

Lancashire County Council

Executive Scrutiny Committee

Tuesday, 10th May, 2016 at 2.00 pm in Cabinet Room 'C' - The Duke of Lancaster Room, County Hall, Preston

Agenda

Part I (Open to Press and Public)

No. Item

1. **Apologies**
2. **Disclosure of Pecuniary and Non-pecuniary Interests**

Members are asked to consider any Pecuniary or Non-pecuniary Interests they may have to disclose to the meeting in relation to matters under consideration on the Agenda.
3. **Minutes of the meeting held on 12 April 2016** (Pages 1 - 6)
4. **Reports for decision by Cabinet**
 - (a) **Appointments to Outside Bodies** (Pages 7 - 16)
 - (b) **Property Strategy (Neighbourhood Centres) - Consultation** (Pages 17 - 68)
 - (c) **Lancashire Adult Learning College** (Pages 69 - 90)
 - (d) **Securing our Health and Wellbeing** (Pages 91 - 118)
5. **Forthcoming Individual Cabinet Member Key Decisions**
 - (a) **Learning Disabilities: Supported Living and Domiciliary Care Fees for 2016/17** (Pages 119 - 124)
 - (b) **Residential and Nursing Homes for Older People: Fees for 2016/17** (Pages 125 - 136)

- (c) **Preston Western Distributor and East West Link Road and Realignment of Footpath Network - Approval for use of powers and preparation of Various Orders and Schemes including Compulsory Purchase Order** (Pages 137 - 146)

6. Urgent Business

An item of urgent business may only be considered under this heading where, by reason of special circumstances to be recorded in the Minutes, the Chair of the meeting is of the opinion that the item should be considered at the meeting as a matter of urgency. Wherever possible, the Chief Executive should be given advance warning of any Member's intention to raise a matter under this heading.

7. Date of Next Meeting

The next meeting of the Executive Scrutiny Committee will be held on Tuesday, 7 June 2016 at 2pm at County Hall, Preston.

8. Exclusion of Press and Public

The Committee is asked to consider whether, under Section 100A(4) of the Local Government Act, 1972, it considers that the public should be excluded from the meeting during consideration of the following items of business on the grounds that there would be a likely disclosure of exempt information as defined in the appropriate paragraph of Part 1 of Schedule 12A to the Local Government Act, 1972, as indicated against the heading to the item.

Part II (Not Open to Press and Public)

9. Forthcoming Individual Cabinet Member Key Decisions

- (a) **Debt Management – Bad Debt Write Offs** (Pages 147 - 154)

(Not for Publication – Exempt information as defined in Paragraph 3 of Part 1 of Schedule 12A to the Local Government Act, 1972. It is considered that in all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information.)

- (b) **Brierfield Mill Redevelopment** (Pages 155 - 160)
(Not for Publication - Exempt information as defined in Paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972. It is considered that in all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information.)
- (c) **Proposal to Expand St George's CE Primary School, Chorley (Final Report)** (Pages 161 - 192)
(Not for Publication - Exempt information as defined in Paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972. It is considered that in all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information.)
- (d) **Approval of the Award of Contracts for Inclusion on the Lancashire Children Looked After Agency Residential Flexible Agreement** (Pages 193 - 206)
(Not for Publication - Exempt information as defined in Paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972. It is considered that in all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information.)
- (e) **Award of Framework Contracts for Red Textureflex/Anti-Skid/Super-Imposed Roadmarkings and Roadstuds Service** (Pages 207 - 210)
(Not for Publication - Exempt information as defined in Paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972. It is considered that in all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information.)
- (f) **Contract Award - Supply of Vehicle Body Building Services** (Pages 211 - 216)
(Not for Publication - Exempt information as defined in Paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972. It is considered that in all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information.)
- (g) **Contract Award - Supply of Vehicles** (Pages 217 - 222)
(Not for Publication - Exempt information as defined in Paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972. It is considered that in all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information.)

(h) Project Management Service for Kitchen and Dining Room Refurbishments (Pages 223 - 226)

(Not for Publication – Exempt information as defined in Paragraph 3 of Part 1 of Schedule 12A to the Local Government Act, 1972. It is considered that in all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information.)

I Young
Director of Governance,
Finance and Public Services

County Hall
Preston

Agenda Item 3

Lancashire County Council

Executive Scrutiny Committee

Minutes of the Meeting held on Tuesday, 12th April, 2016 at 2.00 pm in Cabinet Room 'C' - The Duke of Lancaster Room, County Hall, Preston

Present:

County Councillor Bill Winlow (Chair)

County Councillors

A Atkinson	M Green
A Barnes	S Holgate
D Clifford	J Oakes
B Dawson	D O'Toole
G Dowding	N Penney
G Driver	V Taylor

County Councillor V Taylor replaced County Councillor S Charles at this meeting.

1. Apologies

None.

2. Disclosure of Pecuniary and Non-pecuniary Interests

None.

3. Minutes of the meeting held on 8 March 2016

Resolved: That the Minutes of the meeting held on 8 March 2016 be confirmed and signed by the Chair.

4. Reports for decision by Cabinet

The Committee considered the following decisions due to be taken by the Cabinet:

a. Lancashire Fairness Commission

The Committee considered an update on the County Council's response to the recommendations made by the independent Lancashire Fairness Commission and the ways in which the Council was working to address fairness in Lancashire.

The Committee's attention was drawn to Appendix 'B' of the report and in particular to the section referring to the finalisation of the Lancashire Skills and Employment Strategic Framework 2016/21. It was reported that the first

paragraph of that section should have referred to an "opt-out" rather than an "opt-in" with the Big Lottery 'Building Better Opportunities'.

It was noted that the report suggested the staging of the 'Fairness in Lancashire, One Year On' event in June 2016. The opportunity would be taken at this event to present the corporate strategy as the County Council's strategic approach to fairness across Lancashire. Members felt that the event should also be used to highlight successes and achievements, as well as any future risks.

The Committee acknowledged the challenges posed by increased costs and demands, as well as the worsening financial position of the County Council and across the public sector. The ever changing picture meant that careful consideration needed to be given to ensuring that a proportional level of resource was targeted towards communities and individuals who were most in need.

Resolved: That the recommendations set out in the report to the Cabinet be noted and that apart from the above, no additional comments or suggested alternative recommendations be made.

b. **The Financial Sustainability of the Council and the Review of the Council's Operating and Business Model**

The Committee considered a report on the financial sustainability of the Council and the proposed review of the Council's Operating and Business Model.

Members were reminded that the budget report to Cabinet in November 2015 identified the need for a review of the Council's operating and business model and proposed that external consultants be appointed in the New Year to assist the Council in scoping and undertaking the review of its operating model. The report identified that a key part of the brief would be the development of a public service operating model for the Council to enable it to be sustainable, within its forecast financial resource envelope, by 2020/21.

The Committee was informed that the report now presented set out the context for the review, the proposed initial brief for the consultants and recommended that the remit of the Political Governance Working Group be extended to include the future public service operating model for the Council and for it to make recommendations to the Cabinet and Full Council. It was confirmed that the Working Group would receive reports from the consultants, as well as the views of officers thereon.

It was noted that a separate report would be presented to the Leader of the Council setting out the results of the procurement exercise to appoint the consultants. A copy of that report was presented for consideration by the Committee later in the agenda.

Several members expressed reservations about the appointment of consultants to review the Council's business model. In response officers advised that the Council could not plan its future in isolation and it was important to develop a

future public service model for Lancashire in conjunction with its partners including district councils, the health sector and a combined authority for Lancashire. Furthermore, it was important that the Council was not constrained in its thinking and that it had the benefit of independent challenge and a breadth of knowledge and experience of alternative business and operating models to draw upon in planning its future. The Committee was informed that the Council did not have the capacity to do that alone and it was felt that the appointment of independent consultants would help the Council to review and develop a sustainable operating model. It would also assist the Council in presenting its response to the Treasury and DCLG review of the future needs assessment/allocation formula and on the absolute level of resources required to meet statutory services.

Resolved: That the recommendations set out in the report to the Cabinet be noted and that no additional comments or suggested alternative recommendations be made.

c. **Health and Social Care Integration - Lancashire and South Cumbria Sustainability and Transformation Plan**

The Committee considered a report on the development of a Lancashire and South Cumbria Sustainability and Transformation Plan (STP).

A key requirement of the STP was that the County Council and all other partners including District Councils should work together to create a more efficient and sustainable health and social care system.

Whilst the Planning Guidance required the NHS to produce the STP, it was important that the County Council fully engaged with the process to help shape and direct it. To enable the Council to participate effectively, it was felt that the Council's approach to health and social care integration should be clearly set out and the report to Cabinet proposed the adoption of a set of Operating Principles to be shared with partners. These covered:

- Governance;
- Citizen focused integration;
- Local Health Economies;
- Joint Strategic Needs Assessment;
- Pooled Budgets; and
- Single commissioning arrangements within pooled budget arrangements.

The report also drew attention to other on-going initiatives that needed to sensibly integrate or align with the STP process. These included Healthier Lancashire, the Lancashire Combined Authority and on-going work within the five Health Economies in Lancashire.

Members discussed the problems faced by people having to travel cross boundary to access health services. It was agreed that this was an important

issue which needed to be addressed. The Committee also agreed that the lack of democratic accountability on CCG Boards and Acute Trusts was a barrier to improved integration.

It was agreed that a series of bite size briefings should be held to enable members to discuss and have a better understanding of the issues raised in the report including the development of the STP, the options for improved integration and joint working, and initiatives such as Healthier Lancashire and the five health economies.

Resolved: That the recommendations set out in the report to the Cabinet be noted and that apart from the above, no additional comments or suggested alternative recommendations be made.

5. Forthcoming Individual Cabinet Member Key Decisions

The Committee considered the following reports on Key Decisions due to be taken by individual Cabinet Members.

a. Proposed 2016/17 Highway Maintenance, Road Safety and Public Rights of Way New Starts Capital Programme

The Committee considered a report on the proposed projects for inclusion in the 2016/17 Highway Maintenance, Road Safety and Public Rights of Way New Starts Capital Programme. Details of the criteria used to select the proposed projects was also presented.

In accordance with Standing Order 19(1) the Committee agreed that County Councillor A Schofield be permitted to speak on this item. In response to comments about a 2015/16 road safety scheme Councillor Schofield was asked to raise the matter with officers.

Resolved: That the recommendations set out in the report to the Cabinet Member for Highways and Transport be noted and that no additional comments or suggested alternative recommendations be made.

b. Local Priority Response Fund

In accordance with Standing Order 19(1) the Committee agreed that County Councillor B Yates be permitted to speak on this item.

The Committee considered a report on the proposed schemes to be funded from the 2016/17 Local Priority Response Fund.

Following a lengthy discussion on the list of schemes selected by the Cabinet Member for Highways and Transport, it was moved and seconded "That the recommendations set out in the report to the Cabinet Member for Highways and Transport be noted and that no additional comments or suggested alternative recommendations be made."

To which the following amendment was moved and seconded "That the Cabinet Member be requested to defer consideration of the report, and to pay proper regard to the asset management rankings identified by officers."

Upon being put to the vote the amendment was lost and it was:

Resolved: That the recommendations set out in the report to the Cabinet Member for Highways and Transport be noted and that no additional comments or suggested alternative recommendations be made.

6. Urgent Business

None.

7. Date of Next Meeting

It was noted that the next meeting of the Committee would be held on Tuesday 10 May 2016 2.00 p.m. at County Hall, Preston.

8. Exclusion of Press and Public

Resolved: - That under Section 100A(4) of the Local Government Act, 1972, the press and public should be excluded from the meeting during consideration of the following items of business on the grounds that there would be a likely disclosure of exempt information as defined in the appropriate paragraphs of Part 1 of Schedule 12A to the Local Government Act, 1972 and that in all circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

9. Forthcoming Individual Cabinet Member Key Decisions

The Committee considered the following reports on Key Decisions due to be taken by individual Cabinet Members.

a. Provision of a Single Provider Framework for Consultancy Services to Lancashire County Council

(Not for Publication - Exempt information as defined in Paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972. It is considered that in all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information)

The Committee considered a report on the proposed appointment of a single provider framework for Consultancy Services to the County Council.

There was a discussion on the use of procurement processes to promote tax compliance. It was noted that a report on the option of introducing the requirements of the Cabinet Office Procurement Policy Note: Measures to

Promote tax Compliance 03/14 within the County Council's procurement procedures would be presented to members for further consideration.

Resolved: That the recommendation set out in the report to the Leader of the County Council be noted and that no additional comments or suggested alternative recommendations be made.

b. **Independent Connection Providers - Street Lighting Connection Framework**

(Not for Publication - Exempt information as defined in Paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972. It is considered that in all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information)

The Committee considered a report on the proposed use of a framework agreement for the purchase of street lighting connections.

Resolved: That the recommendation set out in the report to the Cabinet Member for Highways and Transport be noted and that no additional comments or suggested alternative recommendations be made.

I Young
Director of Governance, Finance
and Public Services

County Hall
Preston

Report to Cabinet

Meeting to be held on Thursday, 12 May 2016

Report of the Head of Legal and Democratic Services

Electoral Divisions affected:

All

Appointments to Outside Bodies

(Appendices 'A' and 'B' refer)

Contact for further information:

Chris Mather, (01772) 533559, Democratic Services Manager

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Executive Summary

The Cabinet approves the appointment of County Council representatives to various outside bodies on an annual basis.

A review of the Council's appointments to outside bodies has been undertaken. Attached at Appendix 'A' is a list of proposed appointments to outside bodies for 2016/17. The report also proposes that the Council should no longer make a formal appointment to a number of outside bodies and these are listed at Appendix 'B'.

Recommendation

The Cabinet is asked to agree:

- (i) That the County Council appoint representatives to serve on the outside bodies listed at Appendix 'A' for 2016/17 and that any changes or nominations to fill the positions be submitted to the Director of Governance, Finance and Public Services by the respective political group secretaries; and
- (ii) That the County Council no longer makes a formal appointment to the outside bodies listed at Appendix 'B'.

Background and Advice

Appointments to outside bodies play an important part in fulfilling the County Council's statutory responsibilities and meeting its corporate objectives. The appointments are approved annually by Cabinet with the filling of any in-year vacancies being approved by the Leader of the County Council.

The Executive Scrutiny Committee at its meeting on 7 July 2015 considered the list of appointments to be presented to Cabinet for approval in 2015/16. In considering the report the Committee felt that appointments must be beneficial to both the

outside body and the County Council, and that an appointment should only be made to an outside body if the organisation is aligned or linked to the Council's policies and strategies. The Cabinet supported this view and it was agreed a review of the outside bodies would be undertaken for 2016/17.

A review has been undertaken which included consultation with those members who were appointed to serve on outside bodies in 2015/16. Officers have also looked at each individual body having regard to the views expressed by Cabinet and the Executive Scrutiny Committee, and to the budget decisions taken by Full Council in February 2016. The list of outside bodies can be grouped into four categories:

- Bodies which are statutorily required;
- National and regional organisations;
- Bodies which work across one or more districts; and
- Local community groups.

Following the review, it is recommended that Cabinet considers and approves the appointment of Council representatives to outside bodies for 2016/17 as set out at Appendix 'A'. It should be noted that Appendix 'A' contains a number of charities, trusts and foundations. A more in depth review of some of these outside bodies, as indicated at Appendix 'A', needs to be undertaken as many appointments are historical and based on legal deeds and other similar documents. Also, in a number of cases the County Council is asked to approve the appointment of a non-county council member, usually on the recommendation of the body itself, and these arrangements require further scrutiny. Notwithstanding this it is proposed to make appointments to these bodies for 2016/17 pending the further review and a report will be presented to the Leader in due course.

It is also recommended that the Cabinet should cease to make appointments to the outside bodies listed at Appendix 'B'. Whilst this means that county councillors would not be formally appointed to represent the County Council on any of the outside body listed at Appendix 'B', it would not prevent them from serving on such a body and in particular a local community group to enable them to fulfil their constituency role, should the body wish this to be the case. Councillors are regularly invited to serve on local community groups by the groups themselves and many choose to accept or decline such an invitation having regard to the purpose and objectives of the body, as well as the time demands that would be placed on them.

Consultations

N/A

Implications:

This item has the following implications, as indicated:

Risk management

No significant risks have been identified.

Financial

The Members' Allowance Scheme permits the payment of travel and subsistence allowances in respect of formal appointments to outside bodies. This means that a councillor cannot claim any expenses if he/she chooses to serve on an outside body including those listed at Appendix 'B' without the appointment being approved by the Cabinet or the Leader of the County Council.

List of Background Papers

Paper	Date	Contact/Tel
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None

Reason for inclusion in Part II, if appropriate

N/A

Outside Body	Existing appointment(s)	Proposed change
Adoption and Permanence Panels (North, Central and East)	Jackie Oakes	
Ageing Well Forum (West Lancashire Ageing Well Partnership Board)	Terry Aldridge	
	Nikki Hennessy	
Alt Crossens Advisory Group	Malcolm Barron	1 Labour
	Cynthia Dereli	1 Conservative
	Janice Hanson	
Arnside/Silverdale AONB Exec Committee	Susie Charles	
Arthur Edmondson Quinn Bequest *	Margaret Brindle	
	Marcus Johnstone	
	Tony Martin	
Balshaws Education Foundation *	Jo Venn	
Blackpool Airport Consultative Committee	John Fillis	
Blackpool Teaching Hospitals NHS Foundation Trust - Council of Governors	Ron Shewan	
Burnley Action Partnership - Executive	Tony Martin	
Burton and Rigby Educational Foundation *	Susie Charles	
Bushell House Charity (Goosnargh) *	Ian Brown	
Central Lancashire Development Framework Joint Advisory Committee	Marcus Johnstone	
	David Howarth	
	David Borrow	
Central Lancashire Health and Wellbeing Partnership	Mathew Tomlinson	
Childrens Partnership Board - Burnley, Pendle	Tony Martin	
	Christian Wakeford	
Childrens Partnership Board - Chorley, South Ribble, West Lancashire	Bev Murray	
	Mark Perks	
Childrens Partnership Board - Fylde, Wyre, Lancaster	Chris Henig	
	Andrea Kay	
Childrens Partnership Board - Rossendale, Hyndburn and Ribble Valley	Jackie Oakes	
Childrens Partnership Board - Preston	Kevin Ellard	
Council for Voluntary Services (CVS) - Blackpool Wyre and Fylde	Ron Shewan	
Council for Voluntary Services (CVS) - Burnley, Pendle and Rossendale	Jackie Oakes	

Outside Body	Existing appointment(s)	Proposed change
Council for Voluntary Services (CVS) - Hyndburn and Ribble Valley	Bernard Dawson	
Council for Voluntary Services (CVS) - Lancaster (Lancaster District Community and Voluntary Solutions)	Chris Henig	
Council for Voluntary Services (CVS) - West Lancashire	Terry Aldridge	
District Community Safety Partnership - Chorley and South Ribble	Steven Holgate	
	Sue Pryn	
District Community Safety Partnership - Fylde	Paul Rigby	
District Community Safety Partnership - Hyndburn	Bernard Dawson	
District Community Safety Partnership - Lancaster	Tony Jones	1 Labour
	Labour vacancy	
	Niki Penney	
District Community Safety Partnership - Pendle	Azhar Ali	1 Labour
	Mohammed Iqbal	
District Community Safety Partnership - Preston	David Borrow	
District Community Safety Partnership - Ribble Valley	David Smith	
District Community Safety Partnership - West Lancashire	John Fillis	1 Labour
	Terry Aldridge	
	David O'Toole	
District Community Safety Partnership - Wyre	Lorraine Beavers	1 Labour
	Ron Shewan	
East Lancashire Health and Wellbeing Partnership	Azhar Ali	
East Lancashire into Employment	Tony Martin	2 Labour
	Miles Parkinson	
	Sean Serridge	
Educational Foundation of John Farrington *	Rev Michael Dolan	
	Mrs Jean Portley	
Farrington Community Fund Panel *	Matthew Tomlinson	
Forest of Bowland Area Of Outstanding Natural Beauty Joint Advisory Committee	Albert Atkinson	
	Susie Charles	
	Kevin Ellard	
Fostering Panels - (North Central and East)	Lorraine Beavers	
	Sean Serridge	

Outside Body	Existing appointment(s)	Proposed change
Friends of Lancashire Archives	Chris Henig	
Fylde and Wyre Lancashire Health and Wellbeing Partnership	Lorraine Beavers	
Herbert Norcross Scholarship Fund *	Miles Parkinson	
	Clare Pritchard	
Heritage Trust for the North West	Marcus Johnstone	
	Chris Henig	
Heysham Power Stations Local Community Liaison Council	Ken Brown	1 Labour
	Darren Clifford	1 Conservative
	Janice Hanson	
Hornbies Newton Charity *	Richard Tomlinson	
James Bond/Henry Welch Trust *	Niki Penney	
Joint Advisory Committee for Strategic Planning	John Fillis	
	Janice Hanson	
	Marcus Johnstone	
	Geoff Driver	
	Michael Green	
	Miles Parkinson	
	David Westley	
King Edward VII Lancashire Cotton Growing Endowment *	Jennifer Mein	
	David Borrow	
	Azhar Ali	
Lancashire Teaching Hospitals NHS Foundation Trust - Council of Governors	Jennifer Mein	
Lancashire Local Access Forum	Albert Atkinson	
	Terry Burns	
Lancashire Playing Fields Association	Miles Parkinson	1 Labour
	Matthew Tomlinson	
Lancashire SACRE - Quality and Standards Sub Group	Peter Buckley	
	Anne Cheetham	
	Kevin Ellard	
	Yousuf Motala	
Lancashire Schools Forum	Susie Charles	
	Nikki Hennessy	
	Dorothy Lord	
	Matthew Tomlinson	

Outside Body	Existing appointment(s)	Proposed change
Lancashire Standing Advisory Council on Religious Education (SACRE)	Peter Buckley Anne Cheetham Kevin Ellard Yousuf Motala Francis Williams	
Lancashire Waste Partnership	Clare Pritchard Miles Parkinson Albert Atkinson Marcus Johnstone	
Lancaster District Communities Together	Chris Henig Cllr Eileen Blamire	
Lancaster Ripley CE Educational Trust *	Fred Kershaw	
Lancaster University Court	Janice Hanson Chris Henig Labour vacancy Niki Penney Matthew Tomlinson	
Liverpool Airport Consultative Committee	Terry Aldridge Cynthia Dereli	1 Labour
Local Authority Elected Member: Older Peoples Champions Network North West of England	Terry Aldridge	
Local Government Information Unit	David Borrow	
Morecambe Bay Partnership	Janice Hanson	
Museums Advisory Forum	Janice Hanson Niki Penney	
National AONB Association	Albert Atkinson	
North Lancashire Health and Wellbeing Partnership	Chris Henig	
North West of England and Isle of Man Reserve Forces and Cadets Association	Darren Clifford	
North West Regional Flood and Coastal Committee	Clare Pritchard	
One West Lancashire	Julie Gibson	
Ormskirk School Trust *	Mrs Marilyn May Westley	
Parking and Traffic Regulations Outside London (PATROL) Adjudication Service Joint Committee	John Fillis	
Pennine Prospects (South Pennine Rural Regeneration Company Limited)	Albert Atkinson	
Preston Strategic Partnership Conference (PSP)	Jennifer Mein David Borrow George Wilkins	1 Labour

Outside Body	Existing appointment(s)	Proposed change
Public Rights of Way and Access Forum	Jackie Oakes Ron Shewan Bernard Dawson Ian Brown Niki Penney	
Public Transport Consortium of Non Metropolitan Authorities	John Fillis Ian Brown	1 Labour
Rivington Heritage Trust	Marcus Johnstone	
Roper Educational Foundation Preston	Carl Crompton	
SACRE - Agreed Syllabus Conference 2015/16	Yousuf Motala	
Shaw's Educational Endowment, Rivington *	Mrs Janine Carter-Clavell and Professor Baldwin	
Sir CC Grundy Charity for the Poor *	Chris Henig	
Skelmersdale Town Centre Regeneration Project	Terry Aldridge John Fillis	1 Labour
South Ribble Partnership	Matthew Tomlinson	
South Ribble Partnership Sub Group	Matthew Tomlinson	
Springfield Fuel Ltd - Springfield Site Stakeholder Group	Carl Crompton Kevin Ellard Liz Oades Paul Rigby	
Stocks Massey Bequest *	Margaret Brindle Terry Burns Misfar Hassan	
The Pendle Hill Landscape Partnership Board	Marcus Johnstone	
University of Manchester General Assembly	Cynthia Dereli	
Thorton Cleveleys Baines Endowed VC Primary School Trust *	J Lawrenson	
Tobacco Free Lancashire Alliance	Azhar Ali	
University Hospitals of Morecambe Bay NHS Foundation Trust	Darren Clifford	
West Coast Rail 250 - General Council	John Fillis	
West Lancashire Health and Wellbeing Partnership	Nikki Hennessy	
Whalley Educational Foundation *	Albert Atkinson	

Outside Body	Existing appointment(s)	Proposed change
Winckley Square Community Interest Company (CIC)	Jennifer Mein	
Yorkshire Dales National Park Authority	Marcus Johnstone	

* Further review to be undertaken

Report to Cabinet

Meeting to be held on Thursday, 12 May 2016

Report of the Head of Asset Management

Electoral Divisions affected: All

Property Strategy (Neighbourhood Centres) - Consultation Proposals

(Appendices 'A' to 'D' refer)

Contact for further information:

Mel Ormesher, (07920 702595), Head of Asset Management

mel.ormesher@lancashire.gov.uk

Executive Summary

The Council is facing an unprecedented financial challenge. The Medium Term Financial Strategy reported in the November 2015 forecast that the Council will have a financial shortfall of £262 million in its revenue budget in 2020/21.

This is a combination of reducing resources as a result of the government's extended programme of austerity at the same time as the Council is facing significant increases in both the cost (for example as a result of inflation and the national living wage) and demand for its services.

The revised position following the financial settlement for 2016/17 is now a budget gap of £200.507m by 2020/21. This revised gap takes into account the impact of the settlement, new financial pressures and the savings decisions taken by the Full Council in 2014/15, 2015/16 and 2016/17 regarding the future pattern of council services.

A key element in the delivery of continuing Council services is the property portfolio from which services can be directly accessed by citizens or from which the Council's employees can deliver outreach services into the community. This report sets out proposals for the future configuration of the Council's property portfolio. The proposals are designed to ensure that all Lancashire's residents can continue to be provided with high quality services. How individual Council services are delivered varies considerably; many are delivered directly to people's homes, others require fixed infrastructure and others involve digital delivery. The property proposals are designed to provide a flexible response to the future patterns of service delivery.

The Council's property portfolio (excluding schools) comprises in the order of 500 operational sites. As part of the approved property strategy a total of 222 premises have been identified to form part of the review. This has excluded those premises which are clearly unsuitable for front facing service delivery, for example children's homes.

The proposals have been developed around the Neighbourhood Centre model set out in the Council's Property Strategy, approved by Cabinet in November 2015. The Property Strategy sets out a methodology to achieve a sustainable long term reduction in the Council's property portfolio to align with the aspirations in the draft Corporate Strategy and to enable the future delivery of public facing services through a range of multi-functional Neighbourhood Centres.

The proposals set out at Appendix 'C' in relation to the future configuration of the Council's property portfolio are designed to ensure that all Lancashire's residents can continue to be provided with high quality services from a reduced number of properties. The proposals are designed to provide a flexible response to the future patterns of service delivery.

The proposals are the result of a review process that has consisted of the following components:

- Data analysis based on the weighting and scoring methodology previously agreed by Cabinet (set out at Appendix 'C', Annex 1);
- Dialogue with elected members and partners; and
- Consideration of how proposals align with service delivery strategies and delivery of approved budget options, in particular; the Library Services, Children's Centres and the Young People's Service

Consultations in relation to the Library Service carried out in January 2016 and the Wellbeing, Prevention and Early Help (WPEH) Service in February 2016 have also been used to develop the service offer/strategies for the Library and WPEH services. These have then in turn been an integral part of the review undertaken as part of the Property Strategy and are presented at Appendices 'A' and 'B' respectively for approval.

Whilst the report sets out proposals based upon the review process referred to above, it is now important that a comprehensive consultation takes place with service users and the wider community before a final set of proposals can be considered by Cabinet at its meeting in September 2016. Cabinet are therefore requested to agree to a 12 week consultation process commencing on 18 May 2016. The proposed consultation document is attached at Appendix 'D' (note that for the purposes of illustration, the Burnley specific information is presented in the Appendix)

In order to fully comply with the Council's Public Sector Equality Duty it is important that the Council, in making its decision as to the future pattern of service delivery provided through the property portfolio, is fully informed of the potential impacts on citizens with protected characteristics. The Equality Analysis published with the Property Strategy in November 2015 will therefore be reviewed and updated to take account of the outcomes of the consultation process and will be reported to Cabinet in September.

Once Cabinet have considered final proposals taking account of the response to the consultation exercise it is proposed that the implementation of the property strategy should commence with effect from 1 October 2016.

Overall, the proposals involve a reduction in the corporate property portfolio of some 106 premises although not all currently provide services directly to citizens; many are office base for employees.

The Council has made provision within its capital programme for investing £20m in the future property portfolio, to ensure it is fit for purpose to provide high quality services for Lancashire's residents.

Recommendation

Cabinet is asked to:

- (i) Approve the service delivery models in relation to the Library Service and Wellbeing, Prevention and Early Help Service at Appendices 'A' and 'B' respectively, and
- (ii) Approve a 12 week consultation be undertaken on the Property Strategy proposals set out in this report which will include the statutory consultation requirements with respect to designated children's centres. The sample consultation documents is set out at Appendix 'D'. The outcomes to be reported back to the Cabinet meeting to be held in September.

Background and Advice

In the context of the ongoing period of public sector austerity, characterised by increasing demands on services and major reductions in central government support, the Full Council, as part of its budget decisions in 2014/15, 2015/16 and 2016/17, has made decisions as to the future pattern of council services.

A key element in the delivery of those services is the property portfolio from which Lancashire's residents can access those services and from which the Council's employees can deliver outreach services into the community. It is important therefore that the property portfolio is reconfigured to align it with the services that the council will be providing in the future.

A review has therefore been carried out, on the basis of the Property Strategy approved by Cabinet in November 2015, of the current property portfolio. The results of the review and the proposal for the future configuration of the portfolio are set out at Appendix 'C' (Annexes 1 to 6).

The proposals are designed to ensure that all Lancashire's residents can continue to be provided with high quality services. The way in which individual Council services

are delivered varies considerably; many are delivered directly to people's homes, others require fixed building infrastructure and others involve digital delivery. The property proposals are designed to provide a flexible response to the future patterns of service delivery through a network of multi-functional Neighbourhood Centres.

A total of 222 premises have been selected from the total property holdings of the County Council to be considered in the review. The review has involved:

- consideration of a range of property data relating to the portfolio of buildings within scope;
- recognition that councillors have a key role to play in determining the selection of premises to become Neighbourhood Centres and in exploring opportunities for co-location and sharing service delivery with partners including District Councils;
- the need to align new Neighbourhood Centres with various service delivery plans eg the Library Strategy and the Wellbeing, Prevention and Early Help (WPEH) Strategy which are vital components in future service delivery through the property portfolio

The locations of 28 externally commissioned children's centres have also been considered as part of the ongoing process of determining which buildings are most suited to ensuring sufficiency of both 'access' and 'reach' within the future WPEH delivery model.

In the process of the review, a range of LCC property data sets have been scored and weighted to give an indication of the benefits each building offers from a property perspective. The scoring and weighting methodology is set out in the report at Appendix 'C', Annex 1.

This scoring approach does not however give the whole picture and so the review has also taken into account local context, community need and service requirements in order to provide a range of preferred building options.

As the review has developed, findings have been 'sense checked' against local intelligence from communities, councillors and partners to ensure that there is a good understanding of the current role that County Council buildings play locally and how the right ones can be retained to deliver a more flexible range of services in neighbourhoods. The information has been gained through:

- engagement with public sector partners to explore opportunities for co-location and sharing of service delivery
- engagement with county councillors on how the Property Strategy has been formulated and identification of where there may be opportunities for working differently with partners and communities in local areas

The proposed 12 week consultation will provide further opportunity for councillors, partners and local communities to provide additional important input to proposals.

Proposal

The review has identified a total of 130 premises as preferred for retention as neighbourhood centres that will form the basis for service delivery. This includes premises from the county council's holdings and 16 buildings currently accommodating externally commissioned children's centre services. The premises identified for retention are set out at Annex 2 of Appendix 'C'.

The consequence of the proposal is that 106 premises have been identified as no longer being required to deliver the council's future pattern of service delivery. Of these 12 are buildings that currently accommodate externally commissioned children's centre services and are identified at Annex 3 of Appendix 'C'.

14 premises which have been taken out of the review in the conduct of normal business processes or being subject to service budget options and are set out at Annex 4 of Appendix 'C'.

Two further LCC premises remain under consideration as they provide an opportunity to accommodate public facing services are set out at Annex 5 of Appendix 'C'.

Buildings currently delivering WPEH (children's centre) services and those proposed to the deliver WPEH (statutory children's centre) core offer services are set out at Annex 6 of Appendix 'C'.

Implementation

The proposals will not be implemented until the Cabinet has had the opportunity to consider the outcome of the consultation and any amendments which may be proposed as a result.

A report recommending the final proposals will be considered by Cabinet in September. Following Cabinet's consideration and decision with respect to a final set of proposals, it is proposed that the implementation of that decision should commence with effect from 1 October 2016.

Given the need to consider the proposals in the light of the consultation, it is possible that that not all financial savings planned from the 1 October 2016, will be achieved. In order to mitigate budget slippage as far as possible, officers will undertake preparatory work to be in a position to implement the proposals, including the closure of premises and reductions in employee numbers, with effect from the 1st October 2016.

It is important to note, however, that none of this preparatory work will fetter the discretion of the Cabinet with respect to its final decision and preparatory work may need to be modified to give effect to that final decision.

Consultations

In developing the proposals discussions have been held with county councillors and public sector partners.

The separate service consultations with respect to the future Library service and the Age 0-19 Wellbeing Prevention and Early Help Service has informed the service requirements that have been taken into account as part of the review and the proposals set out in Appendices A and B.

As part of the consultation on the budget a number of expressions of interest in relation to external organisations taking over surplus properties, have been received and these have considered as part of the review. There will be further opportunities for interested parties to express interest in potential surplus premises as part of the 12 week consultation.

Any organisation or group interested in taking over a potentially surplus building can register that interest through the County Council's 'have your say' website where they can complete the expression of interest form. This principle upon which the Council would consider an expression of interest would be on the basis of a 'whole transfer' with no financial support from the County Council once the transfer is complete.

Implications

This item has the following implications, as indicated:

Financial

Retention of the corporate property portfolio as it stands will result in a failure to realise revenue budget savings in total premise running costs that have previously been agreed as part of the current financial strategy including, most significantly, £5m in 2017/18.

The County Council's Medium Term Financial Strategy is based upon the delivery of £5m of revenue savings in relation to the property portfolio. The proposals set out in the report make a major contribution to delivery of those savings.

The Property Strategy also facilitates more substantial service expenditure reductions approved by Full Council, most notably in relation to the Wellbeing Prevention and Early Help Service (c£8.4m over 16/17 and 17/18) and the Library Service (c£6.1m over 16/17 and 17/18).

The following figures are based on property within scope of the Property Strategy (Neighbourhood Centres) review:

<ul style="list-style-type: none">• Total running costs of 222 premises within the scope of the review	£6.4 million
<ul style="list-style-type: none">• Estimated running costs reductions resulting from the proposed closure of 106 premises	c£2.0 million

The running costs of the 28 externally commissioned children’s centre building are contained within operational budgets and the running costs savings in respect of these premises will materialise within the reduced budget envelope for the Wellbeing Prevention and Early Help Service.

The disposal of surplus property has the potential to raise significant capital receipts. However, there will be potential off-setting charges in respect of dilapidations in respect of leasehold premises where the lease is surrendered.

<ul style="list-style-type: none"> Estimated capital receipt from sale of vacated premises 	£8-11 million
<ul style="list-style-type: none"> Estimated dilapidations costs (Terminated or surrendered leases) 	£1-1.5 million

In order to ensure that the future property portfolio is fit for purpose to provide high quality services and to accommodate building modifications in the move to Neighbourhood Centres, the County Council has made capital resources of £20m available within its approved budget for investment in Neighbourhood Centres.

In line with new Government legislation taking effect from 1 April 2016, capital receipts are included in the Medium Term Financial Strategy to support revenue. The estimated figures for capital receipts detailed above could change as a result of:

- Open market conditions at the point of sale of individual properties;
- The outcome of the consultation and decision making process;
- Proposals to transfer surplus properties to third party organisations at a nominal sum as an alternative to sale on the open market.

The timeline for implementation of the Property Strategy is underpinned by the need to achieve further revenue budget savings within the Asset Management service identified in Money Matters - The Financial Strategy for 2016/21 (BoP12).

Risk management

The County Councils Corporate Risk and Opportunity Register identifies at CR1, “Failure to implement the council's Medium Term Financial Strategy including delivery of planned budget reductions” as carrying a maximum risk score. Appropriate consultation is identified as one of the key risk mitigation measures in ensuring delivery of the budget savings.

The delivery of the County Council’s Property Strategy is key to the delivery of significant elements of the Council’s financial strategy and failure to undertake effective consultation in a timely manner will put the savings programme at risk.

There are 36 children's centre properties identified within Annex 3 to Appendix 'C' that are identified as no longer being required to deliver the Council’s future pattern of service delivery of WPEH services within the Neighbourhood Centre model. There is a potential risk of financial claw back in respect of government funding used to develop these premises when they were first established. The maximum risk of clawback for these is £10.1m. Any one-off clawback that materialise needs to be judged against the ongoing revenue savings.

Legal

The Council has reviewed its statutory obligations in respect of the services delivered through the proposed property portfolio and is satisfied that the proposals set out in Appendices 'A' and 'B' enable the Council to fulfil its statutory obligations.

It is considered the Library Service offer which is proposed by the Council meets the requirement under the Libraries and Museums Act 1964 to provide a “comprehensive and efficient library service for all persons desiring to make use thereof”. Indeed it is considered that the full extent of the Library Service provision which is proposed far exceeds a minimum level of sufficiency to meet the needs of the population under the 1964 Act.

With respect to children’s centres the Council has a duty under the Childcare Act 2006 and the statutory guidance for children's centres, to secure sufficient children's centres which are accessible to all families with young children, and targeted evidence based interventions for those families in greatest need of support.

Statutory guidance provides that local authorities should ensure that children's centres and their services are within reasonable reach of all families with young children in urban and rural areas taking into account distance and availability of transport.

The future Wellbeing Prevention and Early Help Service has been designed on an evidence base to meet the needs of children and families, particularly those in need of more intensive support. The new service is designed on the basis of fixed locations and outreach provision with the specific intension of providing effective “reach” to all families in need of support.

Legal Services are also continuing to review the property title to each of the properties where there is a proposed change of use or where properties are being declared surplus to establish whether there are any legal issues which potentially affect a proposal to transfer or sell the premises to a 3rd party. This is a significant piece of work that it has not yet been able to complete but it is hoped to be able to do so in advance of the September Cabinet meeting so that any implications can be taken into account when final decisions are made.

Where expressions of interest are received in relation to surplus properties it will be necessary to consider any implications regarding procurement, state aid and the potential disposal of property at an under-value in the context of the requirement under section 123 of the Local Government Act 1972 to obtain the best consideration reasonably obtainable where assets are disposed of.

Equality and Cohesion

In order to fully comply with the Council's Public Sector Equality Duty it is important that the Council, in making its decision as to the future pattern of service delivery provided through the property portfolio, is fully informed of the potential impacts on citizens with protected characteristics.

The Equality Analysis published with the Property Strategy in November 2015 will therefore be reviewed and updated to take account of the outcomes of the consultation process and will be reported to Cabinet in September.

The current revised version of the Equality Analysis is attached at Appendix 'C', Annex 7.

Also attached at Appendix 'A', Annex 1 and Appendix 'B', Annex 1 are the Equality Analysis documents relating to the Library and WPEH services. These will also be updated in light of the outcomes of the consultation and reported to Cabinet in September.

List of Background Papers

Paper	Date	Contact/Tel
Property Strategy (Neighbourhood Centres)	26 November 2015	Mel Ormesher/01772 536966
Proposals for Transforming Wellbeing, Prevention and Early Help Services in Lancashire	26 November 2015	Debbie Duffell
Property Strategy Consultation Process	4 February 2016	Mel Ormesher/01772 536966
Lancashire County Library Service Consultation	4 February 2016	Mike Walker/01772 533445

Section 4

Equality

Analysis Toolkit

BOP – 033 Wellbeing, Prevention and Early
Help Service only
For Decision Making Items

May 2016

What is the Purpose of the Equality Decision-Making Analysis?

The Analysis is designed to be used where a decision is being made at Cabinet Member or Overview and Scrutiny level or if a decision is being made primarily for budget reasons. The Analysis should be referred to on the decision making template (e.g. E6 form).

When fully followed this process will assist in ensuring that the decision-makers meet the requirement of section 149 of the Equality Act 2010 to have due regard to the need: to eliminate discrimination, harassment, victimisation or other unlawful conduct under the Act; to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and to foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Having due regard means analysing, at each step of formulating, deciding upon and implementing policy, what the effect of that policy is or may be upon groups who share these protected characteristics defined by the Equality Act. The protected characteristics are: age, disability, gender reassignment, race, sex, religion or belief, sexual orientation or pregnancy and maternity – and in some circumstances marriage and civil partnership status.

It is important to bear in mind that "due regard" means the level of scrutiny and evaluation that is reasonable and proportionate in the particular context. That means that different proposals, and different stages of policy development, may require more or less intense analysis. Discretion and common sense are required in the use of this tool.

It is also important to remember that what the law requires is that the duty is fulfilled in substance – not that a particular form is completed in a particular way. It is important to use common sense and to pay attention to the context in using and adapting these tools.

This process should be completed with reference to the most recent, updated version of the Equality Analysis Step by Step Guidance (to be distributed) or EHRC guidance at

<http://www.equalityhumanrights.com/private-and-public-sector-guidance/public-sector-providers/public-sector-equality-duty>

This toolkit is designed to ensure that the section 149 analysis is properly carried out, and that there is a clear record to this effect. The Analysis should be completed in a timely, thorough way and should inform the whole of the decision-making process. It must be considered by the person making the final decision and must be made available with other documents relating to the decision.

The documents should also be retained following any decision as they may be requested as part of enquiries from the Equality and Human Rights Commission or Freedom of Information requests.

Support and training on the Equality Duty and its implications is available from the County Equality and Cohesion Team by contacting

AskEquality@lancashire.gov.uk

Specific advice on completing the Equality Analysis is available from your Service contact in the Equality and Cohesion Team or from Jeanette Binns

Jeanette.binns@lancashire.gov.uk

Name/Nature of the Decision

The transformation of the Wellbeing, Prevention and Early Help Service (WPEHS) for children, young people and families in Lancashire.

What in summary is the proposal being considered?

The element of the proposal considered in this analysis relates only to the transformation of the Wellbeing Prevention and Early Help Service for children, young people and families in Lancashire.

Is the decision likely to affect people across the county in a similar way or are specific areas likely to be affected – e.g. are a set number of branches/sites to be affected? If so you will need to consider whether there are equality related issues associated with the locations selected – e.g. greater percentage of BME residents in a particular area where a closure is proposed as opposed to an area where a facility is remaining open.

The proposal will affect children, young people and families in all parts of Lancashire but the extent of impact may depend on their location and individual circumstances.

Could the decision have a particular impact on any group of individuals sharing protected characteristics under the Equality Act 2010, namely:

- Age
- Disability including Deaf people
- Gender reassignment
- Pregnancy and maternity
- Race/ethnicity/nationality
- Religion or belief
- Sex/gender

- Sexual orientation
- Marriage or Civil Partnership Status

In considering this question you should identify and record any particular impact on people in a sub-group of any of the above – e.g. people with a particular disability or from a particular religious or ethnic group.

It is particularly important to consider whether any decision is likely to impact adversely on any group of people sharing protected characteristics to a disproportionate extent. Any such disproportionate impact will need to be objectively justified.

Yes. The nature of the service is that it is targeted at children, young people and their families. This means that the age protected characteristic (children and young people) and pregnancy and maternity protected characteristic group may be particularly affected. As the Service also provides specific support for some disabled young people up to the age of 25, the disability protected characteristic group may also be affected more than other people in that age group. It is also possible that other protected characteristics – e.g. gender and ethnicity – may be affected given the location of service points (ethnicity) and gender of parents/carers using the Service.

If you have answered "Yes" to this question in relation to any of the above characteristics, – please go to Question 1.

Yes

If you have answered "No" in relation to all the protected characteristics, please briefly document your reasons below and attach this to the decision-making papers. (It goes without saying that if the lack of impact is obvious, it need only be very briefly noted.)

Question 1 – Background Evidence

What information do you have about the different groups of people who may be affected by this decision – e.g. employees or service users (you could use monitoring data, survey data, etc to compile this). As indicated above, the relevant protected characteristics are:

- Age
- Disability including Deaf people
- Gender reassignment/gender identity
- Pregnancy and maternity
- Race/Ethnicity/Nationality
- Religion or belief
- Sex/gender
- Sexual orientation
- Marriage or Civil Partnership status (in respect of which the s. 149 requires only that due regard be paid to the need to eliminate discrimination, harassment or victimisation or other conduct which is prohibited by the Act).

In considering this question you should again consider whether the decision under consideration could impact upon specific sub-groups e.g. people of a specific religion or people with a particular disability. You should also consider how the decision is likely to affect those who share two or more of the protected characteristics – for example, older women, disabled, elderly people, and so on.

At present there is no detailed information about those potentially affected by this proposal. However, the protected characteristic of age (young people) is inevitably affected by this proposal and it is likely that there may also be impacts on those with the gender, disability, ethnicity, pregnancy and maternity protected characteristics.

More detailed information will be provided when available to update this analysis.

Question 2 – Engagement/Consultation

How have you tried to involve people/groups that are potentially affected by your decision? Please describe what engagement has taken place, with whom and when.

(Please ensure that you retain evidence of the consultation in case of any further enquiries. This includes the results of consultation or data gathering at any stage of the process)

This proposal has been the subject of a range of consultations.

The County Council carried out a corporate stakeholder consultation on its budget proposals from 10 December 2015 to 18 January 2016. This involved sending a letter from the Leader of the County Council outlining the budget position to 334 partners which included a link to the budget proposals and a link to an on-line questionnaire.

Stakeholders could email their response as an alternative to the on-line questionnaire. They were asked for views on the impact of the budget proposals and thoughts on actions that could be taken to mitigate the impact of the policy decisions and budget reductions proposed. These consultation documents were also available on the County Council's "Have Your Say" area on its website for members of the public to read and respond.

The 334 consultees who received the email letter included:

- Lancashire County Council Elected Members
- The Office of the Police and Crime Commissioner
- The Lancashire Combined Fire Authority
- Recognised Trade Unions
- Borough, City and Unitary Councils in Lancashire
- Third Sector Lancashire
- Lancashire Association of Local Councils (LALC)
- Lancashire safeguarding children and adults boards
- Lancashire Care Association
- Lancashire Parent Carer Forum
- The Older Peoples Forum
- The Chamber of Commerce

- The Lancashire Enterprise Partnership
- Healthwatch Lancashire
- The Clinical Commissioning Groups
- Young People's Engagement Forums
- Members of Parliament and Members of the European Parliament who represent Lancashire
- Society of Local Council Clerks
- NHS Hospital Trusts
- Higher Education and Further Education establishments
- Commissioners on the Lancashire Fairness Commission.

There were 357 submissions to the on-line questionnaire with 252 providing a response. A further 19 responses were received via the dedicated email address for the consultation. A section of the report produced for Executive Scrutiny Committee on 19 January and County Council Cabinet on 21 January 2016 summarised the comments in relation to health, wellbeing, prevention and early help as follows:

"A small number of respondents felt that the budget proposals for reducing some of the supportive and early help services were at odds with the need for early intervention to prevent people's need escalating or reaching a crisis in expensive service in the future. ."

A consultation specifically focussing on the Wellbeing Prevention and Early Help Service transformation began on 9 February 2016 running until 21 March 2016. The consultation was available on line or in hard copy format with responses accepted in either format. The consultation information included a short report explaining the proposed transformation.

The narrative for the consultation explained: "This consultation focuses on proposals to transform the Wellbeing, Prevention and Early Help Service for children, young people and families in Lancashire. It describes the implementation plan of the service offer proposals presented to the County Council's Cabinet in February 2015 and agreed subject to consultation on 26 November 2015.

"It has been agreed that the proposed future service model will help deliver £7.4 million budget savings by 2017/18. The new Service will

transform and integrate a range of services within Wellbeing Prevention and Early Help Services and will align existing core offers for childrens centres, young peoples' provision, prevention and early help and Lancashire's response to the national Troubled Families Unit programme.

"The new programme will ensure effective support for 0-19 year olds across Lancashire and support our strategic wellbeing, prevention and early help services, contributing to the delivery of public health responsibilities. It will also further align the ongoing re-procurement of public health services and consider the integration of other services like health visiting and school nursing services, alongside other Council services."

The report of the consultation stated that 2,331 completed questionnaires were received, of these 1,454 were paper based/hard copy responses and 877 were returned online. It is unusual and of note that hard copy/paper based responses have outnumbered on-line submissions to this consultation.

The consultation was available in both childrens centres and youth centres. 97% of respondents were Lancashire residents. The majority of all respondents (83%) had used childrens centres within the last 12 months and 64% of respondents had a child aged 0- 5. The consultation findings therefore significantly represent the views of this group.

In terms of protected characteristics of respondents, the following information was provided:

Gender – 82% of respondents were female and 18% were male. This is a significantly higher proportion of females to males than in the Lancashire population as a whole (51% female and 49% male in the 2011 Census) although given the response rate from users of childrens centres this may not be surprising.

Transgender – 2% of respondents identified as transgender. There is no comparable Census data for this group but the percentage is a little higher than has been seen in other recent consultations (around 1%).

Age – the percentage of young people responding to this consultation was higher than in other similar County Council consultations, although given the nature of the service this is not unexpected. 11% of respondents were aged under 16 and 9% aged 16-19. Almost half of respondents (48%) are aged 20-34 and a quarter (25%) aged 35-49. Responses from people over 50 accounted for about 7% of respondents, this group are less well represented amongst respondents than in other recent consultation but this reflects the nature of the Service.

Disability – 8% of respondents identified as having a disability or being a Deaf person, this is similar to some other consultations. 6% of respondents said that there was a disabled person aged 20-25 in their household, in other consultations this response rate has been around 2% so the higher percentage may reflect the Service's provision for disabled young people aged up to 25.

Pregnancy and Maternity – the demographic information does not provide a complete match for this protected characteristic. 3% of respondents said that they had no children in their household but were expecting, however there may be women who are pregnant or on maternity leave amongst respondents who already have children in their household. 64% of respondents had children aged under 5, this will include some whose children are under 1 so in the "maternity" element of this protected characteristic. Other respondents in the "children in the household" consultation category were: children aged 5-8 24% of respondents; children aged 9-11 15% of respondents; children aged 12-16 19%, children aged 17-19 9%. 10% of respondents had no children under 20 in their household.

Ethnicity – 86% of respondents were English/Scottish/Welsh/Northern Irish/British and 5% were identified as "any other white background". 4% of respondents were Pakistani, 1% each were Bangladeshi, Gypsy or Irish Traveller and Indian. Under 10 people (so less than 0% of respondents) identified in each of the following categories: White and Asian (9), White and Black Caribbean (9), Irish (9), Chinese (8), African (5), Arab (4), Other (3), White and Black African (3) and Caribbean (3). This is a more diverse range of respondents than for other recent consultations and appears to have similar representation

from Black, Asian and other Minority Groups than in the Lancashire population at the 2011 Census where around 8% of the population was from BME groups.

Religion or Belief – 52% of respondents identified as Christian and 39% had no religion. 6% of respondents were Muslim, which appears higher than in other recent consultations. 1% of respondents were identified under "any other religion". Small numbers of people identified as Buddhist (7 people), Hindu (4 people), Jewish (3 people) and Sikh (2 people) but these were not enough to reach a percentage.

Marriage and Civil Partnership – 43% of respondents said they were married and 5% were in a civil partnership. 5% preferred not to say. 47% said they were "none of these" which could include people who are single, widowed and young people/children responding. This seems a higher figure than in other recent consultations which may be reflective of the users of the Service.

Sexual Orientation – 91% of respondents identified as heterosexual/straight, 2% as bisexual, 1% as Gay Man, Lesbian/Gay Woman and "Other" respectively and 5% preferred not to say. These responses are similar to other recent consultations.

This analysis will be further updated to include the significant findings from the consultation in terms of any elements of particular importance to protected characteristics groups and the results of the Staff Consultation which was carried out at the same time.

Question 3 – Analysing Impact

Could your proposal potentially disadvantage particular groups sharing any of the protected characteristics and if so which groups and in what way?

It is particularly important in considering this question to get to grips with the actual practical impact on those affected. The decision-makers need to know in clear and specific terms what the impact may be and how

serious, or perhaps minor, it may be – will people need to walk a few metres further to catch a bus, or to attend school? Will they be cut off altogether from vital services? The answers to such questions must be fully and frankly documented, for better or for worse, so that they can be properly evaluated when the decision is made.

Could your proposal potentially impact on individuals sharing the protected characteristics in any of the following ways:

- Could it discriminate unlawfully against individuals sharing any of the protected characteristics, whether directly or indirectly; if so, it must be amended. Bear in mind that this may involve taking steps to meet the specific needs of disabled people arising from their disabilities
- Could it advance equality of opportunity for those who share a particular protected characteristic? If not could it be developed or modified in order to do so?
- Does it encourage persons who share a relevant protected characteristic to participate in public life or in any activity in which participation by such persons is disproportionately low? If not could it be developed or modified in order to do so?
- Will the proposal contribute to fostering good relations between those who share a relevant protected characteristic and those who do not, for example by tackling prejudice and promoting understanding? If not could it be developed or modified in order to do so? Please identify any findings and how they might be addressed.

As some of the services are targeted to children and young people, any impacts from changes to service provision will be felt by these age groups. However, it is not possible to say with any precision what kind of impacts (even whether negative or positive) these changes will have on this group at this time. This Equality Analysis will be updated to include the results of the consultations and other feedback which address the specific points above.

Question 4 –Combined/Cumulative Effect

Could the effects of your decision combine with other factors or decisions taken at local or national level to exacerbate the impact on any groups?

For example - if the proposal is to impose charges for adult social care, its impact on disabled people might be increased by other decisions within the County Council (e.g. increases in the fares charged for Community Transport and reductions in respite care) and national proposals (e.g. the availability of some benefits) . Whilst LCC cannot control some of these decisions, they could increase the adverse effect of the proposal. The LCC has a legal duty to consider this aspect, and to evaluate the decision, including mitigation, accordingly.

If Yes – please identify these.

This proposal will be affected by the outcome of the Proposed Property Strategy/Neighbourhood Centres proposal.

The impact will also be affected by recent County Council decisions in relation to provision of subsidies for bus services which have resulted in the withdrawal of a number of services. It was initially thought that over 100 services would be affected but the provision of a £3 million fund to support services and the recommendations of a Cabinet Working Group on Bus Services has resulted in 40 services being taken over by commercial operators, 28 services being supported by the County Council and 2 services jointly by the County Council and Chorley Borough Council. Consequently, some bus routes have merged or changed, frequency of services has changed and there is a particularly significant reduction in evening, Sunday and Bank Holiday services. This may have a particular impact on children and young people's ability to travel to WPEH Services. Children and young people, women, disabled people or those who are pregnant or on maternity leave are amongst the main users of bus services.

Other budget proposals both nationally – in relation to welfare benefits

reform or other support – and locally may also increase the impact of service changes.

Question 5 – Identifying Initial Results of Your Analysis

As a result of your analysis have you changed/amended your original proposal?

Please identify how –

For example:

Adjusted the original proposal – briefly outline the adjustments

Continuing with the Original Proposal – briefly explain why

Stopped the Proposal and Revised it - briefly explain

The proposal remains the same but the results of the consultation are still being considered by the Service prior to any decision.

Question 6 - Mitigation

Please set out any steps you will take to mitigate/reduce any potential adverse effects of your decision on those sharing any particular protected characteristic. It is important here to do a genuine and realistic evaluation of the effectiveness of the mitigation contemplated. Over-optimistic and over-generalised assessments are likely to fall short of the “due regard” requirement.

Also consider if any mitigation might adversely affect any other groups and how this might be managed.

As part of discussions arising from this consultation, mitigating actions will be considered and this Equality Analysis will be updated to include any proposed mitigation.

Question 7 – Balancing the Proposal/Countervailing Factors

At this point you need to weigh up the reasons for the proposal – e.g. need for budget savings; damaging effects of not taking forward the proposal at this time – against the findings of your analysis. Please describe this assessment. It is important here to ensure that the assessment of any negative effects upon those sharing protected characteristics is full and frank. The full extent of actual adverse impacts must be acknowledged and taken into account, or the assessment will be inadequate. What is required is an honest evaluation, and not a marketing exercise. Conversely, while adverse effects should be frankly acknowledged, they need not be overstated or exaggerated. Where effects are not serious, this too should be made clear.

This proposal has emerged following the need for the County Council to make unprecedented budget savings. The Medium Term Financial Strategy reported in the November 2015 forecast that the Council will have a financial shortfall of £262 million in its revenue budget in 2020/21.

This is a combination of reducing resources as a result of the government's extended programme of austerity at the same time as the Council is facing significant increases in both the cost (for example as a result of inflation and the national living wage) and demand for its services.

The revised position following the financial settlement for 2016/17 is now a budget gap of £200.507m by 2020/21. This revised gap takes into account the impact of the settlement, new financial pressures and the savings decisions taken by the Full Council in 2014/15, 2015/16 and 2016/17 regarding the future pattern of council services.

We acknowledge that some protected characteristic groups may be negatively affected by the finalised Property Strategy (Neighbourhood Centres) however we will strive to minimise any negative impacts by developing as many mitigating actions as possible including using the agreed methods of scoring and weighting which reflect protected characteristics considerations for premises identified in the consultation documents.

The Wellbeing Prevention and Early Help Service transformation would assist in doing this. It is acknowledged that this will adversely impact on children and young people, some disabled young people, those who are pregnant or on maternity leave and women disproportionately and in some areas people from BME communities or other ethnic groups nationalities may be disproportionately affected. We will strive to mitigate the impact where possible.

Question 8 – Final Proposal

In summary, what is your final proposal and which groups may be affected and how?

The transformation of the Wellbeing, Prevention and Early Help Service (WPEHS) for children, young people and families in Lancashire.

Question 9 – Review and Monitoring Arrangements

Describe what arrangements you will put in place to review and monitor the effects of your proposal.

Monitoring and review arrangements will be developed with the Service.

Equality Analysis Prepared By Jeanette Binns

Position/Role Equality & Cohesion Manager

Equality Analysis Endorsed by Saeed Sidat

Decision Signed Off By **Saeed Sidat**

Cabinet Member or Director

Please remember to ensure the Equality Decision Making Analysis is submitted with the decision-making report and a copy is retained with other papers relating to the decision.

Where specific actions are identified as part of the Analysis please ensure that an EAP001 form is completed and forwarded to your Service contact in the Equality and Cohesion Team.

Service contacts in the Equality & Cohesion Team are:

Karen Beaumont – Equality & Cohesion Manager

Karen.beaumont@lancashire.gov.uk

Contact for Adult Services ; Policy Information and Commissioning (Age Well); Health Equity, Welfare and Partnerships (PH); Patient Safety and Quality Improvement (PH).

Jeanette Binns – Equality & Cohesion Manager

Jeanette.binns@lancashire.gov.uk

Contact for Community Services; Development and Corporate Services; Customer Access; Policy Commissioning and Information (Live Well); Trading Standards and Scientific Services (PH), Lancashire Pension Fund

Saulo Cwerner – Equality & Cohesion Manager

Saulo.cwerner@lancashire.gov.uk

Contact for Children's Services; Policy, Information and Commissioning (Start Well); Wellbeing, Prevention and Early Help (PH); BTLS

Pam Smith – Equality & Cohesion Manager

Pam.smith@lancashire.gov.uk

Contact for Governance, Finance and Public Services; Communications;
Corporate Commissioning (Level 1); Emergency Planning and
Resilience (PH).

Thank you

Appendix C: Annex 6 Wellbeing, Prevention and Early Help (statutory children's centre) core offer.

The following buildings currently deliver the Wellbeing, Prevention and Early Help statutory children's centre core offer:

Burnley	Burnley Wood Children's Centre (designated children's centre)
Burnley	Ightenhill Children's Centre (designated children's centre)
Burnley	Reedley Hallows Children's Centre (designated children's centre)
Burnley	South West Burnley Children's Centre (designated children's centre)
Burnley	The Chai Centre Children's Centre (designated children's centre)
Burnley	Whitegate Children's Centre (designated children's centre)
Chorley	Adlington Library and Children's Centre (designated children's centre)
Chorley	Astley and Buckshaw Children's Centre (designated children's centre)
Chorley	Blossomfields Children's Centre
Chorley	Clayton Brook Children's Centre (designated children's centre)
Chorley	Coppull Children's Centre (designated children's centre)
Chorley	Duke Street Children's Centre (designated children's centre)
Chorley	Highfield Children's Centre (designated children's centre)
Chorley	Millfield Children's Centre (designated children's centre)
Fylde	Children's Social Care (Sydney Street) and Oak Tree Children's Centre (designated children's centre)
Fylde	Lytham Children's Centre
Fylde	Orchard Children's Centre (designated children's centre)
Fylde	Pear Tree Children's Centre (designated children's centre)
Fylde	Weeton Children's Centre
Hyndburn	Clayton-le-Moors and Altham Children's Centre (designated children's centre)
Hyndburn	Copper House Children's Centre (designated children's centre)
Hyndburn	Fairfield Children's Centre (designated children's centre)
Hyndburn	Great Harwood Children's Centre (designated children's centre)
Hyndburn	Huncoat Children's Centre (designated children's centre)
Hyndburn	Sure Start Hyndburn - Accrington South Children's Centre (The Beeches) (designated children's centre)
Hyndburn	Sure Start Hyndburn - Church and West Accrington Children's Centre (The Park) (designated children's centre)

Appendix C: Annex 6 Wellbeing, Prevention and Early Help (statutory children's centre) core offer.

Lancaster	Appletree Children's Centre (designated children's centre)
Lancaster	Balmoral Children's Centre (designated children's centre)
Lancaster	Firbank Children's Centre (designated children's centre)
Lancaster	Galgate Children's Centre
Lancaster	Halton Library
Lancaster	Heysham Children's Centre and Young People's Centre (designated children's centre)
Lancaster	Lune Park Children's Centre (designated children's centre)
Lancaster	Poulton Children's Centre (designated children's centre)
Lancaster	The Carnforth Hub Children's Centre and Young People's Centre (designated children's centre)
Lancaster	Westgate Children's Centre (designated children's centre)
Pendle	Beacon Children's Centre (designated children's centre)
Pendle	Colne Children's Centre (designated children's centre)
Pendle	Family Tree Children's Centre (designated children's centre)
Pendle	Gisburn Road Children's Centre (designated children's centre)
Pendle	Pendleside Children's Centre
Pendle	Trawden Library and Riverside Children's Centre
Pendle	Walton Lane Children's Centre (designated children's centre)
Preston	Preston East Children's Centre (designated children's centre)
Preston	Preston West Children's Centre (designated children's centre)
Preston	Ribbleton Children's Centre (designated children's centre)
Preston	Riverbank Children's Centre (designated children's centre)
Preston	Sharoe Green Library and Cherry Tree Children's Centre (designated children's centre)
Preston	St Lawrence Children's Centre
Preston	Stoneygate Children's Centre (designated children's centre)
Preston	Sunshine Children's Centre (designated children's centre)
Preston	Sunshine Children's Centre (New Hall Lane Drop-in)
Ribble Valley	Ribblesdale Children's Centre (designated children's centre)
Ribble Valley	Whalley Library and Spring Wood Children's Centre
Ribble Valley	Willows Park Children's Centre (designated children's centre)

Appendix C: Annex 6 Wellbeing, Prevention and Early Help (statutory children's centre) core offer.

Rossendale	Balladen Children's Centre (designated children's centre)
Rossendale	Haslingden Community Link Children's Centre (designated children's centre)
Rossendale	Staghills Children's Centre (designated children's centre)
Rossendale	The Maden Centre (designated children's centre)
Rossendale	Whitworth Children's Centre (designated children's centre)
South Ribble	Bamber Bridge Children's Centre (designated children's centre)
South Ribble	Kingsfold Children's Centre (designated children's centre)
South Ribble	Longton Children's Centre
South Ribble	Lostock Hall Library and Children's Centre
South Ribble	Wade Hall Children's Centre (designated children's centre)
South Ribble	Wellfield Children's Centre (designated children's centre)
West Lancashire	First Steps Children's Centre (designated children's centre)
West Lancashire	Hesketh with Beconsall Children's Centre
West Lancashire	Moorgate Children's Centre (designated children's centre)
West Lancashire	Park Children's Centre (designated children's centre)
West Lancashire	St John's Children's Centre (Skelmersdale) (designated children's centre)
West Lancashire	The Grove Young People's Centre and Children's Centre (designated children's centre)
West Lancashire	Upholland Children's Centre
Wyre	Children's Social Care (The Anchorage Fleetwood) and West View Children's Centre (designated children's centre)
Wyre	Cleveleys Library
Wyre	Fleetwood Children's Centre (designated children's centre)
Wyre	Fleetwood Children's Centre (Flakefleet satellite)
Wyre	Over Wyre Children's Centre (Hambleton satellite)
Wyre	Over Wyre Children's Centre (Preesall satellite)
Wyre	Poulton-le-Fylde Children's Centre
Wyre	Rural Wyre Children's Centre (designated children's centre)
Wyre	Thornton-Cleveleys Children's Centre (designated children's centre)

Appendix C: Annex 6 Wellbeing, Prevention and Early Help (statutory children's centre) core offer.

It is proposed that the following buildings will continue to deliver the Wellbeing, Prevention and Early Help statutory children's centre core offer:

Burnley	Burnley Wood Children's Centre (designated children's centre)
Burnley	Ightenhill Children's Centre (designated children's centre)
Burnley	Reedley Hallows Children's Centre (designated children's centre)
Burnley	South West Burnley Children's Centre (designated children's centre)
Burnley	The Chai Centre Children's Centre (designated children's centre)
Burnley	Whitegate Children's Centre (designated children's centre)
Chorley	Duke Street Children's Centre (designated children's centre)
Fylde	Children's Social Care (Sydney Street) and Oak Tree Children's Centre (designated children's centre)
Fylde	Weeton Children's Centre (designated children's centre)
Hyndburn	Clayton-le-Moors and Altham Children's Centre (designated children's centre)
Hyndburn	Copper House Children's Centre (designated children's centre)
Hyndburn	Fairfield Children's Centre (designated children's centre)
Hyndburn	Great Harwood Children's Centre (designated children's centre)
Hyndburn	Sure Start Hyndburn - Church and West Accrington Children's Centre (The Park) (designated children's centre)
Lancaster	Appletree Children's Centre (designated children's centre)
Lancaster	Halton Library
Lancaster	Lune Park Children's Centre (designated children's centre)
Lancaster	The Carnforth Hub Children's Centre and Young People's Centre (designated children's centre)
Lancaster	Westgate Children's Centre (designated children's centre)
Pendle	Beacon Children's Centre (designated children's centre)
Pendle	Colne Children's Centre (designated children's centre)
Pendle	Family Tree Children's Centre (designated children's centre)
Pendle	Gisburn Road Children's Centre (designated children's centre)
Pendle	Walton Lane Children's Centre (designated children's centre)
Preston	Preston West Children's Centre (designated children's centre)
Preston	Ribbleton Children's Centre (designated children's centre)

Appendix C: Annex 6 Wellbeing, Prevention and Early Help (statutory children's centre) core offer.

Preston	Riverbank Children's Centre (designated children's centre)
Preston	Sharoe Green Library and Cherry Tree Children's Centre (designated children's centre)
Preston	Stoneygate Children's Centre (designated children's centre)
Preston	Sunshine Children's Centre (designated children's centre)
Preston	Sunshine Children's Centre (New Hall Lane Drop-in)
Ribble Valley	Ribblesdale Children's Centre (designated children's centre)
Rossendale	Haslingden Community Link Children's Centre (designated children's centre)
Rossendale	The Maden Centre (designated children's centre)
Rossendale	Whitworth Children's Centre (designated children's centre)
South Ribble	Wade Hall Children's Centre (designated children's centre)
West Lancashire	First Steps Children's Centre (designated children's centre)
West Lancashire	Park Children's Centre (designated children's centre)
West Lancashire	The Grove Young People's Centre and Children's Centre (designated children's centre)
West Lancashire	Upholland Children's Centre (designated children's centre)
Wyre	Children's Social Care (The Anchorage Fleetwood) and West View Children's Centre (designated children's centre)
Wyre	Fleetwood Children's Centre (Flakefleet satellite) (designated children's centre)
Wyre	Thornton Children's Centre (designated children's centre)

It is proposed that the Wellbeing, Prevention and Early Help statutory children's centre core offer will also be delivered from the following buildings:

Burnley	Children's Social Care (Easden Clough) (designated children's centre)
Burnley	Stoneyholme and Daneshouse Young People's Centre (designated children's centre)
Chorley	Chorley Library (designated children's centre)
Chorley	Clayton Green Library (designated children's centre)

Appendix C: Annex 6 Wellbeing, Prevention and Early Help (statutory children's centre) core offer.

Chorley	Coppull Library
Chorley	Eccleston Library
Fylde	The Zone in Fylde (designated children's centre)
Lancaster	Morecambe Library (designated children's centre)
Pendle	Earby Community Centre
Ribble Valley	Longridge Library
Rossendale	The Zone in Rossendale (designated children's centre)
South Ribble	Leyland Library
South Ribble	Longton Library
South Ribble	The Zone in South Ribble (designated children's centre)
South Ribble	Walton-le-Dale Young People's Centre (designated children's centre)
West Lancashire	Ormskirk Library (designated children's centre)
Wyre	Garstang Library (designated children's centre)
Wyre	The Zone in Wyre (designated children's centre)

Property strategy consultation 2016



Have your say

Changes to where we provide your services

Lancashire County Council provides local communities with a wide range of different services, based in hundreds of buildings across the county. We are proposing some changes to how and where many of these services are provided.

We are inviting you to have a say about the changes, which mainly affect:

- Libraries
- Wellbeing, prevention and early help services (including children's centres and young people's centres)
- Registration offices (births, marriages and deaths)
- Children's services
- Youth offending teams
- Adult disability day services
- Older people's daytime support services
- Welfare rights services

We know how important these services are to the people who use them. The purpose of the proposals explained in this document is to allow the council to keep providing residents with a good service, at a cost it will be able to afford in the future.

The main changes we are consulting about are:

- To reduce the number of different buildings where services are available.
- To create a network of 'Neighbourhood Centres' through which the council will deliver services.

This document explains more about what these changes would mean to the way services are made available in all parts of Lancashire. There is a section for you to complete and return to us if you would like to share your views before any of the proposals are agreed. This questionnaire also includes our consultation on designated children's centres. You will have a chance to give us your views between Wednesday 18 May and Sunday 14 August, either by completing this document or visiting www.lancashire.gov.uk and completing the consultation questionnaire online.

All of the feedback we receive in response to this consultation process will be reviewed and made available to members of the council's Cabinet. They will be asked to consider a final version of the proposals in September 2016.

Why is there a need for change?

The county council has to change its services to make them more affordable. The council is receiving less funding from the Government, while also having to spend more on essential services for vulnerable children and adults because of an increase in demand.

These things mean there is much less money available to spend on other services. In total the council has to find savings of £200m over the next five years. The council provides services in different ways. Some services are provided to people in their own homes and a growing number of services are provided online. Many others are provided from a network of more than 200 buildings across Lancashire.

In November 2015 the council's Cabinet agreed a new Property Strategy for public facing buildings, which identified a list of all of the buildings the council currently delivers services from. We then began a review to see how the council could reduce the amount of money it spends on providing services from so many different places, with the aim of identifying which buildings should continue to be used in the future. The proposals we are consulting on are the result of that review.

What does it mean to you?

The proposals we are inviting you to have a say about would mean that all of the services above will still be available, but at fewer locations than they are now. Our review has considered 238 buildings and we propose in future that services would be delivered from 132 buildings. How this affects specific services and buildings is set out later in this document.

As a result of the proposals:

- **You may be able to access services in the same place you would choose to now.** The county council would still provide the same or similar services from many of the places it does today. We are proposing that all of the affected services will continue to be available within each district of Lancashire.
- **You may need to travel further, or to a different building, to access services.** The council's services would be available from fewer buildings than they are now and for some people this would mean a longer journey to get there, or using another building nearby.
- **You may find more services become available in one place.** The buildings the county council delivers most of its services from would become known as 'Neighbourhood Centres'. Many of these would include a wider range of services together in one place than they do now, to better meet the needs of the local community.

Although these proposals are mainly about how the council delivers services from buildings, you may also be able to access our services in other ways. For example, we have a mobile library service for communities in some of the more remote parts of the county. Online services will become more important to us, too. Our online library and registration services are examples of services that many people find easier to use than attending a building where these services are provided.

Neighbourhood Centres

All of the public access buildings the council continues to deliver public facing services from will become known as Neighbourhood Centres. This does not mean they will all be the same, but it does mean the council will think differently about how all of these buildings are used in the future.

Many of our buildings are currently used as a base for a single service, such as a library or a children's centre. Some will continue that way, but over time many Neighbourhood Centres will become places where different services are located together.

In the section later in this document where we have described the proposed changes to buildings, we have listed the main services that we plan to deliver from each building. However, there are other services that may also be delivered from that building in the future that do not appear on the list. Where possible we will be creating centres where a number of activities can happen, instead of having single bases for different services.

Putting more services in one place will be more cost effective for the council while helping us to deliver a better, more 'joined-up' service to residents. It will make better use of our buildings while making them more of a focal point for the communities they serve.

Neighbourhood Centres will be equipped to meet the needs of the services provided in them and some will offer increased flexibility such as:

- Extended opening hours
- Meeting rooms
- Private rooms for interviews and consultations

What we considered

To develop these proposals, we have analysed a lot of different information. This includes:

- **A review of key facts about each building we use now.** For example, we have considered:
 - how close each building is to the local population
 - where each building is compared to where our services are most in demand
 - public transport links
 - car parking
 - building costs
- **Feedback from county councillors and partner organisations.** Before beginning this formal consultation process, we invited county councillors to contribute their views about which buildings should be retained based on their knowledge of the area they serve. We also listened to the views of other public sector organisations. Councillors and partners will also be able to contribute their views during the consultation period.
- **Consideration of how our services are planned to change in the future.** All of the council's services are transforming in some way over the next few years and the Property Strategy must reflect those changes. In particular the proposals in this document take account of changes to the Library Service and the Wellbeing, Prevention and Early Help Service, which will be available in fewer locations but still delivered from multiple sites across the county.

How are services affected?

This section summarises how these proposals reflect changes to our services.

Libraries

The council has recently consulted over plans to change its library service, including a reduction in the number of locations this service is provided from. The results of the consultation have been used to inform these proposals, in which we have identified proposed Neighbourhood Centres with a total of:

- 37 fixed library sites
- 7 satellite sites with self-service (not staffed)

In addition, there would be six mobile library units operating 68 routes and 792 stops across the county. We will also continue to extend our virtual library, which is becoming an increasingly popular way to borrow books. Take a look at the information that follows to see where the services are proposed to be delivered from.

The proposals would mean that:

- at least 95% of people living in densely populated areas (20 or more people per hectare) would live within 2 miles of a proposed Neighbourhood Centre, library or satellite service.
- at least 90% of people living in medium density populated areas (between 1.1 and 19.9 people per hectare) would live within 2.5 miles of a proposed Neighbourhood Centre, library or satellite service or 0.25 miles of a mobile library stop.
- at least 70% of people living in sparsely populated areas (1 or fewer people per hectare) would live within 3 miles of a proposed Neighbourhood Centre, library or satellite service, or within 0.25 miles of a mobile library stop.

Wellbeing, Prevention and Early Help Services

These services exist to help make sure all children and young people are able to have a good start in life. They include services for younger children and their families, which are currently provided from a network of children's centres. They also include young people's services to provide young people with learning and recreational activities, which are usually based in young people's centres and youth zones.

The strategy for these services has been the subject of a separate consultation, the results of which have been taken into account in considering where these services should be provided from in future.

The proposals include that we will move from delivering at the current 63 designated children's sites to 53 sites. These services will be:

- located at a total of 35 sites to support 0-11 year olds, 14 sites for 12-19 years (plus special educational needs up to 25 years) and 23 sites that will cover the entire age range.
- accommodated in a way that meets the diverse needs of children, young people and their families, including outreach services where appropriate.

Take a look at the information that follows to see where the services are proposed to be delivered from. This document also forms our consultation on designated children's centres.

We know that over 92% of 0-11 year olds living in the most deprived areas of Lancashire live within 1.5 miles of a proposed children's centre.

Registration Service

This provides services for people to register important life events including births, marriages and deaths.

There are currently 13 buildings which provide registration services, a number of which are purpose built. The proposal is to keep eight of the services in the same location and for the following to be located in different buildings alongside other services:

- Clitheroe register office on Pimlico Road is proposed to move to Clitheroe library
- Lancaster register office is proposed to move to Whitecross Education Centre (Mill 14) in Lancaster
- Morecambe register office in the Town Hall is proposed to move to Morecambe library
- Rawtenstall register office is proposed to move to Haslingden library
- Fylde registration office in Lytham library is proposed to move to St Anne's library

Children's Services

Social workers provide support to children, young people and their families and will often have meetings with them in a variety of buildings across the county. It is proposed that this service operates from the following Neighbourhood Centres to cover the different district locations:

- Burnley - Children's Social Care (Easden Clough) and The Zone
- Chorley - Children's Social Care (The Hawthorn's)
- Fylde - Children's Social Care (Sydney Street) and Oak Tree Children's Centre
- Hyndburn - Children's Social Care (Silver Birches)
- Lancaster - Children's Social Care (Sefton Drive)
- Colne - Children's Social Care (Burnley Road)
- Preston - Children's Social Care (Ripon Street), Children's Social Care (St Luke's Centre), Stoneygate Children's Centre, and Sunshine Children's Centre
- Rawtenstall - Children's Social Care (Newchurch Road)
- West Lancashire - Skelmersdale Library
- Wyre- Children's Social Care (The Anchorage Fleetwood) and West View Children's Centre

Youth Offending Teams

These services are designed to prevent offending by children and young people. The proposal is that the service will be co-located with services for young people where possible and the list below outlines the proposed changes from current buildings:

- Lancaster Youth Offending Team (Fraser House) is proposed to move to White Cross Education Centre (Mill 14)
- Thornton Youth Offending Team (Marsh Mill) is proposed to move to The Zone in Wyre
- Preston Youth Offending Team (Guildhall Street) is proposed to move to Preston Bus Station
- Chorley Youth Offending Team (Halliwell Street) is proposed to move to Chorley Library
- Accrington Youth Offending Team (Blake Street) is proposed to move to The Zone in Burnley
- The teams currently based in the Zone in Burnley and the Zone in West Lancashire will remain in those buildings

Adult Disability Day Services

This involves a range of services for adults with a disability. It is a shared service for people with learning disabilities and people with physical disabilities.

There are currently 12 Adult Disability Day Services premises and it is proposed that these continue, except for Pendleton Brook in Ribble Valley and Hollytrees in Chorley:

- Due to low usage and unsuitability, it is proposed that the services currently available at Pendleton Brook will be relocated and combined with those at Hyndburn Disability Day Centre (Enfield).
- Alternative and more suitable provision for the service currently being delivered from Hollytrees Disability Day Service building (Chorley) will be identified and provided.

Older People's Daytime Support Service

Our review has considered services at our 12 existing day centres for older people. Please note that some of these are provided in the same buildings as residential care services but the residential services are not affected by these proposals.

Most day centre services will continue to be provided where they are now, but there are changes proposed as follows:

- A Neighbourhood Centre would be established at Milbanke Older People's Day Centre, which will also incorporate the library service for the Kirkham area.
- Subject to a detailed feasibility study, the Derby Street Day Care Centre in Ormskirk would be combined with Mere Brook Day Centre in Ormskirk, where support for people with enhanced dementia need is provided.

Welfare Rights

This service offers free, impartial and independent advice and support on a range of welfare benefits from various bases around the county. It is proposed that the service will have a central administrative base in Preston and be able to use the flexible accommodation at Neighbourhood Centres to reach communities as effectively as possible. The precise way in which the service is made available at different buildings would vary over time, based on need.

Taking ownership of a council building

We are aware from recent consultation activity that some groups in the county have an interest in the possibility of taking responsibility for buildings that may no longer be needed as a result of these proposals. We welcome this interest where it would offer a benefit to the local community.

If you represent a group that may like to do this, we would ask you to submit an Expression of Interest at the earliest opportunity if you have not already done so. You can do this through the Have Your Say section of our website www.lancashire.gov.uk. We will then send you an information pack with more details about the building you are interested in.

Any group taking over a building from the council would not receive financial support and the building would become that group's sole responsibility. The council therefore needs to be assured that any Expressions of Interest are genuine and come from suitable, organised groups able to take on such a responsibility.

Further Information

Please visit www.lancashire.gov.uk to see the following documents that relate to this consultation:

- Property Strategy (Neighbourhood Centres)
- Proposals for Transforming Wellbeing, Prevention and Early Help Services in Lancashire
- Property Strategy Consultation Process
- Lancashire County Library Service Consultation

The district of Burnley



1

a) Which of the following properties have you used in the last 3 years?

PLEASE TICK AS MANY AS APPLY

b) Of the properties that we are proposing to continue delivering services from, which do you think you will be likely to use in future, if any?

PLEASE TICK AS MANY AS APPLY

The list of buildings below is where Lancashire County Council proposes to continue delivering services from and lists what services are currently provided and the main services proposed for the future.

	a) Used in last 3 years	b) Will likely use in future
1. Burnley and Pendle Day Service (Temple Street), Temple Street, Burnley, BB11 3BD Current services: Adult Disability Day Service Proposed main services: Adult Disability Day Service	<input type="checkbox"/>	<input type="checkbox"/>
2. Burnley and Pendle Registration Office, 30 Todmorden Road, Burnley, BB10 4AB Current services: Registration Service Proposed main services: Registration Service	<input type="checkbox"/>	<input type="checkbox"/>
3. Burnley City Learning Centre, Towneley Holmes, Burnley, BB11 3EN Current services: Conferencing Proposed main services: Conferencing	<input type="checkbox"/>	<input type="checkbox"/>
4. Burnley Library, Grimshaw Street, Burnley, BB11 2BD Current services: Library Service Proposed main services: Library Service	<input type="checkbox"/>	<input type="checkbox"/>
5. Burnley The Fold Co-location Project, 2-8 Venice Avenue, Burnley, BB11 5JX Current services: Supporting Carers of Children and Young People (SCAYT+) Proposed main services: Supporting Carers of Children and Young People (SCAYT+)	<input type="checkbox"/>	<input type="checkbox"/>
6. Burnley Wood Children's Centre, 33 Brunswick Street, Burnley, BB11 3NY Current services: Wellbeing, Prevention and Early Help Service (Children's Centre) (designated) Proposed main services: Wellbeing, Prevention and Early Help Service (0-11 years) (designated)	<input type="checkbox"/>	<input type="checkbox"/>
7. Children's Social Care (Easden Clough), Morse Street, Burnley, BB10 4PB Current services: Children's Social Care Proposed main services: Wellbeing, Prevention and Early Help Service (0-19+ years) (designated), Children's Social Care	<input type="checkbox"/>	<input type="checkbox"/>

	a) Used in last 3 years	b) Will likely use in future
8. Coal Clough Library, Coal Clough Lane, Burnley, BB11 4NW Current services: Library Service Proposed main services: Library Service	<input type="checkbox"/>	<input type="checkbox"/>
9. Ightenhill Children's Centre, Ightenhill Primary School, Alder Street, Burnley, BB12 6ED Current services: Wellbeing, Prevention and Early Help Service (Children's Centre) (designated) Proposed main services: Wellbeing, Prevention and Early Help Service (0-11 years) (designated)	<input type="checkbox"/>	<input type="checkbox"/>
10. Padiham Library, Burnley Road, Padiham, Burnley, BB12 8BS Current services: Library Service Proposed main services: Library Service, Wellbeing, Prevention and Early Help Service (12-19+ years)	<input type="checkbox"/>	<input type="checkbox"/>
11. Reedley Hallows Children's Centre, Barden Lane, Burnley, BB10 1JD Current services: Wellbeing, Prevention and Early Help Service (Children's Centre) (designated) Proposed main services: Wellbeing, Prevention and Early Help Service (0-11 years) (designated)	<input type="checkbox"/>	<input type="checkbox"/>
12. South West Burnley Children's Centre, 21 Tay Street, Burnley, BB11 4BU Current services: Wellbeing, Prevention and Early Help Service (Children's Centre) (designated) Proposed main services: Wellbeing, Prevention and Early Help Service (0-11 years) (designated)	<input type="checkbox"/>	<input type="checkbox"/>
13. Stoneyholme and Daneshouse Young People's Centre, 57 Daneshouse Road, Burnley, BB10 1AF Current services: Wellbeing, Prevention and Early Help Service (Young People's Service) Proposed main services: Wellbeing, Prevention and Early Help Service (0-19+ years) (designated)	<input type="checkbox"/>	<input type="checkbox"/>
14. The Chai Centre Children's Centre, Hurtley Street, Burnley, BB10 1BY Current services: Wellbeing, Prevention and Early Help Service (Children's Centre) (designated) Proposed main services: Wellbeing, Prevention and Early Help Service (0-11 years) (designated)	<input type="checkbox"/>	<input type="checkbox"/>
15. The Zone in Burnley, Mount Pleasant Street, Burnley, BB11 1LW Current services: Wellbeing, Prevention and Early Help Service (Young People's Service), Youth Offending Team, Leaving Care Outreach Proposed main services: Wellbeing, Prevention and Early Help Service (12-19+ years), Youth Offending Team, Leaving Care Outreach, Children's Social Care	<input type="checkbox"/>	<input type="checkbox"/>
16. Whitegate Children's Centre, Whitegate Nursery School, Victoria Road, Padiham, Burnley, BB12 8TG Current services: Wellbeing, Prevention and Early Help Service (Children's Centre) (designated) Proposed main services: Wellbeing, Prevention and Early Help Service (0-11 years) (designated)	<input type="checkbox"/>	<input type="checkbox"/>
None of these	<input type="checkbox"/>	<input type="checkbox"/>

The list of buildings below is where Lancashire County Council is proposing to no longer deliver services from.

a) Used in last 3 years

17. Belmont Community Centre, Belmont Grove, Burnley, BB10 4NR

Current services: Community Association - no LCC service

18. Briercliffe Library, Jubilee Street, Briercliffe, Burnley, BB10 2JD

Current services: Library Service

19. Brunshaw Young People's Centre, 129 Morse Street, Burnley, BB10 4PB

Current services: Wellbeing, Prevention and Early Help Service (Young People's Service)

20. Burnley Campus Library, Barden Lane, Burnley, BB10 1JD

Current services: Library Service

21. Hapton Young People's Centre, Carter Avenue, Hapton, Burnley, BB11 5RG

Current services: Wellbeing, Prevention and Early Help Service (Young People's Service)

22. Padiham Young People's Centre, Burnley Road, Padiham, Burnley, BB12 8BU

Current services: Wellbeing, Prevention and Early Help Service (Young People's Service)

23. Pike Hill Library, Langwyth Road, Pike Hill, Burnley, BB10 3JX

Current services: Library Service

24. Rosegrove Library, Lowerhouse Lane, Burnley, BB12 6HU

Current services: Library Service

25. Stoops and Hargher Clough Young People's Centre, Venice Street, Burnley, BB11 4BA

Current services: Wellbeing, Prevention and Early Help Service (Young People's Service)

1c

How will this impact on you?

PLEASE WRITE IN BELOW

Empty response box for question 1c.

1d

Where we are proposing to no longer deliver services from a property, but you think we should continue to deliver services from it, what are your reasons?

PLEASE WRITE IN BELOW

Empty response box for question 1d.

If you would like to complete the questions for any other district/s please do so, or alternatively please go to question 13 on page 69

13

Thinking about this proposal, please tell us if you think there is anything else that we need to consider or that we could do differently.

PLEASE WRITE IN BELOW

A large, empty rectangular box with a thin black border, intended for the respondent to write their feedback. The box is currently blank.

About you

To help us to consider how we provide our services to different groups of people, it is important that we ask you a few questions about yourself. As with all the questions your answers will be completely confidential. However, if you do not wish to answer a question, please leave it blank and go on to the next one.

14 Are you...?

PLEASE TICK ONE OPTION ONLY

- A Lancashire resident
- An employee of Lancashire County Council
- An elected member of Lancashire County Council
- An elected member of a Lancashire district council
- An elected member of a parish or town council in Lancashire
- A local business owner
- A member of a voluntary or community organisation
- Other (please write in)

15 What was your age on your last birthday?

PLEASE TICK ONE OPTION ONLY

- Under 16 16-19 20-34 35-49 50-64 65-74 75+

16 Are you...?

PLEASE TICK ONE OPTION ONLY

- Male
- Female

17 Have you ever identified as transgender?

Transgender is someone who lives, or wants to live, fulltime in the gender opposite to that they were assigned at birth.

PLEASE TICK ONE OPTION ONLY

- Yes
- No
- Prefer not to say

18 Are you a deaf person or do you have a disability?
The Equality Act 2010 defines a disabled person as someone who has a physical or mental impairment which has a substantial and long term adverse effect on his or her ability to carry out normal day-to-day activities.

PLEASE TICK AS MANY AS APPLY

- Yes, learning disability
- Yes, physical disability
- Yes, sensory disability
- Yes, mental health condition
- Yes, other disability
- No

20 Are there any disabled young people in your household aged 20-25?

PLEASE TICK ONE OPTION ONLY

- Yes
- No

21 Are you in a marriage or civil partnership?

PLEASE TICK ONE OPTION ONLY

- Marriage
- Civil partnership
- Prefer not to say
- None of these

19 Are there any children or young people in your household aged under 20?

PLEASE TICK AS MANY AS APPLY

- No, but expecting
- Yes, aged under 5
- Yes, aged 5-8
- Yes, aged 9-11
- Yes, aged 12-16
- Yes, aged 17-19
- No children aged under 20

22 How would you describe your sexual orientation?

PLEASE TICK ONE OPTION ONLY

- Straight (heterosexual)
- Bisexual
- Gay man
- Lesbian/gay woman
- Other
- Prefer not to say

23 Does your household have access to the internet (dial-up, broadband or mobile internet) from home?
PLEASE TICK ONE OPTION ONLY

Yes

No

Don't know

24 What is your religion?
PLEASE TICK ONE OPTION ONLY

No religion

Christian (including CofE, Catholic, Protestant and all other denominations)

Buddhist

Hindu

Jewish

Muslim

Sikh

Any other religion

25 What is your postcode?
PLEASE WRITE IN

26 Which best describes your ethnic background?
PLEASE TICK ONE OPTION ONLY

White

English/Welsh/Scottish/Northern Irish/British

Irish

Gypsy or Irish Traveller

Any other white background

Black or Black British

Caribbean

African

Asian or Asian British

Indian

Pakistani

Bangladeshi

Chinese

Mixed

White and Black Caribbean

White and Black African

White and Asian

Other

Arab

Any other ethnic group (write in below)

SAMPLE - ONLY INCLUDES BURNLEY DISTRICT INFORMATION

Report to Cabinet

Meeting to be held on Thursday, 12 May 2016

Report of the Director of Development and Corporate Services

Electoral Divisions affected: All

Lancashire Adult Learning College

(Appendix 'A' refers)

Contact for further information:

Eddie Sutton, (01772) 533475, Director of Development and Corporate Services

eddie.sutton@lancashire.gov.uk

Executive Summary

The report sets out a proposal for Nelson and Colne College to assume responsibility for Lancashire Adult Learning College in place of the County Council on the terms set out in this report.

Recommendation

Cabinet is asked to agree to Nelson and Colne College with effect from 1st August 2016, assuming responsibility for Lancashire Adult Learning College in place of the County Council on the terms set out in this report.

Background and Advice

1. Introduction

Ofsted's full re-inspection of Lancashire Adult Learning College took place between the 2nd and 5th February 2016. A copy of the Ofsted Report is attached at Appendix 'A'. Ofsted's key conclusions are as follows:

<ul style="list-style-type: none"> • Leaders and managers took swift and successful action to improve the quality of provision and outcomes for learners following the previous inspection. • A strong and effective board of governors now drives forward a good pace of improvement through robust and determined support and challenge. • The strategy to engage and recruit the very large majority of learners from the most disadvantaged areas and groups is highly effective. • The proportion of learners who successfully achieve their qualifications has rapidly improved since the previous inspection and is now high. 	<ul style="list-style-type: none"> • Passionate tutors set high aspirations and expectations, using a wide range of activities to enable most learners to reach their potential. • Tutors use the results of initial assessment of learners' individual needs well to plan and provide effective learning and additional support to help learners overcome problems which might otherwise prevent success. • Many learners from marginalised communities develop the skills, confidence and self-esteem to make better life choices. • Learners' development of functional skills in English and mathematics, and English for speakers of other languages (ESOL), are good.
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The following table summarises the overall Ofsted assessment:

Overall effectiveness	Good
Effectiveness of leadership and management	Good
Quality of teaching, learning and assessment	Good
Personal development, behaviour and welfare	Good
Outcomes for learners	Good
Adult learning programmes	Good
Overall effectiveness at previous inspection	Inadequate

Ofsted highlighted three areas for improvement:

- Rapidly implement the plans to establish permanent senior leadership arrangements for the service.
- Share best practice internally to ensure that individual targets for all learners are of a consistently high quality. Ensure that tutors use targets well to plan individual learning and to measure learners' progress on their course.
- Implement the systematic analysis of non-accredited learning to identify any differences in achievement between groups of learners. Ensure that managers and staff take effective actions to identify, tackle and reduce any identified differences.

2. Lifting of a Notice of Concern by the SFA

On 15th December 2014, the Skills Funding Agency (SFA) issued a Notice of Concern (the Notice) to the County Council. This was because the County Council had received an inadequate Ofsted inspection rating.

The SFA has confirmed that it is satisfied that the County Council has complied sufficiently with the conditions set out in the Notice. This is because Ofsted's re-inspection judged the County Council to have improved to Good.

3. Assessment by the FE Commissioner

Following the December 2014 assessment, the Minister for Skills and Enterprise determined that the FE Commissioner should assess the position of LAL in line with the government's intervention policy set out in *Rigour and Responsiveness in Skills*.

The FE Commissioner conducted his assessment in January 2015 and considered; the capacity and capability of the service's leadership and governance to deliver quality improvement within an agreed timeframe.

The FE Commissioner made seven recommendations:

- LAL should restrict its activities to Adult and Community Learning.
- The SFA should consider more appropriate ways of delivering the skills programmes currently being offered through the Lancashire Adult Learning Service by using colleges and providers with greater experience and success in the delivery of the provision.
- Governance arrangements for LAL should be introduced that involve both council and non-council representatives to determine the strategy for the service going forward and to provide suitable monitoring and challenge of the executive.
- The Council should ensure that there is sufficient management time and an appropriate structure to deliver a high quality Adult and Community Service.
- New arrangements for quality assurance should be introduced as a matter of urgency that prioritise the improvement of teaching and learning and the production of an appropriate self-assessment report and quality improvement plan.
- The post Inspection Action Plan should be revised by aligning it more closely with the weaknesses identified by Ofsted and with clear responsibilities, actions, milestones and monitoring arrangements.
- The FE Commissioner should undertake a monitoring visit at the end of the summer term to review progress.

A monitoring visit was carried out by a Further Education Adviser on behalf of the FE Commissioner in June 2015 to consider the progress that had been made in line with these recommendations.

At that time, the FE Commissioner concluded that LAL was being transformed, and the practical partnership between the local authority and the Board of Nelson and Colne College in introducing interim arrangements was to be applauded. He recognised clear evidence of a changing culture and that a strong Governing Body with appropriate experience and autonomy had been complemented by an equally

strong Senior Leadership Team. The report further concluded that it was hoped that the arrangements could translate into a permanent arrangement.

4. Proposed Permanent Arrangements

Moving forward and building on Ofsted's and the FE Commissioner's conclusions, LAL's Governing Body has reviewed permanent future leadership arrangements, particularly in light of the forthcoming Further Education sector Area Reviews.

The arrangements to date with Nelson and Colne College have been successful and reaffirmed to the LAL Governing Body that the:

- Improvements recognised by Ofsted in the February 2016 re-inspection need to be maintained and enhanced;
- Best outcomes for Lancashire learners from the use of the Skills Funding Agency Community Learning budget need to be secured;

In both cases by the County Council putting in place a permanent link for LAL with an existing skills provider.

For these reasons, the LAL Governing Body has concluded that their preferred option for the long term leadership of LAL is a permanent link with Nelson & Colne College, reflecting the present arrangement under which the service is supported by the Principal and senior leadership team of Nelson and Colne College. The implementation of this preferred arrangement will require the transfer of the County Council's Skills Funding Agency (SFA) Community Learning Grant to Nelson and Colne College.

5. Alternative Delivery Options

Prior to focusing on what a permanent solution with Nelson and Colne College would look like, it is worthwhile reflecting on what other potential delivery options exist.

1. *Integrated Service within Lancashire County Council*

Under this option, the County Council would retain complete responsibility for LAL and its staff as effectively one of the County Council's in-house services, appointing new leadership from within the County Council or externally. The County Council would retain the adult and community learning grant and provide the necessary services required to enable LAL to continue to operate, including finance ICT, HR, marketing. The County Council would ask the existing Governing Board to undertake a scrutiny role of the College's operation.

The significant improvements over the previous 15 months have come from the County Council working in partnership with Nelson and Colne College. This option would result in the County Council reverting to the pre Ofsted report of December 2014 delivery model. There are significant risks with this approach: both Ofsted and the FE Commissioner would consider this as a retrograde step, the day to day responsibility for the leadership and management would be retained by the County Council and we would need to be able to recruit a College principal and supporting management team to replace the resources provided by Nelson and Colne College.

2. Tender for delivery of the service by other College or provider

Under this option, the County Council would carry out an open tender process for a provider to enter into a service contract with the County Council for the delivery of the College. Providers both within and external to Lancashire would be entitled to participate. The current support from Nelson & Colne College would cease at an agreed date and Nelson and Colne College would be able to participate in the tender process. The tender documents would need to set out the County Council's terms for the delivery of LAL, including staff employment arrangements and financial arrangements. The SFA would need to agree the arrangement. In doing so the SFA would question the purpose and value of the County Council retaining an involvement under this arrangement and may wish to directly contract with the successful organisation.

Under this option, the longer term steps to move the LAL forward would only happen after the outcome of the tender exercise was known, including IT, data, marketing, financial systems. Realistically, it would be unlikely that this option would be able to be fully implemented prior to the start of the academic year 2017/18 and therefore the County Council would need to extend the current arrangements with Nelson and Colne College for the academic year 2016/17.

3. Wind up LAL and allow SFA to redistribute grant

Under this option, the County Council would cease to provide LAL. A recommendation would be made to SFA for the redistribution of the adult and community grant across the County directly to adult and community learning providers. If the County Council were to decide to stop delivery of its Community Learning contract, then as the SFA is the funder all decisions on the future of the contract are made by the SFA;

There is no guarantee that this outcome can be achieved with the SFA, with the risk that some of the current grant funding could be redistributed beyond Lancashire.

4. Wait for the outcome of the Area Review process to identify the most suitable outcome

The Area Review process is explained below.

The County Council in its capacity as LAL would not conclude a permanent solution with Nelson and Colne College, instead it would retain responsibility for the LAL and participate in the Area Review Process and see what comes out of that.

In this scenario, the County Council would need to consider whether to adopt the Area Review recommendations and align LAL in all likelihood, to the emerging institutions. However, whilst on the face of it, this option may seem attractive, the County Council would run the risk of not being able to align ourselves in the way the County Council would like, i.e. with the best quality/cultural fit for LAL's learners/provision. It is important to note that the rest of the Lancashire provider base is already taking steps to identify options to present when the Area Review process commences.

The County Council has consulted with the Lancashire FE colleges, Training 2000, North Lancs Training Group, Blackburn with Darwen Council and Blackpool Council on the option for a permanent relationship with Nelson and Colne College. No alternative proposals were received.

The County Council would need to extend the current working relationship with Nelson and Colne College for a two year period to enable sufficient security of leadership to maintain progress and satisfy Ofsted. LAL's location would need to be addressed together with the extent to which we would co-locate back office functions with Nelson and Colne College.

This is not LAL's Governing Body preferred option. Furthermore, there is a risk that Ofsted would not be satisfied that we have a clear plan for the longer term.

6. Skills Funding Agency's View

In order to effect a permanent solution with Nelson and Colne College, the SFA need to approve the transfer of the County Council's £5.8m Community Learning allocation to Nelson & Colne College, which it is proposed should take effect from 1st August 2016.

The SFA has agreed to the transfer of LAL's allocation to Nelson & Colne College. Subject to this sign off and the recommendations set out in this report being agreed, then from 1st August 2016 Nelson and Colne College will be fully responsible for complying with the SFA's Grant funding agreement.

The SFA are unable to add any additional clauses in their Grant Agreement as they follow a national format. Therefore, the County Council and Nelson and Colne College will enter into an agreement, the purpose of which is to capture a number of agreed key principles which will ensure that the SFA grant will continue to be utilised on adult and community learning.

The Adult and Community Learning budget will become part of the single Adult Education Budget from 2017/18. This will mean that funding currently allocated as non-apprenticeship adult skills budget (ASB), community learning and discretionary learner support (DLS) moves into a single budget. (There will be a separate 19+ budget for apprenticeships). This funding will be a block grant for colleges and other grant funded providers, with all other providers continuing to be funded under a contract for services. This will allow providers to have significantly increased flexibility to address the needs of local learners and to ensure that local priorities are met.

7. The Proposed Nelson and Colne College Arrangements

Nelson and Colne College is a tertiary college for 14-19 year olds and adults of all ages, located in Nelson within the Borough of Pendle. Students at the College are drawn principally from the Pendle district and Burnley. The percentage of 16-18 year olds attending the College from Pendle is 75% whilst 20% are from Burnley. The remaining 5% of 16-18 year olds are drawn from outside of the area.

Nelson and Colne College delivers a range of SFA and Education Funding Agency provision and is experienced in managing sub-contracted activity. The College has

been assessed by Ofsted as an Outstanding provider. Learner success rates for all provision, with the exception of Workplace Learning, are above national averages for the period 2011/12 to 2013/14. The College's underlying financial health is Outstanding and the current 2015/16 academic year financial health is Good.

Under these proposals, with effect from 1st August 2016, Nelson and Colne College will be fully responsible for complying with the SFA's Grant funding agreement for 2016/17 onwards. Nelson and Colne College and not Lancashire County Council, will be the counterparty to the Grant funding agreement with the SFA

Nelson and Colne College has agreed that the Community Learning grant, allocation will be fully utilised for the benefit of adult and community learning in Lancashire and will not be used to offset any reductions in Nelson and Colne budgets. The SFA has confirmed that the grant for 2016/17 will be equivalent to the 2015/16 allocation of £5,780,340. Equally, Nelson and Colne College cannot be expected to subsidise community learning from its other funding sources in the event that the grant is reduced in subsequent years and therefore would have to implement delivery changes in light of changes to funding in the allocation in 2017/18 or subsequent academic years. This would be no different to the County Council.

Nelson and Colne College will operate LAL and deliver community learning activity in accordance with LAL's Strategic Framework and Priorities outlined in LAL's Strategic Vision and Plan which has been agreed by the governing body of LAL. Overall the intention is that delivery of community learning by Nelson and Colne College supports the County Council's core purpose set out in the draft Corporate Strategy and the County Council will need to work with Nelson and Colne College to achieve this outcome.

Community Learning delivers a range of community-based and outreach learning opportunities . These services are designed to help people of different ages and backgrounds to:

- Get a new skill
- Reconnect with learning
- Follow an interest
- Prepare to progress to formal course
- Learn how to support their children better

It also supports wider policies on localism, social justice, stronger families, digital inclusion and social mobility.

Funding is provided through the Skills Funding Agency and the provision is seen as a key part of the learning continuum re-engaging adults with the system to develop their skills and enhance their lives.

LAL's key priorities are to provide:

- A high quality offer, which LAL can be proud of, and which is recognised as 'good' or 'outstanding' by Ofsted
- An offer which supports the most disadvantaged adults in Lancashire
- An offer which provides development and progression for learners at whatever stage they engage

- An offer which is directly linked to the County's strategies to support adults and
- An additional offer of high quality leisure courses to enable learning for pleasure and interest, which generates income to supplement the main grant

LAL's Strategic Vision and Plan will be reviewed by the governing body before July 2016 and will be effective for 2 full academic years commencing 2016/17; following which Nelson and Colne College commits to ensuring that there is an annual view of LAL's strategic direction and that there are specific and clear community learning clear strategic plans, priorities, delivery objectives and measurable outcomes.

Nelson and Colne College will also ensure:

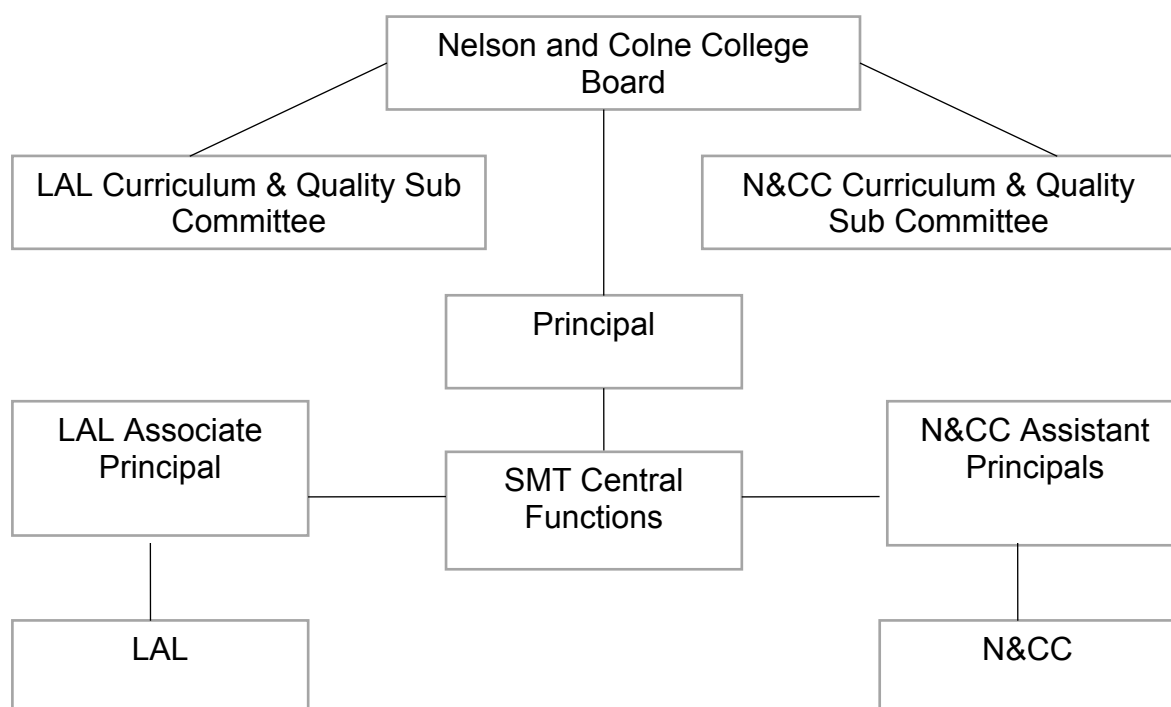
- that LAL continues to deliver a truly locally determined adult and community learning offer which is underpinned by strong local partnerships and engagement with communities.
- that LAL continues to operate as a discrete brand that recognises its origins and peripatetic delivery model.
- that there is an annual view of LAL's strategic direction and that there are clear strategic plans, priorities, delivery objectives and measurable outcomes.

The County Council will maintain an interest, oversight and scrutiny of LAL through the appointment of up to two nominees of the current LAL Governing Body to the Nelson and Colne College Corporation Board

Due to the specific nature and size of the LAL provision, Nelson and Colne College will establish separate Curriculum and Quality Sub-Committees for LAL and Nelson and Colne College's 14-19 provision. Two County Council nominees will be appointed to the LAL Curriculum and Quality Sub-Committee.

The Principal and Chief Executive of Nelson and Colne College will ensure the overall proper and effective operation of the financial, planning and management controls for both Nelson and Colne College and LAL.

The diagram below outlines the governance structure which will be implemented.



The Principal and Chief Executive of Nelson and Colne College will be supported by an Associate Principal for LAL and Curriculum Assistant Principals for Nelson and Colne College.

LAL will need to continue to access management information and data systems once transferred to Nelson & Colne College, therefore IT equipment, management information or data systems currently utilised by LAL will transfer to Nelson & Colne College on 1st August 2016.

LAL will have a discrete delivery team, working peripatetically across the county but with a base with teaching rooms and community learning facilities in East Lancashire.

The County Council's LAL staff will TUPE transfer into Nelson and Colne College on 1st August 2016.

The above principles have been detailed in a legal agreement between the County Council and Nelson and Colne College.

8. Area Review

In July 2015 the Government issued its productivity plan '*Fixing the Foundations – creating a more prosperous nation*'. The plan defines improving productivity as a key national challenge and that along with expansion of the Apprenticeship Programme, two major reforms of the skills system are critical:

- Clear, high quality professional and technical routes to employment, alongside robust academic routes, which allow individuals to progress to high level skills valued by employers; and
- Better responsiveness to local employer needs and economic priorities, for instance through local commissioning of adult provision, which will help give the sector the agility to meet changing skills requirements in the years ahead.

In response to this a national programme of area-based reviews facilitated by the Departments for Education and Business, Innovation and Skills will review 16+ provision in every area. These reviews will provide an opportunity for institutions and localities to restructure their provision to ensure it is tailored to the changing context and designed to achieve maximum impact.

Each area review should establish the appropriate set of institutions to offer high quality provision based on the current and future needs of learners and employers within the local area. Reviews should deliver:

- Institutions which are financially viable, sustainable, resilient and efficient, and deliver maximum value for public investment.
- An offer that meets each area's educational and economic needs.
- Providers with strong reputations and greater specialisation.
- Sufficient access to high quality and relevant education and training for all,
- Provision which reflects changes in government funding priorities and future demand.

The reviews will identify scope to make efficiencies in a range of ways, including:

- Removing duplication in curriculum.
- Reducing management and administration costs.
- Making more efficient use of the land and buildings controlled by the sector.
- Enabling more efficient and effective use of technology both in terms of teaching, support and assessment and back office systems.

Reviews are likely to result in rationalised curriculum; fewer, larger and more financially resilient organisations; and, where practicable, shared back office functions and curriculum delivery systems.

Within Lancashire there will be two area-based reviews covering Pennine Lancashire and Coastal Lancashire, these reviews will run concurrently and indicative timescales indicate that Lancashire's reviews will commence in September 2016. The Area Review process will reshape the adult learning landscape in Lancashire.

Under the above proposals, in the forthcoming Area Review, LAL would be aligned with Nelson and Colne College. This approach is supported by LAL Governing Body.

9. Location

LAL's premises for teachers and teaching support staff is currently located at Lancashire College, Chorley.

The proposal is for LAL to operate from a separate discrete location in East Lancashire.

Brierfield Mill is a redundant factory complex located in close proximity to Junction 12 of the M65, a key section of the Burnley-Pendle Growth Corridor, a strategic investment priority of both the Lancashire Enterprise Partnership (LEP) and County Council, and within one of the most deprived communities in the country. Previously,

and for over a century, it was a major employer in the area and the former mill remains a dominating physical presence locally.

There are now plans in place to redevelop Brierfield Mill as Northlight, a new leisure, residential and educational destination which will provide a significant contribution to the regeneration of Pendle, whilst maximising the economic potential of an important east Lancashire heritage asset.

At her meeting on the 17th May 2016, the Leader of the Council will consider a report on the County Council's capital contribution to Northlight.

The key elements of the Northlight project are outlined below:

- Residential development to comprise 60 one and two bedroom apartments to be developed in partnership with Together Housing;
- A 120 bedroom 'boutique' hotel funded by a syndicate of private investors and operated as a Hilton 'Doubletree' franchise;
- A community leisure facility to be operated by Burnley Football Club Football in the Community, incorporating a range of indoor and outdoor football pitches and other sports and community facilities;
- A private training centre focussing on Cyber Security training operated by Training 2000;
- Lancashire Adult Learning operated by Lancashire County Council;
- Establishment of a small number of managed workspace business units;
- A new marina on the Leeds-Liverpool Canal adjacent to Northlight;
- Provision of small local community arts space;
- A microbrewery; and
- Infrastructure and public realm around the site.

The new facility at Northlight would support and deliver adult community learning across Lancashire by providing an administrative and delivery base for LAL in one of the most deprived areas in the country and a Lancashire centre with the greatest demand for community learning (East Lancashire). LAL's experience of maintaining key centres elsewhere in the County has demonstrated that location impacts on learner numbers and LAL's proposed move to Northlight supports its intention to increase participation by learners from deprived communities

It would also support the aspiration of LAL's Strategic Framework, which is focussed on providing an offer to support the most disadvantaged adults in Lancashire. The proposed move to Northlight anticipates generating up to 10% or 350 additional learners but as Northlight is located in east Lancashire focused on disadvantaged learners with low or no skills.

Working through a wide range of locally based voluntary organisations and community locations, LAL aims to support individuals in the places, and with the people, where they feel most comfortable. Therefore, LAL's aspiration is for its base to be located in the heart of the community which it serves. As a result of being located in Northlight, it is expected that learners will benefit from greater accessibility to the main administrative and delivery centre of LAL.

Northlight will bring together a cluster of learning and community activities, including Burnley Football Club Football in the Community, Training 2000 and In-Situ community arts space.

Consultations

The proposal to the Skills Funding Agency requires consultation with Lancashire based FE colleges and providers, along with the unitary authorities. This consultation has now completed; only one response has been received which was from Preston College. The response was supportive of maintaining the leadership of LAL through Nelson and Colne College and of the general principles of the strategic direction of LAL.

Nelson and Colne College's Corporation Board has separately considered and agreed to these proposals.

Implications:

This item has the following implications, as indicated:

Personnel

Consultations on TUPE Transfer

One of the key elements of the proposed TUPE transfer to Nelson and Colne College is the transfer of the County Council employees who work in the Lancashire Adult Learning service. The employees have been advised of the potential for a TUPE transfer to Nelson & Colne College at some initial staff briefings, however the formal consultations have not yet taken place. If approval to transfer the service is agreed via this Cabinet report, a consultation process in line with the current TUPE regulations will take place, involving all relevant parties such as senior management from both employers, HR representatives from both employers, Trade Unions and employees. This process will involve; meeting the relevant Trade Unions, employee briefings before and after consultation, a minimum 4 week consultation period and confirmation from Nelson and Colne College regarding measures they intend to take or may propose to take in respect of the transferring group of employees. In line with the current TUPE regulations, County Council terms and conditions will be protected at the point of transfer in line with TUPE legislation.

The employees within Lancashire Adult Learning are covered by two sets of terms and conditions and pension schemes. The non-teaching employees are covered by the standard NJC/County Council (green book) terms and conditions and are eligible to join the Local Government Pension Scheme (LGPS). The teaching employees are covered by Lancashire Adult Learning (red book) terms and conditions and are eligible to join the Teachers Pension Scheme (TPS). In terms of a comparison, employees at Nelson and Colne College are covered by similar sets of terms and conditions and the same eligibility to the two aforementioned pension schemes. The Local Pension Partnership (formerly the County Council – Your Pension Service) administers the LGPS membership for Nelson and Colne College, with regards to the TPS this is administered centrally by the TPS in Darlington. It is anticipated that with regards to Pension, the TUPE transfer will be straight forward and that the transferring employees will be able to remain in their respective pension schemes.

Currently, the employee numbers within Lancashire Adult Learning that would be in scope to transfer is as follows:

- 32 LCC Green Book employees
- 62 LAL Red Book employees
- LAL's portfolio of casual tutors

Formal consultation procedures and timescales will be followed and the transfer of any employees from the employment of the County Council to Nelson and Colne College will be undertaken in accordance with the principles and processes of the Transfer of Employment (Protection of Employment) ('TUPE') Regulations 2006, as amended by the "Collective Redundancies and Transfer of Undertakings (Protection of Employment) (Amendment) Regulations 2014.

It is not anticipated that there will be any Lancashire Adult Learning employees who are not to be transferred, however if there are they will be subject to the normal County Council workforce agreements.

Financial

If the recommendations set out in this report are agreed then the County Council will cease to have any financial responsibility for LAL for the academic year 2016/17 and beyond. Nelson and Colne College will be the counterparty to the SFA Grant Funding Agreement

Risk management

There is a need to positively respond to the Ofsted inadequate assessment of Lancashire Adult Learning (LAL) in November 2014. The County Council has already put in place a series of measures, including improved Governance arrangements to, ensure that the LAL is able to satisfy the planned Ofsted re – inspection in 2016. This report deals with further improvements to the governance arrangements and the Ofsted recognised need to implement permanent leadership arrangements for LAL.

List of Background Papers

Paper	Date	Contact/Tel
N/A		

Lancashire Adult Learning

Local Authority

2–5 February 2016

Inspection dates

Overall effectiveness

Good

Effectiveness of leadership and management	Good
Quality of teaching, learning and assessment	Good
Personal development, behaviour and welfare	Good
Outcomes for learners	Good
Adult learning programmes	Good
Overall effectiveness at previous inspection	Inadequate

Summary of key findings

This is a good provider

- Leaders and managers took swift and successful action to improve the quality of provision and outcomes for learners following the previous inspection.
- A strong and effective board of governors now drives forward a good pace of improvement through robust and determined support and challenge.
- The strategy to engage and recruit the very large majority of learners from the most disadvantaged areas and groups is highly effective.
- The proportion of learners who successfully achieve their qualifications has rapidly improved since the previous inspection and is now high.
- Passionate tutors set high aspirations and expectations, using a wide range of activities to enable most learners to reach their potential.
- Tutors use the results of initial assessment of learners' individual needs well to plan and provide effective learning and additional support to help learners overcome problems which might otherwise prevent success.
- Many learners from marginalised communities develop the skills, confidence and self-esteem to make better life choices.
- Learners' development of functional skills in English and mathematics, and English for speakers of other languages (ESOL), are good.

It is not yet an outstanding provider

- Plans to ensure the permanency of senior leadership are not yet implemented.
- For a small minority of learners, tutors do not use individual learning targets to plan learning or measure the progress they are making.
- Leaders and managers do not systematically analyse non-accredited achievement to identify any differences in achievement between groups of learners.

Full report

Information about the provider

- Lancashire Adult Learning is Lancashire County Council's adult education services, which deliver almost all of the adult and community learning budget allocated to Lancashire by the Skills Funding Agency. The objective of the service is to focus on people or groups who are disadvantaged and least likely to participate and to raise fee income from those who can afford to pay. It provides learning at one main centre and over 120 community-based venues. Lancashire comprises 12 district councils. The employment rate has been lower than that which exists nationally for the past 12 years, and rates of deprivation are higher than average. Rates of ill health are higher for people in Lancashire than the average for England, while life expectancy for both men and women is lower than the England average.
- The service received four re-inspection monitoring visits, each completed by Her Majesty's Inspectors, following the inadequate judgement at the previous inspection in November 2014.

What does the provider need to do to improve further?

- Rapidly implement the plans to establish permanent senior leadership arrangements for the service.
- Share best practice internally to ensure that individual targets for all learners are of a consistently high quality. Ensure that tutors use targets well to plan individual learning and to measure learners' progress on their course.
- Implement the systematic analysis of non-accredited learning to identify any differences in achievement between groups of learners. Ensure that managers and staff take effective actions to identify, tackle and reduce any identified differences.

Inspection judgements

Effectiveness of leadership and management is good

- Following the previous inspection, councillors took swift action to improve senior leadership and management of the adult learning service. A new and very effective interim senior management team was quickly established, pending further decisions about the how the provision is to be managed in the future. The senior leadership team comprises the current interim principal, the interim deputy principal and a permanent assistant principal. They have managed change exceptionally well, effecting rapid and significant improvement in the quality of teaching, learning and assessment, and increasing learners' achievements. All the weaknesses identified at the previous inspection are now rectified. The interim principal, who is also a successful leader in an outstanding local further education college, and the board of governors have detailed ambitious plans to develop the service further and establish permanent management arrangements.
- Senior leaders and the board of governors have reviewed and reshaped the adult learning curriculum to meet the priority objectives of the council effectively. Consequently, the service recruits very successfully from the communities and groups of people who are most disadvantaged or at significant risk of social exclusion, such as learners with mental health difficulties and asylum seekers. A high proportion of learners have not been engaged in education for some considerable time and are developing the skills required to be more effective in their communities.
- Since the previous inspection, managers have developed a more secure and comprehensive arrangement to improve the quality of teaching. They use the outcomes from lesson observations well to identify tutors who need extra support. Mentors are allocated to the few tutors whose performance requires improvement. As a result, tutors improve their teaching practice rapidly.
- At the previous inspection the use of management information was a weakness and it is now good. Senior managers have rectified this, improving significantly the collection and use of data to monitor learners' progress and destinations.
- Managers provide well-targeted staff development to improve teaching practices, closely based on their evaluation of tutors' work. Tutors are encouraged to apply their learning from staff development and training to improve their teaching, and are supported well to do so. For example, most tutors who have received training on the use of the service's virtual learning environment use this system well to promote individual learning.
- Managers and subcontractors use self-assessment well to identify areas requiring improvement and to plan actions to tackle them. They draw on a good range of evidence to underpin their judgements, including the views of learners and partners. The strengths and areas for improvement identified in the self-assessment report closely match those found by inspectors.
- The management of subcontractors is strong. Managers choose subcontractors carefully to provide specific focus on particular disadvantaged groups or communities. They monitor the quality and outcomes of subcontracted provision frequently and rigorously. Subcontractors attend mandatory training and opportunities to share good practice and this has led to improvements in the quality of their courses.
- Senior managers, managers and tutors have prioritised the development of learners' English and mathematical skills well. The service has a good strategy and a set of clear expectations about teaching practices to help learners develop these important skills. For example, managers require tutors to plan into their lessons the development of learners' better use of English and mathematics and to correct their spelling and grammatical mistakes. As a result, learners develop a good standard of skills and a high proportion complete their qualifications successfully.
- Leaders, managers, tutors and staff who act as equality champions promote successfully a culture of fair treatment and respect for different views, backgrounds and experiences. Tutors have received effective training on democracy, individual liberty, the rule of law, mutual respect and tolerance of those with different faiths and beliefs. As a result they promote these values successfully to learners. A number of tutors use innovative teaching practices, such as activities which initiate discussions, to extend learners' understanding of complex issues such as radicalisation, hate crime and the rights of people with different sexual orientations.
- **The governance of the provider**
 - Following the previous inspection, a new board of governors was quickly established, providing a strong representation from education, business, the voluntary sector and Lancashire Council. The board use this wide range of expertise exceptionally well to support and provide critical challenge to senior leaders.

- Governors receive detailed reports on learners’ outcomes and the quality of provision. They have set challenging targets for senior managers and these are monitored frequently to effect improvements quickly.
- The service has the financial stability to maintain high-quality resources to support learning in the community. However, the board have yet to implement the agreed permanent management arrangements at senior leadership level.

■ **The arrangements for safeguarding are effective**

- Arrangements for safeguarding are thorough and include appropriate checks on staff. As a result of good training, staff know how to keep learners safe and are vigilant about safeguarding issues. They have received good staff development including on aspects such as forced marriage, domestic violence and female genital mutilation, and are better informed about how to identify any learners at risk, report any concerns and identify appropriate support.
- Tutors and learners know how to contact the designated safeguarding officers. All staff are very well aware of their new responsibility to protect their learners from extremism and radicalisation. They have completed the relevant training courses, and made a good start in implementing required policies.
- Managers ensure that all the training venues are risk assessed to assure the safety of learners.

Quality of teaching, learning and assessment is good

- Tutors inspire and challenge their learners, who are well motivated, enjoy their learning and work with concentration and focus in lessons. Most tutors use a good range of activities and carefully crafted resources that interest learners and enrich their understanding of key topics. As a consequence most learners develop good knowledge and skills and make good progress.
- Learners make good progress in developing their English skills. Tutors engage learners in meaningful discussions, helping them to develop their speaking and listening skills well. As a result, ESOL learners increase their confidence when speaking in groups, and learners of modern foreign languages courses develop a basic vocabulary enabling them to practise their speaking and listening skills. Learners develop their reading and writing skills well in vocational sessions.
- Tutors provide learners with good individual support and group coaching sessions which learners value highly. In mathematics lessons, tutors help to rapidly develop basic mathematical skills, such as calculating ratios. Mathematics is integrated well in vocational lessons. For example, ESOL learners make shopping lists and calculate the cost of a healthy meal.
- Tutors use information gathered at the start of the course on learners’ prior attainment and background to provide quickly any additional support needed. In lessons for disabled learners or those with learning difficulties, additional learning support is used particularly well to help learners make swift progress. Learning support workers use a variety of successful techniques to ensure that learners can take part in and contribute to sessions. They carefully record the support given, frequently evaluate its impact on learners and work with the teacher to adjust support so that learners successfully develop their independent living skills and reduce their reliance on support.
- Tutors use a good range of techniques to assess learning, such as effective questioning techniques, quizzes and role play. Tutors’ oral and written feedback is frequent and constructive; it successfully motivates learners, making it clear what they have done well and how they can improve the standard of their work. In a few cases, written feedback is too brief. Tutors do not consistently follow the policy on identifying and correcting learners’ spelling and grammatical errors, slowing learners’ progress.
- Learners work well individually and in small groups. Tutors encourage learners to listen to each other and respect each other’s opinions and contributions to discussions. Tutors have established a culture in which learners show mutual respect and understand the importance of valuing diversity.
- In lessons, tutors promote and develop learners’ understanding of diversity well, using innovative and fun activities. For example, to develop learners’ understanding of hate crime against people with disabilities one subcontractor has developed a bingo activity, replacing the usual numbers with hate crime words and prompting good discussion within the group as each word is drawn.
- Most tutors rigorously apply a range of techniques to measure and validate the progress that learners on non-accredited courses are making. For a small minority of learners, tutors do not set sufficiently detailed targets for planning individual learning or measuring learners’ progress. As a result these learners are unclear about the progress they are making from their starting points.

Personal development, behaviour and welfare are good

- Learners, many from marginalised communities, develop the skills, confidence and self-esteem to make better life choices. Learners on family-learning courses are better able to support their children's development through, for example, helping them with their homework and attending parents evenings. Learners on employability programmes or attending job clubs develop good job-search skills. They learn how to write an effective curriculum vitae and present themselves well at interviews.
- Tutors provide effective advice and guidance to new learners, ensuring that they are placed on the most suitable courses. Many prospective adult learners are referred to the service as a result of close working with partnership organisations such as children's centres. During their studies, learners receive further constructive advice and guidance on their future options. As a result, over a quarter of learners have revised their intended destinations and are more ambitious about their futures. Feedback from learners confirms that they are prepared well for their chosen destinations.
- Managers have designed provision which is closely focused on identified priority groups. The needs of learners in these groups are met well, through the use of a wide range of community-based venues and through strong working with subcontractors from the voluntary sector who specialise in engaging with and supporting people with specific needs. Many of those learners in need of the greatest support refer to their experience as being 'life-changing and transformational'.
- Learners have a good understanding of how to keep themselves safe, including the use of the internet and social media. Activities within class, and resources around the buildings, support learners' understanding of the dangers from radicalisation and extremism. Accommodation is frequently checked to ensure that it provides a safe learning environment. Staff encourage learners to improve their health and well-being in appropriate ways. For example, learners with learning difficulties understand and can talk with confidence about different aspects of healthy eating, why this is important and how they have improved their eating habits.
- Learners develop a good understanding of the rights and responsibilities of living in modern Britain. Ground rules set at the start of courses establish high expectations for mutual respect and tolerance. Many learners met during the inspection confirmed that for the first time they had been able to interact with, and consequently increase their understanding of and respect for, people from different cultures.
- Attendance and punctuality are good and have improved significantly since the previous inspection. Learners come well prepared for lessons, contribute well to activities, discussions and debates, and consequently enjoy their courses.

Outcomes for learners are good

- Learners, many with low prior achievements, make good progress while attending Lancashire Adult Learning. Few learners now leave their programmes early and retention rates have improved significantly.
- At the time of the previous inspection, the proportion of learners successfully completing and achieving their qualifications was in decline. The decline has been reversed and rapid improvement has led to the large majority of learners now being successful. Most learners in community learning complete their courses, and achieve their individual learning and personal goals.
- Learners improve their English and mathematical skills well, with most of the learners taking qualifications successfully achieving them. Learners for whom English is an additional language develop good language skills quickly, with the large majority successfully achieving their qualifications.
- The large majority of learners progress to further learning, employment and other positive destinations such as volunteering. Currently just over a third of those learners surveyed for their destinations have progressed into employment.
- There are no significant differences in the progress or achievement of groups of learners working towards qualifications. Most groups, for example ethnic groups, achieve better than the relevant national average. However, data for learners on non-accredited courses are not systematically analysed by different groupings of learners.

Provider details

Type of provider	Local authority
Age range of learners	19+
Approximate number of all learners over the previous full contract year	18,387
Principal/CEO	Amanda Melton
Website address	www.lancashire.gov.uk/adultlearning

Provider information at the time of the inspection

Main course or learning programme level	Level 1 or below		Level 2		Level 3		Level 4 and above	
	16-18	19+	16-18	19+	16-18	19+	16-18	19+
Total number of learners (excluding apprenticeships)	16-18	19+	16-18	19+	16-18	19+	16-18	19+
	N/A	1,962	N/A	50	N/A	N/A	N/A	N/A
Number of apprentices by apprenticeship level and age	Intermediate		Advanced		Higher			
	16-18	19+	16-18	19+	16-18	19+		
	N/A	N/A	N/A	N/A	N/A	N/A	N/A	
Number of traineeships	16-19		19+		Total			
	N/A		N/A		N/A			
Number of learners aged 14–16	N/A							
Funding received from At the time of inspection the provider contracts with the following main subcontractors:	Skills Funding Agency (SFA) <ul style="list-style-type: none"> ■ Access Ability ■ Artfull – Express Yourself ■ Blackpool, Wyre and Fylde Volunteer Centre ■ Calico – Furniture Matters ■ Community Solutions North West ■ Disability Equality North West ■ Intact ■ Lancashire BME Network ■ Lancashire Women’s Centre ■ Lancaster CVS ■ More Music ■ UR Potential 							

Information about this inspection

Inspection team

Mike White, lead inspector	Her Majesty's Inspector
Shahram Safavi	Her Majesty's Inspector
Jean Webb	Ofsted Inspector
Heather Hartmann	Ofsted Inspector
Maggie Fobister	Ofsted Inspector

The above team was assisted by the associate principal of quality, resources and learning support services, as nominee, and carried out the inspection at short notice. Inspectors took account of the provider's most recent self-assessment report and development plans, and the previous inspection report. Inspectors used group and individual interviews, telephone calls and online questionnaires to gather the views of students and employers; these views are reflected within the report. They observed learning sessions, assessments and progress reviews. The inspection took into account all relevant provision at the provider.

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Report to Cabinet

Meeting to be held on Thursday, 12 May 2016

Report of the Director of Public Health

Electoral Divisions affected: All

Securing our Health and Wellbeing

(Appendix 'A' refers)

Contact for further information:

Dr. Sakthi Karunanithi, (01772) 537065, Director of Public Health and Wellbeing,
sakthi.karunanithi@lancashire.gov.uk

Executive Summary

The report describes the state of health and wellbeing, the inequalities and its determinants within Lancashire. It recommends key areas for action to improve health and wellbeing.

Recommendation

The Cabinet is asked to:

- (i) Note the publication of the annual public health report.
- (ii) Support the recommendations to improve health and wellbeing in Lancashire.

Background and Advice

Directors of Public Health in England have a statutory duty to write an Annual Public Health Report to describe the state of health and wellbeing within their communities. It is considered as an opportunity for advocacy to improve the health of the population.

Consultations

N/A

Implications:

This item has the following implications, as indicated:

Risk management

Legal

Publication of this report demonstrates the duty of the Director of Public Health under the Health and Social Care Act 2012.

Financial

There are no direct additional financial implications to the Council arising from this report. The report further supports the delivery of the draft corporate strategy.

List of Background Papers

Paper	Date	Contact/Tel
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N/A

Reason for inclusion in Part II, if appropriate

N/A

Securing our Health and Wellbeing

Report of the Director of Public Health and Wellbeing
2016

Page 93



Preface



It is a well-known fact that Lancashire is the birthplace of the industrial revolution that began in the 18th Century. Our ancestors include some of the most hardworking and innovative people in the world. We have a rich and diverse heritage, culture, social capital and assets on which we have built our economy and health.

The responsibilities for protecting and improving the public's health were transferred back to Lancashire County Council in 2013. This means the public health functions have come home to the local government, since they left in 1974. Local government has an opportunity to embed public health objectives in everything it does – to address not just ill health prevention and influence the NHS but also promote what determines good health and wellbeing – education, skills, jobs, homes, healthy environments, transport, to name a few. We have already seen some success stories. For example, all the play areas in Lancashire have become smoke free in 2016 and there are many similar exemplars of good practice.

At the same time, there are new challenges. Our county is ageing and the burden of disease is on the rise. The economic downturn at the beginning of this century, the political choices being made by the UK government in allocating the scarce public resources

to address the structural deficit in our economy, and the impact this could have on our lives, and on the sustainability of public services including the NHS is a key concern.

Traditionally, the Directors of Public Health report progress on the recommendations made in their previous reports. As this is my first report covering 2013 – 2015, I have described what determines our health and wellbeing and made recommendations to protect and improve it. **I hope to draw your attention on three main issues – we have been adding years to our lives but not necessarily life to our years; addressing health inequalities needs action across the social gradient within our county and not just in the most deprived communities; and that protecting and promoting good health is not just a social issue but also crucial for our local and national economy.**

It is common knowledge that the financial resources within the public

sector, both nationally and within our county are not going to increase to meet the needs and demands of our changing demography. Having the focus on financial savings alone can distract organisations from improving health and wellbeing. Therefore, we need to relentlessly pursue the 'Triple Aim' of improving outcomes, enhancing quality of care and reducing costs at the heart of everything we do.

In order to pursue the 'Triple Aim' in our county, we need a strong and longer term political will to radically upgrade our efforts on prevention; we need fully engaged individuals, families, communities and businesses in improving wellbeing; and a workforce that embraces innovation and puts people and the places they live at the centre of everything they do. This report focusses on key actions we need to take on these areas.

The last County Medical Officer of Health Dr. Charles Henry Townsend Wade said in his annual report in 1973 "... my grateful thanks to all the staff... who

have continued to co-operate in the maintenance and advancement of the various services, whilst undertaking much work involved in the reorganisation". I'd like to echo his words and add that I am proud and privileged to be working with so many motivated and inspiring individuals across the county – politicians and professionals across various sectors alike.

My vision is to develop Lancashire into a safer, fairer and healthier place for our residents. I invite your feedback, debate, and ideas to shape this further and make the vision into a reality for the current and future generations. Together, let us make Lancashire the birth place for a wellbeing revolution in the 21st Century.



Yours sincerely,
Dr. Sakthi Karunanithi MBBS MD MPH FFPH
 Director of Public Health and Wellbeing



1 About Lancashire

Lancashire has an estimated population of 1.18 million spread over 2,900 km². The average population density (people per km²) is 408, compared to the North West average of 506 and an England and Wales average of 380¹.

The population is projected to increase 5.8% by 2037, with the number expected to reach 1.24 million. The estimated increases are lower than the average for the North West (7.9%) as a whole, and well below the expected increase for England of 16.2%.

At the district level, Hyndburn and Burnley are actually predicted to see small population decreases between 2012 and 2037, whilst Rossendale and Chorley are the only Lancashire authorities with projected increases in excess of 10%.

Analysis by age reveals that most of the age-groups between 0 and 64 years are predicted to decrease between 2012 and 2037. A substantial increase of over 50% is predicted in the over 65 age group. The number of people aged 90 years and older is projected to increase from

around 10,000 in 2012 to around 32,000 in 2037².

2011 census showed that the largest ethnic group is white (90%). The black and minority ethnic group (BME) makes up 8% of the population, the majority of this group were Asian/Asian British. Numerically, there were over 90,000 black minority ethnic people in the county. Three-quarters of the BME population reside in Preston, Pendle, Burnley and Hyndburn. Across England and Wales, the white population accounted for 86% and BME accounted for 14%.

There are wide variations in levels of income, wealth and health across the county. In more rural areas social exclusion exists side-by-side with affluence and a high quality of life. Several districts have small pockets of deprivation, but there are also larger areas of deprivation, particularly in east Lancashire, Morecambe, Skelmersdale and parts of Preston.

Further details of the demography and population projections can be accessed by clicking on Lancashire Insight - www.lancashire.gov.uk/lancashire-insight.aspx

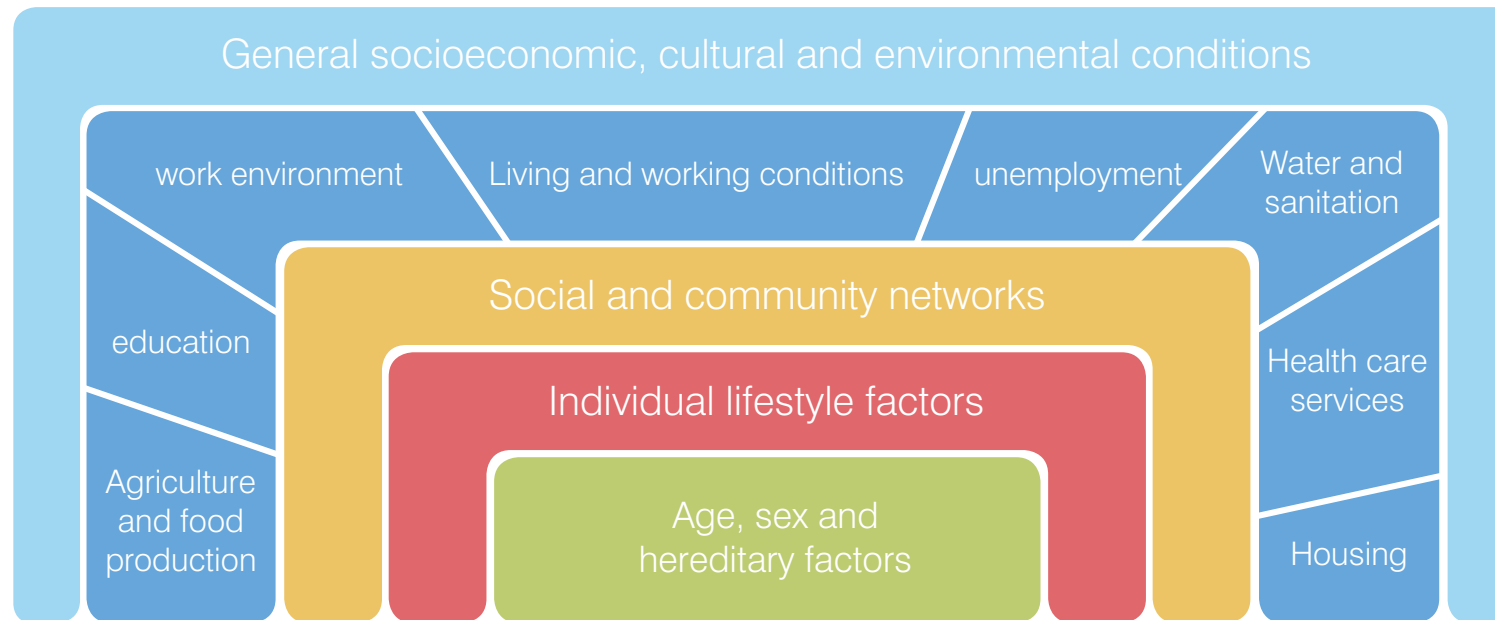
Lancashire county has 12 district councils and neighbours the two unitary authorities of Blackpool and Blackburn with Darwen. There are six NHS clinical commissioning groups (CCGs) in the council area with one in each of the unitary councils. Lancashire is also served by five key NHS Trusts, over 250 GP practices and a similar number of pharmacies and a wide range of social care providers. A single fire and rescue service, constabulary and police and crime commissioner cover the whole of Lancashire. Key strategic partnerships in the county council area include a Health and Wellbeing board, a Children and Young People Trust Board, a Safeguarding Adults Board, a Safeguarding Children Board, and a Lancashire Enterprise Partnership. There are three main university campuses in the county and specialist agriculture and maritime college facilities.

2 The state of our health and wellbeing

Our health and wellbeing is determined not only by the quality of health and care services and lifestyle factors but also by a range of good health promoting factors including the conditions in which we are born, live and work – which are

referred to as the socioeconomic and environmental determinants (SEEDs) or root causes of health. An illustration of the determinants of health by Dahlgren and Whitehead (1992) is provided below. Therefore, it is all these determinants

that we need to act on to improve our health and wellbeing. Many of these are influenced by local and national government policies and programmes and not just by the NHS.



The Determinants of Health (1992) Dahlgren and Whitehead

An analysis of key measures of health and wellbeing and its determinants are presented in this report.

2.1 Life Expectancy and Healthy Life Expectancy

Life Expectancy (LE) and Healthy Life Expectancy (HLE) are well known global measures of health and wellbeing. The slope index of inequality in life expectancy and healthy life expectancy is a measure of variation between most deprived and least deprived areas.

The table below shows the female and male LE and HLE in Lancashire.

In summary, the life expectancy at birth for both females and males have been increasing over the years. However, there is a gap of 7.1 and 10.2 years between our least and most deprived areas for females and males respectively.

The gap between the female LE and the national average has also widened. None of the districts are significantly better than the national average. South Ribble, Ribble Valley, West Lancashire, and Fylde are similar to the national average and the rest are significantly worse than national average.

For male LE, Fylde, West Lancashire, and Chorley are similar to national average and the rest of the districts significantly worse than the national average

The average number of years a female child can expect to live in good health, otherwise called healthy life expectancy, is 62.4 years, meaning they will spend 19.7 years in not so good health.

The average number of years a male child can expect to live in good health, otherwise called healthy life expectancy, is 61.3 years, meaning they will spend 17.2 years in not so good health. HLE has been decreasing since 2009. It is significantly worse than England average.

	Female	Male
Life expectancy at birth in years (Lancashire)	82.1	78.5
Life expectancy at birth (England)	83.2	79.5
Gap between most and least deprived MSOAs in Lancashire	7.1	10.2
Healthy life expectancy at birth (HLE) in Lancashire	62.4	61.3
Healthy life expectancy at birth in England	63.9	63.3
Gap in HLE between most and least deprived MSOAs in Lancashire	15.6	15.8

We have been adding years to our lives but not necessarily life to our years. Healthy life expectancy in males has decreased since 2009. If not addressed, this is likely to affect the economy and productivity of our workforce.

2.2 Social, Economic, Environmental Determinants (SEEDs) of Health and Wellbeing

An independent review, led by Sir Michael Marmot examined the most effective evidence-based strategies for reducing health inequalities in England. The final report, 'Fair Society Healthy Lives', was published in February 2010, and concluded that reducing health inequalities would require action on six policy objectives:

- Give every child the best start in life.
- Enable all children, young people and adults to maximise their capabilities and have control over their lives.
- Create fair employment and good work for all.
- Ensure healthy standard of living for all.
- Create and develop healthy and sustainable places and communities.
- Strengthen the role and impact of ill-health prevention.

A framework of indicators, called Marmot Indicators, are published regularly for Local Authorities in England. Analysis of

data published in December 2015³ has identified that Lancashire is significantly better than the national average in the following areas:

- Good level of development at age 5 (%)
- Good level of development at age 5 with free school meal status (%)
- Long term claimants of Jobseeker's Allowance (rate per 1,000 population).

The analysis also identified that Lancashire is significantly worse than the national average in the following areas:

- Life expectancy and healthy life expectancy for females and males
- GCSE achieved 5A*-C including English & Maths with free school meal status (%)
- Fuel poverty for high fuel cost households (%).

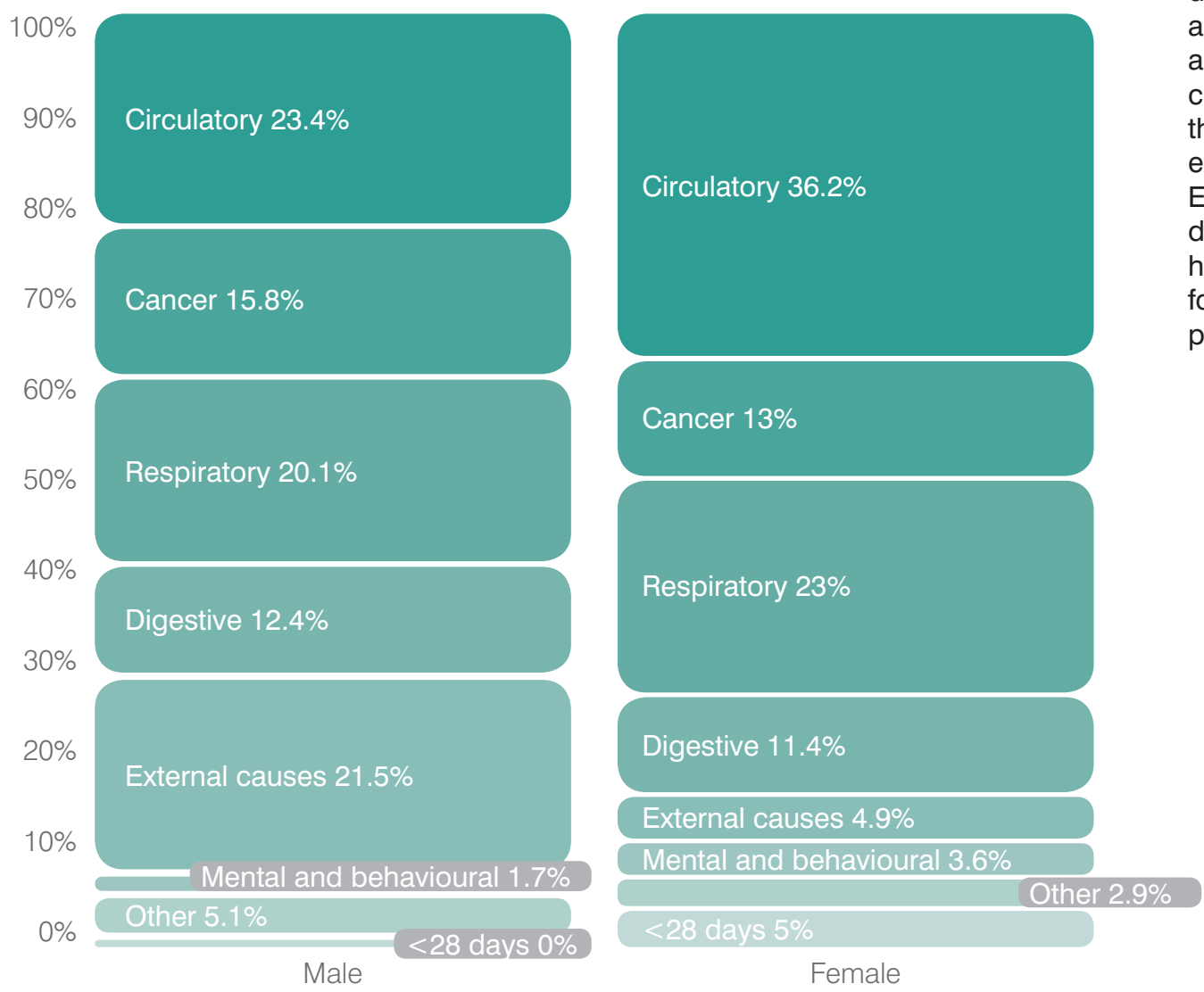
It should be noted there is a significant variation between the districts within Lancashire. Any action to address the SEEDs of wellbeing need to focus on the areas that need the most support as well as improving them across the whole of Lancashire.

Analysis of causes of excess deaths (The Segment Tool) has been developed by Public Health England (PHE) to provide information on the causes of death that are driving inequalities in life expectancy at local area level. Targeting the causes of death which contribute most to the life expectancy gap should have the biggest impact on reducing inequalities. The following chart provides further information on the causes of death that are driving inequalities in life expectancy at Lancashire level. The tool also allows analysis at a district level.⁴

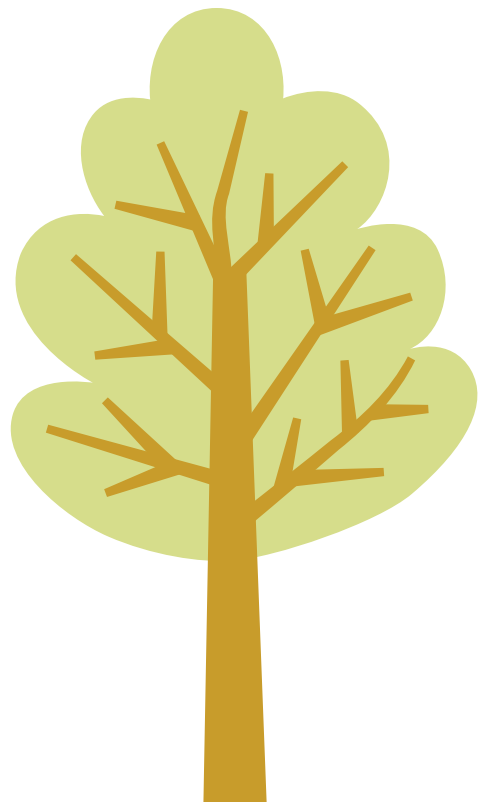


³ <https://neighbourhood.statistics.gov.uk/HTMLDocs/nessgeography/superoutputareasexplained/output-areas-explained.htm>
⁴ <https://www.gov.uk/government/statistics/english-indices-of-deprivation-2015>

Chart showing the breakdown of the life expectancy gap between Lancashire as a whole and England as a whole, by broad cause of death, 2010-2012



The chart shows that circulatory diseases (includes coronary heart disease and stroke), cancer, respiratory and digestive diseases (includes alcohol-related conditions such as chronic liver disease and cirrhosis) are the major reasons for the gap in life expectancy between Lancashire and England. Of particular concern is the difference in gap caused by significantly higher proportion of external causes for men (include deaths from injury, poisoning and suicide).



The Table below shows further breakdown of the life expectancy gap between Lancashire as a whole and England as a whole, by broad cause of death, 2010-2012.

Broad cause of death	Male			Female		
	Number of deaths in local authority	Number of excess deaths in local authority	Contribution to the gap (%)	Number of deaths in local authority	Number of excess deaths in local authority	Contribution to the gap (%)
Circulatory	5,044	364	23.4	5,444	637	36.2
Cancer	5,183	211	15.8	4,533	80	13.0
Respiratory	2,492	334	20.1	2,819	385	23.0
Digestive	918	134	12.4	985	131	11.4
External causes	829	128	21.5	466	17	4.9
Mental and behavioural	880	23	1.7	1,875	74	3.6
Other	1,430	-69	5.1	2,101	-40	2.9
Deaths under 28 days	68	-2	..	65	12	5.0
Total	16,844	1,124	100	18,289	1,296	100

This means there were at least 2420 excess deaths in Lancashire between 2010 and 2012 compared to England average.

2.3 Analysis of inequalities within Lancashire⁵

Further local analysis of the inequalities within Lancashire is aimed to target specific actions in the areas causing the most inequalities. The table below describes the ten worst health inequalities in Lancashire.

The ten worst inequalities in health outcomes		
1	Diabetes	Those in the most deprived areas are over seven times as likely to die prematurely from diabetes as those in the least deprived areas.
2	Respiratory disease	Those in the most deprived areas are over four and a half times as likely to die prematurely from chronic obstructive pulmonary disease as those in the least deprived areas.
3	Digestive disease	Those in the most deprived areas are over three times as likely to die prematurely from chronic liver disease as those in the least deprived areas.
4	Mental health problems	Those in the most deprived areas are three times as likely to suffer from extreme anxiety and depression as those in the least deprived areas.
5	Lung cancer	Those in the most deprived areas are over two and a half times as likely to die prematurely from lung cancer as those in the least deprived areas.
6	Circulatory disease	Those in the most deprived areas are over two and a half times as likely to die prematurely from coronary heart disease, and over twice as likely to die prematurely from stroke as those in the least deprived areas.
7	Accidents	Those in the most deprived areas are over twice as likely to die prematurely as a result of an accident as those in the least deprived areas.
8	Quality of life	Those in the most deprived areas are over twice as likely to experience extreme pain and discomfort and over one and a half times as likely to have problems with mobility, self-care and performing usual activities as those in the least deprived areas.
9	Unplanned hospital admissions	Those in the most deprived areas are over one and a half times as likely to be admitted to hospital in an emergency as those in the least deprived areas Those in the most deprived areas are over one and a half times as likely to be admitted to hospital in an emergency as those in the least deprived areas.
10	Narrow the gap in infant mortality	In the most deprived areas, babies up to one year old are over one and a half times as likely to die as those in the least deprived areas.

⁵ Based on new health inequalities analysis JSNA 2014. <http://www3.lancashire.gov.uk/corporate/web/?siteid=6117&pageid=35405&e=e>

2.4 Economy, Ill Health, Disability and State Pension Age

It is estimated that more than 130 million days are still being lost to sickness absence every year in Great Britain and working-age ill health costs the national economy £100 billion a year⁶. This is greater than the annual budget for the NHS in 2013/14 and comparable to the entire GDP of Portugal. The costs to the taxpayer – benefit costs, additional health costs and forgone taxes – are estimated to be over £60 billion.

It is estimated that the state pension age for children born in 2015 will be 68 years. It is therefore important to have as much a healthy and disability free life expectancy as possible during working age and before reaching the state pension age. Using raw data available at middle super output area (MSOA) level, it is estimated that a disability free life expectancy of over 68 years can be achieved in only 18 out of 154 MSOAs for females, and in 12 out of 154 MSOAs for males. This is an important

consideration for having a healthy and productive workforce in the future. We need to act now to create the conditions to have healthy working life for our population, particularly for our children.

2.5 Inequalities across the social gradient

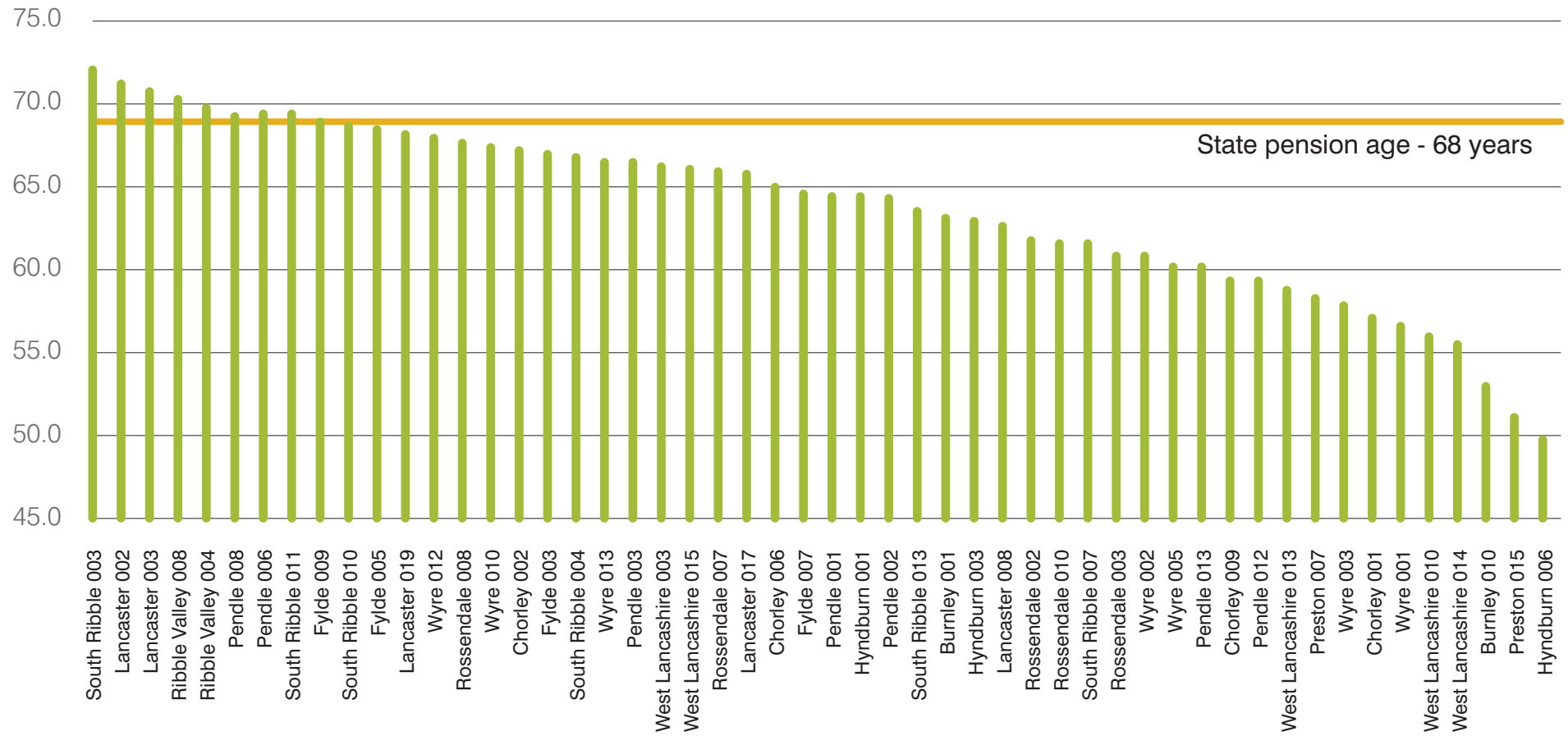
Another important consideration is that these inequalities are not just present within the most deprived and the rest of Lancashire. There is a gradient across the county based on the indices of deprivation. As an illustration, the bar chart shows the gradient female healthy life expectancy across the 154 MSOAs in Lancashire. Hence, improving the outcomes only in the most deprived areas of Lancashire will not be enough to improve the outcomes across the county. We need a response proportionate to the need in each of these geographical areas. In other words, we need proportionate universalism as described in the Fairer Society, Fairer Lives report by Sir Michael Marmot.



These inequalities are not just between the most deprived areas and the rest. In fact they exist across our social gradient. We need to up our game across all sections of our society.

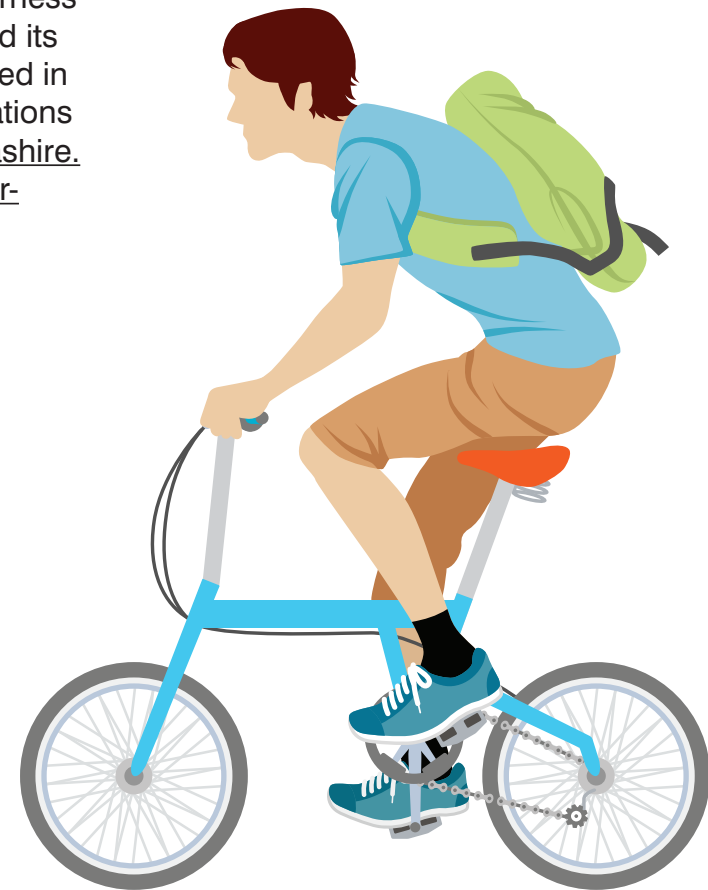
⁶ <https://www.gov.uk/government/news/a-million-workers-off-sick-for-more-than-a-month>

Distribution of Female Healthy Life Expectancy across Lancashire



There is a strong commitment to tackle health inequalities in Lancashire. This was demonstrated by the Joint Strategic Needs Assessment of Health Inequalities conducted in 2009 and then repeated in 2014. Analysis of change in the gap show that the gaps in early deaths from diabetes has widened between 2009 and 2012 and the gap in some of the important causes of health inequalities such as income, fuel poverty and drinking alcohol at levels hazardous to health have also widened over the last three years. On the other hand, the gaps in anxiety and depression and early deaths from heart disease and stroke had narrowed; with rates in the most deprived parts of the population improving faster than the least deprived. This shows that it is possible to narrow the health gap with concerted co-ordinated efforts across partner organisations.

In addition, The Lancashire Fairness Commission was set up to provide an independent perspective on inequality in Lancashire and to make recommendations to increase fairness to Lancashire County Council and its partners. The commission reported in March 2015 and its recommendations can be found at <http://www.lancashire.gov.uk/media/584910/4000-Fairer-Lancashire-Fairer-Lives.pdf>

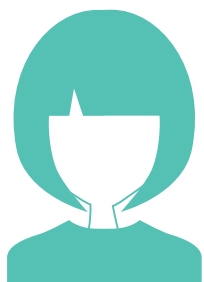


3 Healthier Lifestyles

It is estimated that around 40% of all deaths in England are related to lifestyles. The NHS spends more than £11bn a year on treating illnesses caused by the effects of diet, inactivity, smoking and drinking alcohol.

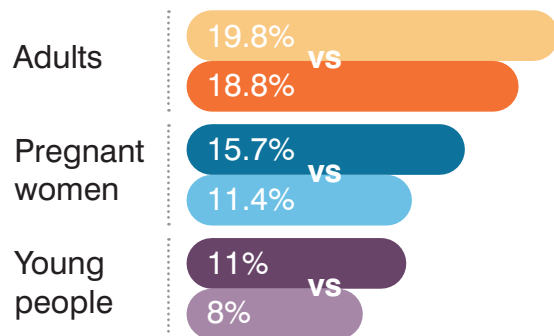
Key facts about lifestyles in Lancashire⁷

3.1 Tobacco



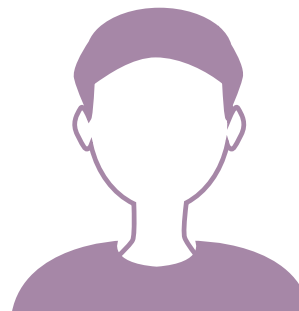
Tobacco smoking kills **1,673** adults aged 35 years and over in Lancashire each year

Smoking rates remain higher in Lancashire than nationally:



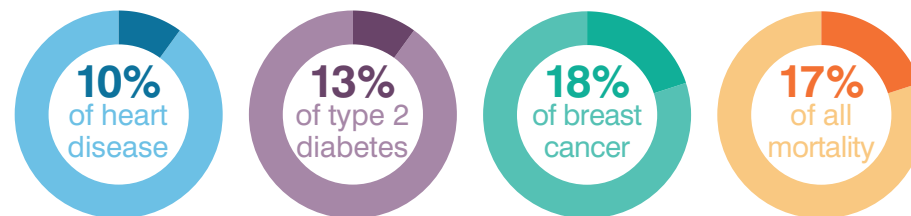
- Cost of smoking to society in Lancashire is £291.7 million each year, including £50 million NHS care
- A smoker of 20 cigarettes a day spends £2,800 a year, family where both parents smoke spend £5,600 a year
- Two-thirds of smokers (63%) want to quit and welcome support to do so.

3.2 Physical activity



Inactivity, described by the DH as a “silent killer,” directly costs the NHS across the UK an estimated **£1.06 billion**

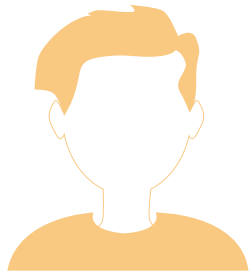
Estimates suggest that in England, physical inactivity causes



- Six districts in Lancashire are significantly worse than the national average in terms of children’s activity levels (England average 55.13%)
- In Lancashire, at a county level, the level of inactivity is 30.41% in adults.
- This amounts to 284 premature deaths per annum at a cost of £19,937,814.
- This percentage of inactivity in adults is significantly higher than the national average for England.

⁷ Various sources, including www.lancashire.gov.uk/JSNA

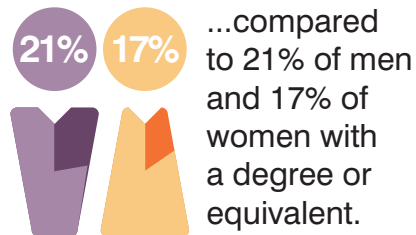
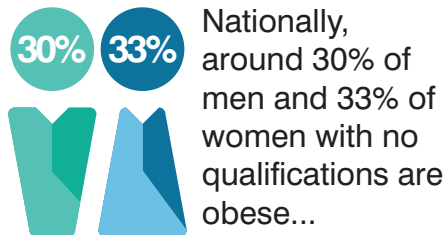
3.3 Overweight and Obesity



Each year, an estimated **£5.1 billion** is spent on obesity related health problems

- In Lancashire, the percentage of overweight and obese adults is higher than the national average by 0.9% (Lancashire, 64.7% compared to England 63.8%).
- Similarly, the percentage of overweight and obese children in reception (aged 4-5 years) is higher than the national average by 1.3% (Lancashire, 23.5% compared to England 22.2%).

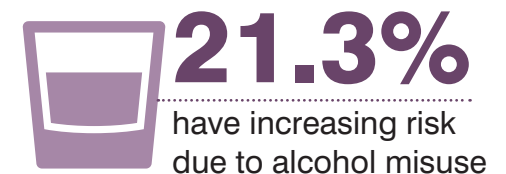
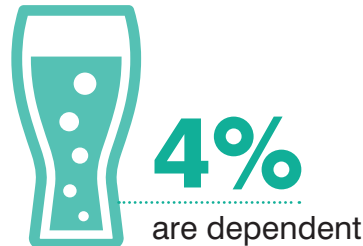
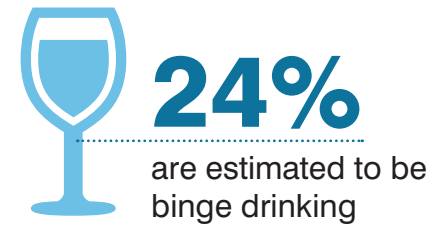
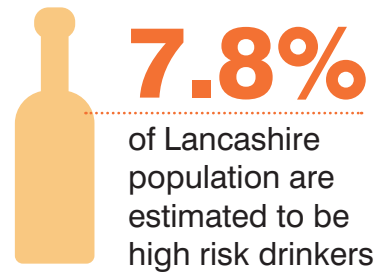
Obesity is known to be related to social disadvantage.



3.4 Alcohol



Alcohol misuse costs **£21 billion** per year in England (Lancashire £495m).



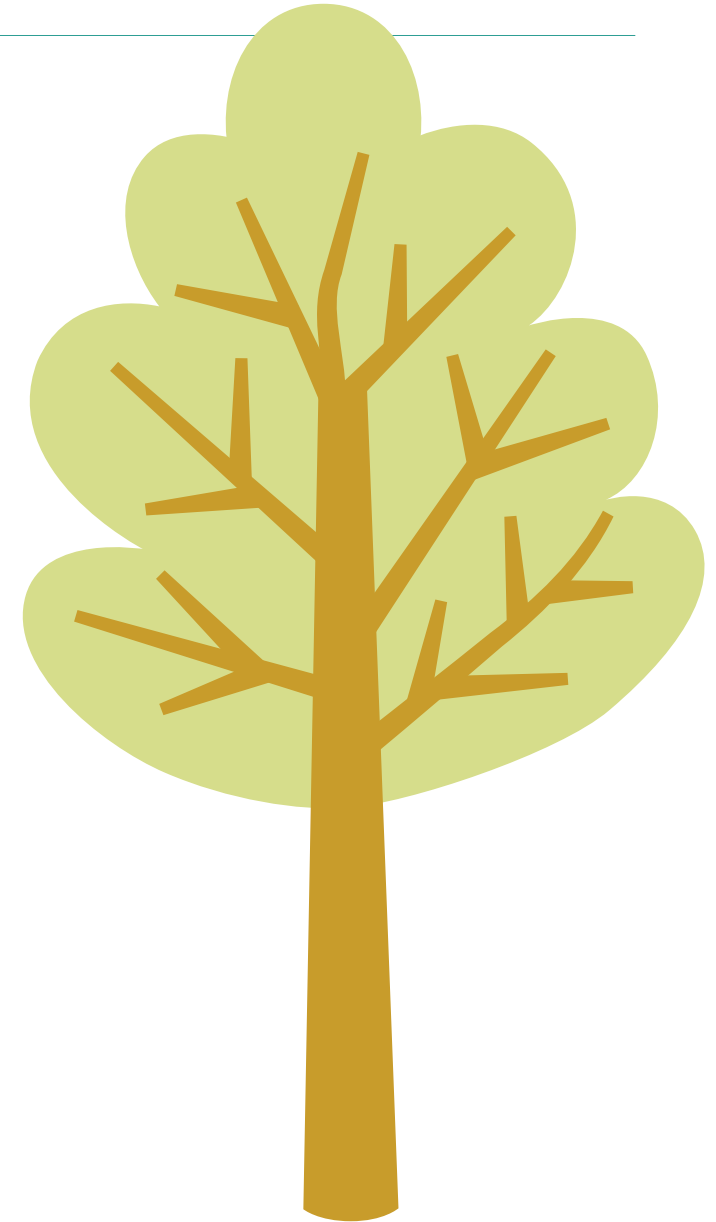
4 Economic case for prevention and early intervention

The National Institute for Health and Care Excellence (NICE) has examined the costs of ill health and advises that public health activities do save money by preventing premature death and reducing preventable diseases can boost the economy.

CIPFA estimates that £1 spent on prevention leads to savings of £5-6 to the public purse. It argues that this kind of “public pound multiplier” is due to the relatively inexpensive interventions that can mitigate the spiralling costs of acute care down the line. If this could be replicated throughout the NHS, the health service would eventually see a reduction in financial pressure.

Another study done by the Early Intervention Foundation shows that picking up the pieces from damaging social problems affecting young people such as mental health problems, going

into care, unemployment and youth crime costs the Government almost £17 billion a year⁸. Their analysis finds that almost a third of this bill came from the annual £5 billion cost of looking after children in care. An estimated further £4 billion a year is spent on benefits for 18-24 year-olds not in education, employment or training (NEET) with another £900 million spent helping young people suffering from mental health issues or battling drug and alcohol problems.



5 Opportunities for improving quality of care

The variation in quality of care across the NHS and the tools to address them have been published by the NHS Right Care programme. Together with the New Care Models, they are aimed to support the vision set out in the Five Year Forward View⁹ with its focus on the transformation of healthcare services to drive improvements in quality and efficiency.

The table provides a list of common areas of improvement across a range of disease pathways in Lancashire. The data packs for individual CCGs in Lancashire can be accessed here: <https://www.england.nhs.uk/resources/resources-for-ccgs/comm-for-value/nth-2016/#lan>

Disease pathway	Common themes for improvement across Lancashire
Cancer (Breast, Colorectal and Lung)	Breast screening, Bowel Cancer screening, early diagnosis and starting definitive treatment within 2 months.
Diabetes	Control of blood pressure and cholesterol Retinal screening
Common mental health conditions	Improving access to psychological therapy completion and demonstrating reliable improvement
Heart disease	Control of hypertension and high cholesterol
Stroke	Treatment of Transient Ischaemic Attack within 24 hours Patients with stroke spending 90% of the stay in a stroke unit Emergency readmissions within 28 days of discharge
COPD	Improving the identification of people with COPD on GP registers Measuring FEV1 to assess COPD
Asthma	Emergency admissions for children and young people (0-18)
Musculoskeletal	Management of osteoporosis EQ5D health gain for people undergoing hip and knee replacement Emergency readmissions within 28 days of discharge following hip replacement
Trauma	Falls in elderly, emergency readmissions within 28 days of discharge following hip fracture
Renal	Percentage of people with chronic kidney disease on home dialysis Percentage of people with renal replacement therapy who have renal transplant
Maternity and early years	Many areas have worse outcomes e.g. under 18 pregnancy, smoking during pregnancy, breast feeding at 6-8 weeks, childhood obesity at reception age, AE attendances for under 5s

⁹ <https://www.england.nhs.uk/wp-content/uploads/2014/10/5yfv-web.pdf>

5.1 Analysis of resources utilised in managing complex patients

Complex patients are individuals with multiple comorbidities that are likely to utilise most resources across programmes of care and the urgent care system. Understanding them can support local discussions in managing this cohort of the population via integrated care planning and supported self-management arrangements.

Nationally, it is estimated that 2% of patients comprise 15% of spend on inpatient admissions in 2013/14. Nationally the most common conditions of admissions for complex patients are circulation; cancer; and gastro-intestinal problems. Whilst this analysis only focuses on secondary care due to availability of data, it is expected that these patients are fairly representative of the type of complex patients who will require the most treatment across the health and care system. It is not possible to include analysis on mental health patients as they are not captured fully in these datasets.

Other key facts about the complex patients include:

- The average complex patient has 6 admissions per year for three different conditions (based on programme budget categories).
- 59% of these complex patients are aged 65 or over; 37% of these complex patients are aged 75 or over
- 13% of these complex patients are aged 85 or over; 92% of the complex patients also had an outpatient attendance during the year. Those patients had 13 attendances a year on average.

- 81% of the complex patients also had an A&E attendance during the year. Those patients had 4 attendances a year on average.
- The proportion of CCG spend on the 2% of their most complex patients is provided in the table below:

CCG	Number of patients	Proportion of CCG spend on their 2% most complex patients	CCG Spend in £'000
Lancashire North	498	16.5%	10,299
Fylde and Wyre	522	15.6%	10,233
Greater Preston	689	16.4%	13,444
Chorley and South Ribble	589	16.5%	12,167
East Lancashire	1,249	16.8%	25,775
West Lancashire	393	16.4%	7,635
Total	3,940		79,553

6 The funding and efficiency gap

It is estimated that there will be a gap between patient needs and NHS resources of nearly £30 billion a year by 2020/21. In Lancashire, there is an estimated funding gap in excess of £805 million between NHS, adult social care and public health budgets. This gap means that we cannot continue to deliver the services as they are organised and configured. We need to transform the way in which we involve individuals and local communities, address key lifestyle and behaviour change that is required as well as join up services with the needs of individuals and communities at the centre.

The NHS Five Year Forward View focusses on preventing ill health, redesigning more productive services, harnessing innovation and technology, transparency in understanding the spending patterns and maximising the value of the NHS budget as the main ways of closing the funding gap.



7 Strategic Opportunities in Lancashire

In spite of the challenges in outcomes, quality and costs, there are positive development happening across Lancashire to address these challenges. For example:

The NHS Five Year Forward View and the Sustainability and Transformation planning guidance has put prevention, a place based approach, and integration of health and social care at the centre. This is already emerging in the two Vanguard programmes (Lancashire North and Fylde and Wyre CCG areas) and similar programmes in other local health care economies.

Local Authorities and the wider public sector agencies are working more closely together. The formation of a Combined Authority will enhance the momentum in improving transport, housing and economic regeneration opportunities. This is a significant development towards reducing health inequalities.

Lancashire Constabulary, Office of the Police and Crime Commissioner, Lancashire Fire and Rescue Service, and the Lancashire schools forum have prioritised prevention and early intervention.

There is an enthusiastic VCFS sector and various new business models to mobilise individuals and communities for collective action on health and wellbeing are already emerging e.g. Lancashire time credits programme.

Lancashire County Council has put improving health and life chances of its residents at the heart of its evolving corporate strategy



8 Enabling innovation through our workforce and digital technology

8.1 A 21st Century workforce

As the public services reform and health and care integration takes hold, it is important to consider the skills and attributes of our workforce in Lancashire and beyond. The workforce needs to be enabled to make every contact with our residents count towards their wellbeing. This is particularly relevant for staff working with vulnerable and complex individuals and families where they need to act as the lead professionals. Research conducted by the Birmingham University has identified a series of characteristics which are associated with the 21st Century Public Servant¹⁰.

We need to embrace these attributes when considering our workforce development plans across the public sector.



8.2 The 21st Century Public Servant

- 1** is a municipal entrepreneur, undertaking a wide range of roles
- 2** engages with citizens in a way that expresses their shared humanity and pooled expertise
- 3** is recruited and rewarded for generic skills as well as technical expertise
- 4** builds a career which is fluid across sectors and services
- 5** combines an ethos of publicness with an understanding of commerciality
- 6** is rethinking public services to enable them to survive an era of perma-austerity
- 7** needs organisations which are fluid and supportive rather than silo-ed and controlling
- 8** rejects heroic leadership in favour of distributed and collaborative models of leading
- 9** is rooted in a locality which frames a sense of loyalty and identity

¹⁰ <http://www.birmingham.ac.uk/Documents/college-social-sciences/public-service-academy/21-century-report-28-10-14.pdf>

8.3 Harnessing the power of digital technology

Personalised Health and Care 2020 is a framework for action by the National Information Board to use data and technology to transform outcomes for citizens and patients. It describes that in the airline industry 70% of flights are booked online and 71% of travellers compare more than one website before purchasing. A paper ticket was once a critical 'trusted' travel document, yet today around 95% of tickets are issued digitally as e-tickets. In Britain we use our mobile phones to make 18.6 million banking transactions every week; automation of particular services has helped cut costs by up to 20% and improved customer satisfaction. More than 22 million adults now use online banking as their primary financial service¹¹.

In 2014 59% of all citizens in the UK have a smartphone and 84% of adults use the internet; however, when asked, only 2% of the population report any digitally enabled transaction with the health and care services. There is also evidence that people will use technology for health and care, given the opportunity. There are 40 million uses of NHS Choices every month, of which some 5 million are views by care professionals who regard this service as a trusted source of information and advice. The internet-based sexual and general health service, Dr Thom (now part of Lloyds online), has seen 350,000 individuals sign up as users.

In Airedale, West Yorkshire, care home residents have quickly embraced an initiative that gives them the opportunity to tele-access clinicians from the local hospital over a secure video link. A reduction in local hospital admissions

of more than 45% has been reported among that group of people.

Used appropriately, technology could help transform care via telehealth, telecare, mobile applications and social media, and by timely information sharing between care professionals. NHS FYFV and the Sustainability and Transformation Plan requires each area to develop a digital road map by June 2016.

9 Key actions to secure our health and wellbeing

We need to develop Lancashire as a County of Wellbeing. It involves addressing the wider determinants of health and wellbeing, mobilising individuals and communities to develop resilience, achieving sustainable behaviour and lifestyle changes, and joining up our services at neighbourhood level with the needs of the individuals and families at the centre.

The following recommendations are

based on the analysis of the health outcomes and their determinants in Lancashire. They are aimed to promote wellbeing, prevent ill health and prolong quality of life. They cannot be solely achieved by a single organisation and therefore requires partnership working across Lancashire. They are intentionally broad and complement the start well, live well and age well elements of Lancashire's Health and Wellbeing strategy. They form the basis for public

health action and the prevention efforts across the public services. Implemented alongside other initiatives in the context of NHS Five Year Forward View and the Sustainability and Transformation Plan, they are highly likely to help achieve the Triple Aim in Lancashire. Progress on the recommendations will be reported in the subsequent reports of the Director of Public Health.

Create the conditions for wellbeing and health

- A Ensure a best start in life for our children and young people, including systematically implementing the healthy child programme¹² across Lancashire.
- B Achieve year on year improvement on all the Marmot indicators for socioeconomic and environmental determinants of health.
- C Systematically proliferate the grass roots community development approaches that we have already got to mobilise and build community capacity to improve our resilience, health and wellbeing.
- D Promote healthy living environments by addressing the variation in road safety (particularly for children), housing standards and fuel poverty, and access to green space, cycling and walking paths across Lancashire.
- E Facilitate the development of a Dementia Friendly Lancashire by supporting the dementia friendly communities and programmes to support raising awareness, early detection and supporting people with dementia.

Enable Sustainable behaviour and lifestyle changes

- F Continue to enable the citizens of Lancashire to adopt healthier lifestyles through a comprehensive behaviour change approach to tackle smoking, physical inactivity, obesity, alcohol consumption.
- G Promote workplace wellbeing by encouraging the businesses and other public sector bodies in Lancashire to adopt the workplace wellbeing charter.

¹² <https://www.gov.uk/government/publications/healthy-child-programme-rapid-review-to-update-evidence>

Ensure we have a joined up public service to provide right care at the right time at the right place

- H Adopt a neighbourhood based approach to identify delivery care, particularly in supporting the most vulnerable and complex individuals and families across all ages through a joined up targeted early help and crisis support across the public services sector.
- I Improve access to support emotional wellbeing of our children and young people and social isolation/loneliness in older people.
- J Support individuals with long term conditions and their carers with self-management tools to promote their independence and reduce emergency admissions.
- K Achieve continuous improvement on the quality of care and savings opportunities across the care pathways from prevention to end of life care, and supporting complex individuals as identified by the NHS Right Care programme.

Develop the right environment for public service innovation and improvement

- L Develop a digital roadmap that embraces the opportunities presented by the digital technologies, internet and the social media to achieve the Triple Aim.
- M Support the development of core competencies for place based working across the public sector workforce, including their ability to make every contact count to improve the wellbeing of the residents and communities they serve.



Report to the Cabinet Member for Adult and Community Services

Report submitted by: Head of Service, Policy, Information and Commissioning
(Age Well)

Date: 11 May 2016

Part I

Electoral Divisions affected:
All

Learning Disabilities: Supported Living and Domiciliary Care Fees for 2016/17

Contact for further information:

John Sleightholme, 07824081657, Financial Intelligence Manager (Age Well),

John.sleightholme@lancashire.gov.uk

Executive Summary

The County Council commissions and funds domiciliary and supported living services for approximately 1,800 people with a learning disability, helping them to live independently with their family or on their own. In-house services support approximately 300 people with the remainder being supported by a range of independent service providers, many of which are not for profit organisations.

The County Council currently pays providers at a ceiling rate of £37.19 per sleep-in shift and £13.38 per waking hour. This report sets out the legislative basis and the financial context and analysis underpinning the award of uplifts to these rates with effect from 1st April 2016 for the 2016/17 financial year. It recommends an uplift in 'sleep-in' rates to ensure legal compliance, holding other rates at their 2015/16 levels, and funding the costs of this uplift from reserves.

This is deemed to be a Key Decision and the provisions of Standing Order No. 25 have been complied with.

Recommendations

The Cabinet Member for Adult and Community Services is recommended to approve:

- (i) A change in sleep in payments from £37.19 per shift to £8.58 per hour with effect from 1st April 2016; and
- (ii) Retaining the existing waking hourly rate at £13.38 until the completion of a new procurement exercise scheduled during 2016/17.

Background and Advice

Services for people with learning disabilities in Lancashire are provided to approximately 3,000 people and incur a total spend by the County Council in the order of £110 million per year.

The County Council funds approximately 1,800 people with a learning disability in a supported living or domiciliary care setting. In house services support approximately 300 people with the remainder being supported independent service providers.

The County Council currently pays providers at a ceiling rate of £37.19 per sleep in shift (staff are permitted to sleep during this period but are required to get up and respond to clients' needs as appropriate) and £13.38 per waking hour.

2016/17 Uplift

- Funding Context

The County Council is faced with a significant shortfall in overall funding during the next five years as demand and cost pressures are forecast to continue to increase. The demand pressures will be addressed through the Adults Transformation work and may be alleviated to an extent by changing models of service delivery. However this report focuses on ensuring rates for the existing service models are set at a level which is affordable for the County Council, but are also commensurate with meeting the real costs to providers of delivering their services.

- Sleep in shifts

Following a successful employment tribunal appeal (Whittlestone vs BJP Homecare), providers are legally obliged to pay staff at minimum wage during sleep-in shifts. The judge presiding over the case ruled that the employee was required to complete sleep-in shifts as part of their work and this requirement meant that the shift should count towards "time-worked"; time worked should be paid at the equivalent of minimum wage (or higher). It is possible to pay staff at a lower rate than minimum wage for some shifts, as long as the overall average pay during a pay reference period¹ equates to living wage.

Prior to April 2016 the County Council maintained a position that the combination of rates paid for waking hours and sleep-in payments were sufficient to allow providers to meet their legal obligations. With the implementation of National Living Wage of £7.20 per hour for over 25 year olds on 1st April 2016, this position is no longer valid. Furthermore, paying staff the equivalent of living wage for all hours worked during a pay reference period could lead to providers facing future legal challenges. For example, an employee with a contract of employment stating £7.50 per hour but

¹ Pay Reference period: The pay reference period (PRP) is the period by reference to which a worker is paid and is the basis of calculating whether the national minimum wage (NMW) has been paid. The worker does not have to be paid the NMW for each hour worked, but in general must be paid the NMW on average for the time worked in the PRP

actually receiving £7.20 on average may take legal action on the grounds of breach of contract.

As a result of the current legislation, the County Council must reflect National Living Wage in its 'sleep in' payment.

During March 2016, discussion with the Lancashire Learning Disability Consortium (LLDC) who represent voluntary sector providers, combined with provider information gathered during the postponed 2015 tender exercise, indicates that providers operate sleep in shifts of different lengths (varying between 8 and 10 hours, averaging at 9.5 hours across the sector) and the County Council's fee should be based on an hourly rate rather than a flat fee. Based on this evidence the County Council proposes an hourly rate of £8.58 for sleep in shifts.

The financial implications of reflecting the National Living Wage (over and above an inflationary increase) in sleep-in payments is an increased cost pressure of £3.5 million in 2016/17 and £3 million in 2017/18.

The impact of paying staff the same amount to sleep or be awake to work and the associated financial impact to the County Council questions the sustainability of this model of support. The County Council will therefore require providers to consider and implement alternative methods of delivery; such as increased use of Telecare and zonal mobile night time support.

- Hourly Rate

Consultation with providers and the Lancashire Learning Disability Consortium (LLDC) indicates the sector is looking for an inflationary increase with effect from 1st April 2016. The County Council has evidence that certain providers are sustainable at an hourly rate lower than £13.38 provided sleep in fees reflect the National Living Wage as proposed in this report. When combined with the fact that a significant factor behind the decision to postpone the 2015 tender was the hourly rate, the County Council is not proposing to adjust the rate at this time. Instead, the Council is proposing to address the issue of an appropriate hourly rate as part of a new procurement process to be completed during 2016/17.

Consultations

As noted earlier the County Council met with the LLDC during March. The first issue raised was that of living wage payable on sleep-in shifts, which the County Council has acknowledged and addressed via the proposed increase. Other issues raised relate to the hourly rate and will be addressed through a new procurement exercise during 2016/17.

In light of the financial pressure resulting from this proposal, the County Council will be contacting providers to formulate plans to deliver more cost efficient outcomes.

Implications:

This item has the following implications, as indicated:

Risk management

- Legal

There remains a risk associated with the relevant provisions of the Care Act 2014 in that our rates may not be considered by certain providers to be in line with the requirements of the statute. This is a risk facing all local authorities and is not specific to the County Council. However, to mitigate the risk of potential challenge under the Care Act 2014, the County Council has set a fee for sleep-in shifts that corresponds with LLDC's proposed rate during consultation.

In relation to the hourly rate for waking hours, the County Council recognises there is significant risk in setting an hourly rate and will address this via a procurement process to be completed during 2016/17.

The increase in the sleep-in rate will be reviewed in 12 months in the light of any challenges to the current legal ruling.

- Financial

In February 2016, Full Council agreed a council-wide budget that requires reserve funding of £64.1 million which is not sustainable beyond April 2018.

The initial cost of this proposal is to increase costs by £3.5 million in 2016/17. As indicated in the report, the County Council will expect providers to work with the County Council to reshape the service delivery model and offset the increased cost pressure resulting from this proposal. Any recurrent pressure resulting from this proposal will be built into the medium term financial strategy from 2017/18. The impact in 2016/17 will be funded from the transition reserve and will be no more than £3.5 million.

Waking hours account for 83.5% of Learning Disabilities supported living funding with sleep in shifts accounting for 16.5%. If this mix and method of service delivery is retained, overall volume must reduce by 4.3% in order to offset the additional cost pressure resulting from this proposal. This equates to approximately 220,000 waking hours and 7,000 sleep-in shifts.

As part of ongoing contract monitoring, providers will be expected to submit evidence that staff are paid National Living Wage during sleep in shifts. Any providers found to be paying a lower rate will be subject to payment clawback.

List of Background Papers

Paper	Date	Contact/Tel
Whittlestone v BJP Home Support Limited UKEAT/0128/13/BA http://www.employmentcasesupdate.co.uk/site.aspx?i=ed18895	N/A	John Sleightholme/ 07824081657

Report to the Cabinet Member for Adult and Community Services

Report submitted by: Head of Service, Policy, Information and Commissioning
(Age Well)

Date: 11 May 2016

Part I

Electoral Divisions affected:
All

Residential and Nursing Homes for Older People: Fees for 2016/17

(Appendix 'A' refers)

Contact for further information:

John Sleightholme, 07824081657, Financial Intelligence Manager (Age Well),

John.sleightholme@lanacashire.gov.uk

Executive Summary

The County Council commissions residential and nursing home places for older people from 340 Care Quality Commission (CQC) registered establishments based in Lancashire.

The County Council's older peoples' nursing and residential fee structure contains 50 individual rates. Some rates are based on the date of admission to residential care whilst some relate to the standard of accommodation.

This report sets out the rationale, financial context and analysis underpinning the award of uplifts to these rates with effect from 1st April 2016 for the 2016/17 financial year. It recommends an increase across all fee levels and, in acknowledgement of comments made by the Health and Social Care Partnership, recommends simplifying the fee structure so that the fee payable is independent of the date of admission to residential care.

This is deemed to be a Key Decision and the provisions of Standing Order No. 25 have been complied with.

Recommendation

The Cabinet Member for Adult and Community Services is recommended to approve:

- (i) The proposed rate increase with effect from 1st April 2016,
- (ii) Simplifying the existing pricing structure by removing rates dependent on date of admission, and paying a fee that reflects current rates.
- (iii) An inflationary uplift of up to 6.3% for providers paid a negotiated room rate

Background and Advice

The County Council commissions residential and nursing home places for older people from 340 Care Quality Commission (CQC) registered establishments based in Lancashire. Of these, Lancashire County Council operates 17 residential homes and a number are run by regional/national organisations. The majority, however, are run as independent companies which tend to be smaller homes and often family run. The sector itself employs many thousands of staff, mostly part time with most care staff being paid at or just above the current National Minimum Wage.

The introduction of the National Living Wage represents a significant challenge for providers and commissioners during 2016/17 and continued cost pressure could negatively impact on the resilience of the market: in March 2016 a national provider reduced the value of their care home business by £300 million citing living wage as a significant factor behind this decision. Many smaller operators do not have the benefit of large corporate backing to assist with increased cost pressures and may be left with no other choice than to close their business.

The issue is further complicated by a change in the CQC inspection regime that is more rigorous than before. The new inspection regime moves away from a Compliant/Not Compliant rating to an Ofsted style rating. Providers are now rated as Outstanding, Good, Requires Improvement or Inadequate. Not all establishments in Lancashire have received a new style rating but of those that have, none are rated as Outstanding, 61% are rated as Good and 39% are rated as Inadequate or Needs Improvement. Providers receiving an Inadequate or Needs Improvement rating must invest in their business to improve the rating but may struggle to do so due to funding pressure, potentially leading to their business closing.

Local Authority fees represent just one element of the residential and nursing care home market funding source. Income is also generated via self-funders, health-funded placements and in some instances charging top-up fees over and above local authority standard rates and sustainability of the market depends on the profitability achieved from this mix of funding sources.

Analysis completed on behalf of the County Council Network during 2015 indicates the mix of funding is changing significantly. There is strong evidence of a growing 'polarisation' within the social care market, with many providers focusing almost exclusively on the more profitable self-funder market, resulting in a shortage of places for council placements and fee levels that councils cannot afford.

In order to boost the sustainability of providers it is vital that local authorities try to address funding issues. In the absence of national rates, each council must make its own choice in the context of its own financial position and priorities, and this report addresses the issue in that context.

2016/17 Fees

Funding Context

The County Council is faced with a significant shortfall in overall funding during the next five years as demand and cost pressures are forecast to continue to increase.

The demand pressures will be addressed through the Adults Transformation work and may be alleviated to an extent by changing models of service delivery. However this report focuses on ensuring rates for the existing service models are set at a level which is affordable for the County Council, but are also commensurate with meeting the real costs to providers of delivering their services.

In April 2015 the County Council moved away from a banded fee structure for new placements to a fee basis that reflects capital investment in residential homes with further work to be completed to link quality to fees. Existing placements at 1st April 2015 remained at banded rates subject to an inflationary increase. As a result of this change the County Council operated 50 rates for residential and nursing care during 2015/16.

Approach to 2016/17 fee uplift

In April 2014 LaingBuisson (LB) provided the County Council with Lancashire specific information detailing actual cost floor and ceiling rates for older people's nursing and residential homes. The information provided has been inflated to 2016/17 levels using factors such as the National Living Wage, CQC fee changes and other relevant inflationary factors and used as a benchmark in determining an appropriate fee from April 2016.

The Local Government Association highlights a historical care funding gap, however, the County Council must also consider the affordability of any fee uplift. As a result, the County Council has benchmarked its fee uplift against LB's floor rate, which allows for a 7% return on capital within the fees paid, but does not allow for a return on activity. This translates to a fee that covers operational costs plus an additional allowance of 7% on the capital invested in the business.

Benchmarking against LB's actual cost of care, described above, indicates fees for admissions from 1st April 2015 should increase by 8.5% overall with a higher level of investment in the dementia market.

In addition to the above benchmarking, the County Council acknowledges that the costs of care relates to the person and not their date of admission and therefore recommends reducing the number of fee levels to five plus a room premium as introduced from April 2015. Any provider paid at a legacy fee rate will be migrated to the proposed new fee level.

Proposed 2016/17 Fees

Proposed weekly fees for older people's residential and nursing care, to be effective from 1st April 2016 are as follows:

Net Fee	Existing Fee (Exc RNCC*)	Proposed Rate	Actual Increase	Gross Fee Inc RNCC*
Nursing Standard	£455.00	£475.66	4.54%	£587.66*
Nursing Dementia	£483.50	£561.04	16.04%	£673.04*
Residential Standard	£384.00	£416.72	8.52%	£416.72
Residential Higher	£433.00	£470.15	8.58%	£470.15
Residential Dementia	£460.50	£504.35	9.52%	£504.35

Compliant Room Premium:	£10
*RNCC (Registered Nursing Care Contribution):	£112

Providers paid a negotiated room rate (i.e. other than one of the published banding rates) will receive an inflationary increase of up to 6.3% as long as it does not exceed the proposed new rate. Any provider paid in excess of the proposed rates will not receive an uplift.

Consultations

In April 2016 the Lancashire Care Association (LCA) provided feedback on 2016/17 fee levels (Appendix 'A'). They raised a number of points including:

- 1) A flat rate fee is inherently unfair.
- 2) LB's fair price for care is the most transparent and fair model.
- 3) The County Council should return to a banded fee structure.
- 4) The standard rate for residential care should be abolished as it is an irrelevant category.
- 5) The dementia premium falls short of what is required, and a greater shortfall exists in the nursing market.
- 6) The £10 room premium is not adequate.
- 7) Date of admission should have no impact on fee levels.

The LCA have stated they wish to continue to work with the County Council to shape and inform future fee levels.

The County Council has tried to address many of these points in this fee uplift. Some points, such as a return to the banding structure (abandoned from April 2015) require further work and consultation with the market, and will be addressed by further partnership working during 2016/17.

Implications:

This item has the following implications, as indicated:

Risk management

- Legal

There remains a risk associated with the relevant provisions of the Care Act 2014 in that the County Council's rates may not be considered by certain providers to be in line with the requirements of the statute. This is a risk facing all local authorities and is not specific to the County Council. However, to mitigate the risk of potential challenge under the Care Act 2014, the County Council has benchmarked its fees against market analysis completed by LB and will be undertaking further work to review all fee levels in 2016/17, the results of which may be to rebase some rates as requested by the Health and Social Care Partnership.

- Financial

Full Council agreed a council-wide budget that requires reserve funding of £64.1 million which is not sustainable beyond April 2018.

The total financial impact of this increase is approximately £9 million and represents an additional investment in the sector of £2 million over and above the County Council's approved older people's residential budget. An element of the increased cost pressure will be offset by client contributions and it is anticipated the net cost to the County Council will be £1.7 million in 2016/17.

The recurrent pressure resulting from this proposal will be built into the medium term financial strategy from 2017/18. The impact in 2016/17, of no more than £1.7 million, will be funded from the transition reserve. This value includes growth forecasts of 2.86% (although continued efforts to reduce the number of admissions to residential care may result in actual growth being lower, as evidenced in 2015/16) and assumes an element of the additional pressure will be offset by resident contributions.

The County Council believes the proposed increase would allow providers to meet their obligations associated with implementation of the National Living Wage and pension increases.

The County Council is working with Newton Europe to redesign pathways and menu of service. The direction of its work with Newton Europe may result in a future reduced demand for residential based services.

List of Background Papers

Paper	Date	Contact/Tel
Appendix A: Lancashire Care Association response to consultation	April 2016	John Sleightholme / 07824081657
County Care Markets: Market Sustainability & the Care Act	July 2015	
CQC Care Directory – with ratings (1 April 2016)	1 st April 2016	

<http://www.cqc.org.uk/content/how-get-and-re-use-cqc-information-and-data#directory>



Lancashire Care Association Co. Ltd

Representing Providers of Quality Health and Social Care

1st April 2016

Mike Kirby
Director of Corporate Commissioning
Lancashire County Council
County Hall
PO Box 100
Preston
Lancashire
PR1 0LD

Dear Mike,

Re: LCA response to “LCC fees re Older People’s Residential and Nursing Fee Uplift – 2016-17” Letter Dated 17th March 2016

We welcome the opportunity to give our views on the above letter regarding care home fees.

There has been a crisis in care funding since 2010-11 which has seen in excess of a 20% shortfall in real-terms funding. The average care home fee gap per local authority is £17m (CCN, 2015). There is a funding crisis which is impacting on market resilience to the extent that we are at a ‘tipping point’ in the balance between sufficiency in fees and the consistent delivery of safe, good quality, care. The latest challenge arises from the impact of the Living Wage which is a major issue for commissioners and for providers dependent in part or whole on local authority funding.

The insufficiency of funding to local authorities to support service users reliant on local authority funding, and the political challenges such a shortfall represents, should not cause anyone to seek to hide the impossible pressures faced by providers nor downplay the fragility in the provider market.

We continue to argue for an independent costing methodology that is fully subject to critical appraisal. The only model we know of to date which meets this important criterion of transparency is the LaingBuisson methodology. The account given in the 2008 update (floor and ceiling prices) and the accompanying toolkit (Laing, 2008) represent a way point on the journey towards fair and adequate fees for efficient providers delivering quality care.

LCA represents the domiciliary care voice as well - itself and with LDCPF and LLDC colleagues - and there are parallel issues and concerns in that area of discourse but this response relates solely to the care home issues referred to in the 17th March letter; in relation to the work of the care home fees subgroup.

There are some key principles that underpin the way we have been working through the Social Care Partnership (now Health and Social Care Partnership) on fees in relation to the care market over some years. We think it may be useful to set them out here. The extent to which they are currently shared is a matter of discussion at the partnership forum as the setting of fees in 2015 represented break from the past in the approach taken but they are, nonetheless, our understanding of some principles that have informed the partnership work on fees over the years.

Principles

Key Principle 1 - A Fair Rate of Return

(Abbeyfield case) "...efficient operators running at efficient occupancy levels should be able to recover all reasonable costs and achieve a reasonable return...Payment rates need to vary between homes with differing capital values per bed for them to achieve a consistent rate of return. Otherwise a uniform rate will result in homes meeting quality grade 1 achieving a lower rate of return than target, and homes meeting quality grade 4 will achieve a higher rate than target." Mr Justice Norris citing PWC in the Abbeyfield judgement.

Key Principle 2 - Commissioners Must Pay Due Regard to Actual Costs

Impact of the Living Wage. The impact of the Living Wage requirement from 1st April 2016 will represent something in the region of an 8-10% increase on the average social care employer's wage bill (recognising that wages and salaries account for between 60% and 80% of provider costs).

Councils are required to set their usual prices for residential and nursing care for services they commission. In doing so they must have regard to the actual costs of providing care in the market place. Generally speaking councils are required to promote effective and efficient markets in care providing high quality services, choice and resilience.

LAC (2004) 20 "In setting and reviewing their costs, councils should have due regard to the actual costs of providing care and other local factors. Councils should also have due regard to BV requirements under the LG Act 1999." "When setting its usual cost(s) a council should be able to demonstrate that this cost is sufficient to allow it to meet assessed care needs to provide residents with the level of care services they could reasonably expect to receive if the possibility of resident and third party contributions did not exist." 3.3. Judge Lambert (Torbay case) indicates that "if the decision-maker treads the path of economic modelling, then it seems to me it cannot proceed with a model that is significantly flawed." This judgment has relevant to the Fair Price (2004, 2006) and 'actual costs' (2014) research commissioned in Lancashire.

Key Principle 3 - Funding Gap: Monitoring the Gap

The LGA cites the County Councils Network (CCN) - of which Lancashire CC is a member - reporting that their research found that the 'care home fee gap' in counties already stood at £630m during 2014 rising to £756m by 2016/17 "...with the Act indirectly creating further sustainability risks through a process called 'market equalisation?'"

The Fair Price model included a Fair Price tracker which allowed us to quantify a gap between fees and what was actually required. There has been something in excess of a 20% real terms fall in fees since the 2010/11 fees round. The council, which purchases 35% of places in residential and nursing home settings and >90% of domiciliary care faces an identified funding gap in the

council budget of £262m. Quantifying the funding gap is, essentially, akin to measuring 'unmet need' and is important for monitoring what can be done (given the available budget) against what should be done (given a budget adequate to meet quality thresholds and aspirations).

Key Principle 4 – The Changing Role of Care in Residential and Nursing Homes

Increased demand and increased levels of need have meant that those who are resident in care homes have levels of need associated previously with nursing care and those resident in nursing beds have levels of need overlapping with CHC 'population' and each is increasingly addressing dementia challenges and EOL care (noting the fall in average LOS in nursing homes to <12 months). Centre for Policy and Ageing with BUPA have given an account of the new role of the care homes sector addressing the much higher levels of need through physical and mental frailty. The same issue – meeting new and much higher levels of need – applies to the care homes and domiciliary care sectors. This sea change over the last decade requires forward planning so that care fit for purpose for tomorrow's needs can be planned today. This requires a shared strategic vision across health and social care. The relation of fees to quality, diversity and sustainability is a key part of this shared vision.

Key Principle 5 – Addressing Sustainability / Market Fragility

LB actual cost report: this was commissioned by LCC for the work of the Social Care Partnership and the parties to the SCP agreed the validity of its findings. The July 2014 report showed residential care at or fractionally above a 0% rate of return and nursing care below that 0% figure (based on late 2013/early 2014 data). This represents an unsustainable arrangement acting to create unstable businesses and a potentially failing sector. National estimates (ResPublica) report the loss of 37,000 beds nationally over the next 5 years. LaingBuisson research shows that, for the last three years, there has been a shortfall against cost of provision in the average weekly fee paid by local authorities for publicly supported residents of between £31-£50 per resident, per week

Key Principle 6 - Full Engagement with the Provider Sector at a Formative Stage

The IPC note that "It is important for providers to engage with local authorities to understand their current thinking about their care market in order to appreciate the potential impact on their business... However, for the provider, 'engagement' should be more than the receipt of information from the local authority. Providers need to ensure that the local authority understands what the provider needs from it in order to be able to innovate to provide a high quality and locally appropriate service...."

Key Principle 7 – Use of Independent Costings Model

The increasing gap in sufficiency between costs and LA fees needs to be recognised separately from any issue of the ability of the local authority to pay adequate fees. We continue argue, as we have always argued, for the logic of the LaingBuisson 'Fair Price' model which operates with a ceiling (fully compliant) and floor price for providers. The Fair Price gap – which the model tracked – was never used for local authority 'bashing' but, rather, as a marker and a reminder.

Alternative models. We have made some joint initial consideration at the SCP, of costing models that incorporate or are built around needs/ dependency (see Care Homes Staffing model) and may revisit that in a forthcoming joint review along with a review of quality and fees including resident reporting of satisfaction/ QOL. But we have not, to date, agreed an alternative

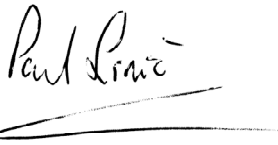
independent model with LCC nor do we know of another model that is 100% transparent, as the LB model is, and thus subject to critical analysis.

Recommendations

1. To make up for the shortfall in fees over the period since 2010-11 would require an increase of something in the region (and probably well in excess) of 20%. So the issue is, for present purposes, simply how is the best (fairest and most effective) distribution of the available fees - whatever they are - to be achieved. We consider a flat rate fee inherently unfair in line with the judgment in the Abbeyfield case.
2. Our view is that the LaingBuisson methodology is the most transparent and fair model. We continue to make the case for the authority to return to use this model to shape fee-setting and consider that a flat rate - as paid last year for the first time since 2004 - is unfair and irrational.
3. We argue for 5 bands to the LB model - recognising there would be a need to manage any transition as creating a new band would involve changes that would be unpredictable and that any such changes would need a period of planning and could not be in place for 2016-17.
4. We do believe that the fees for 2016-17, though, could be placed into the extant four bands gearing mechanism or some similar method taking account of easily accessible data to be used in differentiating between the bands. Options were suggested by LCA to LCC at the HSCP Steering Group in March. We see in the appendices below that band 1 homes, whose cost profiles are going to be highest, have had much smaller increases than band 4 homes. We think this is a flawed, irrational, counter-productive and, ultimately, indefensible (given the operation of the Fair Price model in the Lancashire area).
5. We recommend that standard rate be abolished as it is now an irrelevant category. It is also a significant distraction in practice as SWs use the category (under instructions, we hear) to place at lowest cost.
6. LB shows the **dementia premium** falls far short of what is required - particularly for nursing, (presently £27/£28 when it was in 2014 required to be £80).
7. The shortfall is much greater in nursing than residential. This needs to be addressed. We think this explains the loss of nursing beds over the last year and the gain in residential (as providers exit the nursing market because of the increased cost and risk). This is highly problematic given the level of need now of residents in the care home setting.
8. Moving towards greater equality across the 4 bands (working towards each achieving 100% of the price for their band) was one of the achievements of the Fair Price model 2005-2011. Since then, the residential no/lower bands (as were) have had an extraordinary and disproportionate increase (**22% for band 4 as against 1% for band 1**). This is irrational in our view and contrary to previously agreed approaches between LCC and LCA.
9. Room premium at £10 is far short of actual cost and does not provide an adequate return or provide an incentive to develop improved facilities.

10. A higher premium on that would take relatively little out of the pot and move towards providing the appropriate return and incentive. (Market shaping - avoiding the Blackpool stagnation of standard of facilities).
11. RNCC and DWP 'surplus' should be passported to the provider fees' pot and not retained by the local authority. This has been an approach agreed earlier at the SCP and it is now more than ever crucial to the resilience of the market that any surplus is passed through to providers.
12. Our view is that the 2% Council Tax precept as possible should be used to help support and shape the adult care market. We believe that how the funding is to be allocated across adult social care come for discussion at the HSCP.
13. Just as a flat fee is unfair and irrational so, we judge, is linking the date of admission to fees. There is no logic to this in our view.
14. The Better Care Fund has to be part of the solution to the viability of the quality independent care sector in Lancashire moving forward. To date, the (H)SCP has not been included in any relevant discussions. We are hopeful this will change.
15. We wish to work with LCC and health colleagues to identify work that can be done to maximise other (non-fee) ways of securing the financial position of quality providers in the current crisis. This was raised at the March HSCP Steering Group and we (LCA) will present a separate discussion paper on this to the HSCP SG for consideration.
16. We need to quickly address some joint work for April 2016 if there is to be a partnership approach. We need to focus that work in May/June and in September/October in order to complete work for year end and factor in the Cabinet approval timeframe (Jan/Feb) in readiness for April. We are keen to contribute to this shared approach as we have done for some years prior to 2015.

Yours sincerely,



Paul Simic
CEO
Lancashire Care Association Co. Ltd
(Joint Chair, HSCP)

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Report to the Cabinet Member for Highways and Transport
Report submitted by: Head of Service - Policy, Information and Commissioning
(Live Well)
Date: 16 May 2016

Part I

Electoral Divisions affected:
Fylde East; Preston North
West; Preston Rural; and
Preston West

Preston Western Distributor and East West Link Road and Realignment of Footpath Network - Approval for use of powers and preparation of Various Orders and Schemes including Compulsory Purchase Order
(Appendix 'A' refers)

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Executive Summary

Design work and the progression of the planning application is ongoing for the Preston Western Distributor and East West Link Road and Cottam Link Road. To maintain programme milestones and to ensure the scheme can be delivered, it is essential that the County Council has possession of all the necessary land. Negotiations are ongoing with the landowners however, agreement may not be achievable in time or at all. Consequently, it may be necessary to use Compulsory Purchase powers available to the County Council, in particular under the Highways Act 1980, to acquire the land.

Additionally a Side Roads Order under the Highways Act 1980 will also be required to enable alterations to be made to the existing highways and private means of access. Other Schemes and Orders under the Highways Act will also be required to enable the scheme to properly form a junction with the motorway and for the construction of the bridges over the canal navigable waters.

This is deemed to be a Key Decision and the provisions of Standing Order No. 25 have been complied with.

Recommendation

The Cabinet Member for Highways and Transport is asked to:

- (i) Approve the use of the County Council's powers of Compulsory Purchase contained in the Highways Act 1980, and all other enabling legislation, to acquire all the necessary land and rights of access for the construction and future maintenance of the proposed Preston Western Distributor and East West Link Road, Cottam Link Road and the realigned footpath network;
- (ii) Authorise both the preparation of Compulsory Purchase and Side Road Orders for the scheme and other appropriate Orders and Schemes under the Highways Act 1980 and the taking of all other procedural steps in connection with the making of the Orders, prior to approval and sealing and making of the formal Orders and Schemes; and
- (iii) Approve the acquisition by agreement in advance of Compulsory Purchase powers of all rights, interests, enabling arrangements to facilitate the scheme.

Background and Advice

The Central Lancashire Highways and Transport Masterplan (CLTM) was published in March 2013 and provides the basis for determining future transport investment priorities across Preston, South Ribble and Chorley. Many of the transport priorities identify large-scale improvements and additions to the existing highway network. The Preston Western Distributor road (PWD) is the most substantial road scheme proposed in Central Lancashire; a new 4 kilometre long dual carriageway linking the A583 at Lea to the M55 at Bartle and forming a new junction, Junction 2, on the M55 motorway. It will provide direct access to the strategic housing areas in North West Preston shown in the adopted Preston Local Plan 2012 -2026 and detailed in the City Council's published Masterplan for that area, served from the PWD by a new East-West link road and a link road to the existing developed area of Cottam.

The PWD will also enable provision of, and provide a direct connection to, the proposed Cottam Parkway Railway Station presented in the CLTM, and much improved access to the motorway network from the Enterprise Zone at Warton. Importantly, this new road capacity will provide relief to peak hour congestion for east-west journeys using city centre routes and allow bus priority measures, public realm enhancements and improvements to prioritise and promote walking and cycling along existing road corridors.

The scheme will enable the rights of way footpath network at that location to be improved and give better amenity and access for local residents and other members of the public.

Route for Preston Western Distributor

Since this initial identification, a route for the PWD has been developed within the search corridor with the alignment informed by the physical constraints. The route is presented at Appendix 'A'.

At the southern end of the route positions the connection with the A583 in the area of the Blackpool Road, Riversway Junction providing for a junction configuration to allow all movements at the junction of the existing and proposed roads.

Moving north, the route travels between the overhead high voltage power lines and their supporting pylons to the East of Lea Town and West of the Ashton and Lea Golf Club. Immediately north, the road alignment bridges Darkinson Lane under overhead powerlines and the Lancaster Canal and Preston-Blackpool rail line with a single structure. To the north, the arrangement provides for connection to a new Cottam Parkway station using the same roundabout junction which will serve traffic into Cottam.

A further 1.4km north, where Lea Lane, Sidgreaves Lane, Bartle Lane, Rosemary Lane and Blackleach Lane converge within a small area. A roundabout is proposed, connecting to a new East-West Link Road which serves the North West Preston development sites.

The most northerly section connecting to the M55 is defined to avoid Bartle Hall. A new motorway junction will be positioned as far west as possible to minimise the disturbance to the Bartle Wetland Biological Heritage Site without affecting the existing motorway bridge at Rosemary Lane and the adjacent residential and medical properties.

Importantly, the line designed does not necessitate demolition of any residential or other buildings.

The road will be built as a dual carriageway with separate shared use cycletrack along its length on the Eastern side between A583 and the connection to the East-West Link Road. No cycling or footway provision would be made along the section serving M55 traffic.

Junctions along its length will be limited to a large roundabout serving the East-West Link Road and other local roads and a second roundabout junction to serve a road to link to Cottam.

The link to Cottam forms a short section of road to link to Cottam Way. The route is limited by built residential and other properties, including Lea Endowed CE Primary School. The line seeks to minimise the impact on these properties and would remove passing traffic from the junction, and its immediate vicinity, of Sidgreaves Lane and Lea Lane.

Route of East-West Link Road

Turning to these associated link roads, the North West Preston Masterplan (NWPM) published for consultation provides a comprehensive special planning framework for

the area of North West Preston including parts of Cottam, Bartle and Ingol and provision of upwards of 5,000 new homes. The NWPM has explored the idea of an East West Link Road which was identified through the public consultation exercise for the CLTM to ensure ready and convenient access to and from the PWD for both local and long-distance journeys, in order to deter through traffic and locally generated traffic from using already congested routes to the east towards A6, Preston city centre and M55 Junction 1.

The CLTM and, in turn, NWPM identify an indicative east-west line for a spine road through the development area from Lightfoot Lane in the east to a connection to the Preston Western Distributor Road at its western end. The line of the link road has been adjusted subsequent to discussions with the house builders who hold options on land within the NWPM area and with other interested parties along its proposed route to provide a deliverable solution.

Under these proposals presented at Appendix 'A', the East West Link Road commences at its eastern limit with a roundabout on Lightfoot Lane approximately 400 metres west of the existing junction with Wychnor.

After initially taking a northern direction, the route turns west to commence and maintain its east west alignment. It passes through existing agricultural land which the NWPM allocates for future housing. Following this first 1.3km the route approaches Tabley Lane which has properties along its length in this area. The proposed crossing point would avoid all residential properties with the intention that the Melbourne Industrial Estate can be reconfigured whilst maintaining the viability of the businesses. A junction would be created with Tabley Lane.

Proceeding west the route will run immediately adjacent and parallel to Maxy Lane which it would replace. A new junction would be created with Sandy Lane. Continuing to its connection with PWD at Lea Lane the route crosses agricultural land which the NWPM allocates for future housing. Whilst there are no specific engineering constraints along this route, it is aligned with field and ownership boundaries to maximise the land available for development and minimise environmental losses.

Importantly, the line designed does not necessitate demolition of any residential properties.

Support for the development in local policy

The Preston Local Plan 2012-2026 was adopted on 2 July 2015. Policy IN1 of the Local Plan safeguards the preferred route for the PWD section of the scheme and states that "planning permission would not be granted for any development that would prejudice the construction of the road". Paragraph 3.23 describes the East West Link Road component of the scheme as "crucial to deter through and local generated traffic from using the congested routes to the east".

The NWPM was published in January 2014 and was approved as guidance by Preston City Council in February 2014. One of the aims of the Masterplan is to provide a clear understanding of the necessary infrastructure and phasing required

to serve such a large scale development as that proposed for North West Preston. The East West Link Road is a crucial part of this Masterplan.

The CLTM was published in March 2013 and provides the basis for determining future transport investment priorities across Preston, South Ribble and Chorley. PWD and the East West Link Road are major schemes in this Masterplan.

The Preston, South Ribble and Lancashire City Deal was signed in September 2013 and provides a financial structure to deliver these roads, subject to planning, land assembly and other statutory procedures, and in advance of the bulk of development so to minimise as far as possible the impacts on the existing transport network and on local communities and road users.

In September 2015, an updated programme for delivery was presented in the City Deal Infrastructure Delivery Plan (IDP) for 2015/18. This was endorsed by the Cabinets of the 3 associated Local Authorities and approved by the City Deal Executive. The updated IDP timetable programmes the detailed design and land negotiations for the routes of the PWD and the East West Link Road.

Consultations

An initial six week public consultation was undertaken on the preferred route option for the scheme from 30th May to 13th July 2014. The scheme was then safeguarded in November 2014 by the County Council to protect it from development. Surveys and site visits were undertaken to inform the design of the scheme and to highlight its implications on the area.

So that local communities, the wider public and other stakeholders had an opportunity to make comments on the pre-application, and to comply with good practice in these matters, public consultation was held over a 6 week period from 4th January to 12th February 2016 in which time a series of events were held in the local area. Events were held at Preston Grasshoppers Rugby Club on 13th and 20th January and Ashton and Lea Golf Club on the 18th January. The affected communities, landowners and parish councils were invited to attend the sessions, alongside web-based and media information that was presented as the technical justification for the planning application.

The consultation gave the public and stakeholders the chance to scrutinise and comment on the scheme prior to the planning application being submitted which have been factored into the revised strategy.

Whilst the County Council's Head of Estates has been proactive in approaching land owners regarding the required land and other enabling arrangements, there is no guarantee that they would be prepared to conclude negotiations by agreement. To ensure progression of the scheme, it is therefore recommended that the county council progresses a Compulsory Purchase Order to acquire the land and prepares and progresses the other associated Orders and Schemes.

Side Roads Order and other Orders and Schemes

A Side Roads Order, under the Highways Act 1980, would also be required. It is proposed to progress this and prepare the Order at the same time as the preparation of the Compulsory Purchase Order. A Side Roads Order gives the County Council, as Highways Authority, the power to stop-up, divert, improve or otherwise alter a side road, public right of way or private means of access. Without this power, the County Council could not carry out the necessary alterations to the existing highway network and accesses. Scheme(s) made by the County Council will be required to make provision for the construction of bridges over the navigable canal watercourses and an Order and/or Scheme in relation to the special road known as the M55 will also be required to transfer certain lengths as constructed to the Secretary of State as highway authority for the M55 and otherwise enable the junction with the motorway.

Implications:

This item has the following implications, as indicated:

Financial

The PWD and East West Link Road and associated changes to the rights of way network will be funded by the Preston South Ribble and Lancashire City Deal, including contributions from Local Growth Fund. This funding package will fund all costs associated with the preparation of the Orders and Schemes.

Human Rights

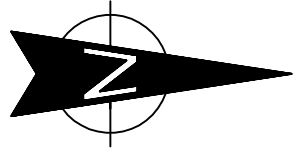
Every person has the right to peaceful enjoyment of his or her possessions under Article 1 of the First Protocol on Human Rights and no one shall be deprived of his possessions except in the public interest. If there is to be an interference with this right, this must be done as provided for by the law and the interference must strike a fair balance between the interests of the community and the protection of the rights of the individual. The schemes have been designed to minimise the interference necessary and, although a balance is required to be achieved, the County Council believes that the greater good is in promoting the scheme for the benefit of the people of Preston and the wider public, and that this outweighs the harm caused by the use of compulsory purchase powers to acquire third party land for the scheme.

List of Background Papers

Paper	Date	Contact/Tel
Adoption of Routes for the Preston Western Distributor Road and Associated East-West Link Road and Cottam Link Road and realigned network of public footpaths	05/11/2014 11/11/2014	Phill Wilson 01772 534559

Reason for inclusion in Part II, if appropriate

N/A.



Appendix A

No.	DATE	AMENDMENT DETAILS	CHECKED BY	DRAWN BY
REVISIONS				



Environment Directorate
Strategy & Policy

PROJECT TITLE		CLM01 Central Lancashire Highways and Transport Masterplan
DRAWING TITLE		PRESTON WESTERN DISTRIBUTOR PWD & EAST WEST LINK ROAD CONSULTATION PLAN
DRAWN BY	JMARTIN	PROJECT No. CLM01
CHECKED BY	PMILSON	DRAWING No. CLM01-DEV-010-025
DATE	APRIL 2014	SHEET No. 1 OF 1
SCALE @ A1	1:10000	REVISION: -
CLIENT No.	CLM01	

Agenda Item 9a

(NOT FOR PUBLICATION: By virtue of paragraph(s) 3 of Part 1 of Schedule 12A of the Local Government Act 1972. It is considered that all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information)

Document is Restricted

Agenda Item 9b

(NOT FOR PUBLICATION: By virtue of paragraph(s) 3 of Part 1 of Schedule 12A of the Local Government Act 1972. It is considered that all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information)

Document is Restricted

Agenda Item 9c

(NOT FOR PUBLICATION: By virtue of paragraph(s) 3 of Part 1 of Schedule 12A of the Local Government Act 1972. It is considered that all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information)

Document is Restricted

(NOT FOR PUBLICATION: By virtue of paragraph(s) 3 of Part 1 of Schedule 12A of the Local Government Act 1972. It is considered that all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information)

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Agenda Item 9d

(NOT FOR PUBLICATION: By virtue of paragraph(s) 3 of Part 1 of Schedule 12A of the Local Government Act 1972. It is considered that all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information)

Document is Restricted

(NOT FOR PUBLICATION: By virtue of paragraph(s) 3 of Part 1 of Schedule 12A of the Local Government Act 1972. It is considered that all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information)

Document is Restricted

Agenda Item 9e

(NOT FOR PUBLICATION: By virtue of paragraph(s) 3 of Part 1 of Schedule 12A of the Local Government Act 1972. It is considered that all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information)

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Agenda Item 9f

(NOT FOR PUBLICATION: By virtue of paragraph(s) 3 of Part 1 of Schedule 12A of the Local Government Act 1972. It is considered that all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information)

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Agenda Item 9g

(NOT FOR PUBLICATION: By virtue of paragraph(s) 3 of Part 1 of Schedule 12A of the Local Government Act 1972. It is considered that all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information)

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Agenda Item 9h

(NOT FOR PUBLICATION: By virtue of paragraph(s) 3 of Part 1 of Schedule 12A of the Local Government Act 1972. It is considered that all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information)

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