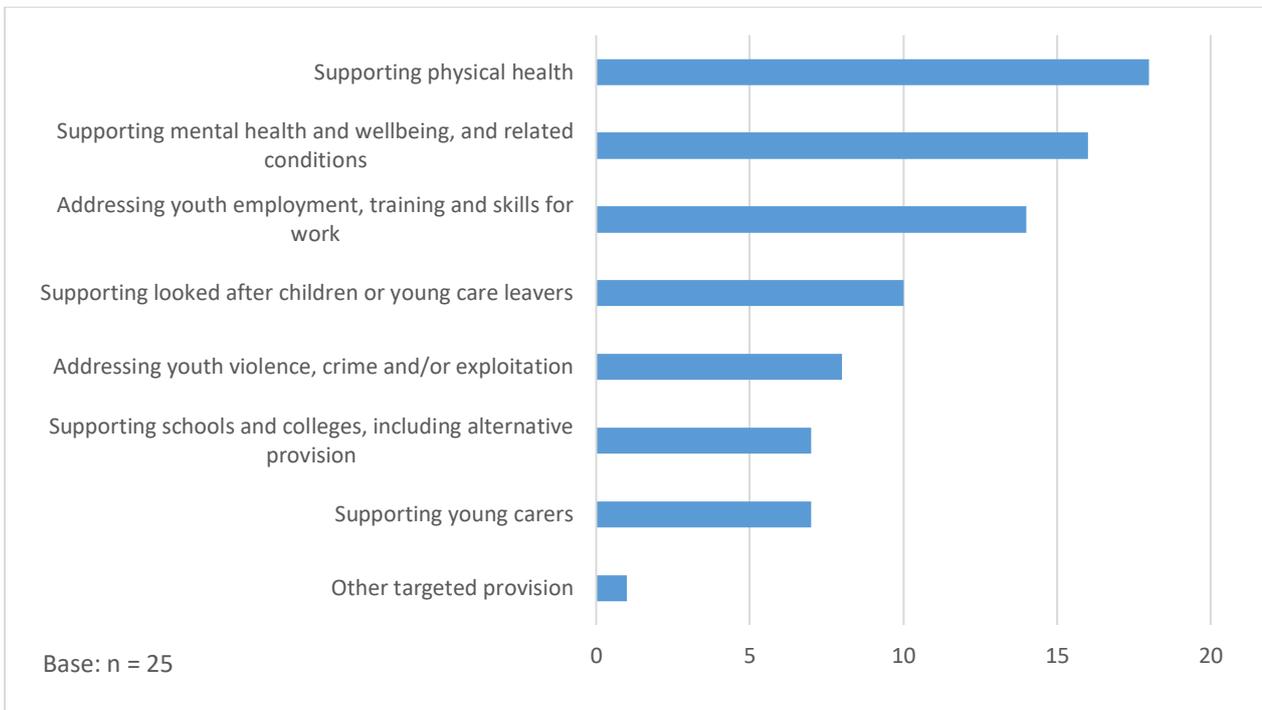
Type of regular activities or services

Respondents were asked to select any services or activities which they offered on a weekly basis to determine what their regular offer was. Over half (54%) of respondents provided universal or open-access services as a part of their core weekly core offer, and 25% offered at least one of the arts-focused activities, social action or volunteering opportunities, or sports-focused activities.

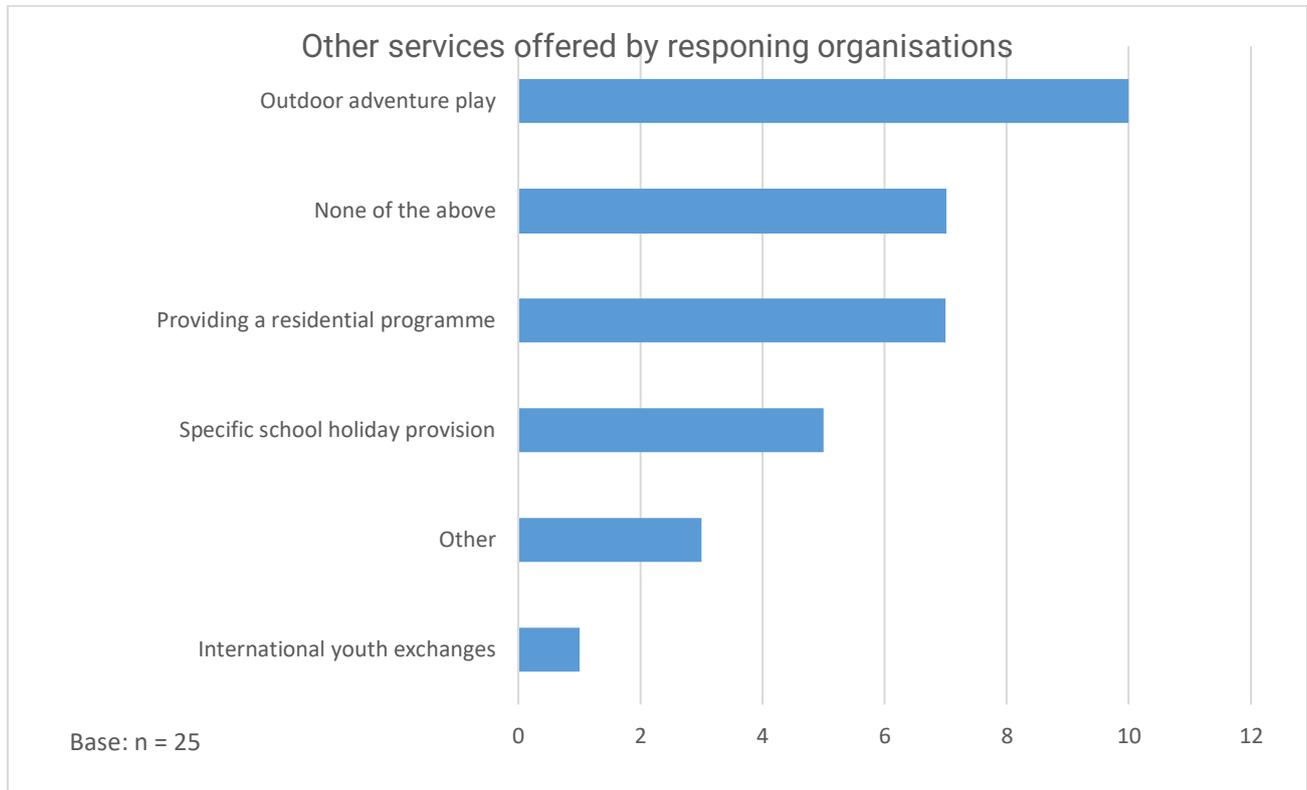


Most (25) of the responding organisations provide a programme of support for young people. Supporting physical health (72%) and mental health (64%) were the most frequently selected responses, closely followed by programmes that address youth employment (56%).

Number of respondents providing dedicated support in the following targeted areas:

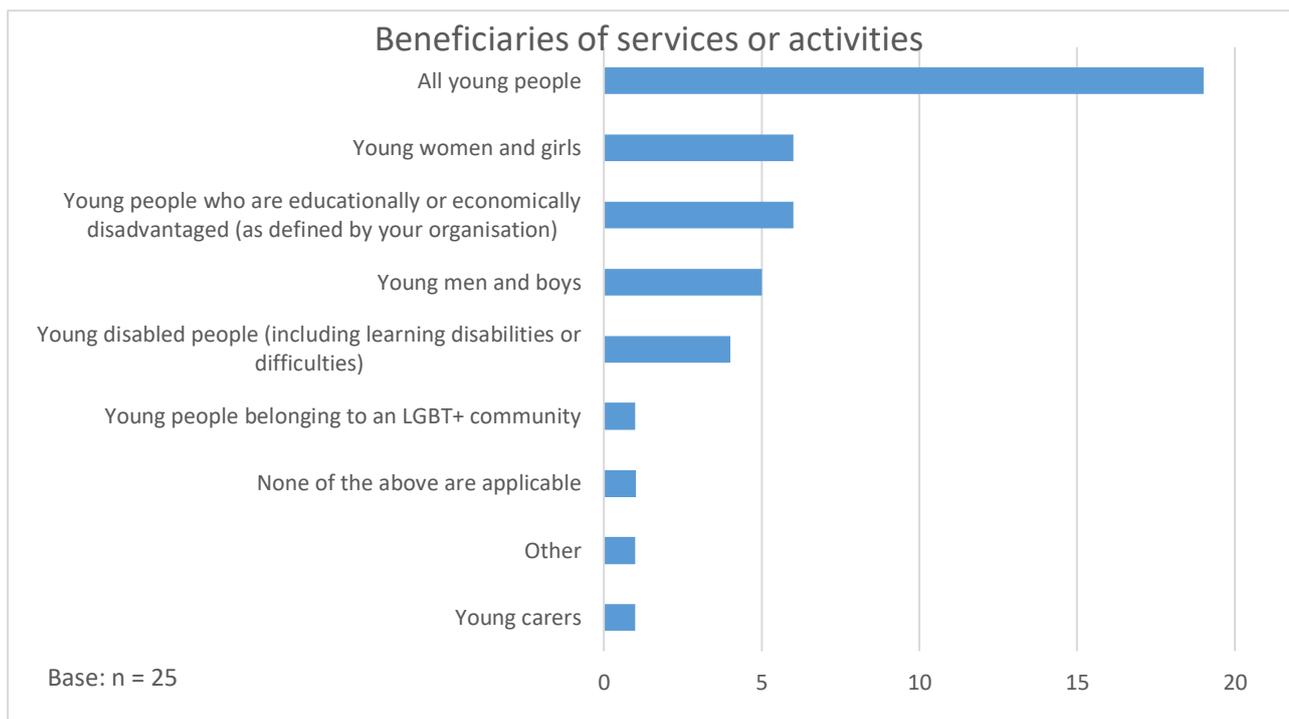


Respondents were asked to select any other services or activities they offered from a select list, of which 16 organisations indicated that their organisation provided at least one of these. Seven out of 25 (28%) did not provide any of the available options.



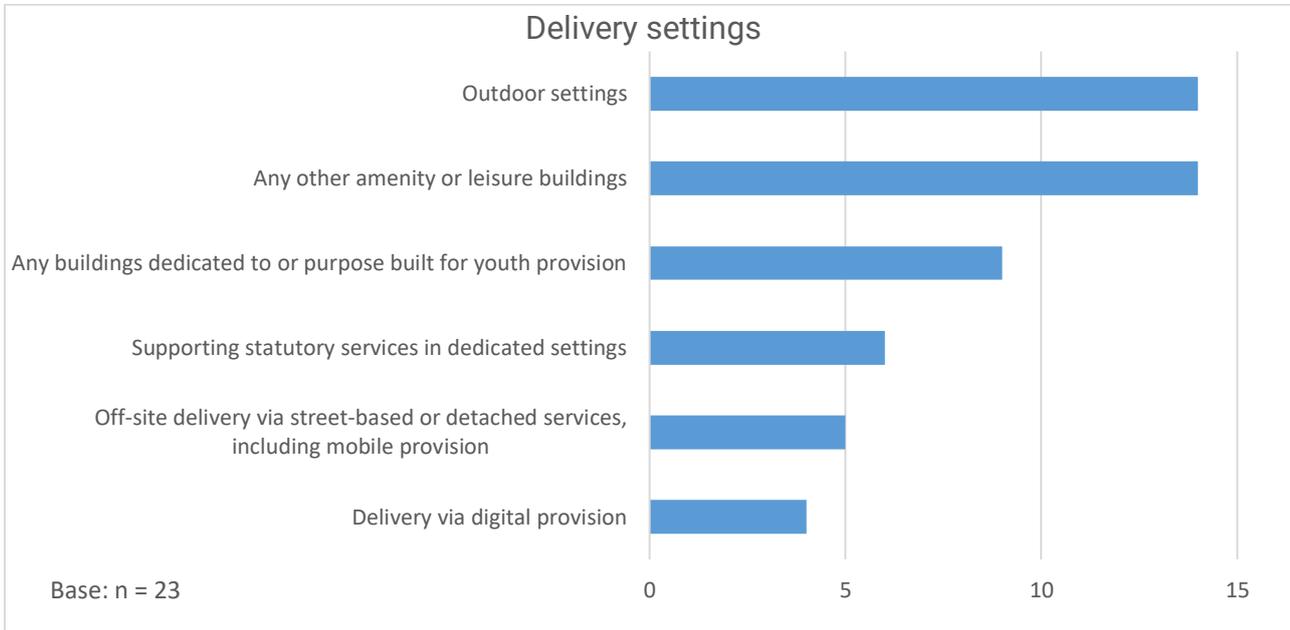
Audiences served

Respondents were asked to select any beneficiaries who made up 75% or more of their audience or were otherwise targeted by a dedicated service or activity. Nineteen of 25 (76%) organisations had “all young people” as one of their main beneficiaries.



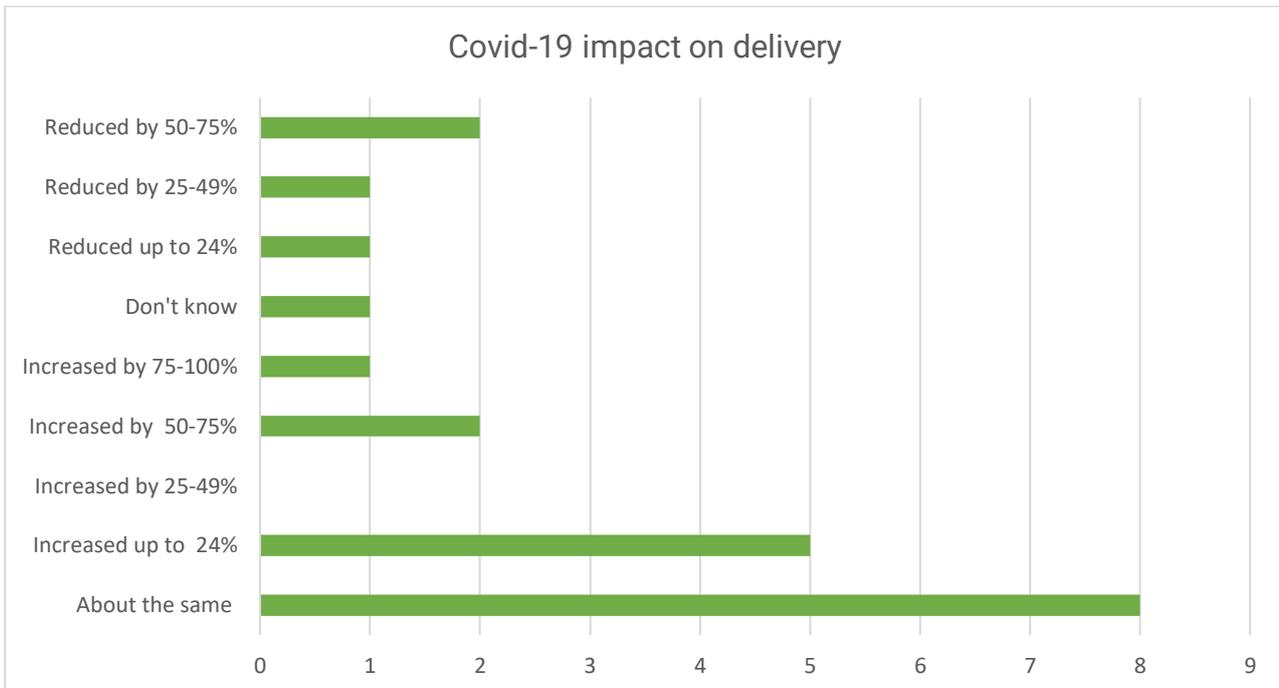
Settings used for delivery

Respondents were asked about the settings that they used for delivering youth provision from. The most selected options were delivery from “outdoor settings” and/or from “amenity or leisure buildings”, with these options selected by 14 out of 23 (61%) organisations. Nine organisations stated they delivered from buildings dedicated to youth provision.



Impact of Covid-19 on provision

Respondents were asked to identify whether their levels of provision had changed from before Covid-19. Four out of 21 (15%) stated that their offer had reduced. Twice as many, 8 out of 21 (30%) stated that their offer had increased or had remained about the same.



Workforce

Eighteen respondents provided some information about their workforce, with paid employee numbers ranging from 0 to 60.

The number of respondents is too low to identify any trends in workforce numbers, but the responses indicate that seven organisations had at least one staff member with a JNC Youth Work Degree, and 10 organisations had at least one member of staff with a level 2 award related to working with young people. Four organisations also had at least one volunteer with a JNC Youth Work Degree.

Twenty-one organisations out of the 23 that responded stated they either had a dedicated Designated Safeguard Lead within the organisation or had access to a DSL.

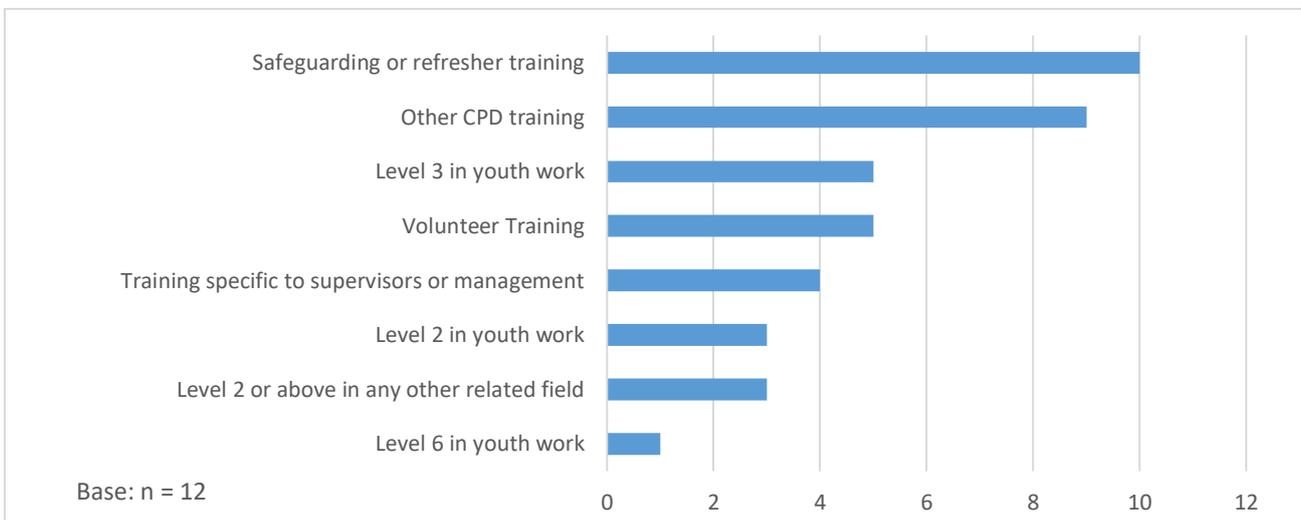


Training

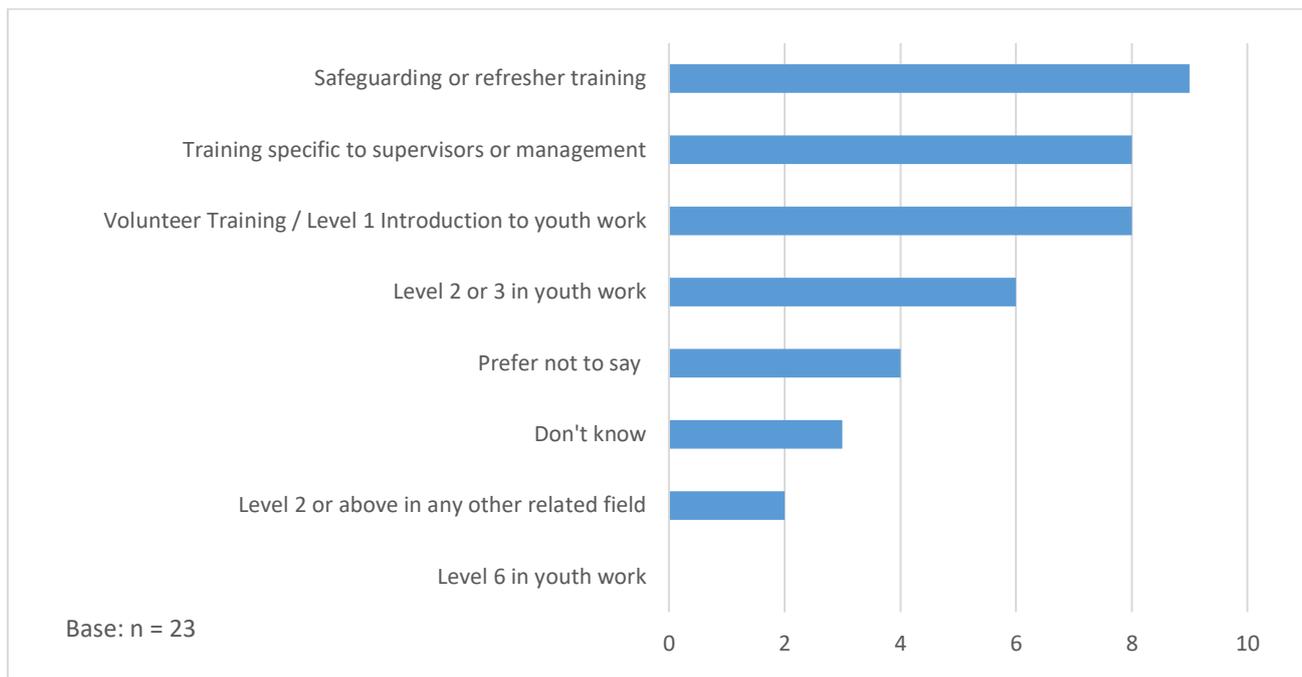
However, when asked about training in the past 12 months, only 10 out of 21 stated safeguarding training had been provided, with nine organisations identifying safeguarding as a future training need.

Twelve organisations stated that they had provided some form of training in the previous year. All responders (23) stated there were future training requirements for their workforce in the coming 12 months, 21 of which specified thematic areas they would like to provide. Over half, 12 out of 23, wanted training towards supporting young people's mental health and wellbeing.

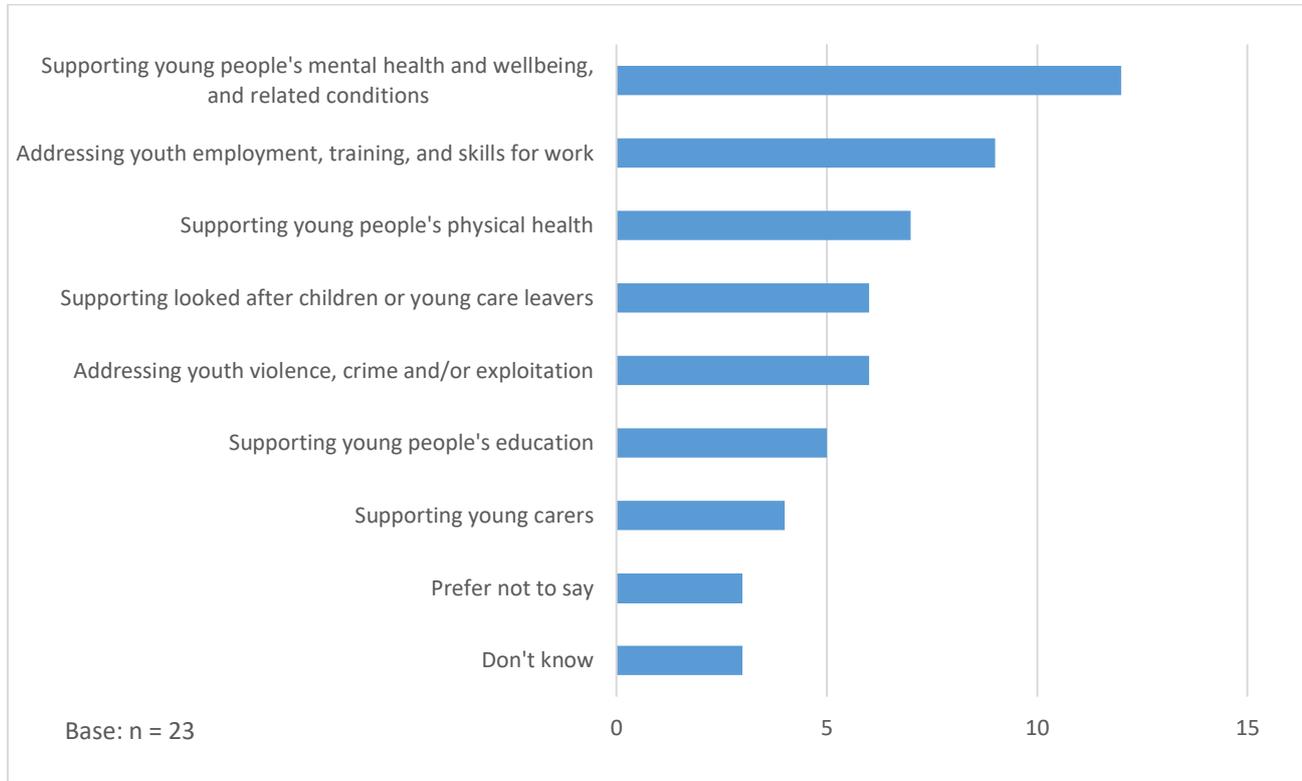
Training provided over the last 12 months:



Training needs over the next 12 months:



Thematic training needs over the next 12 months:



Conclusions and Recommendations

Effective youth work employed with young people can enhance life chances. It offers young people safe spaces to explore their identity, experience decision-making, increase their confidence, develop interpersonal skills and think through the consequences of their actions. This leads to informed choices, changes in activity and improved outcomes for young people.

The review of Blackpool youth provision was undertaken to capture current delivery, identify what works for young people and determine areas for development. The review has been designed to advise a development plan that will inform future youth provision in Blackpool. The findings from the desk top research, stakeholder engagement and the effective practice literature have informed the following conclusions. The critical themes are discussed with recommendations for consideration by the YPRSG.

Youth involvement, engagement and participation

The importance of engaging and involving young people in design, development, delivery and evaluation of the services that are intended for them should not be underestimated. Participation facilitates a feeling of ownership that increases the likelihood of an initiative's success.

Additionally, youth participation fosters transferable competencies, promoting personal development and enhancement of practical skills. It also supports individuals to connect with peers, to build social capital and to enable them to achieve objectives together beyond what is possible by an individual alone. Young people who feel that their views and needs are being included and respected develop a positive sense of self-awareness and identity, which can increase resilience and wellbeing.

Developing a Blackpool-wide coordinated youth participation strategy to inform programme/activity and support service design and development underpins the recommendations identified in this report. It would increase the probability of young people feeling ownership of the provision and services, improve the coordination between support services and help increase the profile of youth provision with young people across Blackpool.



The review identified the need to develop a coordinated Blackpool-wide participation strategy

The [NYA's Hear by Right](#) tool would provide a useful framework for the youth participation strategy development, implementation, and for monitoring progress. Hear by Right has evolved over 10 years and has been developed with and for young people. Built on a framework of seven standards with 20 indicators, it describes best practice, supporting organisations to plan, develop and evaluate their participation practices and provision.

Recommendations to consider:

- Co-produce a youth participation strategy to support young people's involvement in the design, development, delivery and evaluation of youth provision.
- Adopt a framework to support Blackpool-wide young person participation.
- Coordinate a young person group to oversee the implementation of the development plan that will support the evolution of youth provision in Blackpool.

Coordination of youth provision

Most of the youth provision in Blackpool is provided by the voluntary community sector (VCS). Blackpool Council, in collaboration with the VCS, provides targeted provision and support services for young people. However, the lack of awareness of how young people can access provision and services demonstrates the need for improved communication, which should be coordinated by one agency.

The report's findings indicate the need for centralised coordination to support infrastructure, youth voice, research, insight and funding. The prominent VCS youth provision, Blackpool Council's commitment to reviewing youth provision (in addition to their statutory duty to secure an offer of youth provision) and Blackpool's unique leisure-oriented businesses all suggest that a coordinated collaboration could support improved outcomes for young people living in Blackpool.

In addition to youth voice and participation, the development of a cohesive coordinating body is critical for the successful implementation of the development plan and the evolution of youth provision in Blackpool. The first step in advancing the development plan will be to identify and commit to the most appropriate model for supporting central coordination of youth provision across Blackpool.

Recommendation to consider:

- Explore a model to support central coordination for youth provision across Blackpool.

Accessible provision

Youth work is impactful because of the voluntary engagement of young people. The focus group participants felt their voluntary engagement in youth provision was fundamental to their participation, which facilitated a feeling of belonging and membership. This was reflected in the views of the young people interviewed as part of youth work-led initiatives, summarised in the effective practice literature review, where a sense of belonging underpinned all the successful schemes.



The sense of “membership and belonging” the focus group participants felt towards their provision was related to ease of accessibility (locality) and the voluntary relationships built with those adults who delivered within the provision. Suggesting relationships and easy access were the important criteria for those active in youth provision.



Having a sense of belonging is crucial to good mental health and wellbeing. The strength in developing this sense of belonging found in quality youth work provision should be investigated further. This could contribute to counteracting the feelings of loneliness and low mood that have been found to be growing within the current young population, both before and during the Covid-19 pandemic ([Nice et al., 2021](#)).

Reviewing the results of the questionnaires, both young people and their guardians identified support for mental health and wellbeing as their greatest need. With effective youth-led initiatives providing this essential element of belonging, it would be useful to understand why and how youth work supports belonging and its positive impact on mental health. Any impact framework that is considered should include measuring belonging and wellbeing as a fundamental outcome.

Recommendations to consider:

- Coordinate the delivery of high-quality provision by a youth work trained workforce in each of the 21 wards. All young people should have the right to youth provision that is within a 15-minute walk of their homes.
- Ensure that the measurement framework monitors the impact of youth work on feelings of belonging.

Youth sector workforce

The review has not captured all youth workers operating in Blackpool. However, analysis of the provider data suggests that full-time equivalent (FTE) qualified youth workers and youth support workers are under-resourced. An audit would identify gaps and enable targeting to address this imbalance. This workforce should be strengthened and supported to work with other disciplines providing services with young people in Blackpool.



The effective practice literature review offers examples of how providers operating in health, sport and arts have upskilled professionals from these disciplines or how these providers have worked alongside youth workers to support positive outcomes. Blackpool should aim for youth work skills and traits to be utilised in all young people services. For example, the active delivery team could be offered level 2 and 3 youth work training to facilitate the holistic approach to improve the social, mental and physical wellbeing of the young people they work with.

The evidence appraised as part of the literature review demonstrates the importance of the transformative relationships that were enabled by youth workers. The expertise to facilitate an environment where complex group dynamics exist, where young people can develop and where relationships with adults are less power led should not be underestimated. The skills and traits required to manage this dynamic are complex, with a need for reflexivity that should be an element of training for all staff working with young people.

Reflective clinical supervision is recognised as a practice that enhances youth work (Harris, 2020). The quantitative research did not provide enough data to inform understanding in how embedded this practice is within Blackpool youth provision. However, there is qualitative evidence that reflective practice is used to support youth workers' learning and development. For example, the service review observations demonstrated reflective practice being used by the participating organisations. In addition, Blackpool's Children's Services' Reflective Supervision Model includes reflective supervision for colleagues working with children, young people and families. The model includes personal reflective supervision for practitioners and observed practice.

The information collected in the review was insufficient to make specific recommendations for a workforce training programme. However, the analysis of the quantitative data suggests that training is under-resourced and therefore, a wide-ranging development programme would benefit the workforce. The development plan could be informed by a wide-ranging audit to capture youth provision's recruitment, training and CPD needs.

Recommendations to consider:

- Coordinate a workforce recruitment and training needs assessment that includes both paid and unpaid workers.
- Include colleagues who provide broader young people services in the recruitment and training needs assessment.
- Develop a support programme based on the recruitment and training needs assessment findings.¹³
 - Reflective practice should be promoted and supported, and peer observations could be coordinated.
- Implement the NYA's recommendation to provide two FTE JNC professional youth workers per secondary education establishment, as outlined in the sector's [Ten Year Vision for Youth Work](#), to ensure sufficient community-based youth provision for Blackpool's young people.
- Adopt and adapt an evidence framework aligned with youth work principles to measure the transformative power of youth work.

Youth work supporting wider social outcomes

As discussed in the effective practice review, quality youth work can enable the development of critical capabilities, including autonomy, mutual respect and a sense of mastery, in an environment

-
- ¹³ This could include access to level 2 and 3 youth work training and support to increase the numbers of youth work qualified staff within Blackpool.

that is designed to facilitate a sense of belonging. These critical capabilities, developed in a supportive environment, could help young people to build the resilience to develop protective factors and identify what they need to do to realise their personal aspirations.

Ensuring that the voluntary nature of the relationship between the youth worker and young person is safeguarded, youth work would be an asset in contributing to better outcomes for the young people of Blackpool. For example, [the Blackpool Rock Families, policy, procedures & practice guidance](#) states the importance of families building “a wider eco support system”, which enables them to make the changes they need to thrive and succeed. The guidance also emphasises the importance of staff working across teams to provide a “jigsaw of support”. The relationship-based approach the Blackpool Rock Families model promotes would align well with youth work principles.

An understanding of where youth provision currently supports wider outcomes and how this can be expanded into other disciplines would support broader positive outcomes for the young people of Blackpool. Once gaps are identified, expanding the training programme to other disciplines and exploring how youth work can support wider outcomes should be investigated.

Recommendation to consider:

- Explore opportunities where youth work can contribute to the wider community outcomes.

Attracting and retaining young people to access youth provision

Nineteen of 25 (76%) organisations had “all young people” as one of their main beneficiaries. This combined with 52% stating that their provision is open access/universal could create the potential for delivery being too wide in terms of age profile and activities. This could be mitigated by organisations involving young people in design and development of provision, as observed in the organisations that took part in the practice review exercise.

Organisations who provide all age, universal services will be minded to segment their programme to target groups within their universal offer. For example, a universal multiple activity programme is fine with the seven – 11 age group, but as participants get older, their preferences get more refined, e.g., volunteer or social action programmes.

Segmenting participants by age, and in some cases gender, could support greater engagement and involvement. Evidence from consultation suggests a well-defined, co-produced, wide-ranging programme of activities for younger age groups would be effective at engaging and capturing interest in youth provision. Conversely, involvement in the design, development and delivery of targeted activities could help to retain older participants and attract young people who are 14 years and older.

In general, volunteering and social action is the activity most likely to attract and retain young people as they get older. Improving the range of volunteering and social action activities on offer to young people, as well as improving the promotion of opportunities and highlighting the benefits of participating in these activities, could increase uptake.



volunteering and social action is the activity most likely to attract and retain young people as they grow older

Volunteering and social action was the lowest priority for parents and carers, with 21% stating they did not want their children to participate in these activities. As volunteering and social action are motivators for young people to participate in youth provision as they get older, it is important that parents and carers are supported in understanding the benefits of these initiatives.

A gender-informed focus was highlighted in the effective practice review. This was recognised both in terms of the activities used to engage young people and support service need. In the context of Blackpool having the ninth-highest rate of suicide of any upper-tier local authority in England during the period of 2015–2017, an example to highlight was the increasing national suicide rates for young men. In line with the national picture, males in Blackpool are consistently more at risk over all age groups (JSNA Blackpool).

There were also gender preferences identified through the consultation. These could be explored with young people as part of the participation process at both a strategic level and within individual organisations.

Recommendations to consider:

- Conduct an in-depth audit to gather additional information on providers of art, music and dance activities in Blackpool.
- Develop and coordinate a Blackpool-wide programme of volunteering and social action opportunities aimed at young people aged 14 years and above.
- Help providers modify their programmes and activities to support the engagement of 14-year-olds and above.
 - This should provide progression from universal multi-activity at seven – 13 years to focused activities such as the gym, the arts, music sessions, volunteering or job clubs at 14 years and above.
- Adopt a framework to help organisations improve participation practices, specifically in the design, development, delivery and evaluation of activities and services. It should be:
 - designed to help organisations segment participants to target activities and services that are most likely to interest them
 - aligned with and informed by the Blackpool-wide youth participation strategy
 - achieving the appropriate [NYA Quality Mark](#) standards for youth work provision
- Assist other stakeholders in understanding the benefits of children and young people engaging in youth provision. For example, parents and carers did not appear to recognise the benefits of volunteering and social action.
- Collaborate with stakeholders and young people to identify areas where gender-focused provision may be beneficial.

Awareness of activities and support services

Lack of awareness of where to access activities or support services was widely quoted as a reason for not participating in provision. The older age groups generally had less awareness by activity and service. On the surface this would suggest a need to improve communication channels when promoting activities and support services.

Volunteering and social action as an example provides an interesting case. Young people, as they get older, are more likely to engage with or are open to participate in this activity. However, this activity had the poorest return when it comes to awareness of available opportunities. This demonstrates there is at least some mismatch in communication between supply and demand when you consider 33% percent of the surveyed organisations stated they offered social action or volunteering as part of their weekly programme.

Undertaking the desk top research, it was clear there was a lack of up-to-date information for young people to find services or activities. The difficulty in identifying the services, activities and the organisations that provide them demonstrates the need for better Blackpool-wide coordination. This observation was confirmed through the stakeholder consultations, with a lack of awareness of activities and support available being stated to be a significant barrier for all cohorts.

A strong indicator that young people would be open to participating in activities was if their friends attended or if it was recommended by someone they trusted. This indicator increased with age, suggesting that a campaign aligned with a renewed offer and designed and developed with young people could be more effective if communicated through friends, teachers, youth workers and volunteers.

Recommendations to consider:

- Develop a marketing and communication plan to promote and communicate available activities and services to and with young people. It should be:
 - coordinated by an agency with a remit to promote the statutory offer throughout Blackpool
 - developed with young people, and serious consideration should be given to segmenting the offer by age
 - promoted, with information segmented for different audiences to facilitate referrals from trusted people known to the young person

Safety

Young people felt unsafe travelling to and from provision. The focus group discussions revealed that a perceived availability and high prevalence of drugs and alcohol increased the unsafe feelings when travelling within the community.

Engaging users and non-users of provision in identifying if there is an issue locally and if it inhibits participation in their provision would enable a greater understanding of the issues young people face. Once established, supporting young people to develop protective factors to adapt behaviours and/or routines, and identifying how the provision can modify arrangements to increase feelings of safety, could support greater participation. For example, focusing on the safety of young people during the times where it is most critical for them such as when travelling to and from clubs and groups.

Recommendations to consider:

- Adopt a framework to help organisations improve participation practice and support co-production.
- Develop a co-produced tool kit to support youth workers in engaging young people in identifying real and perceived safety issues (local) and developing action-based protective factors to mitigate real and perceived risks.
- Develop a safer route to youth provision plan in collaboration with the local Police to reassure young people.

Cost

The young person quantitative data suggests cost has little impact on participation. However, when explored in the focus groups, young people felt that if the cost of provision increased it would quickly become an inhibitor. Travel cost was a barrier to young people below 16 years of age and this could influence the provision in which they decide to participate.

Parents and carers cited cost of fees and equipment for engagement, alongside lack of awareness of opportunities as the biggest barriers to youth provision participation. This demonstrates a disparity in perception when it comes to inhibitors to participation between young people and their parents and carers.



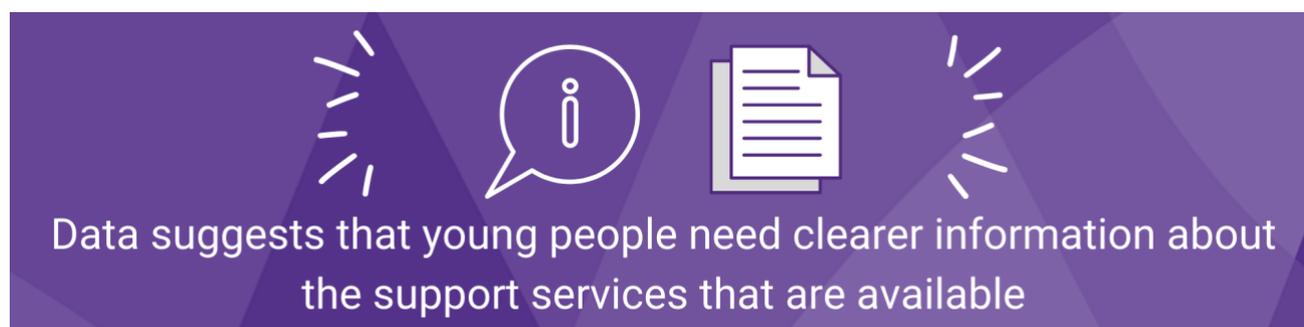
Another aspect related to cost barriers was the perceived inaccessibility to tourist leisure activities available in Blackpool. These unique leisure activities could provide an enhanced opportunity to access leisure time provision. However, in general, the young people involved in the focus groups saw this as a negative rather than a positive.

Recommendations to consider:

- Increase awareness and potentially enable more young people to access services that they currently cannot afford.
 - Leisure services offer a wide range of heavily subsidised provision for young people in Blackpool. Align this offer with the coordination of a marketing and communication plan to promote services and activities.
- Engage tourist leisure businesses to improve the services they offer to local young people and raise awareness of the current offerings.
- Make youth provision free of charge and provide resources to local youth providers by generating a council-coordinated funding stream.
- Undertake targeted work with youth clubs and youth groups to help their members to access funding to enable them to participate in provision (i.e. equipment). This could be a centrally funded grant system led and coordinated by young people

Support services

Support services designed for young people require further consultation. Analysis from the data collected for this report infers that young people need clearer information about the support services available, and they are most open to receive this information from people they trust.



Most of the provision that participated in the questionnaire provided support services. A centrally coordinated audit would clarify what organisations in Blackpool are offering in terms of support services and to what level. This combined with the support offered by statutory bodies could provide a directory of services that are available for young people. The opportunity to improve awareness through a coordinated communication approach could then be created.

Young people would be one stakeholder in this process, but as young people are more likely to access services as a result of a recommendation from a trusted person, parents, teachers and youth workers should also be engaged.

Mental health was a prominent support need identified by parents, carers and young people. Additionally, guardians identified that people within their household affected by poor mental health detrimentally impacted the young people in the household. One in three households also stated that issues related to “fitness”, “physical health” or “lack of finances” affected at least one adult in the household, and this had a negative impact on young people.

It appears from the data that support need increases with age and that the support most frequently selected across the age groups continues to increase. This suggests several hypotheses; early intervention is not being received, is unsuccessful, or support need increases with age. However, barriers could also contribute to support not being received. This could be a result of a lack of confidence, anxiety and/or issues related to a lack of available support.

Recommendations to consider:

- Develop a marketing and communication plan to promote and communicate young people's activities and provision.
 - Promotion and information should be segmented for different audiences to facilitate referrals from trusted people known to the young person.
- Adopt and adapt a multi-discipline evaluation framework to monitor the impact and effectiveness of support services partnerships.
- Investigate where provision could benefit from a gender focus in collaboration with stakeholders and young people.

Next steps

The review of Blackpool youth provision was undertaken to document current delivery, identify what works for young people and identify areas for development. The review is designed to advise a development plan that will inform future youth provision in Blackpool.

The development plan will underpin the evolution of youth provision in Blackpool. It will be published in early summer of 2022 and regular progress updates will be shared with stakeholders.

NYA

National Youth Agency

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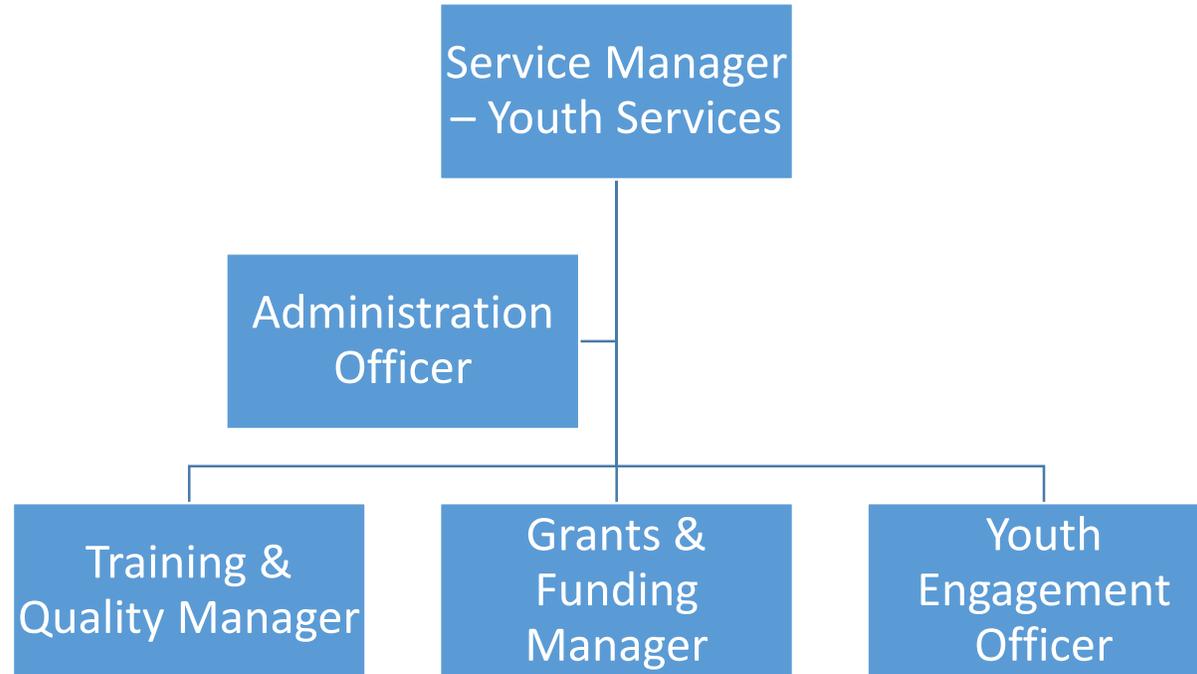
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Appendix 2b: Blackpool Youth Provision Review Report Recommendations		
Area	Recommendation	Additional Information
Youth Sector Workforce	Coordinate a workforce recruitment and training needs assessment that includes both paid and unpaid workers.	
	Include colleagues who provide broader young people services in the recruitment and training needs assessment.	
	Develop a support programme based on the recruitment and training needs assessment findings. ³	Reflective practice should be promoted and supported, and peer observations could be coordinated.
	Implement the NYA's recommendation to provide two FTE JNC professional youth workers per secondary education establishment, as outlined in the sector's Ten Year Vision for Youth Work, to ensure sufficient community-based youth provision for Blackpool's young people.	
	Adopt and adapt an evidence framework aligned with youth work principles to measure the transformative power of youth work.	
Accessible Provision	Coordinate the delivery of high-quality provision by a youth work trained workforce in each of the 21 wards. All young people should have the right to youth provision that is within a 15-minute walk of their homes.	
	Ensure that the measurement framework monitors the impact of youth work on feelings of belonging.	
Coordination of Youth Provision	Explore a model to support central coordination of youth provision across Blackpool.	
Youth Involvement, Engagement and Participation	Co-produce a youth participation strategy to support young people's involvement in the design, development, delivery and	
	Adopt a framework to support Blackpool-wide young person participation.	
	Coordinate a young person group to oversee the implementation of the development plan that will support the evolution of youth provision in Blackpool.	
Youth Work Supporting Wider Social Outcomes	Explore opportunities where youth work can contribute to the wider community outcomes.	
Attracting and Retaining Young People to Access Youth Provision	Conduct an in-depth audit to gather additional information on providers of art, music and dance activities in Blackpool.	
	Develop and coordinate a Blackpool-wide programme of volunteering and social action opportunities aimed at young people aged 14 years and above.	
	Help providers modify their programmes and activities to support the engagement of 14-year-olds and above.	This should provide progression from universal multi-activity at 7–13 years to focused activities such as the gym, the arts, music sessions, volunteering or job clubs at 14 years and above.
	Adopt a framework to help organisations improve participation practices, specifically in the design, development, delivery and evaluation of activities and services. It should be:	designed to help organisations segment participants to target activities and services that are most likely to interest them aligned with and informed by the Blackpool-wide youth participation strategy achieving the appropriate NYA Quality Mark standards for youth work provision
Awareness of Activities and Support Services	Assist other stakeholders in understanding the benefits of children and young people engaging in youth provision. For example, parents and carers did not appear to recognise the benefits of volunteering and social action.	
	Collaborate with stakeholders and young people to identify areas where gender-focused provision may be beneficial.	
	Develop a marketing and communication plan to promote and communicate available activities and services to and with young people. It should be:	coordinated by an agency with a remit to promote the statutory offer throughout Blackpool developed with young people, and serious consideration should be given to segmenting the offer by age promoted, with information segmented for different audiences to facilitate referrals from trusted people known to the young person
Safety	Adopt a framework to help organisations improve participation practice and support co-production.	
	Develop a co-produced tool kit to support youth workers in engaging young people in identifying real and perceived safety issues (local) and developing action-based protective factors to mitigate real and perceived risks.	
	Develop a safer route to youth provision plan in collaboration with the local Police to reassure young people.	
Cost	Increase awareness and potentially enable more young people to access services that they currently cannot afford.	Leisure services offer a wide range of heavily subsidised provision for young people in Blackpool. Align this offer with the coordination of a marketing and communication plan to promote services and activities.
	Engage tourist leisure businesses to improve the services they offer to local young people and raise awareness of the current offerings.	
	Make youth provision free of charge and provide resources to local youth providers by generating a council-coordinated funding stream.	
	Undertake targeted work with youth clubs and youth groups to help their members to access funding to enable them to participate in provision (i.e. equipment). This could be a centrally funded grant system led and coordinated by young people.	
Support Services	Develop a marketing and communication plan to promote and communicate young people's activities and provision.	Promotion and information should be segmented for different audiences to facilitate referrals from trusted people known to the young person.
	Adopt and adapt a multi-discipline evaluation framework to monitor the impact and effectiveness of support services partnerships.	
	Investigate where provision could benefit from a gender focus in collaboration with stakeholders and young people.	

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Proposed Youth Service Structure



Ongoing council investment of £225k/year
Sits within the Community and Environmental Services Directorate

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Report to:	EXECUTIVE
Relevant Officers:	John Blackledge, Director for Community and Environmental Services and Steve Thompson, Director of Resources
Relevant Cabinet Member:	Councillor Neal Brookes, Cabinet Member for Enforcement, Public Safety, Highways and Transport
Date of Meeting:	11 July 2022

PUBLICLY AVAILABLE TRAUMA KITS

1.0 Purpose of the report:

1.1 To make the Executive aware of and gain support for a Publicly Accessible Trauma (PaCT) First Aid Kits project, which has been endorsed by Blackpool's Community Safety Partnership. The report provides an overview, with additional detail at Appendix 3a.

2.0 Recommendation(s):

2.1 To endorse the rollout of Publicly Accessible Trauma First Aid Kits (PaCT) into publicly accessible locations (town centre/iconic locations) in order to preserve life as a result of injury whether that is on a mass casualty or individual basis, forming part of all measures that are being considered and taken in relation to the Protect and Prepare Duty

2.2 To note that the project would also include utilising the Blackpool Teaching Hospitals Emergency Department Navigator Nurses to support training requests from those who host the PaCT First Aid kits or those located nearby.

2.3 To agree that the Council will contribute £5,400 to the scheme as outlined in Appendix 3a from the Emergency Planning budget but also underwrite the scheme up to £25,000 but seek funding from partners within the Community Safety Partnership to mitigate the cost.

3.0 Reasons for recommendation(s):

3.1 There are several benefits to implementing this project which will:

- Potentially save lives;
- Support implementing recommendations from the Kerslake report and possible recommendations from the Manchester Arena Inquiry Volume 2 report (*not yet published*)

as this paper was written);

- Support category 1 responders in meeting their statutory obligations of the **Civil Contingencies Act (2004)**;
- Support elements of the **UK’s Counter Terrorism Strategy (CONTEST)**
 - **Protect and Prepare** – protecting publicly accessible locations from a terrorist attack and being prepared to mitigate the consequences of an attack occurring;
- Support responders and businesses in meeting their potential statutory obligations in a forthcoming **Protect Duty**;
- Support the Blackpool Council’s strategic priority of ‘*Creating stronger communities and increasing resilience*’.

3.2 Is the recommendation contrary to a plan or strategy adopted or approved by the Council? No

3.3 Is the recommendation in accordance with the Council’s approved budget? Yes

4.0 Other alternative options to be considered:

4.1 Not to implement the project which would mean that the Council and partners had not implemented the Kerslake recommendations.

5.0 Council priority:

5.1 The relevant Council priority is: “Communities: Creating stronger communities and increasing resilience”.

6.0 Background information

6.1 A multi-agency group has been looking into the recommendation from the National Counter Terrorism Security Office (NaCTSO) stating that public and private sector organisations are strongly recommended to enhance their first aid preparedness and response planning to take into account the likely injuries as a result of a malicious event such as a terrorist attack.

6.2 The group has approached this with not only terrorism in mind but to also take into account the higher likelihood of an individual receiving an injury, potentially through a knife attack or other method that requires appropriate lifesaving first aid with vital and available equipment in publicly accessible locations.

- 6.3 The equipment is designed so that a member of the public is able to use it, however with the unique group looking to deliver this and through their various requirements this will potentially allow access to staff from Blackpool Teaching Hospitals to support the rollout of equipment with a training offer for those organisations who host the equipment or for those who are located nearby.
- 6.4 The project also looks at addressing recommendations from the Manchester Arena attacks taken from the published Kerslake Report and anticipating lessons to be learned from the Manchester Arena Inquiry. It also takes in to account a lesson to be learned from a table top exercise which took place locally that was hosted by the council with other agencies in July 2021. These are detailed in the attached paper.
- 6.5 The project is also linking with the Knife Savers initiative that will provide education to young people so they do not carry knives and also provide them with the knowledge of how to manage a wound or haemorrhage.
- 6.6 Does the information submitted include any exempt information? No

7.0 List of Appendices:

- 7.1 Appendix 3a - Publicly Accessible Trauma First Aid Kits (Catastrophic Bleed Kits) / Stretchers across Publicly Accessible Locations in Blackpool – this paper contains further the details in relation to the project.

8.0 Financial considerations:

- 8.1 Appendix 3a illustrates the costs associated with this project. To deliver, it will cost in the region of £20,000, with project endorsement and funding secured from the members of Blackpool's Community Safety Partnership of £15,000 already and awaiting further responses from a number of organisations. Although if the remaining £5,000 is not achieved, it would be met from emergency planning contingencies. In case of expansion and/or changes in cost in the short term it is proposed in recommendation 2.3 that the Council will underwrite the scheme to £25,000 to address all potential circumstances.

9.0 Legal considerations:

- 9.1 This report relates to the proposed Protect Duty, CONTEST the UK's methodology for managing counter terrorism and is linked to the Civil Contingencies Act 2004.

It also takes in to consideration learning lessons from the Manchester Arena attack and other regional initiatives in relation to knife crime and preventable deaths.

10.0 Risk management considerations:

10.1 The risk of not doing anything could potentially lead to the loss of life or life changing injuries. Those who host the equipment will effectively take ownership of the equipment and will therefore become responsible for ensuring equipment such as bandages remain current and in date.

11.0 Equalities considerations:

11.1 Where reasonably practicable to ensure we protect all people who live, work and visit the town.

12.0 Sustainability, climate change and environmental considerations:

12.1 None.

13.0 Internal/external consultation undertaken:

13.1 The concept has been taken to the groups below where it was supported:

- Blackpool Protect and Prepare Business Group; and
- Blackpool Community Safety Partnership Board.

14.0 Background papers:

14.1 [Kerslake Report](#) – recommendations J and K, page 220.

15.0 Key decision information:

15.1 Is this a key decision? No

15.2 If so, Forward Plan reference number:

15.3 If a key decision, is the decision required in less than five days? No

15.4 If **yes**, please describe the reason for urgency:

16.0 Call-in information:

16.1 Are there any grounds for urgency, which would cause this decision to be

exempt from the call-in process?

No

16.2 If **yes**, please give reason:

TO BE COMPLETED BY THE HEAD OF DEMOCRATIC GOVERNANCE

17.0 Scrutiny Committee Chairman (where appropriate):

Date informed: N/A

Date approved: N/A

18.0 Declarations of interest (if applicable):

18.1

19.0 Summary of Discussion:

19.1

20.0 Executive decision:

20.1

21.0 Date of Decision:

21.1

22.0 Reason(s) for decision:

22.1

23.0 Date Decision published:

23.1

24.0 Alternative Options Considered and Rejected:

24.1

25.0 Executive Members in attendance:

25.1

26.0 Call-in:

26.1

27.0 Notes:

27.1

Publicly Accessible Trauma First Aid Kits (Catastrophic Bleed) / Stretchers across Publicly Accessible Locations in Blackpool

1. Summary

This paper is written with the intention of it being submitted to:

- Blackpool Council's Corporate Leadership Team and Executive;
- Blackpool Teaching Hospital NHS Foundation Trust Executive Directors;
- Blackpool Community Safety Partnership.

This aim of this paper is to gain the support at an executive level to:

- Roll out individual and mass casualty Publicly Accessible Trauma First Aid Kits (PACT) into publicly accessible locations across Blackpool in order to preserve life as a result of a catastrophic bleed injury whether that is on a mass casualty or individual basis;
- Roll out holdalls containing canvas stretchers into strategic locations across publicly accessible locations;
- Explore funding opportunities to enable the roll out of this project;
- Utilise the Blackpool Teaching Hospitals Emergency Department Navigator Nurses to support training.

2. What are Publicly Accessible Trauma Kits?

'Public and private sector organisations are strongly encouraged to enhance their first aid preparedness and response planning, so it takes into account the likely injuries as the result of a malicious event, such as a terrorist attack.'

To be located in publically accessible locations and areas to which people can easily access, PACT First Aid Kits are designed to be used by ANY person, regardless of their level of first aid training, and supports the first aid efforts until such time as the emergency services arrive. The PACT First Aid Kit can also be used by an injured person who is able to treat themselves.

The content within a PACT First Aid Kit supports the treatment of those with major bleeding (sometimes referred to as catastrophic bleeds, which can be as a result of a severed limb, an open wound and where there is substantial blood loss) and those who are unresponsive with absent or abnormal breathing'.

National Counter Terrorism Security Office (2021)

In such an incident, the response from the emergency services may be delayed due to its nature, the threat and possible dangers that may be present. There are also increasing and significant day to day pressures on all healthcare system partners, therefore it is essential that the appropriate first aid equipment should be made available in publicly accessible locations to enable them to provide potentially lifesaving first aid until the emergency services arrive.

As well as this being applied to a malicious mass casualty scenario it can equally be applied to violent crimes such as a knife attack on an individual which potentially has a higher likelihood of occurring.

The PACT kits will contain the essential resources to manage a catastrophic bleed and the National Counter Terrorism Security Office (NaCTSO) standard illustrating the recommended equipment to be included in the kit can be found in Annex 1.

We have been liaising with a supplier who has been developing a QR code on our behalf that will be placed on the front of the PACT first aid kit housing taking the user, via their smart phone, to a video of a step by step guide of how to use the equipment.

This project needs to ensure it caters for the requirements of all stakeholders and similar initiatives. The supplier is able to provide equipment to meet the resource requirements of all stakeholders so they can be housed together.

3. Legislation and Benefits

By implementing this project it will:

- Potentially save lives
- Support implementing recommendations from the Kerslake report and possible recommendations from the Manchester Arena Inquiry Volume 2 report (*not yet published as this paper was written*)
- Support category 1 responders in meeting their statutory obligations of the **Civil Contingencies Act (2004)**
- Support elements of the [UK's Counter Terrorism Strategy \(CONTEST\)](#)
 - **Protect and Prepare** – protecting publicly accessible locations from a terrorist attack and being prepared to mitigate the consequences of an attack occurring,
- Support responders and businesses in meeting their potential statutory obligations in a forthcoming [Protect Duty](#)
- Support Blackpool Council's strategic priority of 'Creating stronger communities and increasing resilience'
- Joining up the public's initial actions to an incident to compliment and support the response of partners and the emergency services.

4. Background

Manchester Arena Incident

The [Kerslake Report](#) is the product of an independent review into preparedness for, and emergency response to, the Manchester Arena attack on 22nd May 2017.

Two of the key recommendations are:

- **Recommendation J** – *'The Government should increase its support for public first-aid training programmes'*
- **Recommendation K** – *'All major transport hubs and public venues should possess and provide immediate access to basic frameless canvas stretchers to enable rapid movement and evacuation of casualties during terrorist attacks or other high-threat or dynamic-hazard incidents'*

Whilst we await the conclusion of the formal Manchester Arena inquiry it is anticipated that there will be similar and more detailed recommendations to follow.

Blackpool Council Exercise

In July 2021 Blackpool Council along with partners conducted a table top exercise. During the exercise the participants received a presentation from a specialist organisation who made the suggestion and recommendation for the introduction of PACT kits. At that time a standard of what equipment should be used for such kits was not available. However since then, in November 2021, the [National Counter Terrorism Security Office \(NaCTSO\)](#) launched a national standard in relation to PACT Kits.

Knife Crime Reduction / Violence Reduction Network

Whilst the initial driver for the introduction of this project was in relation to addressing the recommendations from the above it transpired after discussions with stakeholders that a similar project was being discussed in relation to managing catastrophic bleeds and trauma due to knife crime.

Lancashire Violence Reduction Network

We work across the public sector and with charities and community groups to better understand and support individuals and communities throughout Lancashire. We are taking a partnership approach to bringing about positive changes in communities throughout Lancashire. These projects are created or selected based on a deep understanding of communities, brought by those who are living and working within them. We strive to ensure all preventative measures are taken to avoid violence occurring but it is inevitable, particularly in the night time economy when the realities of drink and drugs take hold. We support the measures being proposed in order to be able to save lives, and to limit the seriousness of injuries sustained by expediting the delivery of quality first aid availability.

5. Joint Initiative

This is a joint initiative driven by the groups and organisations identified below.

Organisations

- Blackpool Council
- Blackpool Teaching Hospitals NHS Foundation Trust
- Lancashire Constabulary
- Counter Terrorism Policing North West
- NWAS
- LFRS

Groups

- Blackpool Protect and Prepare Group
- Blackpool Protect and Prepare Business Group
- Blackpool Community Safety Partnership

The Protect and Prepare Business Group are extremely supportive of the idea and are willing to host the PACT kits in secure, but accessible to the public, locations. Whilst the equipment is intended to be used by the public the group is supportive of the idea to train their first aid at work trained staff in appropriate trauma training.

6. Training

In order to meet the NaCTSO standard it is important that the equipment is self-intuitive for a member of the public to use should it be required. However another positive aspect of bringing the initiatives outlined above together with the various stakeholders involved is that this allows access to Emergency Department Navigator Nurses from Blackpool Teaching Hospitals to be able to train staff (*subject to managing demand*), in how to manage a catastrophic bleed, in locations where the equipment will be hosted.

7. Locations of PACT Kits / Stretchers

Individual PACT kits

It is intended to initially host the equipment in the organisations listed in appendix 3. The majority of these organisations are from the Blackpool Protect and Prepare Business Group.

A representative from the Security industry Authority is a member of the group and is helping make the connections with the Night Time Economy so that they too can be part of the initiative. Links are also connected from Lancashire Constabulary's and Blackpool Council's licensing departments.

Multiple PACT Kits for Mass Casualty Incidents

As well as the businesses highlighted in appendix 3 hosting the publicly accessible trauma kits some of them have also agreed to host larger holdalls containing multiple trauma kits that could be deployed to a nearby mass casualty incident. These will be strategically placed across the town centre landscape that may constitute a crowded place and should be available 24/7.

Stretchers

In order to address recommendation K from the Kerslake report, the holdalls containing stretchers will be co-located with the multiple PACT kits for mass casualty incidents (see appendix 2)

8. Blackpool Council CCTV Control Room – mapping and communication of equipment

Once the PACT kits are in place their locations will be mapped on to a system and held within Blackpool Council's CCTV Security Control Room. The advantage of this is that if they are made aware that an incident has occurred they will be able to direct either shop staff or door supervisors from night time economy venues to PACT resources via the Shopwatch and Pubwatch network radios. This also alerts other users that an incident has occurred.

9. Costs

PACT First Aid Kits

- The unit cost of a Blackpool PACT First Aid Kit when bought in large numbers is £103.50
- Therefore 45 kits = £4657.50

Mass Casualty Holdalls

- A holdall to house 10 disposable stretchers and 6 trauma packs is £33.73
- Therefore 10 holdalls = £337.30 (includes x2 spares, can be used during exercises)

Mass Casualty PACT First Aid Kits (*same equipment without the housing*)

- The cost of PACT Kit to be contained in the mass casualty holdall is £99.08

- Therefore 60 kits = £5944.80
 - 6 kits per bag can treat potentially between 12-24 persons depending upon the nature of injuries.
 - X8 bags (excl 2 spares) = between 96-192 persons could be treated in a mass casualties scenario if all the bags are used collectively.

Disposable Stretchers

- The cost of each disposable stretcher = £13.45.
- There will be x10 stretchers in each mass casualty bag and therefore x100 disposable stretchers = £1345.00.
- The cost of the products for this project is = £12,284.60 excl VAT
- Inclusive of VAT at £2,456.92 = £14,741.52

- Contingency for increase in costs/additions at 10% = £1,474

- Total costs = £16,215.52 – to include contingency rounded to £20k.

- Emergency Department Navigator Nurses time for training is provided as a contribution from Blackpool Teaching Hospitals free of charge

We are looking to roll out 42 of the individual PACT First Aid kits in the launch of this project however it is anticipated that demand may grow perhaps in schools and other organisations once the project has been promoted. Unless there is further funding available it will be for those organisations to source the PACT First Aid kits themselves.

10. Funding Opportunities

Confirmed:

- £6600 - Community Safety Partnership (Home Office, Safer Streets initiative)
- £3,000 – Blackpool Teaching Hospitals Emergency Preparedness, Resilience and Response (EPRR)
- £5,400 - Blackpool Council.

Parties to have further conversations with:

- Blackpool Clinical Commissioning Group
- Police and Crime Commissioner Office

11. Risks

Risk of Not Doing Something

The risk of not doing anything could potentially lead to the loss of life or life changing injuries.

Blackpool's busy nightlife in the heart of the town centre and tourism area are identified risk/hotspot areas for violent crime, and whilst we would never want to have the need to utilise trauma first aid packs, this environment is statistically and predictably where they are likely to be used.

The North West Ambulance Service continue to face high demand and their response times continue to be challenging due to the high demand for emergency healthcare services. Time matters when dealing with significant trauma/knife wounds and you can bleed to death in minutes. Prior to the arrival of NWAS – access to trauma first aid packs for use by members of the public/first responders (including Police) could significantly increase the chances of survival of the victim by preventing substantial blood loss.

Currency of Clinical Equipment

There is a risk that when the PACT kit ownership is transferred to the host organisation that it is not maintained in relation to currency of dressings. There will be a requirement to ensure equipment is in date every few years. This will be an agreement made with the host organisations which will be reviewed via the Protect and Prepare Business Group.

12. Next Steps / Timeline

- Presentation to Blackpool Community Safety Partnership to apply for funding and gain support for the project, 28th March 2022 – complete.
- Update to Community Safety Partnership, 08th June – complete.
- Meeting with NWAS Deputy Medical Director and Snr Clinical Lead for NWAS Emergency Ops Centre – complete.
- Papers for approval delivered to Blackpool Council Corporate Leadership meeting, 28th June 2022 (to be submitted – 23rd June) - complete.
- Papers for approval delivered to Blackpool Teaching Hospitals Exec meeting, June 2022 – complete.
- Papers for approval delivered to Blackpool Council Executive meeting (Elected Members) – 11th July.
- Order Resources – August 2022
- Rollout and launch – August/September 2022 (subject to supply chain accessibility, approvals and funding)

Annex 1 – National Counter Terrorism Office (NaCTSO) Public Access Trauma First Aid Kit Standard







STANDARDS

For

Public Access Trauma (PACT)

First Aid Kit

Desired Outcome

The business premises of public and private sector organisations are ideally suited to locating **Public Access Trauma (PACT) First Aid Kits** in areas to which the general public have access. These first aid kits, for use by any person regardless of their level of training, supports the treatment of life threatening injuries and will significantly enhance an organisations first aid preparedness, increase the first aid resilience amongst the general public and ultimately, improve the survivability of a person with life threatening injuries.

Accessibility, Storage and Content

A **PACT First Aid Kit** should be:

- a) Located in areas to which the public have access.
- b) Available for use by any person.
- c) In a sealed **GREEN** pack which is clearly labelled **Public Access Trauma First Aid Kit** with a white cross on a green background.
- d) At a minimum, contain the following items:

	Item Description	Quantity
1	Personal Protective Equipment <i>Disposable gloves (x4 pairs), disposable glasses, disposable face mask</i>	2 sets
2	Tuff Cut Scissors	2
3	Large Trauma Wound Dressing	4
4	Woven Triangular Bandage	2
5	Windlass Tourniquet	2
6	CPR Face Shield	2
7	Indelible Marker Pen	2
8	PACT First Aid Kit Aide Memoire	2

Legalities

Beyond the [Health and Safety \(First-Aid\) Regulations 1981](#) which requires employers to provide adequate and appropriate equipment, facilities and personnel to ensure their employees receive immediate attention if they are injured or taken ill at work, there is no specific legal duties relating to having in place publically accessible first aid kits. However, the [Health and Safety Executive](#) strongly recommends that non-employees are included in an assessment of first-aid needs and that provision is made for them.

1 | Page



How to achieve good practice

Organisations should:

- a) Ensure the kit is included within, and forms part of an organisations First Aid Needs Assessment.
- b) Have in place a formal risk based process which determines the best location for the kit.
- c) Embed the name “**Public Access Trauma First Aid Kit**” and “**PACT First Aid Kit**” within the first aid culture of the organisation.
- d) Ensure all individuals within the premises are aware of the kit location, use and contents.
- e) Locate the kit with other publically accessible first aid provisions such as defibrillators.

How to achieve leading practice

Organisations should:

- a) Have a clearly defined process for consulting and sharing the location of the kit with neighbouring organisations and emergency services.
- b) Ensure the kit forms an integral part of an organisations first aid response plan.
- c) Hold specific contingency plans which take into account the likely incident and injuries which would require the use of the kit.
- d) Have an agreed understanding that the kit may be used by emergency services on those occasions where they need it to supplement their own kit.
- e) Ensure the kit forms part of a first aid exercise programme where relevant lessons are identified and reflected in plans and arrangements.
- f) Ensure that sufficient staff have received additional, and where applicable, accredited training in the use of the kit.

Further Guidance and Supporting Documentation

[National Counter Terrorism Security Office](#) - Information and guidance on counter terrorism protective security and preparedness, which includes CT first aid.

[St John Ambulance](#) – Accredited first aid training and suppliers of first aid products.

[citizenAID](#) - Free information on how to stay safe and treat casualties before the 999 services arrive. Suppliers of first aid products.

[Faculty of Pre Hospital Care](#) – Information on pre hospital clinical standards

[Resuscitation Council UK](#) – Information on CPR and defibrillators.

[British Heart Foundation](#) – Information on defibrillators.

[Health & Safety Executive](#) – Guidance for employers on first aid

Annex 2 – Examples of Products

Example of Publicly Accessible Trauma First Aid Kit



Item	<u>PACT Kit</u>	<u>Blackpool PACT Kit</u>
Trauma Dressing	4	4
Chitogauze	0	1
Russell Chest Seal	0	0
Fox Chest Seal (pack of 2)	0	1
Sof Tactical Tourniquet	0	0
STAT Tourniquet	2	2
Resus Face Shield	2	2
Nitrile Gloves	4	4
Scissors	2	2
Face mask	4	4
Glasses	4	4
Red Bag	0	0
Green Box	1	1
Instruction Card	1	1

Blackpool PACT Kit – bespoke to include all stakeholder requirements.

- Can treat 2 – 4 persons per individual pack

Example of a Holdall Holding Multiple Trauma First Aid Kits
(Labelling to be included)



<p>Disposable Stretcher</p>	 A yellow disposable stretcher with black straps, shown in a folded or partially unfolded state. The stretcher is rectangular with a textured surface and has four black straps attached to the corners.
------------------------------------	---

Annex 3 – Organisations to Host PACT First Aid Kits

Initial Businesses to Host Equipment (Majority have already agreed)

1	Blackpool Tower Ballroom
2	Blackpool Tower Circus
3	Blackpool Tower Top
4	Blackpool Tower Control Room
5	North Pier
6	Central Pier
7	South Pier
8	Winter Gardens Conference Centre
9	Winter Gardens Opera House
10	Winter Gardens Ballroom
11	Winter Gardens Thoroughfare
12	Hounds Hill North
13	Hounds Hill South
14	Hounds Hill Control Room
15	The Sandcastle x2
16	Sea Life Centre
17	Madame Tussauds
18	Blackpool and the Fylde College x2
19	Blackpool Sixth Form College x2
20	Blackpool Council Municipal Buildings
21	Blackpool Council Town Hall
22	Blackpool Council Bickerstaffe House
23	Blackpool Council – Tourist Information Centre
24	Blackpool Lifeboat Station
25	Blackpool Pleasure Beach
26	Blackpool Sports Centre
27	Palatine Sports Centre
28	Moor Park Sports Centre
29	The Grand Theatre
30	Odeon Cinema

To make approaches to licensed premises via Night Time Economy Contact and Licensing Departments in relation to wider distribution of the kits.

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Report to:	EXECUTIVE
Relevant Officer:	Carl Carrington, Head of Planning and Conservation
Relevant Cabinet Member	Councillor Lynn Williams, Leader of the Council and Cabinet Member for Tourism, Arts and Culture
Date of Meeting	11 July 2022

ARTICLE 4 DIRECTION ORDER FOR LOCALLY LISTED BUILDINGS

1.0 Purpose of the report:

1.1 To consider objections and whether to confirm a non-immediate Article 4 direction order to remove the permitted development right for demolition of locally listed buildings outside conservation areas and for exterior painting.

2.0 Recommendation(s):

2.1 To consider the objections received attached at Appendices 4a and 4b.

2.2 To consider, in light of the objections, whether to approve the confirmation of the Article 4 direction to remove the permitted development right for demolition and exterior painting of locally listed buildings outside conservation areas.

3.0 Reasons for recommendation(s):

3.1 As objections have been received they should be considered by the Executive along with the recommendation of the Head of Planning and Conservation outlined below at paragraphs 6.11 and 6.12.

3.2 Is the recommendation contrary to a plan or strategy adopted or approved by the Council? No

3.3 Is the recommendation in accordance with the Council's approved budget? Yes

4.0 Other alternative options to be considered:

4.1 When the local list was completed in 2014, following discussions with the legal team and the then Cabinet member, paperwork was prepared to allow the application of an immediate 'reactive' article 4 direction should a prior notification for demolition be received. A prior notification gives 28 days' notice of demolition to allow scrutiny of site

clearance proposals only. Since then it has become clear that this may bring a risk of claims for compensation when work towards the re-use of the site may already be in hand. The alternative of 'do nothing' would mean the uncontrollable loss of more locally listed buildings.

5.0 Council priority:

5.1 The relevant Council priority is: "Communities: Creating stronger communities and increasing resilience".

6.0 Background information

6.1 Executive approval was given on 7 December 2020 to produce a non-immediate Article 4 Direction order to remove the permitted development right for demolition of and exterior painting of locally listed buildings outside conservation areas (Decision EX53/2020 refers). Due to the Coronavirus pandemic restrictions, it was decided to delay the public consultation exercise to a time when it would be easier for the public to access information not just online but also in libraries and the Council offices. Consultation was therefore carried out 23 February 2022 – 20 April 2022.

6.2 During the course of the consultation 23 telephone calls were received from owners of locally listed buildings requesting more information. Subsequent to the receipt of additional information no written objections were received from those who had telephoned with queries in respect of the Article 4 direction.

6.3 Two written objections were received, on behalf of the owners of Central and South Piers, and the Blackpool Pleasure Beach respectively. These objections are attached for consideration at Appendix 4a and 4b.

6.4 The objection regarding from the Piers attached at Appendix 4a was that they believed the deadline should be extended as they had not been furnished with the information required to make a thorough representation, hampered further by the fact that there was a delay in receiving the letter because it was addressed to the owner/occupier, and an email of the 1 of April 2022 had allegedly been ignored.

6.5 The letter was addressed to the Owner/ Occupier at the property address. The legislation requires that the Council makes reasonable efforts to inform owners and occupiers of the proposed Article 4 direction unless it is impracticable to do so. However, given that over 250 such notices were sent out, it was impracticable to address them all individually, hence they were addressed to the Owner/Occupier. The letter was only read by the complainant on 23 March because of a delay caused by their internal mail system, but nonetheless this still meant that the legal minimum of 21 days of public consultation allowing them to respond was exceeded by 7 days.

- 6.6 The objection mentions an email of 1 April 2022 however this was never received by the Heritage Team.
- 6.7 The statutory notice is specific about which permitted development rights will be withdrawn. The view of the Heritage Team is that given the simplicity of these provisions, it should not take a qualified heritage consultant very long to assess and inform the owner of the effects of the notice. For clarification the effect of the implementation of the Article 4 direction does not prevent works from being permitted it simply requires planning permission be granted prior to demolition or the exterior painting of the building.
- 6.8 The objection on behalf of the Blackpool Pleasure Beach attached at Appendix 4b is that the building does not meet the criteria for local listing, and that to date there has been an implicit policy that the local list would never remove permitted development rights from property owners. The owner therefore contends that the new intention to introduce an Article 4 Direction for locally listed buildings would represent an unfair imposition for property owners.
- 6.9 The building was locally listed in 2013 because it is a good and little-altered example of its age and type. There were no objections to its local listing at the time. The character and appearance of the building has not changed since then, and there is no reason to reconsider its locally listed status.
- 6.10 Guidance to date has always been that local listing does not have the power of statutory designation but it is a material consideration if a planning application is under consideration so that its special interest is taken into account. However, demolition of an unlisted building outside a conservation area is not classed as development and does not therefore require planning permission. Due to the loss of several locally listed buildings which the Council had no power to prevent, approval was sought from the Executive to introduce a non-immediate Article 4 direction to prevent demolition, and external painting, to bring these permitted development rights within the planning system. As such, the Article 4 direction would not prevent demolition or repainting, but will enable the Council to scrutinise and weigh the proposals within the context of the National Planning Policy Framework.
- 6.11 The view of the Head of Planning and Conservation as the Council's heritage specialist is that the Article 4 direction should be confirmed as although the status of locally listed buildings is a material consideration when planning applications are being determined, buildings outside conservation areas are nevertheless vulnerable to demolition because they currently fall outside the scope of planning legislation.

6.12 In addition, commercial buildings in particular have been the subject of damaging exterior paintwork changes during rebranding exercises. A targeted Article 4 direction would remove the permitted development rights which allow total demolition and the painting of exterior walls, bringing these within the planning system so that they can be managed appropriately by requiring planning applications. The Head of Planning and Conservation does not consider that the objections raise any significant issues and this must be balanced against the relatively small impact of the Article 4 direction and the need to prevent harm to local amenity and planning for the historic built environment.

6.13 Does the information submitted include any exempt information? No

7.0 List of Appendices:

7.1 Appendix 4a: Piers Objection
Appendix 4b: Pleasure Beach Objection

8.0 Financial considerations:

8.1 There is no risk of compensation claims arising from the making of a non-immediate Article 4 Direction Order.

9.0 Legal considerations:

9.1 The National Planning Policy Framework states that use of Article 4 directions should be limited to where it is necessary to protect local amenity or the wellbeing of the area.

9.2 Article 4 directions are registrable as local land charges. Article 4 directions may be made when the Local Planning Authority is satisfied that it is expedient that development that would normally benefit from Permitted Development rights should not be carried out unless planning permission is granted.

9.3 Regard should be had to DCLG Replacement Appendix D to the Department of the Environment Circular 9/95: General Development Consolidation Order 1995 issued in November 2010. It contains a general statement that an Article 4 direction should be considered 'only in those exceptional circumstances where the evidence suggests that the exercise of permitted development rights would harm local amenity or the proper planning of the area.' The Guidance requires that the potential harm that the direction is intended to address must be clearly identified and where such withdrawal is proposed to cover a wide area there must be particularly strong justification for the withdrawal at the time of making the Direction.

9.4 The order states further that local planning authorities may wish to consider whether the exercise of permitted development rights would undermine local objectives to create or maintain mixed communities. The immediacy of the threat and the compensation liability may be factors in determining which type of direction to use.

9.5 The number of locally listed buildings outside conservation areas which have been demolished since the Local List was established has demonstrated that current powers are inadequate to prevent harm to local amenity and planning for the historic built environment. The local listing process of selection, expert scrutiny and public consultation is evidence of the rigorous approach taken to ensure that the heritage significance of the buildings in question has been fully assessed. The above tests have therefore been met.

9.6 Regard must also be had to the Human Rights Act 1998 in particular Article 8 (right to respect for private and family life) and Article 1 (protection of property). Any interference with the rights protected by the Act must be necessary and proportionate in the interests of a democratic society.

10.0 Risk Management considerations:

10.1 There is no risk of compensation claims arising from the making of a non-immediate Article 4 direction order.

11.0 Equalities considerations:

11.1 Regard must be had to the provisions of the Equality Act 2010 and to the duty under section 17 of the Crime and Disorder Act 1998.

12.0 Sustainability, climate change and environmental considerations:

12.1 There are no sustainability, climate change and environmental considerations.

13.0 Internal/external consultation undertaken:

13.1 Internal consultation has taken place as well as consultation with the Local Planning Authority prior to obtaining the Executive approval on 7 December 2020.

An external consultation period of 8 weeks undertaken with the public and interested parties

14.0 Background papers:

14.1 None

15.0 Key decision information:

15.1 Is this a key decision? No

15.2 If so, Forward Plan reference number:

15.3 If a key decision, is the decision required in less than five days? No

15.4 If **yes**, please describe the reason for urgency:

16.0 Call-in information:

16.1 Are there any grounds for urgency, which would cause this decision to be exempt from the call-in process? No

16.2 If **yes**, please give reason:

TO BE COMPLETED BY THE HEAD OF DEMOCRATIC GOVERNANCE

17.0 Scrutiny Committee Chairman (where appropriate):

Date informed:

Date approved:

18.0 Declarations of interest (if applicable):

18.1

19.0 Summary of Discussion:

19.1

20.0 Executive decision:

20.1

21.0 Date of Decision:

21.1

22.0 Reason(s) for decision:

22.1

23.0 Date Decision published:

23.1

24.0 Alternative Options Considered and Rejected:

24.1

25.0 Executive Members in attendance:

25.1

26.0 Call-in:

26.1

27.0 Notes:

27.1

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On the 23rd of March 2022 I received a scanned copy of letter that had been picked up at Central Pier. The letter sets out details of a potential extension to the Article 4 Notice in place on the Promenade and makes specific reference to the Pier.

The poor standard of the letter is of grave concern, it was sent to an unnamed person at the Pier, simply addressed to the owner/occupier and unsigned at the Councils end with no point of contact other than a mailbox address for the heritage team.

The ramifications of the policy change will have a significant impact on the Pier Company, so we very much intended to make strong representations. We consulted with our Planning Consultant shortly after reading the letter on the 23rd of March who in turn advised us that he would need to consult with his heritage specialist. I was asked to get clarification on some Schedules referred to in the consultation letter.

On Friday 1st April 2022 I sent an e mail to the heritage mailbox, the address of which is detailed at the foot of the letter asking for precise information relating to schedule 1,2, and 3 which they refer to in the poorly drafted original consultation letter. 5 working days have now lapsed since that e mail was sent and I have still not received the information.

The knock-on effect is that our Heritage specialist has not even begun to draft a representation as we cannot provide him with the suit of documents he needs. To add further pressure to the situation he is now on holiday for 1 week. The original letter has set a deadline of the 20th of April 2022 for any written submissions to be made.

I am lodging this complaint to cover several issues.

1. The deadline of the 20th of April 2022 should be extended based upon the poor-quality consultation letter that was only read on the 23rd of March 2022.
2. The deadline should be extended as we have not been furnished with the information required to make a thorough representation, hampered further by the fact that my e mail of the 1st of April 2022 has been ignored
3. We have still not been able to establish that the changes will affect South Pier, again because my e mail has been ignored.

It would appear that if we are to make this deadline then we will have to do so without the contributions of our experts, this deprives us of making a thorough representation and in my view would give rise to challenge on the inadequacies of the consultation process.

The Council imply that that the Piers are important heritage assets? It would seem they are not important enough to make direct contact with anyone from the Company in advance of a formal consultation and not important enough to respond to an e mail which is clearly time sensitive as the deadline of the 20th April 2022 is looming.

BUILT HERITAGE NOTE

2 - 4 Balmoral Road, Blackpool FY4 1HR

JCH1663
FINAL
1.0
April 2022

REPORT

Document status

Version	Purpose of document	Authored by	Reviewed by	Approved by	Review date
1.0	FINAL	VB			14.4.22

Approval for issue

VB

14 April 2022

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Prepared by:

RPS

Victoria Brocksopp BA (Hons) MA
Director

20 Farringdon Street
London, EC4A 4AB

Prepared for:

**Blackpool Pleasure Beach Limited Self
Administered Pension Fund**

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Appendices

- Appendix A Historic Maps
- Appendix B Photographs

1 INTRODUCTION

- 1.1 This Built Heritage Note has been researched and prepared by RPS, on behalf of Blackpool Pleasure Beach Limited Self Administered Pension Fund (the owner of the property), with regard to 2-4 Balmoral Road, Blackpool FY4 1HR.
- 1.2 2-4 Balmoral Road comprises a pair of originally semi-detached properties, now connected internally as part of a single office unit. The property is not designated as a listed building, nor is it located within a conservation area. The property has, however, been included by Blackpool Council on its Local List.
- 1.3 The Council has served notice to the property owner (dated 23 February 2022) that it has made an Article 4 Direction under Article 4(1) of the Town and Country Planning (General Permitted Development) Order 201, as amended, which would apply to 2-4 Balmoral Road. The proposed Direction applies to locally listed buildings located outside of the local planning authority's conservation areas, removing certain permitted development rights including exterior painting or demolition.
- 1.4 The Council has stated that it will receive representations with regard to the proposed Direction, and this Built Heritage Note sets out the owner's technical objection to the proposed Article 4 Direction Order.
- 1.5 The assessment provided within this report includes an appraisal of the heritage significance of 2-4 Balmoral Road. It is the result of historic research, a site assessment from publicly accessible locations in the surrounding area, map studies and the application of professional judgement. This assessment also reviews the process by which the Local List was created and the advice and guidance which has been provided to property owners in relation to the local designation.
- 1.6 The findings of this report are based on the known conditions at the time of writing and all findings and conclusions are time limited to no more than 3 years from the date of this report. All maps, plans and photographs are for illustrative purposes only.

2 PLANNING POLICY AND GUIDANCE

National Planning Policy

National Planning Policy Framework (Ministry of Housing, Communities and Local Government, July 2021)

- 2.1 Whilst this report is focused upon the proposed Article 4 Direction it is important to consider the existing planning context which already applies to the property as a non-designated heritage asset (for clarity, there is not a planning application relating to 2-4 Balmoral Road at present).
- 2.2 The NPPF is the principal document that sets out the Government's planning policies for England and how these are expected to be applied.
- 2.3 It defines a heritage asset as a: *'building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. It includes designated heritage assets and assets identified by the local planning authority (including local listing).'*
- 2.4 Section 16: Conserving and Enhancing the Historic Environment relates to the conservation of heritage assets in the production of local plans and decision taking. It emphasises that heritage assets are *'an irreplaceable resource, and should be conserved in a manner appropriate to their significance'*.
- 2.5 For proposals that have the potential to affect the significance of a heritage asset, paragraph 194 requires applicants to identify and describe the significance of any heritage assets that may be affected, including any contribution made by their setting. The level of detail provided should be proportionate to the significance of the heritage assets affected. This is supported by paragraph 195, which requires LPAs to take this assessment into account when considering applications.
- 2.6 Paragraph 203 states that where an application will affect the significance of a non-designated heritage asset, a balanced judgement is required, having regard to the scale of harm or loss and the significance of the heritage asset.

National Guidance

Planning Practice Guidance (DCLG)

- 2.7 The Planning Practice Guidance (PPG) has been adopted to aid the application of the NPPF. It reiterates that conservation of heritage assets in a manner appropriate to their significance is a core planning principle.
- 2.8 Non-designated heritage assets are defined as follows:
Non-designated heritage assets are buildings, monuments, sites, places, areas or landscapes identified by plan-making bodies as having a degree of heritage significance meriting consideration in planning decisions but which do not meet the criteria for designated heritage assets.
- 2.9 The guidance further states that:
A substantial majority of buildings have little or no heritage significance and thus do not constitute heritage assets. Only a minority have enough heritage significance to merit identification as non-designated heritage assets.
- 2.10 The PPG provides additional guidance as to how the significance of heritage assets is determined through various heritage interests, as follows:

- archaeological interest: As defined in the Glossary to the National Planning Policy Framework, there will be archaeological interest in a heritage asset if it holds, or potentially holds, evidence of past human activity worthy of expert investigation at some point.
- architectural and artistic interest: These are interests in the design and general aesthetics of a place. They can arise from conscious design or fortuitously from the way the heritage asset has evolved. More specifically, architectural interest is an interest in the art or science of the design, construction, craftsmanship and decoration of buildings and structures of all types. Artistic interest is an interest in other human creative skill, like sculpture.
- historic interest: An interest in past lives and events (including pre-historic). Heritage assets can illustrate or be associated with them. Heritage assets with historic interest not only provide a material record of our nation's history, but can also provide meaning for communities derived from their collective experience of a place and can symbolise wider values such as faith and cultural identity.

Overview: Historic Environment Good Practice Advice in Planning

- 2.11 Historic England has published a series of documents to advise applicants, owners, decision-takers and other stakeholders on managing change within the historic environment. These include Historic Environment Good Practice Advice in Planning (GPAs) documents and Historic England Advice Notes (HEANS).

HEAN 7: Local Heritage Listing: Identifying and Conserving Local Heritage (Second Edition, 2021)

- 2.12 This Historic England Advice Note provides information on local heritage listing of heritage assets such as buildings, monuments, sites, places, areas or parks, gardens and other designed landscapes, to assist community groups, owners, applicants, local authorities, planning and other consultants.
- 2.13 The guidance provides information on the recommended process for establishing a local list and the process for assessing candidate assets which may be added to that list. It provides some commonly used criteria by which potential assets are assessed. Whilst criteria will be determined locally, the guidance makes clear that to qualify for local heritage listing nominated assets will need to meet the requirements of the selection criteria, and national planning policy.
- 2.14 The guidance additionally provides best practice guidance for the publishing of information about local lists, including the reasons for which buildings or structures have been included.

Local Planning Policy

- 2.15 In considering any planning application for development, the planning authority will be mindful of the framework set by government policy, in this instance the NPPF, by current Development Plan Policy and by other material considerations.

Blackpool Local Plan Part 1: Core Strategy 2012-2027 (Adopted January 2016)

- 2.16 Policy CS8: Heritage
1. Development proposals will be supported which respect and draw inspiration from Blackpool's built, social and cultural heritage, complementing its rich history with new development to widen its appeal to residents and visitors.
 2. Proposals will be supported that:

- a. Retain, reuse or convert, whilst conserving and enhancing the significance of designated and non-designated heritage assets and their setting.
 - b. Enhance the setting and views of heritage assets through appropriate design and layout of new development and design of public realm
 - c. Strengthen the existing townscape character created by historic buildings
3. Developers must demonstrate how any development affecting heritage assets (including conservation areas) will conserve and enhance the asset, its significance and its setting.

Local Guidance

List of Buildings of Local Architectural and/or Historic Interest in Blackpool (Local List), Guidance on Repairs and Alterations (June 2018)

2.17 This guidance includes the detailed criteria by which candidate buildings and structures are assessed before being added to the Local List. These criteria include:

- Age
 - (a) Buildings surviving from the earliest phases of development (in Blackpool's case prior to 20th century) and early 20th suburban development, and surviving in anything like their original form. Superficial alterations which may be reversed in the future, e.g. reinstatement of timber windows, will not preclude inclusion on the list.
- Rarity
 - (a) Rare surviving examples of a particular type or form of building, material or style.
- Aesthetic or design merit
 - (a) Examples of a particular architectural style.
 - (b) Use of quality materials and workmanship.
 - (c) The work of a notable local architect
- Group value
 - (a) Groups which as a whole have a unified architectural or historic value to the local area.
 - (b) Terraces, enclosing buildings (surrounding squares etc.), uniform rows etc.
- Archaeological interest
 - (a) Although archaeological finds across the borough to date have been scattered and few, they nevertheless indicate ancient settlements, and the possibility of future accidental finds should not be discounted. In addition, there is the possibility that some existing buildings have older foundations, perhaps as yet undiscovered. Where the presence of such archaeology is known, or suspected, to exist, the building will be included on the list. In all other cases, where planning applications for development in any part of the borough involve work below ground level, it is suggested that a condition be attached that archaeological finds should be notified to the Council for recording in situ, so the location can be added to the Heritage Environment Record.
- Historical interest
 - (a) Historical association with a notable local person, event or key period of development.
 - (b) Figures or events of national interest with a direct association
 - (c) Where buildings have later alterations, if the change demonstrates key stages in the town's historical development and are clearly legible, the building will be included

- Landmark status

(a) Buildings which contribute significantly to townscape appearance e.g. pubs, churches, factories, cinemas, banks, etc.

(b) Buildings that are a focal point of social or visual interest e.g. prominent corner sites.

(c) Form a landmark, from within or from outside an area.

- Social value

(a) The development of an area is often influenced by an individual building, which may play an integral part in the shape of the area, or in the local social scene. Such buildings may include churches, schools, village and town halls, chapels, public houses, memorials, places of employment and workhouses, which formed a focal point or key social role in the historical development of the area.

- Documentation

(a) The significance of a local historic asset of any kind may be enhanced by a significant contemporary or historic record, although this criterion alone will probably not be sufficient to justify local listing.

2.18 The guidance provides detailed advice for property owners regarding works to locally listed buildings, including maintenance and repairs. The advice is comprehensive and accessible for property owners, allowing them to make decisions that preserves the significance of their properties as locally listed buildings.

3 HISTORIC BUILT ENVIRONMENT APPRAISAL

Historic Development

- 3.1 Balmoral Road is shown laid out on the 1891 OS map (Figure 1), with 2-4 Balmoral Road extant as a pair of semi-detached properties at the western end of the street. The street is otherwise largely undeveloped, mirroring the disjointed pattern of development along roads to the north at Osborne Road and Withnell Road. At this stage Simpson Street to the immediate west of 2-4 Balmoral marks the edge of the seafront. To the south of Balmoral Street the land remains undeveloped, crossed by the Kirkham, Lytham and Blackpool Coast Line.
- 3.2 The 1911 OS map (Figure 2) shows a dramatic acceleration of development across Balmoral Road and the surrounding area. Previously empty plots along the adjacent streets have been almost entirely filled in, leaving only the plot of land immediately surrounding 2-4 Balmoral Road undeveloped. Another major change is the embankment laid out to the west of Balmoral Road and creation of the Promenade, along with the South Pier.
- 3.3 Whilst the existing residential streets remained broadly unchanged, the 1932 OS map (Figure 3) shows significant development relating to the seaside resort facilities, including the open air swimming bath to the west and the Pleasure Beach to the south. A 'casino' is shown to the south of Balmoral Road, which was the main entrance building to the Pleasure Beach (and although called 'casino', we understand it was not actually an operating casino). To the east of the railway line new residential streets have been laid out and developed.
- 3.4 The 1938 OS map (Figure 4) shows the 'casino' building which survives to the present day now extant to the south of Balmoral Road, replacing the earlier casino building in this location.
- 3.5 The 1962 OS map (Figure 5) shows the land surrounding 2-4 Balmoral Road labelled as a car park for the first time.
- 3.6 The 1993 National Grid map (Figure 6) shows the Gables Hotel now extant to the east of 2-4 Balmoral Road. Properties to the south of Balmoral Road have also been demolished by this time, replaced by a large car park.
- 3.7 From this time, up until the present day (2022 Aerial Photograph, Figure 7), the immediate surroundings of 2-4 Balmoral Road have remained broadly unchanged, aside from the redevelopment of the Gables Hotel as a Travelodge. At the other end of the street, 30 Balmoral Road (which also was shown extant on the 1891 OS map) has been demolished to make way for a car park.

Site Assessment

- 3.8 2-4 Balmoral Road was originally built as two residential properties but in the present day the building exists in office use and is connected internally. Photographs are provided in Appendix B.
- 3.9 An understanding of the local area suggests that this part of the South Beach area was known for larger, middle class lodging houses, particularly after the development of the Pleasure Beach. It is known that 2-4 Balmoral Road were used as a school for young ladies in the 1890s.
- 3.10 The overall building comprises a pair of semi-detached properties, two storeys in height with attic storey. Each property has two bays, with two storey canted bay windows to the outer bays and front entrances contained within the inner bays which are approached via a short flight of steps. The walls are rendered, with stone dressings to the windows and door as well as quoins. The render obscures the original red brick walls, which are shown on 1940s aerial photographs as having originally existed unrendered with bands of stone. The gabled roof is slate covered, with shallow gabled dormers to the front elevation. The windows are all double glazed units. To the rear is a modern, two storey extension.

- 3.11 The property is bounded on Balmoral Road by a low brick wall with stone coping and gate posts. The property is overshadowed to the east by the Travelodge and to the south by the buildings of the Pleasure Beach and The Sandcastle to the west.

2 - 4 Balmoral Road, Assessment of Significance

- 3.12 2-4 Balmoral Road is not statutorily listed or located within a conservation area, but it has been identified by Blackpool Council as a locally listed building. Whilst the assessment criteria are available online, the exact reasons for why this particular property is locally listed do not appear to be publicly available (as is recommended as best practice by Historic England). It is therefore not possible to assess whether the reasons for which 2-4 Balmoral Road was originally included on the Local List remain applicable. It is important, however, to reference guidance in the PPG which makes clear that it is necessary to be selective about which properties or structures are regarded as non-designated heritage assets, stating that *'only a minority have enough heritage significance to merit identification as non-designated heritage assets'*.
- 3.13 The following assessment presents a standalone assessment of significance for 2-4 Balmoral Road, as the basis from which to determine whether the withdrawal of permitted development rights, as proposed by the Article 4 Direction, represents an appropriate level of planning control in this particular case.
- 3.14 The historic overview of 2-4 Balmoral Road (paragraphs 3.1 - 3.7) reveals that the property is a fragmentary element of the late nineteenth century townscape of the South Beach area. The property was never fully integrated with the rest of the residential street and has always been isolated and surrounded by undeveloped land, which now exists as a car park. It is an aesthetically poor townscape arrangement.
- 3.15 In its design, 2-4 Balmoral Road is very much typical of many late nineteenth century properties in the surrounding area. However, the rendered exterior, presumably applied during the second half of the twentieth century, has now obscured much of the building's original detailing. Aerial photographs from the 1940s indicate that the building had exposed red brick walls with bands of stone running along the side elevations (www.britainfromabove.org.uk, Reference: EAW020134, 18 October 1948). The present day appearance of the building would therefore appear to be a poor and muted representation of its original and intended appearance.
- 3.16 A very similar pair of contemporary semi-detached properties (which are not locally listed) are found at the eastern end of Balmoral Road, one of which is better preserved and retains its unrendered red brick masonry. The apparent distinction of 2-4 Balmoral Road against these other examples appears to relate to its more prominent position, although as highlighted above, this is not a particularly successful townscape arrangement and serves to emphasise the starkness of the rendered side and rear elevations.
- 3.17 In 2001 2-4 Balmoral Road was the subject of an appeal (APP/J2373/C/01/1067479), further to refusal of a retrospective planning application for a rear extension. Whilst the appeal was dismissed planning permission was later granted for an amended design and the extension was altered and retained. In his appeal decision, the Inspector noted that 2-4 Balmoral Road was "much more restrained visually than some of the hotel/guest house development forming the backcloth to the promenade". This would be an accurate assessment of the building's limited architectural merits.
- 3.18 With reference to the Council's published criteria by which buildings or structures are added to the Local List, it seems that 2-4 Balmoral Road has some interest for its age as one of the earlier properties to be built on Balmoral Road. It does not, however, display any signs of rarity and would appear to be a fairly typical example of a building from this period of late nineteenth century development, and not a particularly well preserved example in this regard. The external rendering has impacted upon any original architectural interest the building may have possessed and so it is not considered that the building is a strong candidate on aesthetic or design grounds. Its isolated position on the street would also appear to preclude any group value, although there is some limited

interest alongside the listed casino to the south, showing the time depth of development in this location. There is a limited degree of social and historic interest relating to the building's use for a time as a school. The building is something of a focal point, given its isolated position at the end of the road, surrounded by an open area of car parking, but it is not considered that this prominence amounts to interest as a landmark building, particularly within the local context where there are a great many focal points along the seafront. In summary, it is considered that the building's principal interest as a locally listed building lies in its age as one of the earlier buildings to be constructed along the area's residential streets. It is, however, arguably to be questioned whether this interest is sufficient to explain its inclusion on the list.

- 3.19 Paragraph 189 of the NPPF makes clear that heritage assets '*should be conserved in a manner appropriate to their significance*'. Whilst there is some doubt as to whether 2-4 Balmoral Road should be included on the Local List, it is considered that the property's limited and local degree of interest is already addressed via the local listing designation. It is considered that the planning framework provided by the NPPF, existing local planning policies and Council adopted guidance for locally listed buildings (all of which are outlined in Section 2), together provide an appropriate and proportionate framework within which the property's limited and local degree of heritage significance can be managed. Any limitations on permitted developments rights are considered to represent an inappropriate level of planning control for this particular building, given its demonstrably limited heritage value.

Local List Procedure

- 3.20 2-4 Balmoral Road was added to the Local List in 2013, at which point the Local List was first adopted by the Council. The minutes from the Planning Committee, (5pm, 11 March, 2013) record that during the meeting it was made clear by the presenting officer in Agenda Item 4 that:

an approved list would not remove permitted development rights from property owners, but it would allow the Committee to consider the local list as a grounds for refusal or deferral of applications.

- 3.21 The Council's current and revised position with regard to the proposed Article 4 Direction would appear to fly in the face of those original comments, upon which the Planning Committee based their decision to adopt the list. It is also not clear whether property owners were made aware during the original Local List public consultation that the introduction of an Article 4 Direction could have been a future possibility.

- 3.22 The Council's previous position, that inclusion on the Local List would not affect permitted development rights, appears to have been maintained as recently as November 2018 when guidance for locally listed buildings was adopted. The Report to the Planning Committee proposing adoption of the Guidance on the Alteration and Repair of Local Buildings for the meeting dated 13 November 2018 made clear the following:

5.4 The control of works on a locally listed building or structure is more limited than for listed buildings, with protection managed through the normal planning process. Inclusion on the Local List is not primarily intended to restrict development, but will seek to ensure that any proposals take into consideration the local significance of the building. The only real implication, therefore, of including a building or structure on the Local List is that it will change the level of consideration given by the Council to preserving a building's character and appearance when planning proposals are assessed.

- 3.23 The minutes of the meeting (Tuesday, 13 November 2018) note that this point was specifically reiterated by the presenting officer to the Planning Committee under Agenda Item 5, who explained that:

the intention was not to restrict development but to provide a guide in setting parameters for the development of locally listed buildings.

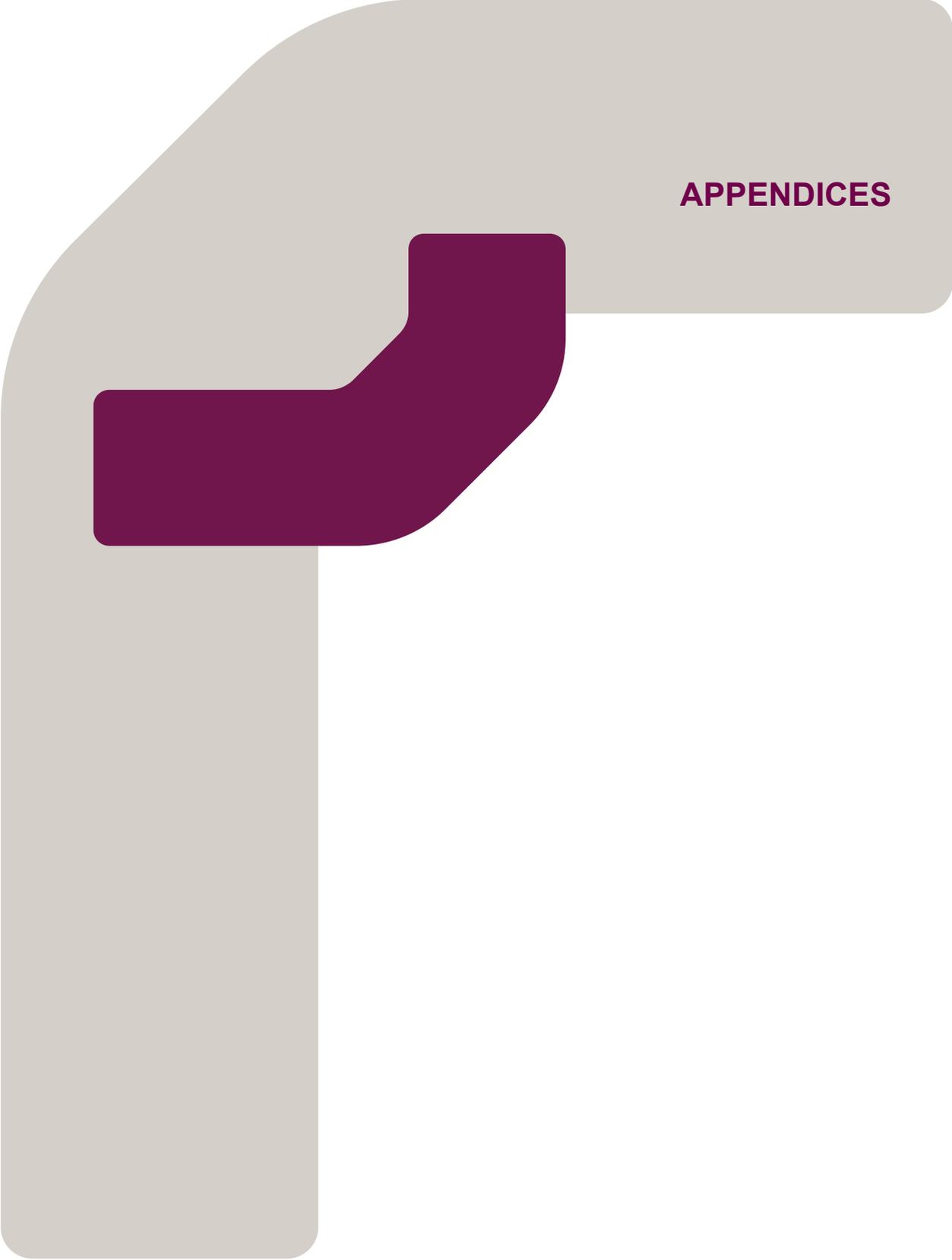
- 3.24 This position is maintained within the Guidance document itself, directed at property owners:

6.1 Your permitted development rights are not affected by local listing.

- 3.25 It would therefore appear that the Council's current intentions to introduce an Article 4 Direction represent an abrupt *volte face* to its previous position and the position on which both the Local List was originally adopted in 2012 and its guidance for property owners adopted in 2018. In addition to this, Article 4 Directions have long been available as a planning tool for the Council and so it would appear to be a complete omission that property owners were not advised that this could be a possible consequence of being added to the Local List.
- 3.26 On these grounds it is considered that the new intention to introduce an Article 4 Direction for locally listed buildings represents an unfair imposition for property owners and that, at the very least, further public consultation should be undertaken so that owners are fully informed and allowed to express their opinions.

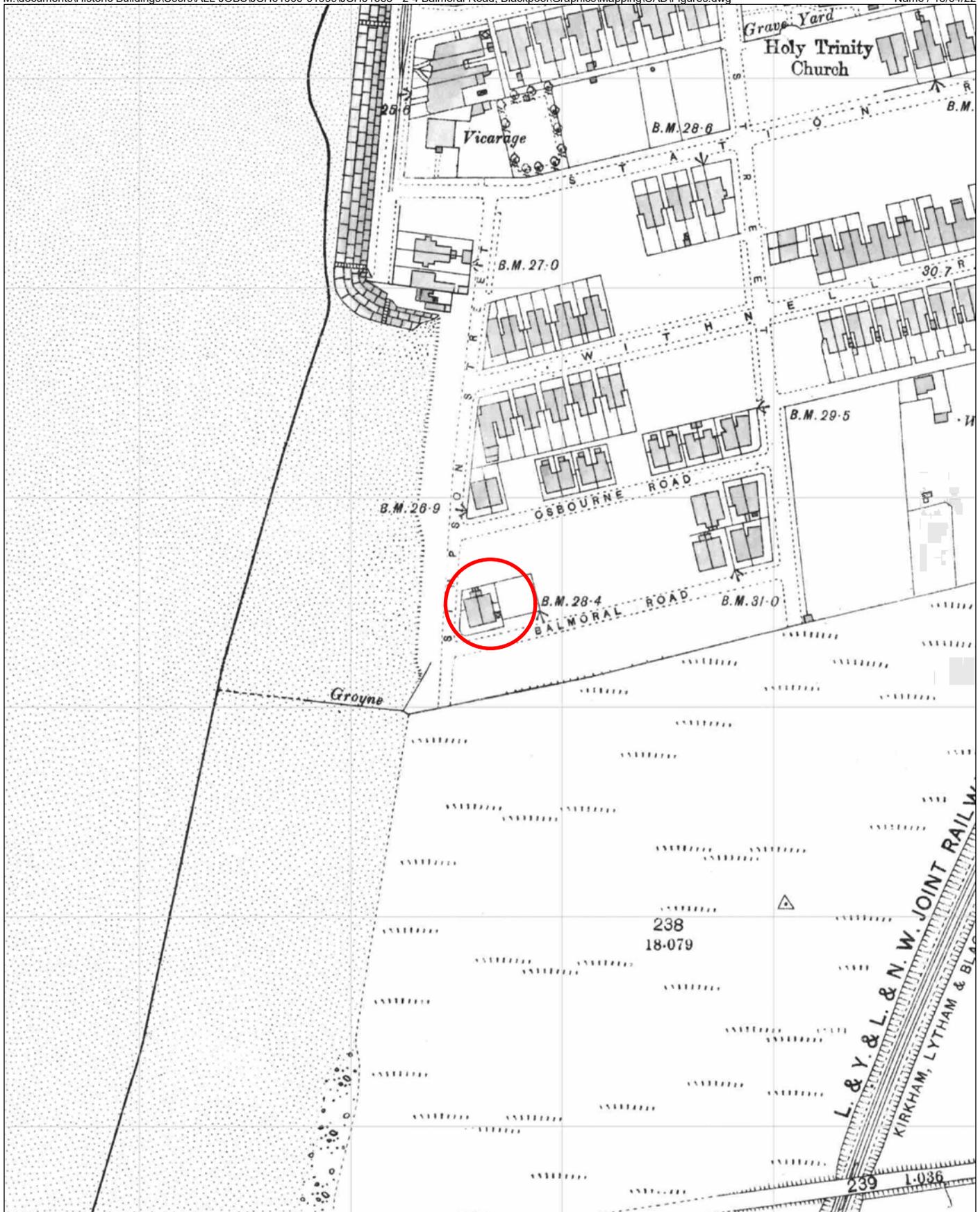
4 CONCLUSION

- 4.1 This Built Heritage Note has been researched and prepared by RPS, on behalf of Blackpool Pleasure Beach Limited Self Administered Pension Fund, with regard to 2-4 Balmoral Road, Blackpool FY4 1HR. It comprises an objection on behalf of the property owners in relation to the proposed introduction of an Article 4 Direction which would apply to 2-4 Balmoral Road and restrict its permitted development rights relating to demolition or exterior painting.
- 4.2 It has been demonstrated in this report that 2-4 Balmoral Road represents a fragmentary element of the late nineteenth century townscape of the South Beach area. The property was never fully integrated with the rest of the residential street and is surrounded in the present day by a car park as part of an aesthetically poor townscape arrangement.
- 4.3 In design, 2-4 Balmoral Road is very much typical of many late nineteenth century properties in the surrounding area and is arguably not even the best example of this type. Its exterior appearance has been negatively affected by the introduction of render, which obscures the original interest of the building's design with regard to its brick walls and bands of stone. Whilst the building has some local interest as one of the earlier properties to be built along Balmoral Road, this interest is limited given the later alterations to the building's exterior.
- 4.4 It is considered that the principal interest of 2-4 Balmoral Road as a locally listed building lies in its age as one of the earlier buildings to be constructed along the area's residential streets in the South Beach area. It is, however, arguably to be questioned whether this interest is sufficient to explain its inclusion on the list.
- 4.5 Paragraph 189 of the NPPF makes clear that heritage assets '*should be conserved in a manner appropriate to their significance*'. On this basis, the limited and local degree of interest associated with 2-4 Balmoral Road is considered to be already addressed via the local listing designation. It is considered that the planning framework provided by the NPPF, existing local planning policies and Council adopted guidance for locally listed buildings, together provide an appropriate and proportionate framework within which the property's limited and local degree of heritage significance can be managed. Any limitations on permitted developments rights are considered to represent an inappropriate level of planning control for this particular building, given its demonstrably limited heritage value.
- 4.6 In addition to the above assessment of whether an Article 4 Direction is appropriate in light of the limited degree of significance for 2-4 Balmoral Road, it is considered that the process by which the Article 4 Direction has been introduced is flawed and has been misleading and unfair for property owners. Since the adoption of the Local List in 2013 (and reiterated in guidance from 2018) the Council has assured property owners that inclusion on the list would not lead to additional planning obligations. It is considered that to do so now without full justification or more detailed public consultation is fully inappropriate.



APPENDICES

Appendix A Historic Maps



 Site Location

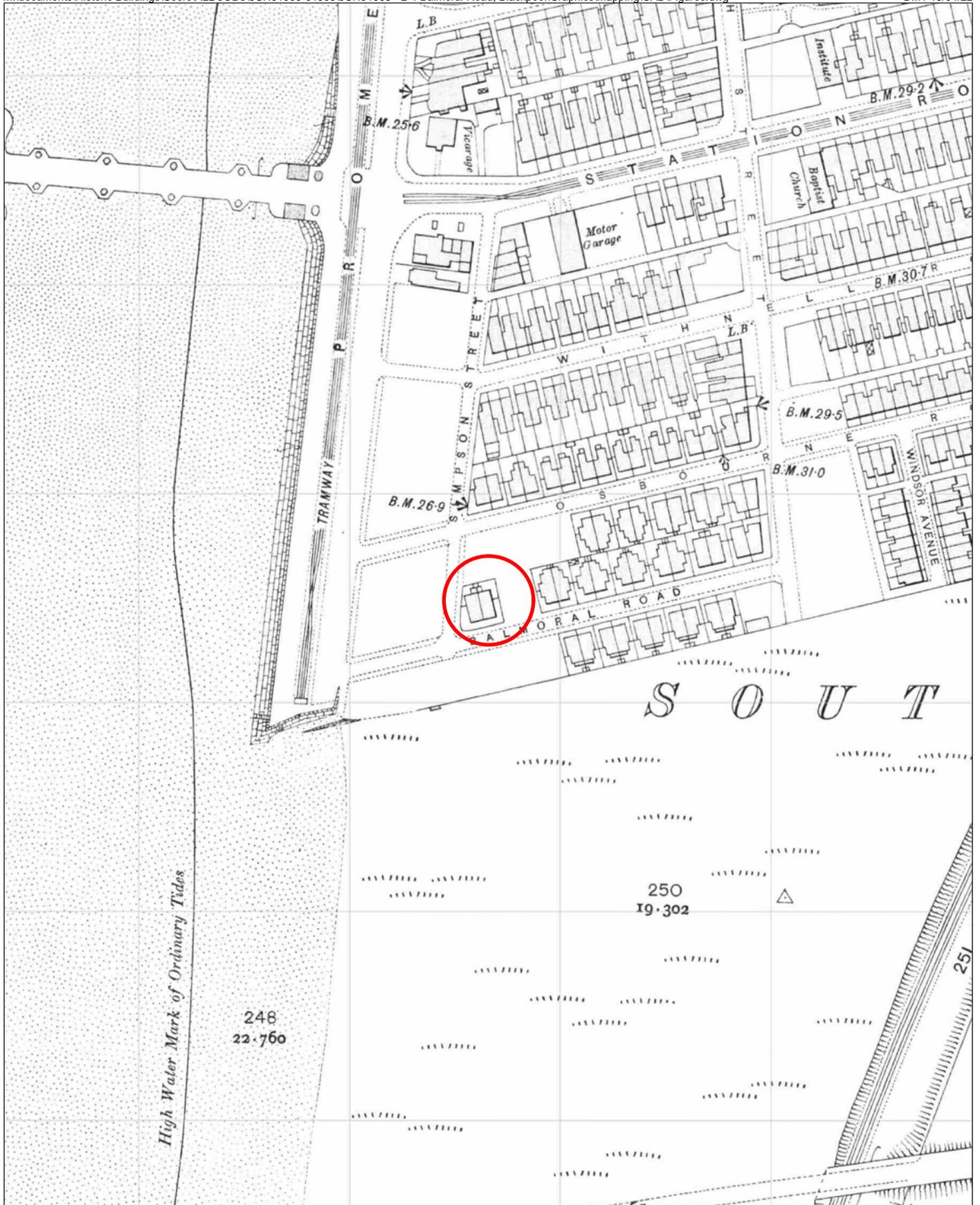


0 25 50m
Scale at A4: 1:2,500



Figure 1

Map date: 1891



 Site Location

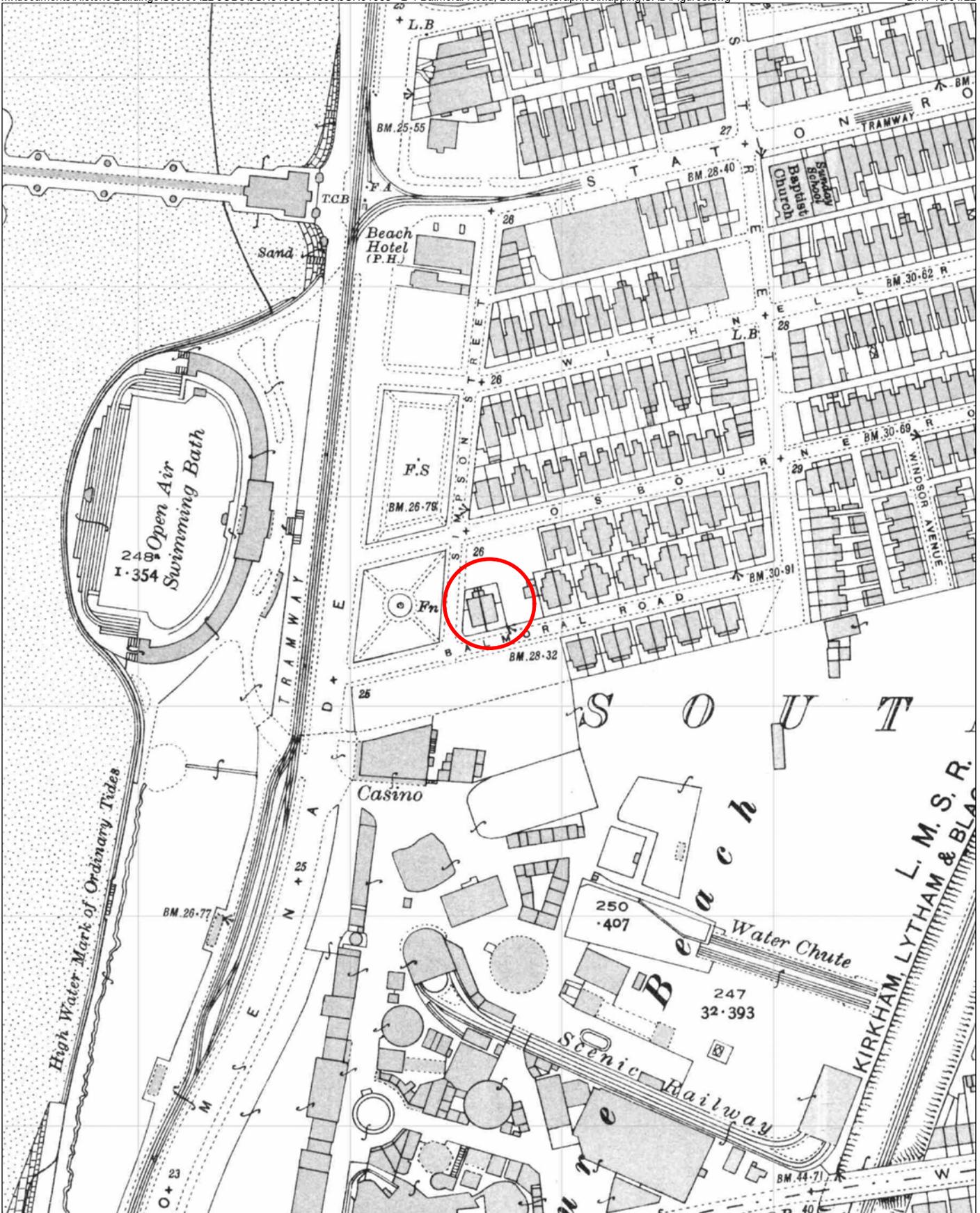


0 25 50m
Scale at A4: 1:2,500



Figure 2

Map date: 1911



 Site Location

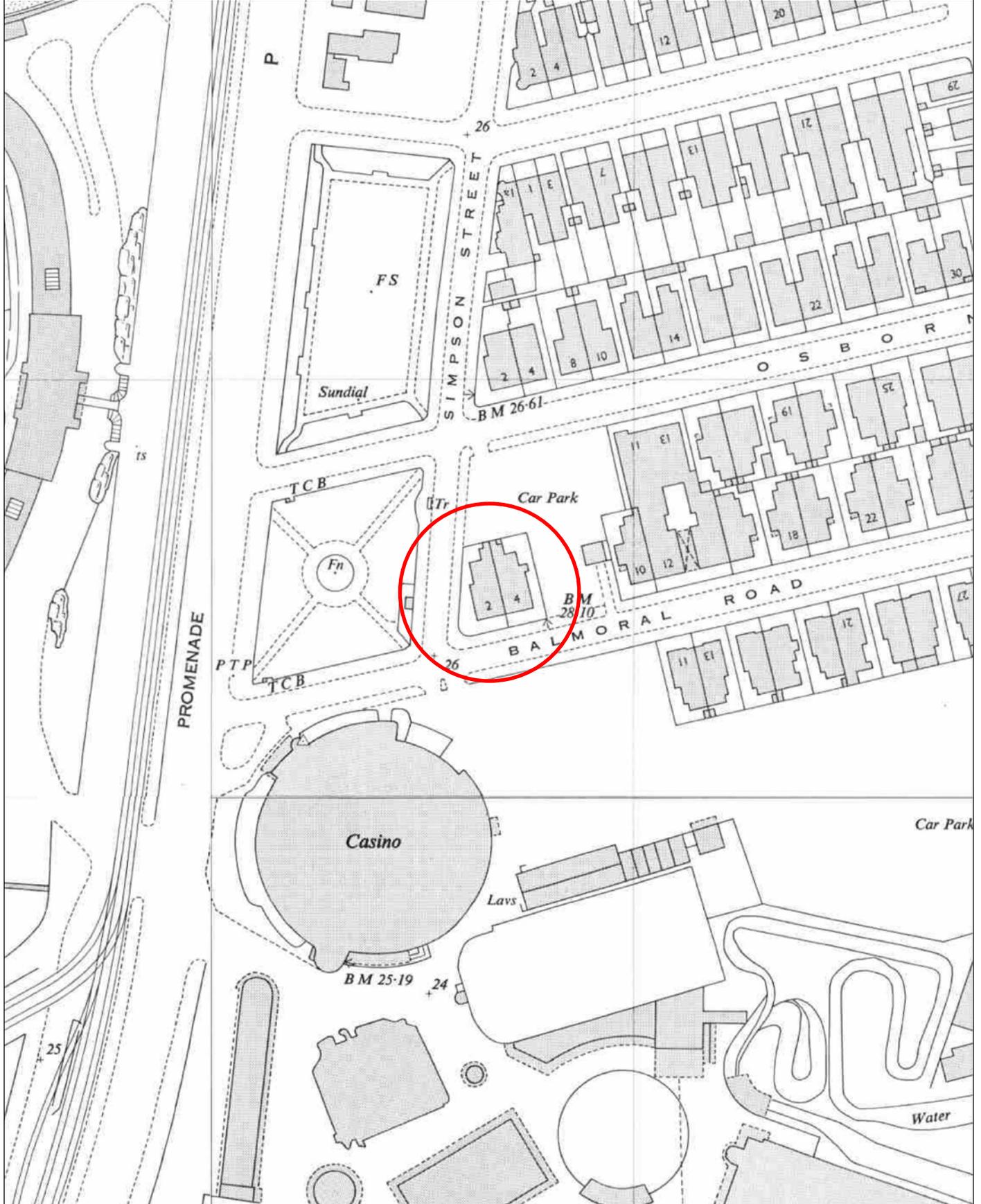


0 25 50m
Scale at A4: 1:2,500



Figure 3

Map date: 1932



 Site Location

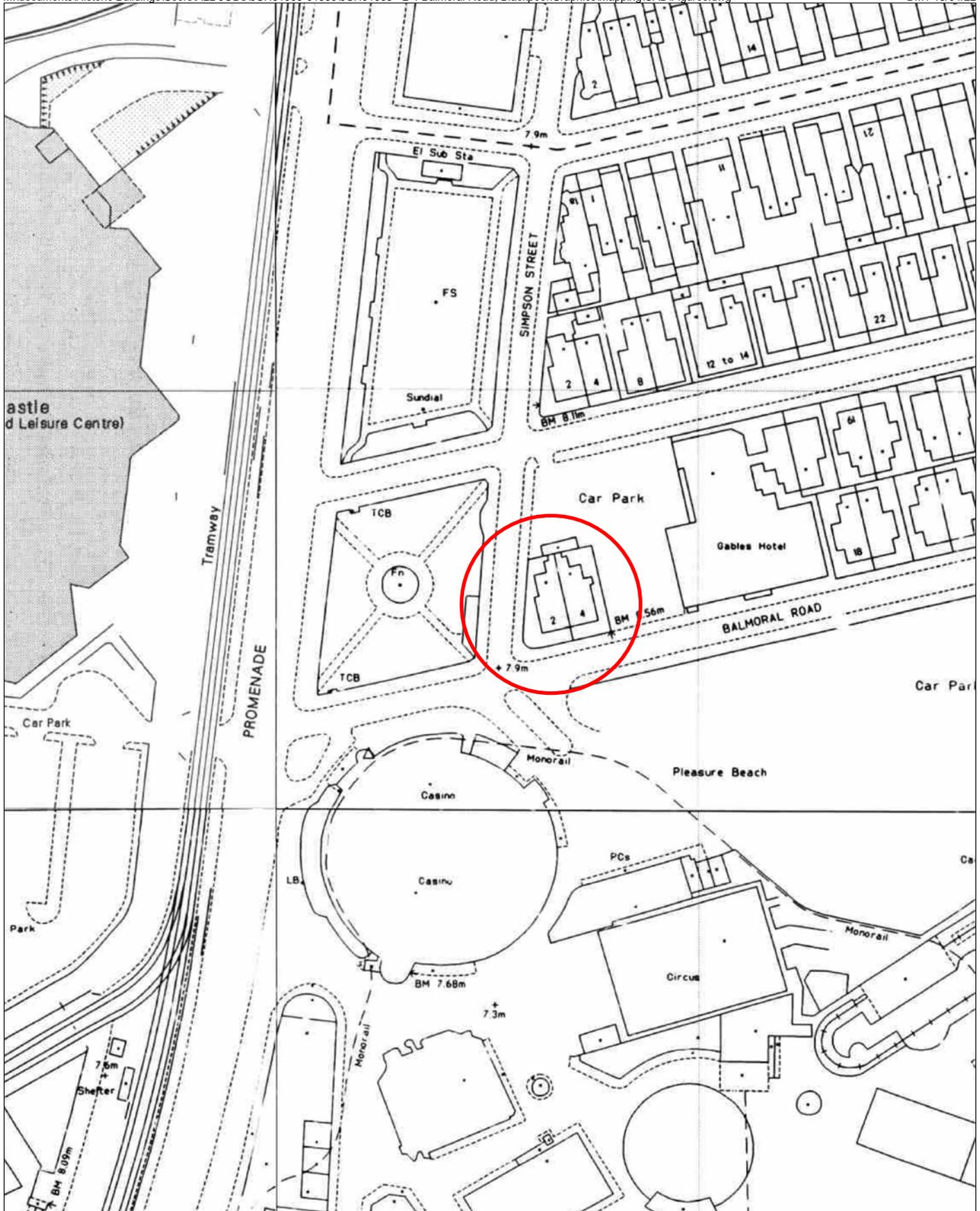


0 10 20m
Scale at A4: 1:1,250



Figure 5

Map date: 1962



 Site Location



0 10 20m
Scale at A4: 1:1,250



Figure 6

Map date: 1993



 Site Location



Do Not Scale



Figure 7

Aerial photo 2022

Appendix B Photographs



Figure 8: Front elevation, facing Balmoral Road



Figure 9: Wider context of 2-4 Balmoral Road, showing the Pleasure Beach and car park to the south, with The Sandcastle in the distance and the Travelodge to the left of the image.



Figure 10: View from Simpson Road, showing 2-4 Balmoral Road with modern extension to the rear and enclosed by car park (Google Streetview).



Figure 11: East facing elevation, with external staircase structure.

